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SUMMARY REPORT

***GENESYS Training
Interventions:
Their Role in the
Institutionalization
of Gender Concerns
in USAID***

An Assessment

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EXECUTIVE SUMMARY

The GENESYS project was created in October 1989 by the USAID Women in Development (WID) Office to assist with the institutionalization of gender considerations within the Agency Management Systems International (MSI) has been responsible for the training unit from the project's inception. As GENESYS nears completion in October 1994, an assessment of the services provided by MSI becomes important in order to better understand the role of training in improving the incorporation of gender in USAID operations.

This assessment began in August 1993 with an analysis of 32 training unit activities carried out between September 1990 and June 1993. That was to identify the types of recommendations that had resulted from those activities, in order then to select a representative sample of missions/bureaus for further inquiry as to whether or not those recommendations had been implemented. That initial analysis revealed that the recommendations from the 32 interventions fell roughly into the following categories:

■ Functional (project design, implementation, evaluation)	29%
■ Related to WID Officers/Committees	21%
■ Concerning needs of, or directed to, NGOs	21%
■ Sector-specific (health, agriculture, private sector, AIDS, etc.)	14%
■ Concerning host country governments	14%

Together with the WID Office, a sample of interventions - both geographically and substantively representative - was chosen for further study. A total of seven cases was selected, including Honduras, LAC Bureau, Malawi, Morocco, Nepal, Rwanda, and Uganda. Then GENESYS surveyed those organizations through case studies and questionnaires to assess the subsequent overall impact of the interventions, and to learn why action had or had not been taken on the recommendations that resulted from them.

This report contains a detailed review of results on a case-by-case basis - first in terms of overall impact, then with regard to action on specific recommendations. In addition, the last section presents the major constraints reported by participating organizations with regard to the incorporation of gender into their operations.

An analysis of the information received from the seven organizations surveyed, plus periodic anecdotal reports from other USAIDs, leads to a number of general findings concerning the role the GENESYS training unit has played in efforts to institutionalize gender considerations within the Agency. While not a scientifically stratified sample, we believe that the following findings represent the principle "lessons learned":

- 1 Without a matching funds mechanism, such as that provided by the WID Office, the majority of initial training events at the mission or bureau level would not have occurred.

- 2 Core-content mission training, which demonstrates the importance of gender as a factor in program/project success, increases awareness and skills, and generally motivates participants to either initiate or give greater attention to the incorporation of gender as an important element in regular mission operations
- 3 This increased attention often results in the creation of gender-related policies and procedures, and provides incentives for mission staff to take training recommendations seriously We estimate that action has been taken on roughly 65 to 75 percent of the recommendations made by staff during gender training
- 4 Typically, when high-level mission/bureau managers participate in training events, they subsequently support the inclusion of gender considerations at the strategic planning stage Usually, this is accompanied by improved guidance from mission management to technical or program offices or from bureaus to missions Generally, this includes such issues as the incorporation of gender in program/ project indicators, SOWs, evaluations, and reporting systems which, in turn, provides greater feedback to the missions/bureaus on people-level, gender-disaggregated impacts
- 5 Training interventions appear to stimulate the application of additional resources to help staff incorporate gender into their work - e g , technical assistance, additional training, or financial resources for tools and methodologies, gender experts, resource materials, data bases, and so forth From the evidence available, this is clearly more often the case in missions which have received gender training or technical assistance than in those which have not
- 6 Mission-wide, core-content training also tends to result in requests for specialized training or technical assistance in a specific functional or sectoral area Such follow-on interventions typically involve project- or issue-specific workshops, or assistance with such questions as WID committee procedures, the formulation of sex-disaggregated indicators, the collection and analysis of gender-disaggregated data, and so forth
- 7 When transferred from one post to another, high-level USAID managers tend to carry with them and act upon the commitment and knowledge gained through gender-related training However, unless mid- and lower-level staff find themselves in a supportive environment, they are often unable or unwilling to risk applying those skills at the new site
- 8 The process of fully incorporating gender into USAID operations is one of continuous improvement It is iterative, reinforcement is needed A single gender-analysis workshop, without follow-on training or technical assistance, is not likely to result in the permanent institutionalization of gender considerations in day-to-day operations

I. INTRODUCTION

Training in Context

Based on the 1973 legislative mandate, which directed that U S foreign assistance efforts give particular attention to integrating women into the economies of developing countries in order to "improve women's status and assist the total development effort," USAID policy has sought to institutionalize the concept of "women in development" (WID) in Agency operations. Clearly, institutionalizing gender considerations - or any other new approach to development - within USAID is tantamount to changing the Agency's own culture.

The question of organizational culture change was studied by the General Accounting Office (GAO), which issued a report on that subject in February 1992. Based on data provided by academic and corporate experts, study results indicated that

"two key techniques are of prime importance to a successful culture change

- Top management must be totally committed to the change in both words and actions
- Organizations must provide *training that promotes and develops skills* related to their desired values and beliefs "¹ (Emphasis added)

In another report, dated December 1993, GAO reviewed USAID's efforts to comply with the 1973 WID legislation. That report noted that in 1990 the House Committee on Appropriations had urged USAID to "*develop and implement gender training for AID staff*"² (Emphasis added). The GAO found that since then, "AID's Office for Women in Development [has] provided bureau and mission staff with gender-related technical assistance and training, which has helped improve staff awareness of the relevance of gender issues to their development objectives." The report's conclusions include the following:

" AID staff have become increasingly aware of the relevance of gender issues to projects through the increased training and technical assistance provided by the office for Women in Development "

" We believe that two efforts hold the most promise for successfully incorporating women-in-development concepts into program activities: (1) continued efforts by the Office for Women in Development to increase awareness at all AID levels about the importance of gender to development "

¹GAO/NSIAD-92-105 Organizational Culture Techniques Companies Use to Perpetuate or Change Beliefs and Values

²GAO/NSIAD-94-16 Foreign Assistance U S Had Made Slow Progress in Involving Women in Development

GENESYS Training & the Methodology Used for this Assessment

To assist with the institutionalization of gender considerations within the Agency, USAID's Women in Development (WID) Office created the GENESYS project, one unit of which provides training for USAID bureaus and missions and their collaborators. Since September 1990, over 40 interventions have been carried out by staff of the GENESYS training unit and other personnel from GENESYS and WID Office. As the project nears completion in October of this year, a review of the outcomes of these interventions becomes important in order to better understand the role of training in improving the incorporation of gender in USAID operations.

The first phase of that review process took place in August 1993 with an examination of 32 training unit activities carried out between September 1990 and June 1993 in all regions of the world. The main purpose was to identify the types of recommendations that had resulted from those activities, in order then to select a representative sample of missions/bureaus for further inquiry as to whether or not those recommendations had been implemented.

This initial examination revealed that the recommendations from the 32 interventions in question fell roughly into the following categories:

■ Functional (project design, implementation, evaluation)	29%
■ Related to WID Officers/Committees	21%
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■ Sector-specific (health, agriculture, private sector, AIDS, etc.)	14%
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The next step was to choose from this group a sampling of interventions that would be both geographically and substantively representative. That was done in close coordination with the WID Office. A total of seven cases was selected, and became the subject of this inquiry, which took place in the first quarter of 1994.

GENESYS then examined the seven interventions selected in order to assess their subsequent overall impact, determine if action had been taken on the specific recommendations which had resulted from those interventions, and, learn why action was or was not taken. The seven cases chosen were Honduras, the Latin America and Caribbean (LAC) Bureau, Malawi, Morocco, Nepal, Rwanda and Uganda.

Five of the interventions were training workshops (Honduras, LAC Bureau, Malawi, Nepal, Uganda), while one was a portfolio review (Morocco) and another was a social soundness analysis (Rwanda). All activities took place between October 1991 and August 1993. (See *Annex I* for a list of the activities in question.)

Sources of Information

Data were collected by two means

- 1 **Lessons Learned Case studies** were conducted in late 1993 and early 1994 in Honduras, Malawi and Uganda. The first two were commissioned directly by the WID Office, which selected Honduras and Malawi because of the substantial progress made by those missions in incorporating gender considerations into their work. The Uganda case study was carried out through the GENESYS Project.
- 2 **A two-part E-mail questionnaire** was sent to the other four USAID organizations included in this sample. Part I contained a standard set of general questions which explored the existence of certain mechanisms or practices which may facilitate the consideration of gender in overall operations. The designation of a WID officer or the development of a strategy to incorporate gender in program activities are two such examples. Part I also elicited information about the major constraints currently faced for the incorporation of gender concerns (See *Annex 2* for Part I General Questions.) Part II, which differed for each of the seven cases, covered Mission Specific Questions and requested information on the actions taken to implement the recommendations which resulted from each intervention. Responses were analyzed in accordance with three key aspects of mission operations: mission management, mission planning & systems, and mission programs/projects.

The report which follows presents a set of general findings, followed by detailed survey results concerning the overall impact of GENESYS interventions, as well as information on the actions taken in response to the specific recommendations which flowed from those interventions.

II. GENERAL FINDINGS

An analysis of the information received from the seven organizations surveyed, plus periodic anecdotal reports from other USAIDs, leads to a number of general findings concerning the role the GENESYS training unit has played in efforts to institutionalize gender considerations within the Agency. While not a scientifically stratified sample, we believe that the following findings represent the principle "lessons learned "

- 1 Without a matching funds mechanism, such as that provided by the WID Office, the majority of initial training events at the mission or bureau level would not have occurred
- 2 Core-content mission training, which demonstrates the importance of gender as a factor in program/project success, increases awareness and skills, and generally motivates participants to either initiate or give greater attention to the incorporation of gender as an important element in regular mission operations
- 3 This increased attention often results in the creation of gender-related policies and procedures, and provides incentives for mission staff to take training recommendations seriously. We estimate that action has been taken on roughly 65 to 75 percent of the recommendations made by staff during gender training
- 4 Typically, when high-level mission/bureau managers participate in training events, they subsequently call for the inclusion of gender considerations at the strategic planning stage. Usually, this is accompanied by improved guidance from mission management to technical or program offices or from bureaus to missions. Generally, this includes such issues as the incorporation of gender in program/project indicators, SOWs, evaluations, and reporting systems which, in turn, provides greater feedback to the missions/bureaus on people-level, gender-disaggregated impacts
- 5 Training interventions appear to stimulate the application of additional resources to help staff incorporate gender into their work - e.g., technical assistance, additional training, or financial resources for tools and methodologies, gender experts, resource materials, data bases, and so forth. From the evidence available, this is clearly more often the case in missions which have received gender training or technical assistance than in those which have not
- 6 Mission-wide, core-content training also tends to result in requests for specialized training or technical assistance in a specific functional or sectoral area. Such follow-on interventions typically involve project- or issue-specific workshops, or assistance with such questions as WID committee procedures, the formulation of sex-disaggregated indicators, the collection and analysis of gender-disaggregated data, and so forth

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- 7 When transferred from one post to another, high-level USAID managers tend to carry with them and act upon the commitment and knowledge gained through gender-related training. However, unless mid- and lower-level staff find themselves in a supportive environment, they are often unable or unwilling to risk applying those skills at the new site.
- 8 The process of fully incorporating gender into USAID operations is one of continuous improvement. It is iterative, reinforcement is needed. A single gender-analysis workshop, without follow-on training or technical assistance, is not likely to result in the permanent institutionalization of gender considerations in day-to-day operations.

Further evidence to support this last point came in March of this year, during a workshop carried out by GENESYS at the request of USAID/REDSO/EA. At that time, WID Officers and Coordinators from five USAID missions in East Africa formulated their "*Vision of Gender-Responsive USAIDs*." Second on the list of elements identified was "Conduct gender sensitivity training regularly for staff and host country counterparts." Furthermore, as one of the "*Factors Contributing to Gender-Responsive USAIDs*," the group cited "Gender Training for Mission personnel and counterpart staff, including sector-specific gender workshops."

To summarize, in response to initiatives by key individuals (mission directors, WID officers, host government officials), GENESYS training has set the stage and provided the focus, motivation and skills needed for incorporating gender into the work of the missions and bureaus served.

III. OVERALL IMPACT OF GENESYS INTERVENTIONS

Shared Outcomes

This section examines the overall results of the various GENESYS interventions at the mission or bureau level. It should be noted that all organizations included in the sample reported that the GENESYS activity served two major purposes, which are reflected in above findings:

- 1 To sensitize staff and other participants about the importance of addressing gender issues in order to improve overall program results,
- 2 To provide participants with the basic tools and methodologies needed for the inclusion of gender considerations in their work

Individual Outcomes

General results of the GENESYS interventions in each of the seven cases surveyed also support above findings, as demonstrated by the following overall outcomes:

- **Malawi** - The case study report states that gender training was a "critical catalyst" and a key step in moving toward more gender-sensitive mission operations. As the WID Officer put it, "The more people that are up to speed on WID, the easier it is for me to get it implemented across the board." The study also found that

"A key support mechanism that has assisted the WID Officer in the provision of gender training has been the WID Office funded GENESYS Project. For example, two WID Committee members were selected by the WID Officer to attend a five day 'Southern Africa Regional WID Officers Training Workshop' in 1993. One participant said that, while she had always had a keen interest in gender issues, the workshop had provided her with practical tools and guidance on how to effectively incorporate gender into her work, such as including gender-specific requirements in scopes of work. Another significant skill learned at the workshop was how to document gender impact at the program reporting level, guidance which was successfully applied when the Mission prepared its FY93 API. Both participants frequently refer to the resource materials attained from the workshop, and have shared the materials and guidance with others in the Mission on numerous occasions."

GENESYS facilitated two workshops in September 1993 for 44 policy makers and 33 desk officers from government ministries to develop a Policy and Plan of Action for Women in Malawi to "guide policymakers and planners in considering the roles and needs of women in any intervention they may undertake, and design appropriate programs and projects." In addition, detailed work plans were

developed for the first five years Overall changes in the country which resulted from these interventions were described as follows

- Policy level - change in pregnancy policy, increase in girl's education and status,
- Institutional level - creating a cadre of people interested, informed, working on gender issues at university and research institutions, in government ministries,
- Local level - empowering women to believe they are important, such as the members of the National Association of Business Women, support to other local groups,
- Media coverage - raised issue of importance of women and contribution they can make to national development and the national economy

The Mission has advocated gender training for both host-country counterparts and U S contractors, so that the people and organizations that play a major role in implementing mission programs are knowledgeable about gender considerations in development The WID Officer also arranged for the U S grantee chosen to implement the DECIDE project to attend a "Gender and Democracy" workshop for USAID contractors given by GENESYS in Washington

The study concludes that "Clearly, the provision of gender training, through the GENESYS Project mechanism, has helped to increase the knowledge base of the mission's staff, contractors, and host country counterparts on gender issues "

■ *The LAC Bureau* reported that

"The major accomplishment directly attributable to the training was development of consensus around the WID Plan to integrate gender into strategic planning and reporting Subsequently, improved bureau guidance and technical assistance have resulted in substantive improvement in attention to gender in mission strategies and reporting "

Following the June 1992 workshop, a framework was created for institutionalizing gender considerations across Bureau programs - a process which was substantially strengthened by the addition to the Bureau of a GENESYS WID Advisor, who works in close collaboration with Bureau staff

In the December 1993 report referred to on page one, the GAO noted that, in commenting on a draft of the report, USAID said that the LAC Bureau "has recruited a women-in-development adviser, carried out gender training,

implemented a women-in-development strategy, developed a gender research agenda and improved dissemination of research results and guidance to the field, helped missions incorporate women-in-development into program strategies, and analyzed reporting and results "

- The *Uganda* case study states that "USAID/Kampala has come a long way toward fully institutionalizing a gender-sensitive approach to its activities. This is largely due to the existence of a critical mass of people in the mission who understand the need for addressing gender issues." The report then states that

"Several staff members date the beginning of a Mission-wide push toward gender integration to the time of the gender workshop conducted in February 1992. This exercise helped to consolidate individually held perceptions of 'WID' into a shared understanding of gender issues. It also brought a new level of energy to the task of integrating gender into Mission activities."

That workshop spawned other training events related to specific program areas, such as gender and AIDS, and gender and the environment.

- The *Honduras* case study report states that

"The gender training held October 22-29, 1991 was a catalytic event that spurred increased attention to gender considerations by Mission staff. The workshops linked attention to gender to program and project effectiveness and developed skills in conducting and applying gender analysis and developing strategies for integrating gender at project and program levels."

Prominent among the "factors which appear to have been most important in bringing about attention to gender in program strategy," the report lists "The GENESYS gender training sensitized staff to the importance of addressing gender in order to achieve program objectives, and Mission policy statements have reinforced gender as an important issue." In summarizing key factors and issues, the report lists "Provision of gender training to Mission staff," noting that "The 1991 GENESYS training was key in raising the consciousness of staff and giving them a common context and tools for gender analysis." The report also points out that "Periodic training on gender issues will be necessary for both Mission staff and counterparts in order to maintain and enhance this process and build on this foundation to achieve increasingly sophisticated and effective levels of social and gender analysis and application."

- The *Morocco* Mission, in replying to the question concerning the mission's major accomplishment in incorporating gender issues into its activities, responded as follows

"A better appreciation for women's roles in society "

This intervention by GENESYS was a portfolio review conducted in 1991, involving selected USAID staff and contractors, the donor community and private sector representatives. The specific objective of the intervention was to review the mission's portfolio in terms of including gender considerations in its projects/programs, and to formulate recommendations for strengthening the approach. As discussed in the next section of this report, the mission's response to this survey indicates that an overwhelming majority of the recommendations presented at the end of the review, in fact, have since been successfully implemented.

- From *Nepal*, five different offices within the mission provided responses to the questionnaire. In describing the mission's major accomplishment in incorporating gender issues into its activities, the following comments were received:
 - "On the Nepali side, but also U S , [the GENESYS training] raised the consciousness of project managers regarding how to look at project activities and how they benefit women "
 - "The Mission has established a Women in Development Committee, which oversees the inclusion of gender issues in all Mission activities. All the project officers are fully aware of the need to incorporate gender issues in project activities "
 - "The commitment to expose USAID staff - both American and Nepali, both women and men - to gender awareness training and methodologies "
 - "The Mission has sensitized both expatriate and foreign service nationals to the importance of gender considerations. When the subject was first introduced, few people understood the relevance or importance of ensuring that gender issues be taken into consideration when making programmatic decisions. Following the training, the gender analysis tools presented have been used by many of the offices to make programmatic determinations "
 - "Under ARD portfolio, major accomplishments in incorporating gender issues is the study on Determinants of Women's Participation in the Vegetable, Fruits and Cash Crops program and involvement of women in user groups. Gender Analysis training to all Project Officers is a must "
- The *Rwanda* mission's response to this survey pre-dates the outbreak of the violence which has engulfed that country for the past several months. (It is ironic to note that the GENESYS intervention, carried out in July 1992, was a social soundness analysis for a Democracy and Governance PID)

Identified as the mission's major accomplishment in incorporating gender issues into its activities is the Gender Considerations in Development training. The reason given is that the training "truly sensitized all staff to gender considerations."

Over and above the specific countries surveyed, an April 1994 Africa Bureau cable reporting "Africa-wide results of FY 1993 Assessment of Program Impacts (APIs)" cited as positive examples five countries where GENESYS has been particularly active in providing training and technical assistance over the past several years - *Uganda, Niger, Guinea, Malawi, and Mali*. The cable states

" Of the missions submitting APIs, five missions appear to be on the road to integrating gender routinely across all programs and sectors. APIs for *Uganda, Niger, and Guinea* all include indicators representing gender considerations for each major program activity. Information on why the indicators were chosen and deemed important was included in the narrative sections. The *Malawi* API also pointed out gender-based linkages and impacts between objectives, such as girls' and women's literacy and fertility rates. The *Mali* API emphasized the contribution of both women and men to the success of the country's democratic transition." (Emphasis added)

IV ACTION ON SPECIFIC RECOMMENDATIONS FROM INTERVENTIONS

An essential part of each GENESYS intervention is the development by participants of recommendations for subsequent action by missions/bureaus to better ensure the inclusion of gender issues in their operations. The survey summarized for each organization the recommendations that had been made, and requested that they indicate what action had been taken on each one. The reasons why action had or had not been taken were also requested.

For analysis purposes, recommendations were organized by their potential impact on three essential functions:

- 1** Mission Management
- 2** Mission Planning & Systems
- 3** Mission Programs/Projects

1 MISSION MANAGEMENT

All of the organizations surveyed had made recommendations related broadly to mission management. These fell into four general categories: A) WID staffing or leadership within the mission, B) training and technical assistance, C) utilization of consultants, and, D) communications within the host country. Survey results indicate that action had indeed been taken on nearly all of these recommendations. Below are highlights:

A WID Staffing/Leadership

In two cases (Morocco and Honduras), recommendations specifically addressed this issue. As general background, it is interesting to note that in all the organizations surveyed, those responsible for WID activities have other broad job responsibilities, which generally provide access to overall mission programming. In four cases (Honduras, LAC Bureau, Morocco, Uganda), they are responsible for all or a major portion of program evaluations. WID/GCID officers are both direct hires and FSNs, the time officially allotted for this function runs from 15% to 40%. In no case was the assignment for 100% of a person's time. As detailed below, in Morocco the GENESYS intervention resulted in specific recommendations both to increase the time devoted by the WID Officer to those activities, and to add a part-time FSN as WID assistant.

In most cases where there are WID committees, they tend to have broad-based representation from the major, if not all, program offices. In Honduras, the GENESYS intervention resulted in the re-structuring and strengthening of the Committee. Survey responses also indicated that in two countries WID committees had been disbanded. While this is not related to GENESYS activities, the reasons given are interesting. Rwanda reported "We found this to be too small a Mission for a committee since all professional staff are involved in GCID." Meanwhile, the Uganda case study reports that, though this mission has no WID Action Plan or

WID Committee, it "has come a long way toward fully institutionalizing a gender-sensitive approach to its activities "

Specific recommendations in this category and the actions taken are as follows

■ In *Morocco*, 13 recommendations were made, 12 of which had been implemented. Those 12 were grouped into the following categories: Staffing and Placement of WID Leadership, WID Committee, and Mission Management. Included were such actions as the allocation of a minimum of 30% of a program/WID officer's time to gender issues, the formalization of a WID Committee, chaired by the WID officer, inclusion of representatives from each sector on the WID Committee, with tasks and responsibilities specified and included in performance evaluations, the hiring of a part-time FSN experienced in gender analysis to assist the WID officer, and, specific guidance on gender-responsive implementation strategies within sectors/programs.

The one recommendation which had not been acted upon called for proposing a buy-in for "additional, focused WID training of ACID staff, contractors, and ministry staff." The reason given for not carrying it out was "believe it appropriate for specific projects and staff as opposed to across the board training."

■ In *Honduras*, following the October 1991 training attended by 97 mission staff members, the GENESYS team stayed on to provide technical assistance to some 60 participants representing 15 project/program teams. As pointed out in the case study report, "This technical assistance built upon work that participants started in the workshops, and focused on specific design and implementation issues." WID Committee members and Office Directors then met with the team to formulate "next steps." These included such actions as restructuring the WID Committee, more regular Committee meetings, development of a mechanism, through the WID Committee, to insure that all sectors coordinate closely on gender issues, project reviews of both new and existing projects to "get at" the important implications of gender, and, updating the mission's WID Action Plan.

The case study report indicates that, in fact, these actions have since been taken. It notes that the 1991 GENESYS training "was instrumental in shifting the Mission's focus from WID to gender." It adds that, "the initial suggestion to change the terminology from WID to GCID [Gender Considerations in Development] was made by the then Deputy Mission Director as a result of his participation in the 1991 gender training, this change was agreed to by the Mission Director, thus initiating a change in policy." The report also states that, following the GCID training, the title of the "WID Officer" was changed to "GCID Specialist." Moreover, the study notes that "Established as the WID Committee, the designation was changed to GCID after the 1991 gender training."

The GCID Action Workplan, developed in 1992 following the GENESYS intervention, "details how GCID should be addressed in key mission processes and documents, assigns coordination, support and technical responsibilities, sets completion dates, and is updated periodically to show the status of these activities."

B. Training and Technical Assistance

Results of all seven interventions included recommendations specifically related to further training, typically sector-specific. Only two (Honduras and Rwanda) called for technical assistance. Highlights of those recommendations and subsequent actions follow.

■ In *Nepal*, it was recommended that an equal or proportionate number of men and women be selected for international and local training, and that gender analysis workshops be offered to more Nepali and international NGOs. Survey findings indicate that the mission "requires at least 35% female participation in its overseas training programs," and that "during the past two years, we have exceeded the target." Meanwhile, in-country training programs either specifically target or include women. It is further noted that, "Such training is provided because it eliminates the language requirements which discriminate against female participation in overseas training." The survey response also notes that "During Calendar Year 1994, the Mission will provide several in-country training programs on gender issues in development, and these trainings will be provided to, as well as through, local NGOs."

■ The *LAC Bureau* produced three recommendations related to training. They, and the responses received, are as follows:

Training should be provided to help Missions link SAR reporting to project design and program as well as project impact assessments and reporting. Response: "Included in PRISM TDYs (gender mini-workshops) and TA to several missions as well as written guidance. Will be included in El Salvador and Honduras gender training."

A training module on people-level impact and gender issues for technical contract teams is required.

Response: "Instead of being done by Bureau, WID Office/GENESYS has designed and conducted contractor training."

An overall gender training plan for the Bureau, keyed to programming demand, should be developed.

Response: "Developed in 1992, 1993 training conducted for LAC/W staff in Action Plan analysis."

■ The 1992 *Uganda* GCID workshop resulted in a recommendation for follow-on "sector- or issue-specific (e.g., AIDS) training." In fact, GENESYS delivered two Gender and AIDS workshops in June 1993. As the case study report points out, this "was probably the first training workshop on gender and AIDS to be held in the region." It is further noted that "A third workshop grew from the second. Implementors of the Mission's Action Program for the Environment were grappling with gender issues. The WID Officer and lead implementing agency decided a gender training workshop would be useful. It was attended by high-level representatives from Uganda's National Environmental Action Plan Secretariat." Noting that the latter workshop was funded through the implementing agency's budget without using the WID

Office matching funds program, the report points to this as "a prime example of what that program is designed to do stimulate decentralized and independent activities geared toward integrating gender issues into A I D programs "

■ In *Morocco*, the group made the following recommendation "organize gender sensitivity training when project manager's reports demonstrate insufficient attention to demands or needs of both men and women " The response to this survey was simply "not yet "

■ The November 1991 *Honduras* workshop recommended that "GCID training should be given to government and NGO counterparts in the next year For many counterparts, this will be the best opportunity to fully integrate gender concerns in their work " While the recommended workshop did not take place "in the next year," it is being planned for 1994 That is also the case with the recommended "follow-up technical assistance visit by the MSI/GENESYS team "

■ In *Malawi*, at the end of the September 1993 planning workshop, it was recommended that "A two-day interactive seminar should be held with Desk Officers to provide them with the content and process skills required to 'make the case' for considering gender in development to their colleagues and the public " At present, it is not known whether or not such a seminar is planned

■ In response to the survey, *Rwanda* reported that action had just begun on the recommendations made by the DI team, noting "We just had the Technical Assistance team arrive in-country, so implementation has just begun Try again next year, please "

C Utilization of Consultants

The results of two interventions included recommendations which addressed the importance of gender sensitivity when selecting outside consultants In both cases, action had been taken to build this into scopes of work (SOWs), especially for evaluations The use of gender experts as part of consultant teams, and the identification and utilization of local gender experts were other measures taken Details from the two missions in question are as follows

■ *Honduras* - The 1991 training resulted in a recommendation calling for gender considerations to "be included in the SOW for future work on USAID/H strategic program objectives, project outcomes, and indicators " It is then noted that "This will insure that concerns raised by Mission staff are integrated into the Mission-wide monitoring of program and project success "

The 1994 case study indicates that

" All mid-term and final evaluation Scopes of Work include gender requirements While this was initiated about two years ago, it has been refined to be more precise Early efforts were too general, Now, the evaluation SOW includes specific gender questions, requests an evaluation team member with a gender background, and includes a statement

that the Team Leader has overall responsibility for assuring that gender is taken into account. Gender is also covered in the entrance briefing for the evaluation team, emphasizing that it is not just an add-on topic, but an integral part of the evaluation."

Among the "Factors Contributing to Success," the case study lists as item number four "Inclusion of gender in project evaluation Scopes of Work and review of draft evaluation reports for substantive attention to gender has improved evaluations and made them more useful for identifying GCID issues and recommending needed implementation adjustments."

■ **Uganda** - At the request of the mission, during the February 1992 training participants were given information on how to write an effective SOW and why, how and where gender issues might be incorporated therein. Participants then drew upon their newly-gained knowledge of gender analysis to write a gender sensitive SOW. At the conclusion of the workshop, it was recommended that "scopes of work for consultants participating in these project cycle elements should be written so as to specify gender as an issue, and to insist that gender considerations skills be transferred to project managers and staff as a condition of the deliverables." The February 1994 case study reveals that

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

D Communications Within the Host Country

In two cases, specific recommendations calling for improved communications with persons in the host country resulted from the GENESYS interventions included in this survey.

■ The **Uganda** training concluded with a strong recommendation "that all opportunities be created (or taken advantage of) to bring Americans and Ugandans together in fora that allow a full and equitable exchange of ideas." This emerged from the "key WID and Gender Consideration issues" identified by the group. Specifically, in the Democracy and Governance area, it was noted that this was "a new area of activity for USAID/Kampala," and that "it is politically and culturally sensitive." Participants felt that, while "identifying ways in which the Mission can assist Ugandan women to more fully participate in their country's governance will be a challenge, it is also an opportunity for USAID/Kampala to try innovative approaches in this area and break new ground for the Agency."

The case study report states

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

This networking also enabled the WID Officer to keep on top of the issues and concerns faced by Ugandan women, and better direct A I D funding "

- In *Morocco*, under the general heading of "Development Communications," a two-part recommendation was formulated by participants It called for the mission to "assist in the establishment of a local WID working group," and "take an informal leadership role in this effort "

On that point, the mission's response to this survey states the following

"WID Coordinator, maintains extensive contact/coordination with local community NGOs, GO, women NGOs, other donors and WID Advisor/ANE Bureau/W "

2 MISSION PLANNING & SYSTEMS

Three of the seven cases studied had formulated recommendations related to internal planning or systems In these cases, systems span the programming cycle, from the setting of strategic objectives to the monitoring of project results Overall, judging from survey responses, it appears that in all three cases progress has been made in "institutionalizing" gender considerations in programming systems Details are as follows

- The *LAC Bureau* reported on the five recommendations formulated by senior staff during the June 1992 workshop
 - a Better information on LAC Region successes and lessons learned in integrating gender is needed
Action "Case study on gender integration in Honduras, region-wide performance/issues analysis in preparation "
 - b Gender should be considered throughout the strategic planning process
Action "Attention to gender at program level (LAC Strategy, SARs, Action Plans) and in performance indicators increased Greater mission attention to gender in strategic planning "
 - c Guidance on integrating gender in Program Objectives Documents (PODs), Action Plans (APs) and New Project Descriptions (NPDs) should be improved
Action "Gender incorporated in 1992 and 1993 official guidance, plus supplemental guidelines distributed to LAC/W and missions Annual analyses of gender reporting in APs provide feedback to missions "
 - d Semi-Annual Review (SAR) guidance should be revised to elicit more information on the gender impact of projects
Action "Supplemental guidance issued, LAC/W SAR reviewers briefed Missions and LAC/W summaries are providing more gender impact information as result "

- e Systems are necessary to promote assessment of people-level impact, including gender issues, for contractors and technical staff
Action "To be addressed in El Salvador and Honduras training, also included in WID Office/GENESYS training attended by LAC staff and contractors "

■ Several recommendations resulting from the *Honduras* training also address questions of planning or systems. Those recommendations, and relevant information on their implementation taken from the case study, may be summarized as follows:

- a Gender-related studies and reports should be made available as reference material for mission technical staff
Action The GCID staff have, in fact, pulled together relevant documents and publications for mission use
- b At the mission/program level. Develop gender specific strategic objectives and indicators
Action The study points out that over the past several years, "the Mission's strategy has been reoriented from a project-centered focus to a focus on program-level strategic objectives" (SOs). For the FY 93-94 AP, submitted in 1992, ad hoc Strategic Objective Committees (SOCs) were formed to develop the SOs, outputs and indicators which make up the SO framework at the program level. The study then reports that these groups met again a year later to refine the framework for the FY 94-95 AP, and that "The GCID Specialist and/or Assistant and one or more GCID Committee members work with each SOC. All five SOs [agriculture, private investment and trade, natural resource management, health/population and education, and, democracy] address gender to some degree (USAID/Honduras is one of three LAC Missions which addressed gender across its entire range of strategic objectives in FY 94-95 Action Plans)". The study also notes that the move from a project-focused to a programmatic process "has allowed a more careful look at issues such as gender which cross-cut projects and sectors". It also notes that "The development of specific indicators to measure progress also has provided an opportunity to incorporate gender". Finally, after citing GENESYS training as an important factor in bringing about attention to gender in program strategy, the study reports that both the program office (DP) and the DF office, which provide project backstopping, "are organized around SOs and both bring gender issues into the strategy development and review process".
- c At the project level, the following two recommendations are mutually-reinforcing:
 - 1) The lessons learned from project-specific reviews are to be applied to planning new projects and project amendments, as appropriate. These would have gender specific outputs and indicators for implementation, monitoring and evaluation purposes.

11) Develop an implementation plan for a continual process of data collection, analysis, project and program reviews in order to constantly improve the efficiency and effectiveness of the mission's programs

Action The case study report states that "Lack of adequate baseline data at all levels - including gender data - was cited as the most important constraint to effective performance assessment. As data are collected over time, the focus will shift to analyzing the meaning of data and using this information to make programming decisions." It was pointed out that this process is also occurring at the SAR level, "since indicator data are derived from project-level reporting as synthesized in the SARs." It is further noted that DF coordinates development of the SARs prepared by each technical office, and that "GCID Committee members representing technical offices participate in this process and are charged with ensuring that sex-disaggregation occurs and that relevant gender issues and impacts are addressed, the GCID Specialist and/or Assistant also provide support. In addition, the GCID Committee as a whole may meet to review the SAR for attention to gender." The study goes on to report "Most SAR project summaries now disaggregate project outputs by sex, e.g., training, loans made, employment promoted, adoption of improved practices, etc. Some summary narratives also report gender issues and impacts in addition to such outputs." In cases where it is decided that the costs of collecting sex-disaggregated data outweigh the perceived benefits, it may not be collected. However, the GCID Specialist "works with staff in arriving at such decisions." Finally, it is noted that, in addition to the AP and SAR performance analyses, "the GCID Committee undertook a thorough analysis of gender in the Mission portfolio for the Report to Congress. This report provided considerable information on how men and women participate and benefit, and how this has contributed to project success, for all relevant projects under each strategic objective."

■ **Morocco** - The 1991 portfolio review also resulted in a number of recommendations related to mission systems and planning within the general areas of monitoring and evaluation (M&E), and portfolio management. Highlights of the recommendations, and subsequent action taken by the mission are as follows:

- a. Incorporate WID in all M&E
Action "Yes, e.g., Dryland evaluation recommendations & WID Committee involvement."
- b. Evaluate programs/projects to the extent they
 - Identify, address gender concerns Response "E.g., Tadla Management Resources"
 - Target female beneficiaries Response "E.g., NED, MAP, WID Annual Research Competition Project"
 - Hire and promote female staff Response "When possible"

- Qualitatively and quantitatively improve the status, lives of women and families Response It is a long process, but with Mother Health & Child Survival impact is more direct "
- c Establish WID targets, objectives and gender specific indicators in AP Action "Yes, by doing WID project action plan when projects are gender sensitive "
- d Adopt the following principles in developing objectives, indicators
 - Track program beneficiaries by gender Response "To extent possible Disaggregated data not available in many cases "
 - Conduct social soundness analyses and life standards measures survey (LSMS) Response "LSMS is regularly done by the statistics department "
 - Establish annual "moving" gender targets as indicators Response "New projects elaborate their own WID annual action plan, e g , NED "
- e Build set of gender sensitive indices for program tracking
Action "Yes - Matrix - biennial updating "
- f Report periodically on strategy effectiveness for reaching women in Program Office short-term monitoring
Action "Regular WID Committee meetings "
- g Report periodically on indicators and monitor on regular basis on long-term gender goals
Action "Through Program Planning and Performance Measurement and Reporting System "
- h Conduct baseline surveys for all new projects with gender specific indicators that establish benchmarks for M&E
Action "To extent women are principal target and baseline data acquisition and monitoring is cost-effective, it will be done "
- i Establish simple gender indicator reporting system
Action "Gender indicators incorporated into 'prism' system "
- j Collect gender disaggregated data on target participants and beneficiaries
Action "Done through NED, Agribusiness survey, women entrepreneurs "
- k Establish research proposal review committee (mission, private and public sector members) to evaluate and rank proposals
Action "Will delegate to USPVO based on proposal review by WID Committee "

3 MISSION PROGRAMS/PROJECTS

In two cases, recommendations related to specific project level actions. In general, these recommendations emphasize the development of gender-sensitive data and indicators and the allocation of resources to address constraints to women's participation in a given project. Highlights are as follows:

■ **Morocco** - Since this intervention was a portfolio review, a significant number of the recommendations which flowed from it dealt with program or project level actions. Among them are the following:

- a Organize annual research competition on Gender as a Factor in Economic Development
Action "In process "
- b To increase employment (SO2)
 - track formal employment and impact on household expenditures Action "SO unable to develop base reporting system. Too complicated/costly "
 - Examine human capital base, especially female education and literacy
Action "Done from the standpoint of several projects - e.g., MAP, NED and TFD "
 - Identify numbers of women employed in informal sector
Action "Estimates obtained "
- c To improve market competitiveness (SO1)
 - Focus on policy reform designed to encourage women's participation in formal economy
Action "Via NED project "
 - Monitor household-level impacts as structural reforms implemented
Action "Not yet developed baseline data nor survey instruments, but study was carried on under DSTS project "
 - Examine new export markets and women partnerships in capturing these markets
Action "Via NED and MAP projects "

- d Regarding project component modification
 - Modify before Feb 92, questionnaire methodology for cost of crop production survey by MARA, and include farm wives in livestock questionnaire
Action "Has been implemented "
 - Evaluate RFPs for gender sensitivity in proposed actions and prior experience in addressing WID issues
Action "Has been kept current "
 - Investigate constraints on SED by young women from technical schools and their motivations to do so
Action "This point was made broader to include all female entrepreneurs Study was done "
 - Demonstrate gender impact of all new projects, modify existing projects to improve gender responsiveness
Action "Regular updating of the matrix "
- e Change questionnaire used as part of Planning, Economics and Statistics Support at Ministry of Agriculture and Agrarian Reform
Action "Has been implemented "
- f Establish fund for gender research and national research committee in Development Studies and Technical Support Project
Action "Yes - approved "
- g Include women extension agents in Dryland Agriculture Project
Action "Been kept current "
- h Study barriers to joint ownership of housing and private enterprises by low income men and women, assess whether private banking systems are "gender blind or sensitive" in providing credit services
Action "No particular assessment was done, no specific actions taken for women But women are privileged to benefit from 1) the credit programs provided by NED, 2) by loan guarantee funds to small and medium entrepreneurs "

■ *Nepal* - Project-related recommendations resulting from the 1993 GCID training were divided into four substantive areas. They, and the actions taken to implement them, are as follows

- a Child Survival - Disaggregate infant mortality data by sex and modify programs if sexual bias is reflected

Action "At present, we are now able to disaggregate information based on the sex of the infant at the district level. To date, we have not had an opportunity to analyze this information."

- b Population/Family Planning - Encourage more male involvement in decisions/discussions related to family planning, population of AIDS issues

Action "As part of our newly designed AIDS Awareness and Prevention Program (AIDSCAP), we have included a strong emphasis on male involvement. We also are in the process of working with Save the Children to develop a proposal which includes a strong emphasis on male involvement in family planning."

- c Democratization - Support projects that will increase women's participation in political parties and democratic exercises of voting, campaigning, lobbying, organizing, etc

Action "The Democratic Institutions Strengthening Project (DISP) currently has projects which focus on formation of a women's political caucus which will help address all the issues in this recommendation. That project, implemented by a local NGO, has expanded its activities to include a donors' subcommittee on women in development."

- Support extensive grassroots civic education projects with a curriculum component addressing women's political participation at all levels of government

Action "Extensive grassroots civic education with a curriculum component addressing women's political participation is currently under way through DISP's Local Government Strengthening Project, which will address grassroots participation through Village Development Committees, District Development Committees and users' groups, some of which will be exclusively women. A massive civic education campaign will be added to the mission's basic education program. Three DISP projects currently address civic education, and women specifically. They focus on legal education for women, combatting violence against women, and bonded laborers in western Nepal."

- d Private Sector/Agriculture - Identify and implement technologies and practices in USAID's programs that save women's time

Action "Introduced time saving methods and technologies to reduce women's work burden for daily household/farm responsibilities. This includes establishment of child care center, more drinking water facilities, plantation for fuel and fodder, etc."

V MAJOR CONSTRAINTS

One of the issues explored during the course of this assessment was the existence and nature of any obstacles which may block the incorporation of gender considerations in USAID operations. As seen in the previous section, this issue arises in connection with action on specific recommendations - or the lack thereof. For example, in a number of countries, the lack of sex-disaggregated baseline data, or of cost-effective means for developing such data, is seen as a key constraint in the formulation of gender-sensitive program/project strategies and indicators and, consequently, for measuring gender-relevant impact.

In addition to exploring obstacles to action on specific recommendations, the following general questions were posed:

What do you think are the major constraint(s) that the mission/bureau faces in trying to incorporate gender issues? Why?

Responses focused on both internal and external factors. Highlights are as follows:

- **Honduras** - The case study indicates that the sustainability of efforts when USAID staff change was seen as a constraint that must be overcome in moving the inclusion of gender considerations from an ad hoc to a regular basis.
- **LAC Bureau** - "Competing demands for time and resources. While gender concerns have moved up on the priority list, we still have a long way to go. However, the Agency's focus on participatory approaches to achieve sustainable development should help move this up further in the list of priorities. We also think that having an in-house Bureau Advisor on gender issues has helped move WID up as a priority. This will be at risk if the reorganization again centralizes this function."
- **Malawi** - The report of the case study here mentions the lack of funds for gender-related activities, which it says has been partly overcome by the WID Officer making use of WID/W funds. Also mentioned as a constraint is a lack of bureau guidance, such as for program/project level reports.
- **Morocco** - Responded "Women's illiteracy, passivity and a cultural bias against rapid change."
- **Nepal** - Felt that without consistent and continued attention, momentum supporting the incorporation of gender considerations will diminish. The mission's response indicated that "In the absence of a GENESYS-type activity, many employees (both men and women, and especially Nepali males) tend not to focus on gender as a key issue in project development and implementation." It was also stated that "Like anything else, a new concept has to be continuously reinforced to ensure

that it takes hold Considering that activities based on gender issues are new for most people, the major constraint is a lack of regular reinforcement of the concept Without this regular reinforcement, people will gradually forget to place emphasis on this issue "

- ***Rwanda*** - Answered this question in the following manner "The host government Cultural differences and an unwillingness to take women seriously and treat them as equal partners in development Women tend to be soft-spoken and not aggressive Americans are viewed as pushing their way of life onto Rwandans, even though Rwandans may think it is not appropriate for them "

- ***Uganda*** - Here, according to the case study, the staff feels overburdened, with no time available for added tasks This emphasizes the need for supplemental/external support, such as WID/W matching funds for adding gender specialists to consultant teams, and other such services

ANNEX 1

LIST OF INTERVENTIONS STUDIED

Honduras	Gender Considerations in Development (GCID) Training and Technical Assistance, Oct/Nov 1991 (USAID/WID Office case study, December 1993)
LAC Bureau	Senior Staff Workshop, June 1992
Malawi	GCID Training for the Government of Malawi, August 1993 (USAID/WID Office case study, January 1994)
Morocco	Portfolio Review, November 1991
Nepal	GCID Training and Technical Assistance, April 1993
Rwanda	Social Soundness Analysis, Democracy Initiative and Governance PID, July 1992
Uganda	GCID Training, February/March 1992 (GENESYS case study, February 1994)

ANNEX 2

GENERAL MISSION QUESTIONS

Name of Mission

Date survey completed

- 1 Which of the following are in place at the mission
 - GCID/WID Mission Policy (written and/or oral statements)
 - GCID/WID Strategy for incorporating gender issues into
 - CPSP (or equivalent)
 - project development (logframes, baseline studies), implementation, monitoring & evaluation (indicators)
 - consultant utilization
 - mission staffing/training
 - country training programs
 - GCID/WID Officer (reports to, percent of time on gender issues, other staff dedicated to gender issues)
 - GCID/WID Committee (composition/types of activities)
 - GCID/WID Information Base (program and background information)
 - GCID/WID Review System (established routine procedures followed for all relevant activities)
- 2 In your opinion, what is the mission's major accomplishment in incorporating gender issues into its activities? Why?
- 3 What do you think are the major constraint(s) that the mission faces in trying to incorporate gender issues? Why?