

PN ABY-458

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**CDIE - R&D/WID WORKSHOP ON  
MONITORING & EVALUATION  
TO INFORM MANAGEMENT DECISIONS:  
USING GENDER DATA**

**Washington, D.C.**

**March 2, 1993**

***Prepared for:***

Center for Development Information & Evaluation  
Bureau for Research and Development, Office of Women in Development  
Agency for International Development

***Prepared by:***

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**WORKSHOP OBJECTIVE**

To enhance the availability and use of information on people level impacts, particularly the impact on males and females, in A.I.D.'s development assistance program.

**PURPOSES**

By the end of the workshop, participants will have:

- Increased knowledge about ways by which manager can use people-level, gender-disaggregated information from monitoring and evaluation to strengthen decision-making
- Discussed key issues and findings from a report on progress in AID/W regional bureaus and key offices to improve gender consideration in tracking, monitoring and evaluation systems
- Identified potential mechanisms and resources for increased intra-agency cooperation on integration of gender in management systems for decision-making.

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**WORKSHOP AGENDA**

- |                  |   |
|------------------|---|
| <b>SESSION 1</b> | Opening   |
| <b>SESSION 2</b> | Overview of Agency Monitoring and Evaluation Systems; Flow of Gender Information                                      |
| <b>SESSION 3</b> | Using Gender Information in Program Performance Monitoring Systems  |
|                  | Lunch   |
| <b>SESSION 4</b> | Gender Information Needs for Management Decisions; Recommendations for Revision of Agency Project Evaluation Guidance |
| <b>SESSION 5</b> | Next Steps  |

**CLOSURE**

**Resources:** Immediately following the official closure, participants are invited to spend a few minutes gathering information on resources available for obtaining gender information.

**Legislation, Policy, Guidance on Gender  
(Examples) 1**

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**Reference Materials on Gender  
Disaggregated Data 2**

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**Resource Materials 3**

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**Assessment Reports on Coverage of  
Gender in A.I.D. Monitoring and  
Evaluation Systems 4**

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## MAIN FEATURES OF FY 93 LEGISLATION

- EARMARKS \$10 MILLION FOR PROMOTING THE INTEGRATION OF WOMEN IN THE DEVELOPMENT PROCESS, OF WHICH NOT LESS THAN \$6 MILLION IS TO BE USED AS MATCHING FUNDS TO SUPPORT ACTIVITIES DEVELOPMENT BY A.I.D.'S FIELD MISSIONS

### **FY 93 legislation requires the following from A.I.D.**

1. Ensure that country strategies, projects and programs are designed so that the percentage of women participants will be demonstrably increased.
2. Increase training opportunities for women from all regions and tailor training programs to address the specific needs of women.
3. Actively seek participation of women in the microenterprise program and support productive activities managed by women to the maximum extent possible.
4. Continue to address issues in last foreign assistance legislation, including:
  - design of country strategies and, where appropriate, projects and programs so that the percentage of women who receive assistance is at least in approximate proportion to their traditional participation in the targeted activities and will increase wherever possible
  - inclusion of sex-disaggregated data, where appropriate, in all country, project and program documents; also all relevant research projects, and project and program evaluations should include assessments, where appropriate of the program or project's impact on women and success in helping to integrate women into the development process
5. Provide guidance on strategies for achieving the goal of incorporating women in the planning, design, implementation, management and evaluation of the agency's development activities.
6. Ensure that U.S. assistance programs in Eastern Europe take into account the impact of reforms on the status of women and promote the equal status of women.

### **Other Congressional recommendations and concerns:**

- Noting the linkage between women's fertility and personal income, the legislation encouraged A.I.D. to work with multi-lateral institutions to develop 10-year plans for a worldwide effort to raise the socio-economic status of women. The plans should include policy commitments such as a) ensuring that women and especially female heads of households are targeted for increased access to credit, extension services, capital management, food production and small enterprise development projects; b) incorporating the reform of policies and laws that discriminate against women -- including laws blocking access to land, credit and property--into structural adjustment and sectoral loans, releasing loans to central banks and nongovernmental organization contingent upon evidence that credit-delivery institutions have women in leadership positions at all levels and that such facilities encourage microenterprise lending to women.
- A.I.D.'s Administrator should continue to take steps to ensure that senior level staff are actively involved in implementing earlier legislation, including establishing specific criteria for measuring and evaluating the Agency's performance in incorporating women in development activities.

## MAIN FEATURES OF FY 90 AND FY 91 LEGISLATION

- EARMARKS \$5 MILLION FOR PROMOTING THE INTEGRATION OF WOMEN IN TO THE DEVELOPMENT PROCESS
- OF WHICH, NOT LESS THAN \$3 MILLION IS TO BE USED AS MATCHING FUNDS TO SUPPORT ACTIVITIES DEVELOPED BY A.I.D.'S FIELD MISSIONS

Both FY 90 and FY 91 legislation require the following from A.I.D.:

1. Incorporate women as beneficiaries of and contributors to its development activities at the level proportionate to their participation in the sector or to their representation in the total population, whichever proportion is higher.
2. Ensure that A.I.D.'s country strategy, program, project, non-project assistance, and reporting documents explicitly describe strategies to involve women, identify benefits and impediments to women's participation in development, and establish benchmarks to measure women's participation in and benefits from development activities. When such efforts are difficult to achieve, Bureaus and USAIDs will ensure that there is substantive analysis of the obstacles preventing completion of such efforts and will include an explanation of how these obstacles will be overcome.
3. Collect sex-disaggregated data in all its research and data-gathering activities.
4. Develop WID Action Plans for all Bureaus and USAIDs.
5. Develop and implement a WID training program for A.I.D. staff, and train all A.I.D. staff.
6. Increase training opportunities for women from all regions and to make necessary provision in its training programs for addressing the specific needs of women.
7. Increase levels of girls' access to and participation in primary and secondary education.
8. The Administrator of A.I.D. should take steps to ensure that senior-level staff from each of the regional and technical bureaus who are in decision-making positions are actively involved in, and committed to:
  - (1) overseeing implementation of this provision;
  - (2) assisting Agency missions in the development process;
  - (3) designing means for ensuring that staff at all levels of the Agency are similarly involved in and committed to achieving the goals of incorporating women; and
  - (4) establishing specific criteria for measuring and evaluating the Agency's performance in incorporating women in development activities, and developing ways to institutionalize learning within the Agency on WID activities.
9. Include in project and program evaluations an assessment of the extent to which women are being integrated into the development process and the impact of such project or program on enhancing the self-reliance of women and improving their incomes.
10. Incorporate to the maximum extent possible the active participation of local women and local women's organizations in all programs, projects, and activities carried out by AID or its contractors.
11. Provide guidance on strategies for encouraging universities participating in programs under title XII, other agencies of the U.S. government, and contractors involved in carrying out programs administered by the Agency to develop and implement WID training programs for their professional staffs.

**DRAFT**

**PROGRAM-LEVEL MONITORING AND EVALUATION**

**FY 93 GUIDANCE**

**BUREAU FOR LATIN AMERICA AND THE CARIBBEAN**

**August 1992**

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e.1. A less expensive alternative to new survey work is to add modules to existing survey instruments. Opportunities to obtain data in this fashion should be explored.

f.1. Missions should consult with other donors to determine what data collection efforts they are facilitating or planning to support, and to suggest modifications or additions that could help meet A.I.D.'s M&E objectives at relatively little additional cost.

b. Project-Level Indicators. Much of the baseline data collected for A.I.D. projects in developing countries over the years has been worthless. Sometimes this is because inadequate attention has been paid to evaluation objectives, such as specific impacts of the project on a target group of poor people. As a result, the wrong indicators may be tracked; no control group (or an improper one) may be surveyed; and non-project influences on the impact variables may not be filtered out. If we want to examine the impact on the poor of a particular structural adjustment measure (or any other type of development project), care will have to be taken to identify a target group of poor people in such a way that changes in their status (and often that of some control group) can be measured statistically. At the same time, we must resist the temptation to cut corners on the costs of data collection. Three good data collection efforts are worth a lot more than eight bargain-basement surveys that fail to provide a good basis for measuring impact.

## 2. Assessing Gender-Differentiated Impact:

In addition to the factors which need to be assessed to measure performance in benefiting the poor, gender-differentiated effects also need to be taken into account in monitoring and evaluating performance. Women often are affected differently than men by development efforts; these differential effects must be captured by M&E systems in order to have an accurate picture of performance and to inform strategic planning. This section expands upon points pertinent to assessing gender impact.

### a. Key Questions:

There are two key questions which should be asked to determine whether and how to assess gender impact: a) Who must participate and benefit, in what way, if the strategic objective or program output is to be achieved, i.e. what are the people-level implications? Indicators must then be identified or refined to measure what occurs. b) So what? What is likely to happen as a result of achieving or failing to achieve the S.O. or output, i.e. what is the larger development impact, and who benefits or suffers, and in what way? This type of analysis can suggest indicators to aid in determining impact.

b. Information Use and Feedback:

There is no point in collecting gender-disaggregated data if they are not used in assessing performance and in program management and planning. Therefore, indicators should be gender-disaggregated insofar as they reveal whether objectives and outputs are achieved, not as a formality or automatic requirement. The M&E plan should address how participants and beneficiaries of both sexes are to be included in the information collection, analysis and feedback process, i.e. participatory evaluation. Inclusion of gender-disaggregated information and its analysis, reporting and feedback should be specifically required in scopes of work when relevant to program objectives.

c. Data Sources and Methodologies:

Linkage studies are useful when data which would indicate gender impact are lacking or unreliable. They can be undertaken to determine whether and how gender considerations affect program success. They can help determine why and how such effects occur, and thus guide program planning as well as M&E.

As with assessing impact on the poor, causal linkages are difficult to establish; therefore, plausible association must be the minimum standard for measuring gender impact.

D. Developing a Summary M&E Progress for the Action Plan

A summary of M&E progress for the Mission's annual Action Plan is a brief discussion of current and projected M&E systems development and implementation across Mission programs.

For every Action Plan on an annual basis, or as often as the Action Plan is submitted to AID/W by the Mission, a Mission-wide M&E summary is requested. This summary should include, but not be limited to, the following:

1. Overall status of the Mission's M&E systems development. This is not a request for the specifics of S.O. M&E plans, rather a request for information on the status of M&E systems development within the Mission. For example, this might include a description of information systems development, data collection problems such as the availability and reliability of data, progress of sector-level studies and establishment of baseline data, and so forth.

Include a list identifying any technical assistance the Mission is planning to procure during the planning period, and indicate if Bureau assistance is requested.

## A. Developing a Monitoring and Evaluation Plan:

There are eight suggested components to a monitoring and evaluation plan. It is recommended that an M&E plan be developed for each of the mission's strategic objectives before M&E or MIS systems are developed. Development of a plan, as proposed below, ensures that the components of the system have been well thought out, the system is only as comprehensive as it needs to be, and that adequate financial support has been identified and is available.

### 1. Strategic Objective Identification

Identify the strategic objective for which the M&E plan is to be designed. Describe the proposed performance indicator(s) that will measure achievement of the objective, the program outputs that will contribute towards achieving the objective, and the output indicators that will measure program output achievement. This section should also include the planned activities to be carried out to accomplish the program-level outputs. Finally, cite the A.I.D. projects and those of other donors, non-project assistance, P.L. 480, and other resources that will provide the resources to support implementation of the planned activities. In general, this information will come directly from the Mission's Program Objectives Document and Action Plan.

### 2. Manager's Questions

This is the most important and most difficult section of the M&E plan. In framing the manager's questions, one is identifying the key management questions for which information is needed to demonstrate successful attainment of the strategic objective. These three to five key questions range from the larger, broader issues of "why" (meaning) and "what" to the more commonly asked questions regarding "how." In developing the key questions, one also might consider "who". For example, who is expected to benefit and participate and is it relevant and important to formulate a key manager's question to ensure measurement of who does benefit and participate from the development project or program?

These questions guide the selection of indicators. The questions should evolve from the key decisions and actions to be taken in the efforts to achieve the strategic objective, and, therefore, guide the identification and selection of the most essential information needed. They help managers focus on their program-level roles, responsibilities, and functions. For example, "what information do we need at the activity or program output level in order to be reasonably assured we are on the way

toward successful performance at the next higher level or to let us know that our program is in trouble?"

Refer to CDIE's "Guidelines for Data Collection, Monitoring and Evaluation Plans for A.I.D.-Assisted Projects", Report No. 9, pages 34-38 for more information and some examples.

### 3. User Identification and Information Use

Discuss and identify briefly all the parties involved in achieving the strategic objective and, in addition, those who would benefit from receiving information relevant to achieving the S.O. This includes those who may not be directly involved in the monitoring and evaluation activities, but who will benefit from information generated by the monitoring and evaluation process, such as the Ministry of Planning and A.I.D./W. Would involved communities, participants or beneficiaries have use for the information?

Outline the potential and real uses of the information to be collected and analyzed. Does the use of the information justify the means and cost of obtaining the information?

### 4. Assumptions, Indicators and Administrative Data

It is important to develop realistic and plausible indicators for measuring progress and impact, and the assumptions that guide the selection of indicators. While the key indicators may have been identified and listed above (those reported to AID/W), there may be other indicators that the Mission or other stakeholders, such as a host government ministry or private institution, may want to monitor and evaluate. For example, one might wish to include some indicators for measuring the administrative aspect of achieving the objective, such as one or several indicators to track and monitor the cost of the program-level monitoring and evaluation.

The indicators reported to AID/W should be few in number (no more than two to three for each objective and program output). Additional indicators needed for management purposes can be organized into categories that ensure monitoring the various aspects of program administration or achievement, i.e., policy framework, access to services and/or credit, decentralization, financial sustainability, people level impact disaggregated by gender, ethnicity, etc. If monitoring responsibilities are built into contractor scopes-of-work, this section can be used to illustrate and clarify what needs to be measured by the contractor that is in the interest of all the stakeholders.

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

6 1992

MEMORANDUM

TO: LAC Bureau Mission Directors and A.I.D. Representatives

FROM: LAC/DPP, Joseph F. Stepanek *Joseph F. Stepanek*  
LAC/DR, Peter Bloom *P. Bloom*

SUBJECT: FY 94-95 Action Plan (AP) Guidance

This guidance is for both LAC bilateral missions and More Developed Country (MDC) programs.

I. Background

A. General

The Action Plan process for the FY 94-95 period occurs under the continuing mandate to focus our economic assistance on the most appropriate strategic objectives, concentrate our limited resources on progress towards those objectives, and demonstrate program level impact. Last year's Program Objectives Document and the Action Plan (for those missions that had recently prepared a CDSS) articulated strategic objectives and indicators to track progress toward achieving them. This year's Action Plan will provide missions with the first opportunity to report on program performance under their strategic framework. We are pleased with this progress.

Continuing budget restrictions may well influence our ability to achieve the program targets established last year. Missions should strive to maintain the integrity of their strategic frameworks by focusing budget cutbacks on project management units that fall under the Other category, and by accelerating planned project phase-outs. After this initial assessment of lower priority activities, some missions, based on the preliminary budget levels, may have to consider reducing the number of their objectives and/or scaling back strategic objective targets. Missions are in the best position to make these decisions to preserve their strategic programs in light of budgetary realities.

The strategic objectives provide the unifying framework for a mission's overall development assistance program and supporting projects and activities. The utilization of this strategic framework is expanding. For example, it will be utilized in structuring: 1) SAR reviews, 2) the Agency's proposed portfolio management automation, 3) reporting on program performance to the Bureau, within the Agency and to external audiences, and 4) in

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analyzing which Central and Regional projects support mission objectives. In order to tie new project initiatives more closely to this framework, missions should consider having the goal statement of new projects the same as, or carefully reflect, the strategic objective that the project supports, and project purpose statements reflect program output(s). In those cases where a project might support more than one strategic objective, missions would incorporate the other strategic objective in the project's goal statement as well.

#### B. Focus of AP Reviews and Utilization of AP Performance Information

During the Action Plan reviews, we will specifically focus on: 1) programmatic adjustments in response to budgetary cutbacks as well as progress in phase-outs and program focus actions from last year's AP Review; 2) whether the mix of projects/activities under a strategic objective are, in sum, necessary and sufficient to achieve the program outputs and ultimately the strategic objective; and 3) which current and proposed in-country Central and regional activities support the mission's strategic objectives.

Management issues will continue to be of prime concern in the Action Plan reviews. Issues addressed will include the impact of limited staffing and OE resources on management, Mission plans to address vulnerabilities identified in internal control assessments, and needs for external support from A.I.D./Washington and other sources.

Program performance information in the AP tables and narrative will be used during the reviews to assess progress in achieving program outputs and strategic objectives. Program performance data from all LAC Missions will be analyzed to report to AA/LAC and OPS on patterns and trends in the achievement of Bureau sub-objectives at the end of the Action Plan Review cycle. CDIE/PRISM will also use this information to prepare its Agency-wide program performance report to the Administrator.

## **II. Action Plan Format**

Based on feedback received from missions and an internal stocktaking of last year's POD/AP process, we have simplified and reduced the reporting requirements for this AP. Only four tables will be required. They are included in the attached Wordperfect format diskette which can be edited easily and used to prepare the hard-copy of the AP. Two tables will be used for reporting on the performance of each strategic objective. Table 1 requests program performance information. Table 2 requests a visual overview of the Strategic Objective, its program outputs and

supporting projects. Table 3 is a time-line presentation of the mission's projects so that the overall status and number of project management units in the mission's portfolio can be easily assessed. Table 4 will present the Summary Program Funding for FY 94-95. Missions are requested to follow the AP Outline and to adhere to the page limits (indicated below for specific sections) for greater consistency in mission submissions. Please keep narratives brief and to the point.

### Action Plan Outline

#### Section I: Status of Strategic Objectives.

Overall Guidance for Section I. This section should be completed separately for each strategic objective and cover, as detailed below, changes/refinements in the strategic objective, performance, and evaluation plans for the objective. Tables 1 and 2 should be included as part of this section for each strategic objective. They should not be placed in another section of the document or in an annex.

Missions are encouraged to review their strategic objective indicators, program outputs, and program output indicators at this time if this has not already been done during Monitoring and Evaluation TDYs. A few key indicators that focus on impact should be selected. Missions should avoid a laundry list of project output-level indicators that do not reflect impact either at the strategic objective or program output-level. If the indicator does not answer the question "so what?", it probably does not demonstrate impact. During several recent Monitoring and Evaluation TDYs, missions were able to reduce dramatically the number of indicators which they otherwise would have had to track and report.

Missions which have not already done so are also encouraged to review their indicators for attention to measuring people-level and gender disaggregated impact, and to modify them as appropriate. In determining whether and how to assess gender impact, ask who must participate and benefit if the strategic objective or program output is to be achieved: i.e., the people-level implications. Indicators may then be identified or refined to measure what occurs. Indicators should be gender disaggregated if gender is relevant to achievement of outputs and objectives. Missions should bear in mind that other sources of information, such as special studies and project evaluations, can be used to examine assumptions regarding gender impacts and gather gender impact data that are not otherwise available. Gender impact can be summarized in the strategic objective narrative, for which it is a relevant factor, in terms of the way both sexes participate/benefit and the effect this has had on program performance.

Instructions for Table 1:

Table 1 provided on the diskette has already been formatted with mission Action Plan information submitted to AID/W last year. This information should be updated for this year's Action Plan. We are requesting that bilateral missions provide, at a minimum, the baseline year and value for your SO and PO indicators and a planned target value and the year that mission expects to achieve the target for the strategic objective or program output. Missions should also list the interim years, from the baseline year (or a more current year such as 1991) to the target year. Please provide planned values for these years. In this manner, we will both have a better sense of the progress needed to achieve the SO and/or program outputs and better monitor progress as actual values are provided in the future.

MDC programs, with the exception of Colombia, are not required to provide targets at the strategic objective level. However, targets are requested for Program Output indicators.

Planned values for some indicators may not change from year to year, and data may not be available every year. Please mark the years in which the mission expects to report on actual values with a "\*\*\*\*" in the "Actual" column. In the case of program output indicators, missions should be able to provide more frequent data for planned and actual values to assess interim progress.

Missions should use the Comments section to: 1) indicate only substantive modifications/changes in the indicator, 2) provide information regarding dates when baseline or target values will be established for those indicators that lack that information, and 3) provide some perspective on the performance of the indicator, e.g., expected agricultural export performance was down due to drought. Comments should be brief.

Instructions for Table 2:

Give a visual overview of the Strategic Objective, its program outputs, and the projects and non-project activities that support the program outputs. This information is based on the program structure information missions provided last year. Please edit it as appropriate. Please include central/regional projects that support this strategic objective.

I.A. Refinements or Changes in a Strategic Objective and/or Program Outputs. Missions should provide a narrative to describe changes in statements of the Strategic Objective and/or its program outputs. If the program structure and priorities are expected to change significantly as a result of budgetary constraints, the mission should also identify changes in program outputs and activities that may be modified or dropped in this section, and incorporate the changes in Table 1. Consider trimming project/activity management units which are outside

strategic objectives before considering eliminating or dramatically altering strategic objective(s). If analysis suggests further focusing is necessary, take into consideration that earmarked funds are not likely to disappear. The Agency is not likely to permit an "emphasis" country in one or more of the earmarked sectors to drop these activities without a strong justification. Missions proposing to drop or substantively change a strategic objective should succinctly state the reason for the change in this part of Section I.

**I.B. Strategic Objective Performance.** In this section, missions should describe performance (successes and shortfalls) in achieving the strategic objective. It may be difficult to describe progress at this early stage with respect to the S.O. performance indicators. Missions should therefore focus on describing progress in achieving the program outputs, success in the policy dialogue agenda, and/or relevant project output and evaluation information to indicate progress toward achievement of the strategic objective. Indicate potential problems in achievement of the strategic objective which the mission intends to monitor. In particular, assess whether human resources with adequate training are likely to be available to assure sustained impact and achievement of the strategic objective.

Use this section to provide an overall context for changes in the indicator values. Cite past trends or patterns in the data or related proxy variables to provide perspective on changes in performance data.

**I.C. Monitoring and Evaluation Status and Plans.** In this part of Section I, report on plans to establish baseline data for the strategic objective if not already covered in the indicator comments section of Table 1. Indicate whether a monitoring and evaluation plan has been established to ensure ongoing systems of data collection for this strategic objective.

The narrative can also discuss any plans for evaluating key impact issues for this strategic objective. These might include project evaluations or any special linkage studies that may assess impacts on beneficiaries or specific target groups such as women and the disadvantaged. If none are planned, so state.

**Length:** The Section I narrative should not exceed three pages per strategic objective (excluding the tables).

**Section II. Portfolio Analysis: Status of Portfolio**  
(No overall narrative is required for this Section.)

**II.A. New Initiatives.** New Project Descriptions should provide information necessary to establish how the project or activity fits into the mission's strategic framework. The basic

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OUTGOING  
TELEGRAM

PAGE 01 OF 03 STATE 324277 031710Z 4135 019774 AID4097  
ORIGIN AID-110

STATE 324277 031710Z

4135 019774 AID4097

ANALYSIS WORKSHOPS.

ORIGIN OFFICE ASTR-03  
INFO ASAA-01 ASDR-01 B1FA-01 CL-01 PDSP-01 POID-01 GC-01  
WID-01 RJAA-01 PREA-01 PFP-01 HAA-01 PO-06 STAG-02  
STFN-02 PRFP-02 SERP-01 SERP-01 AMAD-01 PDI-01 LAB-05  
ASSA-03 JUT-01 FABP-02 ASEA-02 POCE-01  
/146 110 02/16152

INFO LCG-01 AGRE-00 NEJ-00 CIG-10 SA-00 /005R

DRAFTED BY: AID/ASIA/OR/TR GLOOM: WID,ACT, CBL  
APPROVED BY: AID/ASIA/OR/PORBES  
AID/ASIA/OR/TR:RNNITAKER AID/ID/WID:TPULLEY (INFO)  
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FM SECSTATE WASHDC  
TO USAID MISSIONS IN ASIA

UNCLAS STATE 324277

AIDAC

E.O. 12958: N/A

TAGS:

SUBJ: ASIA BUREAU WID ACTION PLAN

REF: STATE 096398

PLEASE PASS TO ALL MISSION DIRECTORS AND WID OFFICERS.

1. SUMMARY: THE PURPOSE OF THIS CABLE IS TO CONVEY TO ALL ASIA MISSIONS THE IMPORTANCE OF CONSIDERING GENDER AS A CRITICAL VARIABLE IN DEVELOPMENT AND TO PROPOSE AN ACTION PLAN FOR EFFECTIVELY INCORPORATING GENDER CONSIDERATIONS IN MISSON DEVELOPMENT STRATEGIES. SINCE WE HAVE AGREED TO THE PARAMETERS OF THE ACTION PLAN WHICH ARE

DESCRIBED IN THIS CABLE, WE PLAN TO DEVELOP A MATRIX OF ALL ASIA MISSIONS TO ENABLE US TO TARGET OUR ACTIVITIES. WE WOULD APPRECIATE YOUR COMMENTS ON THE PROPOSED ACTION PLAN BY NOVEMBER 18. END SUMMARY.

2. IN MARCH 1992 THE ASIA BUREAU SENT REF CABLE TO ALL ASIA MISSIONS WITH WID OPERATIONAL GUIDANCE FOR FY 92. IT INCLUDES GENERIC GUIDANCE FOR INCORPORATING GENDER CONSIDERATIONS AS A CRITICAL VARIABLE IN DEVELOPMENT

ASSISTANCE AT ALL STAGES OF THE PROGRAMMING PROCESS AND REMINDS MISSIONS OF THE RESOURCES AVAILABLE TO ASSIST THEM.

3. THE NEXT STEP IS WORKING WITH MISSIONS IN THE DEVELOPMENT OF A BUREAU WID ACTION PLAN FOR 1992-93. THE FOLLOWING WID ACTION PLAN HAS BEEN DEVELOPED FOR YOUR REVIEW AND COMMENTS. OTHER A.I.D. BUREAUS HAVE TAKEN SIMILAR ACTIONS TO ENHANCE THE INCLUSION OF GENDER CONSIDERATIONS IN DEVELOPMENT PROGRAMMING.

4. THE ASIA BUREAU WID ACTION PLAN CONSISTS OF THREE FOCAL AREAS: INSTITUTIONAL, ANALYTICAL AND PROGRAMMATIC.

3. INSTITUTIONAL FOCUS: FOR A USAID MISSION TO ADDRESS GENDER ISSUES IN DEVELOPMENT ASSISTANCE EFFECTIVELY, IT IS IMPORTANT FOR THE MISSION TO HAVE ESTABLISHED INSTITUTIONAL MECHANISMS TO FACILITATE THE PROCESS OF CONSIDERING GENDER. MISSIONS HAVE USED A VARIETY OF SUCH MECHANISMS FOR THIS PURPOSE, INCLUDING WID OFFICERS, GENDER/WID COMMITTEES, WID ACTION PLANS, AND GENDER

B. ANALYTICAL FOCUS: IT IS ESSENTIAL FOR EACH USAID MISSION TO HAVE ACCESS TO COUNTRY-SPECIFIC INFORMATION WHICH IS GENDER-DISAGGREGATED, PRIOR TO STRATEGIZING ABOUT PROGRAMMATIC INTERVENTIONS.

C. PROGRAMMATIC FOCUS: EACH USAID SHOULD EXAMINE ITS PROGRAMS FROM A PERSPECTIVE WHICH CONSIDERS THEIR DIFFERENTIAL IMPACT ON MEN AND WOMEN. IN SOME CASES SPECIFIC ACTIVE INTERVENTIONS MAY BE NEEDED TO INCREASE WOMEN'S PARTICIPATION IN PROGRAMS AND ACCESS TO PROGRAM BENEFITS.

5. WITH REGARD TO INSTITUTIONALIZATION, THE FOLLOWING CRITERIA WHICH FACILITATE ATTENTION TO GENDER ISSUES HAVE BEEN SELECTED BY THE ASIA BUREAU. THESE CRITERIA DO NOT GUARANTEE SUCCESSFUL INTEGRATION OF WOMEN, BUT THEY ARE A BEGINNING AND HAVE PROVEN TO BE USEFUL WHERE IMPLEMENTED. EACH MISSION IS ENCOURAGED TO CONSIDER UTILIZING THESE TOOLS AS APPROPRIATE TO MAKE CONSIDERATION OF GENDER ISSUES ROUTINE AND EFFECTIVE IN DEVELOPMENT PROGRAMMING. AS MISSIONS GET SMALLER, IT IS IMPORTANT THAT THIS FOCUS ON GENDER BE BUILT INTO REGULAR MISSION ACTIVITIES.

A. THOSE MISSIONS WHERE TOP LEVEL LEADERSHIP REGARDS GENDER/WID CONSIDERATIONS AS IMPORTANT PAY MORE ATTENTION

TO GENDER ISSUES. THE MISSION DIRECTOR AND DEPUTY NEED TO SHARE THIS CONCERN FORCEFULLY WITH THEIR STAFF AND NEED TO EMPOWER THE WID OFFICER WITH SUFFICIENT AUTHORITY TO

UNDERTAKE HER/HIS ROLE EFFECTIVELY. IF THE WID OFFICER IS AN FSM, THE SUPERVISING USDM SHOULD ALSO UNDERSTAND THE IMPORTANCE OF GENDER/WID ISSUES FOR SUCCESSFUL DEVELOPMENT ASSISTANCE AND PROVIDE SUPPORTIVE SUPERVISION. THIS IS PARTICULARLY TRUE IF THE WID OFFICER IS NEW IN THE ROLE.

B. MISSIONS WITH DESIGNATED WID OFFICERS APPEAR TO FOCUS MORE ON GENDER ISSUES. HOWEVER, THE GENDER/WID OFFICER SHOULD NOT BE EXPECTED TO CONSIDER GENDER ISSUES SINGLEHANDEDLY. THE WID OFFICER COULD BE OF EITHER GENDER AND EITHER AN FSM OR A USDM, BUT HE/SHE SHOULD DESIRE THE POSITION AND NOT SIMPLY BE ASSIGNED THE RESPONSIBILITY. THE WID OFFICER NEEDS TO BE TRAINED IN GENDER ANALYSIS AND SUPPORTED BY WASHINGTON WITH RESOURCES TO BE TRULY EFFECTIVE.

C. WHERE THE WID OFFICER IS SUPPORTED BY A GENDER/WID COMMITTEE, THE MISSION USUALLY INTEGRATES GENDER ISSUES INTO ITS REGULAR PROGRAMMING PHASES MORE EFFECTIVELY. IF EACH OFFICE SELECTS ONE WID FACILITATOR WHO CAN LIAISE REGULARLY WITH THE WID OFFICER AND SIT ON ALL COMMITTEES, THE CHANCES OF APPROPRIATE ATTENTION TO GENDER WILL BE INCREASED. THE COMMITTEE MAY ALSO WISH TO MEET PERIODICALLY TO DISCUSS THE MISSION'S INTEGRATION OF GENDER AND EVEN TO TAKE A MORE PROACTIVE ROLE BY INVOLVING THE LARGER COMMUNITY THROUGH SEMINARS, WORKSHOPS, AND/OR DISSEMINATION OF INFORMATION.

D. THE WID OFFICER, IN CONJUNCTION WITH THE WID COMMITTEE AND APPROPRIATE OTHER MISSION STAFF, IS ENCOURAGED TO PREPARE A WID ACTION PLAN WITH CONSIDERATION OF SPECIFIC

ACTIONS TO BE UNDERTAKEN IN EACH PROJECT OR PROGRAMMATIC AREA, WHERE RELEVANT. THIS ACTION PLAN SHOULD PROVIDE USEFUL BENCHMARKS AGAINST WHICH TO EVALUATE PROGRESS IN INTEGRATING WID. PROGRESS AND PROBLEMS IN IMPLEMENTATION ARE EASIER TO IDENTIFY WHERE A CONCRETE REFERENCE POINT HAS BEEN ESTABLISHED. THIS IS ESPECIALLY TRUE IN THE ASIA

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BUREAU WHERE ELABORATE MISSION ACTION PLANS ARE NOT  
REQUIRED.

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E. FINALLY, THE MISSION IS STRONGLY ENCOURAGED TO CO-PLINQ WITH THE WID OFFICE A GENDER ANALYSIS WORKSHOP FOR MISSION PERSONNEL, GOVERNMENT OFFICIALS, PRIVATE SECTOR REPRESENTATIVES, CONTRACTORS, OTHER DONORS, AND PVOs. THIS TRAINING CAN GROUND THE PARTICIPANTS WITH A COMMON UNDERSTANDING OF GENDER ISSUES AND PROVIDE PRACTICAL NEEDS

D. THE DEMOCRACY INITIATIVE: THE ASIA BUREAU HAS BEEN CONCENTRATING ON ENCOURAGING THE EXPANSION OF VOICE AND CHOICE IN LOCAL GOVERNANCE TO ENHANCE CITIZENS' OPPORTUNITIES TO CONTRIBUTE TO SOCIAL AND ECONOMIC DEVELOPMENT. THIS IS AN EXCELLENT ENTREE FOR WOMEN WHO HAVE LONG BEEN INVOLVED IN LOCAL DEVELOPMENT ISSUES. ALSO, ENSURING THAT WOMEN ARE INCLUDED IN THE DEMOCRACY INITIATIVE IS ESSENTIAL FOR DEMOCRACY TO SUCCEED. WOMEN ARE NATURAL COMMUNITY LEADERS WHOSE SKILLS AND INPUT ARE CRITICAL TO GRASSROOTS EMPOWERMENT. YET, LITTLE WORK HAS BEEN DONE TO DOCUMENT THE ROLES, OPPORTUNITIES AND CONSTRAINTS THAT MEN AND WOMEN HAVE IN EMERGING POLITICAL PROCESSES AND PLURALISTIC SOCIETIES. A DEMOCRACY EXPERT IS CURRENTLY ON STAFF AT THE R&D/WID OFFICE FOR FOUR MONTHS. EFFORTS ARE BEING MADE TO TAKE ADVANTAGE OF HIS PRESENCE TO ENLIGHTEN THE BUREAU'S DEMOCRACY PROGRAMS BY CONSIDERATION OF GENDER AND OTHER IMPORTANT SOCIAL AND POLITICAL VARIABLES.

ASSESSMENT, DESIGN, IMPLEMENTATION, MONITORING AND EVALUATION TOOLS TO INTEGRATE WID. THE TRAINING ALSO PROVIDES AN OPPORTUNITY TO DRAFT A MISSION WID ACTION PLAN WITH A BROAD PERSPECTIVE.

6. IN THE ANALYTICAL ARENA, MISSIONS NEED ACCESS TO ACCURATE INFORMATION ON THE STATUS OF WOMEN IN THEIR COUNTRIES IN ORDER TO UNDERSTAND AND EFFECTIVELY ADDRESS THE DEVELOPMENT CONSTRAINTS SURROUNDING GENDER ROLES. IF SUCH INFORMATION IS NOT AVAILABLE, MISSIONS ARE ENCOURAGED TO GENERATE APPROPRIATE STUDIES. THIS GENDER-SENSITIVE ANALYTICAL BASE SHOULD GUIDE THE MOST EFFECTIVE DEVELOPMENT ASSISTANCE PROGRAM POSSIBLE BY TAPPING ALL HUMAN RESOURCES.

C. ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT: AS NATURAL RESOURCE MANAGEMENT BECOMES EVER MORE CRITICAL IN TODAY'S WORLD, THE ASIA BUREAU IS INCREASINGLY EMPHASIZING A NEED TO DEMONSTRATE A CONCERN FOR SUSTAINABLE DEVELOPMENT. WOMEN HAVE HISTORICALLY BEEN INTEGRALLY INVOLVED WITH NATURAL RESOURCE MANAGEMENT AND ARE CRITICAL TO THE SUCCESS OF THIS INITIATIVE. MORE ATTENTION IS NEEDED REGARDING GENDER-SPECIFIC ROLES IN NATURAL RESOURCE MANAGEMENT AND ACCESS TO AND CONTROL OF RESOURCES. THIS CABLE WILL BE FOLLOWED WITH GUIDANCE IN EACH OF THE THREE LOCAL TECHNICAL AREAS TO HELP MISSIONS FACILITATE ATTENTION TO DIFFERENTIAL GENDER ROLES IN EACH AREA.

A. AID/W CAN BE OF HELP BY SHARING SUCCESS STORIES ABOUT WID INTEGRATION WITHIN ALL TECHNICAL AND SECTORAL ACTIVITIES. THESE SUCCESS STORIES CAN BE USED FOR PUBLIC RELATIONS TO PERSUADE THE UNCONVINCED AND UNAWARE OF THE IMPORTANCE OF INCLUDING WOMEN IN PROJECTS.

B. IN AN EFFORT TO DETERMINE WHERE BUREAU ENERGIES WOULD BEST BE SPENT IN WID ASSISTANCE TO THE ASIA MISSIONS, THE BUREAU IS DEVELOPING A MATRIX OF ITS MISSIONS BASED ON THE ABOVE CRITERIA. WE PLAN TO USE THIS MATRIX TO TARGET LIMITED RESOURCES ON THE MOST PRESSING PROBLEMS ON A DEMAND-DRIVEN BASIS. YOUR COMMENTS ARE REQUESTED ON THE PARAMETERS OF THIS PROPOSAL.

B. AS STANDARD MEASURES ARE DEVELOPED TO DETERMINE PROJECT AND PROGRAMMATIC IMPACT, IT WILL BE IMPORTANT TO DEVELOP PEOPLE-LEVEL INDICATORS THAT REVEAL THE DIFFERENTIAL IMPACTS OF THOSE PROJECTS THAT INTEGRATE WID.

C. IN ADDITION, THERE MAY BE SPECIFIC AREAS WHERE ADDITIONAL KNOWLEDGE AND ANALYSIS IS NEEDED FOR A MISSION TO FULLY UNDERSTAND HOW TO PROGRAM EFFECTIVELY. FOR EXAMPLE, THERE IS A DEARTH OF INFORMATION ON HOW TO MAINSTREAM WOMEN EFFECTIVELY AS FORMAL SECTOR ENTREPRENEURS, EMPLOYERS AND MANAGERS SINCE, TO DATE, MOST DONOR EFFORTS IN PRIVATE SECTOR DEVELOPMENT HAVE TARGETED WOMEN IN THE INFORMAL SECTOR. BECAUSE PRIVATE SECTOR DEVELOPMENT PROJECTS ARE FOCUSING INCREASINGLY ON FORMAL SECTOR DEVELOPMENT, THIS LACUNA NEEDS TO BE ADDRESSED.

9. FOLLOWING AN INFORMAL REVIEW OF MISSION PROGRAMS THIS P&R, THE FOLLOWING TECHNICAL ASSISTANCE SCHEDULE REFLECTS MISSIONS' REQUESTS AS WELL AS ANTICIPATED ACTIVITIES.

7. IN THE PROGRAMMATIC ARENA, THE ASIA BUREAU WILL FOCUS ITS WID SUPPORT ON THREE TECHNICAL AREAS: PRIVATE SECTOR DEVELOPMENT; DEMOCRACY AND LOCAL GOVERNANCE; AND THE ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT. THESE PRIORITY AREAS HAVE BEEN SELECTED BASED ON THE APPARENT PRIORITIES OF MOST ASIA BUREAU MISSIONS AND THE STRATEGIC FOCI OF THE ASIA BUREAU. TECHNICAL ASSISTANCE CONTINUES TO BE AVAILABLE IN NUMEROUS OTHER PROGRAMMATIC AREAS, HOWEVER, THROUGH THE WID OFFICE AND ITS CONTRACTORS, E.C.C.,

COMPLETED ASSISTANCE

JUNE - SRI LANKA - BRIEF PROJECT REVIEW, INSTITUTIONALIZATION ANALYSIS, DEMOCRACY PROJECT/PVO WID INTEGRATION

HEALTH, POPULATION, EDUCATION, AGRICULTURE, AND SO ON.

A. PRIVATE SECTOR DEVELOPMENT: AS THE ASIA BUREAU CONTINUES TO EMPHASIZE ECONOMIC LIBERALIZATION AND THE PRIVATIZATION OF GOVERNMENT INVESTMENTS, THE ROLES WOMEN CAN AND DO PLAY IN CHANGING ECONOMIES WILL REQUIRE INCREASING FOCUS. WOMEN HAVE LONG BEEN RECOGNIZED FOR THEIR ROLES IN THE INFORMAL SECTOR AT THE SELF-EMPLOYMENT AND MICRO-ENTERPRISE LEVEL. NOW WOMEN WILL INCREASINGLY BE ENTERING THE FORMAL LABOR FORCE AS EMPLOYEES IN FREE TRADE ZONES AND AS WOMEN BUSINESS OWNERS, FOR EXAMPLE.

JUNE - NEPAL - REVIEW OF 1990 WID ACTION PLAN, INSTITUTIONALIZATION ANALYSIS, DEMOCRACY PROJECT/PVO WID INTEGRATION

REQUESTED ASSISTANCE

SEPT - PHILIPPINES - PORTFOLIO REVIEW, AGRIBUSINESS, DEMOCRACY/PVOS

SEPT/OCT - INDONESIA - PORTFOLIO REVIEW, PRISM EXERCISE

NOVEMBER - AID/W - ASIA BUREAU STAFF WORKSHOP

NOVEMBER - SRI LANKA ASSISTANCE WITH WID STUDY

JAN - NEPAL - GENDER/LEADERSHIP WORKSHOP

ANTICIPATED ACTIVITIES

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JANUARY - PAKISTAN - FOLLOW-UP GENDER STUDIES  
FEBRUARY -REGIONAL - WID OFFICERS' SUPPORT TRAINING

10. THE ASIA BUREAU IS ALSO CREATING A WID OFFICERS' SUPPORT NETWORK TO ASSIST WID OFFICERS. THE EXACT STRUCTURE OF SUCH A NETWORK HAS NOT YET BEEN DETERMINED AND WILL DEPEND ON FEEDBACK FROM THE WID OFFICERS IN THE MISSIONS, BUT IT MAY INCLUDE INFORMATION PACKETS, SELF-STUDY PACKETS, A BUREAU WID COMMUNICATION NETWORK, REGIONAL TRAINING FOR WID OFFICERS, AND/OR A WASHINGTON WORKSHOP. THE FIRST INFORMATION PACKET HAS JUST BEEN SENT TO WID OFFICERS.

11. AT AID/W A HALF-DAY WORKSHOP WILL BE HELD FOR SENIOR STAFF TO IDENTIFY GENDER-RELEVANT FINDINGS IN SUCCESSFUL PROJECTS AND PROGRAMS AND TO FURTHER REFINE THE DRAFT BUREAU WID STRATEGY. THE BUREAU ALSO ANTICIPATES BEING ABLE TO PRESENT SOME BUREAU AND MISSION WID SUCCESSSES BY THE TIME OF THE MISSION DIRECTORS' CONFERENCE NEXT SPRING.

12. WE LOOK FORWARD TO WORKING WITH YOU AS YOU ENHANCE YOUR MISSION'S ABILITY TO CONSIDER GENDER ISSUES EFFECTIVELY. PLEASE FORWARD ANY ADDITIONAL REQUESTS FOR TA AND OTHER RESOURCES TO GRETCHEN BLOOM, ASIA BUREAU GENDER/WID ADVISOR, ASIA/DR/TR/DAPVC, ROOM 3214 NS, TEL. 202-647-3605, FAX 202-647-1805. KANTER

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ASFP-02 ES-01 FAAB-01 OPHS-01 IRMO-01 NEMA-03 ICPP-02  
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DRAFTED BY: AID/POL/CDIE/E/SDS:GBRITAN/SBENHOLIEL:LA  
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AID/AA/LAC: JMICHEL AID/AA/NE: RBROWN  
AID/AA/ASIA: RNF0RE ( )  
AID/AA/EUR: CADELMAN ( )  
AID/AA/LAC: JMICHEL ( )  
AID/AA/NE: RBROWN ( )  
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D/OPS: SPANGLER ( )  
D/TA: RAMES ( )  
AID/AA/FRA: ASMATSIOS (INFO)  
AID/PRE: JIMLER (INFO)  
AID/TA/IRP: BGOULDBERG (INFO)  
AID/BD/POL: LSAIERS (INFO)  
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SUBJECT: A.I.D. PROGRAM PERFORMANCE MEASUREMENT GUIDANCE

REF: (A) STATE 189258 (JUNE 1991); (B) STATE 210025 (JUNE 1991); (C) STATE 324985 (OCTOBER 1991)

1. SUMMARY

THE FRY TASK FORCE REFORMS WERE APPROVED BY THE ADMINISTRATOR ON DECEMBER 19, 1991. THESE REFORMS ESTABLISHED REQUIREMENTS FOR A PERFORMANCE MANAGEMENT SYSTEM WITH THREE MAIN COMPONENTS: "COUNTRY PERFORMANCE" INDICATORS, WHICH REFLECT THE UNDERLYING CONDITIONS THAT DETERMINE OVERALL RETURNS TO INVESTMENTS IN A COUNTRY; "PROGRAM PERFORMANCE" INDICATORS, WHICH HELP GUIDE STRATEGIC RESOURCE ALLOCATION DECISIONS WITHIN COUNTRIES AND ACROSS PROGRAMS; AND "MANAGEMENT PERFORMANCE" INDICATORS, WHICH ASSIST IN ARTICULATING AND TRACKING IMPROVEMENTS IN RESOURCE AND COST MANAGEMENT. THIS CABLE PROVIDES TECHNICAL GUIDANCE ON THE IMPLEMENTATION OF ONLY ONE OF THESE MAIN COMPONENTS, THE PROGRAM PERFORMANCE MEASUREMENT SYSTEM. PARA 2 PROVIDES THE BACKGROUND AND CONTEXT FOR ESTABLISHING THIS SYSTEM. THE APPROACH TO BE TAKEN TO IMPLEMENT THE SYSTEM IS EXPLAINED IN PARA 3.

PARA 4 DESCRIBES MORE SPECIFICALLY HOW THE AGENCY INTENDS TO IMPLEMENT THE SYSTEM. A COMMON SET OF CORE CONCEPTS OF THIS SYSTEM ARE IDENTIFIED AND DEFINED IN PARA 5.

GUIDELINES FOR SELECTING OBJECTIVES, INDICATORS, AND STANDARDS ARE CONTAINED IN PARA 6. PARA 7 DESCRIBES THE RESOURCES AVAILABLE TO MISSIONS FOR DEVELOPING AND IMPLEMENTING THIS PERFORMANCE MEASUREMENT SYSTEM. SUPPLEMENTARY COMMUNICATION FROM EACH REGIONAL BUREAU IS PROVIDED IN PARAS 8-12.

2. BACKGROUND

TO MANAGE STRATEGICALLY, FOR BETTER DEVELOPMENT RESULTS, MANAGERS NEED A SOUND BASIS FOR ASSESSING PROGRAM PERFORMANCE. AS PART OF THE AGENCY'S STRATEGIC MANAGEMENT AND EVALUATION INITIATIVES (AS REPORTED EARLIER IN REF A, B, AND C), CDIE HAS BEEN CHARGED WITH IMPROVING A.I.D.'S PROGRAM PERFORMANCE MONITORING BY STRENGTHENING MISSION AND OTHER OPERATIONAL-LEVEL PERFORMANCE INFORMATION SYSTEMS, BY MAKING PERFORMANCE INFORMATION MORE EASILY AVAILABLE FOR STRATEGIC DECISION-MAKING AT APPROPRIATE ORGANIZATIONAL LEVELS, AND BY DEVELOPING AN AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM. THIS EFFORT--CALLED PRISM, FOR PROGRAM PERFORMANCE INFORMATION FOR STRATEGIC MANAGEMENT--IS A KEY ELEMENT IN THE BROADER PROGRAMMING REFORMS RECOMMENDED BY THE FRY TASK FORCE AND APPROVED BY THE ADMINISTRATOR ON DECEMBER 19, 1991. THE PRESENT GUIDANCE IS INTENDED TO PROVIDE A COMMON FRAMEWORK FOR PROGRAM PERFORMANCE MEASUREMENT EFFORTS THAT WILL EVENTUALLY ENCOMPASS EVERY A.I.D. MISSION AND MOST A.I.D./WASHINGTON FUNCTIONAL OFFICES.

3. APPROACH

A. GETTING AND USING PROGRAM PERFORMANCE INFORMATION IS THE RESPONSIBILITY OF EVERY MANAGER INVOLVED IN STRATEGIC PLANNING--IN MISSIONS, REGIONAL AND CENTRAL BUREAUS, AND AGENCY-WIDE. SIGNIFICANT STRIDES HAVE ALREADY BEEN MADE IN SOME PARTS OF THE AGENCY TO DESIGN AND IMPLEMENT SYSTEMS FOR COLLECTING AND USING PROGRAM PERFORMANCE INFORMATION. WE HAVE LEARNED FROM AND BUILT ON THIS EXPERIENCE IN DEVELOPING CONCEPTS OF HOW PROGRAM PERFORMANCE CAN AND SHOULD BE MEASURED, REPORTED, AND USED IN A.I.D. (A MORE DETAILED DISCUSSION IS PROVIDED IN THE PERFORMANCE MEASUREMENT REPORT PREPARED BY A SUBCOMMITTEE OF THE FRY TASK FORCE).

B. CDIE, ALONG WITH THE REGIONAL BUREAUS, STRONGLY BELIEVES THAT ANY EFFECTIVE AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM MUST BE BASED ON PERFORMANCE INFORMATION SYSTEMS THAT ARE RELEVANT AND USEFUL TO MISSIONS AND OTHER OPERATING UNITS. THE KEY BUILDING BLOCK OF PROGRAM PERFORMANCE MEASUREMENT IS A STRONG MISSION (OR OPERATING UNIT) STRATEGIC PLAN, WHICH INCLUDES A CLEAR STATEMENT OF OBJECTIVES, INDICATORS, AND EXPECTED "STANDARDS" FOR RESULTS (PERFORMANCE STANDARDS). MISSIONS (AND OTHER OPERATING UNITS THAT HAVE PROGRAMMATIC RESPONSIBILITIES) ARE REQUIRED TO DEVELOP PROGRAM STRATEGIES CONSISTENT WITH COUNTRY DEVELOPMENT NEEDS, AGENCY-WIDE POLICY PRIORITIES, AND BUREAU OBJECTIVES. EACH MISSION (OR OPERATING UNIT) IS EXPECTED TO DELINEATE A LIMITED SET OF STRATEGIC OBJECTIVES, ARTICULATE COHERENT STRATEGIES FOR ACHIEVING THESE OBJECTIVES, AND IDENTIFY APPROPRIATE INDICATORS FOR MEASURING PROGRESS. THESE STRATEGIC PLANS WILL BE NEGOTIATED WITH AND AGREED TO AT

THE BUREAU LEVEL, WITH SELECTIVE REVIEW BY OPS AND POL FOR CONSISTENCY WITH AGENCY PRIORITIES.

C. IT IS IMPORTANT TO RECOGNIZE THAT THE DEVELOPMENT OF A MISSION (OR OPERATING UNIT) STRATEGIC PLAN IS NOT A

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SIMPLE, ROTE EXERCISE, BUT RATHER AN INTENSE AND INTERACTIVE ANALYTICAL AND CONSULTATIVE PROCESS. DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES MUST BE CAREFULLY EXAMINED BEFORE A MISSION'S NON OPERATING UNIT STAFF CAN ARTICULATE PRIORITIES, IDENTIFY ALTERNATIVES, ASSESS RESOURCES, REVIEW "LESSONS LEARNED", AND BEGIN MAKING DECISIONS. THIS INVOLVES A CAREFUL BALANCING OF A UNIT'S ASPIRATIONS AND CAPABILITIES, A.I.D. PRIORITIES AND U.S. INTERESTS, AND HOST COUNTRY NEEDS AND CAPACITIES. IN THE PROCESS OF A GENUINE STRATEGIC PLANNING EFFORT, MISSIONS ARE GIVEN AN OPPORTUNITY TO EXPLORE CONSTRUCTIVELY A NUMBER OF RELATED ISSUES, E.G. FOCUSING AND CONCENTRATING THEIR PROGRAM TO ACHIEVE OBJECTIVES, DEFINING STRATEGIC OBJECTIVES IN TERMS OF RESULTS, ADDRESSING LEGISLATIVE OR ADMINISTRATIVE REQUIREMENTS (INCLUDING EARMARKS), AND DEVELOPING ORGANIZATIONAL AND MANAGEMENT APPROACHES TO RELATING PROJECT AND NON-PROJECT ACTIVITIES TO STRATEGIC OBJECTIVES.

D. DEVELOPING A GOOD STRATEGIC PLAN OFTEN INVOLVES NUMEROUS ITERATIONS OVER A PERIOD OF AT LEAST SEVERAL MONTHS AS A UNIT EXAMINES THE IMPLICATIONS OF ALTERNATIVE STRATEGIES, OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS, AND DEVELOPS "OWNERSHIP" OF ITS OBJECTIVES. ULTIMATELY, SOME AGREEMENT (BUT RARELY COMPLETE CONSENSUS)

IS REACHED ON A SET OF SIGNIFICANT OBJECTIVES THAT ARE WORTH PURSUING AND THAT CAN BE ACHIEVED.

E. MISSIONS (OR OTHER UNITS) ARE ALSO RESPONSIBLE FOR MANAGING THE COLLECTION OF DATA TO PERMIT CONTINUOUS ANALYSIS AND MONITORING OF PROGRESS TOWARD ACHIEVING AGREED-UPON OBJECTIVES AS WELL AS THE ENVIRONMENT FOR ACHIEVING THOSE OBJECTIVES. THESE SYSTEMS WILL PROVIDE INFORMATION THAT WILL BE USED FIRST AND FOREMOST BY MISSIONS THEMSELVES IN MANAGING THEIR PROGRAMS TO ACHIEVE RESULTS. THEY WILL ALSO FEED INTO WIDER BUREAU AND AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEMS THAT WILL BE USED BY SENIOR AGENCY DECISION-MAKERS TO HELP MANAGE, DEFEND AND PROMOTE THE AGENCY'S PROGRAM. FOR THE TIME BEING, MISSIONS WILL ONLY BE EXPECTED TO REPORT ON PROGRAM PERFORMANCE (I.E., STRATEGIC OBJECTIVES AND OUTCOMES) AND ONLY ON AN ANNUAL BASIS. IN COLLABORATION WITH THE BUREAUS, COIE PROVIDES TECHNICAL ASSISTANCE TO HELP MISSIONS (AND OTHER UNITS) CLARIFY OBJECTIVES AND INDICATORS AND PLAN AND IMPLEMENT RELATED PERFORMANCE MANAGEMENT, MONITORING, AND REPORTING SYSTEMS (PARA 7).

F. THE AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM EMBODIED IN PRISM ENCOMPASSES, AND IS LARGELY BEING BUILT FROM, OBJECTIVES AND INDICATORS IDENTIFIED BY MISSIONS, BUREAUS, AND OTHER OPERATING UNITS. COIE HAS AGGREGATED OBJECTIVES AND INDICATORS DRAWN FROM VARIOUS DOCUMENTS (CDSSS, ACTION PLANS, CPSPS, APIS, ETC.) INTO 18 "CLUSTERS" THAT DEFINE AN INITIAL AGENCY-WIDE PRISM DATABASE THAT WILL BE USED FOR ASSESSING AND REPORTING ON OVERALL AGENCY PROGRESS TOWARD ACHIEVING ITS STRATEGIC

DEVELOPMENT OBJECTIVES. THESE "CLUSTERS" (AND ASSOCIATED INDICATORS) WILL BE ADJUSTED OVER TIME TO REFLECT CHANGES IN MISSION, BUREAU, OFFICE, AND AGENCY-WIDE PROGRAMS.

G. WHILE THE PRISM DATABASE IS BEING EXPLICITLY DESIGNED TO REFLECT MISSION (AND OTHER OPERATING UNIT) STRATEGIC OBJECTIVES AND INDICATORS, MISSIONS PURSUING SIMILAR OBJECTIVES WILL BE ENCOURAGED TO USE SIMILAR INDICATORS (IDENTIFIED IN THE CLUSTERING PROCESS) WHEREVER THESE INDICATORS ARE PRACTICAL AND APPROPRIATE TO HOST COUNTRY CIRCUMSTANCES. TO FACILITATE AGENCY (AND BUREAU) ANALYSIS

AND REPORTING, SOME STANDARDIZATION OF INDICATORS MAY BE IMPLEMENTED OVER TIME.

H. THE PROGRAM PERFORMANCE INFORMATION GENERATED BY MISSIONS AND OTHER OPERATING UNITS, AND REPORTED ANNUALLY FOR INCLUSION IN PRISM, IS INTENDED TO SUPPORT STRATEGIC PLANNING IN THE AGENCY OVER THE MEDIUM AND LONG TERM; TO IMPROVE THE ABILITY OF THE AGENCY TO MONITOR DEVELOPMENT RESULTS; AND TO ENABLE THE AGENCY TO OVERSEE AND DESCRIBE THE ASSISTANCE PROGRAM IN TERMS OF EXPECTED PROGRAM ACHIEVEMENTS, PROGRAM STRATEGIES AND THE RESOURCES ASSIGNED TO THEM. BECAUSE PROGRAM PERFORMANCE INFORMATION IS REPORTED ONLY ANNUALLY AND IDENTIFIES CHANGES AND TRENDS IN PROGRAM PERFORMANCE INDICATORS OVER THE MEDIUM AND LONG TERM, THIS INFORMATION IS NOT DESIGNED TO BE USED FOR SHORTER TERM OPERATIONAL DECISIONS. NOR IS IT DESIGNED TO MEASURE MANAGEMENT PERFORMANCE EXCEPT AT THE STRATEGIC LEVEL.

I. IMPLEMENTATION PLAN FOR A.I.D.'S PROGRAM PERFORMANCE MEASUREMENT SYSTEM

THE FOLLOWING BENCHMARKS OUTLINE THE AGENCY'S EXPECTED PROGRESS IN IMPLEMENTING THE AGENCY-WIDE PRISM SYSTEM:

A. EXPANDING PROGRAM PERFORMANCE MONITORING IN MISSIONS AND BUREAUS

WITH EXPANDED TECHNICAL ASSISTANCE FROM BUREAUS AND COIE, MISSIONS REPRESENTING AT LEAST 75 OF A.I.D.'S BILATERAL RESOURCES SHOULD HAVE ADEQUATE STRATEGIC PLANS AND PROGRAM PERFORMANCE MEASUREMENT SYSTEMS IN PLACE BY THE END OF FY 1992. ALL A.I.D. MISSIONS ARE EXPECTED TO HAVE ADEQUATE STRATEGIC PLANS AND INFORMATION SYSTEMS IN PLACE BY JUNE 1993. THESE TARGETS WERE ESTABLISHED BY THE ADMINISTRATOR IN CONJUNCTION WITH THE FRY TASK FORCE REFORMS.

B. INITIATING PROGRAM PERFORMANCE MONITORING IN CENTRAL OFFICES AND BUREAUS

THE PRISM SYSTEM HAS BEEN DESIGNED BASED ON OBJECTIVES AND INDICATORS FOR FIELD BASED PROGRAMS. THE APPLICATION OF PRISM TO CENTRAL PROGRAMS WILL INEVITABLY DIFFER FROM THE WAY IN WHICH IT IS USED BY MISSIONS. WITHIN A.I.D./M WE ARE WORKING ON HOW CENTRAL PROGRAMS CAN USE AND BE A PART OF THE PRISM SYSTEM. IN SOME CASES LARGE CENTRAL PROGRAMS ARE INTRINSICALLY LIMITED TO MISSIONS' PROGRAMS AND THE USE OF MISSION OBJECTIVES AND INDICATORS MAY BE POSSIBLE. IN OTHERS, THE NATURE OF CENTRAL PROGRAM TECHNICAL SERVICES TO FIELD MISSIONS MAY DEMAND A DIFFERENT TYPE OF REPORTING AND MEASUREMENT. FINALLY, THE RESEARCH SUPPORTED BY

CENTRAL PROGRAMS WILL NECESSITATE A DIFFERENT KIND OF INDICATOR. COIE AND RAO JOINTLY SPONSORED A NATIONAL ACADEMY OF SCIENCES WORKSHOP TO BEGIN WORK ON RESEARCH INDICATORS.

C. ANNUAL REPORTING ON MISSION AND OFFICE PROGRAM PERFORMANCE

REPORTING ON PROGRAM PERFORMANCE TO BUREAUS AND COIE WILL BE REQUIRED OF ALL MISSIONS IN FY 1992, TO THE EXTENT THIS IS FEASIBLE. AFR MISSIONS (CATEGORY 1 COUNTRIES) AND LAC MISSIONS HAVE ALREADY SUBMITTED FY 1992 REPORTS OR ARE IN THE PROCESS OF DOING SO. ASIA MISSIONS WILL SUBMIT THEIR FY 1992 REPORTS IN LATE APRIL. FOR OTHER GEOGRAPHIC BUREAUS, EXCEPTIONS MAY BE WARRANTED FOR FY 1992; SEE REGIONAL BUREAU SUPPLEMENTARY COMMUNICATIONS IN PARAS 8-12. FOR FY 1993 AND ALL FUTURE YEARS, ALL MISSIONS AND

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MOST CENTRAL OFFICES SHOULD BE REPORTING REGULARLY AT TIMES ESTABLISHED BY EACH BUREAU. CODE AND PRISM STAFF, IN COLLABORATION WITH FAIRM, WILL BE WORKING WITH THE BUREAUS TO TRY TO DEVELOP PRACTICAL, COMPUTER-BASED REPORTING SYSTEMS WHICH, IDEALLY, WOULD BE DIRECTLY LINKED TO THE AGENCY-WIDE PRISM SYSTEM.

**D. MEASURING AND ANALYZING AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION**

AN INITIAL REPORT TO THE ADMINISTRATOR AND SENIOR MANAGEMENT ON A.I.D.'S PROGRAM PERFORMANCE WILL BE COMPLETED BY LATE FY 1992. A MORE COMPREHENSIVE REPORT WILL BE COMPLETED IN THE EARLY SPRING OF FY 1993 (AND EACH

SPRING THEREAFTER) BASED ON DATA AVAILABLE IN LATE FALL/EARLY WINTER. THIS WILL PERMIT SENIOR MANAGEMENT TO USE PERFORMANCE INFORMATION SUPPLIED BY PRISM FOR CONGRESSIONAL HEARINGS IN THE SPRING. BY THAT TIME, MORE ASSISTANCE WILL HAVE BEEN PROVIDED TO MISSIONS AND BUREAU REPORTING SYSTEMS WILL BE STRENGTHENED. THE ANNUAL REPORT WILL USE DATA PROVIDED THROUGH REGIONAL AND CENTRAL BUREAU PROGRAM REPORTING SYSTEMS, AS WELL AS INFORMATION FROM OTHER SOURCES, TO ASSESS PROGRESS TOWARD ACHIEVING THE CLUSTERED OBJECTIVES IN TERMS OF THE ASSOCIATED INDICATORS (PARA 3F).

**E. REVIEWING MISSION AND OFFICE PROGRAM PERFORMANCE INFORMATION SYSTEMS**

A PRELIMINARY REPORT ON THE STATUS OF MISSION PROGRAM PERFORMANCE INFORMATION SYSTEMS, PREPARED IN CONJUNCTION WITH CODE'S DECEMBER 1991 BRIEFING FOR THE ADMINISTRATOR, WILL BE FINALIZED THIS SPRING AND UPDATED AS PART OF OUR END-OF-YEAR REPORT. THIS REPORT WILL BE FURTHER UPDATED ANNUALLY, IN CONSULTATION WITH BUREAUS, ON THE BASIS OF MISSION (AND OTHER UNIT) REPORTING AND SELECTED SITE REVIEWS.

**G. CORE CONCEPTS OF A.I.D.'S PROGRAM PERFORMANCE MEASUREMENT SYSTEM**

THIS SECTION PRESENTS COMMON TERMS THAT WILL BE USED BY CODE TO FACILITATE COMMUNICATION IN THE AGENCY ON STRATEGIC PROGRAM PLANNING, PROGRAM PERFORMANCE MEASUREMENT AND EVALUATION. THEY ARE PARTLY INTENDED TO

ORIENT STAFF IN THOSE BUREAUS WHERE THIS APPROACH TO PROGRAM PLANNING AND EVALUATION IS RELATIVELY NEW. WE RECOGNIZE THAT SOME OF THESE TERMS MAY DIFFER FROM TERMS CURRENTLY IN USAGE IN BUREAUS ALREADY VERY EXPERIENCED WITH THIS APPROACH. SINCE THE MEANING AND PRINCIPLES ARE GENERALLY SIMILAR, WE INTEND TO BE REASONABLY FLEXIBLE ABOUT ACTUAL TERMINOLOGY.

**A. ACCOUNTABILITY FOR RESULTS:**

AS NOTED IN ADMINISTRATOR BOSKENS' WORLD-WIDE CABLE (REFTEL AJ), A.I.D. MANAGERS ARE "FULLY ACCOUNTABLE FOR 'MANAGING FOR RESULTS': FOR VIGOROUSLY PURSUING WELL DEFINED OBJECTIVES; FOR GETTING AND USING INFORMATION ON PROGRAM PERFORMANCE; FOR UNDERSTANDING WHY PROGRAMS ARE SUCCEEDING OR FAILING; AND FOR CONTINUOUSLY REORIENTING RESOURCES AND ACTIVITIES IN MORE EFFECTIVE AND PRODUCTIVE DIRECTIONS." PRISM PROVIDES RESULTS MEASUREMENT AT THE PROGRAM PERFORMANCE LEVEL.

**B. PROGRAM:**

THE ENTIRE RANGE OF DEVELOPMENT ACTIVITIES--PROJECTS,

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NON-PROJECT ASSISTANCE, POLICY DIALOGUE, FOOD AID, AND OTHER ACTIVITIES--AIMED AT ACHIEVING A STRATEGIC OBJECTIVE. (IN SOME BUREAUS, "PROGRAM" HAS ALSO BECOME SYNONYMOUS WITH "COUNTRY PROGRAM;" I.E., THE ENTIRE RANGE OF MISSION ACTIVITIES IN A COUNTRY.)

**C. PROGRAM GOAL(S):**

THOSE OBJECTIVES BEYOND THE MANAGEABLE INTEREST OF A MISSION. A.I.D.'S STRATEGIC OBJECTIVES CONTRIBUTE TO THE ACHIEVEMENT OF THE PROGRAM GOAL(S). (ALL BOXES ABOVE STRATEGIC OBJECTIVES OR A MISSION'S PROGRAM OBJECTIVE TREE.)

**D. STRATEGIC OBJECTIVE (S):**

THE HIGHEST LEVEL DEVELOPMENT RESULT THAT A MISSION (OR OTHER OPERATION UNIT) BELIEVES IS WITHIN ITS OVERALL MANAGEABLE INTEREST; I.E., THAT IT CAN MATERIALLY AFFECT AND FOR WHICH IT IS WILLING TO BE HELD ACCOUNTABLE. MISSIONS WOULD TYPICALLY PURSUE A RELATIVELY SMALL NUMBER OF STRATEGIC OBJECTIVES (ONE TO FIVE), CONTEMPORATE WITH THE FINANCIAL AND HUMAN RESOURCES AVAILABLE FOR IMPLEMENTING EFFECTIVE STRATEGIES.

**E. PROGRAM OUTCOME (S):**

PROGRAM OUTCOMES REPRESENT LOWER-LEVEL MISSION (OR OFFICE) OBJECTIVES THAT CONTRIBUTE TO THE ACHIEVEMENT OF ONE OR MORE STRATEGIC OBJECTIVES. A MISSION'S OBJECTIVE TREE (OR PROGRAM LOGFRAME) WOULD USUALLY ENCOMPASS SEVERAL PROGRAM OUTCOMES THAT RELATE THE RESULTS OF VARIOUS PROJECT, NON-PROJECT, POLICY REFORM, OR OTHER DEVELOPMENT INTERVENTIONS TO THE STRATEGIC OBJECTIVES. (IN LAC, THESE HAVE BEEN CALLED "PROGRAM OUTPUTS," AND IN AFR, "TARGETS".)

**F. PROGRAM PERFORMANCE:**

THE ACCOMPLISHMENT OF SIGNIFICANT DEVELOPMENT RESULTS.

(AFR HAS CLEARLY EQUATED PROGRAM PERFORMANCE WITH PEOPLE-LEVEL IMPACT.)

**G. OTHER ACTIVITIES:**

ACTIVITIES THAT FALL OUTSIDE A MISSION'S CORE STRATEGIC OBJECTIVES, BUT WHICH A MISSION PURSUES (WITH BUREAU AGREEMENT AND SOMETIMES UNDER AGENCY OR BUREAU MANDATE) FOR PARTICULAR POLITICAL, HISTORICAL, HUMANITARIAN, OR PRACTICAL REASONS, OR AS EXPERIMENTAL EFFORTS; THESE "OTHER ACTIVITIES" COULD RESPOND TO LEGISLATIVE EARMARKS; THEY USUALLY REPRESENT A RELATIVELY SMALL PORTION OF A MISSION'S PORTFOLIO. CALLED "TARGETS OF OPPORTUNITY" IN THE AFRICA BUREAU, THEY USUALLY ARE EXCLUDED FROM A MISSION'S PERFORMANCE MANAGEMENT CONTRACT.

**H. PERFORMANCE INDICATORS:**

DIMENSIONS OR SCALES TO MEASURE PROGRAM RESULTS AGAINST OBJECTIVES, WITH AN EMPHASIS ON PEOPLE-LEVEL, GENDER-DISAGGREGATED MEASURES WHEN APPROPRIATE.

**I. PERFORMANCE STANDARDS (EXPECTED RESULTS):**

DEGREE, AMOUNT, OR TYPE OF EXPECTED CHANGE IN AN INDICATOR OVER A DESIGNATED TIME PERIOD. IN LAC, THESE ARE REFERRED TO AS "TARGETS".

**J. OBJECTIVE TREE ANALYSIS:**

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METHODOLOGY FOR THINKING THROUGH THE LOGICAL LINKAGES

AMONG PROGRAM OBJECTIVES AND FOR RELATING STRATEGIC OBJECTIVES TO PROGRAM OUTCOMES AND ACTIVITIES. THESE ARE THEN DEPICTED IN GRAPHIC OR TABULAR FORMAT (E.G., AS OBJECTIVE TREES, PROGRAM LOGFRAMES, PROGRAM/PROJECT MATRICES, ETC.). A PROGRAM OBJECTIVE TREE OR LOGFRAME IS TYPICALLY SUBMITTED TO A.I.D./W AS PART OF A MISSION (OR OPERATING UNIT) STRATEGIC PLAN.

H. STATEMENT OF OBJECTIVES, INDICATORS, AND STANDARDS:

A KEY COMPONENT OF MISSION (OR OTHER UNIT) STRATEGIC PLANS, PROVIDING A NARRATIVE DESCRIPTION OF THE PROGRAM STRATEGY, OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS. IN AFD, THIS FORMS THE BASIS FOR THE MANAGEMENT CONTRACT.

I. PERFORMANCE MONITORING SYSTEM:

A COMMON, EASY-TO-USE, AT LEAST PARTIALLY COMPUTERIZED FORMAT FOR MONITORING, ANALYZING, AND REPORTING PERFORMANCE TOWARD THE ACHIEVEMENT OF PROGRAM OUTCOMES AND STRATEGIC OBJECTIVES BY MISSIONS, BUREAUS, AND AGENCY-WIDE (USING EACH MISSION'S OWN OBJECTIVES, INDICATORS, AND STANDARDS).

CDIC IS CURRENTLY DEVELOPING AND FIELD-TESTING SUCH SYSTEMS (AS PART OF PRISM) IN COLLABORATION WITH REGIONAL BUREAUS AND IRM, AND CONSISTENT WITH EXISTING REPORTING PROCEDURES (SUCH AS THE AFRICA BUREAU'S ASSESSMENT OF PROGRAM IMPACT).

M. COLLECTING PERFORMANCE DATA:

MISSIONS COLLECT MUCH PROGRAM PERFORMANCE DATA THROUGH PROJECT MECHANISMS, OFTEN USING MONITORING AND EVALUATION CAPABILITIES OF ONE OR MORE KEY PROJECTS ASSOCIATED WITH A STRATEGIC OBJECTIVE. OTHER DATA CAN BE GATHERED FROM SECONDARY HOST COUNTRY OR INTERNATIONAL SOURCES OR THROUGH PRIMARY DATA COLLECTION AND ANALYSIS ACTIVITIES MANAGED BY A PROGRAM OFFICE, TECHNICAL OFFICE, OR OTHER MISSION UNIT. THESE DATA SHOULD BE GENDER-DISAGGREGATED WHEN APPROPRIATE AND FEASIBLE. COST-EFFECTIVENESS IS AN IMPORTANT CRITERION IN SELECTING THE MEANS BY WHICH SUCH DATA WILL BE COLLECTED.

N. USING PROGRAM PERFORMANCE DATA:

PROGRAM PERFORMANCE INFORMATION IS ESSENTIAL TO "MANAGING FOR RESULTS" AND SHOULD BE REFLECTED IN STRATEGIC PROGRAM AND POLICY DECISIONS BY MISSIONS, OFFICES, BUREAUS, AND TOP AGENCY MANAGEMENT. WHILE PROGRAM PERFORMANCE DATA MAY HAVE CLEAR IMPLICATIONS FOR PROGRAM FUNDING DECISIONS, SUCH DATA SHOULD NOT BE DIRECTLY OR MECHANICALLY APPLIED IN SETTING ANNUAL COUNTRY LEVELS OR ALLOCATING PERSONNEL. MISSIONS WOULD USE PROGRAM PERFORMANCE DATA TO HELP ASSESS THE EFFECTIVENESS OF THEIR PROGRAM STRATEGIES AND TO ADJUST THESE STRATEGIES OVER TIME TO SUPPORT THE ACCOMPLISHMENT OF INTENDED RESULTS. THIS PROGRAM PERFORMANCE DATA WOULD ALSO BE USED TO REPORT TO SENIOR MANAGEMENT IN A.I.D./W, INCLUDING THE OPERATIONS DIRECTORATE AND OPERATING BUREAU SENIOR MANAGERS, THE POLICY DIRECTORATE, THE FA DIRECTORATE, THE ADMINISTRATOR,

AND TO CONGRESS, GAO, AND OMB.

O. PROGRAM PERFORMANCE MANAGEMENT:

PROGRAM PERFORMANCE MANAGEMENT IS DEFINED AS THE APPLICATION OF THE ABOVE CONCEPTS AND PRINCIPLES SO THAT PROGRAM STRATEGIES BECOME INCREASINGLY EFFECTIVE IN ACCOMPLISHING SIGNIFICANT DEVELOPMENT RESULTS. IT INCLUDES THE FOLLOWING ELEMENTS: (1) THE IDENTIFICATION OF CLEAR STRATEGIC OBJECTIVES AND THE DEVELOPMENT OF CAREFULLY FOCUSED PROGRAM STRATEGIES THROUGH WHICH THESE OBJECTIVES CAN BE ACHIEVED; (2) THE GATHERING, MONITORING AND REPORTING OF PERFORMANCE INFORMATION TO ENABLE MANAGEMENT TO ASSESS THE EFFECTIVENESS OR FAILURE OF THESE STRATEGIES; AND (3) THE USE OF THIS INFORMATION TO ADJUST PROGRAM STRATEGIES ACCORDINGLY. ADHERENCE TO THE CRITERIA SET FORTH BELOW IN PARA 6 IS AN IMPORTANT ELEMENT OF PERFORMANCE MANAGEMENT.

6. GUIDANCE FOR SELECTING OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS

THIS CABLE PROVIDES GUIDANCE ON PROGRAM PERFORMANCE MEASUREMENT, NOT ON THE COMPLEMENTARY CHANGES IN PROGRAM PLANNING THAT ARE ALSO NEEDED AND WHICH MOST REGIONAL BUREAUS AND THEIR MISSIONS HAVE BEEN PURSUING. THIS GUIDANCE WAS DEVELOPED TO SUPPORT THOSE CHANGES AND TO PROVIDE A COMMON FRAMEWORK THROUGHOUT THE AGENCY IN THE AREA OF PROGRAM PERFORMANCE MEASUREMENT. THE CRITERIA PRESENTED BELOW WILL BE APPLIED BY BUREAUS IN REVIEWING MISSION PROGRAM PERFORMANCE PLANS IN MISSION STRATEGIC

PLANNING DOCUMENTS. ISSUES OF ADHERENCE TO THESE CRITERIA SHOULD BE RAISED DURING A.I.D./W REVIEWS OF MISSION PROGRAM PLANS.

A. STRATEGIC OBJECTIVES SHOULD BE:

A.1. SHORT PRECISE STATEMENTS OF THE IMPACTS SOUGHT, RATHER THAN DETAILED DESCRIPTIONS OF THE MEANS OF ACHIEVING RESULTS OR LABELS FOR SECTORS OR CATEGORIES OF ACTIVITIES;

A.2. THE MOST SIGNIFICANT RESULTS IN A PROGRAM AREA FOR WHICH A MISSION (OR OTHER OPERATING UNIT) IS WILLING AND ABLE TO BE HELD ACCOUNTABLE; THESE RESULTS RELATE TO AND CONTRIBUTE TO SIGNIFICANT IMPROVEMENTS IN THE WELL-BEING OF PEOPLE OR THE SUSTAINED PERFORMANCE OF AN ECONOMY OR INSTITUTION. UNDER THE OPA, THE AFRICA BUREAU REQUIRES A FOCUS ON "PEOPLE-LEVEL IMPACT.");

A.3. PURSUED THROUGH CLEAR PROGRAM STRATEGIES THAT TRACE LOGICAL CONNECTIONS TO PROGRAM OUTCOMES (ACHIEVABLE IN 2-5 YEARS) AND A COHERENT SET OF UNDERLYING PROJECTS, NON-PROJECT ASSISTANCE, POLICY DIALOGUE, AND OTHER ACTIVITIES.

A.4. WITHIN A MISSION'S (OR OTHER UNIT'S) MANAGEABLE INTEREST, THAT IS, SUBSTANTIALLY ACHIEVABLE THROUGH THE MISSION'S (OR UNIT'S) MANAGEMENT OF ITS AVAILABLE RESOURCES;

A.5. THE BASIS FOR PROGRAM "PERFORMANCE CONTRACTS" BETWEEN MISSIONS AND BUREAUS;

A.6. AMENABLE TO SUBSTANTIAL PROGRESS IN THE MEDIUM TERM (USUALLY 3-5 YEARS);

A.7. CONSISTENT WITH CONGRESSIONAL, AGENCY, AND BUREAU PRIORITIES IN THE CONTEXT OF COUNTRY-SPECIFIC OPPORTUNITIES AND CONSTRAINTS.

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A. 8. INTEGRAL TO THE ACHIEVEMENT OF AN OVERALL COUNTRY PROGRAM GOAL.

B. PROGRAM PERFORMANCE INDICATORS SHOULD:

B.1. BE CLEARLY AND OBVIOUSLY LINKED TO THE STATEMENT OF INTENT ARTICULATED IN THE STRATEGIC OBJECTIVE (I.E., MEASURE AS DIRECTLY AS POSSIBLE PROGRESS IN ACHIEVING OBJECTIVES);

B.2. REPRESENT THE MOST USEFUL RELEVANT, OBJECTIVE, VALID DIMENSIONS FOR MEASURING PROGRESS IN ACHIEVING OBJECTIVES;

B.3. BE PRACTICAL, DERIVED IN A COST-EFFECTIVE MANNER FROM NATIONAL OR INTERNATIONAL DATA, OTHER DATA SOURCES, OR MISSION DATA COLLECTION AND ANALYSIS, DEPENDING ON APPROPRIATENESS AND AVAILABILITY;

B.4. ENCOMPASS, WHENEVER APPROPRIATE, PEOPLE-LEVEL (GENDER DISAGGREGATED) PROGRAM IMPACT;

B.5. PROVIDE MEASURES OF RESULTS THAT CAN BE RELATED TO THE MAGNITUDE OF A.I.D.'S INVESTMENT, MEASURED BY USING, INTER ALIA, DOLLAR OBLIGATIONS REPORTED UNDER ACTIVITY CODES IN THE ANNUAL BUDGET SUBMISSION, LIFE-OF-PROJECT (LOP) FIGURES, FULL-TIME EQUIVALENTS (FTE'S), OR PERSON-HOURS/DAYS/MONTHS;

B.6. BE APPLICABLE, TO THE EXTENT FEASIBLE, ACROSS COUNTRIES AND GEOGRAPHIC REGIONS.

C. PERFORMANCE STANDARDS EXPECTED RESULTS SHOULD:

C.1. BE TIME-BOUND, REPRESENTING THE DEGREE OF CHANGE ANTICIPATED DURING THE PLANNING PERIOD;

C.2. BE AS PRECISE AS POSSIBLE (BUT MAY BE QUANTITATIVE OR QUALITATIVE, AS APPROPRIATE);

C.3. PROVIDE CONVINCING EVIDENCE THAT OBJECTIVES ARE, OR ARE NOT, BEING ACHIEVED;

C.4. INCLUDE A BASELINE REFLECTING, IF POSSIBLE, CONDITIONS PRIOR TO THE START OF A.I.D.'S PROGRAM;

C.5. REFLECT WHAT IS ACHIEVABLE, GIVEN COUNTRY OR REGIONAL SPECIFIC OPPORTUNITIES AND CONSTRAINTS;

C.6. REQUIRE EXPLANATION OF SUBSTANTIAL POSITIVE OR NEGATIVE DEVIATIONS.

7. A.I.D./V ASSISTANCE

CDIE AND BUREAU STAFF AND PRISM SUPPORT CONTRACTORS (MANAGEMENT SYSTEMS INTERNATIONAL; LABAT-ANDERSON; RESEARCH TRIANGLE, INC.) PROVIDE TECHNICAL ASSISTANCE TO HELP MISSIONS DEVELOP AND/OR REFINE PROGRAM PERFORMANCE INFORMATION SYSTEMS. FOR FURTHER INFORMATION ON TECHNICAL ASSISTANCE, CONTACT YOUR APPROPRIATE REGIONAL BUREAU OFFICE AND/OR ONE OF THE CDIE BUREAU COORDINATORS--SHAWON BENDJEL (FOR LAC OR ASIA), LOIS GOODRICH (FOR EUR OR NE), OR WENA VREELAND (FOR AFR)--AT 703-875-4353. CDIE WILL WORK CLOSELY WITH THE REGIONAL BUREAU TO COORDINATE REQUESTS FOR TECHNICAL ASSISTANCE.

B. AFRICA BUREAU SUPPLEMENTARY COMMUNICATION

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THE AFRICA BUREAU FULLY SUPPORTS THE EMPHASIS WHICH THE AGENCY HAS PLACED ON MANAGING FOR RESULTS. SINCE THE INCEPTION OF THE DFA, THE BUREAU HAS STRONGLY EMPHASIZED THE NEED TO FOCUS AND CONCENTRATE, DEVELOP CLEAR OBJECTIVES AND INDICATORS OF PERFORMANCE, AND REPORT ON ACTUAL RESULTS. THE 1989-92 DFA ACTION PLAN SERVES AS THE OBJECTIVE STATEMENT FOR THE BUREAU. THE ACTION PLAN HAS BEEN WIDELY DISSEMINATED AND WAS DISCUSSED AND REVALUATED MOST RECENTLY AT THE MISSION DIRECTOR'S CONFERENCE IN MAY 1991. THE AFRICA BUREAU HAS DEVELOPED THE COUNTRY PROGRAM STRATEGIC PLAN (CPSP) AS THE MECHANISM FOR CATEGORY 1 MISSIONS TO SPECIFY AND JUSTIFY THEIR STRATEGIC OBJECTIVES AND HOW THEY PLAN TO MEASURE PERFORMANCE. WE BELIEVE THE SYSTEM THAT HAS BEEN PUT IN PLACE FOR AFR PROGRAMS TO BE FULLY COMPATIBLE WITH THE AGENCY INITIATIVE. THE BUREAU HAS HAD AN IOC WORK ORDER IN PLACE WITH PRISM, NOW THE LEAD

CONTRACTOR FOR PRISM, TO TEAM WITH U.S. DIRECT HIRE STAFF FROM AFR/V AND REDSOX TO HELP MISSIONS DEVELOP THEIR PERFORMANCE MEASUREMENT SYSTEMS. BY THE TIME THE WORK ORDER ENDS, THE BUREAU WILL HAVE IN PLACE A BUY-IN TO THE PRISM CONTRACT TO FACILITATE ACCESS ON THE PART OF AFRICAN MISSIONS TO CONTINUED TECHNICAL SUPPORT.

MOST OF THE CATEGORY 1 COUNTRIES IN AFRICA HAVE PROGRAM OBJECTIVES IN PLACE OR ARE ON THE AGENDA TO HAVE THEIR CPSP/CONCEPT PAPERS REVIEWED BY THE END OF CALENDAR YEAR 1992. WE ARE ALSO RECEIVING PERFORMANCE REPORTS (I.E. APIS) FROM ALL THE CATEGORY 1 MISSIONS. THE BUREAU IS PRESENTLY ANALYZING HOW TO MAKE THE MOST EFFECTIVE USE OF BUDGETARY AND STAFF RESOURCES TO ENSURE THAT OBJECTIVE STATEMENTS ARE DEVELOPED FOR NON-CATEGORY 1 COUNTRIES WITH BILATERAL PROGRAMS. THE REQUIREMENTS WILL REFLECT PROGRAM SIZE AND STAFF LEVELS. SEPTELS WILL FOLLOW WITH DETAILS ON REQUIREMENTS FOR THE NON-CATEGORY 1 COUNTRIES, AND ON HOW TO ACCESS TECHNICAL ASSISTANCE FOR DEVELOPING OBJECTIVES AND REPORTING SYSTEMS. IN THE MEANTIME, COUNTRIES THAT FORESEE A NEED FOR TECHNICAL SUPPORT SHOULD ADVISE THEIR GEOGRAPHIC OFFICES WHO WILL COORDINATE WITH AFR/DP TO ENSURE APPROPRIATE TIMING AND SKILL MIX ON THE PART OF THE TA TEAM. AFR/DP REMAINS IN REGULAR CONTACT WITH CDIE ON PRISM SUPPORT SERVICES. TO INSURE THAT REQUESTS GET FULLY INTEGRATED INTO THE BUREAU'S PROGRAMMING PROCESSES, PLEASE CHANNEL YOUR REQUESTS THROUGH YOUR RESPECTIVE GEOGRAPHIC OFFICE AND DO NOT CONTACT CDIE DIRECTLY.

9. ASIA BUREAU SUPPLEMENTARY COMMUNICATION

PRISM HAS BEEN DESIGNED PURPOSELY TO BUILD ON THE ASIA BUREAU PROGRAM PERFORMANCE INDICATOR (PPI) SYSTEM, AND NOT CREATE A PARALLEL AGENCY PERFORMANCE TRACKING PROCESS. WE FULLY SUPPORT THIS EFFORT AS IT WILL HELP THE AGENCY BETTER RECORD AND REPORT ON RESULTS, YET PLACE MINIMAL ADDITIONAL DEMANDS ON MISSION STAFF.

OUR PPI SYSTEM IS IN PLACE FOR MOST OF THE ASIA REGION, WITH CAMBODIA AND MONGOLIA CURRENT EXCEPTIONS AND THE SOUTH PACIFIC CURRENTLY ESTABLISHING FIRM TARGETS AND BENCHMARKS UNDER ITS INDICATORS. THE FOCUS AND CONCENTRATION EXERCISE RESULTED IN MANY MISSIONS REVISING THEIR OBJECTIVES. SPECIFIC REVISIONS TO INDICATORS AND BENCHMARKS ARE NOT EXPECTED UNTIL THE SECOND ANNUAL SUBMISSION OF THE PPI REPORT DUE TO THE BUREAU BY APRIL 24. THEREFORE, THIS GUIDANCE CABLE IS OPPORTUNE FOR MISSIONS TO ENSURE THAT THEIR WORK IN THIS AREA WILL BE COMPATIBLE WITH PRISM.

THE BUREAU IS WORKING WITH CDIE TO PROVIDE RESOURCES TO

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HELP MISSIONS ENSURE THAT THEIR PPIS ARE CONSISTENT WITH THE AGENCY'S PRISM SYSTEM. OUR EXPERIENCE IS THAT TOGETHER WE CAN STRENGTHEN THE QUALITY OF THE REPORTING AND IMPROVE THE UNDERSTANDING OF OUR OBJECTIVES. ULTIMATELY THIS WILL HELP THE BUREAU AND THE AGENCY BETTER DEMONSTRATE DEVELOPMENT RESULTS.

10. EUR BUREAU SUPPLEMENTARY COMMUNICATION

THE BUREAU SUPPORTS THE SUBSTANCE OF THIS GUIDANCE. WE

ARE CURRENTLY CONSIDERING APPROACHES FOR IMPLEMENTING THE GUIDANCE WITHIN THE UNIQUE CIRCUMSTANCES AND REQUIREMENTS OF THE EUROPE BUREAU.

11. LAC BUREAU SUPPLEMENTARY COMMUNICATION

LAC MISSIONS SHOULD BE FAMILIAR WITH THE CONCEPTS AND APPROACH OF CDIE'S PRISM PRECEPTS CONTAINED IN THIS GUIDANCE BECAUSE THE PROGRAM PERFORMANCE ASSESSMENT SYSTEM (PPAS) WE HAVE BEEN DEVELOPING IN LAC IS FULLY CONSISTENT WITH PRISM. IN PARTICULAR, MISSIONS WILL NOTE WHY CLEAR, CONCISE AND MEASURABLE STRATEGIC OBJECTIVES WERE STRESSED IN THE PPAS STRATEGIC OBJECTIVE TOYS THAT WERE CARRIED OUT DURING THE PAST YEAR. LIKEWISE, THE NEED FOR MEASURING PERFORMANCE AND ESTABLISHING A DATA COLLECTION AND MONITORING PLAN IS NOW EVIDENT AS WE WILL ALL BE REQUIRED TO REPORT ANNUALLY ON PROGRAM PERFORMANCE. COMPLETING DEVELOPMENT AND INSTALLATION OF THE PPAS IS IMPORTANT FOR ALL OF US TO BE ABLE TO REPORT ON OUR PROGRAM PERFORMANCE. WE ENCOURAGE YOU TO CHANNEL YOUR ASSISTANCE REQUESTS TO COMPLETE THE DEVELOPMENT AND INSTALLATION OF PPAS THROUGH LAC/DPP/SOPP. LAC/DPP WILL COORDINATE THIS ASSISTANCE WITH CDIE. WE RECOGNIZE THAT SOME STRATEGIC OBJECTIVE PERFORMANCE INDICATORS WILL NOT NECESSARILY SHOW PROGRESS ANNUALLY BUT MISSIONS WILL BE EXPECTED TO MONITOR THE STRATEGIC OBJECTIVE PERFORMANCE INDICATORS AND THE PROGRAM OUTPUTS (PROGRAM OUTCOME) INDICATORS. YOUR NARRATIVES AND ACTION PLAN TABLES WILL PRESENT YOUR ASSESSMENT OF PROGRAM PERFORMANCE PROGRESS AND STATUS. THE LOTUS 1-2-3 REPORTING FORMAT FOR YOUR PROGRAM OBJECTIVES DOCUMENT AND ACTION PLAN TABLES THAT WAS DEVELOPED WITH CDIE MEANS THAT

THE PERFORMANCE MONITORING SYSTEM CONCEPT MENTIONED IN THE CABLE IS COMPATIBLE WITH THE CDIE SYSTEM AND THAT YOU WILL NOT BE REQUIRED TO DUPLICATE REPORTING REQUIREMENTS TO CDIE. WHEN YOU PRESENT YOUR ACTION PLAN, THE PERFORMANCE DATA WILL BE PROVIDED TO CDIE TO INCLUDE IN PRISM.

12. ME BUREAU SUPPLEMENTARY COMMUNICATION

THE ABOVE GUIDANCE PROVIDES THE BACKGROUND NECESSARY TO BEGIN PREPARATION OF THE NEW STRATEGIC PLANNING DOCUMENT YOU WILL BE RECEIVING FROM THE BUREAU. THE NEW STRATEGIC PLANNING DOCUMENT IS CURRENTLY IN THE BUREAU CLEARANCE PROCESS AND YOU CAN EXPECT A DRAFT FOR MISSION COMMENTS AND CLEARANCE. THE ABOVE PROGRAM PERFORMANCE MEASUREMENT GUIDELINES WILL BE AN INTEGRAL PART OF THIS NEW DOCUMENT AND PROVIDE THE BASIS FOR ITS UTILIZATION AND STANDARDIZATION ACROSS THE BUREAU.

THE MOST IMPORTANT THING MISSIONS SHOULD KEEP IN MIND IS THAT THE NEW PLANNING DOCUMENT AND PROGRAM PERFORMANCE MEASUREMENT GUIDELINES ARE NOT REPEAT NOT MEANT TO INCREASE YOUR REPORTING REQUIREMENTS. NEITHER ARE THEY DESIGNED TO INCREASE YOUR OVERALL WORK LOAD. ON THE CONTRARY, THEY SHOULD ENABLE YOU TO REDUCE YOUR REPORTING AND STILL PROVIDE THE INFORMATION AND DATA NECESSARY TO MEET THE OBJECTIVES STATED IN YOUR PLANNING DOCUMENT. BY FOLLOWING THE ABOVE GUIDANCE, AND DESIGNING DATA

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COLLECTION ACTIVITIES THAT CAN BE IMPLEMENTED FROM ONGOING OR PLANNED PROJECT ACTIVITIES. YOU NEED NOT HAVE SPECIAL REQUIREMENTS FOR DATA COLLECTION THAT USE VALUABLE STAFF TIME BEYOND NORMAL PROJECT IMPLEMENTATION. LIKEWISE,

CAREFUL CRAFTING OF STRATEGIC OBJECTIVES AND INDICATORS THAT ALLOW FOR DATA COLLECTION AND VERIFICATION THROUGH NORMAL PROJECT IMPLEMENTATION WILL ALSO HELP REDUCE YOUR REPORTING REQUIREMENTS. BAKER

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## **FY 91 GUIDANCE ON THE ASSESSMENT OF PROGRAM IMPACT**

### **I. INTRODUCTION**

**This guidance supersedes all previous API guidance. It draws on the FY 90 API experience and the observations made by the several AFR/W offices that reviewed the FY 90 APIs. This guidance has also benefitted from the input of Mission Directors' comments and suggestions.**

### **II. BACKGROUND**

**- Under the Development Fund for Africa (DFA), the Africa Bureau has been mandated to improve the impact of its development programs in the region. The DFA gives the Bureau the flexibility to program its resources to the countries and sectors where these resources can make the most difference. The Bureau is attempting to concentrate resources where the potential for measurable and sustainable results (or impact) is greatest.**

**The DFA has also challenged the Bureau to develop systems/processes for Missions and AFR/W to regularly assess program impact at the country and regional levels, and to report on this impact. The Assessment of Program Impact (API), a yearly exercise for all Category I Missions, was introduced for this purpose (90 STATE 215400) as part of a larger effort to improve the country program strategy, monitoring, and impact reporting systems in the Africa Bureau. This effort, which focused on DFA priority (so-called Category One) countries, included the replacement of the CDSS and Action Plan by a unified country program strategic plan (CPSP), replacement of the Semi-Annual Project Implementation Reports (PIR) overview statement, and elimination of formal AID/W review of semi-annual PIRs with a yearly API.**

**Because systematic impact reporting at the country program level was new to the Bureau, it was intended to proceed carefully in developing the API in order not to create expectations that could not be met. It was early recognized that the depth and breadth of information that could be reported in an API would vary from country to country, especially in the early years. Many Missions do not yet have fully developed program logframes and/or are still working on the articulation of strategic objectives and targets that are truly in their manageable interest. Some Missions are further along than others in developing monitoring**

## **F. Gender Disaggregation**

Agency and Bureau mandates regarding the proportional participation of women in AID activities necessitate the ability to report progress on a gender-disaggregated basis. A recent review of the FY 1990 APIs against Missions' Women in Development Action Plans revealed very few gender-disaggregated indicators in APIs, and virtually zero actual information on women. Missions are strongly encouraged to re-examine indicators in light of the women in development mandate, and to identify quantitative and qualitative approaches to maximizing gender-disaggregated reporting at the program level.

## **G. Changing Strategic Objectives, Targets, or Sub-targets**

Rearticulations of strategic objectives (SO) and targets were allowed only for the FY 90 API. Rearticulation of strategic objectives in the API should not be done in the FY 91 API. If a Mission, while evaluating the content of a draft API, or in working with a program policy assistance (PPA) or a monitoring/evaluation team, decides to rearticulate a SO, that Mission should cable AFR/W upon completion of that rearticulation, and explain, with supporting data, the reasons for those changes. Either the geographic desk or AFR/DP will be responsible for responding to the Missions' proposal as appropriate.

Targets can, however, can still be rearticulated in this FY 91 API. Rearticulations should be included in Section III with appropriate indicators. Missions should bear in mind, however, that rearticulation does not mean redesign. If the change is so significant in magnitude or direction that the strategy is effectively modified, then the cable procedure just described should be followed.

When the program logframe in a CPSP (and any variation thereof) is approved through a Program Week process, the next API is to be based on the new program logframe. Any way the Mission can help to link performance under previous programs to the current program design is encouraged. Any agreement regarding a changed strategic objective, target or sub-target resulting from a program week or other ecpr-level review agreement should be reflected in the API (especially Section III) that same year as well as in subsequent years.

## **H. Annex A - Revision of Indicators and Expected Levels of Achievement**

It is recognized that in some cases Missions have, understandably, developed quantified indicators of program progress without benefit of indepth analysis of the validity of existing data and the level of improvement attainable over a given period of time. We

Revised Draft

A WORKING PAPER ON:  
THE USE AND ANALYSIS OF GENDER DISAGGREGATED  
DATA AND INDICATORS

JULY 1992

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Office of Women in Development  
The U.S. Agency for International  
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GENESYS

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## **EXECUTIVE SUMMARY**

### **Introduction**

This working paper recommends ways to better integrate gender concerns in A.I.D. monitoring and evaluation at all levels of the Agency. To this end, it primarily focuses on the PRISM Project (Program Performance Information for Strategic Management). It also includes recommendations for additional data needs beyond the scope of PRISM. The Women in Development Office and PRISM are working together to ensure that gender considerations are integrated into its Agency-wide system. This represents a shift from tracking systems and procedures for integrating women in development to monitoring the impact of development activities on women's and men's lives. Such data can be used to improve program and project design, implementation, monitoring and evaluation.

Up to the present A.I.D. activities in women in development have been under-represented in standard Agency reporting on obligations and development outcomes. Either A.I.D. has had little impact on women, or its reporting systems are not capturing the impact.

In a guidance cable sent to the field on April 17, 1992, A.I.D. Washington defined "performance indicators" as: dimensions or scales to measure program results against objectives, with an emphasis on people-level, gender disaggregated measures when appropriate.

### **Overview of PRISM**

CDIE envisions that building gender concerns into strategic objectives, which are then measured by people-level indicators where appropriate, will establish a significant mechanism for monitoring A.I.D. performance in women in development. PRISM is already integrating gender by: including gender expertise on technical assistance teams, encouraging selection of people level, gender disaggregated indicators, encouraging Mission integration of gender into programs, raising the question "for whom" in Mission strategic planning and program reviews, establishing a strategy for integrating gender issues and data during team planning for technical assistance activities, and streamlining data collection and expenditure tracking.

PRISM Design issues which affect reporting on women in development include: the problem of relating expenditures and obligations to program activities, given current systems; The extent to which the core indicators identified will be adequately flexible to allow for cross-cultural variation, the lack of standardized reporting periods across bureaus, the difficult challenge of responding to both field and central data needs.

### **Integrating Gender Considerations into Strategic Planning**

Stating strategic objectives in terms of the people affected by development activities is an essential step in the gender

disaggregation of performance measurement indications and the collection of gender disaggregated data. To address people level impact, input and output objectives should be treated as necessary conditions for achieving higher level impact objectives. Even where strategic objectives are not stated in gender disaggregated terms, the corresponding indication should attempt to measure differential impact on women and men.

The case of the Ecuador program strategy provides an example of how USAIDs can incorporate gender considerations into the program planning process. Early in the process the Mission highlighted commitment to institutionalize gender considerations in its program. By critically examining the gender implications of their trade and investment strategic objective to more accurately reflect their development priorities, they revised the wording from "increased trade with emphasis on non-traditional exports" to "increased trade and employment in non-traditional exports."

### **Recommendations**

#### **Mainstreaming Gender Considerations in PRISM**

- o Provide PRISM teams with a better rationale for gender-disaggregation.
- o Build in a module to the PRISM methodology discussing gender considerations by key sectors to sensitize Mission personnel, and not just PRISM
- o Distribute the responsibility of integrating gender to all members on PRISM teams.
- o Develop a training module for setting gender-differentiated strategic objectives and indicators.
- o Clearly request and make space for gender-disaggregated data on standardized reporting forms or diskettes sent by Bureaus to the Missions.
- o Improve Bureau-level guidance for documentation provided to the missions.

#### **Improving the Collection, Analysis, and Use of Gender-disaggregated Data for Improved Strategic Planning**

- o Discourage excessive data collection. Selection of data to collect should be guided by the indicators for measuring performance in achieving strategic objectives.
- o The collection, analysis and use of gender-disaggregated data needs to be grounded in actual field activities before it can be aggregated to the regional bureau and agency level.
- o Encourage and assist in the selection of strategic objectives and indicators which require measuring people-level impact.
- o Include gender considerations as high up on the objective tree as possible.
- o Maximize the use of existing information collection and reporting systems as a vehicle for reporting on gender

and progress towards achievement of strategic objectives.

- o Create incentives for improved collection, analysis and use of gender-disaggregated people-level data, and for monitoring program performance at the mission level.
- o Add a WID component to the scope of work of every PRISM team member, in line with the OECD DAC mandate for taking account of gender in all evaluation studies.
- o Simplify the cumbersome ABS and special coding requirements, and develop better criteria for 'accounting for WID.

#### Better Reporting to Congress

- o A.I.D. needs to articulate the terms in which the impact on women of A.I.D. programs can be realistically observed and measured.
- o A.I.D. should develop the tools for standardized reporting on total WID obligations and expenditures.
- o Recognize that institutionalizing strategic planning processes, and developing the corresponding M&E systems is a long process.
- o In order to better report to Congress on A.I.D.'s WID impact prior to full development and functioning of the 'system of systems,' A.I.D. could respond in several ways:
  - Conduct a 'stock-taking' of program impact on women across regions.
  - Select several USAIDs in each region to collaborate in reporting gender-specific impact data across time, according to commonly agreed upon indicators.
  - Conduct linkage studies to explain the causes behind trends shown in monitoring data in key sectors and selected countries for each region.

## **A Working Paper on the Use and Analysis of Gender Disaggregated Data and Indicators**

### **I. INTRODUCTION**

As Galbraith observed, 'What is not counted is usually not noticed' (Overholt et al, 1985). This statement applies both to the activities of women in developing countries, and to the efforts to assist women through development programming. Visibility is the starting point for incorporating gender into A.I.D. activities and improving the benefits for women. The current monitoring and evaluation (M&E) and information systems of A.I.D. do not accurately reflect the Agency's efforts to institutionalize gender considerations in its programs, and are inadequate for measuring the impact of its efforts on women.

#### **Purpose**

This working paper recommends ways to better integrate gender concerns in A.I.D. monitoring and evaluation at all levels of the Agency. It focuses on the PRISM project (Program Performance Information for Strategic Management) because it is Agency-wide and its key indicators are drawn from the field Mission program strategies. This report is based on interviews with PRISM and CDIE staff, and a review of A.I.D. and PRISM documents, working papers, memoranda, and other relevant literature. Additional assessments are needed to examine other sources of data and analyses for reporting on women in development.

The purpose is to:

- o Recommend a strategy for the collection, use and interpretation of gender disaggregated data and indicators as tools for measuring A.I.D.'s performance in integrating women as full partners in the development process; and
- o Provide recommendations for improving and supplementing existing information systems, primarily PRISM, for improving the collection, use and analysis of indicators, both for increased incorporation of gender considerations in planning, and for reporting purposes.
- o Identify additional data collection and analyses required that are outside the scope of PRISM and to recommend mechanisms to acquire them.

#### **Background**

Management excellence -- "doing fewer things, but doing them very well" -- is a central theme for A.I.D., and strengthening evaluation is key to this effort. The Center for Development Information and Evaluation (CDIE) has the lead role in expanding

the Agency's capacity to make evaluations more useful to senior managers for programming and policy decisions, and for reporting to Congress about the Agency's performance.<sup>1</sup>

CDIE has commissioned the development of an Agency-wide monitoring and reporting system to track, measure and report on program performance Agency-wide. This effort -- the Program Performance Information for Strategic Management (PRISM) project -- is a central element in the broad programming reforms recommended by the Fry Task Force and recently approved by the Administrator of A.I.D..

The R&D/WID Office is working with the PRISM project to ensure that gender considerations are integrated into the Agency-wide system. The new focus on strategic planning and performance-based results requires measuring and reporting on the impact of institutionalizing gender considerations within A.I.D. Previously, monitoring and evaluation systems and Congressional reporting requirements used by the R&D/WID Office focused on the key systems and procedures required to institutionalize the Women in Development (WID) policy in A.I.D.. The indicators used were:

- o Operational requirements to establish systems and procedures necessary for institutionalizing WID -- AID design and reporting documents reflect and address gender analysis and constraints.
- o Agency staff training to institutionalize gender awareness.
- o Women's participation in participant training programs.

These three indicators track only intermediary steps assumed to increase the positive impact of programming on women. A different type of data, people-level indicators, is required to measure that impact directly in order to answer impact questions:

What has institutionalization meant in terms of improving the welfare of poor women in developing countries?

How has development assistance affected men and women?

Within A.I.D., impact data, and particularly people-level indicators, have not been collected systematically.

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<sup>1</sup>. The Evaluation Initiative, A.I.D. Initiatives Progress Update, December 1991.

## The Rationale for Gender Disaggregation

Development efforts affect men and women in different ways. Gender-disaggregated data that track the differential impact can be used to improve the program and project design and implementation process. The following case from Dominica illustrates the point.

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### The Agricultural Development Bank of Dominica

The Agricultural Development Bank of Dominica (ADB) was extending loans to small farmers under the IFAD-funded Integrated Rural development Project. An analysis of gender disaggregated data on the Bank's portfolio showed that only 11 percent of all loans made under the IFAD credit line were to women, in spite of the fact that almost equal numbers of women farmers (mostly from female-headed households) as men were present in the project area. The ADB denied any gender bias in extending loans, and insisted that uniform criteria for loan approval were applied to all loan applications. Further analysis showed that over 60 percent of the clients of the credit union system -- the other major source of small farmer credit -- were women. In addition, the credit union system was enjoying a loan repayment rate of nearly 100 percent. At the same time, the ADB had loans in arrears (as a percent of outstanding principal) of 45 percent, in 1990. When women farmers were asked why they borrowed from the credit union instead of the ADB, the main reason given was that the credit union's hours were more convenient. The ADB operated from 9 A.M. to 1 P.M., the credit unions were open until 4 P.M. Women explained that the most convenient time for them was after 1 P.M., when their older children were home from school and could look after the younger ones. In contrast, male farmers expressed no particular timing preferences. By setting its operating hours in the morning, the ADB failed to understand the constraints of 50 percent of its potential and more credit-worthy client base -- women farmers. The ADB in effect created a barrier to women's access to loans by failing to consider their time constraints. Analysis of gender disaggregated data provided the means to formulate questions and answers to explain how and why the failure to better understand its potential market base negatively affected the ADB in contrast to the credit union (Malhotra, 1991).

If data are not available on differences in men's and women's activities, gender considerations cannot be addressed in project designs, and assessment of differential impacts on men and women will not be written into project evaluation plans. If the reporting system for tracking and evaluating the project does not require separate information for men and women, data will not be available to assess impact by gender, even if gender is included in the original project design.

For example, a review of reporting on gender conducted by the Africa Bureau WID Working Group concludes that "although missions have established action plans for including women in their development efforts, reporting on progress is scant. Standard reporting documents contain little information about women. To judge from the information available in the regular reports from missions, African women are invisible" (Ellertson, 1991:3).

#### **The Problem of 'Invisibility'**

Designing, collecting, and using gender-disaggregated data which accurately record women's and men's activities and the impact of development programs on them are complicated by the widely recognized "invisibility" of many women's activities. Traditional labor force concepts and surveys fail to capture a large portion of women's economic activity because it takes place outside the formal sector. Housework is not counted as work, even by women themselves.

At the same time, A.I.D.'s activities in WID are also 'invisible' in that they are grossly under-represented in its reporting channels: ABS, CDSS, SAR, CPSP, API, etc. An analysis of 1990 ABS reporting on WID funding obligations by USAIDs showed that WID funding ranged from 0.2 percent of the total FY 90 budget of \$926 million in Egypt, to 23.2 percent of the \$29 million budget in Zaire. This range is more a reflection of different definitions and inconsistencies in counting 'WID' obligations than of actual obligations. For example, Bolivia reported \$0 WID funding for its microenterprise program, despite the well-documented fact that 80 percent of clients of the A.I.D. funded NGO PRODEM's project were women.

Case studies in two missions in Latin America, Bolivia, and Ecuador, also showed inconsistencies between the mission budget report (ABS) and the mission project report (SAR). Of 10 projects in Ecuador which reported gender-disaggregated data and mentioned women in the semi-annual project report (SAR), only five projects were coded for 'WID' in the ABS, thus under-reporting by 50 percent. In Bolivia, of 15 projects reported to include women, only three were coded in the ABS, thus under-

reporting by 80 percent.

A recent CDIE 'evaluation of evaluations', reviewing 268 FY89 and FY90 evaluations of A.I.D. projects, assessed the attention paid to gender considerations by the evaluations. This review showed that:

- o Seven percent of the evaluations reported that the objectives of the projects were articulated on a gender disaggregated basis.
- o Eight percent reported that the projects evaluated had identified obstacles to women's participation in their designs, and had identified means to overcome the constraints.
- o 19 percent of the evaluations presented information that women had received project services and benefits.

Either A.I.D. is having little impact on women or the evaluations did not have uniform criteria for assessing gender considerations. The findings probably reflect deficiencies in both programming and evaluations.

#### **Indicators: Strengths and Limitations**

The United Nations defines 'Indicators' as specific and objectively verifiable measures of change or results brought about by an activity. They are designed to provide a standard against which to measure, or assess, or show the progress of an activity against stated targets. There are four types of indicators:

- o **Input Indicator:** monitors delivery of inputs.  
Example: progress in delivery or use of fertilizer in tons of percentage.
- o **Output Indicator:** measures production of outputs.  
Example: cultivation of farms in hectares or percentage of target.
- o **Effect and Impact Indicators:** measure achievement of objectives.  
Example: (effect), percentage of farmers using the new extension package in an agricultural extension project, i.e., adoption rate.  
Example: (impact), and change in income levels and distribution (U.N. 1984:37).

In a guidance cable sent to the field on April 17, 1992, A.I.D./W defined Performance Indicators as: dimensions or scales to measure program results against objectives, with an emphasis on people-level, gender-disaggregated measures when appropriate (see Annex A for complete cable).

Program performance indicators that are explicitly tied to strategic objectives and selected with a thorough understanding of the information needs of management can provide a standard against which to measure performance. Indicators can signal whether desired results are occurring and provide a warning when something is wrong.

Inappropriate indicators or those based on inadequate data send the wrong signals. They may be unreliable and misleading. For example, an A.I.D. credit program in Bangladesh had the objective of increasing women's access to credit. The corresponding indicator was -- the number of loans given to women. While the numbers of loans to women increased, further analysis found that women were acting as 'fronts' for the loans. In the worst cases, when abandoned by their husbands, they were left holding the debt for loans from which they had realized no benefits.

Gender indicators should reflect the status of women vis a vis the status of men, as in a female:male ratio, while controlling for the sex and age distribution in the population. An example<sup>2</sup>:

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**GENDER INDICATORS: EXAMPLE**

<b>WOMEN</b>	<b>MEN</b>
Number	Number
Status (eg. illiterate)	Status (illiterate)
Age (eg. 15-24)	Age (15-24)
* 100	
Total WOMEN 15-24	Total MEN 15-24

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In most cases, existing data do not permit these comparisons because they are not disaggregated by sex.

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<sup>2</sup>. Young, et al., 1990:14

Quantitative measures of gender also are subject to the criticisms leveled at other aggregate statistical indicators. Validity is especially troublesome in that quantitative measures generally fail to capture the complexity of the concepts they purport to measure. They do not capture the social differentiation and diversity within and across nations, such as differences in social class, race, ethnicity, age, urban-rural, or the factors leading to differentiation and inequality. The indicators selected suffer from the subjectivity of the selectors, and from application of measures drawn from a western perspective to the reality of non-western societies (Young, pg. 10-11).

## II. AN OVERVIEW OF PRISM

### Overview

PRISM will improve A.I.D.'s program performance monitoring by strengthening Mission performance information systems and developing a core of agency wide performance indicators. Through an inductive process of collecting information from the Missions and integrating field level objectives with top management goals, PRISM is selecting agency wide objectives and indicators to:

- o **Identify key activities:** Clustering mission strategic objectives into a few broad categories, provided a concise overview of A.I.D. programs in terms of goals and objectives. Four broad categories and 17 clusters have been identified to date.
- o **Review program targets:** PRISM provides an overview of USAID's developmental agenda -- what missions hope to accomplish over the next 3-7 years.
- o **Strengthen systems:** Better linkage of operational-level PRISM subsystems for data entry, reporting and analysis is possible because the PRISM database provides a comprehensive structure for Mission strategic objectives, indicators and targets (Evaluation initiative, 1991, pg 4).

PRISM works with missions to initiate the process of strategic planning, which begins with the identification of goals, strategic objectives and program outcomes<sup>3</sup>. CDIE envisions that building gender concerns into Mission strategic objectives, which are then measured by people level indicators where appropriate, will establish a mechanism for monitoring A.I.D. performance in women in development.

On the systems side, PRISM is developing software to assist Missions in handling routine reporting requirements. The system will permit storage of numeric and qualitative data, as well as compute percentages for comparisons (% of targets reached).

Developing strategic planning and management capabilities is a long process. The PRISM strategic planning process helps Mission staff to establish their objectives, and select appropriate indicators to measure performance. Gender considerations must be integrated into this process to ensure that data collection, analysis, and reporting address these considerations.

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<sup>3</sup>. Program outcomes are also referred to as 'targets' or 'outputs.'

PRISM has assisted approximately 50 Missions in strategic planning. At the Bureau level it has collaborated most extensively with the LAC bureau to date and the Africa Bureau. The Africa Bureau developed its own performance assessment system as one of the requirements for the Development Fund for Africa. In many ways that system served as a model for PRISM. Work with the Asia, Near East, and Europe Bureaus is just beginning. (See Annex B for a more complete description of PRISM).

### **Integrating Gender into PRISM**

The rule of thumb for gender integration, in PRISM is -- "If the strategic objective has 'people-level' dimensions -- as so many objectives in the Africa Bureau must -- then, by definition, targets can be set and data can be collected and analyzed on a gender-disaggregated basis." <sup>4</sup>

Other mechanisms that have been used to ensure integration of gender considerations are:

- o Including a gender specialist with additional technical expertise in key sectors on each PRISM team.
- o Encouraging selection of people-level, gender-disaggregated indicators during Mission workshops and in the PRISM report to Missions.
- o Emphasizing gender as a cross-cutting variable, and recommending that Missions have a committee to oversee integration of this variable into Mission programs.
- o Raising the questions in TDYs and program reviews of Mission strategic plans such as: "what does it mean," and "for whom," according to gender and other critical socio-economic categories.
- o Including contract personnel and chiefs of party of A.I.D. projects in the process of defining strategic objectives and people-level indicators to further institutionalize the effort.
- o Due to the cost of collecting data for impact assessments, helping Missions identify alternative methodologies like diagnostic studies, case studies, and linkage studies.
- o Encouraging Missions to set aside resources for these activities -- eg. to build them into program costs, or to

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<sup>4</sup>. Technical Note on Gender Considerations, November 1991, from PRISM Workshop Notebook

include them in a research agenda.

- o Improving tracking of expenditures on gender analysis in TDYs and other activities for reporting purposes.
- o Establishing a strategy for integrating gender issues and data during team planning meetings for TDYs.

#### **Design Issues for PRISM that Affect WID Reporting**

Design issues still pending as PRISM evolves have implications for the effectiveness of PRISM as a vehicle for reporting on the impact of WID activities.

- o **Relating budgets to strategic objectives.** Will PRISM, as the 'system of systems,' provide a basis for reporting on obligations and expenditures in WID? It is envisioned that PRISM will become the mechanism for relating budgets to strategic objectives. If PRISM incorporates budgets and a revised and updated AC/SI coding system, how will WID be counted?
- o **Use of the cluster indicators.** How will the indicators for the 17 clusters of strategic objectives be used? Although they reflect missions' reported indicators, will they be mandated from the central level? The current thinking is that they will be sent to missions as suggested indicators for reporting purposes. Does this imply that a standard set of indicators about gender will be mandated worldwide, even though the meaning of gender varies cross-culturally?
- o **Lack of standardized reporting periods across Bureaus.** A single reporting time period, which reports on data collected for the same period is necessary, for reliable comparisons across regions. For example, currently Action Plans are received from missions by the LAC Bureau in February-April. African missions are required to submit the annual APIs in October.
- o **Developing a system which encompasses Mission level needs and central level concerns.** The challenge is to encourage the development of low-cost, information systems to provide the basic information needed at the mission level for monitoring and planning. But, at the same time, the systems must meet the need for relatively standardized and comparable data at the central level to answer some key questions, such as 'What is A.I.D.'s impact on women in developing countries?' Standardization mitigates against principles of strategic planning, where immediate stakeholders and managers who will be held accountable define 'success' and the indicators against which they would like

to have their country programs measured.

### III. Integrating Gender Considerations in Strategic Planning and Performance Measurements: A Case Study

#### Guidelines for Gender Considerations in Strategic Objectives

Stating strategic objectives in terms of the people affected by development activities is an essential step in the gender disaggregation of performance measurement indicators and the collection of gender-disaggregated data. This entails restating process and intermediary (input and output) objectives in terms of impact on people's lives.

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#### Stating Objectives in People-Level Terms

##### Example 1:

Strategic Objective: Increased production per hectare for selected crops.

Can be re-stated as: Increased net income for (men and women) farmers per hectare for selected crops.

##### Example 2:

Strategic Objective: Growth in private sector investment and trade.

Can be re-stated as: Increased private sector employment for women and men.

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Where feasible, indicators should be selected to measure performance in accomplishing objectives in terms of impact on people. The focus on impact and people level indicators enables the measurement of the results of development programs on a gender disaggregated basis. To date, indicators have typically been limited to process or intermediary (input and output) indicators rather than actual impact. Examples of process (input) indicators include: number of training courses provided; tons of fertilizer delivered; miles of rural roads constructed. Examples of intermediary indicators (output) are: The number of men and women entrepreneurs trained; increased application of fertilizer; increased market access as a result of new roads.

To address 'people-level' impact, process and intermediary indicators should be treated as necessary conditions for achieving higher level impact objectives. For example:

- o Did an increased number of trained women entrepreneurs lead to improved enterprise performance in terms of increased net sales, and therefore increased savings and income for the enterprise household unit?
- o Did increased fertilizer application lead to improved yields and increase rural net incomes for women?
- o Did increased market access from having new roads lead to increased sales of agricultural produce, and lower transportation costs, thus increasing household income for women and men?
- o How much increased household income accrue to men compared to women -- did it translate to improved nutrition, and education opportunities for children?

Even where strategic objectives are not stated in gender-disaggregated terms, the corresponding indicator should attempt to measure differential impact on women and men.

#### **Ecuador Case Study**

The following case study from Ecuador provides one example of how USAIDs can incorporate gender considerations into the strategic planning process. A joint PRISM and CDIE review of last year's Action Plans, CDSSs, and CPSPs, rated Ecuador among the Missions furthest along in the strategic planning process.<sup>5</sup> The Mission has benefited from at least three visits by Program Evaluation and Management Information teams and a serious commitment on the part of Mission personnel to the strategic planning process. USAID/Ecuador has also dedicated considerable time and resources to increasing the incorporation of gender considerations into its programs.

In March 1991, USAID Ecuador developed five program-level strategic objectives (SOs):

1. Increase trade and employment in non-traditional exports

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<sup>5</sup> The four exemplar missions were Bolivia, Ecuador, Kenya, and Malawi. The LAC and Africa Bureaus are further along in institutionalizing program performance assessment systems than are the other regional bureaus. Both Bureaus began the process prior to the development of PRISM.

2. Increased farm income on small and medium farms from selected commodities
3. Increased use, effectiveness, and sustainability of family planning and mother/child health services
4. Strengthened democratic institutions with greater citizen participation<sup>6</sup>
5. Sustainable use of biological resources in selected geographic areas.

Early in the strategic planning process, the Ecuador mission highlighted its commitment to institutionalize gender considerations in its program. A review of mission documents over the last two years reveals a shift from merely mentioning gender as a special interest or cross-cutting issue in an separate section, toward revising and refining objectives and program outputs to incorporate gender considerations.

Initially USAID/Ecuador articulated gender concerns in separate sections of their CDSS and program performance reports. While these discussions proffered ways to more effectively gender disaggregate indicators and to enhance women's participation, they did not feed back into the formulation of strategic objectives and indicators.

Now the Ecuador Mission has moved toward a more dynamic approach to gender considerations. By critically examining the gender implications of their trade and investment strategic objective to more accurately reflect their development priorities, they revised the wording from "increased trade with emphasis on non-traditional exports" to "increased trade and employment in non-traditional exports." By so doing, they substituted program performance indicators that measured people-level impact, "employment growth, by gender, in subsectors with a strong export orientation", for a macro-economic measure of growth (gross value of exports). The rethinking that took place was in large measure driven by consideration of gender as a key variable:

This indicator was previously a program output indicator, but has been raised to a performance indicator to reflect the importance that USAID/Quito attaches to job creation for men and women as a rationale for the emphasis in export expansion, thus contributing to broad-based and sustainable economic growth of the country. It also ensures the Mission's commitment to enhancement of the economic situation of women in Ecuador can be documented. It is anticipated that expansion of exports will generate employment in

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<sup>6</sup>. There is no analysis of this strategic objectives because the Mission is still formulating outputs.

those subsectors with a strong participation of women in the labor force (Anderson et al 1991:10).

The Mission could also link income to employment to include the types of jobs created through export promotion and the resulting income distribution across households by gender. The Mission is already moving in that direction by trying to obtain gender-disaggregated data on employment by industry, type, and job category which might be a proxy for income. A further refinement could distinguish between gender-disaggregated formal sector and informal sector export-led employment.

Other strategic objectives, are currently under review. For a discussion of possible ways to incorporate gender considerations in these objectives, see Annex C.

STRATEGIC OBJECTIVE No. 1

LAC BUREAU OBJECTIVE

Support the achievement of broadly-based, sustainable economic growth

LAC BUREAU SUB-OBJECTIVES

Encourage economic policies that promote investment, productive employment, and outward oriented diversification

Encourage a vigorous private sector response

MISSION STRATEGIC OBJECTIVE

Increased trade & employment in non-traditional exports

PROGRAM OUTPUTS

Greater product diversification in non-traditional exports

Increase investment in RI export industries

Improvement in the trade and investment climate

Increase in foreign exchange earnings from tourism

PROGRAM ACTIVITIES

Technology transfer in production, processing, and marketing.  
Promotion campaigns; participation in fairs; market information service.  
High value exports identified; quality control enhanced.  
Private export services firms established; training in export marketing.

Joint ventures promotion.  
Business tours and IESC technical assistance and use of investors' network.  
Publications & training.  
Capital markets development.  
Privatization transactions.

Reform export and trade regulations; labor and foreign investment laws.  
Maquila and FIZs promoted.  
Privatization and break-up of state monopolies by parastatal enterprises.  
Improved transportation regulations, including air transport agreements.

International tourism campaign.  
Publications & training.  
Nature oriented tourism.  
Coordination of entities involved in tourism increased.  
Problems discouraging tourism addressed.

#### **IV. CONCLUSIONS AND RECOMMENDATIONS**

##### **Lessons Learned**

Gender has been characterized by A.I.D. staff as a special interest and as a crosscutting issue. For planning and implementation purposes it would be more appropriate to conceptualize gender as a integral issue.

The designation of gender as a special interest is unfortunate. because it usually relegates gender considerations to a separate section in Mission planning and reporting documents and only cursory attention is given rather than integrating these considerations in into project and program implementation and evaluation.

Unfortunately crosscutting issues usually are dealt with after strategic objectives are established, rather than as a part of the planning process. If gender considerations were truly treated as a crosscutting issue, one would expect them to be integrated into all discussions about strategic objectives and to influence how the strategic objectives are stated. For the most part this has not been the case although the Ecuador mission and some other missions have made significant strides in that direction.

The contribution of gender analysis to the formulation of the trade and employment objective demonstrates what can be gained from considering gender as an integral issue as early as possible in the strategic planning process.

To ensure the consideration of gender in program performance monitoring it is important to locate people-level objectives and impact indicators as high up on the program objective tree as is feasible, given the constraints of data collection. The Ecuador case demonstrates how this can be accomplished even for strategic objectives that have traditionally been measured by macro-economic indicators such as trade and investment rather than people level indicators such as employment. By integrating gender concerns into the development of a program performance system, the Ecuador example demonstrates how other Missions and the Agency as a whole can greatly improve the measurement of the impact of programs on people.

The recommendations outlined below focus primarily on the PRISM system but also identify information gaps in terms of WID reporting that PRISM cannot meet. The recommendations are in three groups: (1) mainstreaming gender considerations in PRISM; (2) improving the collection, analysis, and use of gender-disaggregated data for strategic planning; and (3) using the process to provide better reporting to Congress.

## **Recommendations**

### **Mainstreaming Gender Considerations in PRISM**

Although PRISM has taken important strides towards integration of gender concerns in the strategic planning exercise, the following recommendations will further mainstream gender issues in the PRISM project. Several of these recommendations were proposed by PRISM personnel and are in the process of being implemented.

- o **Provide PRISM teams with a better rationale for gender-disaggregation.** Technical staff need to be equipped with case studies and concrete examples for making the 'gender case.' Adverse reactions to data collection and analysis are further compounded by forced attention to disaggregation by gender. These reactions can be overcome by providing the rationale for the activity and examples that incorporate gender at the strategic objective level.
- o **Build in a module to the PRISM methodology discussing gender considerations by key sectors to sensitize Mission personnel, and not just PRISM team members, to these issues.**
- o **Distribute the responsibility of integrating gender to all members on PRISM teams.** All members should address gender considerations so that gender is integrated into all appropriate strategic objectives. The gender specialist should serve as a technical expert with sectoral and gender expertise. He/she can support other team members' efforts rather than doing gender analyses for all sectors.
- o **Develop a training module for setting gender-differentiated strategic objectives and indicators.** Include handouts of examples of effectively gender disaggregated strategic objectives and indicators for each of the cluster areas. Include regional bureau and R&D/WID specialists in the team planning meetings which precede field visits, to help develop the strategy to integrate gender considerations.
- o **Clearly request and make space for gender-disaggregated data on standardized reporting forms or diskettes sent by Bureaus to the Missions.** Improve Bureau-level guidance for documentation provided to the missions. Presently, none of the guidances address how to deal with cross-cutting issues. Guidances need to focus more on the 'how to' rather than the 'why'.

**Improving the Collection, Analysis, and Use of Gender-disaggregated Data for Improved Strategic Planning**

Better integration of gender considerations in the PRISM process will stimulate the collection and use of gender-disaggregated data throughout A.I.D.. When baseline and monitoring data are gender disaggregated from the start, the additional cost of disaggregating dramatically reduced.

- o Discourage excessive data collection. Selection of data to collect should be guided by the indicators for measuring performance in achieving strategic objectives.
- o The collection, analysis and use of gender-disaggregated data needs to be grounded in actual field activities before it can be aggregated to the regional bureau and agency level.
- o Encourage and assist in the selection of strategic objectives and indicators which require measuring people-level impact.
- o Include gender considerations as high up on the objective tree as possible.
- o Maximize the use of existing information collection and reporting systems, such as the SAR, as a vehicle for reporting on gender and progress towards achievement of strategic objectives. Building gender disaggregated reporting into these documents is an important part of the institutionalization process and reduces the expense of doing so.
- o Create incentives for improved collection, analysis and use of gender-disaggregated people-level data, and for monitoring program performance at the mission level. Agency managers should be held accountable for pursuing well-defined strategic objectives at the people-level where feasible, for getting and using information on performance, for understanding why programs within their sphere of influence are succeeding or failing, for reporting results with integrity and candor, and for continuously reorienting resources to more effective and productive uses. Increasing control over program design and implementation should be delegated from Bureaus to missions.<sup>7</sup> Setting these types of standards will provide incentives for spending time on gender considerations in program and project planning and evaluation.

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<sup>7</sup>. Action Memorandum for the Administrator on 'Reforming the Programming System, Phase II, from Howard M. Fry, Dec. 1991, pg. 2.

- o Add a WID component to the scope of work of every PRISM team member, in line with the OECD DAC mandate for taking account of gender in all evaluation studies.
- o Simplify the cumbersome ABS and special coding requirements, and develop better criteria for 'accounting for WID.' The budget 'coding' criteria for coding 'WID' activities as a 'Special Interest' category are unclear. Because gender is a cross-cutting variable, it is problematic to count it as a 'Special Interest'. In addition, if the reporting periods for the SARs and ABS were coordinated, project officers who know the projects could code for ABS while preparing project reports (Hewitt trip report 9/22-10/4/91). Mission impact M&E systems could then be used to track expenditures and gender-disaggregated impact per expenditure.

#### Better Reporting to Congress

A.I.D. has initiated a process that will permit a response to Congress' questions about the Agency's impact on women. The key step -- that Missions are being instructed and assisted in establishing strategic objectives and indicators which integrate gender concerns -- is already underway. The expectation is that these exercises will result in improved M&E systems, able to generate the information on people-level and gender-disaggregated impact.

At the same time, Mission-level indicators alone cannot be built into a coherent picture of the impact of A.I.D. activities for women worldwide. Quantitative measures require care in aggregation and attention to the context for interpretation. Meaningful reports to Congress on the impact of WID activities may require additional studies and tapping other data sources besides those generated by PRISM.

- o A.I.D. needs to articulate the terms in which the impact on women of A.I.D. programs can be realistically observed and measured. A simple aggregate of gender statistics even across projects in the same country is not meaningful, much less so regionally, and globally. Sectoral and regional impact analysis should be conducted as part of periodic stocktaking exercises rather than relying entirely on routine reporting and aggregation of monitoring information.
- o A.I.D. should develop the tools for standardized reporting on total WID obligations and expenditures. As a part of the operational refinements for the current budgeting systems.
- o It is important to recognize that institutionalizing strategic planning processes, and developing the corresponding M&E systems is a long process. PRISM is in

the early stages of a process with a long gestation period. In order to better report to Congress on A.I.D.'s WID impact prior to full development and functioning of the 'system of systems,' A.I.D. could respond in several ways:

- Conduct a 'stock-taking' of program impact on women across regions. It could select three to four countries per region, to allow for inter-region as well as intra-region comparisons. The evaluation effort would be based on similar criteria to assess program impact on women. The studies could focus on A.I.D.'s key sectors.
- Select several USAIDs in each region to collaborate in reporting gender-specific impact data across time, according to commonly agreed upon indicators. These pilot countries, which might be those with adequately functioning MIS systems in place, could serve to 'illustrate' A.I.D. local impact on women and to standardize measurement tools, reporting times, and definitions for more comprehensive reporting in the future.
- Conduct linkage studies to explain the causes behind trends shown in monitoring data in key sectors and selected countries for each region.

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July 7, 1992

## PEOPLE-LEVEL INDICATORS

To decide whether or not a strategic objective has people-level dimensions, one must judge whether it makes sense to ask "By whom?" and "For whom?" the development intervention will be undertaken. I will test this approach for the following strategic objective:

### SUSTAINED INCREASES IN AGRICULTURAL PRODUCTIVITY

A Strategic Framework for Promoting Agricultural Marketing and Agribusiness Development in Sub-Saharan Africa shows three sub-objectives (or *targets*) under this:

- (1) More efficient and lower cost marketing systems,
- (2) Increased utilization of higher yielding technologies, and
- (3) Improved natural resource and physical environment management.

In the discussion that follows, I will ask the "By whom?" and "For whom?" questions with respect to each of the three targets.

1. More efficient and lower cost marketing systems. The Strategic Framework identifies the following key functions of an efficient agricultural marketing system:

- (a) Transmits information to the producer about the demand for specific crops, and methods to produce those crops utilizing the most appropriate technology given the indigenous resource base.
- (b) Delivers the mix of inputs required by farmers so that commodities can be produced, and collects and pays for that output in a timely manner.
- (c) Serves as the conduit through which agricultural products move from the farm-gate to the consumer, during which they are transformed and value is added to them by agribusinesses.
- (d) Transmits information to consumers in order that they may maximize their well-being.
- (e) Transmits information to agribusinesses in order that they may adjust activities to maximize returns.
- (f) Compensates producers and marketing agents with incentives, incomes, and opportunities to use that income to buy goods and raise living standards.

The table below shows illustrative people-level indicators for each of the six functions of a more efficient and lower cost agricultural marketing and agribusiness system.

<b>FUNCTION</b>	<b>PEOPLE-LEVEL INDICATORS</b>	<b>DISAGGREGATION</b>
Transmits information to farmers	Percent of farmers who receive/use market information to plan production	Gender of holder, size of holding
Delivers inputs to and collects outputs from farmers	Percent of farmers who receive specified inputs Average prices paid by farmers for inputs Percent of specified farm products marketed Average prices paid to farmers for products	Gender of holder, size of holding
Moves products from farmgate to consumer and transforms/adds value to agricultural products	Distributive efficiency: average costs to transport, store, handle, and advertise products Processing efficiency: average real processing costs to transform unprocessed to processed agricultural commodities	Gender of proprietor or manager of marketing enterprise/agribusiness, size of establishment
Transmits information to consumers	Percent of households that receive/use market information to plan farm product consumption Percent of household income spent on food	Poverty status of household, gender of head
Transmits information to agribusinesses	Percent of agribusinesses that receive/use market information to adjust activities Profits earned by agribusinesses	Gender of proprietor or manager of agribusiness, size of establishment
Compensates farmers and marketing agents with higher incomes and provides goods and services which raise their levels of living	Average incomes earned by farmers Consumption patterns of households of farmers Average incomes earned by marketing agents Consumption patterns of households of marketing agents	Gender of farmer/marketing agent, poverty status of household

2. Increased utilization of higher yielding technologies. The target is discussed in the draft Strategic Framework for Agricultural Technology Development and Transfer in Sub-Saharan Africa (June 23, 1992). The formulation of a *demand-driven approach to technology development and transfer* identifies four stages in the process:

- Stage 1 Identify effective demand for agricultural and natural resource products.
- Stage 2 Identify demand for agricultural technology (in support of efforts to supply agricultural and natural resource products for which effective demand exists).
- Stage 3 Develop, adapt and supply technologies necessary to meet articulated demand.
- Stage 4 Carry out stewardship (e.g., distribution, marketing, extension) of technologies that are applied to development and reform of a commodity subsector.

These four stages in the demand-driven agricultural technology strategy are similar to the six functions of a more efficient and lower cost marketing system as described in the first section of this note. The table below shows illustrative people-level indicators and suggested disaggregations for each of the four stages in the development and transfer of demand-driven agricultural technologies.

STAGE	PEOPLE-LEVEL INDICATORS	DISAGGREGATION
Identify effective demand for agricultural and natural resource products	Percent of total food consumption accounted for by specific agricultural products Percent of farm income accounted for by specific cash crops and other products	Poverty status of household, gender of head Gender of holder, size of holding
Identify demand for agricultural technology	Attitudes of farmers regarding introduction of new technology Attitudes of marketing and agribusiness proprietors regarding new agricultural products Attitudes of consumers to introduction of new food and other agricultural products	Gender of holder, size of holding Gender of proprietor, size of establishment Poverty status of household, gender of head
Develop, adapt and supply technologies	Composition of research teams Participation of farmers through on-farm research	National/expatriate, gender Gender of holder, size of holding
Stewardship of new technologies	Percent of farmers who receive/use agricultural extension of new technology	Gender of holder, size of holding

3. Improved natural resource and physical environment management. The natural resource management framework provides a clearer basis for people-level indicators than the frameworks for the other two targets. A NRM Indicator Catalogue for Use with NRM Framework (September 6, 1991) suggests indicators for the following:

- (a) The number/percent of people (families, organizations) experimenting with and having adopted new natural resource management practices.
- (b) The surface area covered by these new practices.
- (c) The number of different practices adopted and their collective impact on alleviating downward trends in resource productivity.

The first and third of these are people-level indicators. Their application to five areas of natural resource management is shown in the table below.

ISSUE	PEOPLE-LEVEL INDICATORS	DISAGGREGATION
Soil fertility	Percent of farmers using selected practices Average number of new practices adopted	Gender of holder, size of holding
Soil and water conservation	Percent of farmers using selected practices Average number of new practices adopted	Gender of holder, size of holding
Natural forest management	Percent of farmers using selected practices Average number of practices adopted	Gender of holder, size of holding
Range management	Percent of farmers using selected practices Average number of practices adopted	Gender of holder, size of holding
Biodiversity	Percent of farmers using selected practices Average number of practices adopted	Gender of holder, size of holding

The NRM Indicator Catalogue gives the following listing of new practices:

- Soil fertility     Manure, crop rotation, tree leaf litter, incorporating crop residue, nitrogen-fixing trees or shrubs
- Soil/water conservation     Horizontal rock (or earth) ridges, bench terraces, furrows and gradonis, gully plugs, check dams. water spreading schemes, bank protection
- Forest management     Rotational coppice cutting of shrub steppe vegetation with periodic protection against livestock
- Range management     Seasonal and multi-annual pasture rotation with limited and controlled number of livestock, setting aside drought-reserve areas and enhancing recovery of specially set aside, zero-grazing areas
- Biodiversity     Establishment and management of reserves and protected areas, establishment of natural windbreaks, re-introducing permanent vegetation along stream banks, miscellaneous enclosures

**RESULTS OF THE SDS WORKSHOP ON LESSONS LEARNED ABOUT INCORPORATION OF GENDER INTO PRISM TDYS, held January 7th, 1993**

The two-hour workshop was attended by the SDS chief and staff, regional bureau WID advisors, representatives of the GENESYS Project and the R&D/WID office, and PRISM managers, fulltime staff and key consultants. Participants were asked to address the following:

In trying to help a mission to focus on gender in developing their strategy or monitoring and evaluation plan,

- a) what did you do?
- b) what was the outcome?
- c) what key variables influenced the outcome?, and
- d) what were the lessons learned?

The contributions by participants and follow-on discussions focused on the above questions. The key variables identified were noted by the facilitator. Near the end of the two hour workshop, participants began to focus on the key factors which ought to be addressed by PRISM but there was not adequate time to finish this exercise.

The summary below focuses on a) an aggregation of similiar comments about factors that are within the manageable interest of PRISM and b) those factors largely outside of PRISM which impede progress in incorporation of gender concerns into PRISM TDYS.

**LESSONS LEARNED ABOUT FACTORS WITHIN THE MANAGEABLE INTEREST OF PRISM**

1. A gender specialist should be on the team or at minimum a knowledgeable team member should be designated as the point person to assist others.
2. Prior to the TDY, say at the TPM, the team members should have
  - a) a statement of gender issues related to that country's program directions (phase I) or the specific strategic objectives (phase II), or
  - b) have a statement of specific gender issues drawn from generic analysis of similiar program directions or strategic objectives, and/or
  - c) have examples of other country program strategies and M&E plans which address gender which they share with the mission.

It was pointed out that the geographic bureau WID coordinators should be asked to assist in developing the above.

3. Gender should be incorporated early in the strategic planning process. It should be included in the opening workshops (phase I

and subsequent (e.g. phase II) workshops. Gender should not be the last item on the agenda.

The emphasis should be on whom the program is expected to impact as well as who is expected to contribute to that impact. Team members should offer concrete examples to missions of gender as a dimension of a program strategy.

4. PRISM teams should treat gender as a strategic variable in contrast to just disaggregating data by sex.

5. As a tactical approach, TDYers should focus on those areas where success is more likely.

6. TDYers should ask which indicators provide gender insights instead of trying to get several indicators disaggregated by sex.

7. TDY team members should suggest special studies to focus on some hypothesis or assumptions about the expected distribution of impacts, when the program monitoring system does not include disaggregation of indicators by sex.

8. PRISM team members should coordinate with the geographic bureau WID person, to follow up on work they may have already done and to discuss what ought to be done by the mission after the PRISM TDY.

9. Prior to the TDY, the team leader might elicit bureau support for re-visiting the strategic plan to help craft better statements of strategic objectives and program outcomes. This facilitates incorporation of gender into discusses about the plan.

10. Team members should focus on "who" in terms of institutional delivery as well impact. Ask by whom as well as for whom.

11. The TDY team should attempt to get the mission to involve or at least inform project people.

12. When the TDY team has not been able to cover those aspects which they consider important, they can make suggestions about follow-up work in their TDY report and suggest possible resources the mission can draw upon.

#### **OBSTACLES TO SUCCESS, LARGELY OUTSIDE THE CONTROL OF PRISM**

1. PRISM is not invited to be intrusive on missions. Gender awareness is not PRISM's job. The limited TDY time must be directed first to accomplishment of the specified work assignment (which includes raising gender issues, but not necessarily covering all aspects or dwelling upon these).

2. AID's WID policy is unclear. Congress has mandated that women participate and benefit in proportion to their involvement in that

sector or in the population, whichever is greatest. Is this the goal or operating principle by which funds should be allocated? Are participation and receipt of benefits to be viewed in terms of direct AND indirect participation and distribution of benefits? How are these to be defined and operationalized? Are some program directions more important to focus attention on than others?

3. To date there has been no guidance or models that would facilitate introducing gender into policy focused strategic objectives and program outcomes. (The WID Office is currently developing such a model.)

4. Missions may collect data disaggregated by sex but do not use it.

5. PRISM teams are working with a moving target. Tenuous links have been made to date between the project, NPA and program levels (e.g. between SARs and strategic plans).

6. Gender expertise often does not reside in missions. Where PRISM has been successful it is often due to a) a strong gender advocate on the mission staff, and b) mission history in focusing on gender. When the mission director has been on the mission WID committee this has helped.

7. Mission receptivity determines the extent to which PRISM teams can facilitate a focus on gender in strategic plans and M&E plans.

8. When mission programs are directly related to people level impacts, the TDY teams have been more successful in facilitating mission discussions of gender implications.

9. Gender analysis and awareness are not institutionalized in AID missions.

10. Some of the geographic bureaus do not have active WID officers nor do they have WID advisors with whom PRISM can interact.

## GENDER DISAGGREGATION OF DATA COLLECTION AND ANALYSIS

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### Background

The 1985 Nairobi conference marked the close of the United Nations Decade for Women (1976-1985) with the consensus of 158 countries on the "Forward Looking Strategies for the Advancement of Women." The "Strategies" stress the importance of accurate statistics on women as a means to improve their status by identifying inequalities and providing a means to monitor progress. For example:

Governments should help collect statistics and make periodic assessment in identifying stereotypes and inequalities, in providing concrete evidence concerning many of the harmful consequences of unequal laws and practices and in measuring progress in the elimination of inequities (UN 1985, [1], para.58).

Today in 1990, many governments and international agencies recognize that the full and effective integration of women in the development process is necessary for national and international economic growth and democratic pluralism. For the effective use of a nation's human resources, it is necessary for all social groups to participate in the development effort and to share in the distribution of benefits. Exclusion of one half of the population - women - represents a dramatic loss of human potential.

However, a great deal remains to be done in the statistical documentation of women's economic contributions and women's full integration in the development process. There has been heavy criticism of the most common indicators of economic production - labor force statistics and systems of national accounts - for their under-reporting and under-valuing of women's economic contributions.

There are several reasons for the lack of readily accessible, accurate data on women's economic roles and status:

- o Data have not been collected and/or published in a gender disaggregated form in all cases;
- o The instruments used to collect census and survey data do not accurately measure women's economic inputs;
- o Data are often difficult to access from developing countries;
- o The economic roles of women in most developing countries are changing so quickly that data analyses are outdated before they are completed.

### Rationale for Improved Gender Disaggregated Data:

Reliable gender disaggregated statistics on economic participation and status are needed because:

- o All officially published data should be as accurate as possible;
- o It is essential to have data on women's situation in relation to that of men in order to give fair, equitable treatment to women;
- o Improvement of methods for collection of data on women will improve the overall quality of data collection, particularly for labor force participation;
- o Policy making must be based on accurate data.

Use of biased economic indicators produces a distorted picture of the nature of the economy and a country's human resources. For example, errors on the size of occupational distribution of the labor force by gender lead to erroneous assumptions about labor trends and inaccurate projections. Inaccurate and contradictory data make it difficult to understand the composition of the labor force or to make cross-country comparisons.

For example, in Egypt, two successive national labor force surveys produced almost identical results for the male labor force and large differences for the female labor force (69 thousand female farm workers in 1982 (2% of total farm labor) and 794 thousand in 1983 (17% of total farm labor)). The difference in results was due to a conscious effort to improve measurement non-productive domestic work done in farm households by women. While the lower 1982 figure for women's farm labor is consistent with the results of earlier censuses, the higher 1983 figure is consistent with a detailed rural labor record survey and recent time-use surveys (Dixon-Mueller and Anker 1988, pp. 27-28).

Comparison of censuses and household surveys in four countries in Latin America indicated that the census data reported a significantly lower rate of female participation. In Sao Paulo Brazil, the census under-enumeration of women's labor varied by age group from 14% to 33% (UN and INSTRAW 1988, p.65).

Historical analysis of changes in questions used to elicit economic activity for the Nigerian census showed a reclassification of women's work from economically active to inactive as their activities were re-labeled as housework. In 1931 men and women were reported as equally economically active. By 1952, only one-tenth of the women were reported as economically active (Nuss 1989, p.18).

### Census Data Coverage on Women

Three general types of limitations of census data:

- o subject coverage (eg. rarely include measures of income or wealth);
- o quality (eg. inaccurate measurement of women's labor force

- participation);
- o availability (eg. data on economic activity may be available only for males)

The data on women are relatively accurate and detailed for:

- o fertility,
- o education,
- o mortality.

The deficiencies are greatest in:

- o economic activities (limited statistical information and research on women's productive activities in different spheres of the economy; differential access to resources at household, community, and national levels by gender, and institutional constraints on women's participation in development.
- o household headship and intrahousehold allocation and control of resources.

Factors That Influence the Quality of Survey Data on Women (in addition to survey design):

- o Survey Organization Factors
    - Sex composition of survey organization team
    - Sponsorship of the survey (nationally and locally)
    - Publicity for the survey
    - Rewards for participation in the survey
    - Timing of the survey during the agricultural cycle
  - o Interviewer Effects
    - Sex of interviewer
    - Training of interviewer
    - Previous experience of interviewer (on other surveys)
    - Social background of interviewer
  - o Respondent Effects
    - Sex of respondent
    - Use of proxy respondents
    - Perception of the use of the survey
    - Sex differential in language facility of respondents
- (from UN and INSTRAW 1988, p.22).

Improving and Using Census Data:

There is a need to:

- o collect relevant information by gender ( as well as other relevant characteristics such as age, ethnicity, class);
- o analyze to monitor progress and identify problems;
- o incorporate findings on gender differences in planning and policy making at local and national levels.

## Gender Disaggregating Program Performance Indicators

by Mari H. Clark, Office of Women in Development

The WID office is providing technical assistance for integrating gender issues into CDIE's Mission-level program performance monitoring and evaluation pilots and will assist in the Agencywide effort to develop a performance monitoring information system. This article describes this collaborative effort.

Over the past year CDIE has conducted numerous program management and evaluation pilots to help selected Missions develop model performance information systems. Each pilot provides assistance on the following: (1) strategic planning and information needs assessment; (2) design and implementation of appropriate program performance monitoring, reporting,

and evaluation systems; and (3) application of program performance information in Mission management and reporting. The WID Office is placing gender specialists on CDIE teams and providing direct assistance to CDIE staff to assist them in integrating gender issues and gender disaggregated indicators into the model performance information systems.

Based on the lessons learned to date from this collaboration, it is clear that issues related to the status of women and their full participation in activities supported by Missions cut across all programs and influence the achievement of strategic objectives. Thus it is important to measure women's integration into these efforts as participants in, agents for, and beneficiaries of the achievement of strategic objectives. To do so, it may be necessary to identify one or more indicators for strategic objectives that measure male and female participation and impacts. All indicators or output measures expressed in terms of individuals or a proxy should be gender disaggregated.

### Gender Disaggregated Program Performance Indicators

Gender disaggregated indicators for measuring program performance must be developed on a country-by-country program basis. Most gender disaggregated indicators are found at the level of project and program outputs contributing directly to Mission strategic objectives. Measures developed at the level of strategic objectives may also include at least one gender-disaggregated, people-related performance indicator.

A number of indicators appear in a wide range of Mission strategies. The following examples illustrate gender disaggregation of some of these indicators. This list does not include all the indicators that should be gender disaggregated.

- *All Sectors*

Income and employment generated by project activities; number of participants in training by type of training; number of extensionists.

- *Agriculture*

Number of persons receiving technical assistance and extension activities by type of assistance and extension input; number of loans applied for and granted; participation in food production, processing, and marketing.

- *Natural Resources Management*

Changes in time and labor allocation for people who participate in and benefit from project activities, by type

of change; participation in natural resource management and tasks; baseline data on resource management.

- *Health*

Decreases in infant mortality rates; access to and use of health services; improved nutritional status of children (weight for age); number of persons with improved access to clean water and sanitation; use of health services and commodities.

- *Education*

Ratio of girls and boys enrolled to the eligible population in project target areas; completion rates at each level of schooling.

- *Private Sector*

Number and types of jobs created; firm owners and managers by size and type of firm; number and size of loans applied for and granted.

- *Democracy*

Ratio of population voting rates; land ownership and registration; participation in local, regional, and national government (holding office).

- *Housing*

Number of housing/home improvement loans applied for and granted; home ownership.

In many instances indicators and program outputs are not expressed in terms of people participating in or benefiting from Mission activities. Instead they refer to macroeconomic conditions (e.g., government deficit as a percent of GDP), measures of infrastructure development (e.g., kilometers of roads), and the quantity or monetary value of program commitments and returns (e.g., number of export marketing information systems). The indirect impact of these macro-level indicators at the micro level (people-level impact) can be assessed through linking studies. The link between macro and micro levels is an appropriate and necessary component of project design and evaluation.

A.I.D. experience to date suggests the following criteria for developing useful program performance indicators:

- Strong link to impacts on the lives of people—both women and men
- Strong link to A.I.D. efforts
- Relevance and credibility to a broad range of decision-makers
- Feasibility to secure objective measurement at reasonable cost

There are a few basic recommendations for efficiently maintaining and further developing a gender

disaggregated program performance information system.

- Incorporate gender disaggregated program performance information into *existing* reporting, review, and decision-making systems.
- Collect only information that is likely to be used and only when the costs of data collection and analysis are less than the expected benefits.
- Keep program performance information as simple as possible.
- Use existing information as much as possible (e.g., demographic and health surveys, census, and other survey data.)
- Use project mechanisms to collect and analyze most additional gender disaggregated program performance information.
- Place as much emphasis on analyzing and interpreting information as on collecting data.
- Take advantage of opportunities to strengthen private and public program activities in the host country.

*Additional information on CDIE's program performance evaluation efforts can be obtained from Gerald M. Britan, PPC/CDIE, Room 219, SA-18 (703) 875-4964.*

## IMPROVING THE MEASUREMENT OF WORK

Mari H. Clark, Research Coordinator  
A.L.D. Office of Women in Development

Several key areas require attention to improve the quality of measurement of both women's and men's work.

### 1. Definition of economic activity (Paid vs. Unpaid)

In 1954 the definition of economic activity of the International Conference of Labor Statisticians was "all persons who worked for pay for profit."

In 1966 and 1982 they revised this. The 1982 definition includes: "all persons of either sex who furnish a supply of labor for production of economic goods and services as defined by the UN system of national accounts and balances."

According to the UN definition, production of economic goods and services includes "all production and processing of primary products whether for market, barter, or own consumption." If it is for own consumption, it must comprise an important contribution to the total consumption of the household.

In actual practice there has been inconsistency in the definition of economic activity, and a tendency to count only formal labor force participation while excluding unpaid family work in agriculture and the informal sector as well as household activities such as carrying water and wood. The result has been the undercounting of women's economic contributions.

Rather than unemployment, in many instances women are characterized by underemployment, that is they would like more work than they can get, they work for low wages, and/or their skills are under utilized.

### 2. Multiple Jobs

In most developing countries, poor individuals and households maintain diversified portfolios of labor and business as a survival strategy in times of economic crisis. But standard census enumeration records only one of these several economic areas. Women are more likely than men to engage in several part-time activities to coordinate them with their domestic/child care responsibilities.

### 3. Time Reference Period/Hours Worked

Questions asking about work also screen economic activities in terms of the number of hours worked in the past month, week or year. This can also eliminate part time and seasonal labor from consideration as economic activity.

4. Labor Productivity Measures  
In addition to labor factors (e.g., skill, motivation, strength), it is also necessary to assess non-labor factors (e.g., access to credit and technology, transport, services, organizations) as they differentially affect the productivity of women and men.
5. Return to Labor  
It is important to differentiate whether women's lower income is due to part time work (i.e., not wanting to work full time) or low wages. Returns to labor are considered important to household decision-making such as education of male and female children, migration of household members, and economic decision-making power within the household.
6. Occupational Segregation  
Although there is variation, women worldwide are clustered in a limited number of occupations which have the lowest rates of return and businesses which require the smallest capital investment. This appears to be the case for the informal sector as well as the formal sector. Better data are needed on sector and subsector gender segregation of employment.
7. The Informal Sector  
Although there continues to be disagreement on the definition of the informal sector, there is agreement that this is relatively unknown territory in which women play a major economic role in most countries. In many cases, it constitutes roughly a third of the national economic activity that is neither enumerated in national accounts nor factored into national planning. This is another area that requires more gender disaggregated data collection and analysis.

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## DEFINITIONS OF TERMS

**Objective:** a general term for the desired outcome you are aiming for and with which your actions can be associated. As such, an objective is a specific statement of purpose or intention. The term also implies the idea of an end point, in that once you have accomplished your objective, your effort has reached completion.

**Objective Tree:** a standard planning graph that links objectives hierarchically so that objectives at a lower level contribute to the attainment of an objective at a higher level.

**Program:** this term is used in at least five different ways in the Agency: 1) as in "program assistance", where what is really meant is non-project assistance; 2) as in a collection of several activities in a sector, functional account, initiative or earmark (e.g., the agricultural program, the policy reform program), where what is really meant is some portion of a Mission's assistance portfolio; 3) as in a structured and bounded set of activities directed to discrete objectives in a sector, e.g., the child survival program; 4) as in a Mission's country assistance program, that is, the combination of all project, non-project, policy dialogue and miscellaneous activities done by the Mission using A.I.D. human and financial resources; and 5) as in strategic program, that is, some portion (or all) of a Mission's country assistance program devoted to a specific "strategic objective". Although A.I.D.'s portfolio does not contain such projects, the term "program" might also be used for a single project that has sufficient scope and resources to accomplish its goal in a short-term period of 5 to 10 years (e.g., national housing program, national literacy program).

**Program Logframe:** an adaptation of the project logframe to a Mission's country assistance program, as a tool to help the Mission design and implement its country program strategy, and to develop strategic objectives that are as ambitious as possible but still within the "manageable interest" of the Mission. Used in both the AFR and LAC Bureaus, where the development of a program logframe is preceded by some form of objective tree analysis.

**Strategic Objective:** as used in the AFR, APRE and LAC Bureaus, the highest level of outcome with which Mission action can be significantly associated given its span of resources/influence, and for which it will be held accountable. An alternate term sometimes used in the APRE Bureau is "program objective". In the case of the AFR and APRE Bureaus, Missions are instructed to adopt a small number of such objectives as the basis for strategic management of their country assistance programs. Specifically in the AFR Bureau, a strategic objective is the most ambitious objective that a Mission takes on that is still in its "manageable interest", the achievement of which produces outcomes contributing to the accomplishment of a country goal, and the accomplishment of which can be related to Mission action. It is the highest level on an objective tree that a Mission believes it can affect in a measurable way in 5 to 7 years. The Mission must be able to demonstrate measurable progress toward accomplishment of a strategic objective over that time. In the AFR Bureau, the development of a few (even one) strategic objectives in a Mission was related to the results orientation of the Development Fund for Africa (DFA) and the Bureau's decision to concentrate resources in fewer countries and on fewer objectives. This term is used in an analogous way in the LAC and APRE Bureaus, with the difference in APRE being that such objectives, as an alternative to expressing impacts, may also express the amelioration of a serious development constraint. Also, in APRE Bureau Missions,

strategic objectives tend to be “realistic”, i.e., proximate to specific Mission activities and the size of their resources. In AFR Bureau Missions, strategic objectives are the highest possible objectives on which a Mission can have some material effect, preferably as “people-level impact”. Thus, AFR Bureau Missions are required to resolve a tension between consciously ambitious strategic objectives that express impact and their “manageable interest” in view of the fairly modest resources they have to work with. In all Bureaus, a Mission’s strategic objectives in effect establish a “contract” between the Mission and the Bureau and the criteria by which the Mission’s program progress will be assessed.

**Indicator:** a measure (usually quantified) that can tell you how you are progressing toward the achievement of an intended outcome, or whether some condition or problem is improving, deteriorating or staying the same. Such a measure must be capable of validly demonstrating your progress or a change in the condition over time. By itself, an indicator is not an objective (or target). However, an objective is often described or made concrete by using one or more indicators of what you want some condition to look like (e.g., higher quality, lesser amount) when you have achieved your objective. The indicator(s) will then tell you if and when you have reached your objective. Indicators are not neutral (and are often culturally biased). When management selects an indicator for observation, it sends a strong message because the act of selecting an indicator is a signal that management is concerned about the condition indicated. An even stronger message is sent when certain indicators are used to specify objectives or targets, or as an indirect means for reorienting existing programs to a new set of concerns or priorities. Indicators can be developed for many management purposes, for tracking change in various dimensions of concern to a program, and for identifying links (and missing links) between program activities and intended outcomes, or between outcomes and a larger problem or country trend. Agency policy requires that indicators be appropriately disaggregated by gender (see below, “cross-cutting issues”).

**Performance:** generally, extent to which objectives are being achieved.

**Program performance:** the extent to which strategic objectives (or program objectives) are being achieved. Bureaus vary regarding the extent to which Mission-reported data on program performance is used to influence country allocations.

**MAINSTREAMING WOMEN IN DEVELOPMENT  
IN DIFFERENT SETTINGS**

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March, 1992**

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**---The views expressed in this paper, which has been reproduced  
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While many institutions and individuals have helped me in the production of this paper I alone am responsible for its contents and views.

## EXECUTIVE SUMMARY

The paper, commissioned by the Expert Group on Women in Development (WID) of OECD/DAC, seeks to facilitate discussion amongst the donors to work towards a common strategy to mainstream women in development. More specifically, the paper attempts to elaborate the concept of "mainstreaming" and assess how it is being conceptualized and operationalized in different settings, in the donor agencies and the aid recipient countries. Based on a review of the experiences of selected donors and aid recipients the following conclusions are drawn:

1. Mainstreaming has been conceptualized in two distinct ways. As an agenda setting strategy mainstreaming implies transforming the existing development agenda with a gender perspective. As an integrationist strategy, on the other, mainstreaming implies addressing gender issues within existing development strategies and priorities.

2. The operationalization of the concept has been a debated issue in part due to the inherent tension in the concept -- the dual desire to challenge the mainstream and at the same time be part of the mainstream.

3. A major limitation in conceptualization is the absence of linguistically - culturally appropriate conceptual categories making the analytical framework relevant in the context of different countries. Developing theoretical and conceptual perspectives in many languages remain a future priority.

4. The bulk of the operational strategies pursued by the donors as well as aid recipients are integrationist in nature partly because in the last decade the donors have spelled out the operational implications of "WID integration". The conceptual framework and operational implications of an agenda setting approach needs to be more clearly developed in future.

5. There are commonalities as well as differences amongst the donors and between the donors and the aid recipients in operationalization of the concept. A major difference amongst the donors is the relative strength of the WID mandates of the bilateral donors which is in part due to their stronger public accountability. However, on the whole, internal and public accountability for WID is generally weak in the donor agencies as well as aid recipient countries and need to be improved in future.

6. A major difference between the donors and the aid recipients is that the operational strategies have been primarily developed and implemented by the donors -- the aid recipients are generally at the receiving end of the projects. The countries are rarely given enough space and support to develop their own policies, strategies and institutions or learn from the experiences of their own NGO

initiatives. In future donor-recipient dialogues the policy and institutional issues and the need for developing national capacity and models deserve greater attention.

7. The impact of the various strategies in leading to "WID integration" or mainstreaming is hard to assess since no indicator is established to measure such progress. Greater attention needs to be paid to develop such indicators in future.

8. Though gender equity is accepted as a goal, donors and the aid recipients have not yet come forward with a programming approach that specifically targets reduction of gender disparities through specific activities, budgetary allocation, and monitoring tools. Planning for measurable progress by establishing quantitative targets, budget, timeframe and a package of policies and programs remain a challenge for the future.

9. A common problem shared by the donors as well as the aid recipients is the fragility of the special machineries mandated to be the engines of progress. The national machineries and WID offices in donor agencies are perpetually being reorganized and work under the threat of abolition, with limited resources and overburdened agenda. Institutional reviews of special machineries assessing their structure, staffing and role deserve priority attention in the future.

10. Gender issues feature marginally in donor-recipient policy dialogues, a constraint being the absence of a perspective linking macro and micro issues. Lack of information sharing is another constraint. Strategies would have to be devised to ensure that gender perspective is brought in future policy dialogues.

11. Donor co-ordination is weak in the headquarters and in the field. The presence of multiple donors with their separate mandates, approaches and audit mechanisms are overloading the limited institutional capacity of the aid recipients. A co-ordinated donor effort is required to ensure more effective utilization of limited resources. The priority areas that require co-ordinated donor support are the following:

- National capacity building.
- The process of dialogue.
- Planning for measurable progress.
- Planning for agenda setting.
- Sustaining a political will.

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**MAINSTREAMING WOMEN IN DEVELOPMENT  
IN DIFFERENT SETTINGS**

by  
**Rounaq Jahan**

**1. INTRODUCTION**

1. The decade of the 1990s has started with momentous and unexpected changes that call for a reassessment of established thinking and the old ways of doing business. Some of the global trends indicate uncertainties, yet some others hold promise for the future. The ecological crisis, economic recession, widening disparities between North and South, and between rich and poor in the North are causes for serious concerns. At the same time the end of the Cold War and the emergence of democratic movements all over the world present opportunities for setting a more human and humane development agenda. However, the agenda would have to be negotiated in the emerging context of declining development assistance for both bilateral and multilateral agencies. This implies that donors as well as aid recipients would have to devise better strategies to make shrinking resources more effective in reaching the ultimate objective of "assisting" and "developing" the people of the aid recipient countries.

2. At a time of global power restructuring and fast changes development partners need to redefine their common purpose and build consensus around some common strategies. This paper was commissioned by the Expert Group on Women in Development (WID) of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) to facilitate discussion amongst the donors to work towards a common strategy to "mainstream" women in development. More specifically, OECD/DAC/WID Expert Group was interested in the elaboration of the concept of mainstreaming, a term frequently used but rarely defined by the various development agencies. Another concern of the OECD/DAC/WID Expert Group was to review how the concept of mainstreaming was being operationalized by the development partners - donor agencies and aid-recipient countries; whether there are commonalities and differences in conceptualization and operationalization between donors and recipients, and amongst the donors. A final concern was identification of the priority areas of action.

3. This paper, therefore, addresses the following specific

**questions:**

- What is meant by mainstreaming?
- How is mainstreaming being conceptualized in different settings, in the donor agencies, and in the countries?
- How is mainstreaming being operationalized in different settings? amongst donors and in the countries?
- How can progress toward mainstreaming be measured?
- What are the priority areas of action in the future?

4. The paper, based on the author's ongoing research, analyzes the experiences of four donors e.g. Canadian International Development Agency (CIDA), Norwegian Agency for Development Co-operation (NORAD), the United Nations Development Programme (UNDP), and the World Bank; and two aid recipient countries - Tanzania and Bangladesh. Several considerations weighed in the selection of the donors and the countries. The two multilaterals - the World Bank and the UNDP - were selected because of their influence in shaping the global development agenda. The two bilaterals - NORAD and CIDA - were picked as they are reputed to have strong WID mandates. The presence of a large number of donors made the two countries selected - Tanzania and Bangladesh - interesting case studies of donor influence and co-ordination. However, the paper is not meant to be a detailed evaluation of the agencies and the countries. Rather, their experiences are reviewed to draw some common lessons and prepare a common framework of analysis.

5. Published and unpublished documents and personal interviews are used as sources of data. A large number of individuals representing the perspectives of different development partners were interviewed. An explanation about the use of terms in this paper is necessary. References to agencies and countries generally imply the four agencies and the two countries reviewed in the paper. Both the terms WID and gender are used in the paper but in different contexts.

## **2. THE CONCEPT OF MAINSTREAMING**

6. Women's equality is not a new social concern. But what is new about the renewed focus on women in the last two decades is the "discovery" of women's economic roles as opposed to their social and cultural roles, their significant contributions in all sectors of the economy; the recognition that women's equal participation is essential to the achievement of all the major development objectives of our times - sustainable development, human rights, good governance and democracy; and the growing realization that promotion of women's equal participation depends on multiple strategies, e.g. entitlement to productive resources; empowerment through legal reforms, organizing and self-development; and partnership in decision-making to enable women

to shape the development agenda.

7. While integration of women in development (WID) was the major slogan of the United Nations Women's Decade (1975-85), "mainstreaming" women emerged as a key concern at the end of the Decade when it became gradually evident that despite the WID mandates, policies, strategies and plans initiated during the Decade, women's equal participation still remained a marginal issue with the various development partners - governments, non-governmental organizations (NGOs) and donors. The vast body of knowledge, information and experiences generated about women's and gender issues were largely restricted within the narrow WID circles and did not inform the major development debates. Institutionally, WID responsibility was delegated to powerless, underresourced units or single advisory positions. And only insignificant budgetary resources were allocated to achieve WID objectives.

8. The impetus for mainstreaming came from a desire to be part of the mainstream which is variously defined by English language dictionaries as the "prevailing current, direction of activity/influence" or "the principal, dominant course, tendency or trend."<sup>2</sup> But what does mainstreaming mean? Different agencies have referred to different strategies. Conceptually these strategies can be classified in two categories:

- **Mainstreaming as an Agenda Setting Strategy:**

This implies transforming the existing development agenda with a gender perspective. Women's participation as decision-makers in determining development priorities is the key under this concept. Women participate in all development decisions, and set goals and objectives which fundamentally change the nature of the existing mainstream.

- **Mainstreaming as an Integrationist Strategy:**

This implies addressing gender issues within existing development strategies and priorities. Widening WID concerns across a broad spectrum of sectors is the key under this concept. Overall development agenda does not get transformed but each issue is adapted to take into account women and gender concerns.

9. The bulk of the strategies pursued so far by the development agencies and national governments are integrationist in nature. The emphasis is on spelling out gender issues in as many sectors as possible, to develop WID "components" in all projects. However, there is a growing realization, particularly amongst women's groups from the South, that the challenge for women is not simply to be part of the existing mainstream but in that process reorient the nature of the mainstream.<sup>3</sup> But the policy and program implications of agenda setting approach have not yet

been fully elaborated and remain a priority for future action.

10. The operationalization of the concept of mainstreaming has been debated within and outside the donor agencies. The debates surround both institutional and programming strategies. Does mainstreaming involve abolition of separate WID offices, budgets and programs or does it entail continuation of separate structures and resources with a different focus? What is a mainstreamed program? How is mainstreaming to be monitored? And what are the indicators of progress toward mainstreaming?

11. In sum, the debates about the concept of mainstreaming and its operationalization remain unresolved in part because the concept is not clear to many. The meaning of mainstream is clear but there is a tension in the concept of mainstreaming. The central dilemma is the dual need to challenge the existing mainstream and at the same time be part of the mainstream.

### 3. CONCEPTUALIZATION IN DIFFERENT SETTINGS

12. Few donors and countries explicitly list mainstreaming as the objective or strategy of their WID policies. Amongst the donors studied, only NORAD specifically mentions mainstreaming. In Tanzania the term has not penetrated the official vocabulary. In contrast, in Bangladesh mainstreaming is very much in use from the statements of the prime minister to the Fourth Five Year Plan (1990-1995).

13. Though "integration of women in development" is formally the objective of most donors, an analysis of their WID objectives and strategies indicates that the concept of mainstreaming is latent in them. The predominant mode within donors and governments is the "integrationist" approach, while the women's groups and non-governmental organizations emphasize the "agenda-setting" approach. The two approaches, however, are not regarded as mutually exclusive. In fact, both are being simultaneously pushed.

14. Norway's WID objectives - set in 1985 - clearly endorse an agenda setting mainstreaming strategy. They call for "placing women in the mainstream of development."<sup>4</sup> The two major goals are improving "women's living and working conditions" and increasing "opportunities to participate in economic, cultural, and political activities with a view to change the mainstream of development." It underscores the importance of building on "women's strengths, needs and interests," and urges a stronger focus on the "human and social aspects of development" as well as reconceptualization of some aspects of the economic and organizational models on which traditional development strategies are based.

15. In contrast, CIDA's WID goals and objectives established in 1984 and revised in 1991 primarily reflect an integrationist mainstreaming conceptualization.<sup>5</sup> In 1984 a series of policy and operational objectives were laid down "to integrate women" in order to achieve the major goal of realizing "the full potential of women as agents and beneficiaries of development." The revised 1991 objectives again call for the "integration of gender considerations" to reach the overall goal of "strengthening women's equal participation in sustainable development." The 1991 policy revisions, however, emphasize women's decision-making role as opposed to their roles as agents and beneficiaries, thus indicating a growing sensitivity towards an agenda-setting approach of mainstreaming.

16. UNDP's policy framework, adopted in 1987, again articulates mainly an integrationist conceptualization. It calls for the "integration of women as participants and beneficiaries in all of its development programs and projects."<sup>6</sup> However, the recent programming exercises of UNDP, particularly its human development, demonstrate a concern with agenda-setting conceptualization.

17. The World Bank lags behind the other donors reviewed in this paper in coming forward with an institution-wide WID action plan. Some parts of the Bank talk about mainstreaming but the Bank's overall policy statement, endorsed in 1987, calls for a selective approach and identifies a few "high priority fields" for WID action primarily in social sectors, namely education, population, health, nutrition and agriculture.<sup>7</sup>

18. The objectives of aid recipient countries are difficult to assess since neither Tanzania nor Bangladesh has adopted an official policy or plan of action for women. Both countries established their national machineries nearly a decade ago but are yet to come forward with an official policy or action plan. Tanzania prepared a draft policy in 1988 which is still to be officially adopted. Bangladesh has not started the process of formulating a policy on women. As a result, donors in these countries operate not in response to nationally set goals and objectives but according to their own agenda. WID initiatives in these countries, particularly those of the government, are generally ad hoc and uncoordinated, taken largely as a result of donor stimulus.

19. In both Tanzania and Bangladesh women within the government as well as outside are quick to point out that terms such as gender, integration, and mainstreaming are not rooted in the native languages. Hence, conceptualization and identification with these terms is difficult. In both countries women questioned the use of the term "integration of WID" arguing that women are already integrated and contribute to national

development; but what is lacking is their participation in decision-making. Mainstreaming, particularly its agenda setting dimension is preferred as a concept since it highlights women's decision making roles.

20. Mainstreaming is still a relatively new term in Tanzania. In Bangladesh, in the past few years donors as well as government and women's groups have started using the term mainstreaming. "Bringing women into the mainstream of development planning" was adopted as a goal in the macro chapter of the Fourth Five Year Plan (1990-95). The discussion of the women and gender issues in the sectoral chapters as well as in the special chapter on women reflect an integrationist approach.

21. In sum: donors as well as governments and women's groups in the countries are increasingly using the term mainstreaming but very little attention has been paid to clarify the concept and delineate its various dimensions. A major limitation is the absence of efforts to set national goals and objectives and develop linguistically-culturally appropriate conceptual categories. This should be a priority for future action. So far, the integrationist approach is somewhat better known and much more widely in use especially because in the last decade donor agencies have made some effort to spell out the operational implications of "WID integration". However, the conceptual framework and operational implications of an agenda-setting approach needs to be more clearly developed in the future.

#### 4. OPERATIONALIZATION IN DIFFERENT SETTINGS

22. Though the first International Women's Year (IWY) Conference held in Mexico in 1975 called upon national governments and international agencies to adopt special mandates and create special machineries to promote women's participation, it took the agencies and governments nearly ten years to come forward with specific policies and strategic action plans. OECD/DAC adopted its WID guiding principles in 1983; CIDA and NORAD adopted their WID policies and action plans in 1984; and UNDP and the World Bank adopted theirs in 1987.

23. As noted earlier, Tanzania and Bangladesh have not yet adopted an official policy and strategic action plan for women, although they have created national machineries. A separate women's ministry was established in Bangladesh in 1977, and in Tanzania in 1989. The special machineries pushed several policy reforms and implemented a number of programs and projects. But a critical difference between the donors and the aid recipient countries is that while the donors gave priority attention to institutionalizing WID within their own agency, and developing their own programming strategies the importance of building national institutional capacity as the first order of business did not feature prominently in the donor-recipient dialogues.

The dialogues paid very little attention to recipients developing their own policies, strategies and instruments to mainstream women and gender concerns. Project assistance and approval became the major issues in the dialogues as donors became preoccupied with their own mandates and programming strategies, to demonstrate that their aid is assisting "poor third world women". The pressure for good projects diverted the attention of the fragile national machineries from their primary tasks of preparing a policy and institutional action plan to establish gender equity. As the donors came forward with their own mandates, programs and projects the recipients were placed in a responsive mode of behavior. Instead of being proactive, setting their own priorities and strategies or looking within the country for models, they were reduced to simply being delivery mechanisms for donors' ideas and assistance. They adopted many of the donors' strategies ad hoc without reviewing their efficacy in the context of their own countries. More important, they often failed to replicate the successful models developed by the local NGOs. In future donor-recipient dialogues, the institutional and policy issues, and the need for developing national capacity and models deserve greater attention than they have received so far.

24. Some of the donors have conducted internal assessment of their various strategies and instruments and found that not all have achieved their intended objectives. There are commonalities as well as differences amongst the donors in prioritizing strategies and instruments. On the whole, the bilateral donors have stronger mandates and more comprehensive institutional action plans than the multilaterals. This is in part due to the stronger public accountability of the bilaterals. The absence of public accountability in part explains the weakness of mandates and action plans in the aid recipient countries.

25. The WID strategies pursued so far by the donor agencies can be grouped under two major categories: institutional and programming. Institutional strategies include instruments and procedures relating to responsibility, accountability, co-ordination, monitoring, evaluation, and personnel policy. Programming strategies include instruments such as guidelines, training, research, country programming, policy dialogue, and project formulation. Table 1 lists the debated issues that have emerged from the implementation of WID strategies. These are briefly elaborated below.

#### A. INSTITUTIONAL STRATEGIES.

##### 1) Responsibility

26. The donor agencies and the governments of the countries appear to agree that the responsibility for implementing the mandates relating to women should be clearly assigned. But the location and structure of the specific machinery have changed every few years in both donor agencies and the governments. With

every change in administration and reorganization, frequent in the agencies and governments, WID offices get shifted around which puts a brake on its continuity and momentum.

27. Among the donor agencies, NORAD decided not to create a separate WID unit but established only advisory positions. But the location of the position changed with reorganization which gave the WID advisor access to higher level management decisions. In CIDA, a WID unit was created which was at first placed in the president's office to emphasize policy work, but was later moved to operations to service the country departments and sector work. There have been similar changes at both the UNDP and the World Bank. Both started with single advisory positions and later went on to create separate WID divisions. At UNDP a recent reorganization has downgraded the WID division. On the other hand, at the World Bank regional WID co-ordinator positions have been created in addition to WID division. In the countries, too, the special machineries were moved around. Bangladesh started with an advisory position in 1976, created a separate ministry in 1977, but combined it with Social Welfare in 1981. Similarly, Tanzania started with the machinery in the Prime Minister's office which later became a separate ministry together with Community Development in 1989.

28. In addition, the donor agencies have experimented with WID focal points, but their experiences have not been satisfactory. In the headquarters, generally, already overworked officials have been assigned WID focal point responsibility. In the field, the focal points are generally junior officers with little information and influence on the overall country programs. The donors are increasingly making the head of the office responsible for WID. This is a move in the right direction as it mainstreams responsibility. The heads of the offices are also more willing these days to officially advocate these issues. In the two countries the focal point system is being debated but they lack information about the donors' experiences with the focal points.

29. Special machineries have generally been staffed by all-women teams in the donor agencies as well as in the countries. This has exacerbated the image of the "women's ghetto". On the other hand, very few men have been interested in serving the WID offices. An institutional assessment of special machineries reviewing their structure, staffing and role deserves priority attention in the future.

## 2) Accountability

30. Very little attention has been paid to WID accountability by the agencies and the governments. Internal accountability is weak. Careers are not made within national and international bureaucracies by adherence to WID mandates. Generally, no

incentive or disincentive is tied to WID performance. Of the donors, only CIDA counts WID performance in its staff appraisal which reportedly works as an incentive/disincentive on mid-level management aspiring senior level positions rather than junior professionals. Public accountability is stronger in the bilaterals than in the multilaterals as the former works more under public scrutiny. The internal and public accountability is particularly weak in the countries. Promising instruments of ensuring WID accountability needs to be further explored by the donors and the countries.

### 3) Co-ordination

31. The two bilateral donors have established separate WID co-ordinating mechanisms which are missing in the two multilaterals and the two countries. However, these bodies work more as forums for exchanging information than real co-ordination. The debated issue is whether there should be separate WID co-ordination or whether WID should constitute a part of a general co-ordination.

### 4) Monitoring

32. WID action on project reporting format introduced by most donors, bilateral as well as multilateral, is a useful monitoring tool. Another instrument is a report on WID in annual reports to governing bodies. A third monitoring tool of the two bilaterals is the OECD/DAC statistical reporting format that classifies "WID specific" and "WID integrated assistance".<sup>1</sup> The bilaterals also report annually to OECD/DAC on WID in their country memorandum; and the implementation of DAC guiding principles on WID is regularly monitored.<sup>2</sup> The two aid recipient countries have not yet introduced any system-wide monitoring mechanism.

### 5) Evaluation

33. Some of the donors have carried out separate WID evaluations, but gender impact is not routinely assessed in all general evaluations. Additionally, field level impact assessment of WID interventions are limited. OECD/DAC is currently undertaking three major evaluations: assessment of DAC's principles and actions; WID efforts of the donors; and WID as a cross-cutting issue in the work program of DAC's evaluation group.

### 6) Personnel Policy

34. Following their national mandates, the bilateral donors have established personnel policies regarding recruitment and promotion setting "targets" for the various professional and

management positions. UNDP has also pursued affirmative action personnel policy to improve women's participation in management positions. The two countries, Bangladesh and Tanzania, do not have any affirmative action policy though Bangladesh has reserved a 15 percent quota for women in public service. Donors as well as the countries need to devise gender responsive policies regarding child care, support for single parents, and placements of two career families.

## **B. PROGRAMMING STRATEGIES**

### **1) Guidelines**

35. All the donors have formulated guidelines to mainstream gender issues. The majority have both general and sectoral guidelines. However, informal assessments reveal that the guidelines are effective only when they are backed up by gender sensitivity and gender competence of staff which can be enhanced by training and consultants.

### **2) Training**

36. Staff training in gender analysis has been identified as an effective strategy of mainstreaming. Two training modules - Harvard and DPU/London - are generally followed by the donors. Increasingly donors are moving away from separate WID training to integrating gender analysis in a comprehensive training package. CIDA has been most successful in exposing all of its regular staff to WID/gender training. The World Bank, which pioneered WID training, has deemphasized staff training since 1987.

37. In the two countries, Tanzania and Bangladesh, gender analysis does not feature in the training of public officials. Some of the women's groups and NGOs give short term WID and gender training, but mainly for members of NGOs. In Tanzania there are several women's groups within the university, but in Bangladesh there are no such recognized groups within the university. Individual faculty members pursue research and consultancy interests but there is no women or gender program within the university. Nor have research findings on gender issues changed teaching curricula within the university or outside.

### **3) Research**

38. Research, commissioned by the donors, has been critical in visualizing gender issues; but most of it is women-specific, supported by WID-specific funds. Donors have been far less successful in addressing gender issues in mainstream research institutes or projects funded from their regular budget.

39. In Tanzania and Bangladesh the regular budget for research

in national institutions is minuscule which implies that research is dependent on outside donor funding and consequently is donor driven. Very few institutions have created their own program of research on gender issues and sought national and international assistance.

40. Research on gender issues in the agencies as well as in the countries have primarily been done by women; very few men have been drawn to the field. This is partly responsible for the perpetual male question within the national and international bureaucracies: "What is the message of WID?"

#### 4) Country Programming

41. The donors are increasingly highlighting country programming exercises as a major mainstreaming strategy. Different instruments have been tried i.e. gender issues in program advisory notes or country economic memorandum; WID country assessments and strategies; WID country action plans. WID consultants have played a critical role in country programming. But despite these instruments, the progress in mainstreaming gender issues in country programs has been slow. Very few programs have been truly transformed. More frequently, "WID components" or separate WID projects have been formulated in the country program package.

42. The countries rarely came forward with mainstreamed projects or multisectoral WID programs. In both Tanzania and Bangladesh, the governments generally prepared women-specific projects. However, the NGOs in some cases, e.g. the Grameen Bank, showed remarkable innovation in mainstreaming women.

#### 5) Policy Dialogue

43. Policy dialogues between donors and recipients have emerged as yet another important instrument for mainstreaming. Up to now women/gender has been treated as a separate and marginal issue in policy dialogues such as donor roundtables, aid consortium meetings, annual donor-recipient meetings, etc. Strategies need to be devised to ensure women's participation in policy dialogue. Additionally, as development assistance gets re-oriented from project aid to program/policy-oriented aid, more work needs to be done to delineate gender issues in macro policies. The donors have already started addressing gender issues in structural adjustment programs. Greater attention should be paid to this and other relatively unexplored policy questions which can then be used in the policy dialogues.

#### 6) Project Formulation

44. Most of the donors have developed WID/gender guidelines for project design. Recruitment of WID consultants in project

identification mission is another instrument of mainstreaming women and gender issues. The bilaterals generally have stronger guidelines about mainstreaming TOR, and recruitment of WID consultants in project preparatory missions. The countries generally use women and WID consultants because of donor pressure. There are no WID/gender guidelines in the national project formulation formats.

45. In sum: the operationalization of various institutional and programming strategies indicate major differences between donors and aid-recipient countries. The strategies have been primarily developed and implemented by the donors - the recipients are generally at the receiving end of projects. The countries are rarely given enough space and support to develop their own institutional and programming strategies or learn from the experiences of their own NGO initiatives. There are also differences amongst the donors. The bilaterals generally have stronger mandates and instruments than the multilaterals because the public accountability of the former is greater. The weakness of the women's movement and public accountability in the aid-recipient countries constrain their own mandates and instruments which in turn constrain the work of the donors in the countries.

## **5. MEASURING PROGRESS**

46. What has been the impact of all the WID policies and actions that were implemented by the donors as well as the countries in the last decade? Can progress be measured, and how? It is difficult to measure progress over time in achieving the goals of either integration or mainstreaming because no indicator was set in the WID strategies and action plans to monitor such progress. Quantitative data is available on staff and budgets of the donors and governments that indicate slow progress over the years. Qualitative data from the annual reports, plans, research, and publications also show gradual progress in mainstreaming women and gender issues in the work programs.

### **A. INSTITUTIONAL**

#### **1) Personnel**

47. Personnel data from the donor agencies indicate that women's participation in the professional categories has improved slowly from approximately 20 percent in 1975 to 30 percent in 1990. Generally, the greatest increase is in the categories of junior management and junior professionals while women's participation in senior management has remained static and marginal over the years.

48. Figure 1 illustrates the progress achieved in women's participation in professional categories in the four donor agencies. The bilaterals have a higher percentage of

professional women than the multilaterals. NORAD has the highest (50 percent) and the World Bank the lowest (25 percent) participation rates for women.

49. Figure 2 shows the progress achieved in women's participation in management positions in the donor agencies which indicate less variance. For senior management positions it is lower in the multilaterals - World Bank (3 percent) and the UNDP (8 percent) - than the bilaterals - CIDA (11 percent) and the NORAD (13 percent). Women from the South are missing in the rank of the senior managers of multilateral organizations. Over the years women gained relatively more in junior management categories. Again NORAD has the highest participation rates (40 percent) and the World Bank the lowest (8 percent).

50. While the donors profess to pursue affirmative action personnel policy, the governments of Bangladesh and Tanzania make no such claim; and over the years there has been little progress in women's participation in public decision-making. The governments in both countries have for a long time pursued a policy of reserving a female quota in public representative bodies - parliament and local governments. But the quota system has been used only to preserve a token female presence. It has not been an effective instrument to redress gender gaps in public decision-making. Indeed the female quota system has secluded women from the reality of competitive politics and restricted women politicians in the narrow domain of women's issues.

51. Unlike Bangladesh, where there are no women in senior ranks of national bureaucracy, in Tanzania two women are serving as principal secretaries in the government. But women in senior management positions are a minuscule minority and there is no female quota or affirmative action policy to increase women's participation in public service. Bangladesh reserved a 10 percent quota for women in public service employment in 1976 which was later increased to 15 percent in 1985. Although among new recruits women constitute approximately 10 percent, their share of public service rose from 6 percent in 1976 to only 7 percent in 1984-85. The lateral entry of women on a fixed-term contract for senior administrative posts has long been suggested as a policy option in Bangladesh but never systematically pursued.

## 2) Budget

52. The two bilateral donors have introduced the OECD/DAC/WID's statistical classification system of "WID-specific" and "WID-integrated" assistance, which attempts to monitor the agencies' level of commitment to mainstream resources. Both NORAD and CIDA have found that approximately 20 percent of their bilateral aid can be classified as WID assistance; the majority being WID-integrated. In both agencies assistance is generally

more mainstreamed in the social sectors than in the economic sectors; though some of the economic sectors such as rural development and banking in NORAD appear to have a fair amount of success at mainstreaming women. Agriculture and education, two sectors of vital importance for women, lag behind other sectors in mainstreaming resources.

53. The multilateral agencies have not yet adopted any statistical reporting system to classify WID assistance. The aid-recipient countries also lack such a system. In Bangladesh and Tanzania available budgetary allocations reflect only WID-specific budget which in Bangladesh remains less than 0.3 percent of the total public sector development budget. However, according to one estimate, about 19 percent of project aid by donors in Bangladesh have gone to projects where women are the sole target group or at least part of it.<sup>10</sup>

54. There are conceptual and measurement problems with OECD/DAC's statistical reporting system that still need to be resolved. But it is a promising tool for measuring progress in mainstreaming WID in resources allocation. The methodology needs to be widely shared and debated among the various development partners.

#### B. WORK PROGRAM

55. Qualitative data from the agencies do indicate progress over time. Annual reports of all the donors describe a greater number of WID initiatives under a separate WID section. Based on desk reviews of project documents the World Bank reports that while 11 percent of operations approved in 1988 recommended specific WID actions, 40 percent of new operations approved in 1991 recommend such action.<sup>11</sup> Description of non-WID specific work programs of agencies also show greater gender sensitivity. UNDP's Human Development reports are good examples of mainstreaming. The construction of a gender-specific human development index is a powerful instrument in monitoring progress towards achieving gender equity.<sup>12</sup>

56. The donors, however, tend to display a propensity to emphasize mainstreaming in symbolic gestures and publicity materials than in real work programs. Over time the use of photographs, boxed paragraphs and case studies to represent developmental activities with women have increased dramatically in agency publications. But there has not been commensurate financial allocation to address constraints to women's equal participation.

57. In the two countries the successive annual and five year development plans also reflect progress in highlighting discussion of women and gender issues. In Bangladesh WID issues

were elaborated in the sectoral, women-specific, and macro chapters of the Fourth Five Year Plan document, an improvement over previous plans where women's issues were discussed only in the WID-specific section.

### **C. GENDER EQUITY**

58. Statistical data is available and is published by the donors and the governments measuring gender disparity. This data indicates little progress in the last decade in reducing gender gaps in certain areas (public decision making) and certain regions (South Asia and sub-Saharan Africa).<sup>D</sup> The strong links between poverty and gender disparity continues to persist. In the two aid-recipient countries gender gaps in education, health, nutrition, employment, and decision-making are glaring. But the donor agencies and the national governments have not yet come forward with a programming approach that specifically targets reduction of gender disparities through specific activities, budgetary allocation, and monitoring tools. In future, greater attention needs to be paid to linking donor and governments' activities with progress towards achievement of gender equity in a measurable way.

### **D. AGENDA SETTING**

59. From available quantitative and qualitative information it is difficult to assess whether donors and countries are making progress in enabling women to set the development agenda. Data is generally available on women as beneficiaries. Very little attention has been paid to women as decision makers and analysis of types of strategies that can be called transformative and empowering. Such analysis and information deserves priority action in the future.

## **6. PRIORITY AREAS OF ACTION**

60. The discussions in the previous sections clearly indicate a disparity between the donors and the recipients in conceptualizing and operationalizing objectives and plans to remove gender disparities and achieve women's equal participation. Donors have often failed to share frankly and equally experiences and information with the recipients. Additionally, no clear plans were established to achieve measurable progress in achieving the goals of gender equity. Agenda setting remained a rhetorical objective in the absence of concrete and visible measures. Based on the analyses and discussions presented in the paper, the following six areas are identified as priority areas for future action.

### **A. NATIONAL CAPACITY BUILDING**

61. The professed objective of the donors is to assist recipient countries in their own efforts to develop themselves. The recipients are supposed to set their own development objectives, and priorities and donors would presumably respond to recipients' requests. This scenario presupposes a national capacity to set objectives and priorities, and plan, co-ordinate and implement policies, programs, and projects. Aid recipient countries should ideally have all these capacities, or, if some of the capacities are lacking, one of the first tasks would be to build national capacity through donor assistance.

62. So what has been the progress in this area in the last two decades? And how has donor assistance facilitated building national capacity? In the last two decades in Bangladesh and Tanzania there has definitely been an improved national capacity to articulate women and gender concerns, and plan and implement projects; but the improvement is more visible in the availability of a larger pool of human resources, many of whom are working as self-employed researchers and consultants. Improvement in institutional capacity to advocate women and gender issues, to formulate gender responsive policies, programs, and projects is far less promising. Donors have not pursued any systematic, co-ordinated and sustained policy to build national institutional capacity on women and gender issues. Worse still, donor preoccupation with projects have overloaded the limited national capacity.

63. For instance, in Bangladesh in the last two decades there has been tremendous progress in the number of individuals and groups concerned with women and gender issues; the number of NGOs and women's organizations has increased; so has grassroots organizing among women. More than a million poor women are now engaged in economic activities through group based programs initiated by either the government or the NGOs and over one hundred thousand women fieldworkers are involved in linking poor women with development resources and services. The donors have supported these activities but they still lack a co-ordinated policy to support institutionalization of gender competence in mainstream national institutions - government, universities, research and training institutions, NGOs, and women's organizations. More often donors tend to pull national capacity for their own use as consultants or as WID officers in donor agencies. Unfavorable terms and working conditions of national institutions facilitate this pull. At present in Bangladesh, local women are serving as WID officers in almost all the donor agencies and international, and national NGOs, and they are an effective network and lobby; but there is no parallel WID network and lobby serving the national government, universities, research and training institutions, NGOs, and women's organizations.

64. For donors as well as aid recipients the first priority area of action is building national institutional capacity to

establish, implement and monitor policies and programs to achieve the goal of women's equal participation. Building national institutional capacity involves several tasks:

- Definition of national to include government as well as NGOs and private sector; to include the central, regional and grassroots levels.
- Partnership arrangements between government, NGOs, private sector and women's organizations to maximize utilization of existing national capacity.
- Capacity building within national machineries as well as in other departments of government.
- Reforms in the terms and conditions of employment in national institutions to attract and retain competent people.
- Establishing networks for information sharing and lobbying.
- Dialogue among the key players to establish minimum consensus on goals, objectives and strategic actions.
- Identification of strategic institutions within government and outside whose gender competence should be built.
- Long term institutional funding of strategic institutions.
- Creation of trust funds for institutions that demonstrate capacity for survival and growth.

#### B. DONOR CO-ORDINATION

65. Bangladesh and Tanzania are heavily aid-dependent countries where donor co-ordination is largely left to the donors. The governments have limited capacity and will to set their own agenda and seek assistance in a co-ordinated manner. In Bangladesh the World Bank convenes a regular meeting of donors known as the Local Consultative Group (LCG). Representatives of the government often attend that meeting. Donors have an active WID network which has status as a sub-committee of the LCG. During the formulation of the Fourth Five Year Plan the donors' WID network was very active in promoting mainstreaming in the plan as well as in the donor - recipient dialogue. WID was for the first time placed as an agenda item in a LGC meeting in 1989 and was later raised as an issue in the annual aid consortium meeting in Paris. A joint government - donor WID task force was created in 1990 which established five working groups. The working groups reviewed existing projects in different sectors and came forward with five major recommendations which are at present under active consideration of the government.

66. In Tanzania, in contrast, the donors' WID network has been relatively inactive in the last few years. WID has never featured as an agenda item in donors' consultative meetings, which is convened by the UNDP, nor was there any joint government - donor task force. An enlarged WID network of donors, government and NGOs was briefly active a few years ago but is currently moribund. A few donors, namely the Netherlands, are again taking an initiative to create a forum for co-ordination but the donors argue that the initiative for co-ordination should come from the government. Some donors feel that the government deliberately does not co-ordinate to improve their bargaining chances in project negotiations with different donors.

67. The governments in both Bangladesh and Tanzania argue that donor co-ordination is becoming increasingly difficult as the numbers of agencies and the volume of aid increases; different donors work with different mandates, procedures, reporting and auditing mechanisms. There is a great disparity between the donors and the recipient government in the number of officials and logistic support. Generally, one or two officials from the national side have to handle 25 or more officials from the donor agencies. The secretarial, computer and other information support is far superior in the donor agencies. The nationals argue that their tasks would be simpler if the donors adopt uniform procedures for project formulation, monitoring and evaluation. A high percentage of donor assistance is spent on international and national consultants simply to fulfill the donor requirements.

68. Better donor co-ordination involves several tasks:

- Simplifying and standardizing donors' project planning, monitoring, evaluation and audit criteria to minimize the recipients' project management burdens.

- WID co-ordination to be part of overall donor co-ordination by placing it as a regular agenda item in donors' consultative meetings and joint donor - government consultations.

- Pulling together of donor resources for joint country programming.

### C. THE PROCESS OF DIALOGUE

69. Dialogue amongst the development partners is increasingly being highlighted as an important instrument to arrive at some common understanding of a development agenda. But dialogue involves a complex and time consuming process. How can gender issues be mainstreamed in the dialogue, and who should participate in them, is still an unexplored question. The disparity and lack of information sharing between donors and recipients, governments and NGOs, national levels and the grass roots are obstacles in the path of a proper dialogue. A number

of issues need to be addressed to make the dialogue effective:

- Definition of the structure, role and participants of the dialogue.
- Information and experience-sharing to create common understanding.
- Open exchange and regular structured meetings to move the agenda along.
- A consensus approach to work and decisions.

#### **D. PLANNING FOR MEASURABLE PROGRESS**

70. As discussed earlier, donors' assistance has not clearly targeted achievement of gender equity in a measurable way. Projects have been formulated and funded in an ad hoc manner. Recipient governments in their eagerness to increase aid flows have concentrated on clearing projects formulated by donors without first establishing national plans to achieve gender equity. Again, planning for measurable progress will involve several tasks:

- A consensus among the key players about the areas where progress needs to be achieved.
- Setting priorities among the various areas in which progress is sought.
- Establishing quantitative targets, budget and time frame to achieve progress.
- Identifying a package of policies and activities to achieve the targets within the budget and time frame.
- Regular adjustment of targets to achieve overall goals.
- Regular reporting and public debate about progress achieved.

#### **E. PLANNING FOR AGENDA SETTING**

71. Though agenda setting has been a long standing goal, very little planning has gone on to bring this about. Several tasks are required:

- Action plans to put women in decision making positions at all levels.
- Analysis of macro policies for gender differentiated impact.
- Identification of gender responsive policies.
- Implementation of gender responsive policies and instruments that have demonstrated effectiveness.

#### **F. SUSTAINING A POLITICAL WILL**

72. Women appeared on the global development agenda because of

the international women's movement. And in the final analysis it is the political pressure of the movement that continues to keep women on the agenda. Women within governments and outside are in relatively weak positions in each country but the women's networks and movements have succeeded in becoming a force to be reckoned with. The women's movement and organization need to be strengthened, particularly in the face of an incipient rise of "WID fatigue" in the countries and the donor agencies. Several actions will be required:

- Strengthening women's networks and movements nationally, regionally, and internationally.
- Strengthening the lobbying capacity of women's groups.
- Encouraging women's participation in civic and political bodies.
- Raising awareness of gender issues in the popular media.
- A sharing of decisions and responsibility between women from the North and the South.

## ENDNOTES

1. Simon and Schuster, Webster's New World Dictionary.
2. Random House, Dictionary of the English Language.
3. See, for example, Sen and Grown, Development Crises and Alternative Visions: Third World Women's Perspectives, New York: Monthly Review Press 1987.
4. The Royal Norwegian Ministry of Development Co-operation, Norway's Strategy for Assistance to Women in Development, 1985.
5. Canadian International Development Agency, Managing the Process of Change: Women in Development, 1984.
6. United Nations Development Programme, Women in Development: Policy and Procedures, 1987.
7. The World Bank, Women in Development: A Progress Report on the World Bank Initiative, 1990.
8. OECD/DAC defines "WID Specific" assistance as full value of each project in which women are the primary and main target group of the project. "WID-integrated" projects, on the other cover the full value of each project in which women are identified explicitly as part of the target group (agents and/or beneficiaries) of all main components of the project, or are involved in certain components of the project and are so identified.

All four tests below must be satisfied for an amount to be counted as WID-specific or WID-integrated:

1. Women from the recipient country who will be participating in the project, with priority given to women of the target population, must be consulted in the design of the project. The project document should make it clear how women will be consulted.
2. Women from the recipient country who will be involved in the project, with priority given to women of the target population, must be active participants during implementation of the project. Active participants are defined as women from the recipient country who offer assistance or advice, participate as trainers, managers, extension agents, and/or consultants. This definition excludes situations in which women are only involved in the project as manual labor participants or beneficiaries.
3. Barriers to female participation in the project must be identified in the project document and the measures to

overcome them described.

4. WID expertise must be utilized throughout the project cycle to ensure the full participation of women, and the project document should make it clear how this expertise and the WID factors will be applied. WID expertise is defined as the ability to recognize the operation of structural and cultural factors which either restrain or stimulate women in their access to economic, political, and social resources, and which limit or enlarge their opportunities to self-reliance and self-respect. WID factors are defined as the issues which either restrain or stimulate the access of women to economic, political, and social resources, and which limit or enlarge their opportunities for self-reliance and self-respect.

9. OECD/DAC has completed three monitoring reports of DAC/WID guiding principles. See particularly, OECD/DAC/WID, Third Monitoring Report on the Implementation of the DAC Revised Guiding Principles on WID, Paris, 1990.

10. Teresita C. Schaffer, Survey of Development Projects and Activities for Women in Bangladesh, Dhaka, USAID, 1987.

11. The World Bank, Annual Report, 1991.

12. UNDP, Human Development Report, 1990, 1991.

13. United Nations, The World's Women: Trends and Statistics, 1970-1990.

**APPENDIX 1**

**Table 1: WID STRATEGIES IN OPERATION: MAJOR ISSUES**

**A. INSTITUTIONAL**

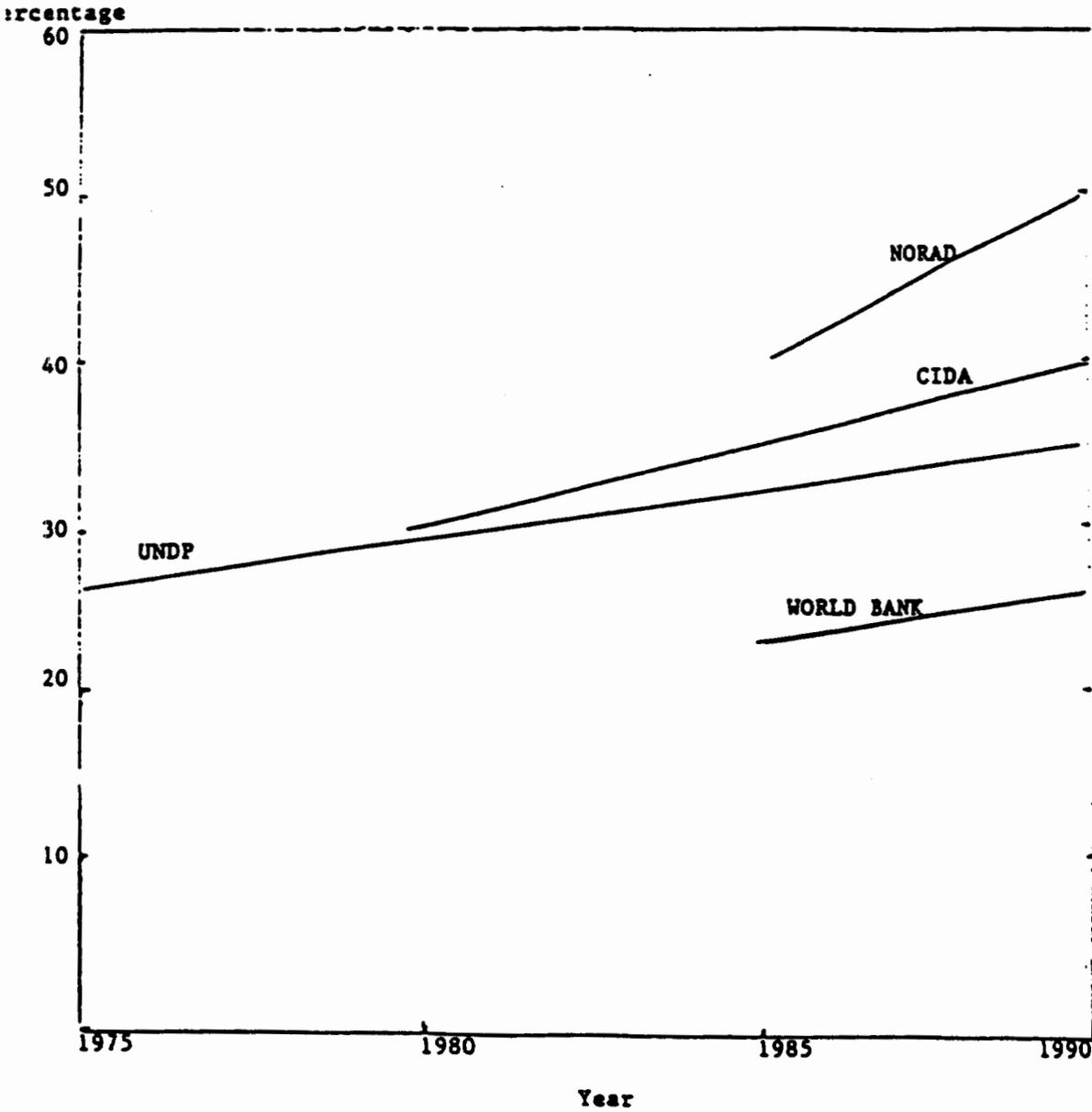
- 1. Responsibility**
  - heads of office
  - WID specific office
  - focal points
- 2. Accountability**
  - internal
  - public
- 3. Co-ordination**
  - separate
  - mainstreamed
- 4. Monitoring**
  - project reporting format
  - statistical reporting
  - annual reports
- 5. Evaluation**
  - separate
  - mainstreamed
- 6. Personnel Policy**
  - affirmative action/quota
  - gender-responsive

**B. PROGRAMMING**

- 1. Guidelines**
  - general
  - sectoral
- 2. Training**
  - WID
  - gender
  - separate
  - mainstreamed
- 3. Research**
  - separate
  - mainstreamed
- 4. Country Programming**
  - WID country strategy/action plan
  - WID components
  - mainstreamed
- 5. Policy Dialogue**
  - participation
  - micro and macro perspective
- 6. Project Formulation**
  - project format
  - consultants

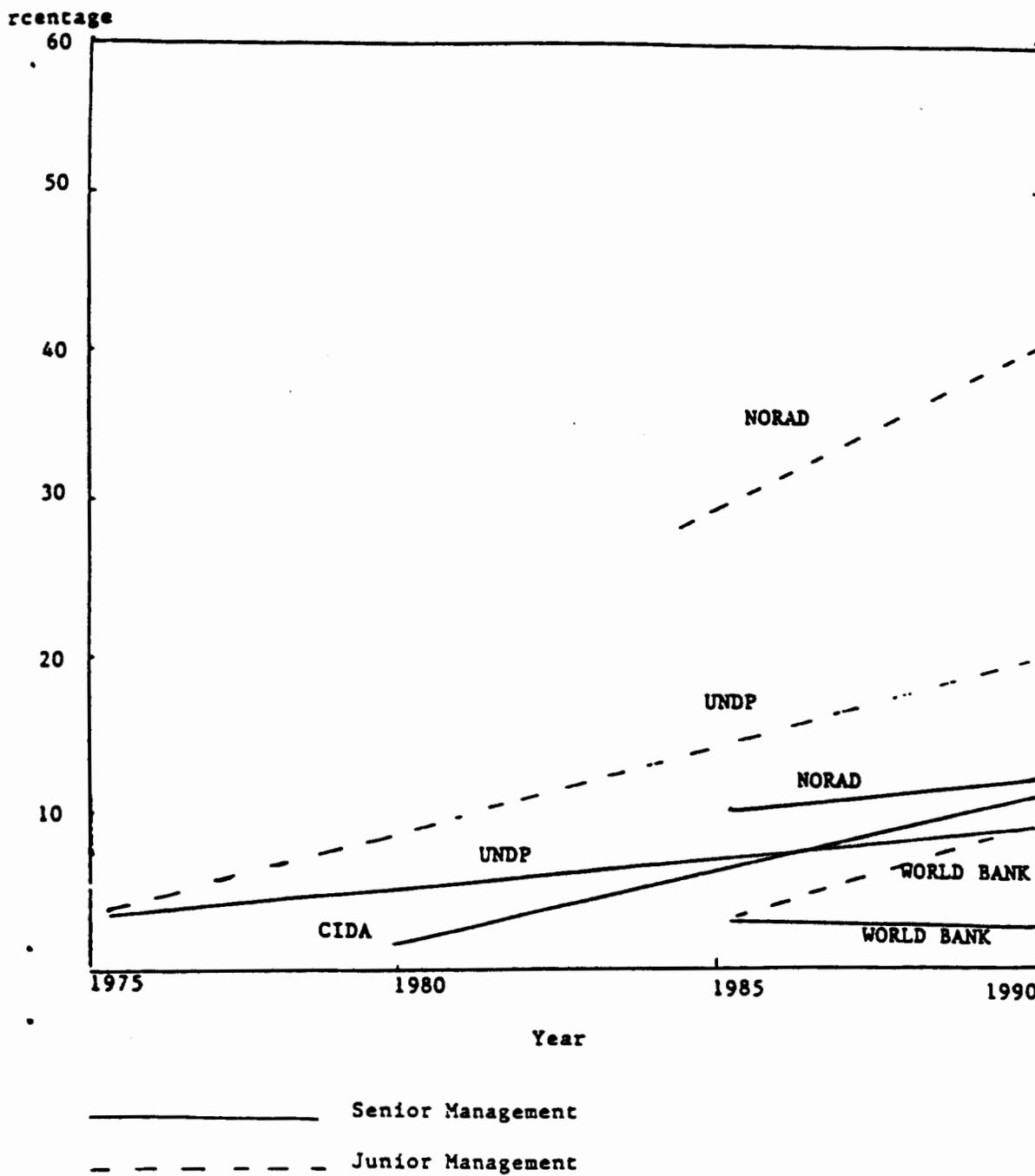
APPENDIX 2

Figure 1. Women's share of professional staff in the donor agencies.



APPENDIX 3

Figure 2. Women's share in the management positions in donor agencies.



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**FINAL REPORT**

**INTEGRATION OF PEOPLE-LEVEL IMPACTS AND GENDER-DISAGGREGATION  
IN AID'S PROGRAM PERFORMANCE REPORTING SYSTEM**

**October 31, 1992**

**Contract No. PDC-0085-C-00-1141-00 and PDC-0085-Q-00-1142-00**

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**Submitted to:**

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Office of Women in Development**

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# **INTEGRATION OF PEOPLE-LEVEL IMPACTS AND GENDER-DISAGGREGATION IN AID'S PROGRAM PERFORMANCE REPORTING SYSTEM**

## **I. INTRODUCTION**

### **A. Purpose of Report**

The purpose of this report is to assess the Agency's progress in monitoring the impact of its development programs on people, and in particular, on women and girls. To this end, the report answers two primary questions: 1) Are USAID missions including people-level indicators when formulating their development strategies, and 2) what types of gender-disaggregated program performance results are most commonly being monitored. The final section of this report addresses the difficulties involved in adequately monitoring people-level and gender considerations, and offers approaches toward achieving and documenting the impact of the Agency's development programs on women as well as men.

This report assesses information in the Agency's program performance information for strategic management database (PRISM). It provides 1) an explanation of the method by which missions establish objectives, program outcomes, and indicators, 2) tables for each geographic region providing people-level and gender-disaggregated program information, and 3) a brief summary and analysis for each regional table. The report will be used in the development of the R&D/WID biennial report to Congress and the CDIE/E report to the AID Administrator.

### **B. Overview of the Performance Information for Strategic Management (PRISM) Database**

PRISM is an Agency-wide program performance information system that was developed to provide a framework for program performance reporting and monitoring efforts. Program performance information generated by missions and other operational units with programmatic responsibilities are reported annually and included in the PRISM database. The database encompasses, and was built upon, program objectives and indicators identified by missions, bureaus, and other operating units, from various documents including Action Plans, Country Program Strategic Plans (CPSP), and Assessment of Program Impact reports (APIs), among others.

To provide a manageable framework for aggregating mission program performance, CDIE developed the PRISM database within a theme and cluster organizational structure. Four broad themes, divided into 15 cluster categories, were carefully selected by CDIE as analytical categories which depict USAID country program objectives. The four major themes used to categorize mission program objectives are: 1) Economic Growth, 2) Quality of Life, 3) Democratic Initiatives, and 4) Environment and Natural Resource Management. The cluster categories for the Economic Growth theme, for example, are: a) increased production and productivity, b) increased international trade, c) improved policy/supporting environment, and d) increased economic participation. (Appendix 1 provides a detailed summary of the theme and

cluster definitions as defined by the PRISM system). Note that since the information system explicitly reflects mission (and other operating unit) strategic objectives and indicators, the themes and clusters may over time be modified to reflect changes in mission, bureau, or agency-wide programs.

Note that the PRISM database primarily covers program level objectives. There may be short-term activities which fall outside the scope of these objectives. Additionally, while project-level activities are being incorporated into the system, not all of the project objectives are fully reflected in the information system. The themes and clusters do not depict the vast array of development activities which are means by which these higher level program objectives are achieved.

### C. Methods used for Compiling Information

For this report, a PRISM consultant conducted a review of information for 55 missions and 6 operational units included in the PRISM database as of June 1992 to evaluate the inclusion of people-level and gender-disaggregated results in strategic planning. Missions with strategic objectives related to each theme and cluster were identified and assessed in terms of 1) mention of gender and/or gender-disaggregation of information, and 2) the inclusion of people-level indicators, since many of these have the potential for being disaggregated by sex. Note that proxy indicators for people-level information are not included in the count of those missions which have people-level indicators but have not disaggregated them by sex. Additionally, indicators at the sub-program outcome level are not included in the tables since many missions do not report sub-program outcome data, and of those that do, the information often reflects project-level results. (Section II provides a detailed discussion of how missions develop their strategic plans and identify objectives and corresponding indicators).

In developing the tables below, the USAID mission has been chosen as the unit of analysis. Two tables were prepared for each geographic bureau; the first providing people-level and gender-disaggregated information available by themes and clusters, and the second providing insight into the types of people-level and gender-disaggregated results currently being monitored by USAID missions. A brief descriptive summary pointing out major monitoring trends for each regional section follows the tables. Finally, mission case studies are presented for each regional bureau highlighting the inclusion of people-level and gender-disaggregated indicators.

A few key points should be remembered when analyzing information in the tables. First, the number of people-level or gender-disaggregated indicators for each mission's strategic objective or program outcome is not specified. Whether a country has one or ten people-level or gender-disaggregated indicators it is given equal weight in the tables. This is the case because the quality of the program strategy does not necessarily correspond with the number of people-level or gender-disaggregated indicators. Instead, the *type* of indicator used is a better reflection of program quality. Second, USAID missions often have two or more strategic objectives, and for each, two or more program outcomes. Therefore, the number of missions with strategic objectives under the various cluster categories will not necessarily be equal to the

number of missions in a particular theme. Third, information focusing on women under the family planning and child survival and maternal health clusters were included in the tables as gender-disaggregated, although information pertaining to males was not always included. Finally, note that the assessment below of gender reporting is based solely on program-level information compiled from the PRISM database, and is not reflective of mission activities as a whole. Project-level data and other gender-specific efforts are not included in this assessment. This report represents one part of a much larger effort to ensure that women are fully integrated into the Agency's development programs. Special studies will be necessary to explain the causes behind the trends and gaps identified in the PRISM program performance information.

#### D. Gender Analysis

It is important to point out that the disaggregation of indicators by sex at the program level, while an important step, only represents one part of a much larger effort that is needed to ensure the full participation of women and men in the Agency's development programs. Gender-disaggregated reporting within PRISM is a means of monitoring the distribution of program benefits from AID activities between males and females. This information allows missions to compare actual results to expected results for both males and females.

The following discussion concerning the disaggregation of indicators by sex is not meant to imply that missions which have included gender-disaggregated indicators in their program performance monitoring system have adequately considered the issue of gender. Gender is an important variable in the planning, implementation, and evaluation of effective and sustainable development programs. Experience has shown that AID's programs and projects are more likely to achieve both their immediate purposes and their long-term socio-economic goals if they match resources to men's and women's roles and responsibilities. Additionally, the objectives and program outcomes which missions identify are not neutral in terms of *who* is likely to reap the benefits. This is because males and females often differ in their access to and control over productive resources, stake in development outcomes, and response to incentives introduced to encourage development. Therefore, it is important that missions consider the different responsibilities, activities, opportunities, and constraints affecting women and men when formulating their development strategies.

One way of ensuring that these and other gender factors receive adequate attention is through the process of gender analysis. This technique is used to identify and incorporate gender considerations – issues relating to men's and women's roles and responsibilities – into development programming. The process of gender analysis involves looking at four exploratory factors in the baseline situation (the situation the program/project wants to affect). These include, but are not exclusive to, an analysis of men's and women's relationship to factors such as labor, income, expenditures, and access to and control of resources. Analysis of these factors leads to conclusions about gender-differentiated constraints to participation in, contribution to, and benefits from intended development activities. It also identifies opportunities that gender-based roles and responsibilities provide for improving program/project design. Such an analysis can provide missions with critical information about the likely distribution of program level

results.

Therefore, while the disaggregation of indicators is a positive step toward monitoring the impact of the Agency's development programs on men and women, it should be applied within the larger context of the development of program strategies which have incorporated gender considerations and have identified how to achieve the desired impacts through the supportive projects. The gender variable should be considered in all stages of the program/project cycle in order to achieve an integrated approach to development and more effective and sustainable programs and projects.

## **II. THE PROGRAM PERFORMANCE INFORMATION SYSTEM (PPIS)**

### **A. Purpose**

AID is operationalizing an Agency wide program performance information system (PPIS) as part of its initiative to manage strategically for better development results. It builds on the experience gained under the effort launched in 1988-1989 by the Africa Bureau to establish a reporting system focused on the impact of its development assistance. The system has been developed based on the understanding that for an agency wide PPIS to be effective, it must be relevant and useful to missions and other operating units.

A mission (or operating unit that has programmatic responsibilities) program information system is based on a strategic plan, which includes a clear statement of objectives, expected results, and indicators by which to measure trends. (See section C below for definitions). Baseline data are required and missions provide AID with information annually on the indicators to document current status. (Section E provides an explanation of the current status of PPIS information). The information is first and foremost to be used by the mission itself in managing its program to achieve its stated objectives. The data are useful at this level to a) indicate what is occurring, b) alert managers to investigate why results are not being achieved as expected, and c) provide trend data.

The program level information from reporting units feeds into a wider bureau and Agency program performance information system to inform managers about the directions and results of development assistance. The aggregation of key information on the programs of operating units provides managers with an easily accessible and unified framework to facilitate monitoring progress in implementation of AID policy direction, and on the nature and the extent of the impact of AID development efforts. The information provided is also intended to support strategic planning in the Agency over the medium and long term, and to enable the Agency to oversee and describe the assistance programs in terms of expected program achievements, program strategies, and the resources assigned to them.

CDIE/E has been charged with improving AID's program performance monitoring by strengthening mission and other operational-level performance information systems, and developing an agency wide system. In carrying out this responsibility, CDIE/E works in concert

with the Regional Bureaus.

## **B. Approach**

Each reporting unit is actively involved in developing its strategy and identifying what it will report on to indicate progress toward achieving the expected objectives. Missions (and other units which report) have available to them from AID/W technical assistance resources to assist with facilitating the process as well as providing technical advice in the development of the information system. Each mission is required to develop a program strategy consistent with country development needs and agency-wide policy priorities and bureau objectives, taking into account the financial and human resources available to it. These strategic plans are negotiated with and agreed to at the bureau level, with selective review by OPS and POL for consistency with agency priorities.

The development of a strategic plan is an interactive analytical and consultative process. Developing a good strategic plan often involves numerous iterations over a period of several months as a mission examines the implications of alternative strategies, objectives, indicators, and expected performance results. Missions also devote attention toward integrating the information system into their ongoing operations and revising procedures to better reflect the program directions and reporting requirements.

## **C. Structure and Concepts**

Country program strategic plans utilize the concept of an objective tree which assists in thinking through and displaying the hierarchy of linkages of development results the mission plans to achieve and those to which it will contribute (Appendix 2 presents a table). In the Bureau for Africa, at the top of the tree is the Program Goal which represents and ties to the host government's long term (10-20 years) development objective, and program sub-goals which represent intermediate (7-15 year) development objectives. In comparison, the Bureau for Latin America and the Caribbean has established Bureau level program objectives and sub-objectives that provide a framework within which missions plan their development programs.

Strategic objectives are those development results which contribute to achievement of the program goal. Strategic objectives are the highest level development result that missions and operating units with programmatic responsibilities believe are within their overall manageable interest, i.e. that they can materially effect. Strategic objectives are to be stated in terms of achievements possible within 5 to 8 years. Missions pursue a relatively small number of objectives, one to five, commensurate with the financial and human resources available for implementing effective strategies.

Program outcomes are results which lead to achievement of strategic objectives. These outcomes are concrete results of USAID activities: projects, non-projects, policy reform and other development interventions. Program outcomes should be stated in terms of accomplishments within a 2-5 year time period.

Indicators are identified for both strategic objectives and program outcomes. Indicators are set in terms of dimensions or scales for measurement of actual results against expected results. They are expressed in terms of amount, degree or type of change. The criteria for selection of indicators include that they:

- be clearly and obviously linked to the statement of intent
- represent the most useful (relevant, objective, valid) dimensions for measuring progress
- be practical, derived in a cost-effective manner from national or international data, other data sources, or mission data collection and analysis, depending on appropriateness and availability
- encompass, whenever appropriate, people-level results disaggregated by sex

Expected results are also to be stated. These are to be time-bound and represent the degree of change anticipated during the planning period. Baseline data, if possible, are to be included to reflect conditions prior to the start of the AID program.

#### D. Integration of People Level Impacts and Gender

The technical assistance teams from AID/W which assist missions are charged with encouraging missions to report on country program results disaggregated by sex. As the following sections of this report show, there has been progress in this direction but overall this program level system only partially addresses people-level impacts. Experience to date has shown that the extent to which people-level results disaggregated by sex have been incorporated into the program performance information system is primarily dependent on the level of development result which the mission considers it can reasonably effect within the medium term, and the lack of an existing database from which information can be easily extracted, as explained below.

The program performance information system is set up to monitor results or impacts (these terms are used synonymously), not low level means or process indicators. At times, proxy indicators of people-level results are used to point out that a program is progressing as expected.

The extent to which a mission decides that its country program can achieve people-level results within a 5-8 year time frame relates to the level of resources, length of time in that development sector, and country conditions. Often programs focus on conditions (policies, institutional aspects, and intermediaries) which contribute to changes in the systems which in turn will provide positive people-level impacts. However, several intervening factors, outside the control of the USAID, might affect the nature and distribution of impacts in unanticipated ways. Moreover, some program strategies such as those concerning democracy or the environment, have a relatively long time horizon when very basic conditions must be established in order to ever obtain the people-level impacts desired.

In setting indicators to measure progress toward achievement of program outcomes and

strategic objectives, missions are encouraged to draw upon existing databases. However, many of the databases which provide people-level data do not provide the information disaggregated by sex. When this is the case, USAID mission staff investigate the possibility of obtaining the data disaggregated by sex. The cost of collecting such original data on a regular basis is then taken into account when selecting indicators. If it is not feasible to build collection of gender-disaggregated information into the program monitoring system for reporting on a regular basis, (preferably on an annual basis), then special studies are called for to obtain the desired information.

#### **E. Status of the Program Information System**

The PPIS as of June 31st, 1992, contained information from 55 missions and 6 programmatic units in varying stages of meeting standards set in Agency guidance issued in April 1992. This represents 60 percent of all operational USAID country programs. Israel, Turkey and other base-right countries, several small country programs, and Eastern Europe and the Newly Independent States country programs are not currently deemed appropriate or feasible for program performance information system reporting.

Since June 31st, 1992, several technical assistance teams have been sent to assist missions, and many more are scheduled in this new fiscal year. Their assignments include covering new countries as well as providing assistance to help missions finalize their PPIS and to begin reporting and using this information on a regular basis.

Currently, 17 percent of the missions reporting provide data on actual results for most or all of their strategic objectives and program outcomes. Another 9 percent have set targets and have relevant baseline data for all of their strategic objectives and program outcomes, and have identified likely data sources to provide information on a regular or periodic basis.

Within two years, much progress can be expected. A much higher proportion of missions will have baseline data and be reporting annually on actual results for most or all of their strategic objectives and program outcomes. In addition, more bilateral missions and other operational units will have begun the process of implementing a PPIS.

### **III. GEOGRAPHIC PROFILES**

#### **A. Africa**

##### **1. Program Directions and Gender**

###### **Economic Growth**

All of the USAID missions reporting from Africa have strategic objectives focused on economic growth. Of these 20 missions, eight have at least one gender-disaggregated indicator.

Three missions address gender at the strategic objective level, while five focus on gender at the program outcome level. Gender is addressed primarily under those economic growth programs focused on increased production and productivity, as indicated in Table 1.

As revealed in Table 2, gender is addressed mainly in terms of disaggregation of employment by sex. An increase in women's participation in credit activities, ownership of businesses, use of financial services, and development of technical and managerial skills are the other types of performance results which missions have set under their economic growth programs.

### Quality of Life

Of the 16 missions with strategic objectives focused on improvement in quality of life, 15 have at least one indicator disaggregated by sex. As revealed in Table 1, thirteen of the missions address gender at the strategic objective level, while thirteen focus on gender at the program outcome level.

Table 2 sets out the types of indicators which reflect attention to females and males, and the number of countries with such indicators. The most common program direction relating to women under this category deals with family planning, particularly contraceptive knowledge and use. Significant attention is also focused on maternal and child health care and primary education.

### Democratic Initiatives

As of June 1992 there were no missions in Africa with democracy and governance as a strategic objective. Some missions did have projects which addressed these topics, but these were not captured by the program level reporting system.

### Environment and Natural Resource Management

Three USAID missions reporting from Africa have set strategic objectives focused on environment and natural resource management. Of these three, one mission includes people-level indicators disaggregated by sex at the strategic objective and program outcome level. Gender is addressed in terms of employment and adoption of improved natural resource management practices.

## 2. Country Case Studies

The USAID mission in Senegal has addressed gender considerations in its strategic objective focused on "a decrease in family size." The Mission has taken into account the importance of reaching both males and females in order to achieve this objective. The first program outcome is to "increase the use of modern contraceptives in urban areas" which will be measured by the percentage of married women of reproductive age using any method of

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contraception. The second program outcome is to "increase awareness of modern contraception methods in rural areas." Achievement of the latter will be measured by the percentage of men and women knowledgeable of three modern contraceptive methods.

USAID/Guinea has also addressed gender considerations under its strategic objective focused on "the growth and increased efficiency of agricultural markets." To achieve this objective, the Mission has focused on improving the agricultural marketing policy environment, lowering the cost of agricultural marketing, and improving the financial and investment advisory services in the agricultural sector. The latter, more people-oriented objective, will be measured by showing changes in the amount of private sector agricultural lending, client investment and repayment rates, employment levels, and the number of clients accessing investment and market information. Information will be collected under each of these measures to monitor women, as well as men's, participation and receipt of benefits.

## B. Latin America and the Caribbean

### 1. Program Directions and Gender

#### Economic Growth

Of the 18 USAID missions reporting from Latin America and the Caribbean with strategic objectives focused on economic growth, seven have at least one indicator disaggregated by sex. Three of these missions monitor gender results at the strategic objective level, and six address gender at the program outcome level (Table 3). Gender is addressed primarily under those economic growth programs focusing on increased production and productivity, as indicated in Table 3.

As revealed in Table 4, most of the missions have targeted program results concerning increases in employment among women and men. An increase in women's participation in credit activities, ownership of businesses, and access to factors of production (particularly land ownership), are the other types of performance results missions have set under their economic growth programs.

#### Quality of Life

All ten of the missions with strategic objectives focused on improvement in quality of life have at least one gender-disaggregated indicator. As indicated in Table 3, nine missions address gender at the strategic objective level, and nine address gender at the program outcome level.

The most common program direction under this category is family planning, particularly contraceptive use. Substantial attention is also focused on maternal and child health care, AIDS prevention education, and primary education enrollment. Table 4 demonstrates the distribution of these objectives among missions.

## Democratic Initiatives

Of the 14 missions with strategic objectives focused on democratic initiatives, six have at least one gender-disaggregated indicator. As shown in Table 3, three of the missions address gender at the strategic objective level, and six consider gender results at the program outcome level.

Table 4 sets out the types of indicators which reflect attention to females and males, and the number of missions with such indicators. Gender is addressed mainly in terms of political representation, civic participation and education, and use of legal services among women and men.

## Environment and Natural Resource Management

Of the 14 missions with strategic objectives focused on environment and natural resource management, one mission has monitored people-level results disaggregated by sex at both the strategic objective and program outcome level (Table 3). As shown in Table 4, gender is addressed in terms of female and male headed households receiving technical assistance on environmentally sound cultivation and animal husbandry practices.

### 2. Country Case Studies

USAID/Bolivia has addressed people-level considerations disaggregated by sex under its strategic objective identified as "the transformation of the Bolivian economy through increased employment, income, investment and productivity in non-coca activities." At the strategic objective level, one of the measures used is the percentage of females and males in the 18-64 age group employed in non-coca activities. To achieve the strategic objective, the Mission has focused on increasing public support and participation in counter-drug programs, increasing economic opportunities in target areas, and generating jobs, investment, and new sources of foreign exchange. The latter program objective will be measured, in part, by showing the number of permanent and temporary jobs (measured by person/months) created by firms/individuals receiving USAID support services, and the number of permanent and temporary jobs (measured by person/months) generated with USAID resources outside the primary coca producing area. Information on women will be collected under each of these measures to monitor women as well as men's participation and receipt of benefits.

The USAID mission in the Dominican Republic has also addressed people-level considerations disaggregated by sex under its strategic objective focused on the achievement of "participatory democratic reform." Measures used at the strategic objective level include citizen awareness and perception of an open, participatory decision making process among males and females. To achieve this strategic objective, the Mission has focused on 1) the provision of democratic education among males and females, as measured by citizen awareness of the advantages of a participatory democratic system, and 2) the achievement of electoral reform, as measured by men and women's confidence in the fairness of the electoral process, and 3) other

policy and regulatory reforms. Additional gender-disaggregated indicators, such as the number of female and male technical staff replaced with the change of government, are present at the sub-program outcome level as well.

## C. Asia

### 1. Program Directions and Gender

#### Economic Growth

All of the USAID missions reporting from Asia have strategic objectives focused on economic growth. Of these ten missions, two reported at least one gender-disaggregated indicator. As presented in Table 5, one mission addresses gender at the strategic objective level, and one considers gender results at the program outcome level.

Table 6 sets out the types of indicators which reflect attention to females and males, and the number of missions with such indicators. The three most common performance results which missions have set under their economic growth programs include women's employment and participation in small business management training, and girl's enrollment in primary education.

#### Quality of Life

Of the seven missions with strategic objectives focused on improvement in quality of life, six have at least one indicator disaggregated by sex. As indicated in Table 5, three of the missions address gender at the strategic objective level, and five monitor gender results at the program outcome level.

As revealed in Table 6, the most common program directions under this category relate to the use of family planning services, particularly the use of contraceptive methods by females. Maternal and child health care, primary education enrollment, and female teacher training are the other kinds of performance results missions have set under their improvement in quality of life programs.

#### Democratic Initiatives

Of the five missions with strategic objectives related to democratic initiatives, one mission includes people-level indicators disaggregated by sex at the program outcome level. As indicated in Table 6, the mission has focused attention on women's political representation and legal rights.

#### Environment and Natural Resource Management

All of the five USAID missions reporting from Asia with strategic objectives focused on environment and natural resource management focus attention on natural resource management.

Of these four missions, two provide people-level results at the strategic objective program outcome level. However, none of the missions provide indicators disaggregated by sex.

## 2. Country Case Studies

The USAID mission in Pakistan has integrated people-level considerations disaggregated by sex in its strategic objective focused on "reducing constraints to equitable participation in development." Program outcomes identified include increasing the availability of economic and social infrastructure in target areas, decreasing constraints to women's participation in the market, and increasing the availability and use of family planning services by men and women. Progress toward women's increased participation in the market is measured by the participation rate of girls in targeted primary schools, the number of women involved in AID-initiated income producing activities, and the number of women trained in small business management skills in select areas. Progress concerning the availability and use of family planning services is measured by two standard indicators; contraceptive prevalence rate and couple years of protection provided by AID funded contraceptives.

USAID/Nepal has also considered the distribution of impacts under its strategic objective focused on the "increased use of family planning, child survival, and malaria control services." To measure progress at the strategic objective level, the following indicators are utilized: 1) Contraceptive prevalence rate of temporary methods in 15 districts, 2) total contraceptive prevalence rate, 3) incidence of diarrheal disease in infants and children in five project districts, and 4) incidence of malaria cases. To achieve the strategic objective, the Mission has focused on increasing the availability and quality of family planning services, increasing governmental and public support for family planning, creating a decentralized, integrated service delivery system, improving the malaria case detection and treatment response system, increasing the availability of child survival services, and increasing the quality of child survival services in program areas. Indicators used for the latter two objectives include the number of families served by women-to-women health education in four project districts, the number of mothers in project districts able to correctly prepare Oral Rehydration Therapy (ORT), and the number of mothers in project districts able to correctly use ORT.

## D. Near East

### 1. Program Directions and Gender

#### Economic Growth

All of the USAID missions reporting from the Near East have strategic objectives focused on economic growth. Of these six missions, two have at least one gender-disaggregated indicator. Two missions address gender at the strategic objective level, and two consider gender results at the program outcome level. As revealed in Table 7, gender is equally monitored under those economic growth programs focusing on increased production and productivity, and those focusing on increased economic participation.

As Table 8 indicates, gender results are monitored primarily in terms of the number of women business owners (particularly of small and medium enterprises), women's access to credit, and women's employment in professional positions.

### Quality of Life

All of the four missions which have strategic objectives focusing on improvement in quality of life have at least one gender-disaggregated indicator. As shown in Table 7, four missions monitor gender results at the strategic objective level, and four consider gender at the program outcome level.

As indicated in Table 8, the most common program results reported concerning women under this category relates to family planning, particularly contraceptive use. The second most frequently cited program area points to the improvement of maternal and child health care. One mission reported on women's educational accomplishments, particularly literacy rates.

### Democratic Initiatives

As of June 1992 there were no missions in the Near East with democracy and governance as a program theme.

### Environment and Natural Resource Management

Three USAID missions reporting from the Near East have set strategic objectives focused on environment and natural resource management. All three missions oriented their programs toward improvements in natural resource management, while one mission also focused on the reduction of environmental degradation and damage. As indicated in Tables 7-8, none of the missions reported people-level or gender-disaggregated results.

## 2. Country Case Studies

USAID/Morocco has identified the expansion of the small and medium enterprise sector as a key variable to providing employment for Morocco's rapidly expanding urban labor force. Under its strategic objective focused on "expanding the base of small and medium enterprises (SMEs)," women have been fully incorporated into its program performance measuring system. The Mission has taken into account women as well as men's participation and receipt of benefits. For instance, at the strategic objective level, performance will be measured, in part, by the number of SME establishments created by gender. To achieve the strategic objective, the Mission has focused on; improving the enabling policy/regulatory framework for the creation of SMEs, increasing access to business financing, and enhancing entrepreneurial and business skills. While the first program outcome would not be amenable to gender-disaggregation, the second and third program outcomes are more people-oriented, and are disaggregated by sex. Measures used to monitor the second program objective include the value of commercial credit to SMEs (by gender), and the average size of commercial loans to SMEs (by gender). The third

program outcome, focusing on entrepreneurial and business skills, is measured by the average profitability of SMEs measured in terms of return on capital, assets, and sales (both by sector and gender).

The USAID mission in Yemen has considered gender in developing its strategic objective focused on "the creation of more responsive systems and practices in select family planning, health, and women's development institutions." At the strategic objective level, indicators used to measure progress include the contraceptive prevalence rate and the number of women in professional positions, among others. Four program results have been identified to achieve this strategic objective, including 1) improvements in the accountability and responsiveness of select institutions responsible for Yemen's development policies, planning and management, 2) increased use of maternal and child health care services, 3) improved planning and management systems for maternal and child health care services, and 4) the expansion of economic opportunities for women. While numerous people-level and gender-disaggregated indicators are used to measure progress under each of these objectives, the latter program outcome is a notable example of gender-disaggregated reporting. Indicators such as the number of jobs created, literacy rates, participation in professional positions, and the number and size of businesses created, are measured in terms of the impact on both women and men.

#### E. Regional Bureaus and Offices

##### 1. Program Directions and Gender

###### Economic Growth

All of the USAID operational units covered by the PRISM database have strategic objectives focused on economic growth. Of these six units, two have at least one gender-disaggregated indicator. As Table 9 indicates, one operational unit has monitored gender results at the strategic objective level, and two units address gender at the program outcome level.

Table 10 sets out the types of indicators which reflect attention to females and males, and the number of operational units with such indicators. The most common program direction under the economic growth category relates to women's professional employment and training in business management skills. Other reported program directions include women's business ownership and educational achievement.

###### Quality of Life

Of the two operational units reporting program directions aimed at improving quality of life, one addresses gender at the strategic objective level (Table 9). As Table 10 indicates, attention is focused on maternal and child health care as well as contraceptive use by females.

## Democratic Initiatives

As of June 1992, there was one operational unit reporting democracy and governance as a program direction, focusing primarily on the issue of democratic representation. Table 9 reveals that people-level impacts are addressed at the program outcome level, however, the indicators are not disaggregated by sex.

## Environment and Natural Resource Management

All of the four operational units under this category have strategic objectives focused on natural resource management, with one unit also focusing attention on the reduction of environmental degradation and damage. Table 9 reveals that of the four operational units reporting, two address people-level impacts at the strategic objective level, and three consider people-level results at the program outcome level. However, none of the reporting operational units provided indicators disaggregated by sex (Table 10).

## IV. SUMMARY

A significant number of missions reporting from Africa, Latin America and the Caribbean, and to a lesser extent missions reporting from Asia, the Near East, and those operational units with programmatic responsibilities, have set their strategic objective and program outcome indicators to monitor country program impact at the people-level. At present, people-level indicators disaggregated by sex are heavily concentrated in program areas concerning the use of family planning services, contraceptive knowledge and use, and maternal and child health care. Less disaggregation of people-level indicators is apparent among activities related to employment, primary education, and activities associated with democracy and governance. Finally, very few of the people-level indicators focusing on participation in higher education, access to and ownership of factors of production, and overall participation in the economy are gender-disaggregated. The following section identifies common trends across geographic regions and highlights areas which offer the greatest potential for gender-disaggregated reporting. Missions should revisit these areas to reassess the feasibility of obtaining the data disaggregated by sex, either on a regular basis or through periodic special studies.

### Economic Growth

An area of significant opportunity exists among missions reporting from Africa, Latin America and the Caribbean, Asia, and the Near East which have strategic objectives and program outcomes focused on increased production and productivity. Missions reporting from Africa have made progress in monitoring the impact of their programs at the people-level. Many of these people-level indicators are disaggregated by sex. However, further disaggregation could be achieved for indicators such as the "number of new jobs created in the private sector," and the "number of farmers using new production-increasing, resource-conserving technologies and practices."

Similarly, missions reporting from Latin America and the Caribbean have considered people-level impact under their program objectives focusing on increased production and productivity. However, many of the people-level indicators (particularly those related to farmers) are not disaggregated by sex, and therefore do not show the distribution of benefits (such as receipt of agricultural advisory services) between men and women. In addition, many of the indicators in this cluster are production or output oriented, such as the "annual grain production growth rate," which are not appropriate for disaggregation. However, associated impacts on people might be more fully documented. Once this is achieved, the distribution of benefits between men and women in this cluster could also be considered.

Missions reporting from Asia with program objectives under the increased production and productivity cluster have oriented their programs toward improving infrastructure, increasing production, and reducing barriers to international trade, with less of an emphasis on people-focused results. The lack of people-level indicators may be because the missions do not consider it within their manageable interest to achieve people-level results within the specified time-frame. These missions should reconsider why there are no people-level indicators, and if people-level results can be monitored, they should be disaggregated by sex.

The potential for gender-disaggregation is also apparent among missions reporting from Africa with program objectives that fall under the international trade cluster. Of the three missions with international trade objectives, all include people-level indicators such as the "number of jobs created." With people-level results already being monitored, further attention should be focused on the potential for monitoring the distribution of benefits between men and women through the disaggregation of indicators by sex. Progress has also been made among missions reporting from Latin America and the Caribbean in incorporating people-level indicators in their monitoring strategies under this cluster, primarily concerning employment. These missions should review the feasibility of collecting these indicators disaggregated by sex.

Of the reporting operational units in Regional Bureaus and missions reporting from the Near East with strategic objectives falling under the increased international trade cluster, few have identified people-level indicators as a part of their program performance monitoring plan. These missions and operational units have concentrated attention on reducing policy and regulatory constraints impeding trade and investment, with less of an emphasis on people-level impacts. These missions and operational units may need to assess why there are so few people-level indicators among their country or regional program objectives, and if appropriate, include people-level indicators disaggregated by sex or plan for periodic special studies to do this.

Missions reporting from the Near East have successfully considered people-level impacts and their distribution among men and women in strategic objectives falling under the increased economic participation cluster. Many of these program strategies include gender-disaggregated indicators at both the strategic objective and program outcome levels.

## Quality of Life

Another area for further reconsideration of gender-disaggregation appears among operational units reporting program objectives under the improved family planning services cluster. Most of the indicators focused on women, but often did so to the exclusion of men, i.e., indicators such as the "number of non-pregnant women citing lack of knowledge of contraceptive methods as constraint to use." By disaggregating information by sex, the distribution of benefits between women and men could be revealed.

Note that the collection of information on both males and females might be more fully achieved under the improved basic education cluster for missions reporting from Africa. Of the people-level indicators reported, such as the "number of primary school children completing 6th grade" and the "number of children completed P6 who are literate and numerate," most are not disaggregated. The feasibility of collecting this information disaggregated by sex should be considered. In so doing, progress in reducing gender gaps in educational opportunity, among other important findings, would be revealed.

## Democratic Initiatives

There also appears to be potential for greater gender-disaggregation among the fourteen missions reporting from Latin America and the Caribbean with strategic objectives under the democratic initiatives cluster. All of the missions reported at least one people-level indicator, however, less than half of these indicators are disaggregated by sex. More specifically, under the promotion of lawful governance cluster, all of the strategic objectives and program outcomes have at least one corresponding people-level indicator, however, only a minority are disaggregated by sex. The feasibility of disaggregating indicators by sex, such as the "voter participation in select urban areas" and the "number of eligible voters registered" should be considered more carefully. Similarly, missions reporting from Asia have identified people-level impacts under the strengthen democratic representation cluster, and should reassess the feasibility of reporting these indicators disaggregated by sex.

## Environment and Natural Resource Management

Finally, the potential for disaggregation in the environment and natural resource management theme should be explored further, under which the majority of the 14 missions reporting from Latin America and the Caribbean have identified at least one people-level indicator. For example, the indicator the "number of farmers in target area using improved agronomic systems" may be amenable to disaggregation. Similarly, a window of opportunity exists for the operational units with objectives falling under both the improved natural resource management and reduced environmental degradation and damage clusters. Over half the operational units reported at least one people-level indicator (many which concern employment opportunities) that might be amenable to disaggregated by sex, such as the "number of natural resource managers."

Missions reporting from Asia and the Near East have included very few people-level indicators as a part of their PPISs under the environment and natural resource management theme. Of the five missions reporting from Asia with strategic objectives under this theme, one included people-level impact results. Similarly, of the three missions reporting from the Near East under the environment and natural resource theme, only one has included a people-level indicator. Missions reporting from these regions might want to evaluate whether people-level results are achievable, and if so, the feasibility of collecting the information disaggregated by sex should be carefully considered.

## **V. COMMENTS AND RECOMMENDATIONS**

Progress has been made by AID in increasing the awareness of its staff of the importance of gender considerations in planning and implementing development programs. It is now time to focus more resources and attention on analyses of the implications of gender in achieving specific program objectives, and the necessary and sufficient conditions which must be met at the activity/project level. Such analyses will permit missions to better understand the factors which need to be addressed so that their program outcomes and strategic objectives are beneficial to women as well as men.

The limitations and constraints to getting data into the PPIS in regards to people-level impacts disaggregated by sex (as discussed in section II) should not be used as an excuse for not addressing gender issues in country program strategy design. Missions need to be mindful of the implications of their strategic objective and program outcomes vis a vis the distribution of benefits and eventual people-level impacts. If it is not feasible to build collection of gender-disaggregated information into the program monitoring system for reporting on a regular basis, then special studies should be identified and carried out to obtain the desired information. CDIE/E/SDS and the geographic bureaus shall be making suggestions to missions about indicators and possibly asking that information be collected on a core set of indicators. CDIE/E/SDS and each geographic bureau ought to ensure that any guidance on indicators has adequately incorporated attention to people-level impacts disaggregated by sex.

To help strengthen and increase the positive impact of AID development programs on females and males, as well as to document this impact, the following suggestions are made:

First, more attention could be given to planning for special studies and providing the baseline data from which to measure results. Unless planned for in advance, comparative information is unlikely to be available for analytical work in the future.

Second, resources need to be made available for missions to draw upon to provide limited but critical inputs to host country units responsible for collecting, analyzing, and publishing national statistics so that modifications can be made for the collection of information by gender in existing data collection, analyses, and reporting systems. In order to use scarce resources effectively, AID should develop guidelines for prioritizing areas for data collection, analysis and

dissemination including considerations such as: the relative importance of a program to the direction of development in the country, the potential for differential impacts on men and women that could affect results, and the lack of knowledge of gender roles and responsibilities in the key program areas, and the extent to which women are undercounted in statistics or statistics are poor in the program area. Missions could also conduct research to develop and test proximate indicators for areas where gender-disaggregated data are inadequate.

Third, a concerted effort should be made to inform missions of the technical/advisory resources available to them, such as the services provided by the regional WID coordinators, the Office of Women in Development, and the GENESYS Project, to assist them in making sure that their program objectives and the activities which support them consider gender factors. For instance, GENESYS has been working with Missions and Bureaus to help them design phased programs to fully integrate gender into their country development strategies as part of the normal planning cycle. As do the regional WID Coordinators, GENESYS provides missions with technical assistance in identifying key gender considerations which impact on program/project success. Procedures for requesting this and other technical assistance need to be simplified so that all of the missions desiring technical assistance will be reached.

Fourth, guidance issued by the Bureaus and their review of country program performance assessments ought to continue to encourage missions to report people-level and sex-disaggregated data, and to have strategies that have incorporated gender considerations. The Africa and Latin America and the Caribbean Bureaus have been working toward providing missions with practical guidance on incorporating gender into their reporting documents and PPIs. The Asia Bureau recently provided its missions with WID Action Plan guidance. These are positive steps which should be considered among all of the Regional Bureaus and Offices. Additionally, mission submissions of country program strategies for bureau approval ought to include a section documenting consideration of the gender variable.

Finally, it should be noted that many of the missions are in the early stages of developing their program strategies. The extent to which gender is incorporated into a mission's program performance information system is dependent, in part, on the how fully the mission's program strategy reflects people-level impact. Therefore, technical assistance should continue to be made available through PRISM to assist missions in fully implementing their program performance monitoring system, and to provide them with assistance on how to incorporate people-level results disaggregated by sex into their program performance information systems. This technical assistance should include consideration of the gender variable as an integral component in the development of country program strategies. To document this, PRISM related team reports ought to incorporate information on gender considerations in the identification of country program strategy components.

## **ACRONYMS**

**AID/W - Agency for International Development/Washington D.C.**  
**AP - Action Plan (report for Latin America and the Caribbean Bureau)**  
**API - Assessment of Program Impact (report for Africa Bureau)**  
**CDIE - Center for Development Information & Evaluation**  
**CDIE/SDS - Center for Development Information & Evaluation/Systems Design and Support Division**  
**CPSP - Country Program Strategic Plan (report for Africa Bureau)**  
**OPS - Directorate for Operations**  
**PO - Program Outcome**  
**POD - Program Objectives Document (report for Latin America and the Caribbean Bureau)**  
**POI - Program Outcome Indicator**  
**POL - Directorate for Policy**  
**PPIS - Program Performance Information System**  
**PRISM - Program Performance Information for Strategic Management**  
**R&D/WID - Bureau for Research and Development, Office of Women in Development**  
**SO - Strategic Objective**  
**SOI - Strategic Objective Indicator**  
**SME - Small and Medium Enterprises**  
**USAID - United States Agency for International Development field offices as opposed to AID/Washington, D.C.**

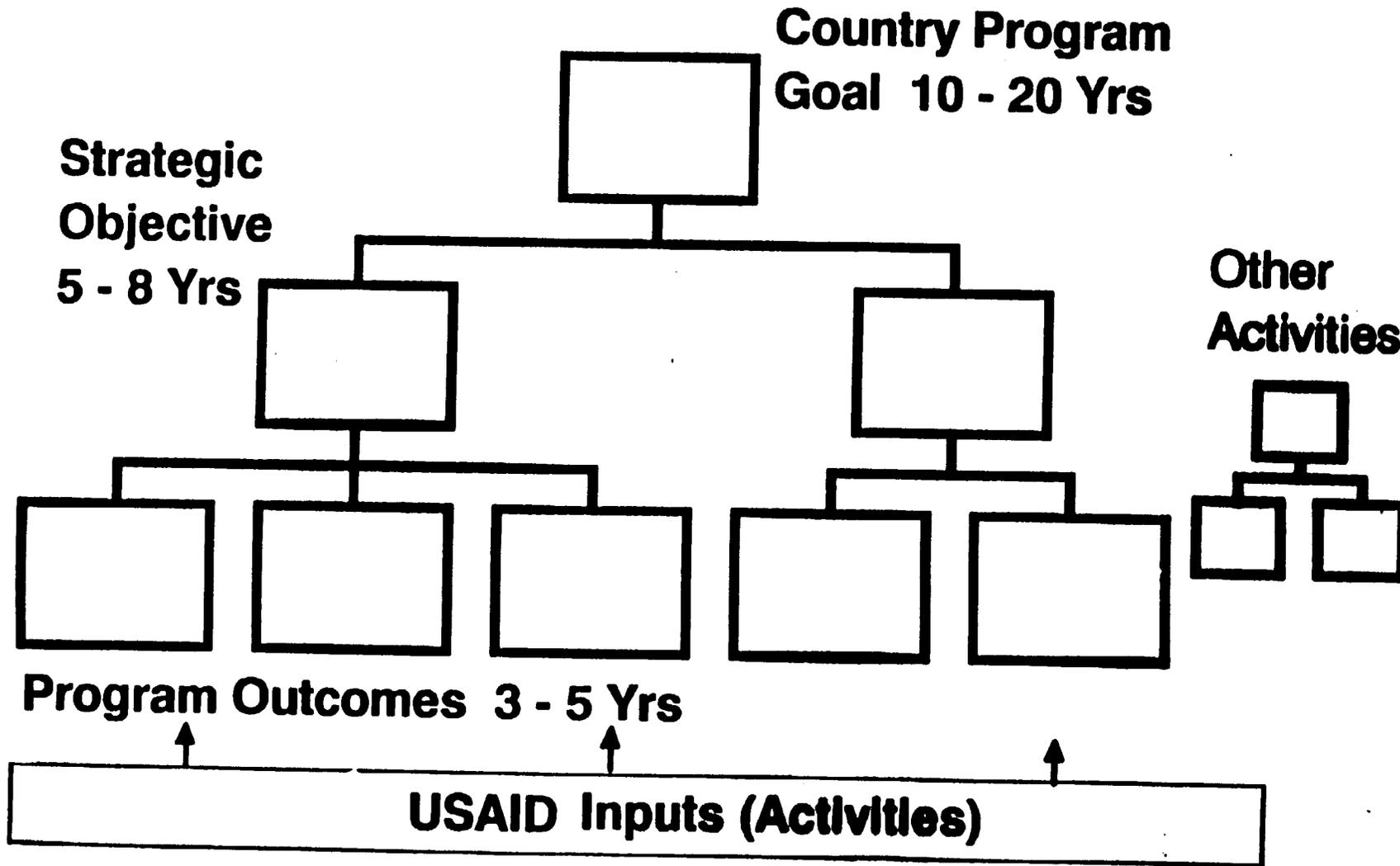
**APPENDIX 1**

**CLUSTER DEFINITIONS**

<b>CLUSTERS</b>	<b>DEFINITIONS</b>
<b>ECONOMIC GROWTH</b>	
1. Increased Production/Productivity	Strategies designed to increase production or productivity by increasing competitiveness, the efficiency of production, and the efficiency of domestic markets; programs with strategies in this cluster are aimed at privatization and increasing investment in business and agriculture.
2. Increased International Trade	Strategies to improve international competitiveness and the balance of trade, and, especially, to increase and diversify traditional and non-traditional exports.
3. Improved Policy/Supporting Environment	Strategies to improve the enabling environment for economic growth such as structural adjustment and stabilization, finance and trade liberalization, macroeconomic and sector policy reform, and physical and institutional infrastructure strengthening.
4. Increased Economic Participation	Strategies aimed at targeting investment broadly to achieve more equitable income distribution, credit flows, and ownership of the means of production; particular target population may be distinguished by ethnicity or gender, by the size of their productive assets, by income, or by other similar criteria.
<b>DEMOCRATIC INITIATIVES</b>	
1. Strengthening Democratic Representation	Increasing the participation of citizens in the formation and implementation of public policy; supporting the establishment of peaceful and stable forms of political competition; and free flow of information.
2. Promoting Lawful Governance	Helping to establish formal constraints on the actions of civil servants, the military and police; supporting legal processes which contribute to peaceful and predictable social and economic interaction.
3. Supporting Respect of Human Rights	Helping to establish a framework of law and legal procedures that protect the integrity of the person and the exercise of basic rights.
4. Encouraging Democratic Values	Supporting the emergence of basic democratic values of tolerance for diverse opinions, the value of political compromise, acceptance of majority rule and respect for minority rights and gender, supremacy of civil authority over the military.

<b>QUALITY OF LIFE</b>	
1. Improving Child Survival and Maternal Health	Strategies related to or directly influencing the health and survival of infants, children and women of child-bearing age. This includes efforts to decrease infant, child, and maternal mortality through immunization, nutrition and good health practices.
2. Reducing Incidence of AIDS and Other Selected Diseases	Strategies related to both the prevention and control of HIV/AIDS and other diseases. Also included are strategies related to the improvement of conditions, such as potable water and proper sanitation, which result in reduced incidence of disease.
3. Improving Family Planning	Objectives related to family planning including strategies which increase use and access to contraception and of family planning services.
4. Improving Basic Education	Strategies to increase the accessibility and quality of basic education.
5. Improved Health Systems	Objectives which focus on the improvement of overall health systems. This includes strategies to improve the sustainability of services, their efficiency and quality.
<b>ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT</b>	
1. Improved Natural Resource Management	Efforts to improve the management of natural resources that are known to be critical for economic, ecological and health reasons. Relevant activities are those that contribute to the establishment and implementation of those policy incentives, regulations and practices which would foster the sustainable use of natural resources including soil, forests, flora, fauna, freshwater, watersheds, coastal and energy resources.
2. Reduced Environmental Degradation and Damage	Efforts to prevent, mitigate or reverse damage to the environment caused by indiscriminate practices. Relevant activities are those that contribute to the establishment and implementation of policy incentives, regulations and practices which would begin reversing the deteriorated state of the environment, natural resources and urban/industrial environments that are critical for health, economic and ecological reasons. These include emphasis on air, water, soil and other degraded natural resources through such mechanisms as pollution prevention, recycling, use of renewables, energy efficient technologies, proper waste management and other approaches.

# USAID Hierarchy of Objectives



**APPENDIX 3**

**TABLE 1**

**PEOPLE-LEVEL AND GENDER-DISAGGREGATED INDICATORS REPORTED AS OF JUNE 1992\***  
(by geographical region & type of objective)

	Number of missions in theme or cluster**	Number of missions which have at least one people-level SO and/or SOI	Number of missions which have at least one people-level SO and/or SOI that addresses gender	Number of missions which have at least one people-level PO and/or POI	Number of missions which have at least one people-level PO and/or POI that addresses gender
<b>AFRICA (20 missions)</b>	N/A	19	15	18	16
<b>I. Economic Growth</b>	20	15	3	15	5
<b>A. Increased Production/     Productivity</b>	16	10	2	11	4
<b>B. Increased International Trade</b>	3	1	0	2	1
<b>C. Improved Policy/Supporting     Environment</b>	4	2	0	1	1
<b>D. Increased Economic     Participation</b>	2	2	1	2	0
<b>II. Quality of Life</b>	16	16	13	15	13
<b>A. Improved Child Survival &amp;     Maternal Health</b>	5	5	2	5	4
<b>B. Reduced Incidence of AIDS     &amp; Other Selected Diseases</b>	2	2	0	2	2
<b>C. Improved Health Systems</b>	2	2	1	2	2

	Number of missions in theme or cluster	Number of missions which have at least one people-level SO and/or SOI	Number of missions which have at least one people-level SO and/or SOI that addresses gender	Number of missions which have at least one people-level PO and/or POI	Number of missions which have at least one people-level PO and/or POI that addresses gender
D. Improved Family Planning Services	9	9	9	8	8
E. Improved Basic Education	5	5	3	4	1
III. Democratic Initiatives	No missions with this strategic objective	N/A	N/A	N/A	N/A
IV. Environment & Natural Resource Management	3	1	1	2	1
A. Improved Natural Resource Management	3	1	1	2	1
B. Reduced Environmental Degradation & Damage	No missions with this strategic objective	N/A	N/A	N/A	N/A

\* This table does not include proxy indicators for people-level data.

\*\* Missions may have more than one objective counted under several theme and/or cluster categories.

**Key**

SO - Strategic Objective

SOI - Strategic Objective Indicator

PO - Program Outcome

POI - Program Outcome Indicator

**TABLE 2****REPORTING OF GENDER-DISAGGREGATED INDICATORS BY USAID MISSIONS  
(by geographical region & type of activity)**

Main areas in which gender-disaggregated indicators were reported by missions	Number of missions in theme	Number of missions reporting at least one gender-disaggregated indicator at the strategic objective and/or program outcome level
<b>AFRICA</b>		
<b>I. Economic Growth</b>	<b>20</b>	<b>8</b>
Women & men's employment and income		4
Women's participation in credit activities		2
Women's use of business, investment & advisory services		1
Ownership of businesses by women		1
Women's participation in improved agricultural technology, research & education		1
Technical and managerial skills of women		1
<b>II. Quality of Life</b>	<b>16</b>	<b>15</b>
Contraception use: females		11
Contraception use: females & males		4
Contraception use: males (condoms)		2
Maternal & child health care		5
Girls and boys enrollment/performance in primary schools		4
Information, education & communication: females		3

Main areas in which gender-disaggregated indicators were reported by missions	Number of missions in theme	Number of missions reporting at least one gender-disaggregated indicator at the strategic objective and/or program outcome level
Information, education & communication: females & males		2
Information, education & communication: males		1
Utilization of Family Planning services		2
Community based agents trained		1
Prevalence of Sexually Transmitted Diseases: males & females (Syphilis)		1
Legislation implemented giving women increased reproductive rights		1
<b>III. DEMOCRATIC INITIATIVES</b>	0	0
<b>IV. ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT</b>	3	1
Female & male employment/income in buffer zones		1
Adoption of improved natural resource practices: women and men		1

**TABLE 3**

**PEOPLE-LEVEL AND GENDER-DISAGGREGATED INDICATORS REPORTED AS OF JUNE 1992\***  
(by geographical region & type of objective)

	Number of missions in theme or cluster**	Number of missions which have at least one people-level SO and/or SOI	Number of missions which have at least one people-level SO and/or SOI that addresses gender	Number of missions which have at least one people-level PO and/or POI	Number of missions which have at least one people-level PO and/or POI that addresses gender
<b>LATIN AMERICA &amp; THE CARIBBEAN (19 missions)</b>	N/A	18	12	19	14
<b>I. Economic Growth</b>	18	8	3	12	6
A. Increased Production/Productivity	7	4	2	7	2
B. Increased International Trade	8	2	0	4	3
C. Improved Policy/Supporting Environment	7	1	0	4	1
D. Increased Economic Participation	3	3	1	2	2
<b>II. Quality of Life</b>	10	10	9	9	9
A. Improved Child Survival & Maternal Health	6	5	5	5	5
B. Reduced Incidence of AIDS & Other Selected Diseases	4	4	2	4	3
C. Improved Health Systems	2	2	2	2	2
D. Improved Family Planning Services	7	7	7	6	6
E. Improved Basic Education	3	3	2	3	3

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	Number of missions in theme or cluster	Number of missions which have at least one people-level SO and/or SOI	Number of missions which have at least one people-level SO and/or SOI that addresses gender	Number of missions which have at least one people-level PO and/or POI	Number of missions which have at least one people-level PO and/or POI that addresses gender
<b>III. Democratic Initiatives</b>	14	14	3	14	6
<b>A. Strengthened Democratic Representation</b>	2	2	1	2	2
<b>B. Promotion of Lawful Governance</b>	10	9	2	10	3
<b>C. Support for Human Rights</b>	1	1	0	1	0
<b>D. Encouragement of Democratic Values</b>	2	2	0	2	1
<b>IV. Environment &amp; Natural Resource Management</b>	14	4	1	11	1
<b>A. Improved Natural Resource Management</b>	14	4	1	11	1
<b>B. Reduced Environmental Degradation &amp; Damage</b>	1	0	0	1	0

\*This table does not include proxy indicators for people-level data.

\*\*Missions may have more than one objective counted under several theme and/or cluster categories.

**Key**

- SO - Strategic Objective
- SOI - Strategic Objective Indicator
- PO - Program Outcome
- POI - Program Outcome Indicator

**TABLE 4**

**REPORTING OF GENDER-DISAGGREGATED INDICATORS BY USAID MISSIONS  
(by geographical region & type of activity)**

Main areas in which gender-disaggregated indicators were reported by missions	Number of missions in theme	Number of missions reporting at least one gender-disaggregated indicator at the strategic objective and/or program outcome level
<b>LATIN AMERICA AND THE CARIBBEAN</b>		
<b>I. Economic Growth</b>	<b>18</b>	<b>7</b>
Women & men's employment		3
Women's participation in credit activities		1
Women's participation in the economy: business ownership		1
Women & men's access to factors of production: land ownership		1
<b>II. Quality of Life</b>	<b>10</b>	<b>10</b>
Contraception use: females		8
Contraception use: females & males		2
Contraception use: males (condom use)		1
Maternal & child health care		6
HIV/AIDS prevention education: male condom use		4
Prevalence of Sexually Transmitted Diseases (including HIV/AIDS): males & females		2
Participation in primary education: girls & boys		3

Main areas in which gender-disaggregated indicators were reported by missions	Number of missions in theme	Number of missions reporting at least one gender-disaggregated indicator at the strategic objective and/or program outcome level
<b>III. DEMOCRATIC INITIATIVES</b>	14	6
Training of political candidates, judges & judicial employees, Congressional members & staff, and law students: male & female		3
Women & men's perception of the electoral process, judicial system, legislative & municipal government		2
Political representation: women & men holding political office, serving as community representatives, public defenders & prosecutors		2
Receipt of civic education & related information: women & men		2
Receipt of legal services: female & male		1
Participation in electoral process: women & men		1
<b>IV. ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT</b>	14	1
Receipt of technical assistance on environmentally sound cultivation & animal husbandry practices: female & male headed households		1

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**TABLE 5**

**PEOPLE-LEVEL AND GENDER-DISAGGREGATED INDICATORS REPORTED AS OF JUNE 1992\***  
(by geographical region & type of objective)

	Number of missions in theme or cluster**	Number of missions which have at least one people-level SO and/or SOI	Number of missions which have at least one people-level SO and/or SOI that addresses gender	Number of missions which have at least one people-level PO and/or POI	Number of missions which have at least one people-level PO and/or POI that addresses gender
<b>ASIA (10 missions)</b>	N/A	8	3	7	4
<b>I. Economic Growth</b>	10	5	1	4	1
<b>A. Increased Production/Productivity</b>	8	2	0	3	1
<b>B. Increased International Trade</b>	No missions with this strategic objective	N/A	N/A	N/A	N/A
<b>C. Improved Policy/Supporting Environment</b>	5	2	1	0	0
<b>D. Increased Economic Participation</b>	1	1	0	1	1
<b>II. Quality of Life</b>	7	7	3	5	5
<b>A. Improved Child Survival &amp; Maternal     Health</b>	2	2	2	2	2
<b>B. Reduced Incidence of AIDS &amp; Other     Selected Diseases</b>	2	2	1	1	1
<b>C. Improved Health Systems</b>	2	2	0	2	1
<b>D. Improved Family Planning Services</b>	3	3	3	2	2
<b>E. Improved Basic Education</b>	2	2	0	2	2

	Number of missions in theme or cluster	Number of missions which have at least one people-level SO and/or SOI	Number of missions which have at least one people-level SO and/or SOI that addresses gender	Number of missions which have at least one people-level PO and/or POI	Number of missions which have at least one people-level PO and/or POI that addresses gender
<b>III. Democratic Initiatives</b>	5	4	0	3	1
<b>A. Strengthened Democratic Representation</b>	3	3	0	2	0
<b>B. Promotion of Lawful Governance</b>	1	0	0	1	0
<b>C. Support for Human Rights</b>	No missions with this strategic objective	N/A	N/A	N/A	N/A
<b>D. Encouragement of Democratic Values</b>	1	1	0	1	1
<b>IV. Environment &amp; Natural Resource Management</b>	5	1	0	1	0
<b>A. Improved Natural Resource Management</b>	5	1	0	1	0
<b>B. Reduced Environmental Degradation &amp; Damage</b>	No missions with this strategic objective	N/A	N/A	N/A	N/A

\*This table does not include proxy indicators for people-level data.

\*Missions may have more than one objective counted under several theme and/or cluster categories.

**Key**

SO - Strategic Objective

SOI - Strategic Objective Indicator

PO - Program Outcome

POI - Program Outcome Indicator

**TABLE 6**

**REPORTING OF GENDER-DISAGGREGATED INDICATORS BY USAID MISSIONS**  
 (by geographical region & type of activity)

Main areas in which gender-disaggregated indicators were reported by missions	Number of missions in theme	Number of missions reporting at least one gender-disaggregated indicator at the strategic objective and/or program outcome level
<b>ASIA</b>		
<b>I. Economic Growth</b>	10	2
Women's employment & participation in small business management training		1
Girl's participation in primary education		1
<b>II. Quality of Life</b>	7	6
Contraception use: females		4
Contraception use: females & males		1
Utilization of Family Planning services		4
Maternal & child health care		2
Participation in primary education: girls & boys		2
Teacher training: females		1
<b>III. DEMOCRATIC INITIATIVES</b>	5	1
Women's political representation & legal rights		1
<b>IV. ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT</b>	5	0

**TABLE 7**

**PEOPLE-LEVEL AND GENDER-DISAGGREGATED INDICATORS REPORTED AS OF JUNE 1992\***  
(by geographical region & type of objective)

	Number of missions in theme or cluster**	Number of missions which have at least one people-level SO and/or SOI	Number of missions which have at least one people-level SO and/or SOI that addresses gender	Number of missions which have at least one people-level PO and/or POI	Number of missions which have at least one people-level PO and/or POI that addresses gender
<b>NEAR EAST (6 missions)</b>	N/A	5	4	5	4
<b>I. Economic Growth</b>	6	4	2	4	2
<b>A. Increased Production/Productivity</b>	4	3	1	3	1
<b>B. Increased International Trade</b>	3	0	0	1	0
<b>C. Improved Policy/Supporting     Environment</b>	1	1	0	1	0
<b>D. Increased Economic Participation</b>	1	1	1	1	1
<b>II. Quality of Life</b>	4	4	4	4	4
<b>A. Improved Child Survival &amp;     Maternal Health</b>	2	2	2	2	2
<b>B. Reduced Incidence of AIDS &amp; Other     Selected Diseases</b>	No missions with this strategic objective	N/A	N/A	N/A	N/A
<b>C. Improved Health Systems</b>	2	2	2	2	2
<b>D. Improved Family Planning Services</b>	2	2	2	2	2
<b>E. Improved Basic Education</b>	No missions with this strategic objective	N/A	N/A	N/A	N/A

	Number of missions in theme or cluster	Number of missions which have at least one people-level SO and/or SOI	Number of missions which have at least one people-level SO and/or SOI that addresses gender	Number of missions which have at least one people-level PO and/or POI	Number of missions which have at least one people-level PO and/or POI that addresses gender
<b>III. Democratic Initiatives</b>	No missions with this strategic objective	N/A	N/A	N/A	N/A
<b>IV. Environment &amp; Natural Resource Management</b>	3	1	0	0	0
<b>A. Improved Natural Resource Management</b>	3	1	0	0	0
<b>B. Reduced Environmental Degradation &amp; Damage</b>	1	0	0	0	0

\*This table does not include proxy indicators for people-level indicators.

\*Missions may have more than one objective counted under several theme and/or cluster categories.

**Key**

- SO - Strategic Objective
- SOI - Strategic Objective Indicator
- PO - Program Outcome
- POI - Program Outcome Indicator

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**TABLE 1****REPORTING OF GENDER-DISAGGREGATED INDICATORS BY USAID MISSIONS  
(by geographical region & type of activity)**

Main areas in which gender-disaggregated indicators were reported by missions	Number of missions in theme	Number of missions reporting at least one gender-disaggregated indicator at the strategic objective and/or program outcome level
<b>NEAR EAST</b>		
<b>I. Economic Growth</b>	<b>6</b>	<b>2</b>
Women's ownership of small and medium enterprises and access to credit		2
Women's employment (professional positions)		1
<b>II. Quality of Life</b>	<b>4</b>	<b>4</b>
Contraception use: females		4
Contraception use: females & males		1
Maternal & child health care		2
Women's education: literacy		1
<b>III. DEMOCRATIC INITIATIVES</b>	<b>0</b>	<b>0</b>
<b>IV. ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT</b>	<b>3</b>	<b>0</b>

**TABLE 2**  
**PEOPLE-LEVEL AND GENDER-DISAGGREGATED INDICATORS REPORTED AS OF JUNE 1992\***  
**(by type of objective)**

	Number of operational units in theme or cluster**	Number of operational units which have at least one people-level SO and/or SOI	Number of operational units which have at least one people-level SO and/or SOI that addresses gender	Number of operational units which have at least one people-level PO and/or POI	Number of operational units which have at least one people-level PO and/or POI that addresses gender
<b>REGIONAL BUREAUS &amp; OFFICES</b> (6 operational units)	N/A	6	2	5	2
<b>I. Economic Growth</b>	6	3	1	4	2
A. Increased Production/Productivity	1	0	0	0	0
B. Increased International Trade	5	1	1	3	2
C. Improved Policy/Supporting Environment	2	1	0	2	0
D. Increased Economic Participation	1	1	0	1	0
<b>II. Quality of Life</b>	2	2	1	1	0
A. Improved Child Survival & Maternal Health	1	1	1	0	0
B. Reduced Incidence of AIDS & Other Selected Diseases	1	1	0	1	0
C. Improved Health Systems	1	1	0	1	0
D. Improved Family Planning Services	No operating units with this strategic objective	N/A	N/A	N/A	N/A

COVERAGE OF GENDER CONSIDERATIONS  
IN  
A.I.D.'S MONITORING AND EVALUATION SYSTEMS  
Executive Summary of the Interim Report

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## **EXECUTIVE SUMMARY**

### **COVERAGE OF GENDER CONSIDERATIONS IN A.I.D.'S MONITORING AND SYSTEMS Interim Report**

A consultant assessed progress in incorporating gender considerations in A.I.D.'s monitoring and evaluation systems. The consultancy was a product of on-going collaboration between the Center for Development Information and Evaluation, Office of Evaluation (CDIE/E) and the Bureau for Research & Development's Office of Women in Development (R&D/WID).

The assessment included a review of relevant foreign assistance legislation, Agency policy, Agency and bureau-level guidance, and reports on inclusion of gender in program and project monitoring and evaluation documents. The consultant also conducted a series of interviews with individuals to provide background information, particularly on factors affecting inclusion of gender in monitoring and evaluation systems. The conclusions, given below, represent a "weather report" on the Agency's progress and should be considered one view rather than the results of a complete and definitive assessment.

Overall, progress has been made in incorporating gender considerations in A.I.D.'s monitoring and evaluation systems. However, it is uneven, significant in some areas and limited in others. Progress is most evident in developing and disseminating relevant policy and procedural information. Less progress appears to have been made in implementing policies and procedures. Moreover, there is a lack of accountability for adoption of these.

Concerning strategic planning and program performance monitoring and evaluation systems, wide variation is found among regional bureaus and central offices, reflecting A.I.D.'s organizational structure. In general there is more emphasis on collection of gender-disaggregated data for reporting purposes rather than for use of gender information in planning and decisionmaking. Agency guidance on program performance measurement explicitly calls for people-level, gender-disaggregated strategic objectives, program outcomes or targets (terminology varies with the bureau), and indicators as appropriate and feasible. Some regional bureaus have also written guidance for Missions on inclusion of WID/gender considerations in various stages of the country program strategic planning process and/or on developing Mission WID Action Plans that address these concerns.

In regard to project evaluations, Agency guidance on evaluation published by CDIE several years ago does not mention consideration of gender; the guidance is currently being revised.

Progress in implementation of legislation, policies and guidance related to gender is difficult to measure but appears very uneven.

- At the Mission strategic planning and program performance monitoring level, mission annual program monitoring reports and interviews with AID/W staff indicate improvement in developing people-level strategic objectives and selecting gender-disaggregated indicators. In some Missions, this is quite substantial. And, Missions that selected people-level indicators were more likely to have selected gender-disaggregated indicators in their performance monitoring documents. However, gender-disaggregated indicators are more likely to be found in social service program areas (health, population, etc.). They are less often selected in areas of economic growth, natural resource management, or democratic initiatives.

- At the project level, the most recent evaluation of evaluation reports (based on 268 reports from FY 89 and FY 90) found that only 22% presented data on a gender-disaggregated basis. The evaluation reports reviewed include single- and multi-purpose evaluations of projects primarily from geographic bureaus. (This review of evaluations was conducted prior to a major thrust by the Office of Women in Development to institutionalize systems for collection of such data.)

- At both the project and program levels, analysis of gender considerations is limited. Use of gender-disaggregated information varies by program sector.

Factors affecting inclusion of gender considerations in monitoring and evaluation systems are diverse and complex. In development of program performance monitoring systems, a primary factor influencing the incorporation of gender-disaggregated indicators is the level of development result which the mission considers it can reasonably affect within the medium term. Other factors include lack of gender-disaggregated data and lack of consensus about which data should be collected, how often, and at what level. At the project level, lack of data is also a serious constraint. On a broader level, the continuing uncertainty among many in the Agency about whether A.I.D. is concerned about women benefiting from development assistance, gender as it relates to achieving a project or program objective, or both results in uncertainty about the kind and level of gender analysis required. Thus after twenty years (since passage of the Percy Amendment), for many people, consideration of gender depends largely on individual interest.

Factors facilitating consideration of gender in strategic planning, and program and project monitoring and evaluation systems include a more supportive environment for considering people in the development process and growing cooperation among other agencies and donors on data collection and information management. Finally, the continued existence of the Office of Women in Development, which funds Gender/WID Advisors, gender specialists on planning and evaluation teams, training and other types of assistance, provides support to those carrying out monitoring and evaluation responsibilities.

## **PEOPLE-LEVEL MONITORING AND EVALUATION WORKSHOP**

**Organized by CDIE/SDS and R&D/WID**

**April 15, 1992**

### **SUMMARY OF WORKSHOP DISCUSSIONS AND PRODUCTS**

The People-Level Monitoring and Evaluation Workshop was designed to meet four objectives shared by the Systems Design and Support Division of the Center for Development Information and Evaluation (CDIE/SDS) and the Women-In-Development Office of Research and Development Bureau (R&D/WID):

- (1) To assess the Agency's progress in incorporating people-level data and gender considerations into its performance monitoring and evaluation systems,
- (2) To identify key information on the impact of program performance on females and males that can be used by the Agency to better integrate women into development efforts and form the basis for the report to Congress,
- (3) To explore the potential of on-going tracking systems and other data collection and analysis systems for providing these data, and
- (4) To recommend actions and resources needed to further define a plan for improving people-level, gender-disaggregated monitoring and evaluation in A.I.D.

This brief report summarizes the main elements of discussion during the workshop and the results of the small-group and large-group tasks undertaken during the one-day meeting. This report is divided into the six main parts of the workshop agenda. (See Attachment 1 for a copy of the agenda.)

#### **I. Introductory Remarks**

**John Eriksson, Director, CDIE**

The pursuit of excellence -- i.e., doing fewer things, but doing them very well -- has become A.I.D.'s central

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management theme. To achieve such excellence, A.I.D. is radically reforming the way it programs its resources and manages its programs. In order to manage more strategically, however, the agency needs a much clearer understanding of where its programs are heading and what they are achieving.

As the agency's central resource for evaluating, monitoring, and disseminating information on program performance and impact, CDIE has been at the heart of many of the management reforms that are emerging. One major new CDIE initiative is PRISM -- Program Performance Information for Strategic Management. Through PRISM, CDIE has been helping A.I.D. missions and offices clarify their objectives, articulate their strategies for achieving their objectives, and get and use program performance information for decision-making.

Ultimately, when we talk about development results, we mean positive impacts for people. CDIE is committed to promoting the monitoring and evaluation of program impacts on people. Right from the start, therefore, PRISM has had a particular concern for people-level impact and how this impact varies between males and females.

Of course, data have costs, and sometimes it is simply impractical for missions to collect the kinds of data that we would like them to collect. Sometimes, too, objectives are fairly distantly related to people-level and gender-disaggregated results. PRISM will not, therefore, provide all of the information that the agency needs in tracking and understanding gender and development. Other data collection and research will be necessary.

It would be beneficial to identify the most important information needed at the agency level on the impact of A.I.D.'s programs on men and women. Such a task, as set out by this workshop, clearly fits into the agency's attempts to focus and concentrate its resources.

**Gerald Britan, Director, CDIE/SDS:**

This workshop is concerned with how we can improve our understanding of the impact of A.I.D.'s development programs on men and women in order to improve the results of those programs for both men and women.

We want to answer three fundamental questions: (1) What information should we have at the agency level? (2) Why do we need this information? and (3) What are the different sources for obtaining and reporting this information?

This workshop is focused on information at the agency level, but we also hope to identify information that

missions, offices, and bureaus also consider important for their use.

One important source of gender-disaggregated, people-level data is PRISM. From the start, we have collaborated with R&D/WID in emphasizing the importance of gender-disaggregated data, whenever such data are relevant to mission objectives and are practical to obtain. Because mission performance information systems are primarily intended for mission management and because missions follow the guidance of their geographic offices, however, we cannot dictate the content of their systems. As a result, many of the indicators that missions have proposed are not amenable to gender disaggregation. Therefore, although PRISM can help with gender-disaggregated people-level indicators, that may not be enough.

Other sources of data are important elements in this enterprise: special studies, central research and analysis activities, and responses to special data requests. So, our task at this workshop is to identify the most important information needed and explore the different sources and the most practical means of data collection, analysis, and reporting.

**Mary Fran Freedman, Director, Office of Women in Development:**

A.I.D. recognizes that an understanding of the division of labor and resources between women and men is a basic part of understanding the economic and social conditions of a country. Misunderstanding of gender differences leads to inadequate planning, design, monitoring, and evaluation of development programs and diminishes development results.

Gender-disaggregated data provide the following:

- o a more accurate picture of the baseline situation needed for program planning and policy making,
- o a means of identifying potential gender-based barriers that need to be addressed to achieve program objectives,
- o a means of monitoring male and female participation in A.I.D. activities,
- o a basis for anticipating and measuring the impacts of A.I.D. program activities on women and men, and
- o convincing evidence for Congress that A.I.D. is making progress in integrating women into development efforts.

In 1982, A.I.D. became one of the first donors to establish a policy paper on Women in Development. The paper states:

"The responsibility for implementing A.I.D.'s Women in Development policy rests with all of A.I.D.'s offices and programs, at all levels of decision-making. Implementation of this policy must be understood to be an important qualitative aspect of A.I.D.'s overall program, one which is crucial to the achievement of the Agency's goals. It is not a concern which can be adequately addressed in any one sector alone, or by any single office or officer."

Among the steps for implementing the policy, those most relevant for this workshop's discussion are (1) disaggregation of data by sex for strategy formulation, project identification, and project implementation and (2) evaluation and assessment of project and program impact according to gender differentials.

Existing systems are not providing a complete picture of AID's accomplishments in integrating women in development, however. This is happening in spite of the congressional mandate that A.I.D. report biennially on its progress. And where we have been reporting, we are finding that we need to move from counting inputs and outputs to assessing the impact of A.I.D.'s programs on people's lives.

Richard Bissell, head of the Research and Development Bureau, has asked R&D/WID to plan a workshop that would initiate a dialogue with the Hill that could move the focus of assessing and reporting toward impact in areas that are of strategic interest at all levels -- agency, bureau, and mission. Mr. Bissell also believes that CDIE, as the central evaluation office for the agency, should play an important role in this dialogue. Hence the joint sponsorship of this workshop, which is, in part, preparatory to a later congressional workshop.

We have convened this workshop today to draw upon participants' technical expertise and practical field experience and knowledge. We want ideas on what is useful and cost-effective to report to the Hill and on how we can make existing systems more efficient in helping A.I.D. improve its development results.

## II. Assessment of Agency Progress -- Current Status

Synthesis of Bureau Progress Reports, Cindy Clapp-Wincek,  
MSI

(This section represents a synthesis of brief reports submitted by the persons responsible for WID in each of the five geographical bureaus and the PRE Bureau. Those reports are included under Attachment 2.)

Bureau progress was described in terms of three elements: the commitment of leadership, the development of management information systems, and actual monitoring and evaluation. Generalizing across the reports from the various bureaus, one could say that Bureau progress in generating people-level, gender-disaggregated information on development program results has been, to use a meteorological metaphor, "variably cloudy: occasional showers with intermittent periods of sunshine." Some bureaus are doing much better than others.

The following chart presents the bureaus' status on the three elements listed above.

BUREAU	DOES THE BUREAU HAVE POLICY ON COLLECTING & REPORTING GENDER-DISAGGREGATED PEOPLE-LEVEL INFORMATION?	DO ANY BUREAU MONITORING SYSTEMS ADDRESS THE NEED FOR SUCH INFORMATION?	WHAT IS THE PROGRESS IN COLLECTING & REPORTING SUCH INFORMATION?
AFRICA	YES: CPSP Guidance, API Guidance, & DFA Action Plan	Assessment of Program Impact (API)	Moderate
ASIA	NO	Program Performance Reports	Minimal
EUROPE	NO	None	Very Minimal
LATIN AMER. & CARRIBEAN	PPAS Guidance, POD/AP Guidance, SAR Guidance	Action Plan	Moderate
NEAR EAST	NO	None	Minimal
PRE	MEMS Guidance	Microcenter-prise Monitoring System	Moderate

**PRISM, Larry Cooley, President, MSI:**

Under PRISM, missions developing strategic plans, which include strategic objectives (higher-order objectives to which the missions believe they can make significant contributions with their assistance) and program outcome objectives (lower-order objectives that the missions believe they can directly achieve). So far, there has been limited mission commitment to people-level impacts at either level.

There are two apparent explanations for this lack of attention to people-level impact in the development of strategic objectives. First, it appears that many missions consider people-level impact as too ambitious an expectation for them to assume and be held accountable for under the PRISM system. Second, it appears that some missions have objectives that strive for people-level impact, but they

have expressed such impacts in less directly people-level terms.

Whatever has or has not been done to date with respect to assessing people-level, gender-disaggregated impact, PRISM (as a whole, and as the sum of individual mission strategic management and evaluation systems) needs to focus more on the "who" of development, not just the "what." At our own level of PRISM TDYs, we need to find better ways of integrating an orientation toward people-level, gender-sensitive objectives and indicators into the mission planning and evaluation process. While it is certainly valuable to have gender experts serve as members of our TDY teams, we really need to make all team members sensitive to and proficient in people-level, gender-disaggregated approaches.

We also need to recognize and accept the limitations of the PRISM approach. It is a monitoring approach, not an evaluation approach. PRISM should enable us to report at regular intervals the changes that occur in important variables, but it will not tell us much about cause and effect with respect to those changes. Through well crafted strategies, PRISM does provide suggestions as to plausible association between expected causes and effects, but plausible association is not scientifically tested causality. If we want more definitive assessments of cause and effect, we need to look to other mechanisms, such as linkage studies.

### **III. Group Activity I: What Information Do We Really Need at the Agency Level on the Impact of A.I.D.'s Programs on Males and Females?**

Workshop participants were divided into four groups, according to key substantive areas that are amenable to people-level, gender-disaggregated analysis. The four groups are democracy, education, individual income, and health/population/nutrition. The groups were asked to identify the kinds of information needed, disaggregated by gender, that will guide the integration of women in development work and allow A.I.D. to report to Congress on impact.

In their discussions, groups were asked to draw upon their collective bureau, field, and sectoral experience to identify the most significant information that can be collected most efficiently. Each group was given a list of preliminary indicators developed under the guidance of CDIE/SDS--indicators that were thought to be relatively good measures of progress in the specific thematic areas.

The workshop small groups were asked to consider the

following questions while carrying out their first task:

- o What information do we really need at an Agency level?
- o Who needs this information and why?
- o How will it be used?
- o Is this information the same or similar to that needed by missions, bureaus, and offices?
- o If not, how can we limit, redefine, refine the amount and type of information required at the Agency level?

In their second task, workshop groups were asked to assess existing data systems with respect to their ability to provide the types of information identified in the first task. If existing systems do not currently provide the necessary data, how would the gaps be filled?

The following is summary of the products generated by the four small groups during the workshop. It includes, for each of the four major categories of information: (1) the most critical types of information needed to meet the need for people-level, gender disaggregated information on the results of A.I.D. development activities; and (2) the small groups' best estimates of where the data needed can or should be obtained.

#### **DEMOCRACY**

The democracy group identified three assumptions as underpinning their choices among possible types of information on gender-disaggregated, people-level impact:

- (1) We should be focusing on more on what happens to women in a wide range of projects and programs and less on what happens to women as a result of projects with a direct women's focus.
- (2) The information should meet the needs of three groups: mission management (in order to make good program and management decisions), Agency top management, and Congress. However, what the missions need to manage should be largely what the Agency and Congress need to know how well A.I.D. is doing, so we need not develop three separate sets of information needs.
- (3) The gender dimension can be used to determine if democracy is working, i.e., if democracy is not working for women, it simply is not working ,

- (4) In a very rough objective tree of democracy development, one can look at it this way: participation in voting and pluralism contribute to political and governmental representation and legal status, which, in turn, contribute to "freedom," i.e., choices, influence, and inclusion.

Given these assumptions, the democracy group identified four key types of information, or "categories of concern," that should be included when reporting people-level, gender-disaggregated results at the Agency level in the democracy area:

Legal Status (the judicial element of "governance") -- level of formal and informal legal status. Indicators include: the extent to which women have the same rights before the law as men (legal equality); the extent to which women receive fair adjudication relative to men (judicial equality); and the extent to which laws and regulations calling for equality are actually implemented.

Data sources include special content analyses of published laws and regulations; reviews of the relative speed, kinds and severity of sentences, etc., for women and men; and a special system for tracking progress in implementing equality laws.

Voting -- percent and quality (e.g., do people really have a choice when they vote; are they technically able to complete the ballot?), by gender. We are concerned here with the relative proportions of voters who are male and female.

The data would have to be obtained through special studies, targeted at specific levels of elections, i.e., local, municipal, national.

Pluralism -- i.e., extent to which women and men participate in advocacy activity, e.g., in legal professional groups, chambers of commerce, entrepreneurial groups, and operational NGOs (health/population organizations, farmers' groups, savings groups, etc.). Look at the number of women's and mixed groups, by type, and the numbers of members of groups who are male and female.

Data would be obtained through an inventory of the presence and diversity of groups and their compositions.

Another indicator of pluralism is the number of issues affecting women and children that are on local and national political agendas. This can be measured by

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doing content analyses of newspapers, new laws and regulations, and other documents.

Representation (part of "governance") -- i.e., extent to which people are represented by elected and non-elected officials and are represented in the private and public arenas. Indicators: numbers of elected and appointed males and females in local and national governing bodies, political parties, unions, civil service ranks, etc., and the proportions of leaders in each who are male and female. (The group did not identify sources of data for these indicators.)

### INDIVIDUAL INCOME

The small group started out by asking whether "individual income" means merely level of income, or could it also mean income growth, or even ownership of the means of producing income? They arrived at a rather general definition of this information category as that information which answers the questions, "Who benefits? and How much?" Broadly defined, "income" here means "increases in material well-being."

Sources of income information could include county trend information, program monitoring information, evaluation information, and research results. To get the kind of information needed on gender-disaggregated, people-level outcomes, we need to do three things:

- (1) track the country context (Agency top managers and outside audiences need to know about the results of AID programs in countries, not across countries.);
- (2) monitor direct program impacts; and
- (3) conduct special studies and evaluations to interpret where impact is indirect.

We might try to answer the questions "Who benefits and How much" by looking at the following:

- o GNP or GDP per capita (Problem: to get at individual income, one must divide GDP by population, and that is a very inaccurate measure; and to measure household-level income is very difficult)

As income is even more difficult to measure at a sub-household level, we might have to settle for employment as a reasonable proxy for income.

- o Employment by occupational category and by gender. The key questions here are "Whose incomes increase and how much do those incomes increase?" The "who" is very important here, because what is done with the money depends on who earns/receives it.

There could be problems with hidden or missing data: low-wage employment can actually reduce quality of life; there are wage gaps; it is difficult to measure employment in the informal sector; it is difficult to account for unpaid labor; it is difficult to deal with occupational segregation)

- o Income by gender and by sector (e.g., male/female employment x wage rate; production x price)
- o Ownership of assets (farm and enterprise), by region, ethnicity, class, and gender.

The kinds of information likely to be useful here include GNP per capita, employment statistics, individual income statistics, information about ownership of assets, and information about consumption. Data sources may be found as follows:

WHAT IS TO BE MEASURED	DATA SOURCE AT THE NATIONAL LEVEL	DATA SOURCE AT THE PROGRAM/PROJ. LEVEL
GDP (or GNP) per capita	IBRD Rural Development Report	Either routine proj. monitoring systems or mission-sponsored special studies
Employment, by occupational category & gender	ILO information (though only partial)	Same as above
Income, by sector and gender	Numbers of males and females employed times wage price and/or production times price -- verified by special studies	Same as above
Assets/ownership and farm and enterprise investment	ILO information; some host country statistics	Same as above

Data analysis at the program level should be done at the mission.

## **HEALTH, POPULATION, AND NUTRITION**

The HPN group started by brainstorming a number of potential indicators of gender-disaggregated, people-level impact in health, population and nutrition. Their initial list included the following:

**Health:** maternal mortality, infant mortality, prevalence of oral rehydration therapy (ORT), rates of sexually transmitted diseases (STDs), and prevalence of AIDs.

**Population:** birth rate, contraceptive prevalence by method, couple-years of protection, total fertility rate, children ever born/children surviving, jobs & income for women in the family planning sector, knowledge of family planning, attitudes toward family planning and family size.

**Nutrition:** stunting, wasting, underweight, breast feeding, number of calories consumed, maternal morbidity.

The group then applied several criteria to this list in order to hone it down to a select few indicators that would be most appropriate and useful. Important criteria for selection included data reliability, the availability of information from existing sources, the cost of collecting information not currently available, and the kinds of information that Congress would want.

The group chose six indicators and identified the frequency of reporting needed and potential sources of information for each. The six indicators are as follows:

Infant Mortality, by Gender. Data are generally collected on an annual basis. Data that directly report infant mortality are available from mission data sources, the Demographic Health Survey, household surveys, and civil and religious registration systems.

Contraceptive Prevalence by Method, by Gender. Data are generally collected on a relatively routine basis (more often than annually, as part of routine program operations). Data that directly report contraceptive prevalence are available from MCHS clinic registration information and family planning clinic information sources. As a proxy measure, data on couple-years of

protection are generally available on at least an annual basis through program service statistics.

HIV Rates (STD). Data are generally collected on a relatively routine basis (more often than annually, as part of program operations). Data can be obtained from mission sources (proxy data through service statistics) and AIDSCOM. (It appears that AIDSCOM and mission data do not agree.)

Maternal Mortality. Data are generally collected on an annual basis. Data are available from hospitals and health centers, and from civil and religious registration systems.

Stunting and Wasting Rates. Data are generally collected on a relatively routine basis (more often than annually as part of program operations). Data that directly address stunting and wasting are available from the Demographic Health Survey, and indirect (proxy) information is available through the service statistics of child survival programs at the mission level.

Total Fertility Rate. (This indicator was added as an afterthought at the end of the workshop. Therefore, there is no more information to report at this time.)

Data that directly address one or more of the indicators above are also available on an occasional basis from census data, the World Bank Social Dimensions Ad... (?), AID project evaluations, U.N. Agency studies, and the Demographic Health Survey. Other potentially useful sources of information are the UNESCO Statistical Yearbook, census data, the World Health Organization, the Centers for Disease Control, FEWS (?), Family Health International, anthropological studies, AIDSCOM (although it appears that AIDSCOM HIV data and mission data do not agree), and local level monitoring.

Problems and issues surrounding data collection in this area include overlaps between population and child survival efforts and difficulties of aggregating data across countries.

## **EDUCATION**

The education group selected indicators that fall into three categories: basic educational status, quality of education, and the impact of education on other aspects of people's lives. The indicators selected are as follows:

Basic Education (in AID, "basic education" includes pre-school, primary and secondary. It may also include adult and

non-formal education):

Literacy Rate. This is a good indicator of basic education. It is a useful indicator for communicating with Congress and the public. But it is difficult to relate literacy rate to AID efforts. Data should be collected every five years.

"Critical Points" Measures, e.g., repetition rates, persistence rates, and enrollments at various levels.

Access to Basic Education (Who starts school, and when in their lives?). Is access differentiated by gender or other status?

Levels of Formal and Informal Education (as affected by cultural and religious factors)

Fields of Study Pursued.

Quality of Education:

Levels and Amounts of Teacher Training and Certification.

Student/Teacher Ratio.

Relevancy of Educational Programs (language, functionality).

Quality of Environment, Equipment and Supplies (dollars per pupil, etc.).

Impact: No specific indicators were selected. However, it was agreed that linkage studies are needed to determine the impact of education on health, income, democratic activity, basic household status, and government policy. These studies will serve to check basic assumptions about the linkage between education and other development outcomes.

The group identified several topics for additional special studies: (1) a review of existing research to identify indicators that have proven useful; (2) an examination of data being generated to check for such things as whether informal education is being under-counted or over-counted; (3) a search for current policy impediments/supports to education; (4) an examination of gender messages conveyed by educational materials.

Sources of existing data identified by the group include project and program evaluations (AID and other donors), the ERIC files, UNESCO, the NEA/AFT, private organizations, host country sources (ministries of education and statistical offices), PVOs, DHS studies, ABEL, and the World Bank. For

historical data, care must be taken regarding the accuracy and original source of data.

Additional sources of data (not currently available) include AID-initiated surveys and host country surveys (both with gender disaggregation taken into consideration).

It is important that bureaus and missions report data to AID/W that are timely, complete, and gender-disaggregated. Therefore, we must secure mission-level commitment to collect, analyze, and report gender-disaggregated educational data. We must get bureaus to be clear on how those data are to be reported. Perhaps reporting guidelines should be in the API, etc., not in an isolated document like the WID Action Plan. We also need to pay attention to how the data are reported to policy makers (a good model is the HIV-AIDS Impact Model).

#### IV. Discussion of Issues and Next Steps

The following are key comments, observations and recommendations offered during the closing session of the workshop:

- o We should quickly write up this workshop's recommendations regarding gender-disaggregated, people-level indicators and data collection, relate them to the PRISM process and products, and then share our thinking with a few missions and Agency management. We need to determine if collecting the kinds of data we have identified here is feasible from the missions' perspective and if those data are the kind that are wanted by Agency management.

We should determine NOW the questions we want to answer in 1993 and start figuring out how we're going to get answers.

- o We also need to determine whether Bureau, CDIE and R&D/WID resources would allow collecting and reporting the kinds of data identified during the workshop. For example, it does not appear that the Asia Bureau is able to take this any further, given the resources it has at its disposal.

To the extent possible, however, the material that has been developed at the workshop should be incorporated into the Bureaus' dialogues with strategic planning groups at the mission level. Do these data recommendations fit into what we are getting from the missions? Unless the missions see the utility of collecting the data, they will not use the AID/W resources made available to them, if any.

- o We need to emphasize that these are not "WID" data we're talking about. They are project and program performance data that reflect gender considerations.
- o We should also check whether some of the data identified here are already being collected. And where they are not, we need to come up with reasonable ways of getting the data, ways that are not so apart from how data are normally collected now.
- o We need to establish very carefully what we expect out of the results of today's workshop and the proposed upcoming Congressional workshop. We should not go to the Hill until we are very clear on the roles that R&D/WID and CDIE will play in moving the Agency ahead in collecting and reporting gender-disaggregated, people-level data on results. And we need to decide what should be the basis for engagement with the Hill at this time.
- o CDIE's next big step is to come up with a more reasonable way to report gender-disaggregated data. As yet, CDIE is unable to decide what "reasonable" entails -- perhaps it should be based on availability and routineness. Once R&D/WID decides what questions it wants to answer about people-level, gender-disaggregated impact, then CDIE can help with the data that are already in place and with getting additional data that are needed.

**WORKSHOP ON MONITORING AND EVALUATION  
TO INFORM MANAGEMENT DECISIONS:  
USING GENDER DATA**

**Evaluation Form**

1. Please give your opinion about the usefulness of the workshop for your work and for the work of your bureau or office.

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2. In your opinion, what were the most helpful sessions?

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3. Which aspects of the workshop could be improved?

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4. Additional comments: \_\_\_\_\_

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