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Integrating Gender Equality and
Female Empowerment in USAID's
Program Cycle

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 ADS 205 – Integrating Gender Equality and Female Empowerment in USAID’s
 Program Cycle
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****This is a new ADS chapter.***

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ADS 205 – Integrating Gender Equality and Female Empowerment in USAID’s Program Cycle

205.1 OVERVIEW

Effective Date: 07/17/2013

Promoting gender equality and advancing the status of all women and girls around the world is vital to achieving U.S. foreign policy and development objectives. In 2012, USAID adopted several comprehensive and interlinked policies and strategies to reduce gender inequality and to enable girls and women to realize their rights, determine their life outcomes, influence decision-making and become change agents in households, communities, and societies. These policies and strategies include:

- [The Gender Equality and Female Empowerment Policy](#),
- [The U.S. National Action Plan on Women, Peace and Security](#),
- [The U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally](#),
- [The USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children](#), and
- [The USAID Counter-Trafficking in Persons Policy](#)

Together, these policies and strategies provide guidance on pursuing more effective, evidence-based investments in gender equality and female empowerment and incorporating these efforts into our core development programming.

This chapter explains how to implement these new policies and strategies across the Program Cycle. It also elaborates on the requirements in [ADS 201](#), [202](#), and [203](#) for integrating gender equality and women’s empowerment in all phases of programming, budgeting, and reporting. This chapter, which is based on the [USAID Policy on Gender Equality and Female Empowerment](#), applies to all Bureaus and Missions and covers policy and operations in Washington and the field.

205.2 PRIMARY RESPONSIBILITIES

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a. Missions, Regional Missions, and Country Offices must:

- Adopt or revise, and periodically update, a Mission Order (MO) on gender that describes how the Mission will implement the Agency’s Gender Equality and Female Empowerment policy;

- Integrate gender analyses findings and recommendations into their Country Development Cooperation Strategies (CDCSs) and project designs;
- Hold implementing partners responsible for complying with obligations under the contract or agreement to integrate gender in programming, including developing gender-sensitive indicators that measure specific gender-related goals for each project (activity where relevant);
- Ensure that partners consistently report to USAID on results related to gender equality and female empowerment when required by the contract or agreement;
- Provide data to Regional Bureau Program Offices and Gender Advisors to incorporate into regional reports on gender attributions in Operational Plans (OPs), Performance Plan and Reports (PPRs), and other required reporting; and
- Appoint a Mission Gender Advisor. A Gender Advisor has (or will be given the opportunity to fully develop) the technical skills, competencies, and experience necessary to provide appropriate, in-depth guidance to technical and program staff to ensure that gender equality and female empowerment are integrated in meaningful ways across the program cycle, and especially in project design. Small Missions (with a USAID budget of less than \$20 million) or those in the process of closing are exempt from the requirement of having a Gender Advisor but nonetheless must appoint a gender point of contact.

b. Regional Bureaus must:

- Be the primary liaison between USAID/W and Mission Gender Advisors;
- Assist and support Mission Program and Technical Offices and Gender Advisors, as needed, in conducting gender analyses related to country strategic planning and project design, as well as integrating the results of these analyses into CDCSs, multi-year sector strategies, and project designs;
- Ensure that gender equality and female empowerment objectives are integrated into the Bureau's regional programming;
- Ensure that solicitations from Regional Bureaus and resulting awards reflect the mandated gender analyses' findings and recommendations defined in this chapter and [ADS 201](#); and
- Have at least one Gender Advisor with regional expertise and appropriate technical and programmatic competency to provide guidance for successful policy implementation.

c. Pillar Bureaus must:

- Provide guidance on how gender equality and female empowerment can be advanced or achieved in technical sectors (e.g., Democracy, Human Rights, and Governance, Economic Growth, Environment, Global Health, Agriculture, etc.);
- Develop tools and toolkits on best practices for gender integration in each technical sector context;
- Ensure that gender issues are incorporated into all training programs offered by the Pillar Bureau;
- Coordinate with Regional Bureaus to liaise with and provide support to Mission Gender Advisors as pertinent to technical areas;
- Ensure that gender equality and female empowerment are reflected in Pillar Bureau's programming, solicitations and resulting awards, and included as one dimension in the Bureau's portfolio reviews; and
- Have at least one Gender Advisor with appropriate sector expertise and technical and programmatic competency to provide guidance for successful policy implementation.

d. The Bureau for Policy, Planning and Learning (PPL) must:

- Ensure that gender equality and female empowerment objectives and results are incorporated into Agency-wide policies and strategies;
- Provide appropriate tools for gender integration within CDCS, project design, monitoring, evaluation, and learning products;
- Ensure that gender equality and female empowerment objectives and results are incorporated into all PPL-led training processes (e.g., Program Cycle, project design, monitoring and evaluation, and others);
- Coordinate with the Office of Budget and Resource Management (BRM) and Regional and Pillar Bureau Program Offices to support the preparation of an annual review of OP attributions to the gender sub-key issues and PPRs to determine the extent to which results in advancing gender equality and women's empowerment objectives are being achieved; and
- Have a formally-designated permanent, full-time Senior Gender Advisor.

e. The Office of Gender Equality and Women's Empowerment (GenDev) must:

- Provide targeted and strategic support to the Bureau for Economic Growth, Education and Environment (E3) and backstop Regional Bureau Gender Advisors in targeted support to Missions;
- Coordinate working groups for cross-sector issues such as gender-based violence and women's leadership programming;
- Develop a repository of best practices on gender integration including topics related to gender analysis, project design, implementation, and evaluation and monitoring; and
- Coordinate knowledge management on gender integration through the Agency's webpage on gender equality and female empowerment.

f. The Office of Human Resources (OHR) must:

- Periodically review and revise required competencies in the positions for Foreign Service backstops, Civil Service employees, and Foreign Service Nationals;
- Develop, in coordination with PPL, GenDev, and other Bureaus, as appropriate, the competencies necessary for Gender Advisor positions;
- Encourage supervisors to ensure that employees receive the necessary training to meet the standards for the gender competencies in their backstop or job series; and
- Coordinate with GenDev and other Bureaus, as appropriate, to identify opportunities for gender integration training or develop such in-house training (online, on-the-job, sector or other) for staff.

g. The Bureau for Management, Office of Acquisition and Assistance (M/OAA) must require Contract and Agreement Officers (CO/AOs) to perform due diligence to ensure that the findings and recommendations identified in the mandatory gender analyses for project designs are clearly reflected in all sections of all solicitation and award documents (e.g., Statement of Work (SOW)/Program Description (PD), project deliverables including reporting requirements, key personnel requirements, and monitoring and evaluation requirements, as appropriate).

h. The Office of the General Counsel (GC) and Regional Legal Advisors (RLAs) must:

- Ensure that Bureaus and Missions document compliance with ADS gender integration requirements in GC/RLA-cleared documents (e.g., CDCSSs, Project

Appraisal Documents (PADs), grants to Public International Organizations, Interagency Agreements, and new contract actions, etc.);

- Serve as an additional resource to answer questions from Bureau and Mission employees on ADS compliance and policy implementation; and
- Provide advice to relevant offices regarding revisions to ADS requirements related to gender equality and women's empowerment.

205.3 POLICY DIRECTIVES AND REQUIRED PROCEDURES

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This section defines gender analysis and explains how program offices and technical teams must incorporate the findings of gender analysis throughout the Program Cycle in country strategies and projects.

205.3.1 What is Gender Analysis?

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Gender analysis is a subset of socio-economic analysis. It is a social science tool used to identify, understand, and explain gaps between males and females that exist in households, communities, and countries. It is also used to identify the relevance of gender norms and power relations in a specific context (e.g., country, geographic, cultural, institutional, economic, etc.). Such analysis typically involves examining:

- Differences in the status of women and men and their differential access to assets, resources, opportunities and services;
- The influence of gender roles and norms on the division of time between paid employment, unpaid work (including subsistence production and care for family members), and volunteer activities;
- The influence of gender roles and norms on leadership roles and decision-making; constraints, opportunities, and entry points for narrowing gender gaps and empowering females; and
- Potential differential impacts of development policies and programs on males and females, including unintended or negative consequences.

There are different gender analysis frameworks and there is no one framework that has been adopted as the standard USAID approach. Nevertheless, most gender analysis frameworks involve collecting quantitative and qualitative information in the following areas. Missions and Bureaus must include as many of the domains listed below, as possible, in their gender analyses:

- **Descriptive statistics** on the status of males and females, ideally disaggregated by age, income, ethnicity, race, disability status, location, lesbian, gay, bisexual and transgender (LGBT) or other socially relevant category as appropriate, in:
 - Education,
 - Health,
 - Political participation,
 - Economic activity and earnings,
 - Time use,
 - Violence, and
 - Other relevant domains.

These statistics should be collected and reported separately in two different categories (male or female) or fashioned into ratios or absolute or relative gaps to show the status of females relative to males. Indicators pertaining to either males or females should also be included, for instance, those measuring progress toward women's participation and leadership.

Domains of Analysis to include in gender analysis:

- **Laws, Policies, Regulations, and Institutional Practices** that influence the context in which men and women act and make decisions. Laws include formal statutory laws and informal and customary legal systems. Policies and regulations include formal and informal rules and procedures adopted by public institutions for making decisions and taking public action. Institutional practices can be formal or informal and include behaviors or norms related to human resources (hiring and firing), professional conduct (workplace harassment), and the like.

The gender analysis should identify the extent to which laws, policies, regulations and institutional practices contain explicit gender biases (e.g., explicit provisions that treat males and females differently) or implicit gender biases (e.g., the different impacts of laws, policies, regulations and practices on men and women because of different social arrangements and economic behavior).

- **Cultural Norms and Beliefs:** Every society has cultural norms and beliefs (often expressed as gender stereotypes) about what are appropriate qualities, life goals, and aspirations for males and females. Gender norms and beliefs are influenced by perceptions of gender identity and are often buttressed by and embedded in laws, policies, and institutional practices. They influence how females and males behave in different domains and should be explicitly identified in the gender analysis at the country level and especially in project design because they affect potential participation of males and females in project activities.

- **Gender Roles, Responsibilities, and Time Used:** The most fundamental division of labor within all societies is between productive (market) economic activity and reproductive (non-market) activity. This is the central social structure that characterizes male and female activity. Gender analysis should examine what males and females do in these spheres, including roles, responsibilities, and time used during paid work, unpaid work (including in the home), and community service to get an accurate portrait of how people lead their lives and to anticipate potential constraints to participation in development projects.
- **Access to and Control over Assets and Resources:** A key component of gender analysis is an examination of whether females and males own and/or have access and the capacity to use productive resources – assets (land, housing), income, social benefits (social insurance, pensions), public services (health, water), technology – and information necessary to be a fully active and productive participant in society. While gender gaps in access to resources can be identified at the country level, they are especially important at the project-level.
- **Patterns of Power and Decision-making:** This domain of gender analysis examines the ability of women and men to decide, influence, and exercise control over material, human, intellectual, and financial resources, in the family, community and country. It also includes the capacity to vote and run for office at all levels of government. Analyses should examine to what extent males and females are represented in senior level decision-making positions and exercise voice in decisions made by public, private, and civil society organizations.

While gender analysis is required for both strategies and projects (see [ADS 201](#)) the scope of this analysis will differ depending on the level of focus. At the strategy (e.g., CDCS) or country level, the analysis should identify the macro or sectoral level societal gender inequalities or obstacles to female empowerment so that gender equality and female empowerment can be linked to the achievement of an Operating Unit's (OUs):

- CDCS Goal,
- Development Objectives (DOs), and
- Intermediate Results (IRs) and/or sub-Intermediate Results.

At the project level, the gender analyses should dig deeper and identify the:

- Relevant gaps in the status and anticipated levels of participation of women and men (including age, ethnicity, disability, location, etc.) that could hinder overall project outcomes;
- Differences in the status of women and men (e.g., economic, political, etc.) that could be closed as a result of the project; and

- Possible differential effects the project might have on men and women.

At this level, gender analysis should influence the project design to ensure that it explicitly addresses any disparities and includes actions to reduce the inequalities that are revealed. Results from gender analysis may also lead an OU to build in project components that specifically focus on empowering women and girls, if the analysis suggests that this is important for achieving the Project Purpose and related results.

OUs often conduct or commission topic- or sector-specific analyses or assessments for project design, including for instance, a youth analysis, or a democracy, rights, and governance or an economic growth assessment. Such analyses/assessments should apply the same principles of country- and project-level gender analyses (e.g. to include a robust discussion of the different roles, human rights, responsibilities, and entitlements of males and females that are relevant to each topic/sector).

205.3.2 Gender Integration Throughout the Program Cycle

Effective Date: 07/17/2013

Operating Units (OUs) must implement the [USAID Gender Equality and Female Empowerment Policy](#) throughout the Program Cycle in:

- Agency level policy and strategy formulation;
- Country Development Cooperation Strategies;
- Project design and implementation; and
- Monitoring, evaluation, and learning.

As part of the design of strategies and projects, Bureaus and Missions must conduct a gender analysis. In some cases, gender analysis will be required for specific activities (see **205.3.4**). Technical teams and program offices must reflect the findings of these analyses in CDCSs, Project Appraisal Documents (PADs), Action Memoranda, and Solicitations, as described in this chapter.

205.3.3 Gender Analysis in the CDCS Process

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Gender analysis is a mandatory analysis for Country Development Cooperation Strategies (CDCS) (see [ADS 201](#)). Missions should conduct the analysis in advance of Phase 2 so that the findings can be used in the development of the Results Framework.

The areas of the country-level gender analysis are the same as those described above in **205.3.1**. The analysis must provide country and sector-level quantitative and qualitative information on the key gender gaps in each of the domains described in

section **205.3.1** at the country level and in specific sectors where Mission resources are likely to be concentrated.

Examples of scopes of work, program descriptions, and sample analyses are located on ProgramNet and GenDev webpages. At this level, the analysis should, to the extent possible, also provide information about groups of women or men that are particularly disadvantaged or that have strong unmet needs for empowerment (e.g., Lesbian, Gay, Bisexual, and Transgender (LGBT) persons, women from marginalized ethnic groups, women with disabilities, and so forth).

It is not sufficient for CDCS documents to simply represent gender as a “cross-cutting issue” that is described in a separate, single paragraph or section somewhere in the text of the CDCS. Rather, the findings of the gender analysis must inform and be incorporated into all sections of the CDCS. At the highest level, the CDCS narrative must discuss explicitly how the country strategy will contribute to the three outcomes specified in the [Gender Equality and Female Empowerment Policy](#):

- (1) Reductions in gaps between males and females in access to/control over economic, political, and social resources;
- (2) Reductions in the prevalence of gender-based violence; and
- (3) Reductions in constraints that prevent women and girls from leading, participating fully in, and influencing decisions in their societies.

The narrative of the background section that describes the country conditions and provides the supporting evidence that underlie the selection of the Goal and Development Objectives (DOs) must include:

- Key sex-disaggregated statistics,
- Descriptions of gender gaps, and
- A brief profile of the status of women and men in terms of their leadership roles in society and the gender norms that should be taken into account.

DO and Intermediate Result (IR) narratives should identify the specific gender gap relevant to that DO/IR and a discussion of how closing those gaps will be achieved. In addition, the monitoring and evaluation framework should include indicators that track progress in closing the gender gap or achieving a female empowerment objective. The Foreign Assistance Coordination and Tracking System (FACTS Info) includes nine Gender Equality and Female Empowerment indicators pertaining to gender equality, female empowerment, gender-based violence and women, peace and security. In addition, there are several other relevant indices and indicators used by Presidential Initiatives and other sector specific indicators in FACTS Info (see **205.3.7.2**). Missions

may also develop custom indicators to track progress in closing gender gaps to complement the standard indicators.

Missions may choose to have a DO that specifically addresses gender inequalities or seeks to empower women (see the [USAID Gender Equality and Female Empowerment Policy](#)). If a Mission opts to have a stand-alone DO that addresses gender inequality or female empowerment, the CDCS must explain how achieving gender equality and female empowerment is part of the overall development hypothesis of the strategy. In addition, the CDCS must incorporate that DO into the Results Framework with associated indicators that capture progress toward the stated gender equality objectives.

205.3.4 Gender Analysis in Project Design

Effective Date: 07/17/2013

Carrying Out the Gender Analysis

In carrying out the gender analysis at the country level and for project designs, Development Objective (DO) and project teams must consult with a wide variety of key stakeholders (including intended beneficiaries of programming). Consulting with local academic institutions, civil society organizations, and think tanks is important, as they are often aware of the local context and can provide access to unpublished information. The gender analysis should also rely on multiple resources, including country-level gender analysis performed by

- The Government;
- Other donors or academics;
- Regional or sectorial gender analyses;
- Official national- and regional-level data and statistics;
- Periodic reports to United Nations (UN) human rights committees; and
- Shadow reports and reports by UN and regional intergovernmental organizations, non-governmental organizations (NGOs), and implementers.

A sample gender analysis and additional resources on how to carry out a gender analysis at the project level are located at ProgramNet and GenDev.

USAID technical teams and program staff must be substantially involved in the gender analysis process. Simply having a coordination function and providing a list of documents does not constitute active engagement. The project-level gender analysis should identify the relevant gender gaps in the status and anticipated levels of participation of women and men that could hinder:

- Overall project outcomes defined in the Project Logical Framework (LogFrame),
- Key gender inequalities or needs for female empowerment that could be addressed through the project, and
- Any potential differential effects (including unintended or negative consequences) on women and men.

Gender analysis at this level should include the types of qualitative and quantitative information described in **205.3.1**. To the extent possible, the information should be disaggregated by age, income, ethnicity, race, disability, LGBT, urban versus rural, and focused on the geographic area of the project.

Project level gender analysis should be specific enough to provide insights about key gender gaps and needs for increased gender equality related to each of the activities (i.e. implementing mechanisms) that will eventually be implemented under the Project Appraisal Document (PAD). If, however, the PAD includes disparate activities and the gender analysis is too broad or framed at too high a level to be useful for designing the individual subordinate activities, then supplementary gender analysis must be conducted at the activity level. If, in implementation, learning occurs that leads to a substantial revision of the project or activity, additional gender analysis may be required.

Similar to the CDCS, the findings of the gender analysis must be referenced throughout the PAD or Action Memorandum (for small projects) and discussed specifically in the:

- Problem statement,
- Activities,
- Monitoring and Evaluation (M&E) Plan, and
- Personnel requirements.

Appropriate gender-sensitive indicators and sex-disaggregated data must be reflected in the M&E Plan as guided by the LogFrame. The gender analysis must be included in an Appendix to the PAD. The PAD or relevant authorization document must be updated with documentation of any new additional gender analyses that have been carried out subsequent to PAD or Action Memorandum approval.

The Program Office or project team, in consultation with the relevant Gender Advisor or Point of Contact, is responsible for deciding whether additional gender analyses are required. Both field Missions and Operating Units (OUs) in Washington must ensure that a gender analysis, sufficient for the purposes of integrating gender at the implementing mechanism level, has been carried out.

All Washington Pillar and Regional Bureaus that design projects and activities (including small activities defined as under \$500,000 per year, or less than a total of \$1.5 million in total USAID funding) are required to conduct a gender analysis for those projects and activities. Bureaus should document, in their standard bureau operating procedures (or equivalent), when and how gender analysis will be carried out and the results integrated into designs and procurement documents. Project design teams must ensure that the findings and recommendations of any gender analyses are documented in the relevant authorization document (e.g., PAD or Action Memorandum). If the project design team determines that gender is not an issue, as per the gender analysis, this must be stated in the authorization document.

205.3.5 Gender Integration in Solicitations

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Integrating gender equality and female empowerment objectives, activities, and indicators into solicitations can be accomplished in a variety of ways. The most important aspect is that the relationship of gender equality and female empowerment to the project/activity purpose is:

- Spelled out in the problem statement,
- Reflected in project design,
- Tracked by qualitative or quantitative indicators in performance monitoring, and
- Addressed in the evaluation plan and reporting requirements.

Additionally, any requirements for staff expertise in gender integration need to be identified in the description of management and team requirements.

Regardless of the acquisition mechanism, project teams must reflect the findings of the gender analysis, which was conducted for a project/activity, in the different components of the solicitation (e.g., the Statement of Work (SOW) and Program Description (PD), project deliverables, key personnel requirements, and monitoring, evaluation, and reporting requirements). Project teams must ensure that evaluation criteria for each relevant section of the procurement document reflect how well gender equality issues are addressed in that section rather than creating one separate, general sub-criterion.

The project team must include a statement as part of the procurement request package that:

- (1) Clearly indicates how the results of the gender analysis are incorporated throughout the SOW or PD, deliverables, monitoring and evaluation (M&E) procedures, and reporting requirements; or

- (2) Gives a rationale for why gender inequality is not an issue for the particular activity to be implemented through the requested contract action. The rationale must be determined by the gender analysis cleared by the Director of the requesting office and the Program Office Director, and included in the appropriate approval document.

If neither of these is in the procurement request, the Contracting/Agreement Officer (CO/AO) must notify the project team that they are unable to take further action on the request until the gender analysis is included, or the CO/AO receives a cleared authorization document from the Director of the requesting office, cleared by the Program Office, with the justification.

The table below provides illustrative questions for project teams in drafting the technical components of the solicitation and CO/AOs in the review of these components.

Section of RFP/RFA	Questions for Contracts and Agreements Officers
Background	<ul style="list-style-type: none"> • Does the solicitation spell out the specific gaps that exist between males and females with respect to the problem that is being addressed and relevant to project outcomes? • Does it indicate what opportunities there are to promote women's leadership and empowerment as a result of the project? • Does the solicitation explain or indicate potential causes of the identified gaps?
Statements of Work, Statements of Objective and Performance Work Statements	<ul style="list-style-type: none"> • Is the Implementing Partner required to conduct a more detailed gender analysis prior to or at an early stage of project implementation? • Does the SOW require the contractor to develop stand-alone or integrated activities to ensure that projects are reducing the gaps between males and females that were identified in the gender analysis that was carried out in the context of project design and addressing the unique needs and interests of males and females? • Does the SOW specify that the contractor must track the differential impacts on male and female participants in all activities?
Program Descriptions	<ul style="list-style-type: none"> • Do the activities in the Program Description sufficiently articulate how the offerer is to reduce gender gaps or address the unique needs and interests of males and females (consistent with those that were identified in the gender analysis carried out in the context of the project design)?
Monitoring and Evaluation	<ul style="list-style-type: none"> • Does the solicitation include specific gender-sensitive indicators that the Implementing Partner is expected to

Section of RFP/RFA	Questions for Contracts and Agreements Officers
	<p>use?</p> <ul style="list-style-type: none"> • Are Implementing Partners encouraged to use one or more of the nine standard indicators on gender? • Are there strategies in place to monitor for unintended consequences (such as gender-based violence)?
Reporting	<ul style="list-style-type: none"> • Does the solicitation specify that reporting requirements include information on: <ul style="list-style-type: none"> - To what extent and how relevant gaps between males and females were closed? - What new opportunities for women and men were created? - What differential negative impacts on males/females (such as increasing the risk of gender-based violence) were addressed or avoided? - What needs and gender inequalities emerged or remain?
Key Personnel	<p>Does the solicitation request a technical expert who has experience with gender integration in project design and is knowledgeable about how to address gender disparities and create opportunities for women's leadership and participation within the particular sectoral context, if such an expert is important for ensuring optimal project results?</p>
Instructions to Offerors or Preparation and Submission Guidelines	<ul style="list-style-type: none"> • Does the solicitation stipulate that Implementing Partners highlight past performance demonstrating their ability to address gender gaps and to empower females? • Does the solicitation request that Implementing Partners illustrate how their organization is structured to ensure that gender disparities will be deliberately and adequately addressed in their programming?
Evaluation or Selection Criteria	<ul style="list-style-type: none"> • Does the solicitation state that Implementing Partners will be evaluated on how well the proposal addresses gender integration as described in the SOW/PD and other sections of the solicitation, as appropriate?

For technical assistance and additional guidance, program offices, technical teams, and Contracting/Agreement Officer Representatives (CORs/AORS) should consult the USAID Mission Gender Advisor or Bureau Gender Specialist or the Office of Gender Equality and Women's Empowerment in the Bureau for Economic Growth, Education and Environment (E3).

205.3.6 Monitoring, Evaluation, and Learning

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USAID's [Gender Equality/Female Empowerment and Evaluation Policy](#) requires rigorous monitoring and evaluation. In both performance monitoring and evaluation, Operating Units (OUs) must:

- (1) Collect appropriate sex-disaggregated data,
- (2) Ask clear questions about male and female roles to uncover intended and unintended positive and negative changes,
- (3) Develop indicators designed to track changes in key gender gaps from baseline to endline, and
- (4) Use appropriate qualitative and quantitative methodologies.

The process of monitoring and evaluation also provides a critical opportunity to enable course correction, particularly when the Country Development Cooperation Strategies (CDCS) or project design did not sufficiently address gender gaps and female empowerment.

205.3.6.1 Performance Monitoring

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As part of the on-going and routine review of performance indicator data, Operating Units (OUs) should review progress toward meeting the three outcomes of the [Gender Equality and Female Empowerment Policy](#). Depending on how the OU is staffed, the Gender Advisor and/or Gender Points of Contact from technical teams should be actively involved in performance monitoring activities. These arrangements should be codified in the Mission Order on Gender Integration and in Bureau's operating procedures.

Development Objective (DO) teams and program offices must:

1. Develop indicators and set annual targets for tracking progress toward achieving gender equality and include them in the Mission Performance Management Plan (PMP) and Project Monitoring and Evaluation (M&E) Plan;
2. Review actual annual data against planned targets with attention to whether there are any gaps between the extent to which females and males are participating in and benefitting from projects and activities and discuss the findings with implementing partners. Performance Plan and Reports (PPRs) must detail gender equality and female empowerment results achieved in a reporting fiscal year (see [205.3.7.2](#));

3. Ensure that data for the sex-disaggregated and gender sensitive indicators in the Mission Performance Monitoring Plan is routinely updated and available for use during Portfolio Reviews;
4. Inspect the data to ensure that information for sex-disaggregated and gender sensitive indicators is being submitted per the requirements set forth in Project Monitoring and Evaluation Plans ([ADS 203.3.4](#));
5. Ensure that Performance Plans and Reports detail gender equality and female empowerment results achieved in a fiscal year (see [205.3.7](#));
6. Analyze unexpected results (positive or negative) affecting females, males or both, and discuss the findings with implementing partners; and
7. Take corrective action if there are problems with, or gaps in, data collection.

205.3.6.2 Evaluation

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During the design phase of each project, Washington Bureaus and Missions will give consideration to the evaluations that will be undertaken, and identify key evaluation questions at the outset (See [ADS 203](#)). During this phase, Washington Bureaus and Missions must identify all evaluation questions for which sex-disaggregated data are needed. All people-level indicators must be disaggregated by sex and collected before activities with beneficiaries (or clients) begin (i.e., at baseline) and when activities with beneficiaries end or at the end of the project, whichever comes first (i.e., endline). Missions should also consider whether key evaluation questions examine the extent to which closing gender gaps has improved project outcomes and whether the project has transformed gender norms and reduced gender gaps. Finally, evaluations should identify whether any particular sub-groups (e.g., different ages, people with disabilities, etc.) are losing out.

Good evaluation practice involves:

- Combining qualitative and quantitative sampling methods,
- Establishing interview teams comprised of both males and females appropriate for the cultural context and data being collected, and
- Ensuring that samples consist of both men and women as appropriate to the evaluation questions.

Bureaus and Missions should strive to ensure that evaluation designs, methodologies, data collection and analyses adequately capture the situations and experiences of both males and females (e.g. transport surveys should cover both vehicular traffic and off-

road activities, employment surveys should cover formal and informal establishments, and health surveys should account for the uptake of services or commodities by both men and women).

Evaluation scopes of work must clarify expectations about the methodological and subject matter expertise of the evaluators, including expertise in gender analysis.

205.3.7 Gender Integration in Operational Plans and Performance Plans and Reports

Effective Date: 07/17/2013

The Department of State and USAID policy requires Washington and field-based Operating Units to report on gender equality and women's empowerment in budgets and performance plans and reports. In Operational Plans (OPs) and Performance Plan and Reports (PPRs), the Gender Key Issue is comprised of four sub-key issues (See <http://f.state.sbu/Pages/OP2013.aspx>):

- (1) Gender Equality/Women's Empowerment (GE/WE) – Primary;
- (2) Gender Equality/Women's Empowerment (GE/WE) – Secondary;
- (3) Gender-Based Violence (GBV); and
- (4) Women, Peace, and Security (WPS).

205.3.7.1 Operational Plans

Effective Date: 07/17/2013

All Operating Units (OUs) must attribute funding in each fiscal year to one of the four sub-key issues, as follows:

- **Gender Equality/Women's Empowerment (GE/WE) – (Primary)** includes activities in which gender equality or women's empowerment is an explicit, primary goal and fundamental in the design, results, and impact. If an activity passes the GE/WE-Primary screen, all funding for it should be attributed to this key issue. If all funding of an activity cannot be attributed to this Key Issue, then OUs should attribute the relevant portion as "secondary" (see next paragraph).
- **Gender Equality/Women's Empowerment (GE/WE) – (Secondary)** encompasses activities in which gender equality or women's empowerment, although important, are not among the principal reasons for undertaking the activity. Since in this case only part of an activity budget contributes to this Key Issue, the OU must use its best judgment to determine what portion of funding to attribute to this category.

- **Gender-Based Violence (GBV)** includes activities aimed at preventing and responding to GBV, which results in physical, sexual, and/or psychological harm to either women or men. For the purposes of attribution, GBV should be considered to be mutually exclusive from the GE/WE-Primary and GE/WE-Secondary Key Issues.
- **The Women, Peace, and Security Key Issue** includes activities designed to:
 - Promote women’s rights, participation, and leadership in formal and informal peace processes, peace building activities, conflict prevention, and security initiatives (e.g., peace negotiations, preventive diplomacy);
 - Promote women’s participation and leadership in decision-making institutions and processes in societies emerging from crisis or conflict, or experiencing a political transition (e.g., elections, security sector reform, constitutional drafting, transitional justice);
 - Protect women and girls, and men and boys, from violence, discrimination, exploitation, and abuse in crisis and conflict-affected environments, including sexual and gender-based violence and trafficking in persons;
 - Promote women’s engagement and the integration of gender perspectives in conflict prevention and mitigation, early warning, preparedness, or response planning and activities;
 - Address the distinct needs of women and girls, and men and boys, as part of relief and recovery efforts, including humanitarian assistance, reintegration, and early recovery programs; and
 - Promote women’s economic empowerment and access to education and health services in crisis and conflict-affected environments.

OUs should refer to current year [Operational Plan Guidance](#) for more information.

205.3.7.2 Performance Plans and Reports

Effective Date: 07/17/2013

The Master Indicator List (MIL) includes nine Washington-designated, cross-cutting indicators that cover gender equality, women’s empowerment, gender-based violence, and women, peace, and security (see Box below). These indicators are designed to measure the results of foreign assistance efforts across Program Areas and Elements in the Standardized Program Structure (SPS). As relevant to the outputs and outcomes being reported, some or all nine of the gender equality, women’s empowerment, gender-based violence, and women, peace and security indicators will be used in reports to the Office of Management and Budget, Congress, and other stakeholders.

GNDR	Gender Equality and Female Empowerment
GNDR-1	Number of laws, policies, or procedures drafted, proposed or adopted to promote gender equality at the regional, national or local level
GNDR-2	Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income or employment)
GNDR-3	Proportion of females who report increased self-efficacy at the conclusion of USG supported training/programming
GNDR-4	Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities
Gender-Based Violence	
GNDR-5	Number of laws, policies or procedures drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to sexual and gender based violence at the regional, national or local level
GNDR-6	Number of people reached by a USG funded intervention providing GBV services (e.g., health, legal, psycho-social counseling, shelters, hotlines, other)
GNDR-7	Percentage of target population that views Gender-Based Violence (GBV) as less acceptable after participating in or being exposed to USG programming
Women, Peace, and Security	
1.6-6	Number of local women participating in a substantive role or position in a peacebuilding process supported with USG assistance
1.3-9	Number of training and capacity building activities conducted with USG assistance that are designed to promote the participation of women or the integration of gender perspectives in security sector institutions or activities.

Five of the nine indicators have been designated as “required as applicable, in other words, required for compliance with OMB, Congressional, White House, USAID, and DoS reporting requirements (See [F PPR Guidance](#)).”

OUs with funding attributed to Gender Equality and Women’s Empowerment Primary or Secondary are required, as applicable, to report on Gender Indicator 2: “Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources,” and Gender Indicator 4: “Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities.”

OUs with funding attributed to Gender Based Violence, or activities that address GBV, are required, as applicable, to report on Gender Indicator 6, “Number of people reached by a USG funded intervention providing GBV services.”

OUs with funding attributed to Women, Peace and Security are required as applicable to report on:

- Indicator 1.3-9 “Number of training and capacity building activities conducted with USG assistance that are designed to promote the participation of women or the integration of gender perspectives in security sector institutions or activities,”
- Indicator 1.6-6 “Number of local women participating in a substantive role or position in a peace building process supported with USG assistance,” or
- Refer to the list of [WPS relevant indicators](#) to measure the results of foreign assistance efforts targeting WPS objectives.

In annual Performance Plan and Reports (PPRs), OUs must report on results realized during the reporting fiscal year, regardless of the appropriation year of the funding that helped produce the results. The [Indicator Handbook](#) contains reference sheets that explain how each indicator is to be computed and includes updates on new and required indicators. Missions and OUs are strongly encouraged to become familiar with the standard indicators on gender and how they are used well before the time when initial data is collected.

It is important to consult the [Office of Foreign Assistance Resources webpage](#) as some of the definitions or guidance may change from year to year.

205.4 MANDATORY REFERENCES

205.4.1 External Mandatory References

Effective Date: 07/17/2013

- [Executive Order- Instituting a National Action Plan on Women, Peace, and Security](#)
- [Executive Order - Preventing and Responding to Violence Against Women and Girls Globally](#)
- [Executive Order - Strengthening Protections Against Trafficking In Persons In Federal Contracts](#)
- [Presidential Memorandum -- Coordination of Policies and Programs to Promote Gender Equality and Empower Women and Girls Globally](#)
- [United States National Action Plan on Women, Peace, and Security](#)

205.4.2 Internal Mandatory References

Effective Date: 07/17/2013

- [ADS 201, Planning](#)

- b. [ADS 202, Achieving](#)
- c. [ADS 203, Assessing and Learning](#)
- d. [ADS 300, Agency Acquisition and Assistance Planning](#)
- d. [Ending Child Marriage and Meeting the Needs of Married Children: The USAID Vision for Action](#)
- e. [FYXX Operational Plan Guidance](#)
- f. [FYXX Performance Plan and Report Guidance](#)
- g. [USAID Counter-Trafficking in Persons Policy](#)
- h. [USAID Counter-Trafficking in Persons Field Guide](#)
- i. [USAID Evaluation Policy](#)
- j. [USAID Gender Equality and Female Empowerment Policy](#)
- k. [USAID Implementation of the United States National Action Plan on Women, Peace, and Security](#)
- l. [United States Strategy to Prevent and Respond to Gender-Based Violence Globally](#)

205.5 ADDITIONAL HELP

Effective Date: 07/17/2013

- a. [Gender 101 Online Training Course \(course code G101GEUSAID\)](#)
- b. [Gender and Health Resources](#)
- c. [Guide on How to Integrate Disability into Gender Assessments and Analyses](#)
- d. [Office of Gender Equality and Women's Empowerment \(GenDev\)](#)
- e. [Tips for Integrating Gender Into USAID Agricultural Sector Solicitations](#)
- f. [Tips for Integrating Gender Into USAID Education Sector Solicitations](#)
- g. [Toward Gender Equality in Europe and Eurasia: A Toolkit for Analysis](#)

205.6 DEFINITIONS

Effective Date: 07/17/2013

female

Refers to females of all ages (**Chapter 205**)

Female Empowerment

When women and girls acquire the power to act freely, exercise their rights, and fulfill their potential as full and equal members of society. While empowerment often comes from within, and individuals empower themselves, cultures, societies, and institutions create conditions that facilitate or undermine the possibilities for empowerment.

(**Chapter 205**)

Gender Analysis

An analytic, social science tool that is used to identify, understand, and explain gaps between males and females that exist in households, communities, and countries, and the relevance of gender norms and power relations in a specific context. Such analysis typically involves examining differences in the status of women and men and their differential access to assets, resources, opportunities and services; the influence of gender roles and norms on the division of time between paid employment, unpaid work (including subsistence production and care for family members), and volunteer activities; the influence of gender roles and norms on leadership roles and decision-making; constraints, opportunities, and entry points for narrowing gender gaps and empowering females; and potential differential impacts of development policies and programs on males and females, including unintended or negative consequences.

(**Chapter 205**)

Gender Equality

Concerns fundamental social transformation, working with men and boys, women and girls, to bring about changes in attitudes, behaviors, roles and responsibilities at home, in the workplace, and in the community. Genuine equality means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females. (**Chapter 205**)

Gender Integration

Identifying, and then addressing, gender inequalities during strategy and project design, implementation, and monitoring and evaluation. Since the roles and power relations between men and women affect how an activity is implemented, it is essential that project managers address these issues on an ongoing basis. (**Chapter 205**)

Gender-Sensitive Indicators

Point out *to what extent* and *in what ways* development programs and projects achieved results related to gender equality and whether/how reducing gaps between males/females and empowering women leads to better project/development outcomes.

(**Chapter 205**)

Gender Advisors

Person with the technical skills, competencies, and experience necessary to provide appropriate, in-depth guidance to technical and program staff to ensure that gender equality and female empowerment are integrated in meaningful ways across the program cycle, but especially in project design. Gender advisors are appointed by Missions or Washington Operating Units and possess an educational background or experience working on gender integration and female empowerment in one or more technical fields. Missions in the process of closing or with less than \$20 million in program funds are exempted from this requirement, but must appoint a Gender POC. In all cases, the advisor's responsibilities are to be explicitly included in their job description, with an estimate of time allocation to carry out the work. (**Chapter 205**)

Gender Points of Contact (POC)

Persons designated by Missions to serve as the liaison with AID/W on issues related to implementing the suite of Gender Equality and Female Empowerment policies across the program cycle. POCs may or may not have the technical skills of a gender advisor but at a minimum should take and pass Gender 101 and Gender 102 courses. (**Chapter 205**)

women

Refers to adult females (**Chapter 205**)

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