



USAID
FROM THE AMERICAN PEOPLE

GENDER ASSESSMENT USAID/EL SALVADOR

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ACRONYMS

ADR	Alternative Dispute Resolution
ADS	Automated Directives System
AECID	Spanish Agency for International Cooperation for Development
AIDS	Acquired Immune Deficiency Syndrome
APS	Annual Program Statement
AOs	Assistance Objectives
CAFTA-DR	Central America-Dominican Republic-United States Free Trade Agreement
CEDAW	The Convention for the Elimination of All Forms of Discrimination Against Women
CIA	Central Intelligence Agency
COTR	Contracting Officer's Technical Representative
CSO	Civil Society Organization
DG	Democracy and Governance
DLI	Development Leadership Initiative
EG	Economic Growth
FEPADE	<i>Fundación Empresarial Para El Desarrollo Educativo</i>
FIAES	<i>Fondo Iniciativa para las Américas El Salvador</i>
FGR	<i>Fiscalía General de la República</i>
GBV	Gender-Based Violence
GDI	Gender-related Development Index
GEM	Gender Empowerment Measure
HDI	Human Development Index
HDR	Human Development Report
HIV	Human Immunodeficiency Virus
IDB	Inter-American Development Bank
IIDH	<i>Instituto Interamericano de Derechos Humanos</i>
ILO	International Labor Organization
IR	Intermediate Result
ISDEMU	<i>Instituto Salvadoreño Para El Desarrollo de la Mujer</i>
LAC	Latin America and the Caribbean
NGOs	Non-Governmental Organization
PASMO	<i>Organización Panamericana de Mercadeo Social</i>
PGR	<i>Procuraduría General de la República</i>
PMP	Performance Monitoring Plan
RFAs	Requests for Assistance
RFPs	Requests for Proposals
SOW	Scope of Work
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
WB	The World Bank

EXECUTIVE SUMMARY

USAID/El Salvador conducted an assessment of the integration of gender in Mission programs as is required for the development of the new Country Strategy. The purpose was to identify key gender issues and constraints in Mission programs, and to provide guidance on how to achieve effective gender integration in the new portfolio. A review of the impact of a similar 2004 gender assessment was included in the Scope of Work (SOW). The assessment found a general awareness in the Mission of the basic USAID requirements for attention to gender considerations, although gender generally is equated with women rather than the relations between men and women. With a few exceptions, the projects do not take account of gender relations in their activities or results. At the proposal stage, project implementers are required to specify how gender is incorporated into both the approach and work plan, but USAID managers provide minimal follow-up or compliance monitoring of these plans. As a result, in most cases, the participation of men and women is noted only in training statistics.

The Context: Gender in El Salvador

Although gaps remain in earnings, literacy, poverty, and political participation, El Salvador has seen significant advances in gender equality in social, economic, and political spheres since the Peace Accords. The most visible and significant continuing issue is the culture of male dominance (*machismo*) that remains the defining feature of gender relations. It manifests graphically in the high rates of violence against women and the continued impunity in these cases. Gender-based violence is the principal issue of the government's Institute for Women (*Instituto Salvadoreño para el Desarrollo de la Mujer*, ISDEMU), donor organizations active in gender and development, and women's advocacy non-governmental organizations (NGOs). Other key areas of concern include under-representation of women in government and decision-making, economic inequality and poverty, and continuing high levels of maternal mortality, adolescent pregnancy and school abandonment, and HIV/AIDS.

Attention to the Recommendations in 2004 Gender Assessment and Plan of Action

USAID/El Salvador has complied with the minimal requirements for gender integration, but over the five-year period since the last assessment, gender considerations gradually have moved down on the Mission technical agenda. After the initial period of work with the gender consultant in 2004 and the issuance of a 2006 Mission Order on Gender, the recommendations for gender analysis, gender-specific indicators, and monitoring and evaluation were not incorporated into new projects. The Gender Committee, under the direction of the Gender Coordinator, has been ineffective in carrying out the tasks assigned to it under the Mission Order, meeting only at irregular intervals and with minimal involvement in decision-making.

Analysis, Findings, and Recommendations by Sector

Governing Justly and Democratically: The Access to Justice Project recently has initiated work focused on crimes of domestic and sexual violence due to the continued ineffectiveness of the Criminal Procedures Code in these cases and almost complete impunity with which they are

treated. This project is a good example of effective identification of an entry point in the program structure for integration of the key gender issue of gender-based violence.

USAID has supported alternative dispute resolution (ADR) through mediation for 12 years, reporting sex-disaggregated data on number and types of cases, and resolution, but with minimal attention to gender dynamics in design, monitoring, or training of mediators. The Transparency and Governance program has not explicitly incorporated gender issues in its agenda, although it has worked with women's NGOs and reported on the number of men and women trained.

Three labor justice projects to build compliance for the Central America and Dominican Republic Free Trade Agreement (CAFTA-DR) requirements include a component to address gender differences in access to labor justice through sub-grants with regional NGOs for research or capacity building, with an eye toward policy development. Finally, the Mission supports both a regional and a bilateral project for prevention of youth violence. While both projects note the link between intra-household violence against women and the attraction of young people to gangs no specific actions have been taken to counter these effects.

The recommendations for this area are:

- To build sustainability in the Access to Justice activities: continue the use of a collaborative approach to build a broad-base of support and breadth of services; develop valid and reliable indicators to establish a database of these crimes and to track compliance; and, consider an information and sensitization campaign in support of this work to raise awareness of the impunity issue and of efforts to counter violence against women.
- Document lessons learned about the effectiveness and short-comings of ADR for civic cases and for women's access to justice. Consider support for an information system to track cases, long-term results, and disaggregate by sex.
- In activities related to transparency, ensure that explicit mechanisms are in place and institutionalized for women's organizations to articulate and act upon their interests in terms of transparency.
- Develop holistic interventions against youth violence, with research, training and sensitization about the meaning of masculinity, the relations between adolescent men and women, and the impact of masculinity for reproductive health, violence against women, and broad-based violence in the community.

Economic Growth: In accordance with the current Central America and Mexico Regional Strategy which focuses on trade-led growth as the key to economic development in the region, USAID/El Salvador economic growth projects emphasize macro-economic issues including tax administration and assistance to the government in achieving compliance with CAFTA-DR requirements, as well as work on natural resource management. All projects have required reporting of the number of men and women trained but only the natural resource management projects have included attention to gender relations in project implementation. Two new activity

areas likely to be included under the new economic growth strategy, Municipal Competitiveness and Workforce Development, have potentially significant gender aspects. In both cases, the preparatory background studies have not considered potential gender differences or dynamics that might affect the design.

The recommendations for this area are:

- Include an assessment of employment trends by sector and by rural and urban markets, and the relative position of men and women within these markets, as the base for documenting the effect of the strategy on gender inequality over the five years of the new strategy.
- The process of design of all new activities should include a project-specific gender analysis. The Municipal Competitiveness project should do a baseline gender assessment in each municipality selected for the project to define targets and indicators.
- Based on the experience of current natural resource management projects, recommendations for compliance with gender requirements include: define and track gender indicators; include budget line items for gender equity and monitoring; and include gender variables in the baseline analysis and in both midterm and final project evaluations.

Investing in People: Historically, the education and health sectors have focused on issues of women and gender through, for example, maternal mortality and reproductive health, and increasing girls' access to schooling. This emphasis continues but with increasing attention to the roles of men in relation to women in health, and gender relations as a factor in education and health institutional structures and operations. The only project under this Assistance Objective (AO) with an explicit gender approach is the HIV/AIDS behavior change communication project, which focuses on analysis of roles and norms associated with masculinity.

The recommendations for this area are:

- Because gender was not included in the recent sector assessments for health and education, sector-specific gender assessments should be prepared as addenda to the overall assessments prior to strategy development.
- Incipient efforts to involve men as participants in maternal-child health and health service delivery should be continued and supported by gender analysis and indicators.
- Consider analysis of health system human resource data, disaggregated by sex, to investigate potential biases in the institution.
- Investigate possibilities to expand FESAL (Demographic and Health Survey) to provide data through the life cycle rather than only through reproductive years.
- Include gender awareness training as a part of all training programs in education.

- Analyze sex-disaggregated data on student and school achievement to identify constraints on school completion with particular attention to school-related violence as a factor particularly for girls.
- Ensure that gender differences and constraints are built into community-based decentralized education strategic planning processes.

Recommendations for the Mission Gender Plan of Action

Recommendations are provided at the Mission, program, and project levels to enable the Mission to comply with Agency requirements for attention to gender and to institutionalize gender mainstreaming so that gender considerations are an integral part of all projects and results. The recommendations include attention to mechanisms (with financial support) within the Mission structure for gender analysis and monitoring, staff training, and exchange of lessons learned among Assistance Objective teams, partners, and other donors.

I. INTRODUCTION

USAID/El Salvador conducted this Gender Assessment in anticipation of the preparation of a new strategic plan for FY2010-2015. The purpose was to identify key gender issues and constraints to be addressed in Mission programs and to provide guidance on how to achieve effective gender integration in the new portfolio. The assessment included programs in the three broad technical areas: (1) Governing Justly and Democratically, (2) Economic Growth, and (3) Investing in People.

A team of two consultants, Virginia Lambert (Washington, D.C.) and Violeta Muñoz (San Salvador), carried out the field work for the assessment between October 20 and November 13, 2009. The Scope of Work (SOW) included four interrelated tasks:

- Review of key gender issues in El Salvador;
- Assessment of attention to gender in Mission programs;
- Assessment of the institutional context supporting gender mainstreaming in the country and the Mission; and
- Recommendations for a Gender Action Plan for the Mission.

The information to meet these ends was gathered from a review of a broad range of documents, including Mission program information; meetings with the Mission technical area teams; followed by interviews with implementing partners; and interviews with representatives of key government and civil society organizations, and other donors. Field visits were made to two project sites. To prepare the Gender Action Plan, the consultants also asked USAID staff to revisit the recommendations from the 2004 Mission Gender Assessment to ask which items had/had not been implemented in the ensuing five years, why/why not, and whether any change occurred as a result. In addition, the team conducted a Gender Briefing for Mission staff focused on the USAID approach to and requirements for gender integration, and a Seminar Workshop for implementing partners on the importance of gender analysis and programming at the project level.

USAID defines two primary questions to guide the gender analysis for the strategic plan, Assistance Objectives (AOs), and Intermediate Results (IRs)¹, which serve as the basis for the analysis and recommendations in this assessment:

- How will the different roles and status of women and men affect the work to be undertaken?
- How will the anticipated results of the work affect women and men differently?

It is important to emphasize that the analysis in this assessment, which covers the entire Mission portfolio, is only the first step in the process. In most cases, as the strategy develops, this broad analysis will need to be supplemented by analysis of gender issues specific to particular sub-

¹ ADS 201.3.9.3

sectors and projects. The activities to respond to these issues and indicators to monitor gender-related factors will be drawn from the project level analysis.

The report begins with an overview of the objectives and process for integration of gender considerations in USAID programs, including the definition of key terms and the recently revised requirements for attention to gender concerns in the 200 and 300 series of the Automated Directives System (ADS). Section III focuses on the gender relations and key issues related to gender inequality in El Salvador, as the context of USAID programming, concentrating on factors related to Mission programming priorities. It also discusses the institutional context in terms of key organizations and actors in the government, the donor community, NGOs, the private sector, and academic institutions, and identifies potential resources for data and expertise.

Section IV reports on the implementation of the recommendations from the 2004 Mission Gender Assessment and the implications for the current Gender Action Plan. Section V analyzes the extent of gender integration in the three Mission program areas, and provides recommendations both for current projects and for potential future areas of activity. The Conclusion (Section VI) is followed by Recommendations for the Gender Action Plan. The Plan itself will be developed by the Mission. The Annexes include (A) the Scope of Work for the Assessment, (B) documents reviewed, and (C) organizations consulted.

II. GENDER INTEGRATION IN USAID

In its Automated Directives System (ADS), USAID has set out specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The newly revised Series 200 and 300 (revised 11/5/2009) include guidance on the procedures for gender integration in project design, implementation, monitoring, evaluation, and procurement criteria (ADS Series 300, Acquisition & Assistance). The guidance also includes a statement of USAID policy on gender equality.

“...the United States Agency for International Development (USAID) is striving deliberately to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development, enjoy socially valued resources and rewards; and realize their human rights.”²

The integration of gender considerations in development entails an understanding of the relationship between men and women in society in terms of the roles they play, which are both different and interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of this relationship are important in applying gender analysis to development.

² ADS 201.3.9.3

“Gender is a social construct that refers to relations between the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time.”³

In order to ensure that USAID assistance makes the optimal possible contribution to gender equality in developing strategic plans, AOs and IRs, Operating Units must consider the following two questions:

- How will the different roles and status of women and men affect the work to be undertaken?
- How will the anticipated results of the work affect women and men differently?⁴

The point is to look for the implications of any program or policy for men and women and to incorporate the needs and experiences of women and men as an integral part of the program design, implementation, and monitoring.

Gender integration usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because gender affects program results, but also to promote gender equality and empowerment of women.

“**Gender integration** is a process of analyzing potential inequalities and differences between men and women and then making decisions about how to adjust programs so that they benefit both sexes. These are strategies for making women’s and men’s needs and experiences a central part of overall strategic planning, development of Assistance Objectives, program design, implementation and evaluation.”

“**Gender analysis** is the process used to identify, understand, and describe gender differences and the impact of gender inequalities on a specific program at the country level or project level. Gender analysis is a required element of strategic planning and project design and is a step to achieving gender integration.”

“Steps to conducting gender analysis include:

- Analyze sex-disaggregated data and information;
- Assess roles and responsibilities/division of labor;
- Consider access to and control over resources;
- Examine patterns of decision-making; and
- Examine the data using a gender perspective.”⁵

³ ADS 201.3.9.3

⁴ ADS 201.3.9.3

⁵ Guide to Gender Integration and Analysis: Additional Help for ADS Chapters 201 and 202 (11/5/2009), p. 7.

USAID focuses on gender considerations throughout the programming process and specifically with respect to the following steps:

- **Program Planning: Assistance Objective.**

“Accordingly, USAID planning in the development of strategic plans and AOs must take into account gender roles and relationships. Gender analysis can help guide long-term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. USAID’s gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given strategic plan, AOs, and activities;” and

“Conclusions of any gender analysis performed must be documented at the country strategic plan, AO, project, or activity approval stage.”⁶

- **Project and Activity Planning Step 2: Conduct Project-Level Analyses, as Needed.**

“All projects and activities must consider gender issues in a manner consistent with the findings of any analytical work performed during development of the Mission’s long term plan or for activity design...the conclusion of any gender considerations should be documented in the Activity Approval Document. If the AO Team determines that gender is not a significant issue, this should be stated in the Activity Approval Document.”⁷

- **Reflecting Gender Issues in Performance Indicators.**

“Performance management systems and evaluation at the AO and project or activity levels just include gender-sensitive indicators and sex-disaggregated data when the technical analyses supporting the AO, project, or activity to be undertaken demonstrate that:

- a. The different roles and status of women and men affect the activities to be undertaken; and
- b. The anticipated results of the work would affect women and men differently.

Gender-sensitive indicators would include information collected from samples of beneficiaries using qualitative and quantitative methodologies or looking at the impact the project had on national, regional, or local policies, programs and practices that affect men and women;” and

“Programs often affect men and women differently, and AO Teams should look for unintended consequences that may need to be addressed over the course of the project.”⁸

⁶ ADS 201.3.9.3

⁷ ADS 201.3.11.6

⁸ ADS 203.3.4.3

- **As a Trigger for Evaluation.**

“AO Teams must conduct at least one evaluation aimed at understanding progress or lack thereof and the types of actions that need to be taken to improve performance... In the course of implementing an AO, the following situation should serve as a trigger for an evaluation:

Performance information indicates an unexpected result (positive or negative) that should be explained, such as unanticipated results affecting either men or women.”⁹

- **Issuance of Requests for Proposals (RfPs)¹⁰ and Requests for Assistance (RfAs)¹¹:**

“The solicitation documents for contracts and grants/cooperative agreements/ Annual Program Statements (APS) have similar requirements for inclusion of gender considerations in the document.

- USAID must address gender issues in all USAID-funded activities. For solicitations, the contracting Officer must ensure that the requiring office integrated gender issues in the procurement request or provided the rationale ... for why gender is not an issue for the particular activity to be implemented; AND
- When the procurement request integrates gender issues into the different contract performance components, the contracting officer must work with the technical office to ensure that the technical evaluation criteria correspond to these contract performance requirements.”

The present report is a program-wide technical analysis and assessment intended as a basis to identify the dimensions and indicators of gender relations in each program area. It is not a stand-alone document. Gender integration requires gender analysis as a part of each sectoral assessment. This report constitutes only a baseline reference document highlighting major issues and considerations – a broad overview of the status of women in El Salvador. The analysis and recommendations can serve as an initial guide for the Mission to meet activity-level gender requirements, define indicators, and finalize a Gender Action Plan.

III. Background and Context for Gender Relations and Issues

This section provides an overview of the relative status of men and women in El Salvador concentrating on factors related to USAID programming priorities. The focus is on topics and issues related to inequality, which have received the most attention from government, NGOs, and other donor organizations.

⁹ ADS 203.3.6.1

¹⁰ RfPs: ADS 302.3.5.15

¹¹ RfAs and APSs: ADS 303.3.6.3

In addition, and in accordance with the Scope of Work, it identifies resources in terms of expertise and data, as well as key actors in the government, the donor community, NGOs, the private sector, and academic and research institutions.

A. Demographic and Social Profile

Basic Demographic Statistics

According to the 2007 Census, the population of El Salvador totaled 5,744,113 with 47.3% men and 52.7% women, or almost 11% more women than men in the country. Interestingly, the population total reflects a decline in population of more than 500,000 persons from 2007 to 2009, with a slight decrease in the percentage of men in relation to women (previously 47.4 to 52.6).¹² The population continues to shift towards the urban areas (48%) with 27.3% of the population now located in San Salvador. When age is considered, 39% of the males living in El Salvador are 15 years of age or younger and 36% of the females are 15 or younger. Life expectancy for women is 75.9 years while it is 66.4 years for men.¹³

Historically, more men than women have migrated to the U.S., but this is shifting and currently approximately 48% of migrants are women. Migration is linked to poverty and lack of employment opportunities especially in non-urban areas. El Salvador has an emigration rate of 14.3%. The major destination for migrants from El Salvador is North America with 86.8% of emigrants living there.¹⁴ Women are also more likely than men to migrate internally to the larger cities of San Salvador, La Union, and Santa Ana.

More than a third of all households (36.8%) are headed by women. This number falls to 31% in the rural areas and increases to more than 38% in urban areas. Two-thirds (65.6%) of the female-headed households fall into the two lowest categories of well-being¹⁵ although more than half (54%) report remittances. Remittances help reduce poverty, nevertheless, only a minority of poor households receive remittances.¹⁶ It is also significant that in 2009 alone, there has been a dramatic decline of 10% or more in the amount of remittances.¹⁷

Education

The achievement of near parity in access to primary education is a positive indicator. In fact, the disparity seems to exist more between urban and rural areas than between boys and girls. In 2006, children averaged 5.8 years of schooling. In urban areas the average was 7 years for each child, while in the rural area the average schooling was 3.9 years. In comparison with children of urban areas, children in rural areas are more likely to discontinue schooling because they are

¹² The CIA World Factbook for El Salvador estimates a population of 7,185,218 people for July 2009. It is unclear whether the Factbook overestimates the actual population or the 2007 Census for El Salvador failed to identify all persons currently living in the country or whether some other explanation applies.

¹³ UNDP Human Development Report 2009: El Salvador.

¹⁴ *Ibid.*

¹⁵ FESAL 2008 available at <http://www.fesal.org.sv/2008/informe/final/default.htm>.

¹⁶ 11% of households in the poorest quintile in 2002 according to the World Bank.

¹⁷ World Bank El Salvador Income Support and Employability Project (2009).

not interested. However, girls in rural areas, in contrast to boys, are markedly more likely to discontinue their schooling due to household responsibilities.¹⁸

Although the gap is narrowing with improved access to schooling, illiteracy among women remains higher than illiteracy among men, especially in rural areas. According to the UNDP, 79.7 % of women 15 years or over are literate, as compared with 84.9% of men. ISDEMU presents statistics for 2006 showing men with an 11.9% illiteracy rate in comparison with women with 16.9%.

When these percentages are disaggregated for men and women in urban and rural areas, the significance of illiteracy for rural residents in general, and women in particular, becomes even more pronounced. In 2006, in urban areas, 6.3% of men and 11.8% of women were illiterate, in contrast with 20.2% of men and 25.5% of women in rural areas. Lack of literacy continues to be an impediment to employment opportunities, especially for women.

Understanding of the gender-differentiated reasons for the high rates of secondary school drop-outs remains limited. However, a recent study indicates that gender-based violence is a factor in school desertion, especially for girls.¹⁹

Health

There has been notable improvement in access to health services over the last five years. Nevertheless, advances within the health sector are sometimes counterbalanced by unexplained declines or variations within the same service sector.

Maternal mortality rates have fluctuated over time. During the last 15 years the overall trend has been downward from a high of 100/100,000 in 1994; however, it is not consistent. In 2006 it was 59/100,000, but the year before it had been down to 49/100,000.²⁰ The cause of the fluctuation is not clear, particularly given the progress in recent years in access to health services. What is known is that maternal deaths are more likely to occur among young, poor, less educated women living in rural areas.

Women continue to seek prenatal care although the actual number has declined over the last five years, with adolescent women (10-19 years) consistently representing about a third of those women. In fact, adolescent women who are pregnant are likely underrepresented in these statistics because of lack of orientation about reproductive health and services, and embarrassment. The declining number of deliveries may also be reflective of the declining fertility rate which has gone from 3.0 in 2003 to 2.5 in 2008.²¹

Increasingly, HIV/AIDS is becoming a women's epidemic, world-wide and in El Salvador, with the predominance of new cases occurring among young women with a prevalence of 1

¹⁸ ISDEMU 2007.

¹⁹ See, for example, the recent publication of the Procuraduría para la Defensa de los Derechos Humanos, Primer Informe Situacional Sobre Violencia Sexual en Niñas y Adolescentes.

²⁰ ISDEMU, p. 13.

²¹ FESAL (2008).

woman/1.3 men. This most recent rate is especially alarming when contrasted with a rate of 1 to 1.8 in 2003 and 1 to 3.1 in 2001.

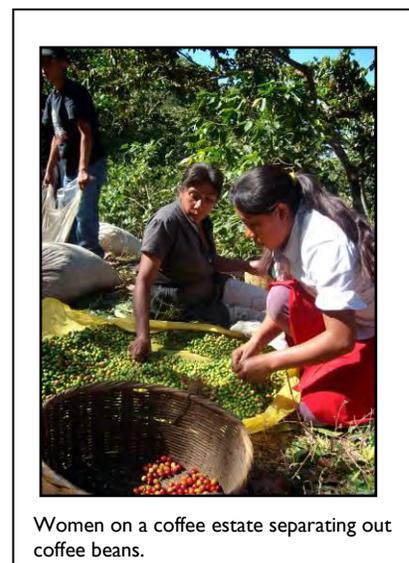
Economic status and employment

In the period from 1991 through 2002 the total poverty level in El Salvador decreased from 64.4% to 37.2%, and to 35% by 2006. During that same period the extreme poverty level decreased more than half from 31.2% to 15.4%.²² However,

“...The substantial gains in poverty reduction and social areas in the last years are being challenged by the recent food, fuel and financial crisis in El Salvador, showcasing the vulnerability of the urban poor.... Since 2005, these improvements were accompanied by an important Government effort to target the poorest rural population through conditional cash transfers, Red Solidaria, which provided cash benefit to families in exchange for school enrollment and health care checkups of their children.”²³

Along with much of the rest of the world since 2007, El Salvador has experienced a financial crisis that threatens to erode all the advances of the past 20 years, and it has pushed the current poverty level back up to 42.3%. Some argue that the impact is worse in urban areas because of the loss of formal jobs and the increased urban violence that is the highest among all the countries in Central America. In June 2009, the new administration took office and promptly initiated an Anti-Crisis Plan that includes targeting the vulnerable urban poor in a social protection strategy.

In 2005, men’s labor force participation was 67% and the women’s rate was nearly 40%, an increase from 35.6% in 1996. According to the 2007 Census, nearly 58% of urban residents 16 years of age or older consider themselves to be economically active. When disaggregated by sex, 70% of the men consider themselves to be economically active in contrast with 45% of the women. The increase in labor force size in El Salvador is attributed largely to increased labor force participation among women. In rural areas, 43% of the residents 16 years or more consider themselves economically active, with 60% of the men and only slightly more than 20% of the women similarly describing themselves. This self-identification does not differentiate between full or part-time, year-round or seasonal employment. Underemployment affects both men and women but is significantly greater for women.



Women on a coffee estate separating out coffee beans.

According to the Inter-American Development Bank (IDB) report, women earn less than men throughout Latin America whether age, education, type of employment including self-employment, or the size of the business is taken into account. The one exception where men and

²² World Bank (2005).

²³ World Bank (2009).

women are more likely to earn similar, if not equal, wages in rural areas, presumably for agriculture-related activities.

In El Salvador, employed women on average earn 11.5% less than employed men, and the gap widens as the years of schooling increases. For example, 2006 data indicates that women with 10-12 years of education earned 15% less than men with the same level of education, and women with 13 years or more of education earned 24% less than men with similar educational levels. In contrast, women with 1-3 years of education earned 6% less than men with 1-3 years of education.²⁴ The differences reflect both gender-based occupational segregation and wage discrimination. Occupations and professions in which mostly women are employed (e.g., education, nursing, secretarial services) are paid less on average than occupations dominated by men.

There are some interesting exceptions to this pattern of women earning less than men independent of the category. It appears that women in management positions on the average earn 25% more than men, and women in office positions earn about 7% more than men. It should be kept in mind that these percentages are averages so that a few outliers could distort patterns in either direction. That caution may be especially relevant with respect to salary differences for women in management positions.

Households have become more diversified and are relying on multiple sources of income. Rural areas are no longer relying as heavily on agriculture as the main source of income as reflected in a drop from 38.9% in 1991 to 18.1% in 2002. Some argue that the shift from reliance on agriculture to multiple sources of income accounts for more than 12% of the reduction in national poverty rates.²⁵ Households that continue to rely on agriculture as their main source of income constitute the largest portion of the poorest households, and poor households are concentrated in rural areas at a rate of almost 2 to 1.

In general the kinds of employment options for women and men in El Salvador have remained relatively unchanged. It is noteworthy, however, that in 1994 approximately 25% of the salaried female workforce worked in *maquilas*, whereas today that percentage is almost halved.

As noted above, remittances reach only a small portion of households in the poorest quintile (11% in 2002). Moreover, with the increasing scarcity of jobs and the decline in incomes of many of those sending the remittances, the amounts are decreasing, down 10% in 2009 alone.²⁶

Political status and participation

The area of political participation continues to be dominated by men. Sixteen women sit in the current legislative assembly (19% of representatives). There are two women ministers in the present government. Of the 262 municipalities, 29 are headed by women. Unlike many other countries in the region, there is no quota for political parties to present women as candidates for office, or for the representation of women in appointed positions.

²⁴ ISDEMU (2007).

²⁵ World Bank (2005).

²⁶ World Bank (2009).

A comprehensive study of the political culture of El Salvador and the other countries of Central America was published in 2008.²⁷ It includes extensive data on citizen attitudes about democracy, transparency, violence, and security. Unfortunately these data presented in the document are not disaggregated by age or sex or location. However, that information was collected as part of the study. It should be possible to obtain raw data and conduct an analysis taking those factors into account.

B. Violence and Security

The threat and reality of violence and the general atmosphere of insecurity permeating society is a cross-cutting issue that affects both women and men. It affects all aspects of daily life starting in the home and extending to the growth and expansion of employment opportunities. It deters investment from both national and international sources. Street violence, primarily gang violence, threatens all persons, but especially the poor, as poorer neighborhoods and public transportation are the site of innumerable daily occurrences.

The culture of male dominance (*machismo*) remains a defining feature of gender relations in all of Central America, manifested graphically in the high rates of violence against women, and the continued impunity in these cases. In addition to rape and domestic violence, violence against women has taken on new forms including those of brutal murders and trafficking in women for both sexual exploitation and forced labor. Brutal murders of women, which have come to be known as femicide, have increased in El Salvador from 150 in 2002, to 314 in 2005, 345 in 2008, and 330 through July 2009.²⁸ The defining characteristic of femicide is that women are murdered by men because they are women, i.e., the murder is based solely on gender. The murders are characterized by absolute brutality, often so extreme that the bodies are not recognizable by family members.²⁹

El Salvador has become a transit point for women and children from Nicaragua, Honduras, Guatemala, Mexico, and Colombia as well as a source for trafficking of women and girls. Women and children who are victims of trafficking often end up in brothels or are otherwise sexually abused, and less frequently they are sold into forced labor. In 2008, the government's dedicated anti-trafficking police and prosecutorial units brought charges in 15 cases of human trafficking, obtaining eight convictions with sentences ranging from four to 10 years' imprisonment. These results compare much more favorably with 46 prosecutions and five convictions secured in 2007.³⁰

C. Government approach to issues related to gender and women

For the government, ISDEMU, an autonomous institution, is responsible for implementation of the *Política Nacional de la Mujer* (National Policy regarding Women), as well as for compliance

²⁷ Macias *et al.* Political Culture of Democracy in El Salvador, 2008: The Impact of Governance.

²⁸ *Bernarda*, Julio-agosto 2009, Organizacion de Mujeres Salvadorenas por la Paz (Ormusa).

²⁹ El Salvador Advocacy: Available online at <http://www.share-elsalvador.org/programs/advocacy/violenceagainstwomennonepager.pdf>.

³⁰ US Department of State. Trafficking in Persons Report 2009. Available online at <http://www.state.gov/g/tip/rls/tiprpt/2009/>.

with international agreements and conventions signed by El Salvador.³¹ The *Política Nacional de la Mujer* is based on the principles of equality for women in relation to men, the provision of training opportunities for women to facilitate their entry into the labor market, and assuring the participation of women in development activities to ensure the country's investment in all its human capital. It also calls for monitoring progress in these areas. ISDEMU is in the process of redefining its mission and its relationship to other government entities.

The office of the *Procurador de Derechos Humanos* (Human Rights Prosecutor) also has an active role in identifying and denouncing issues in terms of the human rights of women. Perhaps the most dramatic change that has occurred in the approach to issues related to gender and women within the Salvadorian government in the last five years is the recognition and incipient attempts to address the significance, the impact, and the consequences of violence against women.

In the donor community, the UN agencies, especially UNDP, UNIFEM, UNFPA, and ILO, have defined gender equality as a priority, and with AECID, are the most visibly active in this arena. A number of NGOs also address issues of gender and the overarching issue of violence against women. They differ in their approaches and, unfortunately, lack in their willingness to collaborate. They tend to focus on advocacy, investigation and the provision of services. Perhaps what is most lacking at this time is a unifying source of leadership to give focus to these differing groups and organizations enabling them to complement and reinforce their efforts in one overriding direction to promote equality, security, and the wellbeing of women.

IV. IMPLEMENTATION OF THE RECOMMENDATIONS FROM THE 2004 GENDER ASSESSMENT

USAID/El Salvador also completed a Gender Assessment in 2004 at the initiation of the previous strategy cycle, which included specific recommendations for action. In 2006, a new Mission Order on Gender spelled out the Mission's gender policy, the commitment to and procedures for gender integration, and the roles and responsibilities of the technical area teams, the Gender Coordinator, and the Gender Committee. Most of the current members of the technical area teams also were present for the 2004 Assessment. Each team was asked about implementation of specific recommendations as well as their impressions of the impact of the recommended actions and the barriers or shortcomings they encountered in implementation.

Overall, Mission staff are aware of gender as a concern in development programming and open to including attention to gender equality in their work. Reportedly, these attitudes reflect the experience of the 2004 Assessment. The Mission has complied with requirements for gender integration in the ADS, as cited in the Mission Order. All partners reported that the solicitation documents required them to discuss their approach to gender in their proposals and that attention to gender considerations is included in their contracts and Scopes of Work. All report sex-disaggregated data for training and for other individual-level indicators.

³¹ E.g., CEDAW, the Convention on the Elimination of All Forms of Discrimination Against Women, the 1995 Beijing Platform, the Interamerican Belem do Para Convention on Violence Against Women, the Millennium Development Goals.

There has been minimal attention to monitoring gender considerations within the projects or to reporting and analysis beyond that required for USAID/Washington. The first recommendation of the 2004 assessment to “Take gender seriously” seems not to have happened. In general, over the five-year period since the last assessment, gender considerations seem to have gradually moved down on the Mission program and technical agenda. Several factors were identified as contributing to this decreasing attention:

- Lack of understanding and training – even staff who recognize the importance of “taking gender seriously” do not have the tools and knowledge to follow through on their commitment.
- Lack of resources, including expertise and guidance, funds, and time. To some extent, the allocation of time and funding is a reflection of the low priority given to gender integration as well as a constraining factor.
- Lack of support and guidance from the USAID administrators. Experience has confirmed repeatedly that effective gender integration requires affirmation from the leadership in the organization. In the period since 2004, until recently, Washington has not emphasized gender equality as a priority for USAID.

The 2004 Assessment included recommendations for the Mission as a whole and for each technical area. Some recommendations were implemented but many were not.

- In 2006, the Mission approved the Mission Order on Gender, which clearly articulates the USAID and Mission policy of integration of gender issues as a cross-cutting factor throughout USAID programs, and sets out the procedures for implementing this policy.
- Several recommendations dealt with collection and analysis of project data to analyze and monitor key gender-related factors. With the exception of the HIV/AIDS and the new Access to Justice activities, none of the current projects have gender-specific indicators. Although all projects collect and report sex-disaggregated information on training and participation, none (with the exceptions noted above) reported any analysis or monitoring of these data.
- In Health programs, the recommendation for increased attention to the role of men in maternal and child health, and in reproductive health programs has received some attention. The recommendation that FESAL data for infants and young children be sex disaggregated in reporting was not implemented in the recently released 2008 report.
- The Regional Strategy for Central America and Mexico issued in 2003 required a shift in the portfolio after 2004, especially in Economic Growth, toward trade-led growth, macro-economic initiatives, institutional strengthening, and projects to support the government in reaching compliance with CAFTA-DR³² requirements. The 2004 Assessment recommended a social-economic analysis, including gender, as a baseline measure to

³² Central America and the Dominican Republic Free Trade Agreement.

monitor the individual-level impacts of these activities. Gender was identified as an important component in this analysis because, in 2004, women comprised a majority of the workforce in production for export, through the *maquilas* and as workers in nontraditional agricultural production and processing. This recommendation was not implemented. The Economic Growth team did take account of the recommendations in two other instances, including an evaluation of gender-related effects of the agribusiness project, and a gender analysis for the design of the financial resources activity.

- The 2004 report called for re-activation of the Gender Committee. The Committee was formed, but it has remained relatively inactive. The tasks cited for the Committee are appropriate and important for gender integration but the Committee has not complied with these functions and no other entity in the Mission has assumed them. (These tasks are beyond the scope of the part-time Gender Coordinator.) Obstacles to an effective committee have included: the Gender Committee operates on a “volunteer” basis, as an “extra” task of the members; members do not feel they have the expertise to carry out the functions effectively; and, the Committee has no explicit authority to intervene in programming or contracting decisions.
- In summary, there is little evidence of reference to the recommendations or the Gender Action Plan after the initial period of implementation with the consultant. New projects developed in the interim, with a few exceptions, did not use the recommended guidelines spelled out in the report. For projects that are being implemented with a strong focus on gender (discussed below), when asked why gender considerations have played a strong role in design and implementation, the most frequent response was “the nature of the subject.” Importantly, the partners that gave this response also tend to be those that give priority to gender equity in their institutional policies and have considerable expertise in gender analysis. Although USAID staff has been supportive of these efforts by the implementing organizations, the Mission has not taken a guiding role.

V. ANALYSIS, FINDINGS, AND RECOMMENDATIONS, BY SECTOR

A. Governing Justly and Democratically

With the extension of the 2004-2008 Mission strategy through at least 2010, many of the existing projects also were extended, with updated and modified Scopes of Work. The activities in this technical area have been focused in two major areas, Rule of Law/access to justice, and transparency and anti-corruption. In addition, the Mission also launched two programs (one bilateral and one regional) for prevention of youth violence, financed with Merida Initiative funds. CAFTA-DR implementation funds are being used for two relatively short-term regional activities (managed jointly with the Economic Growth Office), on strengthening labor justice institutions and access to labor justice. Projections of priorities for the future Mission strategic plan are pending the results of the Democracy and Governance Assessment, which was beginning as this Gender Assessment completed.

Rule of Law/Access to Justice

Under the extension, the program, Strengthening Democracy, Improving the Justice System in El Salvador (2008-2012), which supports implementation of the Criminal Procedures Code, has a special emphasis on crimes of domestic and sexual violence, recognizing the continued ineffectiveness of the Criminal Procedures Code in these cases, and the almost complete impunity with which they are treated. By developing a special unit to deal with these crimes, and working with methods for investigation and with the courts, the project will not only test the implementation of the procedures but also confront the complex of issues associated with domestic and sexual violence. A major challenge is to work with both government and civil society organizations to cover all aspects of the problem. For example, the project is calling upon civil society organizations to manage one or more rape crisis centers for survivors of sexual assault, and to work with government in setting up an observatory to gather accurate data on the extent of the problem.

This activity is an example of a case where USAID and the implementing organization identified an entry point in the existing program structure to address the gender issue of impunity in crimes of domestic and sexual violence while not losing sight of the broader context of the project in implementation of the Criminal Procedures Code. The development of indicators to track the effectiveness of the implementation and the process for broadening the procedures beyond these crimes is important.

The Mediation Project builds on the USAID/El Salvador support for alternative dispute resolution that started in 1997. Under the current project, in addition to 15 centers and one mobile unit in the *Procuraduría General de la República (PGR)*, mediation centers are also found in the *Fiscalía General de la República (FGR)* for criminal cases, and in schools, universities, municipalities, and transit courts. In the last ten years, more than 38,000 cases have been mediated in the *PGR*. Gender is a factor in mediation in two senses. First, the majority of the cases in the *PGR* are brought by women (64%), calling men to mediation primarily for civil matters dealing with family issues such as payment of child support or inheritance disputes.³³ Secondly, gender relations are a factor in the mediation setting itself, where differences in power and roles between men and women come into play in the negotiation process and may affect the agreements. The mediator needs to be sensitive to and manage these dynamics. The fact that 80% of the mediators are women may be a factor as well.

Until recently, as the project nears its conclusion, minimal attention has been given to these gender dynamics in project design, monitoring, or training of the mediators.³⁴ According to the project director, the reference to integration of gender concerns in the project contract is not specific, and therefore compliance has been limited to reporting number of cases brought by men and women, type of case, and resolution. On the other hand, the project recently initiated a pilot activity with the Supreme Court for mediation in family cases. Court personnel explicitly requested that gender training as well as gender monitoring be included within this component.

³³ Men are most likely to request mediation in the *Fiscalía*, which deals with criminal cases. These cases, most of which deal with crimes of property, are a minority of the cases mediated.

³⁴ Staff in the *PGR*, including mediators, has received gender training from local NGOs.

The inadequacies of the information system in the *PGR*, preclude detailed analysis of gender differences or any kind of follow-up on the cases. As discussed at the *PGR*, an information system that allows cross-referencing of clients and services across the various departments of the *PGR* would facilitate continuity in the delivery of services, enable staff to collaborate across departments, and allow for tracking and monitoring of various factors including gender-related issues.

Transparency and Anti-corruption

The Transparency and Governance Program, originally funded from 2005 to 2009, was recently extended and will likely be a continuing focus under the new strategy. The project has worked with government agencies, the private sector, NGOs, and civil society groups. During the extension the focus is explicitly on the private sector and civil society. A gender action plan for the project was prepared in 2005, but has not been referenced since then. Project staff is aware of the USAID concern with gender, citing its inclusion in the project task order. The training indicators are disaggregated by sex, with explicit targets for men and women. The project has generally been successful in meeting these targets, in part through contacts with women's NGOs. The staff noted a surprising interest in issues of transparency and corruption on the part of women's professional organizations, with particular attention to the proposed Freedom of Information Act, but gender considerations or issues have not been incorporated explicitly into the deliverables of the project. For example, the new Ethics Law does not address the issue of sexual favors in return for promotion or other benefits. Under the extension, the project will focus on ethics in private sector transactions, the draft legislation for the Freedom of Information Act, and potentially on concern for transparency in political parties. A proposed short course on the latter topic will recruit ten participants from each party, five of whom should be women. The course should include a module on gender, with attention to gender differences in terms of power, social networks, and roles, integrated throughout the course.



Associates of the San Isidro and Sonsonate cooperatives and other community leaders of rural communities attending a training workshop on perspectives on gender and agricultural production. (Photo taken by Violeta Muñoz for USAID Proyecto Mejor Manejo de Cuencas Hidrográficas Críticas.)

Labor Justice

Strengthening labor justice and access to labor justice are some of the areas covered under the implementation of the CAFTA-DR requirements. Of the three Mission projects focused on this topic (Strengthening Labor Justice, the Labor Ministry Modernization Program, and Citizen's Access to Labor Justice), which are managed jointly by the Economic Growth (EG) and Democracy and Governance (DG) teams, only the regional Acces to Labor Justice project addresses gender-specific issues of labor justice. The regional program has four components, including a demand-driven component, which provides grants to regional NGOs for their proposed projects or research. Several of the current grants deal with issues related to women in

the labor market, including women workers in *maquilas* (El Salvador), migrant women as workers (Dominican Republic), enforcement of the labor code among domestic workers (Costa Rica), and a project in Guatemala to provide training in labor justice to women leaders in agro-industrial plants. The purpose of the grants is to strengthen the NGOs working on women's labor issues and to support potential legislation. Gender integration is included in the project objectives under component three "Human Rights Ombudsman Offices and civil society contribute to eliminating gender and other forms of discrimination through better administration of labor justice." In addition, the implementing organization requires that all NGOs receiving grants, including grants for activities not explicitly directed to women's issues or gender, incorporate a gender perspective in their work plans.

The attention to gender is part of the Cooperative Agreement, through component three, and equity in labor justice, including gender, is part of the expected results of the grant component. This interest is supported by the NGOs and the implementing organizations, both PACT and IIDH, more so than USAID. Target beneficiaries were defined by USAID as "vulnerable groups," with the recommendation that because women workers have received considerable attention in the past, efforts should be made to target other vulnerable groups such as the disabled, people living with HIV/AIDS, migrants, and labor unions. Data required of grantees and reported to USAID are disaggregated by sex, but there is no requirement for analysis or reporting of gender indicators for women workers in particular sectors or for gender differences within other "vulnerable groups."

Violence Prevention

The final activities in this technical area are focused on crime prevention, and funded under the Merida Initiative. Two current projects, the bilateral Project for the Prevention of Violence and Crime in the Community (*Proyecto de Prevención de la Violencia y del Crimen a Nivel Comunitario*), and the Regional Youth Alliance USAID-SICA (*Alianza Joven Regional USAID-SICA*), were included in the gender assessment.

While the principal concern in both projects is criminal activities of young people – primarily young men – there is recognition of the links between the experience of intra-household violence directed against women and the attraction of young people to a violent life style and participation in gangs. Less attention has been given to gender relations among young people in terms, for example, of the way the definition of masculinity and *machismo* affects their view of themselves and of young women, the role of young women in the gangs, the impact of the youth culture in perpetuating violence against women, especially young women, and the relationship between youth violence and the issues of concern with adolescent girls such as school abandonment, pregnancy, and HIV/AIDS.

The focus of the bilateral project on the community as the nexus of violence takes a holistic approach to youth violence and seeks participation and buy-in across the community, through collection of information, community designation of priorities, and development and tracking of indicators. Project staff cited as a problem the fact that although domestic violence is recognized as an integral part of community violence, and in some sense a trigger, the subject remains taboo in the community. Information about domestic violence is hidden, data are unreliable, and efforts to counter it are not included in the community action plans. The regional project

explicitly addresses the issue of youth gangs through programming for youth at risk and ex-gang members. Attention to young women at risk and analysis of the gender-based dynamics of youth violence activities are not directly included in the project. Gender relations, especially the topic of violence against women, could be incorporated into the project activities on “life values” and on creating a life plan as an alternative to gang membership.

Recommendations:

1. The domestic and sexual violence component of the Rule of Law program has two aspects: institutional strengthening of the justice sector and civil society advocacy. The latter was initiated by bringing together working groups composed of government and non-governmental entities concerned with various aspects of the issue. Common interests, gaps, and training needs were identified and plans initiated to move forward. This integrated approach as a continuing aspect of the project will serve to mitigate duplication of efforts and organizational conflicts and jealousies, will increase the possibility of filling gaps in services, unify and strengthen information systems, and contribute to institutionalization and sustainability of legal structures.
2. Developing valid and reliable indicators to track compliance, and methods to collect data on crimes of domestic and sexual violence is an essential component of institutionalization.
3. Consider support of the efforts under the Justice project with a broad-based information and sensitization campaign to raise awareness of the issues of impunity and support for efforts to counter intra-familial and sexual violence.
4. Document lessons learned about the effectiveness and short-comings of alternative dispute resolution for civic cases and for increasing access to justice for women. Particular attention should be directed to the short-comings of the current system of conciliation as opposed to mediation.
5. If support continues for alternative dispute resolution (ADR) under the new strategy, consider support for an improved information system for the *PGR* that would allow a holistic approach to cases, appropriate use of ADR, and tracking of the cases and long-term results, with comparisons of men and women. Include explicit training, planning, and monitoring of gender as a factor in all ADR.
6. For the youth violence projects, develop holistic interventions that incorporate not only changes in infrastructure and ways to fill free time but also research, training, sensitization about the meaning of masculinity; the relations between adolescent men and women; and the impact of masculinity for reproductive health, violence against women, and broad-based violence in the community.
7. In activities related to transparency and governance, ensure that mechanisms are in place for women’s organizations to articulate and act upon their explicit focus on transparency. In El Salvador, the political and economic systems historically have been controlled by

men in a closed and often corrupt manner. Increased transparency necessarily will provide more access for women, and conversely, improved access for women will increase transparency.

B. Economic Growth

Under the 2004-2009 Country Strategy, the Economic Growth program was grounded in support to increased trade and investment through technical assistance for compliance with CAFTA-DR requirements, policies to strengthen the business environment, and projects to increase the competitiveness of small and medium-enterprises to take advantage of new trade opportunities.

Recognizing that water and environmental degradation affects economic growth and competitiveness, the portfolio also includes activities for natural resource management. As the team moves toward a new strategy, the portfolio is in transition. Several projects were recently completed; others have been extended with new priorities and results frameworks. The emphasis in the new strategy is still being developed and may be influenced by new priorities from USAID/Washington such as food security and climate change. Anticipated new projects include workforce development and municipal economic competitiveness.



Women and men on a coffee estate working to divide up coffee beans for processing.

At the time of, and immediately following the 2004 Gender Assessment, several projects carried out project-level gender analyses and monitoring for differences in participation and benefits for men and women. For example, in the Agricultural Diversification Project, USAID presented the contractor with ten gender-related questions to take into account in implementation, and at the end of the project, an evaluation examined the effectiveness of efforts to mitigate pre-existing gender-based inequalities.³⁵ The Financial Services Project requested a gender assessment at the beginning and end of the project, but concluded that gender was not a consideration in implementation. Loans were made through banks on the basis of capacity to pay, and since the banks did not even record the sex of the potential borrower, no further analysis of possible gender bias was possible.

On the other hand, the recently completed Artisan Development Project, which worked with a majority of female clients and through experience, gained substantial understanding of the difficulties of women artisans in moving beyond a subsistence approach to their craft, did no analysis or documentation of gender-based constraints, and the design of activities did not incorporate efforts to mitigate or change these barriers. The indicators for this project, as for others, were focused on overall sales and job creation, with no sex disaggregation.

³⁵ USAID/EI Salvador “Gender in Focus: USAID Agricultural Diversification Project.” April 2008.

Among current projects, with the exception of the environment and watershed management activities, gender considerations have been largely absent in planning and design. Following from the design, the targets and results of these projects are measured in macro terms, with the implicit assumption of gender and social neutrality.

The emphasis on macro-level results and trade-led growth³⁶ tends to mask potential gender issues in project design and implementation, particularly in terms of differential impacts of the program for men and women.³⁷ For example, no analysis was done of gender differences among business owners by sector or in terms of possible gender-based constraints to participating in or benefiting from the export economy. The effects of trade patterns on women's labor force participation, particularly the decline in formal sector employment in the *maquilas* have not been a consideration in programming.

The project titled, "Customs and Business Environment that Promote Trade and Investment" was recently extended for one year. Before the extension, through FY2008, the project primarily supported the government in customs reform and compliance with CAFTA-DR requirements. Gender was absent in these activities, which seems appropriate. Because the project focused on the technical implementation of existing policies and provided training for company representatives responsible for compliance, even the required reporting of the number of men and women trained was not meaningful.³⁸ In the same way, gender relations are not of concern in the project, "Tax Policy and Administration Reform in El Salvador" and this project was not included in the gender assessment. The point here is not that export policies and tax administration are inherently gender neutral. They are not, and methodologies have been developed to analyze the differential impact by gender of patterns of investment and spending in government budgets and of tax policies. Rather, that because the projects were designed without gender analysis or an eye on potential gender issues, gender considerations are necessarily absent in the implementation and indicators. To ensure gender integration in future projects of this type the scope of work for the sector assessment and for project design should include gender analysis.

Two activities added to the Customs and Business Environment project under the present extension may potentially have gender components. The first, the formation of a Consumer Defense Agency, should take account of gender differences in registering the decisions and actions of consumers. Women are principally responsible for managing household consumption, while men usually control large-ticket spending. In the second, an evaluation of USAID effectiveness in strengthening small and medium enterprises for export and trade, the design should provide for analysis of differences in impact for businesses of male and female entrepreneurs as well as the impact on employment for men and women.

³⁶ "The Open, Diversified, Expanding Economies SO is central to CAMP objectives. Given the importance of laws and policies in support of trade and investment, USAID will help the GOES to promote fiscal policies that lead to increased revenues for public services, while working with the private sector and the GOES to improve private sector competitiveness, strengthen the GOES' capacity to implement CAFTA and assist in removing key barriers to trade and investment." El Salvador Country Plan 2004.

³⁷ The tracking of indicator of poverty, employment, gender, and other social variables recommended in the 2004 Gender Assessment to assess whether the benefits of trade-led growth are shared broadly, was not adopted.

³⁸ Since the training was technical in nature and attended primarily by technical representatives of exporting companies, the issue of the gender of participants was outside the control of the project and essentially irrelevant.

Unlike most of the other current economic growth projects, the environment projects are focused on local communities and impacts, and include gender considerations. Under the USAID/EI Salvador bilateral program the Improved Management of Critical Watersheds Project was recently extended by USAID to work on conservation of sea turtles and protection of the Montecristo National Park, with the mandate that the work plan include gender considerations. The initial phase, from 2006 to 2009, included components for protection of biodiversity through studies, mapping, and monitoring; and for income generation through profitable and environmentally sustainable farming practices (including certified coffee production), new and emerging non-agricultural income sources, such as sustainable tourism, and schemes for “payment for environmental services.” Gender was included as a cross-cutting factor in all aspects of the project, in both the proposal and in the contract scope of work including a baseline assessment, training, and collection of sex-disaggregated information, as well as allocation of staff time and budget. As the project moved forward, gender considerations were neglected in favor of other aspects of the program.

The limited compliance with the gender component was identified in the midterm evaluation. In reaction to this evaluation a work plan was developed to strengthen gender considerations. This work plan included the following activities: a part-time consultant was contracted; minimal funds were pulled together for the activities, which have included training for the team in gender awareness, masculinity, tools for gender integration; and gender workshops for producers, including the preparation of materials on the impact of gender inequality on environmental management and the mandate for gender equality in coffee production. Direct recruitment was used to include women in training on production techniques (such as providing childcare). Similar efforts are envisioned for the period of the extension. Educational brochures about the importance of gender in environmental management and agriculture were prepared and distributed for staff and beneficiaries.

This project has been effective in identifying points of entry for dealing with ways in which gender roles and differences affect project results as well as the benefits that may accrue to men and women involved. The experience also illustrates common barriers encountered in carrying through on gender integration in project implementation. Project staff identified three important lessons from their experience. First, the lack of indicators to monitor gender activities or their results not only contributed to the initial neglect of gender considerations but also precluded an assessment of the impact of these measures. It is essential that gender analysis be a part of the baseline assessment to formulate gender indicators and target measures. Second, if gender issues are taken seriously, then they should be included in the project budget. These funds are less likely to be re-directed if the results are monitored. Finally, the experience clearly shows the importance of including gender as a factor in project evaluations.

Under the USAID/E-CAM regional program the new regional Management of Aquatic Resources and Economic Alternatives project has three principal criteria for identifying project communities and for measuring impact, biodiversity, poverty, and gender. In its design, it reflects identification of key entry points to achieve social/developmental objectives, including gender-based impacts, as well as environmental objectives. The identification of both sets of

objectives should contribute to greater and more sustainable results for the environment as well as greater social equality.

Similarly, FIAES, a debt-for-environment organization, has identified both social and environmental objectives in design and implementation of community activities. Gender is treated as a cross-cutting factor in all activities and the five working themes (*ejes de trabajo*) in all community projects are gender, solid waste management, environmental education, community participation, and mitigation of environmental threats. Attention to gender considerations and gender equality in organizational policies and programs is a factor in selection of NGO partners, and gender indicators are a part of on-going monitoring of project implementation and post-project evaluation. The emphasis on gender reflects not only a commitment to equality but also a concern for participation and sustainability.

Two new activity areas likely to be included under the new strategy have potentially significant gender aspects. The anticipated Municipal Competitiveness Activity will build on the findings of the Municipal Competitiveness Index to measure the impact on business development and investment of a series of characteristics of municipalities. The index was developed through a survey of 4,000 business owners in the 100 largest municipalities. The analysis of the survey results for formulation of the index included no examination of differences between the experiences of men and women in business, for example, in terms of registering a business, of transparency in transactions, of the role of the municipality in formalizing informal businesses. Gender roles or stereotypes may affect these experiences. This type of investigation should be a part of the baseline assessment of the project. Also, since men and women entrepreneurs tend to cluster in different lines of business, gender relations may be a factor in investment and growth, for example, in businesses typically run by women. Recognizing that men and women have different interests and experiences in the community it also is important to ensure that the diversity of interests is represented in planning and in municipal decision-making structures.

The Mission also is considering a workforce development activity through public-private partnerships. As in the above case, the preparatory study for this activity does not consider or discuss gender dynamics and differences within the labor force. Any initiative should be grounded in a realistic gender analysis of the supply and demand for labor, with steps taken to ensure that the activities benefit both men and women and do not increase inequality. Because of the segmentation and inequality in the labor market, the project should constantly monitor the results and impacts for men and women in training, job placements, and income.

Recommendations:

1. The process of design of all new activities, including the workforce development activity and the Municipal Competitiveness project should include an activity-specific gender analysis. In these two cases, this recommendation is particularly important because gender differences were ignored in the initial background work for design of these activities.
2. As a part of the strategy definition process include a rapid assessment of current trends in employment and unemployment by sector and by urban and rural markets, and the relative position of men and women in these markets. Use this analysis as the base for

measuring and documenting the effect of the strategy on gender inequality, and monitor this impact during the five-year implementation of the strategy.

3. The Municipal Competitiveness project should do a baseline gender assessment of business ownership and participation in municipal decision-making in each municipality selected for participation in the project. Targets and indicators should be defined as appropriate on the basis of these analyses.
4. Key recommendations drawn from the experience of current project implementers concerning compliance with USAID requirements for gender integration include: define and track gender indicators and targets; include explicit budget line items for gender equity and monitoring activities; and include gender variables in the baseline analysis and in midterm and final project evaluations.

C. Investing in People

1. Health

The Mission health portfolio has three areas, the Health Strengthening Project, support to the FESAL survey, and, in HIV/AIDS, support for behavior change in high risk groups. Except for training, none of the indicators are disaggregated by sex. The El Salvador Health Sector Needs Assessment (January 2009) carried out in anticipation of the new strategy includes no discussion of or reference to gender, indicating that without additional analysis, gender issues or constraints are unlikely to be included in future programming.

The Health Strengthening Project supports the Ministry of Health, on the one hand, in strengthening administrative systems in financial planning and management, human resources, and logistics and supplies, and on the other, in terms of the quality of services provided in family planning, maternal and child health, nutrition, and prevention and control of infectious diseases. Both aspects of the project have been extended through 2010. Gender differences have not been a consideration in the administrative strengthening component of the program, although the project proposal did respond to the request for attention to gender by noting the importance on non-discrimination in human resources management. Technical assistance to strengthen human resources management is a part of the current project extension. The personnel information system in the Ministry, a key element of this administrative arena, was set up primarily for payroll, and is not robust enough to permit analysis of differences in the experience of men and women employees on variables such as earnings, advancement, level of education and subsequent training. Under the project extension, USAID has proposed to support the Ministry in improvement of this information system. The new system should be designed to allow this type of analysis by sex or for other variables.

The quality of services component of this project has demonstrated an awareness of gender considerations as a factor in service delivery, and supported the Ministry in important initiatives. This attention to gender is driven in part by the nature of the program – both the clients and the service providers are mostly women. An understanding of roles and constraints for women in a variety of circumstances is essential to improving access to services and quality of care. For example, the Ministry with project support has worked at the community level with the “birthing

plan” (“*Plan de Parto*”), involving husbands and others in the community in understanding danger signs in pregnancy and delivery, and in developing a step by step plan for pre-natal care, birth, and immediate maternal and infant post-natal care. In the community, with health promoters, and especially in the educational and communication materials prepared by the project, attention has been given to the role of men in maternal and child health and nutrition, and to a lesser extent, in family planning. These steps to recognize and strengthen the role of men in reproductive health and parenting and to provide them with guidance for filling this role are a positive base for future programming

Adolescent pregnancy is a particular concern in service delivery both because of the dangers involved and because of resistance to accessing health services. In addition to specific activities to draw young women into the health system, activities were developed to deal with intra-family violence as a factor in adolescent pregnancy, and with the lack of information on reproductive health and responsibility for adolescent boys as well as girls.

Gender training has not been included in any of the USAID project activities, although Ministry of Health personnel have received gender training from other organizations (principally UNFPA), as have members of the USAID project team. In discussing lessons learned concerning gender, USAID project staff focused on the need for making women more aware of their rights and the incorporation of these rights into the Ministry of Health standards and protocols. Although gender considerations were explicitly addressed in the project proposal and Scope of Work, they have not been monitored and there is no analysis has been done to assess whether the measures taken have been effective.

In looking to the future, under the extension, the focus of the quality of services component of the project is on hospital management rather than direct delivery of services. An analysis of the impact of gender relations within the hospital (for example between doctors and nurses, hospital administrators and staff, patients and providers), on access to and quality of services should be a part of the planning for these activities. The focus in the health systems on human resource management and on university training and qualifications for medical personnel should investigate potential gender-based constraints based on roles, access to resources, and stereotypes that may bias results.

The HIV/AIDS behavior change communication project, implemented by PASMO, has adopted an explicit gender perspective in programming, based on an analysis of the roles and norms associated with masculinity. The original focus of the program was on groups at risk, sex workers and men who have sex with men. However, this evolved into a more basic examination of the manifestation of masculinity within the culture and the development of communication materials, as well as an education campaign to influence the behavior of the clients of sex workers – especially transport workers, taxi drivers, military. By educating and empowering the sex workers to avoid the situations that put them at risk and working with the men to understand and take responsibility for their actions, the project influences and focuses responsibility on both sides of the interaction. In addition to the gender analysis on which the campaign is grounded, the project also tracks gender-specific indicators and monitors impact through a bi-annual tracking study.³⁹ In the future, PASMO will be using a similar methodology, including the

³⁹ PASMO also cited the importance of the FESAL survey for monitoring.

emphasis on masculinity, to promote responsibility in reproductive health with adolescents. PASMO notes a positive and supportive relationship from USAID in terms of their innovative work with gender, although the initiative and drive forward is generated by PASMO, and the indicators tracked by USAID are not gender indicators.

The FESAL survey and analysis, which has been produced every five years since 1973, is an invaluable source of information from and about women on reproductive and child health practices and more recently on violence against women. The 2004 Gender Assessment made a strong recommendation that the data on infants and children be disaggregated by sex in the analysis and presentation. The absence of this information leaves unanswered questions about possible gender biases in care of infants and young children as well as differences in primary school experiences.

Recommendations:

1. USAID should undertake a sector and project specific gender analysis as part of the strategic planning process for the sector. This analysis should include investigation of gender roles, relations, and particularly power dynamics in the household, the community, the hospitals and clinics, and the Ministry of Health as an institution. To the extent possible, it also should include comparative health statistics and access to services for men and women disaggregated by age, education, and rural/urban residence.
2. The focus in the program on maternal-child health and on health service delivery has involved mostly women, both as clients and as providers. The incipient efforts to involve men as participants in these programs should be continued and supported by gender analysis and gender-specific indicators as new programs are developed.
3. The technical area team should consider organizing periodic forums for partner organizations to share lessons learned. A case in point might be the experience of PASMO in the analysis and application of masculinity in HIV/AIDS prevention, which could provide valuable information and suggest innovative approaches for other aspects of the health portfolio, such as in work with adolescent males and men's involvement with maternal/child health.
4. Consider the analysis of health system human resource data, disaggregated by sex, as a basis to identify biases in the institution – implicit or explicit – to contribute to transparency and as input to the human resource management reform process in the Ministry.
5. The recommendation for the 2004 Gender Assessment is repeated for the FESAL survey and analysis to disaggregate by sex the data on health, nutrition, and education for children/infants. In addition, consideration should be given to expanding FESAL coverage of service delivery, attention to health services and information through the life cycle rather than only through the reproductive years.

6. Consider programming directed to adolescent to analyze and provide services for the complex of issues identified in the assessment including secondary school desertion, early pregnancy (maternal mortality, child survival), domestic violence, and sexual abuse.

2. Education

The topic of gender in education generally is equated with girls' access to education, as reflected in the emphasis on girls' schooling in the Education for All and the Millennium Development Goals. In El Salvador, with near parity in access in the primary grades, broader education and schooling-related gender issues, such as classroom interactions, violence in and around the school, and career pattern and decision-making power in education administration receive little attention, at least from the Ministry. The USAID Strengthening Basic Education project is in two parts. The first is focused on improved quality of basic education, especially in language at the primary level, through development of materials, teacher training, and public-private alliances for school libraries. The second supports institutional strengthening of the Ministry in finance and management at the national level, and improved school management at the community level through management training for school directors and citizen participation in local strategic planning. USAID implementing partners, with organizational expertise and commitment to gender integration, have given attention to gender issues in programming and project implementation, in spite of resistance from the Ministry and the absence of gender-specific indicators or monitoring on the part of USAID.

In the language portion of the program, the textbooks have been written and reviewed to eliminate gender biases in the language, pictures, and reading, and to promote positive gender relations. The teacher training for language skills, directed to about 3,000 teachers in rural isolated schools, includes gender relations in the module on diversity in the classroom. Eighty-five percent of the teachers are women and they are working in the least desirable sites in the public education system. The training program, which includes a combination of classroom hours, monthly on-site visits from the trainers, and working groups with other teachers in the area, is empowering for this group, *vis à vis* the school directors and technical advisors who are mostly men. This empowerment and thereby the effectiveness of the teachers in the classroom could be enhanced further through a more explicit approach to gender integration based on an understanding of how gender relations in the education system and in the community affect key factors like the teacher's self image, access to resources, and assertiveness, among others. An indication of the lack of gender awareness and concern in the Ministry is the mandate that all the training has to be done on weekends and holidays, without pay, and without daycare, despite repeated requests from FEPADE, which implements the project, for a more supportive policy.

At the system level, one part of the program of USAID support to the Ministry in a decentralized process of planning at the community level, through assistance with planning methods at the community level, and training for school directors. For this process, the community should have access to data on four key indicators of student and school success: over-age enrollment, failure to advance, attendance, and academic achievement. The Ministry explicitly required that these indicators be provided to the community for analysis without sex disaggregation. A second

challenge related to gender in the community is to identify ways to strengthen involvement in the school of fathers as well as mothers.

Gender has been treated as a cross-cutting variable in the USAID education portfolio, which has translated to mean that it has not been an explicit part of planning or implementation, with specific targets and indicators but rather that the topic has been included only on an “as needed” and opportune basis. Implementing partners do not have staff positions for gender experts or funds budgeted for gender analysis. Although USAID provides more funds to the education sector than other donors, it has not been effective in assisting the Ministry to deal with issues associated with gender in the classroom, community, the school system, or the Ministry itself. The absence of gender analysis of data on school attendance and achievement is particularly troubling because it clearly inhibits design of activities to effectively counter school drop-outs and failure to advance.

Recommendations:

1. The preliminary report from the Education Assessment in anticipation of the new strategy did not deal with gender integration or gender issues. A sector specific gender analysis is recommended as part of the objective planning process so that concrete activities, indicators and targets related to gender are integrated into all aspects of the program.
2. Gender awareness should be included in all training activities including training for teachers, school directors, and school communities. Analysis of gender constraints to professional development should be a significant factor in all professional development activities, especially for teachers.
3. Sex disaggregated data on student and school achievement should be systematically and periodically reported and analyzed as a basis for identifying gender-specific patterns of school attendance and desertion as tools for design of activities that respond to the differing constraints for young men and women for school completion. School-related violence is a topic that has received no attention from USAID to date. It was cited frequently in interviews as a significant constraint to school completion especially for girls. The preliminary work of the *Procuraduria Adjunta de la Mujer* may provide a starting point in the investigation of the extent and conformation of this problem.
4. Ensure that gender differences and constraints are built into the community-based decentralized strategic planning processes both as an agenda item and in terms of representation and participation in decision-making of both men and women in the community.

VI. CONCLUSION

USAID/El Salvador presents a mixed and inconsistent picture in terms of integration of gender considerations in programming. The Mission has complied with the Agency’s requirements for gender integration, but there is minimal evidence of attention to gender in program results or more importantly in terms of gender equity. In general, gender considerations are not an integral

part of program implementation; in the cases that have incorporated gender analysis, the key differentiating element is the expertise and initiative of the implementing organization. The Gender Assessment has identified a number of factors that have contributed to this picture of compliance without substance.

- Gender relations and particularly violence against women are central and significant concerns in El Salvador today, intimately linked to the defining issues in the country of *seguridad ciudadana* and human rights.
- Mission staff demonstrates an awareness of gender as a concern in development programming in general and in El Salvador in particular. There is openness to the subject but also a general recognition that attention to gender in terms of specific issues related to gender equality and programming is considered less significant in USAID than in the programming of other donor organizations.
- USAID has not pursued alliances or collaborative activities with institutions, either government or donor, that have identified and are pursuing gender-related objectives in the sectors where USAID is active. (An exception to this point is work of the current Rule of Law project, which has convened a series of working groups that cut across the public, NGO, and donor communities.)
- In spite of the awareness and openness within the Mission, there is a general lack of understanding of the policy of gender integration, and of the methodology of gender analysis and implementation. Gender is often defined as “women” rather than in terms of the roles and relationships between men and women.
- While conforming to the ADS requirements for reference to gender in the solicitation documents there is almost no systematic follow through in project implementation by Mission staff. Reporting on gender differences is limited to numbers participating in training and Mission staff does not monitor the effects of gender on project results or of the project on the relative status of men and women.
- This situation reflects the limited commitment of Mission resources to gender integration including expertise and training, time, and budget allocations as well as the leadership in identifying gender equality as a priority issue.

The following Mission-level recommendations are offered in response to these shortcomings:

- In the strategic planning process, ensure that at least one member of the sector assessment team has expertise in gender and that sector-specific gender analysis is as part of his/her SOW.
- Develop mechanisms to maintain attention to gender issues as an integral component of project implementation. Provide a budget line item for gender analysis as a part of the project baseline and work plan development process, and for gender-related activities identified through this analysis. Include at least one gender indicator in the PMP to be

reported quarterly and reviewed systematically by the COTR. Require reporting on gender in the quarterly report and include gender in the portfolio reviews.⁴⁰ Include attention to gender issues as a part of the mid-term evaluation.

- Provide sector-specific training and tools for Mission and project staff on how to use gender analysis as a basis for planning and for indicators.
- Establish a forum among partners in each sector for exchange of lessons learned and methodologies. This forum also could be used for exchange with NGOs active in gender issues in the sector or training in specific topics like gender indicators.

The challenge for the Mission is to identify potential entry points and steps to effectively implement the USAID policy for pursuing gender equality as a part of development programming through gender integration.

- Possible steps for mitigating the constraints in the Mission are outlined in the section, Recommendations for a Gender Plan of Action. The Gender Plan of Action is focused primarily on the future, and on ensuring that gender considerations are an integral part of the new strategy and program. It also is key for the Mission to re-consider the organizational mechanisms for compliance with gender integration requirements.
- Suggestions for increased attention to gender in the current projects have been outlined in the sector specific recommendations. Although the options in current programs are limited because of the absence of baseline information about gender in most cases; project managers could be required to report on observations about possible gender issues in terms of project implementation or results, or factors in the project that have contributed to gender equity as a part of upcoming portfolio reviews. These reports would serve as a tool to raise awareness of gender implications in programming and prepare for a more structured approach to gender analysis in the design of future activities.
- A third recommendation for attention to gender at the policy level follows from the conversation with ISDEMU requesting support from donors to the new Administration in implementation of the *Política Nacional de la Mujer*. Support for gender equality and requirements for integration of gender considerations in all aspects of joint activities could be incorporated as a requirement in USAID/El Salvador negotiations of the bilateral agreements with the government and with the Ministries that receive USAID funds.

⁴⁰ COTRs would report in general terms on gender differences, issues, constraints, and opportunities identified in their program areas and specific projects, and any actions taken (and results) in response to these issues. If gender is not a factor in the project, they would explain how and why they reached this conclusion (as per the ADS requirement for projects.) In the future, as attention to gender considerations becomes more defined by the Mission, specific targets and results also would be reported.

In summary, the Mission should:

- Re-think the role and capacity of the Gender Committee.
 - The mandate of the Committee needs to be strengthened and supported with concrete authority and funding to implement the review and guidance functions outlined in the Mission Order.
 - Include Gender Committee responsibilities of the members in their work objectives and in their performance reviews.
 - Provide gender training to gender committee members, not only in-house but also through outside training programs or university courses. Consider the importance of sector-specific gender expertise among Committee members.
 - Involve Gender Committee members in committees and activities related to gender with other donors.

- Alternatively, consider other institutional mechanisms for fulfilling the functions currently assigned to the Gender Committee, such as:
 - Expand and strengthen the role of the Gender Coordinator – have a gender specialist in this role and give the role concrete responsibilities, authority, and funds;⁴¹ and
 - Contract a gender specialist to be available to the Mission as needed for assistance and training for the technical teams and to support the Gender Coordinator.

- Increase the Mission role in working in alliance with other donors, as suggested in the revised ADS requirements.
 - Consider active Mission representation and participation in donor committees for gender, such as the *Consejo por la Igualdad y la Equidad*, an anticipated ISDEMU donor advisory board to strengthen its capacity in policy initiatives, and a gender donor committee to be formed as part of a new *Mesa de Donantes*.

⁴¹ A gender specialist has the training, knowledge, and experience required to provide comment and guidance on gender integration for Mission programs, and to identify when additional training and analysis are needed and to specify the content of this assistance.

RECOMMENDATIONS FOR GENDER ACTION PLAN FOR USAID/EL SALVADOR

The Mission Gender Plan of Action lays the groundwork to make gender analysis and gender integration an on-going part of the way the Mission operates. USAID is committed to increasing equality in terms of gender as well as in economic and ethnic terms. Applying the USAID criteria to identify “gender issues,” the Gender Assessment has analyzed Mission programs to examine the effects of gender relations in project activities and the ways in which project implementers are or are not addressing gender issues, and to make recommendations for actions to ensure that development programs contribute to equality. The Gender Plan of Action is intended to build on the recommendations from the Gender Assessment to set priorities, a timetable, and accountability, and define specific actions and expected results in an annual work plan.

The USAID process for integration of gender considerations in USAID programs calls for attention to gender issues based on the analysis of two questions:

1. How will the different roles and status of women and men affect the work to be undertaken?
2. How will the anticipated results of the work affect men and women differently?

When issues are identified according these criteria, the response should be incorporated into program and project design, the procurement documents to select partners for implementation, indicators to monitor results and effectiveness, and program evaluation. The response may be a re-design of the program, the inclusion of activities to counter gender-specific barriers, or actions to increase gender equity. The Gender Plan of Action is intended to generate these responses. Attention to gender issues needs to be a constant and continuous part of Mission programs.

The assessment has shown that most Mission projects report sex-disaggregated numbers on participation and training, but only a minority includes substantive gender-related content. Recording sex-disaggregated data is usually not sufficient to alert project managers to the on-going effects of gender relations through the course of the project in terms of how things are done and what is achieved. Likewise, unless specific attention is given to the disaggregated indicators of project results, any differences in the effects of the project for men and women will not be noticed. Implementing partners for several of the Mission projects, particularly in the Investing in People technical area have strong gender expertise on their staff, which is reflected in their approach and activities. Addressing gender differences strengthens the effectiveness of development programs, increases sustainability, and contributes to the long-term goal of increased equality of opportunity and quality of living.

Mission-level Recommendations and Actions

- Communicate the Mission’s commitment to gender equality, gender analysis, and attention to gender issues in programming to partners and define the expectations for attention to gender issues in project implementation and performance reporting.

- Define the key gender issues in each technical area and incorporate these issues into project/activity design and procurement documents. Mission procurement documents mention gender as an important concern of the Mission. Combining this message with specific analysis and identification of issues to be addressed increases the likelihood that the potential partners will integrate the issues into their proposals, indicators, and work plans.
- Develop indicators and targets for tracking gender issues in the Performance Management Plan or in the project log frames, require annual or semi-annual reporting and analysis of these indicators, and include gender integration as a part of portfolio reviews.

These recommendations are listed in order of priority: the first is a short-term recommendation while the other two should be undertaken as a part of the strategy development process and extend into project implementation.

Tools for Meeting Mission-level Recommendations

- It is important to formalize the responsibility within the Mission for ensuring implementation of the actions for gender integration in Mission programs. The responsibility should be accompanied by concrete time and budget allocations, as well as specific targets for individual annual performance reviews. [short-term]
- Re-think the role and capacity of the Gender Committee.
 - The mandate of the Committee needs to be strengthened and supported with concrete authority and funding to implement the review and guidance functions outlined in the Mission Order.
 - Include Gender Committee responsibilities of the members in their work objectives and in their performance reviews.
 - Provide gender training to Gender Committee members, not only in-house but also through outside training programs or university courses. Consider the importance of sector-specific gender expertise among Committee members.
 - Involve Gender Committee members in committees and activities concerning gender with other donors. [medium-term]
- Alternatively, consider other institutional mechanisms for fulfilling the functions currently assigned to the Gender Committee, such as:
 - Expand and strengthen the role of the Gender Coordinator – have a gender specialist in this role and invest the role with concrete responsibilities, authority, and funds.
 - Contract a gender specialist to be available to the Mission as needed for assistance and training for the technical teams and to support the Gender Coordinator.

- Provide training to all Mission staff and partner organizations on the logic and methods for gender integration in project design, procurement solicitation, implementation, and indicators. This training should familiarize participants with the USAID requirements as well as the rationale for this approach. Recognizing that some partner organizations have internalized a gender approach to their programs, the training might be developed as an interactive forum so that the partners can share the knowledge and experience in implementation among themselves. [continuous, beginning in the short-term]
- Establish an exchange among partners in each sector to identify gender issues, discuss responses to them, share successful practices, and identify resources (NGOs, data, studies, etc.). [medium- to long-term]
- Identify local gender experts to provide technical assistance and training with partners who need or request additional guidance on dealing with gender issues in their work. [short- to medium-term]
- Require that each partner prepare a gender work plan, indicators, and targets for gender integration in their activities. Require documentation on the implementation of this plan as a specific part periodic reporting requirements. Provide technical assistance to prepare the plan, if requested and needed. [initiate as new projects are funded]
- Increase the Mission's role in working in alliance with other donors, as suggested in the revised ADS requirements. Options might include Mission representation and participation in donor committees for gender, such as the anticipated ISDEMU donor advisory board. [short-term and continuing]

Program-level Gender Issues and Recommendations from the Gender Assessment

Several broad recommendations apply to the Mission program as a whole and are suggested for application in each technical area:

- In the strategic planning process, ensure that at least one member of the sector assessment team has expertise in gender and that sector-specific gender analysis is as part of his/her SOW. [medium-term]
- Develop mechanisms to maintain attention to gender issues as an integral component of project implementation. Provide a budget line item for gender analysis as a part of the project baseline and work plan development process, and for gender-related activities identified through this analysis. Include at least on gender indicator in the PMP to be reported quarterly and reviewed systematically by the COTR. Require reporting on gender in the quarterly report and include gender in the portfolio reviews. Include attention to gender issues as a part of the mid-term evaluation. [initiate as new projects are funded, short-term and continuing]
- Provide sector-specific training and tools for Mission and project staff on how to use gender analysis as a basis for planning and for indicators. [on-going]

- Establish a forum among partners in each sector for exchange of lessons learned and methodologies. This forum also could be used for exchange with NGOs active in gender issues in the sector or training in specific topics like gender indicators. [medium- to long-term]
- Consider Mission-level attention to two additional gender-related issues not currently highlighted in the portfolio that cut across all sectors, particularly as the Mission prepares for a new strategy:
 - gender issues in programming for adolescents and youth; and
 - gender-based violence and domestic violence, especially against women.
 [short-term as part of the strategy development process]
- Pursue collaboration with other donors and key government institutions on issues of gender and development. [short-term and continuant]

Gender Issues and Recommendations for the Technical Areas

To develop the Plan of Action within each technical area:

- Consider the recommendations for the area from the Gender Assessment:
 - Carry out additional project- or subject-specific gender analysis as needed; and
 - Define the methodology and steps for the recommended action, including the cost, timetable/work plan, and definition of expected results.
- Set priorities among the recommendations from the Gender Assessment.
- Define requirements for training, technical assistance, expectations, indicators, and contribution to the work plan in collaboration with the partners for that area.

[Begin this process as a part of strategy development and continue medium-term.]

Annex A: Scope of Work (SOW)

I. INTRODUCTION

USAID/El Salvador extended the current country strategy, FY 2004-2009 Strategy for El Salvador, through FY 2011,⁴² and is in the process of developing a new long-term strategy for FY 2010-2015 along with its host country government stakeholders. USAID/El Salvador expects to submit a new strategic plan to appropriate USAID offices in Washington for approval by April 2010.

In order to provide a framework and baseline for effective integration of gender considerations in new foreign assistance programs, and to comply with mandatory gender assessment requirements as set forth in the USAID Automated Directive System (ADS) 201.3.9.3, USAID/El Salvador will conduct a Mission Gender Assessment. The Gender Assessment will address the following programmatic areas:

1. Governing Justly and Democratically
2. Economic Growth
3. Investing in People: Healthier, Better-Educated People

II. PURPOSE OF WORK

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed within the USAID/El Salvador (USAID/ES) program, and to recommend how USAID/ES can achieve greater gender integration in its programs. This scope of work does not call for a full and detailed program design. It is expected that additional gender analyses may be needed for key sectors as the activities progress.

There are four interrelated tasks that the gender assessment must address:

- 1) Reviewing of key gender issues and gender based-constraints in El Salvador;
- 2) Assessing attention to gender in current Mission programs;
- 3) Assessing the institutional context supporting gender mainstreaming, both in the Mission and in the country; and,
- 4) Providing recommendations for a draft gender action plan that outlines how USAID/El Salvador can support gender mainstreaming in its programs and achieve development outcomes that improve the status of women and men in El Salvador without disadvantaging one group in support of the other.

Unlike other analyses, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are envisioned in the development of the Mission's New Strategy. Analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of men and women. Addressing these issues involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them.

⁴² As permitted by Executive Notice dated 10/22/2008.

III. BACKGROUND

According to the 2007 Population and Housing Census, El Salvador is a country of approximately 5.7 million people where women outnumber men, 52.7% and 43.7% respectively. There are a total of 1,529,483 households⁴³ in El Salvador; of this total approximately 33.98% are female-headed households. However, this does not necessarily mean that women today have greater power and equality; this change in head of household has several causes such as a higher exodus of men leaving the country in pursuit of economic opportunities. Both El Salvador men and women face numerous challenges to personal advancement and full economic, social and political participation for themselves and their families. As of 2008, the poverty rate is 40% (35.7% urban and 49% rural) and extreme poverty is 12.4% (10% urban and 17.5% rural). One of the greatest barriers to progress for all Salvadorans is their education level. Indicators clearly show that individuals with less schooling have lower incomes and more health issues. People in rural areas have less formal schooling than those in urban area. The illiteracy rate in El Salvador is 14.1% (11.5% for males and 16.4% for females) for the population ten years of age and above. More significantly, illiteracy is much higher in rural areas 22.4% (19.6% for males and 24.9% for females) as compared to urban communities 9.9% (7.1% for males and 12.2% for females). Nationwide, however, school enrollment rates are roughly equal for girls and boys, 35.5% for males and 30.8% for females and the average years of schooling is 6 years for males and 5.8 years for females.

Several of El Salvador's health indicators have steadily improved. In 2007-2008, the maternal mortality ratio was 55 deaths per 100,000 live births⁴⁴ compared to 71.2 in 2005-2006. In 2002-2003, hospital births were 69.4% compared to 83.7% in 2008; and for rural areas, 54.1% in 2002-2003 compared to 75.3% in 2008. In 1998, the Desired Fertility Rate was 3.01% and the Observed Fertility Rate was 3.58%. By 2008, the Desired Fertility Rate was 2% and the Observed Fertility Rate, 2.5%.

El Salvador's workforce, population ten years and above is considered working age, is composed of approximately 58.7% men and women 41.3%². The average monthly income of the employed population in the country is \$299.96² US dollars. Men earn a monthly income of \$317.25 on average, while the average income of women is \$276.06, which means that on average men's income is approximately 15% more than that of women.

In El Salvador, as is the case with many other Latin American countries, violence against women is a significant problem. According to 2006-2007 data victims of homicides are 88.7 male and 11.1 female. But in spite of the low victimization rate of women as compared to men, it should be noted that from 1999 to 2006 there was a 50% rate increase of female homicides. According to the Institute of Legal Medicine in this particular period, the rate increased from 6.22 to 12.37. Furthermore, an alarming 79.5% of the total victims of violence are women. With respect to "femicide" in the country, defined as the killing of women for reasons associated with their gender and including the killings caused by domestic violence and sexual violence, during 2007 the number of women killed for these reasons increased compared with those that occurred in 2006, from 14 to 19⁴.

In El Salvador many women have a proven track record as decision-makers in public office; however, they continue to be underrepresented in most levels of government and in the Legislative Assembly. Currently in the Legislative Branch only 20 women were elected representatives, out of a total of 84; or 24%. Out of El Salvador's 262 municipalities only 29 women (11%) were elected Mayors; and out of a total of 15 Ministry leads appointed by the President only 2 are women.

⁴³ Multipurpose Household Survey 2008 (DIGESTYC)

⁴⁴ Family Health Survey-FESAL 2008

⁴⁵ Source: Institute of Legal Medicine.

IV. TASKS

The primary tasks of the team of consultants are to:

A) Conduct Gender Briefings: The consultant(s) will organize and facilitate one or two sessions of approximately two hours each with Mission staff from Technical Offices and Support Offices, including SDO, ROAA, and EXO. Session topics will include but are not limited to: a background discussion on the Agency's ADS guidelines on gender integration and why integrating gender leads to more effective results in development projects.

B) Carry out a Gender Assessment of the Mission's current and proposed Strategic Framework and Portfolio:

- Review the Mission's current and proposed strategic frameworks, results framework, and program portfolio in relation to gender, identify key gender-based constraints, and assess potential gender issues in a future strategic framework and/or portfolio..
- Review if USAID/El Salvador has taken into account the recommendations outlined in the 2004 Gender Assessment and Action Plan for USAID/El Salvador to better integrate gender issues into the design, implementation, monitoring and evaluation of program activities.
- Produce an assessment of possible entry-points for strengthening and/or incorporating gender and other considerations in activities that may be carried over from the current strategy and potential new programs.
- Provide an outline of the key gender based-constraints relevant to each Assistance Objective/Program Area.
- Identify resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, and ethnicity) to develop gender-appropriate indicators. The assessment team must offer suggestions for how to analyze the potential impacts of El Salvador proposed strategic approaches on the relative status of men and women in the country/region and the possible consequences of not actively addressing gender issues.
- Identify local expertise on gender from among NGOs, academic and research institutions, Government ministries and other entities that may provide more in-depth technical assistance.

C) Design a Gender Action Plan: Based on the assessment, design a Gender Action Plan (the "Plan"), which lays out the steps for mainstreaming gender in Mission policies and activities. The Plan should be practical and developed in collaboration with the Technical and Support Offices to include their perspectives. The detailed USAID/El Salvador Gender Action Plan shall address fully the requirements of the ADS. It should include but are not limited to the following elements:

- √ Technical advice on how to integrate gender issues under the Mission's New Strategy to reflect the key role of gender and other considerations in the achievement of USAID goals, and
- √ Recommendations on indicator development, data collection and analysis disaggregated by sex.

ASSESSMENT METHODOLOGY

1. Comprehensive review and analysis of pertinent literature and document; some of which will be available only in Spanish. Relevant materials might include, but are not limited to:
 - Current USAID/ES Strategic Plan (FY 2004 – FY2011), FY 2009 Operational Plan, FY 2008 Performance Report, Gender Assessment and Action Plan for USAID/El Salvador FY 2004;

- Background information on gender issues in El Salvador, such as UNDP and Government of El Salvador (GOES) reports and other in-country data; gender assessments from other countries or regions that may be used as a reference source;
 - Implementing instruments such as cooperative agreements, contracts, and grants;
 - National statistics on women from the General Directorate Statistics and Censuses (DIGESTYC) and the UNDP Human Development Index Reports;
 - Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission (e.g. trade, global competitiveness, regional market integration, food security, democracy and governance, anti-corruption, conflict mitigation, health, education, and HIV/AIDS impact mitigation);
 - Recommendations of the United Nations (UN) Human Rights Committees regarding gender based violence and gender equity in El Salvador. El Salvador has subscribed to a series of Human Rights treaties which promote the rights of women and girls, and is required to present periodic reports on the progress towards the achievement of those rights, such as the Convention on the Elimination of All Forms of Discrimination (CEDAW), and the Convention on the Rights of the Child and others;
 - Special Rapporteur on Violence Against Women (2004) report;
 - Reports on the Advancement of the Millennium Development Goals (MDGs); and
 - Other Assessments/Documents (see Annex I)
2. Meetings and discussions with USAID/ES staff involved in developing the Mission program. These meetings shall include where possible:
 - Entry briefings with the Gender Analysis Coordinator, the Strategic Development Office, and the Front Office;
 - Preliminary briefing session/s for USAID/ES staff on the ADS requirements for addressing gender in USAID programming;
 - Meetings with Technical Offices and implementing partners on specific sectors and areas of interest, to identify possible links to gender issues in each Program Area and determine whether these issues are adequately considered in the future strategy; to identify possible entry points for the incorporation of gender considerations into ongoing and future activities, and to recommend how gender considerations can be adequately treated in the Mission draft Strategic Plan. To the extent possible, the consultants will coordinate with the technical offices that are in the process of conducting assessments and/or designing programs to analyze how gender issues have/have not been addressed and offer practical suggestions;
 - Presentation of the draft gender assessment to obtain feedback from USAID/ES staff; and
 - Exit briefing with the Gender Coordinator, the Strategic Development Office and the Front Office.
 3. Carry out field visits to interview selected key stakeholders and implementing partners involved in current and new programs to start during the extension period of the current strategy, including local gender expert resource groups about problems, successes, and opportunities for improving attention to gender in USAID activities. Due to time constraints, program activity visits will be in close proximity to San Salvador.
 4. Hold a gender issues workshop involving key stakeholders/partners from the specific sectors and areas of interest to USAID/ES. USAID/ES will coordinate logistics for this workshop in-house.

V. DELIVERABLES

A. Gender Briefings: Upon arrival, the consultants shall meet with the Strategic Development Office (SDO) Office Director and the Mission Gender Coordinator to review specifics, including the numbers, general content, and scheduling of the briefing sessions. Organize and facilitate 1 or 2 sessions.

The gender briefings will be carried out at the beginning of the assessment process. The main purpose of these briefings will be to assist Mission personnel understand the ADS requirements and what is meant by the gender mainstreaming process.

B. Gender Assessment and Recommendation Report: A draft Report in English and Spanish which includes appropriate technical areas for gender emphasis and recommendations for future actions for gender integration into the new Strategy, as well as, the Action Plan shall be submitted to the Mission upon completion of fieldwork, during the exit meeting of the consultant(s) with the Mission Management and Office Directors. Written comments will be provided by USAID/ES to the consultant within 10 working days of receipt. Then, ten copies of the Final Gender Assessment and Recommendation Report and Action Plan, incorporating Mission comments shall be submitted to the Mission not later than 5 working days after receiving USAID/ES comments. An electronic copy of the Final Report in MS-Word and/or Excel will also be forwarded to the Mission. This Report shall contain a stand alone executive summary (between 2-5 pages) which will include but not be limited to a brief overview, description of methodology used, and conclusions. This summary, that can be used as a briefing paper, and the Report shall not exceed 30 pages single-spaced, excluding attachments, using font Times New Roman 12.

C. Gender Action Plan: The Action Plan will use the Gender Assessment and the data from interviews and secondary sources to assess the appropriate technical areas for gender emphasis.

The Action Plan will incorporate the recommendations for future actions for gender integration, and will include clear procedures to insure sustainable gender awareness in the Mission and implementing counterparts. In addition, the Action Plan will include mechanisms to constantly monitor gender interventions across the Mission. The Gender Action Plan may also be the basis for further training and/or technical assistance provided by USAID/Washington.

ESTIMATED LEVEL OF EFFORT (LOE) AND COST

It is anticipated that the team will be composed of one bilingual (Spanish/English) expatriate consultant and one bilingual (Spanish/English) local consultant. The expatriate consultant will be the team leader and will have the responsibility of completing the Gender Assessment and Recommendation Report and Action Plan documents. A separate scope of work for the two team members should be developed by the team leader, through discussion with the local consultant with Mission and EGAT/WID project approval.

For the expatriate and the local consultant, the work will require:

- Three (3) days before the commencement of field work to review documents and to set appointments;
- Twenty two (22) days of field work that includes approximately 5 to 7 days of field visits outside of San Salvador. In addition, five (5) work days will be authorized for the expatriate consultant for writing and finalizing the aforementioned documents. The specific responsibilities of the local consultant in the field will be determined in consultation with the expatriate, based on the balance of their sector expertise. The local consultant may contribute to the report either as a part of the fieldwork component, or at the team leader's discretion, may allocate some of the report time to the other consultant.

The total number of days will be for the team leader - 30 days with travel included; and for the local consultant - 25 days. A six-day workweek will be authorized if necessary with no premium.

Timeframe: (see Annex II)

- Preparation phase will be completed on or about October 21st, 2009
- Field Research phase will be completed on or about November 24th, 2009
- Submission of Final Report submission will be no later than December 23rd, 2009

The cost of this Gender Assessment will be divided equally between USAID's Office of Women in Development in Washington (EGAT/WID) and USAID/El Salvador

PERFORMANCE PERIOD

It is anticipated that this work will begin on or about October 19th, 2009 and it shall be completed on or about December 23rd, 2009.

TEAM QUALIFICATIONS

Consultants shall be experienced social scientists in development studies, sociology, anthropology, political science, economics or related field. Prior research experience, especially at the field level, is particularly useful with a minimum of 10 years in international development with significant experience in Latin America, preferably recent experience. Candidates should have significant recent experience with gender analysis in the development context and in other USAID/El Salvador sector areas.

In-country and regional experience is highly desirable to minimize the background information phase, as is experience with USAID's approach to gender analysis.

Annex B: Documents Consulted

ADS. Available online at <http://www.usaid.gov/policy/ads/aboutads.html>.

Atal, Juan Pablo, Hugo Ñopo and Natalia Winder. 2009. New Century, Old Disparities: Gender and Ethnic Wage Gaps in Latin America. Inter-American Development Bank. Available online <http://idbdocs.iadb.org/wsdocs/getdocument.aspx?docnum=2208929>.

Bernarda, Julio-agosto 2009, Organizacion de Mujeres Salvadorenas por la Paz (Ormusa).

CIA Factbook for El Salvador. CIA Washington DC Available online <https://www.cia.gov/library/publications/the-world-factbook/geos/es.html>.

DIGESTYC VI Censo de Población y de Vivienda 2007 Available online <http://www.digestyc.gob.sv/BoletinIPC/Resultados%20VI%20Censo%20de%20Poblaci%C3%B3n%20y%20Vivienda%202007.pdf>.

DIGESTYC Dirección General de Estadística y Censos, Gobierno de la República de El Salvador Ministerio de Economía. ENCUESTA DE HOGARES DE PROPÓSITOS MÚLTIPLES 2008. Available online <http://www.digestyc.gob.sv/Publicaciones/PUBLICACION%20EHPM2008.pdf>.

El Salvador Today: *Advocacy Issues Series*. Women Threatened by Violence. Available online <http://www.share-elsalvador.org/programs/advocacy/violenceagainstwomonepaper.pdf>.

FESAL 2008 available online at <http://www.fesal.org.sv/2008/informe/final/default.htm>.

Guide to Gender Integration and Analysis: Additional Help for ADS Chapters 201 and 202 (11/5/2009), p. 7.

ISDEMU (Instituto Salvadoreño para el Desarrollo de la Mujer) 2007. Datos estadísticos de la situación de las salvadoreñas en: Salud, Educación, Ingresos, zona rural, Participación política, Participación Deportiva.

Macías, Ricardo Córdova, José Miguel Cruz, and Mitchell A. Seligson. Political Culture of Democracy in El Salvador, 2008: The Impact of Governance Available online http://sitemason.vanderbilt.edu/files/cN3d9C/LAPOP_El_Salvador_2008_Survey_Edited_English_v3.pdf.

Oxfam US. The Statistics of Gender Violence in El Salvador. 2006. Available online <http://www.oxfamamerica.org/articles/the-statistics-of-gender-violence-in-elsalvador/?searchterm=None>.

UNDP Human Development Report 2009: El Salvador. The Human Development Index - Going Beyond Income. Available online http://hdrstats.undp.org/en/countries/country_fact_sheets/cty_fs_SLV.html or <http://hdrstats.undp.org/en/indicators/>.

UNDP. Informe sobre Desarrollo Humano 2009. Superando barreras: Movilidad y desarrollo humanos. Available online http://hdr.undp.org/en/media/HDR_2009_ES_Complete.pdf.

US Department of State. Trafficking in Persons Report 2009. Available online
<http://www.state.gov/g/tip/rls/tiprpt/2009/> .

World Bank Report No. 29594-SV El Salvador Poverty Assessment: Strengthening Social Policy. 2005
Poverty Assessment WB. Available online
<http://web.worldbank.org/external/default/main?sortDesc=DOCDT&theSitePK=295244&cntry=82690&piPK=51189446&pagePK=51187344&menuPK=295272>

World Bank El Salvador Income Support and Employability Project 2009. Available online
<http://go.worldbank.org/ZBE4UMDDW0> .

Annex C: Consulted Organizations

USAID/El Salvador

Larry Brady, Mission Director

Carl Derrick, Deputy Director

Annie de Valencia, Gender Focal Point

Nora Pinzon, DLI

Melissa Francis, Program Office Director

Members of the technical area teams for Governing Justly and Democratically, Economic Growth, Investing in People: Health and Education

USAID Implementing Partners

PASMO

Checchi

Casals

FEPADE

URC

AED

Abt

Aid-to-Artisans

DPK Consulting

Booz-Allen-Hamilton

Pact

RTI

Creative Associates

DAI

Government Organizations

Instituto Salvadoreño para el Desarrollo de la Mujer (ISDEMU)

Procuraduría General de la Republica (PGR)

Procuraduría Adjunta de la Mujer

Non-Governmental Organizations

ORMUSA

CEMUJER

OEF

International Organizations

UNDP

UNIFEM

AECID

Others

Fondo de la Iniciativa para las Americas (FIAES)

Millennium Challenge Corporation (MCC)