

PN-ACF-062
101964

**Successful Approaches to Integrating Gender
In
U.S. Development Assistance:
USAID/Uganda**

February 1994

Annie Foster
The GENESYS Project
Office of Women in Development
USAID

TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
INTRODUCTION	5
PURPOSE	5
METHODOLOGY	5
ORGANIZATION OF REPORT	5
COUNTRY SITUATION	6
KEY DEVELOPMENT ISSUES	6
GENDER ISSUES	6
USAID DEVELOPMENT GOALS	7
OVERVIEW	7
IMPACT	9
INTEGRATING GENDER AT THE PROGRAM LEVEL	12
AGRICULTURE	13
ENVIRONMENT	14
EDUCATION	15
INTEGRATING GENDER IN THE PROJECT CYCLE	15
DESIGN STAGE	15
IMPLEMENTATION STAGE	17
MONITORING AND EVALUATION	20

<u>FACTORS INFLUENCING THE INTEGRATION OF GENDER</u>	20
INTERNAL FACTORS	21
TOP MANAGEMENT SUPPORT	21
WID OFFICER	21
Position and Status	21
Personal Commitment and Skills	22
Forging a Link with the Community	22
The Mission's People-Level Strategy	23
EXTERNAL FACTORS	23
GOVERNMENT SUPPORT	23
DONOR SUPPORT	24
LOCAL EXPERTISE	24
FACTORS WITHIN THE A I D STRUCTURE	25
REGULATIONS AND REQUIREMENTS	25
AFWID SERVICES	25
R&D/WID SERVICES	25
TRAINING	26
TECHNICAL ASSISTANCE	27
<u>KEY LESSONS LEARNED</u>	27
<u>CONTACTS/INTERVIEWS</u>	30

EXECUTIVE SUMMARY

This study is one of a series examining USAID country programs that have shown increasing success in integrating gender concerns throughout their strategies, programs, and projects. It provides examples of useful strategies to assist other Missions to strengthen the integration of gender concerns in their own programs.

In one sense, USAID/Uganda defies common wisdom. There is a conspicuous lack of mission-level policies and procedures geared toward integrating gender concerns into the Mission's portfolio. Yet, USAID/Uganda has come a long way toward fully institutionalizing a gender-sensitive approach to its activities. Progress on three out of four program objectives is being measured to some degree by gender-disaggregated performance indicators. At the project level, all projects designed within the last three years incorporate gender concerns.

Although the program is relatively new, based on a country strategy designed in 1992, the momentum achieved by USAID/Uganda on gender issues is already showing signs of impact. Redesigning one project to include a more gender-sensitive approach has helped to increase the incomes of women participants and improve their children's nutrition and education levels. Another project targeting traders is succeeding in giving small traders--among whom women are well represented--an equal chance to participate and profit. Other activities have worked to increase the capacity of host-country institutions to address women's needs and circumstances. At the policy level, USAID/Uganda assistance helped to shape attention to gender in the country's national environmental program and to fortify the government's commitment to increasing girls' education levels.

Factors that have helped to propel the Mission toward full integration of gender concerns include strong support from Mission management, a strategically placed WID Officer who is committed and proactive, a mission strategy that takes a people-level approach, the Mission's ability to act upon the government's stated commitment to improving the lot of women, the presence of a donor community that is attentive to gender issues, a Mission practice of using local women social scientists to assist in the design and evaluation of projects and programs, Mission-wide familiarity with USAID regulations vis-a-vis gender issues, and the Mission's regular use of USAID resources available to improve gender integration in country programs.

INTRODUCTION

Purpose

This study is one of a series examining USAID country programs that have shown increasing success in integrating gender concerns throughout their strategies, programs, and projects. Initiated by the Office of Women in Development in the Global Bureau, these case studies document a range of effective policies and techniques, and trace the driving forces behind the adoption of gender-sensitive approaches to development. They also look at the impact of attention to gender issues on the effectiveness and sustainability of Mission development efforts. The aim is to provide examples of useful strategies to assist other Missions to strengthen the integration of gender concerns in their own programs, and to examine how guidance and support from regional and central bureaus have affected attention to gender in the field. The case studies also enable USAID Management to share these successes with Congress, other donors, and interested development practitioners.

Methodology

USAID/Uganda was selected as the subject for this case study because of its regular attention to gender issues in its reporting documents and in all sectors of its program portfolio. Moreover, over the last few years the Mission has made consistent and strategic use of WID-related resources provided by AID/Washington.

After a review of the current Country Program Strategic Plan (CPSP) and the latest Assessment of Program Impact (API), detailed discussions were held with both the former and present WID Officer, and a few specific projects were selected for more in-depth examination in this study. An attempt was made to select a range of projects representing as many of the Mission's strategic objectives as possible. Only major projects in terms of both scope and funding were considered, and an effort was made to select at least one policy (or "non-project assistance") activity.

Field data were collected between February 8 and February 22, 1994, by the author. Interviews were conducted with Mission management and program and project staff, representatives of Ugandan institutes and organizations, staff of non-governmental organizations implementing the selected projects, and project participants. A list of people who provided input for this case study is presented in Annex A. Key program and planning documents were also reviewed, as were other relevant materials.

Organization of Report

After a brief look at key development issues in Uganda, some of the major gender issues in the country will be identified. An outline of USAID/Uganda's

development goals are then outlined. Next, an overview of the Mission's gender-sensitive approach is given. This is followed by a section describing a few examples of how the Mission's gender-sensitive approach is helping to achieve development goals and improve the lives of women. Then an in-depth look at the means by which gender concerns are integrated at the program and project levels is provided, followed by a list of the key factors affecting the integration of gender into USAID/Uganda's portfolio.

COUNTRY SITUATION

Key Development Issues

After more than a decade of violence and civil war, Uganda began the hard process of national rehabilitation in the late 1980s. With an external debt of \$2.6 billion, the government is taking steps to revitalize the economy, such as introducing market reforms, diversifying exports, streamlining the civil service sector, and rebuilding the ravaged physical infrastructure. The vast majority of Ugandans remain desperately poor, with an annual income of about 170 dollars. Uganda has a rich natural resource base, and agriculture accounts for over 66 percent of GDP, 99 percent of export earnings, and 80 percent of employment. However, over the past two decades problems of deforestation and soil erosion have increased. The country is moving steadily toward increased democratization with the drafting of a new constitution, and parliamentary elections are planned for this year. The quality of education has significantly declined since the 1960s. In 1992, about 53 percent of 6 to 12 year olds were in school, and dropout rates remained high. In the health sector, AIDS has emerged as a major epidemic throughout the country. Virtually everyone in Uganda has been touched by the epidemic, and it continues to extract a heavy toll on economic productivity.

Gender Issues

Similar to the situation of other countries in the region, women in Uganda produce up to 80 percent of the food grown for both household consumption and local marketing. While women usually help to grow their husband's cash crops, it is the men who control the marketing and profits. Due to cultural barriers, only about 7 percent of Ugandan women own land, rendering the majority of them ineligible for most bank loans.

Women are well represented in the small- and medium-scale trading markets, and a small number are major importers of consumer goods. During the period of intense civil strife, formal import-export channels were completely blocked, and women were the primary cross-border traders.

Initial school enrollment for girls is only slightly lower than that for boys. Yet, by the 7th grade, girls account for only one third of the student body.

Uganda's high fertility rate of 7.3 is accompanied by a relatively high maternal mortality rate of 300 per 100,000. The country is gripped by the AIDS epidemic, and Ugandan women are being infected with the AIDS virus at an equal or higher rate than men. Recent studies have found that approximately 25 percent of pregnant women in urban areas are HIV positive. The epidemic is also taking a heavy financial and social toll on women. AIDS widows must struggle to provide for their families alone, wives and female relatives of AIDS victims are depended upon as caregivers, and mothers and grandmothers are increasingly burdened with the responsibility of providing for children orphaned by AIDS.

USAID Development Goals

USAID/Uganda has developed a strategic framework designed to establish the basis for sustained improvement in the standard of living in Uganda. This overall goal is supported by a Mission sub-goal to promote sustainable and equitable economic growth on a competitive and diversified basis.

The Mission has developed four Strategic Objectives (SOs) to achieve these goals: 1) Increased Rural Men's and Women's Income from Agricultural Exports, 2) Stabilize Biodiversity in Target Areas, 3) Improve the Quality and Efficiency of Basic Education, and 4) Stabilize the Health Status of Ugandans.

The means by which gender is addressed for each one of these objectives is addressed in greater detail in the section "Integration of Gender at the Program Level."

OVERVIEW

In one sense, USAID/Uganda defies common wisdom. It has never drafted a WID Action Plan, nor does it have a WID Committee. It does not have an official Mission Order detailing Mission policy and procedures for women in development activities. (An unapproved Mission Order lays out the general duties of the WID Officer and holds other officers responsible for integrating WID.) WID Officer responsibilities are assigned to the Program Officer, but she does not have a detailed scope of work for her WID functions, and no percentage of her time is officially designated to them. Indeed, there is a conspicuous lack of mission-level policies and procedures geared toward integrating gender concerns into the Mission's portfolio.

Yet, USAID/Uganda has come a long way toward fully institutionalizing a gender-sensitive approach to its activities. This is largely due to the existence of a critical mass of people in the mission who understand the need for addressing gender issues. Some staff members, even the WID Officer, will admit to not having a full grasp of the gender issues involved in all of their duties or projects. Yet all of those interviewed consider the need to address gender concerns as a matter of course, and take it as their own responsibility to ensure that it happens. It is accepted as a required element throughout the project cycle, and as a basic component of the Mission's strategic goals.

Generally, the Mission takes a two-track approach to gender issues. First, efforts are made to incorporate gender into "mainstream" projects and programs, discussed in detail below. Second, assistance is given to "women-specific" activities, largely as a means toward strengthening Ugandan women's organizations. These latter activities provide training, equipment, and technical assistance to these organizations, and allow these groups to both hold and attend the occasional conference. These efforts are largely funded through a small local currency line item dedicated to WID activities, or through the Policy Analysis and Capacity Building Project, which is designed to boost Uganda's capacity to develop and monitor effective policies.

Although minimal in terms of the amount of funding dedicated to them, these women-specific activities serve as a reminder to Mission staff of the importance placed on assisting Ugandan women. These endeavors could be viewed as reminiscent of the wrong way to approach gender, i.e., carrying out separate projects that only work to marginalize women's concerns. Yet placed alongside the Mission's efforts to incorporate gender into its mainstream programs, they reflect a commitment to strengthening Ugandan capacities to provide opportunities to a traditionally disadvantaged sector of the population.

The Mission's relatively consistent attention to gender issues is evident at both the program and project level. Progress on three out of four program objectives is being measured to some degree by gender-disaggregated performance indicators. The fourth objective, stabilizing the health status of Ugandans, focuses significantly on the health needs of women and children. At the project level, all projects designed within the last three years incorporate gender concerns.

Finally, the momentum achieved by USAID/Uganda on gender issues points to the strategic role that can be filled by a Mission WID Officer. This and other driving forces behind the Mission's progress are discussed in the section "Factors Influencing the Integration of Gender."

IMPACT

There is preliminary evidence that the integration of gender into the Mission's new strategic plan is helping to meet its overall objectives, as well as increase local capacity to better address the needs and concerns of women, who comprise 51 percent of the country's population

The redesign of a project targeting agricultural cooperatives (the Cooperative Agriculture and Agribusiness, or CAAS, Project) boosted the Mission's ability to reach and assist women farmers. This increase in attention to women producers allowed for greater funding to activities such as Heifer Project International (See Box 3). This project is directly helping to meet the Mission's first strategic objective by increasing rural women's incomes. This, in turn, is working to meet the Mission's overall goal and sub-goal, as participants are using the money to increase the nutrition and education levels of their children.

Greater outreach to women's groups under other activities in the CAAS Project is having the same impact. Two A.I.D.-funded loans to a women's cooperative in Masaka, for example, have worked to increase the incomes of its members. Through the first loan, the group was able to purchase a 7-acre plot of land--this in a country where only about 7 percent of women own land. Individual members have used their shares of the profit to buy cows or piglets, expand their maize crops, or hire agricultural laborers. Every member is now able to send all of her children to school.

BOX 1

The CAAS Project Cooperative Agriculture and Agribusiness

One innovation added to the CAAS Project during its redesign works to bypass a longstanding obstacle to women receiving credit. Women often lack collateral due to cultural practices barring them from owning land. A Loan Guarantee Fund was established at the Uganda Cooperative Bank with PL 480 local currency. The fund acts as a guarantee for loans granted to women's groups, either registered cooperatives or not, that do not have sufficient collateral.

Loan applications from these groups are evaluated alongside all the others. If a proposed project is deemed loan worthy, yet the women's group does not have the collateral to cover the loan, PL 480 funds will act as guarantor. The recipient group is not told of its special status, and is expected to meet every requirement of the average loan customer. Meanwhile, district loan officers are instructed to seek out viable women's groups. To date, the repayment rate for these loans is on par with the other loans, although it appears that greater impact could be achieved with the provision of technical assistance to these and other loan applicants.

A matching grants program established under the redesigned CAAS Project provides straight local currency grants to assist women's groups to increase production and productivity (See Box 1). The redesigned project also targets funds to the Ugandan Cooperative Alliances's Women's Desk--which now has its own program budget, provided by CAAS, to reach out to women producers.

The PL 480 Monetization Project (See Box 4) is working to meet the Mission's sub-goal by promoting competition and diversification. It established a few simple mechanisms to ensure that smaller traders could participate. As a result, women traders appear eager to compete -and equitable economic growth is strengthened.

Beyond assisting in meeting program objectives, the Mission's gender focus is also having some positive impact on the lives of Uganda's women. Beyond the benefits received by female participants, such as those mentioned above, funding targeted specifically at women's groups is enhancing local capacities to make a sustainable impact on the lives of women.

A grant to FIDA/Uganda, for example, enabled the group to launch a Will Writing Project. The project is vital in a country with untold numbers of AIDS widows. By teaching husbands and wives how to write a will, the project is lessening the chances that wives will be left destitute by their husband's relatives once he passes away. Last year, some 8,153 people were trained, and at least 650 wills were executed. Reports from project implementors noted that relatives of the trainees were no longer grabbing property indiscriminately. And when they did, the widows and orphans knew where and how to seek redress.

Capacity-building grants to such bodies as the Ministry of Women in Development and the National Association of Women's Organizations in Uganda have helped to improve their outreach abilities. Techniques learned at a training workshop for the Women's Credit and Finance Trust--which distributes loans to micro-entrepreneurs--has enabled the Trust to streamline the time it takes a client to receive a loan. Trust participants in the training say they are now able to conduct more thorough follow up with clients, and that loan applications are evaluated with a clearer set of standards. In 1993, the Trust had some 6,000 members in its savings club, and 85 new loans were issued.

Funding provided to the Women's Desk at the Uganda Cooperative Alliance (UCA) has enabled trainers to conduct over 20 workshops in which more than 2,000 farmers--mainly women--have participated. Two training of trainers workshops have been given for female cooperative officials working at the district level. These officials in turn are now providing training directly to local women producers. Unfortunately, little follow up is being done with training recipients, preventing a true measure of the success of these workshops.

The activities of the Women's Desk have helped to sensitize UCA staff to the needs and special circumstances of women producers in Uganda. This is a first important step toward institutionalizing a gender-sensitive approach in any host-country agency. Moreover, it appears that the gender-sensitive strategies implemented by different donors are working to strengthen each other and increase overall institutionalization. After USAID/Uganda funded the UCA's Women's Desk,

for example, the Swedish government announced plans to fund six WID Officers to work directly with UCA district cooperative officers

The SUPER Project (See Box 2) is working to fortify the government's commitment to improving educational levels for girls as well as boys. In order to receive non-project assistance (NPA) funds, the government must commit resources annually over the next decade to community mobilization campaigns aimed to increase girls' persistence in schools.

BOX 2
The Super Project
Supporting Ugandan Primary Education

The recently designed SUPER Project is the result of multiple actions, all of which assisted the project to address gender issues. These actions include responding to the government's own articulation of a gender based problem, conducting a thorough gender analysis of the primary education sector, recruiting a local woman social scientist to assist in the design of the project, and devising an innovative, community level approach.

A 1992 Government of Uganda white paper on rehabilitating the country's education system addressed the need to improve girls' education levels. With this white paper, the government clearly labelled girls' education as a priority, enabling the Mission to search for ways to tackle the problem with the full participation and support of its counterparts.

A study was undertaken, with the help of a senior lecturer at Makerere University, which looked at gender disparities in education. This work was bolstered by further gender analysis conducted with Project Design and Support (PD&S) funds. It was discovered that access was not the primary issue for girls' attendance, and that given the low enrollment rate for both boys and girls (53 percent), eliminating school fees for girls may be perceived as unduly inequitable to boys. The real disparity lay in persistence levels.

The gender analysis showed that even though many respondents said a lack of money was the main reason for not keeping their daughters in school, this was often a proxy for other reasons. When asked to explain, respondents mentioned factors such as needing girls for household or income-generating labor, or fearing their daughters would become pregnant. In short, it was evident that cultural barriers had to be targeted to improve girls' persistence.

In line with the government's decentralization drive, it was decided to establish a community mobilization campaign. The government is launching an incentive grants program providing funds directly to communities that design plausible strategies for increasing equity in primary education. The government must commit funds to this program to receive non project assistance funding.

According to the Project Paper, given the heterogeneity of Ugandan communities, and the wide range of reasons for withdrawing girls from school, persistence is best addressed at the local level. Government grants will go to schools and communities that implement strategies such as raising funds for local scholarships, providing family life education for adolescents, and developing roles for senior women teachers to act as counsellors.

Tapping into the local pool of women social scientists is also having an impact. The experience gained with A.I.D. is enhancing the qualifications of these scientists, as well as raising the overall level of local analytical capacity.

USAID/Uganda's gender focus is also working to enhance the capacities of implementing NGOs to include women as well as men at the grass roots level. USAID-sponsored gender workshops, as well as USAID's requirements for gender-disaggregated data, could well have an effect in other areas in which these participating NGOs operate.

In a final example of impact, the recently adopted National Environment Action Plan (NEAP) stands out among similar plans on the continent because of its section on gender integration. This plan is the foundation for Uganda's approach to environmental concerns, and A.I.D. played a significant supporting role throughout the two-year process leading up to this final document. Efforts were continually made to address relevant gender issues. The project was assisted by at least three gender consultancies, a gender resource person was hired for the NEAP Secretariat, and a gender workshop was held for Secretariat members. Further attention to gender issues is planned for the implementation stage of the NEAP.

USAID/Uganda's program, based on the CPSP drafted in 1992, is relatively new. Consequently, evidence of impact is just beginning to surface. Yet, it is apparent that there is a critical mass of staff members within the Mission who believe a gender focus is helping them to attain their objectives. This understanding has worked to sustain a relatively consistent level of alertness to gender issues in the Mission's day-to-day work--a primary factor for success in any effort to integrate gender.

INTEGRATING GENDER AT THE PROGRAM LEVEL

As mentioned in the Introduction, USAID/Uganda has developed a strategic framework designed to establish the basis for sustained improvement in the standard of living in Uganda.

Progress toward this goal is being measured by four indicators: A decrease in the food budget as a percentage of household expenditure for the poorest half of the population, a reduction in infant mortality rates, a reduction in chronic under-nutrition among infants, and an increase in the adult literacy rate. According to the 1993 API:

"Achieving this goal requires an integrated development approach that takes advantage of the linkages and synergy between economic

growth, education, health and fertility, conservation of natural resources and a democratic, participatory society USAID's program is addressing all of these factors both directly and indirectly, each of the strategic objectives impact directly on the program goal and also complement one or more of the other objectives Higher incomes for rural men and women growing crops for export, for example, can be expected to lead to higher levels of education and health in rural families, particularly where women control the new income "

The Program Sub-Goal is to promote sustainable equitable economic growth on a competitive and diversified basis The Mission appears very aware that addressing gender issues will likely help to meet its goals to promote sustainability and equity Targeting women helps to ensure that equitable growth is achieved, as women are often among the poorest segment of the population Further, any benefits they derive from development projects are likely to be used for the welfare of their children, making social and economic progress sustainable over generations The 1993 API states

"The program's focus on increasing rural incomes, and especially those of women, from agricultural exports, increasing girls' access to education, and working with the generally marginalized people living in the protected area buffer zones all improve the distribution of economic benefits to the poorer segment of the population "

As mentioned, the Mission has developed four Strategic Objectives (SOs) to achieve its goals

- 1 Increased Rural Men's and Women's Income from Agricultural Exports
- 2 Stabilize Biodiversity in Target Areas
- 3 Improve the Quality and Efficiency of Basic Education
- 4 Stabilize the Health Status of Ugandans

Progress on the first three SOs is being measured to some degree by gender-disaggregated performance indicators

Agriculture

Progress on the Agricultural SO will be measured by a gender-disaggregated income indicator The Mission is currently working on the development of a reliable measure of intra-household control of resources

According to one senior-level Mission staff member, if it had not been for the presence of the previous WID Officer, this Strategic Objective would not have been

gender disaggregated. However, the link between women's increased income and the attainment of all four of the goal-level indicators is supported in data collected in Uganda and elsewhere. It was the WID Officer's ability (along with that of others in the Mission) to present this link and make the case clearly and persuasively that perhaps tipped the balance.

BOX 3

Heifer Project International (Funded under the CAAS Project)

The HPI project has improved child nutrition among the communities targeted, raised the incomes of participants, promoted environmentally sound agricultural practices, and is assisting USAID/Uganda to meet its strategic objectives.

The project distributes cows to the neediest members of a targeted rural women's group. The recipients agree to practice zero grazing and other environmentally sound techniques, and to follow a strict routine of keeping accounts and caring for the animal. Husbands participate in the training and other project activities, but women's traditional roles as livestock managers remain intact. They do most of the work and reap the profit.

USAID/Uganda funds the project's work with the Kirinya Women's Group outside Kampala. USAID funds cover training, extension services, and other inputs for the group, while HPI provides the heifers. The area is densely populated, and incomes are meager. Before HPI launched its project in 1993, milk was scarce and child nutrition levels were low.

Kirinya members interviewed noted substantial improvements in their lives since receiving their cows. The average group member has seven children of her own, and many care for relatives' children orphaned by AIDS. Some had brewed beer or made handicrafts to try to raise income for their families before HPI launched the project. Many of them could not afford to send all of their children to school and kept their daughters at home. Now they have the money to cover all of the school fees. In addition, the readily available milk has improved their children's nutrition.

The project has enhanced the group's income and business skills, and the group is now in the process of registering as an official cooperative. This will qualify its members for a wealth of services, such as loans and training.

Cow owners sell milk from their farm gates. There are plans to pool resources and buy a cooler. If a woman's cow bears a female calf, she must give it to another group member. If the cow bears a bull calf, she may sell it and keep the profit. Most use the money for household improvements such as plastering or iron roofing or to expand into other income-generating activities.

The project has also helped to increase the recipients' participation in household decision making. Those interviewed said they plan with their husbands what to do with their profits. Said one, "I decide what to do with the money, then I go and discuss it with my husband."

Environment

The Environment/Natural Resource Management SO includes an indicator measuring the increase in the percent of local men and women deriving benefits from activities related to protected area management. The SO incorporates a target

to strengthen incentives for local participation in management of protected areas and their buffer zones. Indicators for this target include an increase in the number of male and female farmers adopting agricultural/natural resource practices extended or promoted by project activities, and an increase in the number of men and women from buffer zones employed by parks and reserves.

When developing this SO, a gender/natural resource management expert was brought in to assist. The project officer describes this expert's knowledge and analysis as having a major influence on the design of the logframe.

In line with these indicators, the Mission has just developed a monitoring and evaluation (M&E) plan for its environment/natural resource management program which attempts to capture data on men's, women's, and children's roles and responsibilities within the household in regard to the use of natural resources.

Education

The Education SO includes a new initiative to reward schools for boosting quality and access, especially for disadvantaged groups such as girls. One of the targets is to increase girls' persistence, which will be measured by an increase in the percentage of girls who enroll in primary grades 3, 5, and 7 as a percentage of girls who start school. The SUPER Project is the main mechanism through which this SO will be achieved (See Box 2).

To achieve these objectives, the Mission is carrying out an array of project-level activities. The means by which gender concerns are integrated at this level is discussed in the following section.

INTEGRATING GENDER IN THE PROJECT CYCLE

The three stages of the project cycle--design, implementation, and monitoring and evaluation--all carry opportunities for addressing gender issues, as the experience of USAID/Uganda demonstrates. By and large, however, incorporating gender at the design stage--and integrating it into the indicators established to measure project effectiveness--is the most efficient means of improving the chances that it will be incorporated throughout the life of the project.

Design Stage

All projects designed within the last three years at the Mission have addressed gender in this initial stage. While the WID Officer has certainly played a significant role in ensuring this has happened, the Project Development Officer plays an equally strategic role in guaranteeing all requirements are met.

As a concept for a project is generated in the Mission, a design team is established to examine the relevant issues, data, and possible avenues for making an impact. At this point, usually someone will bring up the issue of gender, and plans will be made to see that gender is fully addressed. In this way, for example, a gender specialist participated in gathering initial data for the design of the education project and later participated on the PAAD team, and the AFWID Advisor gave input on the PID for an agricultural export project.

Like many countries in the region, Uganda lacks the availability of reliable gender-disaggregated data. The Mission has made noble efforts to incorporate available data into the design of projects. Further, it regularly funds the collection of gender-disaggregated data that are then used to inform the design of projects. The design process for the SUPER Project is one example of the way in which the Mission incorporates gender analysis into design (See Box 2).

The design process for the Investment in Developing Export Agriculture (IDEA) Project is a good example of not only how baseline data are included in a design, but how their inclusion is sometimes the result of compromise. The project seeks to increase the incomes of rural men and women by increasing the production and export of both low-value crops (maize, beans, etc.) and high-value crops (vanilla, snowpeas, asparagus, and others).

Data show that women represent one half of Uganda's traders, and provide about 80 percent of agricultural labor. Further, an AID-supported study discovered that women who have started producing vanilla--a high-value crop--have substantially increased their incomes and have made marked improvements in household nutrition levels. The Project Development Officer argued that, given these statistics--and given the strategic goal of the Mission--women should comprise 50 percent of the high-value beneficiaries. Because of their increased profit margin, high-value crops are usually dominated by men. After discussion, the design team agreed on a compromise. One of the project's targets is that at least 40 percent of high-value producers, outgrowers, hired labor, and exporters assisted by the project will be women.

Other strategies employed by USAID/Uganda help project designs to address gender concerns. One approach is to focus project activities on the small-scale producer or trader. As in the PL 480 Monetization project (See Box 4), keeping equity issues and the participation of the poorest as a central tenet can help to bring about greater participation by women as well as men. A technique used for the environment/natural resource management program was to bring in gender specialists several times throughout the design process and into the implementation stage. This continual outside focus on gender issues led to gender-disaggregated

indicators for SO#2 and to gender issues being addressed to some degree in both the project and non-project assistance components of the program

BOX 4

The PL 480 Monetization Project

Under USAID/Uganda's PL 480 Monetization Program, US cooking oil is imported into Uganda and sold for local currency. By putting in place a few mechanisms designed to allow small traders equal opportunity to bid on the oil shipments, the program is providing women traders a chance to compete with some of Uganda's richest businessmen. Women account for about one half of Uganda's traders although they are by and large small scale traders.

Three mechanisms prevent the larger buyers from monopolizing the monthly sales. First, 100 tonnes is the maximum set for any one bid. Second, a successful bidder has two weeks to buy off his or her allotment. This allows a small trader to take some of the oil, sell it, and return to pay for the rest. Third, the project reserves the right to refuse a bid for any reason. This rule was acted upon for the first time during a recent sale, when the larger buyers were aware that the PL 480 warehouse was overstocked. They calculated that the project would accept lower bids rather than rent out additional warehouse space. But the project decided to reject these bids. By doing so, the smaller traders were protected from the larger buyers dumping huge amounts of oil onto the market and lowering the price for everyone. One month without any profit could devastate many small scale businesses.

When the project was first launched in 1989, virtually none of the bidders were women. Now, at least one third of the bidders are women, although the proportion could be higher, since female traders will often enlist male relatives to submit their bids.

Women traders interviewed said the program has increased their incomes 15 to 30 percent. One used her profits to build a storage facility. Another is increasing her savings. A third invested her profits back into her household. Before she entered the oil business, one of the traders made her only income through selling eggs out of her house. Now she rents a storage facility in town and sells oil on both the wholesale and retail markets. Another has diversified her business, selling both oil and spirits.

Each of those interviewed bids on an average of five to 10 tonnes each month. While their proceeds vary, a "good profit" was said to be about \$45 per tonne, making their average annual income from oil sales anywhere from \$2,700 to \$5,400. The average Ugandan earns \$170 per year.

Along with an increase in their incomes, these women traders are increasing their knowledge in marketing, accounting, calculating profit margins, and other business skills. They said it sometimes takes them a full day to decide on a bidding price. "But if you are courageous, you can succeed," said one.

Implementation Stage

It is very important that the gender issues captured in design documents are reflected in the ensuing grant documents, cooperative agreements, and contracts. This is being done, for example, with the IDEA Project, the Request for Proposals states specifically that the project must be implemented in such a way as to ensure

that 40 percent of participants in high-value crop activities are women All proposals must show how they intend to accomplish this

Sustaining a gender focus in projects implemented through an umbrella NGO also takes vigilance USAID/Uganda's Action Program for the Environment includes an umbrella grant to an NGO, which issues sub-grants to other NGOs and local PVOs Guidelines for proposals submitted to the umbrella organization include a requirement that applicants specify how and at what stages local

men and women will participate in project implementation, with specific attention to the decision-making process Proposals are also requested to specify the targeted number of men and women participants and beneficiaries

Conducting sector-specific gender workshops during the implementation stage can also prove useful USAID/Uganda did this for its AIDS project and its environment/natural resource management project with notable effect

The implementation stage is usually marked by at least one evaluation This can provide an opportunity to redirect a project to include more rigorous attention to gender issues This was done with the CAAS Project, which had been designed in 1988 before the Mission had really begun to emphasize attention to gender issues

The goal of the CAAS Project is to "raise the standard of living in Uganda through increased agricultural productivity and production" Rehabilitating Uganda's cooperative sector was seen as key to meeting this goal

The project as originally designed funnelled most of its resources to the Uganda Cooperative Alliance (UCA)--a national umbrella organization providing assistance to local cooperatives A 1990 mid-term evaluation identified a number of problems that were threatening the ability of the project to reach its goals A primary recommendation was that "all project resources be focussed more directly toward reaching project beneficiaries," that is, agricultural producers This new people-level focus provided an opportunity to address gender issues in the redesign, and data on women's participation in cooperatives were used to improve the project's impact

Women account for roughly one-quarter of the membership of registered cooperative societies Moreover, there are more than 300 non-registered women's groups which, due to a lack of resources, information, management skills, and other factors, are not able to meet the requirements to become officially registered cooperatives These groups are consequently locked out of the training, loans, and other services provided by the UCA and other agencies, even though women play a vital production role at the community and household levels

Targeting women's groups became a primary focus of the second phase of the CAAS Project. The redesign calls for disaggregating by gender all people-level statistics, and for special efforts to be made to strengthen services to women in mixed cooperatives (See Box 1). The job descriptions for three key positions in the CAAS Project were amended to include responsibility for working toward both men's and women's cooperative agribusiness development. Including such gender-sensitive requirements in job descriptions can be a useful tool for reaching both women and men in project implementation.

BOX 5
The PVO/NGO NRMS Project

This centrally funded project was launched to increase the institutional capacity of Ugandan PVOs to carry out successful natural resource management support activities. A major component of the project is to award sub grants to local PVOs, and provide them with technical assistance and training.

At the outset, no target was set for ensuring women and men benefitted equally from the sub grants program. But it soon became apparent that the participation of women and women's groups went a long way to meeting project objectives, according to Project Coordinator Susan Mubbala of World Learning, Inc (WLI), the implementing NGO for the project. Grant proposals submitted by women's groups tended to focus on the "grass roots, farmer level," where interaction between the community and natural resources is greatest.

Of the initial 36 grants awarded, four went to local women's groups. Of these four, "three of them were the best out of all of the grantees in terms of successful implementation," said Mubbala. For example, a grant was awarded to the Kawoko Kikaawa Women's Group in Masaka. The group originally formed to provide assistance to members and neighbor women widowed by the AIDS epidemic. Members gathered fuelwood, looked after children, and did other household tasks for women overburdened by the loss of a husband or relative to AIDS. Eventually, the members decided that with a little assistance they could increase their incomes and improve the availability of fuelwood in the area.

The group used some of the grant money to plant nitrogen-fixing trees in their individual banana fields. Bananas are the main crop of the community, but declining soil fertility had led to smaller yields over the years. The trees are now helping to improve the soil, and the leaves are used as fodder for animals or as mulch for banana crops. Yields from the targeted fields have noticeably improved. Grant funds also went to establish a eucalyptus plot, and the women now have plenty of available fuelwood. There is even enough left over to sell, and the proceeds go toward school fees. Group members also began to grow sunflowers on their individual plots, and used some of the grant money to buy an oil press. The women are now raising income through the sale of sunflower oil.

Because of the successful activities of women grantees, WLI requested that at least three of the seven members of the PVO executive committee formed under the project be women. In the end, two women were appointed to the committee. AID central funding has recently run out, and WLI has submitted a proposal to USAID/Uganda to help fund the continuation of the project.

Monitoring and Evaluation

As noted, USAID/Uganda's new CPSP includes a number of gender-disaggregated targets and indicators. To monitor and evaluate progress toward these goals, the Mission is increasing its collection of gender-disaggregated data at both the program and project levels.

All projects call for the collection of such data. For example, the Mission has recently developed an M&E methodology for projects under the Action Program for the Environment. The plan calls for tracking the allocation of intra-household labor to resource-use options. Local men and women will be recruited to conduct the surveys, and household members are to be interviewed separately. A baseline for contributions made by men, women, and children can thus be determined, and the project's impact on each can be monitored throughout the life of the project.

Attention to gender is written into all scopes of work for evaluation teams. Evaluation teams are evidently taking this requirement seriously. Two of the most recent evaluations completed include detailed sections on gender issues and make concrete recommendations, including gender training, for improving project impact on women.

The gender workshops conducted to date have assisted in sharpening the focus on disaggregating statistics by gender. This is evident in the AIDS project. The A.I.D.-funded AIDS Information Centers see some 70,000 clients per year, and, unlike one year ago, are now consistently disaggregating statistics.

The Mission has been grappling with gender-disaggregated data at the program level. Specifically, many staff hours have been devoted to formulating a measurement to track intra-household control over incomes. This indicator will monitor progress on SO#1 (increasing rural men's and women's incomes from agricultural exports), and is expected to be developed sometime this year. The fact that the Mission is investing so much energy into the formulation of this indicator reflects an understanding of a critical gender issue in development. That is, that the benefits derived from increases in men's incomes are not necessarily shared with wives and the rest of the household.

FACTORS INFLUENCING THE INTEGRATION OF GENDER

Factors that have helped to propel the Mission toward full integration of gender concerns are identified in this section. Many of them are interdependent, and it can be said that it was a coalescing of many factors that helped the Mission to achieve the success it has. Several staff members date the beginning of a Mission-wide push toward gender integration to the time of the gender workshop conducted in

February 1992 This exercise helped to consolidate individually held perceptions of "WID" into a shared understanding of gender issues It also brought a new level of energy to the task of integrating gender into Mission activities

For illustrative purposes, the factors are categorized as follows A.) Internal those generated from within the Mission, either through key individuals or policies, B) External those found within the local context in which the Mission works, and C) A.I.D those found within the broader A.I.D organizational structure

Internal Factors

Top Management Support

USAID/Uganda's top management is cognizant of the need to take a gender-sensitive approach to development and promotes the genuine integration of women into mission programs and projects In 1990, the Mission Director took the strategic step of placing WID responsibilities with the Program Officer He was aware of that individual's many years with A.I.D and wanted to take advantage of that experience to put some rigor into the WID Officer position

In 1992, the Mission Director sanctioned and participated in one of the most high level and extensive gender training exercises ever conducted by an A.I.D mission Because of the director's participation, the WID Officer was able to gather high-level participation from the Government of Uganda Just as importantly, the chiefs of the Mission's technical offices felt a responsibility to participate and to ensure full participation from their staff

The Deputy Mission Director is equally committed to the integration of gender issues into Mission activities, as was her predecessor Overall, this commitment from the top is communicated throughout the Mission by regularly bringing up gender issues in meetings and by promoting a Mission strategy that is informed about Ugandan women's roles and concerns

WID Officer

There is a strong consensus within the Mission that its gender focus gained strength during the time the former WID Officer served in Uganda, from 1990 to 1993 Several techniques used and characteristics of this former WID Officer may prove useful to others looking to jump start a gender focus in their own missions

Position and Status

WID Officer functions are placed with the Program Officer, a position always held by a direct hire The post carries significant influence with its responsibilities for monitoring and evaluation, the API, overseeing the budget, and clearing off on all scopes of work A key link is that between evaluation and WID responsibilities,

as the program officer can thus ensure that gender issues are addressed in every evaluation. Another important duty is managing the API. The WID Officer used this role to press the staff to first start looking at gender issues. She knew AID/Washington wanted people-level, gender-disaggregated reporting, and used her position to ensure that project officers were collecting this information whenever appropriate. The first step in this process is ensuring gender-disaggregated indicators are established in the program logframe.

In addition, the WID Officer had a rather high profile and some 13 years of experience within A.I.D. before taking the position in 1990. She was very knowledgeable about A.I.D. systems, regulations, and resources. Others, newer to A.I.D., looked to her for advice and direction on correct procedures, and she used these opportunities to bring gender issues into the discussion. She also knew how to find out about the WID resources available to missions, and utilized these resources to help with program and project designs. When the Mission's natural resources strategy was being formulated, she arranged for a gender expert to come out and participate in the design. The expert went on a field visit with the project officer, and this collaboration was mentioned by that officer as helping him to better grasp the gender issues in his sector. Generally, staff members felt the WID Officer was providing assistance rather than adding to their workload.

Personal Commitment and Skills

Although the WID Officer was not initially enthusiastic about taking on WID responsibilities, she realized the resources AID/Washington had in place to assist with gender issues, knew of the Mission Director's interest in the area, and decided to try to make an impact. This personal commitment had a strong effect, and she devoted about 40 percent of her time to WID activities. She would regularly check in with project officers, asking to visit the WID Desk at a counterpart institution, passing out sector-specific gender studies, or making a suggestion to bring a gender resource person in to provide input. She kept the focus on gender in the forefront. Her interpersonal skills also made her efforts successful. Energetic, pro-active, and forceful, she made her constant reminders both interesting and useful. She describes the post as demanding "enormous vigilance." A senior staff member at the Mission described the WID Officer as a "charismatic leader."

Forging a Link with the Community

The WID Officer developed ties with Ugandan women's organizations, and soon became viewed by these groups as a member of their community. She was able to direct some local currency funding to their activities. But perhaps equally important, she became part of the "network," coming to them for advice and linking different groups with each other. WID Officers are frequently approached by women's groups for money, and this can work to inhibit these officers from reaching

out to these groups pro-actively USAID/Uganda's WID Officer alleviated some of this pressure by directing groups to each other for assistance When a private midwives association came to A.I.D for training support, she arranged training provided by another local women's group, which was a far lesser strain on USAID resources than other training options might have been When USAID/Uganda received numerous applications for scholarships to a Georgetown University program for women lawyers, the WID Officer enlisted the help of a Ugandan female high justice to assist in evaluating the applications This networking also enabled the WID Officer to keep on top of the issues and concerns faced by Ugandan women, and better direct A.I.D funding

The Mission's People-Level Strategy

The WID Officer seized a unique opportunity to advance the level of gender integration during the design of the CPSP in 1991 Through R&D/WID's matching funds program, the design team included a member with gender expertise Through the same program, another gender specialist was brought out to review the Mission's portfolio and further integrate gender into the CPSP Due largely to efforts such as these, three out of the four Strategic Objectives (SOs) include a gender-disaggregated focus either within the objective itself or in SO indicators

In addition, the Mission incorporates the use of focus groups and surveys to ensure its programmatic strategy is on track with the needs and objectives of Ugandans themselves Due to the gender-disaggregated nature of the Mission's strategy and the increasing attention given to gender issues by Mission staff, greater effort is being made to include a representative sample of women in these activities This in turn leads to greater input from Ugandan women in the design of Mission programs

During a recent survey, for example, women expressed a strong interest in providing education to their daughters This information fed into the design of the Mission's education project (See Box 2) For a recently designed agricultural export project, interviews were conducted with over 100 men and women in the private and public sectors This led to a workshop attended by 70 Ugandan representatives from both sectors, where the proposed project approach was endorsed The approach includes a target that women comprise at least 40 percent of high-value producers, growers, laborers, and exporters assisted by the project

External Factors

Government Support

The government of President Yoweri Museveni vocalizes the need to incorporate women into the development of Uganda The establishment of women's desks in government agencies and the policy of reserving a certain number of legislative

seats for women has at least worked to familiarize most of the Mission's counterparts--at all levels--with the vocabulary of "WID " This has worked to open up opportunities to strengthen the gender focus of USAID development efforts When asked to do so, district-level officials are happy to bring women in to participate in discussions with Mission staff In some cases, attention to women has been government-led, as in the design of the SUPER Project (See Box 2)

Donor Support

While there is not a Donor WID Committee in Kampala, many donor agencies appear to be seized of the issue of gender Various donors have provided gender training, and the topic comes up regularly in discussions At a recent high-level donor meeting to review a government report on civil service reform, for example, all donors agreed that greater attention needed to be given to the impact on women At the project level, USAID and SIDA are both working to improve services to women provided by the Uganda Cooperative Alliance This interaction works to mutually reinforce the emphasis of the two programs

Local Expertise

USAID/Uganda is increasingly relying on local social scientists to assist with training and the design of projects Female experts from Makerere University, who are well-versed in gender issues and familiar with the local context, have helped to strengthen the gender focus in the design process For a new health project, for example, a local social scientist suggested that the design include an emphasis on tailoring IE&C messages to groups categorized by both gender and age The addition appears in the Project Paper (See Box 6) A local social scientist participated

BOX 6
The DISH Project
Delivery of Improved Services for Health

This newly designed project is aimed in part at lowering Uganda's high fertility rate and HIV prevalence, reducing the number of high-risk pregnancies, and improving the diagnosis and treatment rate for sexually transmitted diseases In a clear recognition that women often do not make family planning decisions alone, IE&C campaigns will stress the importance of spousal communication regarding family planning Three different sets of messages for three distinct audiences will be designed.

Audience

- 1) Women aged 15 to 19
- 2) Women aged 20-29 who already have 4 children
- 3) Husbands and Partners

Goal of Message

- Delay first pregnancy
- Practice birth spacing
- Reduce high-risk pregnancies
- Encourage dialogue on FP & HIV
- Counter negative male attitudes

in the preliminary study for the education project, offering available data on male and female enrollment rates and making suggestions on the best means of collecting more information. A local female scientist was also recruited as co-trainer for a gender and natural resources workshop. One Mission staff member commented that these local female scientists are able to clearly identify the gender issues at hand.

An added benefit to recruiting these experts is that it provides them with an opportunity to fortify their own research and analytical skills, thereby strengthening local capacity in such areas. For example, one local social scientist said her participation on a design team gave her a greater understanding of how to conduct a feasibility study. The WID Officer is currently trying to put together a list of such local experts from which the various technical offices can regularly draw.

Factors within the A I D Structure

Regulations and Requirements

A I D requirements for addressing, and reporting on, gender issues was cited frequently by Mission staff as a major impetus. Mission staff are fully informed of the requirements, and see it as in their best interest to meet them. However, the Mission's consistent level of quality in addressing gender in reporting and design documents is largely due to the resources, information, and attention provided by the WID Officer. For the Mission's primary impact reporting document, the API, the WID/Program Officer has a useful tool in the gender-disaggregated program indicators set out in the CPSP. These clear-cut indicators necessitate the collection of gender-disaggregated data and, more importantly, require program strategies that ensure the intended impact reaches women as well as men.

AFWID Services

The Mission makes regular use of the regional AFWID Advisor. At the beginning of each fiscal year, the Mission puts in a request to REDSO/EA for the Advisor's services. This year USAID/Uganda has requested that the Advisor visit the Mission every three months. Her regular presence there has allowed her to establish a rapport with most project officers and heads of technical offices, and helps to keep gender issues on the front burner. Thus, although the Private Sector Advisor has never directly worked with the AFWID Advisor, he knows her and is familiar with her work, and plans to consult her on her next visit in conceptualizing a new private sector initiative. Moreover, she is described as "service oriented," and makes herself available to any office requiring her assistance.

R&D/WID Services

USAID/Uganda frequently utilizes the matching funds program of the R&D/WID Office to receive training and technical assistance. The Mission's history of interaction with the WID Office is a good example of the way in which

momentum can be built, as one training workshop or technical assistance effort frequently led to another. Having this access to technical resources is seen as key, and the matching funds program reinforces the perception held within the Mission that Washington has a vested interest in the issue. Further, the USAID/Uganda WID Officer will often contact the WID Office simply for advice or information.

Training

As previously mentioned, the gender training workshop held in February 1992 was attended by virtually all of the Mission's key staff, as well as by implementing NGOs and high-level host agency counterparts. The purpose of the three two-day workshops was to "level the playing field" so that all of those involved in USAID/Uganda programs would have a shared understanding of what gender issues are and how to more fully address them. The WID Officer arranged for the workshops to be held at a hotel outside of town, encouraging all who could to spend the night at the hotel. This increased the likelihood that participants would not only return for the second day but devote their full attention to the workshop. Moreover, as already mentioned, the Mission Director's active participation brought credibility and weight to the exercise. The workshop was successful in bringing gender issues into the spotlight.

The workshop sparked an interest among participants working on the Mission's AIDS program to hold another training to examine the gender issues in the battle against AIDS. This led, in 1993, to what was probably the first training workshop on gender and AIDS to be held in the region. It was attended by implementing NGOs, Mission staff, and leaders in Uganda's fight against AIDS. Due in part to this second workshop, AIDS project personnel are now more thorough in collecting gender-disaggregated statistics, guidelines have been drafted for NGOs on ways to approach gender issues in their work, and the lead implementing NGO made a deliberate effort to hire a woman to direct one of its primary programs.

A third workshop grew from the second. As the AIDS workshop was getting underway, implementors of the Mission's Action Program for the Environment were grappling with gender issues in the environmental field. The WID Officer and lead implementing agency decided a gender training workshop would be useful. It was held soon afterward, attended by high-level representatives from Uganda's National Environmental Action Plan Secretariat. This workshop was funded through the implementing agency's budget, and in fact did not utilize R&D/WID's matching funds program. This is a prime example of what that program is designed to do: stimulate decentralized and independent activities geared toward integrating gender issues into A.I.D. programs.

Technical Assistance

The Mission began to make frequent use of R&D/WID technical assistance in 1991. Matching funds put gender into the scope of work for one of the members of the CPSP design team. Matching funds also enabled a gender specialist to conduct a thorough review of the Mission's portfolio at that time, and she assisted in strengthening the gender focus in the draft CPSP. While completing this activity, the specialist was invited to comment on the Cooperative Agriculture and Agribusiness Support project, which was in the process of being redesigned. Her input played a major role in the way the project is currently structured (See Box 1).

By keeping in regular contact with the WID Office, the WID Officer was able to call on these resources to fill the gaps in her own knowledge. After the Environment/Natural Resources Officer asked for assistance in integrating gender into his program, the WID Officer found an article in the WID Office newsletter on the ECOGEN project. A gender specialist from that project came out under R&D/WID matching funds, and gender-disaggregated indicators are firmly established in the program's logframe.

Relying on these technical services helped to allay the pressure put on the WID Officer, who, when she came into the position, had no expertise in gender issues. She was able to depend on her own energy to keep the issue in the minds of Mission staff, while relying on these technical services to provide substantive and sector-specific input.

KEY LESSONS LEARNED

Following are some of the key lessons learned in this case study of USAID/Uganda's efforts to integrate gender throughout its portfolio.

- ✓ **Disaggregate by gender all people-level targets and performance indicators.** This was done in the Mission's SO#1, for example, which targets both men's and women's incomes.
- ✓ **Collect gender-disaggregated data and use it to inform project and program design.** For example, USAID/Uganda incorporated data on women producers in the design of its IDEA project, and data on girls' school attendance in the design of its SUPER project. At the program level, the Mission is fully informed about the benefits of increasing women's incomes and education levels in order to meet its strategic objectives, as reported in its latest API.

- ✓ **Be willing to negotiate on gender-disaggregated targets if met with resistance from key staff members** As was done in the design of the IDEA project, compromising on gender issues may sometimes prove to be the best approach to ensure gender is addressed at all
- ✓ **Target projects that focus on the smaller producers or traders, and those that aim to promote growth based on equity** In Uganda, women make up a large proportion of small-scale farmers and traders. As seen in the Mission's PL 480 project, activities aimed to assist the poorest sectors of the population are rich in potential to address gender issues
- ✓ **Capture gender-sensitive components of the design in the ensuing grant documents, cooperative agreements, contracts, and scopes of work for evaluation teams** The Mission is making a consistent effort to do this for all of its projects
- ✓ **Take advantage of gender training services throughout the project stage.** Sector-specific gender training can be useful once a project is underway, as well as before implementation begins
- ✓ **If gender issues surface at a mid-term evaluation, take the opportunity to redirect project resources so that women and men can benefit equally throughout the rest of the project** USAID/Uganda took the bold step of making major revisions in its CAAS project midstream
- ✓ **Regularly communicate top management commitment to gender issues to all Mission staff** Mission management accomplishes this by regularly bringing up gender issues in meetings and by promoting a Mission strategy that is informed about Ugandan women's roles and concerns
- ✓ **Place the WID Officer in a strategic position** The WID Officer can be most effective if she holds a position of relative power within the Mission and has regular interaction with all program and project staff
- ✓ **Ensure Mission staff are informed about A I D regulations and requirements vis-a-vis gender.** USAID/Uganda staff treat the requirements on gender integration just as they do all other requirements of their jobs
- ✓ **As a WID Officer, be committed, proactive, and informed** A WID Officer must be committed to furthering his/her Mission's program by promoting attention to gender issues. As described in this report, once that commitment is made, there are several strategies a WID Officer can employ

to meet his/her goals, especially when informed about local women's concerns and the resources available to assist him or her within A I D

- ✓ **Utilize Mission interaction with host-country citizens to ensure women's voices are heard** USAID/Uganda's use of focus groups and surveys is a perfect avenue for allowing Ugandan women to have an input into program and project design
- ✓ **Act on government-articulated concerns for women** In the design of the SUPER Project, USAID/Uganda listened to government concerns about girls education, and responded genuinely by making them a cornerstone of the project
- ✓ **Work with other donors in highlighting gender issues** Bring up gender issues on a regular basis in meetings with other donors, and build on other donors' programs in this area
- ✓ **Utilize the expertise of local women social scientists** Host-country women experts can often quickly articulate local gender issues and assist in incorporating them into project and program design
- ✓ **Be informed about and utilize resources available from A I D to assist in gender integration** USAID/Uganda is a prime example of how a mission can best use, and build upon, the services provided not only by the WID Office but also the AFWID project

CONTACTS/INTERVIEWS

Shirley Erves Kore
Former WID Officer
USAID/Uganda

Wanjuku Muhato
AFWID Adviser
USAID/REDSO/ESA

Cheryl Anderson Kisi
WID Officer
USAID/Uganda

Laticia Diaz
Acting Mission Director
USAID/Uganda

Norman Olsen
Chief, PDO
USAID/Uganda

Duane Ericksmoen
PO/CAAS
USAID/Uganda

Rob Clausen
PO/APE
USAID/Uganda

Mary Kaboggoza
FIDA/Kampala

Matthias Kibuuka
Training Officer
USAID/Uganda

Ann Gakwandi
Regional Chief Credit Manager
Uganda Coop Bank

Justice Alice Mpagi Bahigane
Uganda High Court

Ann Katahoire
Senior Lecturer
Makerere University

Sarah Mangali
General Manager
Uganda Women's Finance and Credit
Trust (UWFCT)

Babyale Pross
Trainer
UWFCT

Elaine Wako
Loan Officer
UWFCT

Bernie Runnebaum
Program Manager
PL 480 Monetization

Janet Baryarwaha
Margaret Kuugu
Sarah Kigozi
PL480 Participants

Bruno Komakech
Private Sector Advisor
USAID/Uganda

Rhemie Kiggundu
A/PM
USAID/Uganda

Patrick Fine
PO/SUPER
USAID/Uganda

Vic Amann
CAAS Project

Christine Kiganda
Education Specialist
USAID/Uganda

Matt Tokar
Agribusiness Advisor
CAAS Project

Jim Seyler
Chief of Party/NEAP
APE

Susan Fine
Project Development Officer
USAID/Uganda

Henry Aryamanya-Mugisha
NEAP Coordinator

Robin Phillips
Economist
USAID/Uganda

Dennis Frederckson
PL 480 Manager
Uganda Cooperative Bank

Holly Wise
Chief Development Officer
USAID/Uganda

Lucy Mugisha
Senior Gender Development Officer
Uganda Cooperative Alliance

Jova Bagarukayo
Women's Program Officer
Uganda Cooperative Alliance

Bernard R. Muyeya
Uganda Country Representative
Heifer Project International

Leroy Duvall
GMU Coordinator
APE Project

Susan Mubbala
Project Coordinator
PVO/NGO NRMS Project
World Learning, Inc

Members of Kirinya Women's Group

Members of Mateete Women's Group