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USAID/LAC Regional Sustainable Development Office

Gender Assessment

Submitted to: USAID/LAC RSD

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Latin America and the Caribbean Regional Map

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The number of individuals who took time out of their busy schedules to work with the team cannot all be mentioned here, but a complete listing is included in Annex 5.

The workshop and sector sessions were met with openness and eagerness on behalf of RSD and provided a practical check on the feasibility of the proposed recommendations.

We hope that RSD finds the team’s observations, suggestions, and this final report useful in improving the extent to which gender is integrated in the upcoming Country Development Cooperation Strategy (CDCS) and programming, now and in the future.
ACRONYMS

AMUPREV  Alianzas Municipales para la Prevencion de la Violencia
ARVs      Antiretrovirals
CAFTA     Central America Free Trade Agreement
CARSİ     Central America Regional Security Initiative
CETT      Centers for Excellence in Teacher Training
CDCS      Country Development Cooperation Strategy
CEDAW     Convention on the Elimination of All Forms of Discrimination Against Women
CLA       Collaborating, Learning and Adapting (CLA)
DO        Development Objective
E3        Bureau for Economic Growth, Education and Environment
E-CAM     USAID/El Salvador, Central America and Mexico
ECLAC     Economic Commission for Latin America and the Caribbean
FAO       Food and Agriculture Organization
FCMC      Forest Carbon, Markets and Communities
FENACOAC  Guatemalan Federation of Savings and Loan Cooperatives
FHH       Female-headed Household
FP        Family Planning
FtF       Feed the Future
GA        Gender Assessment
GATE      Greater Access to Trade Expansion
GBV       Gender-based Violence
GDP       Gross Domestic Product
GEM       Gender Equity Model
GenDev    Office of Gender Equality and Women’s Empowerment
HIS       Health Information Systems
HIV/AIDS  Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICAA      Initiative for Conservation in the Andean Amazon
IDB       Inter-American Development Bank
IFC       International Finance Corporation
IFPRI     International Food Policy Research Institute
ILO       International Labor Organization
IMF       International Monetary Fund
IR        Intermediate Result
LAC       Latin America and the Caribbean region
LAC/RSD   Latin America and Caribbean Regional Sustainable Development
LEDS      Low Emissions Development
MARP      Most at-risk Populations
OAS       Organization of American States
PAHO      Pan American Health Organization
PASA      Participating Agency Service Agreement
PISA      Programme for International Student Assessment
PMTCT     Prevention of Mother-to-Child Transmission
PPL       Policy Planning, and Learning
<table>
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<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tr>
<td>REDD</td>
<td>Reducing Emissions from Deforestation and Forest Degradation</td>
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<tr>
<td>RH</td>
<td>Reproductive Health</td>
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<tr>
<td>RSD</td>
<td>Regional Sustainable Development</td>
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<tr>
<td>SEED</td>
<td>Scholarship for Education and Economic Development</td>
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<td>SOW</td>
<td>Scope of Work</td>
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<tr>
<td>STEM</td>
<td>Science, Technology, Engineering, and Mathematics</td>
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<td>TA</td>
<td>Technical Assistance</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<td>UNRISD</td>
<td>United Nations Research Institute for Social Development</td>
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<tr>
<td>USAID</td>
<td>United States Agency for International Development</td>
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<tr>
<td>VAT</td>
<td>Value-added Tax</td>
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EXECUTIVE SUMMARY

The Latin America and Caribbean Regional Sustainable Development (LAC/RSD, hereafter RSD) Office of the United States Agency for International Development (USAID) is conducting a gender assessment to identify practical opportunities to integrate gender into its new strategy and office operations.¹ RSD’s proposed Development Objectives (DOs) are:
- DO#1: Citizen Security in Target Countries Improved
- DO#2: Greater Inclusion of Vulnerable Groups Achieved
- DO#3: Selected Countries Transition to a Post-Traditional Assistance Partnership
- Program Support Objective #1: LAC Program Impact Deepened

The gender assessment (GA) team has prioritized and aligned the proposed recommendations to match RSD’s role as a regional technical office that implements four basic types of interventions: learning approaches (research, evaluation, and dissemination); innovative programming (demonstrations projects and pilots); regional organizational engagement; and technical assistance and training to the missions.

Gender in the Region

In general, the countries of LAC are edging towards gender equality. There is near gender parity in health and education, and total fertility rates and maternal mortality have been reduced. In addition, several countries have made remarkable gains in terms of female participation in democratic governance and the labor force. Women have stood for and attained highest political offices, including presidencies. Average female participation in the lower-houses of legislatures is 19% and the share of ministerial posts is 20%.² Female labor force participation has increased more over the last three decades than in any other region of the world, from 36% in 1980 to 52% in 2009.³ Women have also increasingly turned to entrepreneurship and business creation, and in some countries own more than 50% of businesses.

Yet, there are persistent underlying gender gaps and gender-based constraints that are restraining socioeconomic development. Economic rights of women are limited by: gendered differences in wages (9-27% gap), labor force participation (30% gap), and unemployment (approximately 3% gap); women shoulder disproportionate burdens of the unpaid care economy; and they have de facto differential access to assets (e.g., property, natural resources, and business-ownership).⁴ Women face significant levels of gender-based violence (GBV) with rates averaging 30% across the region, and lack decision-making power in the household.⁵

¹ Through assistance from USAID’s Office of Gender Equality and Women’s Empowerment, a team of sector specialists with gender expertise conducted a desk review and interviewed RSD’s partners for this purpose.
The problems and challenges the region faces require an in-depth examination of gender roles, responsibilities, and norms. For instance, economic empowerment is a necessary, but not a sufficient, condition to achieve gender equality and female empowerment. It must be accompanied by changes in the equitable levels of decision-making power in the household and reduced levels of acceptability of intimate partner violence (physical, sexual, or emotional). In the LAC context masculinity is directly tied to work and money, and the power this gives. A sense of powerlessness is closely linked to the use of violence and tendencies toward backlash against women. For example, Oportunidades, a conditional cash transfer program in Mexico during the early years of implementation changed the dynamic in the household by giving low-income women money to send their children to school, is associated with short-term increases in intimate partner violence. These kinds of behaviors and responses are complicated by the decline of positive male role models because of the break-up of families due to migration, separation, or divorce as well as male involvement in gang or other criminal activity.

**Recommendations**

By applying a gender approach to its work RSD will be able to address underlying challenges that are hindering socioeconomic development in the LAC region – citizen insecurity, social exclusion, and weak institutional capacity to generate the revenue base to sustain democratic governance. The GA team offers in this report “gender-aware” recommendations for programs and projects in democracy and human rights, economic growth, education, environment, and health. While all sector teams conduct learning activities and provide technical assistance to missions, the scale of the innovative programs that RSD implements varies. Therefore, the GA team has focused recommendations on what the sector teams can realistically do with RSD funding or funds that are managed by the office.

**Democracy and Human Rights.** RSD’s democracy work includes crime and violence prevention, researching attitudes towards democracy in the region, and rule of law. In its new strategy, RSD can elevate GBV in the Results Framework, and dedicate resources to scale-up innovative approaches to men’s engagement to reduce GBV and to improve the effectiveness of crime and violence prevention programs. RSD is already working to reduce high neighbourhood crime and improve economic opportunities, which are considered societal risk factors for increasing violence. Another, yet to be addressed systematically by RSD, is the high level of acceptance and incidence of intergenerational domestic violence or intimate partner violence. RSD has a comparative advantage and can realistically support communication efforts and programs aimed at changing negative behaviors and attitudes of both men and women in the region.

There are quick and internal actions the sector team can take to systematize. These are:

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6 USAID Gender Equality and Female Empowerment Policy 2012.
8 Gustavo J. Bobonis and Roberto Castro 2010. The Role of Conditional Cash Transfers in Reducing Spousal Abuse in Mexico: Short-Term vs. Long-Term Effects.
• Prepare a gender strategy to improve the questions, analysis and use of Americas Barometer tool, and conduct a series of gender-focused assessments of promising practices for crime and violence prevention and rule of law strengthening.
• Add requirements to collect sex-disaggregated data on decision-making (not only counting the number of participants) in the Central American Regional Security Initiative (Carsi) impact evaluation.
• Pilot gender security audits at the municipal level, implement the results, and collect sex-disaggregated data.
• Conduct a regular review of gender-based barriers in the implementation of laws, and practices that do not meet international norms.

Economic Growth (EG). RSD has a limited scope of economic growth-related activities. Yet, the economic growth team can contribute to USAID’s effort to strengthen public sector institutions by engendering project designs, particularly in terms of supporting an enabling environment for economic growth, fiscal management, and public-partnerships building.

Major gender gaps in the region include labor market equality and competitiveness. These persistent gaps are caused by gender stereotypes with the consequence that women continue to rely on informal employment or create businesses in the informal sector. The persistence of informality increases their vulnerability to economic shocks and reduces social safety net options. Coupled with the increase in the number of female-headed households, these trends perpetuate poverty as these female-headed households tend to be among the poorest.

Women can be part of the solution for factors that appear to limit economic growth. Women are essential contributors to labor and business creation potential, consumption, innovation, and market expansion. Yet, they need policies and projects to be responsive, to actively adjust incentives, and dismantle barriers. Potential types of new interventions for RSD’s new strategy include undertaking a regional project to champion “Gender Firm Certification” and connecting women small farmer associations with U.S. counterparts.

Even with limited resources RSD can undertake immediate and internal actions that support its EG objectives, including:
• Conducting gender analysis as part of its technical assistance in project design and evaluation, with gender-sensitive indicators that measure the impact of reforms on men's and women's businesses.
• Adopting and adapting existing USAID promising practices of the Feed the Future methodologies and Greater Access to Trade Expansion (GATE) guidelines across programs and technical assistance activities.
• Establishing a gender and tax working group with the Economic Growth, Education, and Environment (E3) bureau, the senior gender advisor in Policy Planning, and Learning (PPL), and RSD staff that develops a tool-kit and prepares a white paper on gender and taxation that is USAID focused.
• Documenting the use of local government financing, such as municipal bonds, and gender budgeting. (This study should be linked to the work on taxation administration).
• Adding gender as an element in regional trade analysis activities to identify the impact of regional trade agreements on women and men-owned businesses and on women and men labor force participation, and disseminate the results to a wide range of stakeholders.

**Education.** RSD conducts regional pilots and innovative programming to improve literacy and employability skills of youth. As noted, education in Latin America and the Caribbean has achieved near gender parity. Yet, basic education system and vocational training institutions are failing children and adolescents whether they drop-out or attend. Girls may be doing better in reading and boys in math, but the fact is that the region ranks in the bottom third in reading and math and below what the national income levels of countries in the region would predict.10 RSD has in place strategies to address these problems in the sector. Yet, there are some additional actions that can be considered:

- Include gender analysis in the upcoming final evaluation of the higher education scholarship program.
- Include (if possible) at least one additional country in the *A Ganar* impact evaluation (to achieve a comparative analysis between two countries in the region with one including a country with a significant indigenous population).
- Add the level of conflict/violence as a variable (dummy) to the *A Ganar* Impact Evaluation study.
- Provide gender-related technical assistance to the Missions and disseminate promising practices.
- Examine gender-based obstacles to improving the quality of and incentives for teaching – including findings of the CETT 2010 impact report that revealed male teachers have more difficulty adopting new teaching approaches, and the challenges female teachers face related to mobility and unpaid care economy.

There is an additional role that RSD can play. Education is a critical component of a multi-sectoral approach that improves citizen security and promotes gender equality in the region. It is important in the ways that it can help both girls and boys succeed; however, it is likewise important for the socialization that schools provide. Consequently, for the new strategy there are several actions that will support RSD’s larger objectives. These include:

- Integrate GBV prevention information and strategies into educational activities that work with at-risk populations.
- Include activities in its portfolio that address the gender stereotypes that limit boys’ interest in reading and girls’ engagement with science, technology, engineering and mathematics (STEM).
- Add an indicator that measures the gender gap in wages for all youth programming (at risk and higher education) whether implemented by RSD or at the Mission level.

**Environment.** RSD has regional activities and provides tools, information and services for which it has a comparative advantage and can create multiplier effects. Its staff provides technical

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support to Missions and field units. A regional bureau environmental officer is tasked with overseeing and improving the consistency of the application of U.S. Government environmental compliance requirements.

For both biodiversity and climate change sub-sectors, the sustainability of environmental planning and governance processes are likely to be undermined when there is inadequate social and gender information and too few female professionals and resource stakeholders. Women tend to face unequal access to resources, livelihood opportunities and environmental and climate governance institutions. Women's interests are further ignored when community priorities are not addressed or safeguarded as part of payment for environmental services negotiations among governments, private brokers and community representatives. In addition, some analyses of the new green economy indicate that women are not being offered or are not choosing to pursue the full range of new green income opportunities, possibly because of lack of information or necessary skills and education.

For the new strategy, there are specific opportunities to incorporate priorities that will address significant weakness in data and evidence on gender-related issues for biodiversity, glacier melt, environmental compliance, and water. These include:

- Fund applied research on gender-specific impacts of glacier melt and gender-specific adaptations to water supply changes.
- Distribute climate-related information via appropriate media channels to reach both women and men, including women's organizations.
- Consider supporting a gender-sensitive REDD+ Social and Environmental Safeguards community of practice, via the existing Forest Carbon, Markets and Communities (FCMC) buy-in.
- Adopt a cross-cutting theme of "Enhancing Indigenous Women's Influence on Biodiversity and Climate Planning, Governance and Management" into its new programming.
- Provide technical assistance and advisory services that ensure activities make use of community of practice methodologies.
- Fund comparative, multi-country research or investigations for a specific number of landscapes with high biodiversity importance to elaborate how biodiversity conservation projects can be used to improve women's access to resources.
- Document and share gender-related lessons learned about enhancing women's contributions to, and participation in watershed/landscape level land use planning.
- Strengthen rural women’s involvement in green businesses through business networking and mentoring.

In current programming, the priority learning approaches and internal actions are:

- Influence the direction of FCMC Social and Environmental Safeguards work for LAC and aggregate and disseminate LAC lessons for gender integration in an upcoming FCMC October 2012 workshop on best practices in community-based resource management.
• Play a key oversight role to ensure that the upcoming pilot methodologies for vulnerability assessments adequately address gender issues via checklists, pilot national or sectoral diagnostic processes and data presentation activities.
• Shape the agenda for the Wilson Center and climate change seminars by including gender-focused sessions, as well highlighting gender dimensions and experts for the other topics being proposed.
• Strengthen internal capacity for gender analysis through training and targeted technical assistance sessions for RSD Environmental staff and in Mission-level Environmental Compliance trainings.
• Support a review regarding how well gender has been analyzed by project submissions under the current LAC Environmental Guidelines for Development Activities and the Environmental Screening Form, and document the success of various gender-related mitigation measures which have been taken and monitored by USAID.

Health. RSD supports health programming in four areas of ongoing concern in the region: reproductive health/family planning (FP), HIV, tuberculosis (TB), malaria and other infectious diseases, maternal and child health, and health systems. Funding for health is being reduced in recognition of the region’s improving health indicators, improved performance of host country health sector institutions and the strengthened role of regional organizations (such as, PAHO).

The reduction in donor funding in the health sector has drawn attention to how national-level indicators mask wide variations within countries, including across wealth quintiles, ethnic groups and rural/urban populations. Poor health indicators, relative to the economic standing of many of the countries in the region, are persistent and worrisome, even more so because of the social and gender norms that underlie them.

For example, the low valuation of women’s lives manifests in high maternal mortality rates in some parts of the region and is compounded for women living in poverty, in rural areas and those of indigenous origin and other minority ethnicities. Several countries in LAC are experiencing increases or stagnation in adolescent pregnancy rates in spite of reductions in total fertility rates in those countries. Men’s health needs have largely been ignored, in spite of increasing exposure to violence in Central America and Mexico and the associated effects on their physical and mental health. Rigid constructs of masculinity that encourage risk-taking are reflected in men’s high rates of mortality from accidents, violence, alcoholism and smoking. The prevalence of gender-based violence is a particular programming concern because of measurement difficulties and the lack of evaluated primary prevention programs. High HIV rates among most-at-risk populations, including estimated rates of 25% and above in the transgender population in the

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LAC region, reflect low political will to fund prevention programs for these affected populations. Finally, the persistent shortage of sex-disaggregated data in the health sector restricts the ability to support evidence-based, gender aware programming and impedes the strengthening of health systems in countries transitioning away from traditional donor funding.

The overarching recommendation for RSD in response to gender gaps in the health sector is to provide technical leadership, taking advantage of its regional reach to promote policy dialogue with country governments, regional institutions and other donors on the key issues and to advise and influence Mission-level programming. RSD can share best practices with missions on how to re-engage women’s groups in LAC to actively support health programs (including FP/RH and HIV) and trends analysis of FP and HIV in LAC with a special focus on how gender was integrated in programs and to what effect.

Some internal actions that can be taken to support health programming in the region include:

- Review the evidence on gender-based demand-side constraints to reducing adolescent fertility, and if these are identified as a threat to achieving contraceptive security goals, encourage partner organizations via policy dialogue and advocacy initiatives to aggressively address the issue.
- Review and share widely the evidence on the linkages between GBV and insecurity/community violence, and GBV and HIV transmission, along with promising approaches for programming in these two areas.
- Expand the work on lessons learned from the contraceptive security regional initiative and identify replicable promising practices for the secure procurement of HIV commodities and gender-aware services.
- Encourage country governments to collect basic information on men’s health and gender norms.
- Take a leadership role among regional partner organizations to develop standards for gender-aware maternal care that can be implemented across the region.
- Collect the evidence on best practices for gender aware treatment of data in Health Information Systems (HIS) and promote such practices via policy dialogue with ministries of health.
- Provide gender analysis and gender integration training and possibly training of trainers workshop for RSD health team members.

**Integrating Gender into the Results Framework**

Based on an analysis of the RSD portfolio and the proposed DOs, there are two principle recommendations to strengthen the results framework:

- Add at the Intermediate Result (IR) level a result to address GBV in the region and corresponding sub-IRs; and
- Incorporate gender sensitive indicators for the IRs and Sub-IRs.

**A New Intermediate Result: Acceptance of GBV in the home and school in target communities reduced.** This new IR under DO#1 will strengthen the development hypothesis implied in the framework. A standard F indicator—percentage of target population that views GBV as less
acceptable after participating in or being exposed to programming—can be used to measure progress.

The rationale for this recommendation is that the levels of GBV in the region remain high, and attitudes about the acceptability of GBV, particularly against women, seem to have changed little since the late 1990s. GBV, in particular intimate partner violence, is widely recognized as a causal factor for crime and violence, negative health outcomes, and reductions in women’s economic productivity. A two-pronged approach to reducing GBV is required: changing attitudes and enforcement of laws that should protect all citizens from violence (rule of law). RSD has a comparative advantage to address this first approach by serving as the incubator to scale-up activities that engage men and boys and change gender norms that perpetuate the violence. It can support Mission efforts to provide technical assistance to strengthen rule of law.

*Gender-sensitive indicators.* The GA team did not have a detailed results framework to analyze. Nevertheless, based on a review of the proposed results and USAID’s new standard indicators, RSD can integrate gender into both quantitative and qualitative indicators. For the quantitative indicators this will be sex-disaggregation. For the qualitative indicators this means defining the measurement of the indicator by including a requirement for gender analysis. For example, the expansion of survey data utilized to formulate national policy should include the defined use of data to conduct gender as a criterion to measure success. Likewise, qualitative health indicators should expressly include gender issues and sex-disaggregation, whether related to the composition of the health force or health information system.

**Action Plan**

RSD can play a significant role in strengthening the quality of gender integration for programs in LAC. To accomplish this goal, the GA team recommends that RSD form a working group and/or identify key staff to serve as a gender focal point; develop a gender strategy that is cross-cutting; and integrate gender modules and tools into the training and technical assistance that it delivers.
1. INTRODUCTION AND OVERVIEW

The Latin America and Caribbean Regional Sustainable Development (LAC/RSD, hereafter RSD) Office is currently defining its future Development Objectives and Intermediate Results utilizing the Agency's Country Development and Cooperation Strategy (CDCS) guidance. As part of this process, the RSD is conducting a gender assessment to identify practical opportunities to integrate gender into the definition of the objectives and office operations.

RSD has identified three potential cross-cutting Development Objectives (DOs) and one Program Support Objective:

- **DO#1**: Citizen Security in Target Countries Improved (includes: crime prevention, economic and educational opportunities for youth and children, and rule of law).
- **DO#2**: Greater Inclusion of Vulnerable Groups Achieved (includes: citizen views on democracy, broad-based economic growth, health, and literacy).
- **DO#3**: Selected Countries Transition to a Post-Traditional Assistance Partnership with the U.S. (includes: tax administration, environmental policy, low emissions, and climate change).
- **Program Support Objective #1**: LAC Program Impact Deepened (quality of support to Missions).

1.1. Purpose of the Report

The purpose of this report is to identify gender gaps that will affect the ability of RSD to achieve its DOs and identify ways in which RSD can promote gender equality and female empowerment in accordance with USAID's new Gender Policy released on March 1, 2012. What does this mean? Conducting a gender analysis as part of strategic planning provides an opportunity for the development practitioner to uncover gender-based constraints that impede progress (and thereby design better programs). It also helps prevent unintended consequences of gender-blind program designs by integrating gender at the strategic level. This report summarizes the gender analysis and includes recommendations on ways that RSD can promote gender equality and female empowerment and mitigate the challenges of gender-based constraints.

1.2. Structure of the Report

This Gender Assessment report is structured to serve as a tool that:

1) provides a sector-based gender analysis to inform the teams as they prepare the CDCS (Section 2);
2) identifies interventions that utilize RSD's comparative advantage as a regional office to integrate gender (Section 2);
2) offers insights into how to incorporate gender analysis into the framework (Section 3); and 4) provides RSD staff useful guidance on integrating gender analysis into its technical assistance to Missions related to activity design and evaluation (Section 4).

This gender assessment report follows a key CDCS principle, which is to be selective and focused. The proposed recommendations are prioritized and aligned with RSD’s role as a regional office across four basic types of interventions:

- **Learning approaches**: This category includes evidence-based research and evaluation and systematic gathering of data for analysis, dissemination, and collaboration. It is effectively a
Collaborating, Learning, and Adapting (CLA) approach\textsuperscript{12} to the work of development whereby RSD can collaborate with stakeholders (Missions and Pillar bureaus) in the regular review of its strategy, and contribute to an evidence-base for Missions to apply existing models to their context. RSD already has experience doing this in its current portfolio: Americas Barometer, \textit{A Ganar} and its impact evaluations, and the growth diagnostics tool.

- \textbf{Innovative programs:} RSD funds cutting-edge demonstration and pilot programs that test development hypotheses in a particular sector that are common multi-country or cross-border challenges (e.g., \textit{A Ganar}, Centers for Excellence in Teacher Training).

- \textbf{Regional Organization Engagement:} Based in Washington where many Latin American and Caribbean international and regional organizations are located, RSD interfaces, engages and co-implements some activities (e.g., partnership with IFC on Doing Business) with regional organizations and those based in Washington.

- \textbf{Technical Assistance to the Missions or Regional Units:} RSD is a technical office that provides advice and training directly to the Missions (bilateral and regional) on a sectoral basis and/or in support of Agency policy reforms.

\subsection*{1.3. Overview of Gender in the Region}

The proposed RSD DOs will be cross-cutting and multi-sectoral. Given the primary purpose of this gender assessment (identification of practical and actionable recommendations), this report does not present an exhaustive listing or analysis of gender gaps in the region. Instead, it identifies emerging cross-cutting trends (both sectors and DOs) in the region, their implications and different impacts on men and women.

\begin{figure}[h]
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\includegraphics[width=\textwidth]{figure1.png}
\caption{Latin America and the Caribbean Gender Gap}
\end{figure}

In general, the region is edging towards gender equality. According to the \textit{Latinobarómetro} results from 2007-2009, a majority of Spanish-speaking Latin America and the Caribbean perceives that there is either complete or some equality between men and women.

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{figure1.png}
\caption{Latin America and the Caribbean Gender Gap}
\end{figure}

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{figure1.png}
\caption{Latin America and the Caribbean Gender Gap}
\end{figure}

Gender Gap report. The WEF has four sub-categories, as noted in the figure. The outer perimeter

\footnote{CLA is a Knowledge Management/Learning methodology that systemizes a learning approach to enhance development impact.}
(the lightly shaded diamond line) graph represents equality. The closer the country is to zero (the bulls-eye) the more disadvantaged women are.

The inside bolded line (in blue) is the average score for each sub-category for 17 countries in Latin America and the Caribbean. As shown there is near gender parity in health and education. When compared to the top-ranked 20 countries represented by the outer bolded line (in red), the gap in political participation and economic participation and opportunity is clear despite gains in female participation in democratic governance and the labor force.

These basic structural gender gaps are well-known and understood. They are presented here to provide a basic framework for all RSD analytical work. Notwithstanding gains in gender equality, females who are also members of socially excluded groups still have not achieved equality in access to education, health services, natural resources, and economic and political participation.

1.4. Emerging Trends
RSD will be unable to address all gender gaps. Yet, there are several persistent and emerging trends in the region that have important implications for RSD programming.

Trend #1: Gender inequalities persist and women remain excluded from political and economic participation

Regional indicators of female empowerment have improved in the last decade as levels of discrimination in key social institutions (early marriage and labor markets) have declined and gaps in educational attainment have been closed. However, gender inequalities persist, particularly for certain countries or sub-populations. For instance, analyzing the WEF data (referenced in Figure 1), two countries are more than a standard deviation below the average for the index in all four categories: Guatemala and El Salvador. Notwithstanding the near parity in education and health, some countries are still lagging. In education, both Bolivia and Guatemala scored lower. In the health sector, Dominican Republic and Peru did not score as well.

Furthermore, compared to the top 20 countries, Latin America and the Caribbean lags behind in economic participation and opportunity and political participation. Both of these sub-categories also exhibit greater variation in results in the region. The highest ranked countries for economic participation are Barbados and Jamaica. The countries with the lowest scores are El Salvador, Guatemala, and Mexico, and they lag significantly behind the other countries (more than one standard deviation). The variation in political participation is likewise greater than in other sub-categories.

Economic Participation. In the region, three persistent gender gaps in economic rights remain that have been well documented. These gaps include:

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13 The countries for which there are data and for which there are Missions in the region include: Barbados, Bolivia, Brazil, Colombia, the Dominican Republic, Ecuador, El Salvador, Guatemala, Guyana, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, and Venezuela. Haiti is not included in the sample.

• Gendered differences in employment: paid/unpaid; formal/informal employment; wage gaps; and occupational segregation. An important indicator of economic empowerment is labor force participation. The average labor force participation rate in the region is 51% for women and 80% for men, with the gender gap ranging only from 12 percentage points in Barbados to 40 percentage points in Guatemala.  

• The unpaid care economy disproportionately affects women’s assigned gender roles in society as the caregivers of children and those who are ill and underserved by a social safety net. Due to the time burden associated with this role, women are often excluded from political and economic participation, making them invisible.

• Differences in access to and ownership of assets (e.g., property, natural resources, business ownership).

**Political Participation and Governance.** Female political participation is improving in the region. Women have stood for and attained highest political offices, including presidencies. Average female participation in the lower houses of legislatures is 19% and the share of ministerial posts is 20%. The gap in perceptions of women’s role as political leaders is closing in several countries in the region (e.g., from 44% to 28% in Mexico and 30% to 18% in Peru). Yet, at the local level, share of women among mayors is less than 10%.

Rule of law in Latin America and the Caribbean remains weak for both men and women, although women face gender-based discrimination that arises from the differences between *de jure* and *de facto* practices. For instance, recent constitutional and legal reforms have nearly eliminated statutory discrimination. Today, in LAC, political equality is *de jure* as nearly all countries have reformed their national constitutions or legal framework to comply with the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), thereby guaranteeing equal rights to men and women and reforming civil and family codes to eliminate statutory discrimination against women. However, the gender reality is more mixed. For example, recent household-level data and analysis suggest that for those countries with joint property rights regimes *de jure* property rights and asset ownership are becoming more equitable—especially when household data are examined at the individual level. However, women continue to be disadvantaged in their ability to benefit from property rights and asset

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16 UN Women 2011.

17 The term gained prevalence due to research conducted under the rubric of the United Nations (UN) system: Shahra Razavi (2007) The Political and Social Economy of Care in a Development Context, UN Research Institute for Social Development (UNRISD). The care economy includes the activities that are related to the care of children, the sick, and the elderly. Economic Commission For Latin America and The Caribbean (ECLAC) has likewise published on the topic. The World Bank's Gender & Development of the Latin America and the Caribbean Region has established an Economy of Care Research program to examine the economy of care and its implications for development.


ownership in the same way as men (whether due to limited access to credit or ability to make decisions on use).

These gaps have numerous implications. They will impede the ability to achieve the proposed development objectives. For example, closing income gaps requires significant changes in the labor market and reduction of the size of the informal economy in the region. Increasing the revenue base will be difficult to achieve without broad-based economic growth. Likewise, it is widely understood that the root causes of involvement in gangs include limited opportunities to receive a quality education, limited employment options for men and women, and gender-based violence. In addition, gender norms of masculinity and femininity contribute to risky behavior and some of the worst atrocities associated with the gangs and organized crime (femicides and the creation of fear in communities). RSD cannot address all of these gaps. In the sector analysis and recommendations sections, this report identifies several priority areas.

**Trend #2: The percentage of female-headed households (FHH) is increasing and can transform gender roles or vice versa.**

An increase in female-headed households is linked to a decrease in the number of two-parent households. The causes vary from migration to marriage dissolution. Studies in several countries have found that some women elect to become the head of their household as a result of their own empowerment and their desire to escape unequal power relations in the household that have resulted from predominant gender norms.

Regardless of whether this increase is perceived as a positive or negative, it has implications for the availability of financial resources in the household and changes an underlying factor—the ‘traditional’ family setting that is the basis for a range of policies from tax deductions, child-care support, and pensions. Some but not all countries are adapting their policies to these new realities.

In addition to the policy-level changes, there are practical implications for programming. Women in female-headed households feel less secure than male-headed households. In most countries, female-headed households are overrepresented among the poorest and most vulnerable groups. A female-headed household often finds a cost-benefit incentive to remain in the informal employment (which provides flexibility) rather than join the formal sector. For that female, the

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23 Historically pension-fund systems were designed so that male-headed households qualified and the male pension provided for the family since women traditionally did not qualify for pensions. This status quo did not need to be changed as families were ‘covered.’ However, with the rise of female-headed household and the likelihood that she has informal employment exceeding 50% in most cases, pensions are in effect not a benefit. See discussion in Birdsall, Nancy, Augusto de la Torre, and Rachel Menezes 2008. “More Taxes on the Rich and Better Spending on the Rest” In Fair Growth: Economic Policies for Latin America's Poor and Middle-Income Majority, Washington, DC: Center for Global Development, p. 69.
choice can perpetuate her vulnerability as she remains ineligible for social security/health insurance and labor protections. Whether by choice or lack of opportunity, changes in households affect policy decisions as governments seek to expand the tax base and deliver social services.

**Trend #3: Gender-based violence levels in the region are impeding citizen security, economic growth, and affecting health outcomes.**

Insufficient data exist to state conclusively that gender-based violence, and in particular domestic or intimate partner violence, is increasing throughout the region. However, there are multi-country studies and country statistics that confirm that at least one-third of women experience domestic violence during their lifetime. In Mexico, government surveys have found that nationally at least 40% of women are affected by domestic violence, with some states having levels exceeding 50%. There are intergenerational effects of the intimate partner violence that is occurring now. Gender-based violence is inextricably linked to gender norms around masculinity and femininity. This trend affects future RSD programs in the following ways:

- Intimate partner violence is linked to increased levels of violence in the community and reduces educational outcomes for children and youth.
- Health outcomes for women are affected by gender-based violence (including intimate partner violence); in turn, morbidity affects labor force participation and productivity, as do care-taking responsibilities for women and girls.
- Gender-based violence perpetuates vulnerability of women and men.

**Trend #4: Conditional Cash Transfer programs have the potential to transform gender relations at the household level.**

Conditional cash transfer programs have emerged as a policy tool that has the potential to improve children's access to education and health services. In most countries, the transfers are made directly to women in both female-headed households and male-headed households. This policy intervention changes the gender dynamics in the household and provides additional economic empowerment to women. This empowerment may have a negative effect, at least in the short-term, which points to the importance of attention to the broader household gender dynamics in program design. Research in Bangladesh on the impact of microfinance activities on gender dynamics confirms that in the short-term, there can be increased partner violence in the household. In Mexico, *Oportunidades* has caused short-term increases in intimate partner violence. In a program in Brazil, on the other hand, the design took gender considerations into account and included activities and programs to engage men and address gender-based norms of masculinity dominant in the region. Economic empowerment of women is a worthy goal but cash transfer programs that target women must be undertaken with great care and sensitivity to

25 INEGI. Encuesta nacional sobre la dinámica de las relaciones en los hogares. 2006.
27 Barker 2006.
28 Gustavo J. Bobonis and Roberto Castro 2010. The Role of Conditional Cash Transfers in Reducing Spousal Abuse in Mexico: Short-Term vs. Long-Term Effects.
gender norms. Economic empowerment is a necessary but not a sufficient condition to achieve gender equality and female empowerment. It must be accompanied by equitable levels of decision-making power in the household and reduced acceptability of intimate partner violence (physical, sexual, or emotional). In addition, the emergence of conditional cash transfers as a policy choice in the region has had an impact on the provision of health and educational services due to more children entering these systems. Also, these transfers offer governments new opportunities to provide services directly to those who have previously been excluded.

Trend #5: In the interest of 'gender integration', programs have often cast women as a minority and vulnerable population and ignored women's role as change agents.

USAID’s new Gender Policy and the USG's National Action Plan provide clear statements that women should not be considered solely as beneficiaries of programs. Rather, women can and should play important roles as part of development solutions. Too often, Mission and implementing partner staff have adopted attitudes and practices that have focused on women as a vulnerable group. RSD can play a role in helping them to reorient their perspectives and approaches. Programming can leverage women as activists in community crime prevention activities as part of the solution, allow girls to become advocates for change, and use "gendered civil society perspective" as the foundation for rebuilding post-conflict and post-disaster communities (e.g., National Action Plans in Guatemala, El Salvador, Peru, Colombia, et al.).

In the region, women already exercise political, economic, and social leadership, influence policy, and are able to develop businesses within their own country. Their effectiveness can be improved if they are leveraged as assets and remaining barriers are removed. For example, in many countries in the region, the majority of businesses are now women-owned but gender barriers effectively limit the size of these enterprises and increase the likelihood that they will be informal and in less lucrative products and services.29

Indigenous women are commonly viewed as a more vulnerable group but increasingly, there are examples of how indigenous women are leading advocacy efforts through NGOs/networks, serving as parliamentarians, and playing other leadership roles. For instance, indigenous women are shaping reforms in indigenous courts in Mexico that have resulted in an increase in the number of women plaintiffs, demonstrating the role the courts are playing to adjudicate issues of concern for women.30 Women are able to offer a unique experience and knowledge base. They serve as excellent role models to help change stereotypes of female vulnerability.

2. GENDER ANALYSIS FOR PRIORITY SECTORS

In accordance with the statement of work for this assessment and discussions with RSD, this section of the report is organized by sector in order to provide a gender analysis that assists sector teams to contribute to the CDCS. When feasible, specific recommendations are made related to ongoing programming that might be implemented with limited or current resources.

2.1. Crime and Violence Prevention

In Latin America and the Caribbean the nature of violence has changed during the last 20 years from civil conflicts to criminal enterprises. Unfortunately, the signing of peace accords did not stop violence. Today, despite being at peace, both men and women feel less safe. Citizen insecurity threatens the consolidation of democracy in the region in two important ways. First, according to the Latinobarómetro, a plurality (and majority in some countries) consistently accepts a ‘mano dura’ approach to end the violence.\(^{31}\) Second, the legacy of violence with its strong connection to male gender identity has prevented communities from building trust and social capital—the foundation for a vibrant civil society.\(^{32}\)

Insecurity in the region is complex and multi-faceted. In much of Central America and the Caribbean, gang violence and criminal enterprises trafficking in drugs and persons affect the daily lives of both rural and urban citizens.\(^{33}\) Homicide rates in Central America and the Caribbean are among the highest in the world, ranging from 82.1 per 100,000 in Honduras in 2010 to 13.2 in Nicaragua. In the Andean region, feelings of insecurity are caused by threats of physical assault or robbery. According to the 2010 Americas Barometer survey report, levels of insecurity are felt by 53.8% of the population in Peru, 46.6% in Ecuador and 46.1% in Bolivia.\(^{34}\) This same report fails to state if there is a gender gap. However, based on the raw survey data in all three countries, women are more likely to feel unsafe or very unsafe in their neighborhoods in all three countries than men, confirming a basic trend that women tend to feel less secure.\(^{35}\)

Gang violence is escalating in many countries in the region. USAID’s 2006 Central America and Mexico gang assessment identified several factors driving gang activity. For instance, gang members often live in areas with too few educational and economic opportunities, including marginalized urban areas. They thrive in areas with high intra-familial violence, where families are disintegrating and justice systems are weak. Migration also contributes to the proliferation of gangs.\(^{36}\) Each of these drivers has significant gender dimensions that can be addressed strategically by RSD.

RSD is contributing to USAID learning about citizen insecurity and violence. For example, RSD is conducting an impact evaluation of the Central America Regional Security Initiative (CARS). CARS is applying a community-based participatory approach and creating educational opportunities as a means to reduce crime and improve security. The impact evaluation includes a focus on the community participation interventions. Preliminary analysis of data collected in El Salvador identifies several risk factors that have gender dimensions. For example, neighborhood

\(^{31}\) See http://www.latinobarometro.org/latino/latinobarometro.jsp.


\(^{35}\) The rates reported in the report were adjusted. Based on an analysis of the raw data women felt less secure than men as follows: Peru, 3.45 percentage points; Ecuador, 4.03 percentage points; and Bolivia, 3.44 percentage points. These gaps have not been tested for statistical significance.

\(^{36}\) USAID Central America and Mexico Gang Assessment 2006. p 6.
crime is correlated with high levels of unemployment in the neighborhood. Incidence of gang activity is higher in neighborhoods with lower levels of civic engagement. Likewise, as the percentage of single-parent households increases the probability of crime victimization in the home neighborhood also increases.

In the next section, gender dimensions of these factors are examined.

2.1.1. Gender Gaps
Gender gaps related to crime and violence prevention have three inter-related dimensions:

- Men and women are affected by crime and violence differently;
- Gender roles and differences contribute to and/or cause crime and violence in the larger society; and
- USAID prevention activities affect men's and women's perception of their safety in different ways.

Gender Differential Impacts of Crime and Violence.
The threat of physical violence and security affect men and women differently in both direct and indirect ways. The direct impacts are clear: men have a higher likelihood of being killed while women are more likely to be internally displaced, as is the case in Colombia and other settings. Yet, in Mexico and Central America, femicide has become one of the most disturbing direct gender-based impacts. The brutality of the cases of femicide has shocked the citizens of the affected countries and deepened the culture of fear.

The indirect impacts are also different for men and women and represent core challenges for governmental efforts to reduce crime and violence in Latin America and the Caribbean. For men, an indirect impact is the effect it has on eliminating licit economic activity. This reduces employment opportunities for men. For women, as crime and violence escalate in their neighborhoods, their levels of fear increase. Fear reduces women’s ability to travel and move around cities and rural areas. In turn, reduced mobility limits their ability to participate actively in civil society and engage in economic activity. These different impacts of violence on men and women have direct consequences for programming, as will be examined below.

Gender-based Violence and Gender Norms of Masculinity and Femininity Are Risk Factors.
The acceptability and incidence of domestic violence or intimate partner violence is inter-generational and is commonly linked to the presence and acceptance of violence in society. The direction of the causal error for each case of intimate partner violence may be different. However, findings of a study led by the Pan American Health Organization (PAHO) confirm that children who either experience violence directly or witness violence among their parents are at higher risk of becoming victims of intimate partner and sexual violence (in the case of girls) or

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37 The 2011 World Development Report includes a table that highlights direct and indirect impacts of gender differences of violence in communities.
of perpetrating intimate partner and sexual violence (in the case of boys). Research confirms that other risk factors include high neighborhood crime and lack of economic opportunities for men. All of these risk factors are a legacy of violence in the region.

When gender norms of masculinity are combined with unemployment and alcohol and drug use, there is an increased probability of men engaging in other forms of violence, including intimate partner violence. Often sustained by gender norms of femininity, intimate partner violence acts as a catalyst that if not altered can perpetuate a cycle of violence for men, women, boys and girls.

Gender Gaps in Programming.
Differences in how violence affects men and women and gender norms as a causal factor for violence both impede the success of programs. A solution to this challenge is to apply a gender approach, systematically.

In its crime prevention programming, RSD collects sex-disaggregated data and conducts gender analysis. However, the learning approaches are not fully engendered. This is the case for the Americas Barometer and the Central American Regional Security Initiative (CARS1) impact evaluation. For example, the Americas Barometer data show gaps in the levels of men's and women's attendance at meetings, but what these gaps mean for decision-making or their link to outcomes is unexamined. It is possible that the 2012 survey questions on leadership may begin to answer these questions. However, to date, Americas Barometer’s approach to analysis has viewed gender as a dummy or control variable rather understanding the gender implications for programming.

Gender differences and gaps affect the types of solutions and crime prevention projects and activities that are implemented. If civic participation is defined by gender roles, projects that seek to increase civic participation need to take into account gender differences in design. In the region (see Table 1), civic participation levels at the community level (working to solve a problem at the municipal level, attending community improvement meetings, or participating in parents' associations) are generally low. There are also gender gaps. Men are participating more in community improvement meetings. Women attend the parents' association meetings. Again, the levels are low, but gender norms seem to be defining who participates. For instance, in Latin America mothers are socially defined to be the caregivers for children’s education. The available data validate that this gender role affects participation levels.

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39 Notes from Presentation made by Alessandra Guedes of the Violence against women in Latin America and the Caribbean: A comparative analysis of population-based data from 12 countries on 5 December 2011.
### Table 1: Significant Gender Gaps in Civic Participation

<table>
<thead>
<tr>
<th>Country</th>
<th>Gender Gap</th>
<th>Total Participation</th>
<th>Gender Gap</th>
<th>Total Participation</th>
<th>Gender Gap</th>
<th>Total Participation</th>
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</thead>
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<td>43%</td>
<td>-8%</td>
<td>47%</td>
<td>6%</td>
<td>56%</td>
</tr>
<tr>
<td>Brazil</td>
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<td>14%</td>
<td>16%</td>
<td>33%</td>
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<tr>
<td>Colombia</td>
<td>30%</td>
<td>25%</td>
<td>22%</td>
<td>42%</td>
<td></td>
<td></td>
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<tr>
<td>Dominican Republic</td>
<td>-16%</td>
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<td>39%</td>
<td>49%</td>
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<tr>
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<td>-5%</td>
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<td>42%</td>
<td>33%</td>
<td>18%</td>
<td>40%</td>
<td></td>
</tr>
</tbody>
</table>

Notes:
- Gender gaps reported are significant at the 1% level.
- Participation means at least once a year.

Source: Americas Barometer, 2010

### 2.1.2. Recommendations

A general recommendation is to develop a gender strategy for citizen security programming. The team working on crime prevention, democracy, and governance has applied a gender lens to its work, albeit on an ad hoc basis. Developing specific gender-related objectives and targets will strengthen program effectiveness. The following sections present specific recommendations that are internal, some that can be implemented immediately and others that might be included in the CDCS. The type of recommendation is noted in parentheses.

#### Learning Approaches

**Crime Prevention Recommendation #1:** To improve gender analysis and provide gender integration tools for Missions, prepare a gender strategy to improve the questions, analysis and use of Americas Barometer tool (internal).

RSD contributes to Agency learning about crime and prevention through its management of the Americas Barometer and the CARSI impact evaluation. There are some missed opportunities in this effort. For example, the Americas Barometer tends to see gender differences as a dummy or control variable. Does being a woman change one's perception? However, it does not necessarily go further than this disaggregation in its regular reporting.

The first step is to utilize and analyze existing data. A second step is to use the *Insights* series to answer questions about the populations with which USAID works and to test different hypotheses that may address weaknesses in USAID programming. For example, a general trend
is that family structures are changing in the region. Single-parent households are at a significant disadvantage in a number of ways. USAID programs seek to increase civic participation as a catalyst for change. Therefore, it is important to understand obstacles to civic participation. What are the variations and differences among female- and male-headed households in terms of levels of participation in rural and urban populations? What are the gender gaps and gender-based constraints? What are the factors that can change the gender dynamics? Questions similar to these could be analyzed for other sectors (such as health and economic growth). Ideally, a working group approach to develop an Insights series focused on USAID programs can be developed.

Crime Prevention Recommendation #2: To provide Missions a gender lens on effective participatory crime prevention programming, add requirements to collect sex-disaggregated data on decision-making (not only counting the number of participants) in the CARSI impact evaluation (immediate).

The CARSI impact evaluation has a robust design and provides a rigorous basis to measure impact. To date, CARSI programs in El Salvador seem to be generating impact utilizing a participatory approach. However, the preliminary data analysis suggests the program's effect on women is less than that on men. Part of the explanation is that women have higher levels of fear for their physical safety at the baseline. Even considering this, the programming does not appear to deliver the same results for women. A hypothesis that could be tested is whether the type of activity that is implemented (which is decided through a participatory process that may or may not be gender equitable) addresses the root causes of women's feelings of insecurity.

The CARSI impact evaluation (and presumably the programming) can benefit from a gender analysis for the type of programming that is being implemented. It does not appear that the impact evaluation design takes into account existing research on women's safety issues. The assumption in the program design seems to be that if the community selects the activity it will improve security for all. However, the data suggests this assumption negates, partially, the impacts for women.

Crime Prevention Recommendation #3: To improve the effectiveness of crime and violence prevention programs, consider conducting a series of gender-focused assessments of promising practices (internal for the CDCS process).

Based on the document review and interviews conducted as part of this assessment, there are several opportunities to contribute to the learning at the Mission level (see Annex 6 for an annotated bibliography for future research):

- Document and disseminate good practices in policing programs that have been successful in recruiting women and include family violence units and are linked to intimate partner violence prevention activities (e.g., Nicaragua).
- Examine models that have aimed to change behaviors and attitudes about gender-based violence, in particular those focused on gender norms that perpetuate risk factors for violence (e.g., Program H and M in Brazil, Sexto Sentido in Nicaragua).

42 Key informant interview.
• Continue to be involved in working groups and/or tasks forces related to USG’s National Action Plan for Women, Peace, and Security.
• Examine the relative effectiveness of legal frameworks and services that provide victims of gender-based violence access to the justice chain (see rule of law discussion that follows).

Crime Prevention Recommendation #4: To reduce women's insecurity to the same level as men's, conduct pilot gender security audits at the municipal level, implement the results, and collect sex-disaggregated data (immediate and CDCS).

Currently, there is not a clear gender strategy for the crime and prevention programming being implemented at the municipal level. While anecdotal data indicate that women are participating and mobilizing to request interventions that address domestic violence, gender is not integrated into activities. In addition, the types of community-improvement projects that are implemented are likely to be affected by the kind of participation by men and women. There are promising practices that can be considered models (see Box 1). These audits can identify options and may result in different priorities, due to the full participation of women and men.

**Box 1: Promising Practices to Address Women's Security Needs**

**Women’s Security Audits.** A multi-agency, multi-country research project surveyed 163 local government-community partnerships on women’s safety, and identified the ‘women’s safety audit tool’ as a promising practice. The assessment identified the factors that contribute to success, such as using the need to conduct research on safety issues prior to applying the tool, incorporating the tool as part of a long-term audit function, and engaging diverse groups. The positive outcomes from applying the tool include physical and policy changes, greater awareness, positive publicity, and increased skills sets. Challenges include the loss of a gendered aspect of space and personal security and a tendency for a co-option by professionals of the process.


**Mapping Insecurity.** The application of geo-referencing and data collecting to identify areas where women feel unsafe is being tested by the Pan American Health Organization (with funding from USAID) in Ciudad Juarez in Mexico. Utilizing these types of tools based on a participatory appraisal method (Observatories with civil society and municipal governments participation) is helping the community to identify priority areas for prioritizing interventions based on evidence. Observatories that collect data on the location, time, agenda, sex, and weapon used in El Salvador have produced similar positive results in the municipality of Santa Tecla.


**Innovative Programs**

Crime Prevention Recommendation #5: To address gender-based violence for youth, develop linkages across educational and municipal programs, such as A Ganar and AMUPREV (immediate).

There are opportunities to build collaboration and linkages between existing RSD programs. For example, A Ganar addresses gender-based violence in its programming (to be discussed further
under the education sector), but efforts have been ad-hoc. AMUPREV (a municipal alliances program to prevent crime) is working with municipalities that often have offices or agencies chartered to respond to gender-based violence (in particular, intimate partner violence). Creating a network/linkage between the two programs that are working in the same communities offers the potential to develop a more systematic approach to responding to gender-based violence that youth are experiencing.

Another example relates to community participation in crime prevention. The level of engagement of youth at the community level is often low, based on statistics collected by the Americas Barometer. A Ganar is working with youth to build their esteem and skills. Creating a linkage between these activities might generate synergies.

**Crime Prevention Recommendation #6:** To improve the effectiveness of crime and violence prevention programs, elevate gender-based violence in the results framework and dedicate resources to scale up innovative approaches to men's engagement and reduction of gender-based violence (CDCS).

RSD applies a multi-sectoral approach to citizen security that includes crime prevention (discussed in this section), youth employability, and strengthening of the rule of law. These represent three important root causes of violence in the region. Indirectly, RSD programs are addressing a fourth root cause—gender-based violence.

While it is possible for RSD to make some immediate adjustments to existing activities and continue to address gender-based violence indirectly, a key recommendation of this gender assessment is to elevate the reduction of gender-based violence to an Intermediate Result and to apply a gender approach. Gender research findings indicate that it is critical to change attitudes and behaviors of young men via education and youth programming. In addition, Gary Barker presents a compelling argument in his work that "the underlying factors related to male violence against women are deeply rooted in the social construction of masculinity." Furthermore, it is easier to change attitudes in boys and young men than older men. There are promising practices and programs, several of which are in the region.

RSD is well-placed through programming it controls to address the problem by focusing on changing knowledge and attitudes of both men and women in the region. Much of the region speaks the same language and utilizes social media for behavioral change, which may be replicable across the region. The mechanism to implement this recommendation will need to be reviewed internally. Furthermore, since RSD programming to reduce gender-based violence must be multi-faceted it will be important to break down stovepipes as a single organization or sectors cannot address the challenge. It will involve working across the economic growth, health, and education sectors. There are lessons learned from the health sector on how to apply a gender approach to behavioral change of gender norms (see Box 2).

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43 Barker, p. 52.
44 Andrew Morrison, Mary Ellsberg, and Sarah Bott 2007, p. 43.
Finally, RSD can support Mission programs that are best placed to enhance support services for victims of gender-based violence and enforcement of existing laws, as well as at times adopt legislative reforms.

2.2. Rule of Law

Rule of Law encompasses that which is contained or embodied in the laws and the execution of those laws. In Latin American and the Caribbean, rule of law is weak for both men and women. Given that RSD's potential programming interventions in the area of rule of law will be limited, the focus of this section is to identify key gender issues that staff can utilize as they provide technical assistance and/or collaborate with other parts of the Agency or regional organizations.

2.2.1. Gender Gaps

There are three sets of questions that are required to apply a gender lens to rule of law:

- Are there differences in the legal framework?
- Are there differences in access to the justice chain (police, legal representation, prosecution, courts, and punishment)?
- Are there differences in participation in the justice chain?

Legal Framework. As discussed in the overview section, CEDAW has led most governments in the region to reform their legal frameworks to eliminate discrimination. In addition, the Belém do Pará Convention has been instrumental in encouraging most countries in the region to "pursue, punish, and eradicate violence against women." Across the region, legal frameworks do not openly discriminate against a woman's ability to go to court. A woman does not need legal permission from her husband to initiate proceedings or testify. Nevertheless, there remain in some countries a dependency on the husband (such as in Haiti) that does not afford a woman equal rights.

Gaps remain in the legislation addressing violence against women. As reported in a 2011 United Nations Report on Progress of the World's Women: In Pursuit of Justice, all countries in the

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45 World Bank 2012. "Going to Court" Extracted from the Women, Business and the Law Database.
46 World Bank 2012. "Going to Court" Extracted from the Women, Business and the Law Database.
region have passed domestic violence laws. The majority of the countries have sexual harassment laws, but legal frameworks in the region are lacking regarding protection against marital rape. Of the USAID countries, only seven of 24 have enacted marital rape laws.

**Access.** Since the legal frameworks in most Latin American and Caribbean countries do not overtly discriminate, it is often assumed that there are no barriers to access. Women may not be formally barred from going to court. However, women face informal barriers related to language, money, knowledge of the legal system, mobility, and family responsibilities.

Very limited data are available to compare real access at all stages of the justice chain throughout the region. The data that exist are focused on confidence levels. For example, the Government of Mexico collects data on the confidence levels of those who have reported a crime. The data confirms that those who have reported a crime have less confidence in the justice system than the general population.\(^47\) However, the data are not sex-disaggregated so no further conclusions can be drawn. An Americas Barometer *Insights* article (No. 62) tests confidence in the justice system and finds that gender is not a predictor, which may incorrectly suggest there are no gender-related barriers. Confidence levels are often determined by knowledge and exposure. The micro-data from Mexico suggests that an equally plausible explanation is that knowledge and exposure drives confidence.

Measuring gender gaps in access is a methodological challenge based on current approaches. For example, the Americas Barometer data looks at perceptions of corruption levels but does not identify how these perceptions affect men's and women's engagement with the court system.

**Participation.** The data on differences in participation are clearer. Women have lower levels of participation in judicial sector institutions (e.g., 20% compared to 80% for men in Mexico). There are fewer female police officers, prosecutors, and administrative personnel in the Ministry, and fewer women judges. As outlined in USAID's new Gender Policy, the problem or challenge for development is that these low levels of input lead to sub-optimal solutions when only half of the population participates.

### 2.2.2. Recommendations

Recognizing that rule of law will not be a priority area for direct intervention of RSD, only two recommendations related to gender are proposed below.

**Learning Approaches**

*ROL Recommendation #1: To strengthen implementation of rule of law activities, consider examining and disseminating models from the region that are highlighted in the World Development Reports of 2011 and 2012 (immediate and internal).*

There are several examples of promising practices from Latin America and the Caribbean highlighted in the World Development Reports for 2011 and 2012. RSD can examine and disseminate the models to support, at a minimum, efforts to reduce gender-based violence. This

\(^{47}\) INCESI 2009
includes the Nicaraguan model for modernizing the police force and addressing domestic violence in a holistic way in pilot programs in Colombia and Guatemala.

**TA to Missions**

**ROL Recommendation #2**: To reduce discrimination in the legal framework in the region, RSD can conduct a regular review of gender-based barriers in the implementation of laws, and practices that do not meet international norms (internal).

As outlined above, the overall legal framework protects the rights of men and women equally. Nevertheless, there are areas where reform is needed (e.g., related to intimate partner violence, business law). The intent of this recommendation is not to limit the review to only gender-based violence as women face significant obstacles as they access justice in general. Rather, the recommendation is intended to highlight the comparative analytical capacity of RSD as it can coordinate with regional organizations and the Missions to address specific opportunities to reduce these barriers.

### 2.3. Educational Opportunities for Children and Youth

USAID’s education strategy has three goals. They are to improve reading skills for children in primary grades, improve ability of tertiary and workforce development programs to produce a workforce with relevant skills, and increase equitable access to education in crisis and conflict environments.48

RSD’s work in the education sector supports these goals. In addition, RSD’s educational programming supports the development hypothesis that increasing economic opportunities (through education) supports reduction in crime and violence strategies. Youth unemployment in particular is a challenge in the region and a significant causal factor for social problems related to crime and violence.

Education in Latin America and the Caribbean has achieved near gender parity, with gender gaps in access the greatest among countries with large indigenous populations. Yet, in Latin America and the Caribbean the basic educational system and vocational training institutions are failing children and adolescents whether they drop-out or attend. The results of the 2009 Programme for International Student Assessment (PISA) reveal that the region ranked in the bottom third in reading and math and below what their income levels would predict.49

Improving the quality of education is foundational to development and directly tied to the RSD development objectives. The gender analysis presented in this section is oriented to identifying key gender gaps that impede the ability to improve the quality of education as well as education’s role as part of strategies to improve citizen security, reduce poverty, and help the region transition from traditional development assistance.

2.3.1. Gender Gaps

Gender analysis is a critical tool for the education sector because it reveals gaps that a girl-centric approach cannot. The reversal of the gender gap across much of the education system is a challenge for development in general and educational improvement specifically. The prevailing tendency to apply *ad hoc* analysis has unintended consequences that impede development, such as perpetuating gender stereotypes that contribute to the persistent wage gap.

**Basic Sex-Disaggregated Facts**

Gender differences are not uniform across the region or sub-regions. For instance there are some groups that continue to face discrimination, such as indigenous girls. They face a double set of obstacles (access and language). Nevertheless, there are some clear trends across the region:

- Girls are more likely to have more years of schooling\(^{50}\)
- Boys are more likely to repeat primary grades\(^{51}\)
- Boys have higher achievement in math while girls have higher achievement in reading\(^{52}\)
- Secondary education enrollment is higher in many countries for girls than boys\(^{53}\)
- Girls are attending tertiary education at similar or higher levels as boys\(^{54}\)

**Reversal of Gender Gaps: A Challenge for Development**

A discussion about gender and education usually begins with statistics that demonstrate that boys are falling behind. Likewise, it is more difficult to get boys to participate in programs focused on increasing their employability. While these trends exist, it is important to not miss the bigger picture: Latin America has an overall poor quality of education and a stagnant labor market.

In the region, there are very different and at times perverse incentives for girls and boys. For example, girls and young women have incentives to stay in school longer than boys. Jobs that are accessible to women typically require some secondary education, such as work in maquilas, tourism, and the public sector. While these jobs may be in the formal sector, they tend to be lower paying and more subject to economic shocks. By contrast, boys and men have other job opportunities that are often in construction and agriculture. Secondary and higher education are often not needed for these jobs so boys have an incentive to leave school. Family obligations also drive choices for both young men and women, but in different ways. Traditionally, young men are expected to get jobs that last a lifetime and support their families, while young women may be expected to be employed only until they have children.

Consequently, policy and programs should be trying to expand opportunities for young men and women. It is not enough for youth employability programs to focus on the existing job market. They should address the types of jobs available for young men and women. Initial starting wages, when compared to being unemployed is a reasonable indicator, but it is not a sufficient

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\(^{51}\) Ibid., slide 14.

\(^{52}\) PREAL 2011, p. 8.

\(^{53}\) Countries with higher enrollment (net) of girls than boys include: Barbados, Colombia, Dominican Republic, Nicaragua, and Panama. See USAID Data on Education: http://lac.eads.usaidallnet.gov/query/do?_program=/eads/lac/education.

\(^{54}\) The LAC region has the highest reversal of the gender gap in the world. Klien, slide 33.
indicator. Opportunities for advancement and job growth are also important. These are especially important factors through the years of raising a family and retirement. Based on the review of the existing RSD portfolio of education programs, the only program that challenges existing gender stereotypes is Scholarship for Education and Economic Development (SEED) program. Yet, these issues are not evaluated, assessed or examined sufficiently. The last evaluation of the program did not address gender dimensions.

Other considerations are the changing gender dynamics in the region. There are an increasing number of female-headed households and programs that target young women (and by default exclude young men). These programs may have the unintended consequence of driving men away from their family responsibilities as they are no longer the sole provider for the household.\(^{55}\)

In the LAC context masculinity is directly tied to work and money, and the power this gives. A sense of powerlessness is closely linked to the use of violence and tendencies toward backlash against women.\(^ {56}\) Traditional male roles in society are being challenged and role models of positive male behavior by a father or family members are declining due to migration and/or the involvement in gang or other criminal activity. Research on gangs finds that gang membership provides a sense of social inclusion and an alternative, albeit negative, social space.\(^ {57}\) There are few opportunities for boys and young men to feel included. Schools are failing boys. Schools do not provide boys a feeling of belonging to society. Girls are increasingly joining gangs but face different gender-based incentives to join (and to leave) than boys. These causal factors, if not addressed, utilizing a gender approach are likely to perpetuate the current cycle of violence in society and in the household.

2.3.2. Recommendations

Education is a critical component of a multi-sector approach to improving citizen security and promoting gender equality in the region. It is important in how it can help both girls and boys succeed; however, it is likewise important for the socialization that schools can provide. Presently, in Latin America the educational system is failing on both counts. As a regional program, RSD has several comparative advantages to support solutions, particularly by applying a gender approach to the problems.

**Learning Approaches**

There are several immediate and long-term actions that RSD can take related to learning approaches for the sector across its three levels: basic, vocational, and higher education. The following recommendations are presented in order of immediacy.

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\(^{55}\) Barker 2007.


Education Recommendation #1: To understand the impact of technical education on gender roles and wage gaps, include gender as a specific consideration in the higher education final evaluation (Immediate).

It is understood that RSD will be conducting a final evaluation of its higher education programming in the near term. This assessment presents an excellent opportunity to answer key questions about the effectiveness of scholarship and training programs in breaking down gender-barriers in the technical fields. The SEED program is one such example (see Annex 6 for detailed recommendations).

Education Recommendation #2: To understand gender differences within ethnic groups, if possible, include at least one additional country in the A Ganar Impact Evaluation (Immediate).

Countries with significant indigenous populations continue to lag behind in access to education for girls and labor force participation of women—key factors in promoting gender equality and female empowerment. A Ganar has demonstrated its success in increasing incomes and employability of the youth participants. However, the effectiveness of the program for indigenous populations is untested (the impact evaluation is scheduled to only be conducted in Honduras).

Education Recommendation #3: To test the effectiveness of A Ganar for youth employability in regions with high conflict, add the level of conflict/violence as a dummy variable to the A Ganar impact evaluation study (Immediate).

A Ganar is operating in many communities with significant levels of violence and fear. Presently the design of the evaluation does not take this element into account. However, given the scope of the future RSD program and the realities of youth in the region, this variable can be included even if based on secondary research and expert coding in terms of level of violence.

Education Recommendation #4: As a first step toward reducing gender segregation in the labor market, add an indicator that measures the gender gap for all youth programming (at-risk and higher education) whether implemented by RSD or at the Mission level (CDCS).

The concept that any job is better than no job addresses immediacy; however, for long-term sustainability and growth examining gender segregation in the labor market (and seeking an opportunity to reduce it) is an important objective so programs empower both women and men. As feasible, this type of analysis can be integrated into ongoing impact evaluation work (CARSI and A Ganar).

Education Recommendation #5: To understand the gender dynamics of introducing reforms to the education system, identify strategies based on the finding of the CETT 2010 impact report, which showed that male teachers have more difficulty adopting new teaching approaches (CDCS).

A gender finding from the CETT final evaluation is that male teachers adopted new methods with greater difficulty than female teachers. This is important because as discussed, improving the quality of education in Latin America is fundamental. Teachers play an important role. This includes both male and female teachers.
Innovative Programs

RSD has a successful track record of financing innovative programs utilizing an incubator model for the region. The following recommendations are offered as recommendations to integrate priority gender-based constraints that are cross-cutting for the RSD portfolio.

Education Recommendation #6: To reduce gender-based violence, RSD could consider systematically integrating GBV prevention information and strategies into at-risk and higher education activities (CDCS and immediate).

All of the educational programs in the current RSD portfolio are dealing with gender-based violence due to its prevalence in the region. During implementation there is no choice. However, it is an 'unforeseen' activity that was not contemplated in the design and thus the solutions introduced are ad-hoc. Thus, it is recommended that all programs that work with youth in Latin America incorporate methods and tools to respond to gender-based violence, and it is further recommended that programs to prevent gender-based violence be included.

Education Recommendation #7: To achieve gender parity in educational attainment, include activities in the portfolio that address the gender stereotypes that limit boys’ interest in reading and girls’ engagement with science, technology, engineering and mathematics (STEM) – (CDCS).

The USAID education strategy and focus on literacy can also incorporate content issues related to girls and women in STEM fields. Materials and stories utilized in innovative literacy programs to be funded by RSD can support this objective, especially since the programming will incorporate evidence-based research to identify key success factors (and provide the basis for scaling up).

TA to Missions

Education Recommendation #8: To strengthen at-risk and educational programs, provide gender-related technical assistance to the Missions, and disseminate promising practices (CDCS and immediate).

Specific areas to target include:

- Successful strategies that target the special challenges of at-risk and over-age boys as a target group for programs (i.e., male role models).
- Effective programming that addresses indigenous girls’ education in Bolivia and Guatemala (two countries that are lagging in gender parity).
- Breaking down barriers between overall violence prevention programming by incorporating USAID’s Safe School programming materials to reduce school-related gender-based violence (see USAID Gender Policy reference).

2.4. Economic Growth

USAID’s broad-based economic growth programming in Latin America and the Caribbean is based on the premise that economic growth requires inclusive poverty reduction. It recognizes that although GDP growth averaged 4-5.5% in the majority of Latin American countries since
2006\textsuperscript{58}, the benefits from growth have not accrued to all of them equally. During the 1990-2009 period, per capita gross domestic product (GDP) grew at 1.6\% for the region, but grew much faster in some countries such as the Dominican Republic (3.8\%), El Salvador (2.7\%), and Peru (2.9\%), than in others. It is also recognized that the wealth generated from growth, trade liberalization, increased exports and competitiveness, is not shared equally among all groups within countries. In the region, 180 million people continue to live in poverty; women, indigenous people and ethnic minorities, Afro-Latinos, youth, elderly, migrants and disabled are among those who are the most left behind.\textsuperscript{59}

Gender equality is highly relevant for economic efficiency, growth, and inclusiveness. Women are essential contributors to economic growth, in terms of their labor and business creation, and in terms of market expansion. In LAC, the employment gender gap has been closing. Female labor force participation has increased more over the last three decades that in any other region of the world, from 36\% in 1980 to 52\% in 2009, the equivalent of 79 million additional women.\textsuperscript{60} Women are entrepreneurs and create businesses.

All economic actors (private and public) benefit from gender equality. As highlighted in the World Development Report 2012,\textsuperscript{61} the private sector’s embrace of gender equality in the workplace responds to four emerging trends.” First, in an increasingly globalized economy, skills are in high demand. Tapping the full talent pool can reap significant economic rewards. Second, diversity is considered a pathway to better incorporate decision-making and innovation. Third, women represent a growing market, and there is a desire to attune products and cater services to their needs. Fourth, gender equality is a valued attribute in the market-place—for potential employees, for investors, and for customers.” Similarly, government policies that foster social inclusion can spur economic growth.\textsuperscript{62}

RSD’s program is currently structured along five major thematic areas: Feed the Future (FtF); Business Environment; Fiscal Management; Partnership for Growth; and Economic Analysis. Over the past few years, LAC/RSD has also supported significant programs in trade,\textsuperscript{63} in particular in relation to Central American Free Trade Association (CAFTA)\textsuperscript{64} and trade components of such other programs as Doing Agribusiness (under FtF). Given the limited budget allocated to Economic Growth activities, through its learning and technical assistance activities, RSD is likely to emphasize, for the foreseeable future, issues of taxation administration (revenue collection) and budgeting at the central or local government levels, issues related to food supply and business environment development, and evaluation. Trade issues will be addressed in so far as they are relevant to the other issues.

\textsuperscript{58} IMF. Western Hemisphere Report. 2010, p. 80
\textsuperscript{59} Chemonics 2010. Overview of Social Inclusion and Implications for the USAID/LAC Bureau.
\textsuperscript{60} World Bank. Work and Family: Latin American and Caribbean Women in Search of a New Balance. October 2011. This statistics includes non-USAID countries. Using UN data (reported earlier in the document) the statistic for USAID countries is 51\%.
\textsuperscript{62} Chemonics. op.cit.
\textsuperscript{63} LAC/RSD/BBEG. SOW: Best practices for Promoting Trade-Led Equitable Growth in the LAC Region.2007
\textsuperscript{64} Chemonics. Optimizing the Economic Growth and Poverty Reduction Benefits from CAFTA-DR. 2008
2.4.1. Gender Gaps and Data Gaps for Decision-Making

This section first reviews gender gaps in labor markets and entrepreneurship. The second section identifies organizational gaps in data for RSD decision-making.

Gender Gaps in Labor Markets

In general, the labor markets in LAC are weak for men and women. However, women face specific obstacles and barriers. These gender gaps are reviewed in this section.

A wage gap persists between women and men for comparable jobs and qualifications. Women tend to be segregated by sector and occupation into lower productivity and lower paying jobs. As reported in a paper published by the Inter-American Development Bank (IDB) in 2009, the World Economic Forum ranks the region as the third most unequal (among nine) in economic participation and opportunity of women in relation to men, taking into account differences in labor participation and access to certain type of occupations as legislators, senior officials and managers, and professional and technical workers. The same IDB paper draws attention to both the gender wage gap and the ethnic wage gap. It found that in 18 Latin American countries, men earn 9-27% more than women, with high cross-country heterogeneity. The unexplained pay gap is higher among older, informal and self-employed workers and those in small firms. Ethnic wage differences are greater than gender differences, and educational attainment differentials play an important role in explaining the gap. Higher ethnic wage gaps are found among males, single- income households, and full-time workers, and in rural areas. An important share of the ethnic wage gap is due to the scarcity of minorities in high-paid positions. The greatest wage disparity is found in Brazil, where men earn 30% more than women of the same age and educational level, compared to 7% in Mexico.

The wage gap is highly correlated to the sector of employment. According to statistics on formal employment published by the ILO (2007), 76% of LAC women are employed in services, and only 14% in industry; 10% are employed in agriculture. According to the IDB, the share of women in the informal economy is 58% compared to 50% for men. The sectoral distribution between men and women has shifted during the 1990-2007 period. Women’s employment in agriculture has increased in Central America, while it has remained the same in South America and declined in the Caribbean. By contrast, men’s employment in agriculture has declined throughout the region. Women’s employment in industry has declined, but increased in services, while men’s employment in industry and services has remained the same or increased throughout the region. The issue of women in agriculture merits special attention. Gender analysis of value chains reveals that women tend to be confined to the unpaid (family labor) or lower-pay segments of the value chains. Special issues of women farmers in Central America are discussed as a gender gap in the section on entrepreneurship.

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66 Haussman, Tyson and Zahidi. 2008
67 Apparently there are no recent global figures. These are used in the UN-World Women’s 2010 Report.
69 UN. World’s Women. 2010. Tables 4.4-4.5
In most countries in the region, women face higher levels of unemployment than men, thereby reducing their economic opportunities. Of the women participating in the labor force, women have an average unemployment rate of 6.3% compared to 3.7% for adult men. The employment gap is more pronounced among young people (15-25), with young women having a 17.6% unemployment rate, compared to 11.4% among male youths. Since 2000, unemployment has been declining, by two to four percentage points, both for women and men, but there has been a consistent two to four percentage points difference between male and female unemployment. The unemployment gap is also consistently higher for the Caribbean countries than in Central American and South American countries.

Women are more likely than men to be employed informally, thereby subjecting themselves to vulnerability. While men are more likely to be employed in the informal sector, the percentage of non-agricultural informal employment for women ranges from 78.5% in Bolivia to 46.5% in Panama. Informal employment reduces labor protections and exposes women to a high degree of employment vulnerability, i.e., high level of job insecurity and no social safety nets when they are unemployed or unable to work. Inflexible employment conditions, lack of part-time employment opportunities, long hours, and insufficient paid maternity leave are among the barriers women face. Women are also more likely to be affected by economic cycles (as was the case in 2008).

**Gender Gaps in Entrepreneurship**

The LAC Region is reported to have higher rates of female entrepreneurship and a lower gap in the number of women- and male-owned businesses than other regions in the world. Nevertheless there are four gender-based gaps that persist in the region related to the size of businesses, women’s representation in business decision-making, the laws and regulations, and the special case of women in agribusiness in Central America.

Women-owned businesses are smaller, even when they constitute the majority of businesses, making it more difficult for them to access finance and markets. According to the World Bank study the percentage of women business owners is highest in firms with fewer than five employees (e.g., 50% in Honduras), but decreases as the firm size increases: 12% of medium size enterprises in Mexico and 23% in Honduras. Although various surveys have found no significant difference between women and men entrepreneurs’ access to credit, women’s businesses are mostly in the informal sector and these types of businesses may have greater difficulty accessing institutional credit and product markets. Furthermore, the smaller the size of

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70 UN. World’s Women. 2010. Tables 4.4-4.5
72 UN. World’s Women. 2010. Table 4.3
74 The UN reports data of ‘self-employed’, but does not disaggregate the data between formal and informal. It suggests that more self-employed men are in the formal sector than women. However, the proportion of women “contributing family members” is somewhat higher than for men.
75 Americas Barometer 2010.
77 Ibid.
the business, the less credit women use compared to men’s businesses of similar size. Interviews with women entrepreneurs reveal that they value their ability to access larger domestic or international markets. Although some banks and micro-finance institutions, for example Federación Nacional de Cooperativas de Ahorro y Crédito (FENACOAC), the Guatemalan Federation of Savings and Loan Cooperatives, have adjusted some of their financial products to adjust to the needs of smaller and informal borrowers, the gender gap in access to finance remains. An IDB Study of financial services that surveyed 400 households found that in “in general women make less use of credit from both formal and informal sources than men…poor men are 4.7 times more likely to make use of formal credit than poor women. The smallest gap is found among employers. In this group men are 1.6 times more likely to make use of formal credit than women.” By contrast, women’s participation in trade associations, such as coffee grower cooperatives in Guatemala, have proven effective in bringing small-scale producers up to the marketing scale that is needed for exports.

Women are under-represented at certain levels of management and cannot influence business decision. In LAC, women are considerably under-represented on corporate boards, with an average of 4.7% in the region. The range is 11.3% in Colombia to 2.4% in Chile and Peru. This percentage compares with 11.4% in the U.S., and 9.6% in Western Europe. The business case for more balanced representation is supported by research results of higher returns in sales (+42%), higher return on invested capital (+66%), and higher return on equity (+53%). The same study found that more gender-balanced boards also achieve a better understanding of the market, where women now constitute a majority of customers; better governance, and better communications both with employees and customers. Such boards may also be instrumental in influencing more gender-equitable practices and attracting more women into the labor market.

There is a wide range of legal barriers for women-owned businesses reported in Women, Business and the Law that make it more difficult for women to compete with men. According to the Women, Business and the Law 2012 report that was prepared by the World Bank/IFC, the Latin America region has improved the most in terms of reducing legal disparities for women-owned businesses. The database provides a good inventory of all basic information on the laws and regulations that can be incentives or disincentives to women’s businesses. Most of the commercial laws are gender-neutral as they refer to “the enterprise”. Where discrimination may exist, it is commonly in family or labor laws, property rights, income taxes, and in the application of the laws, and access to institutions, including courts. Anecdotal evidence suggests further discrimination in the application of the laws, but this has not yet been thoroughly investigated or documented.

79 IDB. Financial services for the poor. 2007. No gender-disaggregated data are available for savings, and gender-disaggregated data on borrowings are available only for three countries (Guatemala, Jamaica and Panama).
Women farmers in Central America face gender-based competitiveness constraints. As reported in a recent analysis of Guatemala, Nicaragua, and the Dominican Republic, women “are increasingly becoming land owners, or at least possessors, and small producers, who inherit plots of land from their deceased husbands.” At the same time, there continues to be large-scale outward migration of young males from the rural areas to urban centers, including to the United States and some neighboring countries. This pattern has led to a feminization of agriculture without the corresponding production and business skills. In addition, for those women who do not have land titles, it is difficult to access credit due to lack of collateral. Finally, lack of security, largely due to drug warlords and gangs in the rural areas, has been identified as one of the constraints, if not the most important constraint, that affect all agri-businesses. This problem poses even greater problems for women-owned or managed agribusinesses and hampers their operations, growth, and returns.

Another issue for women farmers is access to technical training and information. On the one hand, male extension workers continue to be more numerous even when it is not socially acceptable for women to interact with men. On the other hand, the size, means and responsibilities of government extension services have been reduced; for certain crops they have been replaced by the private sector, either input suppliers (seeds and pesticides) or produce traders. There is no evidence that the private sector delivers gender-sensitive extension services. On their overall efficacy, one assessment for Guatemala concludes that “While the role of purchasers and suppliers is an essential component of technology transfer for high value crops, it has not proven an effective mechanism for improving the use of productive technology for small grain producers” [who need advice on soil conservation and plant nutrition]. “Commercial input suppliers cannot earn a financial return from providing this type of advice”.

Organizational Gaps

Two main organizational gaps have been identified: uneven integration of gender in program activities and lack of sex-disaggregated data.

RSD's degree of integration of gender has depended on the focus of the activities. Gender appears to have been an important consideration in the work related to Feed the Future (FtF). The program recognizes the importance of women in the whole agricultural value chain, from production through marketing and/or consumption. There seems to be a difference, though, between the integration of gender through the learning activities and the technical assistance activities, which are provided to country Missions with support from the Food Security Office.

For example, the country case studies on Doing Agribusiness that were “focused on food security, especially with respect to access in order to increase incomes for the poor to be able acquire sufficient nutritious foods” were asked for a brief examination of gender (“Indeed, it is

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82 This is a very broad subject, which has not been reviewed for other countries.
84 Segura op.cit.
85 Abt Associates Ind., op. cit.
86 Segura- DR op. cit.
not possible to speak of impediments to doing agribusiness without taking into account the role of women\(^{87}\), but were not asked to analyze the role of women and men throughout the value chain. As a result, the review of financial services for agriculture in the Guatemala case study, for example, is gender-blind.

Likewise, the evaluations that are currently being designed do not systematically include a gender dimension. For example, the evaluation of the Income Impact from the Support to Smallholder Agriculture includes a gender dimension but the evaluation of the Walmart Models does not.

The 2008 evaluation Optimizing the Economic Growth and Poverty Reduction Benefits of CAFTA-DR was gender-blind, while the Greater Access to Trade Expansion (GATE) project, managed by the former Women in Development Office was designed with a gender approach and demonstrates the benefits of integrating gender into trade activities. Other organizations were concerned about the potential negative impact of CAFTA on women\(^{88}\).

Sex-disaggregated data and gender-sensitive analyses in key areas of RSD fail to inform the design of its activities. For example, RSD has been supporting Doing Business, through its contribution to a trust fund with its implementation partner, the World Bank/IFC. The parameters documented in Doing Business are the basis for countries to request technical assistance. However, to date, there has not been an assessment of the differentiated impact on female- and male-owned/managed businesses. The same is true for Women, Business and the Law. The database is informed by the texts of the laws and regulations. No assessment exists of the difference between text and practice in the region. Taxation/revenue mobilization is another area likely to be retained in the CDCS, whether at the central or local government levels. To date, almost no data are available for the LAC region on the gender dimensions of taxation; only two countries have been studied—Argentina and Mexico. Finally, when sex-disaggregated data exist, for example in the household surveys of the MECOVI database\(^{89}\), they have not been fully analyzed and therefore are not readily available for policy making or program design.

### 2.4.2. Recommendations

RSD does not implement economic growth activities in the region. However, it has a comparative advantage in its capacity to conduct multi-country analyses and provide technical assistance to the Missions. RSD can also capitalize on some of the promising practices that were identified while conducting this review. The recommendations presented in the next section can be initiated in some cases immediately (as they are internal) or could be part of future programming (as part of the CDCS).

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\(^{87}\) Segura-DR and Nicaragua op.cit.


\(^{89}\) MECOVI is short for the Programa de Mejoramiento de las condiciones de vida. The program was initiated in 1990 to improve the design of household surveys and to strengthen the analytical capacity of statistics departments in Latin America and the Caribbean. Source: www.iadb.org/document.cfm?id=723068.


Learning Approaches

EG Recommendation #1: To strengthen inclusive broad-based growth in the region, together with private sector implementation partners include gender analysis in its technical assistance and add indicators that measure the impact of reforms on men’s and women’s businesses (CDCS).

RSD staff can utilize several practical tools to conduct gender analyses. These include: the Women, Business and the Law, Doing Business, and the Enterprise Survey data for priority countries. In addition, it is recommended that RSD undertake a study to measure the impact of reforms on men’s and women’s businesses in countries such as Colombia and Mexico where progress has already been significant. Among the variables documented in Doing Business, priority may be given to the quantifiable sub-variables involving time and costs as the results would clearly show if there is a gender gap. Such a study could help establish reform priorities, and determine whether the TA can address reforms that are beyond commercial law, such as labor laws or family laws, which often are major impediments to women’s business development. The type of survey and consultations conducted for the World Bank 2010 publication Women’s Economic Opportunities in the Formal Private Sector in Latin America is considered a good practice for designing the recommended study.

EG Recommendation #2: To complement the technical assistance provided by the Food Security Bureau’s gender advisers, RSD should be trained in the existing USAID promising practices of FtF methodologies and GATE’s guidelines (immediate).

In accordance with its role as technical advisor to the Missions, RSD should be able to ensure that all FtF Country Action Plans and evaluations include gender parameters and monitoring and evaluation indicators drawn from these methodologies. There are existing resources that can be utilized:

- The Feed the Future (FtF) Initiative and IFPRI have developed the Spatial and Poverty Targeting Methodology, which includes gender-sensitive variables. The methodology can be used to target either specific groups, such as poor female-headed households, to help increase their productivity, and/or government expenditures, e.g., to support improvements of nutritional levels in areas that have a very low resource endowment.
- The GATE project (see Box 3) has identified tools to find entry points in the value-chain through its gender in the value-chain analysis methodology, which includes a module on agriculture. The merit of such gender analysis is that it would enable RSD to identify sensitive differentiated constraints or impacts in the value-chain. For example, if women or men are at greater risk of exposure from the use of phyto-sanitary products, they should receive adequate training to protect themselves during the application of such products.

EG Recommendation #3: Include systematically a gender analysis of evaluation work (immediate).

The forthcoming evaluation of the Walmart models provides such an opportunity since many of the Walmart produce suppliers are smallholders. It is worth assessing the benefits to, and

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90 Doing Business 2012.
contributions of, women-owned and men-owned farms in the supply chain, and to establish if gender-specific issues have emerged, and how they have been addressed.91

**Box 3: A Gender-informed Trade Capacity Building Program in Peru: A Promising Practice.**

The methodology recommended in the *Promoting Gender Equitable Opportunities in Agricultural Value Chains: A Handbook* developed by ENEE under the GATE project was applied to the artichoke value-chain in Peru. The analysis revealed a significant gender gap. Women were benefiting less than men from this well-established export crop in terms of income, as they were concentrated in the lower-wage processing jobs. In addition, they were more at risk in the labor market in terms of shorter-term contracts and further hiring. Sensitized by the findings and additional gender training, the EG staff of the Peru USAID Mission designed the RFP of the Peru and Andean Trade Capacity Building Program 2010-2014 with significant attention to gender issues. In particular, the RFP requested gender monitoring of the implementation of labor laws, and of the reduction in legal obstacles to women’s economic activities related to the trade facilitation component. However, they neglected to request (i) sex-disaggregated data of all training activities included in the five project components; (ii) an assessment of the differentiated impact on women and men’s businesses of the reform undertaken under the Doing Business component; and (iii) to assess the gender-differentiated impact of the pharmaceutical, ICT, and Intellectual Property Rights components. The RFP is a promising practice that could easily become a best practice.

**EG Recommendation #4:** To strengthen programming to reduce tax evasion in selected countries and mitigate potentially negative gender-based effects, establish a gender and tax working group with E3, the senior gender advisor in PPL, and RSD staff that develops a tool-kit and prepares a white paper on gender and taxation (CDCS).

Even though tax policy questions are the responsibility of the International Monetary Fund (IMF), it is important for the RSD staff to understand the gender aspects of taxation regimes and of taxation administration. USAID supports the work of the Global Taxation Simplification Initiative implemented by the World Bank/IFC that is focused on administrative issues. Taxation regimes, in particular income tax, affect women’s and men’s decisions on how to enter the labor market (in the formal and/or informal sector). Meanwhile, the structure of taxes on consumption goods affect women and men differently. While profit taxes are in principle gender-neutral, other taxes such as VAT and export and import duties may affect women-owned and men-owned businesses differently, depending on whether the business is informal or formal, and depending on the activity and commodity. VAT and other consumption taxes account for approximately 50-60% of total revenues in the region (compared to 30% in Europe).92

In Latin America, informality of the economy and taxation are intertwined. For instance, in the Caribbean, the burden of tax administration is a cause of informality.93 In other cases, informality

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91 From discussion with staff, it is acknowledged that the integration of the gender dimension may not be feasible until the second stage of the evaluation.
92 Birdsell 2008, p. 60.
Washington, DC: International Monetary Funds, p. 25.
makes improving revenue collection a greater challenge. Within this context, issues of
governance in tax administration (access to tax information, tax administration officers, ease of
filling the income tax declaration, sex-based enforcement), and corruption affect women and
men differently, both as individuals and as entrepreneurs.

While there are studies on gender and taxation they are not specific to the Latin American and
Caribbean countries in which RSD is working. There is still the need for a toolkit on gender
and taxation that is applicable to USAID’s work (i.e., tax collections versus tax policy) and
includes gender indicators. The proposed toolkit should be linked to Doing Business as taxation
administration is a key element or question involved in a decision to operate a business in Latin
America and businesses moving from the informal to the formal sector. To support the toolkit,
RSD can contribute to learning in this area and support its Missions by conducting a study in one
or two priority countries. The results from such a study should be used to inform a gender-
equitable design of tax collection enhancement mechanisms. Studies like the ones carried out by
Rossignolo and Rodriguez Enriquez in Argentina, and Perez and Costa in Mexico are good
practices that can be used to inform the design of this type of activity. Both studies documented
the incidence of indirect taxes (VAT, Excise Tax on Tobacco and Alcohol, Excise Tax on
Gasoline) on males and females in households, and in rural and urban settings.

EG Recommendation #5: To inform new programming on local government financing, RSD
should undertake a study in an economy in transition to document the use of local government
financing, such as municipal bonds, and gender budgeting. This study should be linked to the
work on taxation administration (CDCS).
As economies mature, increasing responsibilities are devolved to local governments (regional,
district, municipal -- depending on a country’s administrative configuration). Participatory
gender budgeting has been widely adopted (see Box 4) to prioritize local government
expenditures. Little is known, however, regarding the link between the choice of financing
instrument (municipal bonds, taxes, etc.) and the choice of expenditure, from a gender
perspective.

EG Recommendation #6: To complement the work on Doing Business and FtF in particular, add
gender to regional trade analysis activities impact of regional trade agreements on women and
men-owned businesses and on the women and men labor force, and disseminate the results to a
wide range of stakeholders (CDCS).
There is substantial evidence of the differentiated impact from trade on men and women, both as
individuals and as entrepreneurs. Existing studies are focused either on some countries or some
industries (e.g., textiles in the Dominican Republic). No thorough study exists, however, to
document specific concerns such as enforcement of labor legislation, nor to document the costs
and benefits of regional trade agreements on women and men-owned businesses’ growth or

In Taxation and Gender Equity: A comparative analysis of direct and indirect taxes in developing and developed countries, eds.
95 Dario Rossignolo and Corina Rodriguez Enriquez. Gender and Taxation: Improving Equity and Gender Generation.
failures. Dissemination of the results of such a study would benefit a wide range of stakeholders—governments, trade and business associations, chambers of commerce, unions such as AFL-CIO—which are involved in trade policies and part of the reform dialogue to improve the business climate. The dissemination effort could complement the further dissemination of existing information and guidelines generated by the GATE project and could be done in partnership with IDB Aid for Trade Strategic Thematic Fund. The Fund is unique in its aim to promote gender equality in four core areas: trade facilitation, SPS/standards\(^{97}\), Trade related Adjustment, and Trade Policy and Regulation\(^{98}\).

**Box 4: Government Financing and Gender Budgeting**

Latin America has accumulated a long experience with gender budgeting, which was one of the tools that evolved to support the democratic process in many countries such as Brazil, Chile and Peru. Gender budgeting is closely associated to participatory budgeting and involves consultations during the budget elaboration process and a transparent monitoring system. Countries or municipalities where gender budgeting has been effective have well-established organizations (NGOs, trade unions, social movements) that become the prime interlocutors of the Government. For example in Brazil, in the early 2000s, women’s associations focused on budget expenditures for health and to combat violence against women. As a result, the Ministry of Health responded by reinstating the Program for Women’s health that had been eliminated from public planning in 2003. Training and sensitization of parliamentarians, government officials and civil society took place in 2004 and methods to monitor gender-sensitive budget allocations and impacts were developed with such research institutions as the National Institute for Socio-economic Research (INESC), the Institute for Applied Economic Research (IPEA) and the Brazilian Institute for Statistics (IBGE).


**Innovative Programs**

_EG Recommendation #7: In order to promote gender equality in the labor market, consider undertaking a regional project to champion “Gender Firm Certification” (CDCS)._  

Gender inequalities in the labor market were discussed earlier. Gender firm certification, such as the Gender Equity Model (GEM) that was developed and tested in Mexico with World Bank support, has proved to be a successful tool for promoting gender equity in the private sector. Participation is voluntary and a firm’s commitments are based on a self-assessment. However, funding is needed for technical assistance to conduct the diagnosis and the certification process through an independent agency. Results “from an evaluation of the Mexico GEM program point towards an important reduction of gender gaps in employment, access to training, promotions, and wages. Results are also promising in terms of improved self-awareness of workers and management, improved working conditions and work environment. By the end of 2009, 66 firms had been certified, in manufacturing and services.”\(^{99}\) Such a project could encompass local enterprises as well as U.S. firms’ subsidiaries in Latin America. Promotion of a ‘gender equity

\(^{97}\) SPS: Sanitary and Phytosanitary Standards


seal’ could be done in partnership with other U.S. Agencies such as the Export-Import Bank, which supports U.S. investments in LAC.

EG recommendation #8: To respond to the needs of women small farmers and other women-owned businesses to enlarge their international networks, connect women small farmer associations with similar U.S. associations (CDCS).

Women small farmers and women small business owners still find it difficult to access global markets. Successful experiences between Pathways and WE Connect International has enabled women to acquire training and competencies to increase their productivity and competitiveness. Such an experience could be scaled up throughout the region with a broad range of organizations.

2.5. Biodiversity and Global Climate Change

2.5.1. Gender Gaps
The primary gender issues relevant to the RSD environmental portfolio and their implications of program success are:

- Unequal resource access and participation rates by women and men, which limits the effectiveness and local acceptability of proposed Natural Resource Management (NRM) mechanisms
- Unequal rates of participation by women and men in LEDS development and recognition of gendered priorities and impacts will limit strategy Implementation after adoption
- Differences in gendered vulnerabilities and resilience capacities, which may limit the diagnostic effectiveness of new tools and program design for climate adaptation activities
- Gender-based differences among the Mission recipients of RSD training and technical assistance with respect to their experience, understanding of, and access to gender-related data, experts and networks, which influences their abilities to understand, integrate and oversee gender mainstreaming by Mission implementing partners.

For both biodiversity and climate change sectors, the sustainability of environmental planning and governance processes are likely to be undermined when there is inadequate social and gender information and too few women professionals and resource stakeholders. Across the region, national census data is inconsistent on fundamental issues such as men's and women's land ownership;100 for sub-national or transboundary landscape units such as watershed, there has either been very uneven collection of baseline social and gender information on land and natural resource use and access, or the data has been collected after programs have already been designed. For more recent climate programs, there is very uneven information on the culturally and sex-specific abilities of men and women to adapt to climate-related and other environmental threats.

Women's involvement in environmental/climate decision-making seems to be increasing in some LAC communities but participation is still highly inequitable at watershed, provincial, national

100 Deere and Leon 2003
and regional levels, and attention to gender issues is inconsistent. There is general agreement that indigenous women, in particular, are underrepresented in environmental planning and governance above the community level, due to a combination of language skills, family responsibilities, and mobility constraints, but this also varies by group and proximity to urban centers.

While there have long been inequities in women's access to markets and jobs, there appear to be emerging inequalities in women's and men's participation in green jobs and businesses, as well as the distribution of benefits from payments for environmental services deals and new financial instruments related to REDD+. Women are less likely to experience ownership for program activities when there are inequitable opportunities to benefit from new and traditional environmentally related income opportunities.

Efforts to remedy these long-standing and emergent gender gaps via environmental programming have been hindered by a number of factors. Many environmental diagnostic tools and guidance documents have been gender-blind or at best, quite superficial in their treatment of gender issues. There has been a lack of systematic or even periodic collection of gender-related data for environment/climate programs, at local, landscape and national levels; the lack of gender data is often symptomatic of a broader problem related to social data collection. The resolution of the gender bias in land/resource access, use and ownership has been hampered by legal and cultural constraints. Equitable access by women to environmental governance has been impeded by inadequate outreach, time and mobility logistical issues, access to technical information, as well as education, language and financial barriers. Early evidence suggests that community priorities, let alone women's interests, have not always being addressed or safeguarded in payments made for environmental services negotiations among governments, private brokers and community representatives. Further, some analyses of the new green economy indicate that women are not being offered or are not choosing to pursue the full range of new green income opportunities, possibly due to a lack of information or necessary skills and education.

As a regional environmental program, the RSD environmental team works on the provision of tools, information and services for which it has a comparative advantage and is able to have a multiplier effect. Regional units are well-suited to improving data collection methodologies for environmental planning and management. They can bring together regional experts and support regional/sub-regional networks to discuss key policy issues and trends, and addressing transboundary environmental issues. RSD environmental staff also bring a broader regional perspective to program/project design, and monitoring and evaluation work by USAID field units. The RSD staff provide direct technical assistance, training and convene periodic peer learning meetings of the USAID environmental staff.

In addition, as directed by the U.S. Government under U.S. environmental regulations (22 CFR 216), USAID regional environmental officers are tasked with overseeing and improving the consistency of the application of U.S. Government environmental compliance requirements (i.e., the Environmental Compliance Mitigation Report, including Sector-Specific Environmental Screening Forms and if considered high-risk, the Environmental Assessment) by field staff for projects in many sectors. The majority of questions of the Environmental Screening Form focus
on bio-physical impacts; 2 of the 32 questions address gender issues (i.e., Do men and women benefit disproportionately or are involved unequally in the project's activities? Are there factors that prevent women's participation in the project?). However, a positive response to gender questions does not have sufficient clout to trigger mitigation measures on its own; follow-up is only required when there are other positive responses to one or more of the other 30 questions and an Environmental Compliance Mitigation Report is developed. In LAC's accompanying sectoral guidance for the environmental compliance, there is some attention to social issues but there is no index and no easy way to locate gender-related impacts and mitigation measures. There are plans to review both the Environmental Compliance Mitigation Report guidance and the sectoral guidance in 2012.

Interviews with RSD Environmental staff indicate that their gender-related inputs and activities have been ad hoc and inconsistent. Gender analyses have seldom been commissioned for program design. More often, this requirement is now specified in the Annual Program Statements, Request for Proposals or Request for Applications, and the RSD staff expect implementing partners to complete these analyses during the first year after agreements have already been signed and work has commenced (i.e., ICAA II, AmaZonas Andinas). If RSD programs continue to take an ad hoc approach to gender and are not data-driven, then it seems highly likely that these programs will reinforce or worsen existing gender inequalities.

For support services, the main opportunities for RSD Environment staff to introduce or reinforce a gender focus for Mission environmental programs have been:

- Washington-based reviews of field unit project/program plans, including indicators
- Field-based technical assistance to field units on project design, implementation, and monitoring (i.e., Terms of Reference, scopes of work, evaluation designs)
- Field-based training, technical assistance and oversight of the application of USG/Agency Environmental Compliance practices (directly or via a contracting mechanism)
- Field-based participation on project evaluations
- Convening periodic meetings for field-based Environmental Advisors/Officers
- Developing field guidance for field staff.

According to the LAC/RSD portfolio review for FY 2012101, RSD’s environmental investments for FY2012 are more than $87 M. This includes $67.15 M allocated to the cooperative agreements, interagency agreements and contracted support unit of the ICAA II biodiversity program. ICAA has been working for the past five years at the community, landscape, national and regional levels. In addition, $12.29 M has been allocated for climate change activities related to tools, pilots, data collection and policy dialogue. Additional funds are spent on Environmental Compliance Trainings for field unit staff under the Global Environmental Management Support contract and $7.7 M for maintaining regional environmental advisors, ICAA Activity Managers and RSD PASA staff. RSD has shifted management responsibility over several activities to sub-

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regional units. SERVIR climate activities are managed by USAID/El Salvador (E-CAM); ICAA II and AmaZonas Andinas management was transferred to SAR in FY 2011 and FY 2012.

While future RSD investments on climate change will largely remain the same in the near future (i.e., buy-ins to other bureaus for REDD+ and LEDS-related tools, models, pilots and lessons learned under the Forest Carbon, Markets and Communities project, vulnerability assessment methodologies under the African and Latin American Resilience to Climate Change Task Order of the PLACE IQC and climate policy dialogues by the Woodrow Wilson International Center), it will have one additional $2 M per year activity on Glacier Melt research in the Andean sub-region. For future biodiversity funding ($2 M per year), the RSD Biodiversity Advisors are now developing the scopes of work for two FY 2012 studies: 1) a retrospective study of a grant-based biodiversity mechanism in the Dominican Republic; and a 2) forward-looking broader study of catalytic opportunities for the expected funding level. As described, the projected RSD environmental portfolio of climate change and biodiversity activities, as well as its plans for continued direct staff-to-staff assistance to field units, appears to have sufficient opportunities to address some, but not all of the gender gaps and root causes mentioned in the introduction.

The early April draft framework for RSD situates environmental activities under two Development Objectives (2 and 3) and the Special Objective for support services to the Mission:

2.2.3 Effective mechanisms for natural resource management adopted
3.2.1 Low emission development (LED) strategies of governments adopted
3.2.2 Tools to mitigate climate change adopted
Special Objective: Quality support to Missions in areas of greatest need

RSD's expected environmental portfolio will be mostly focused on tools and pilots related to environmental/climate planning and management, data collection and policy dialogue. Without strategic gender approaches to governance, the options in the RSD environment portfolio for natural resources management strategies, ownership and adoption by women are likely to be limited and they are less likely to benefit from them, either materially or economically, than men. If low emission development strategies fail to include women's priorities and view women as agents of change, the sustainability of proposed programs will be weakened and women's lesser economic and governance roles are likely to be reinforced. If the tools to mitigate climate change are gender-blind, women will be further disenfranchised from climate change governance and incentives. For the Andean glacier melt activities, there is strong potential to undermine women's resilience capacity for coping with changes in water availability, if knowledge is not appropriately disseminated and women's perspectives are not included when identifying problems and solutions. By forfeiting opportunities to collect gender-related information and share gender lessons with policy makers and technical specialists, RSD environmental work is unlikely to have a positive impact on gender relations,

Accordingly, the most promising RSD Environment Team opportunities for gender integration include:

• Identifying models for improving the equity of benefit distribution and addressing social safeguards, at the community level, from REDD+ and Payment for Environmental Services program, particularly for indigenous communities.
• Expanding opportunities for women leaders to participate in climate change and environmental governance dialogues at the regional, transboundary and watershed levels.
• Identifying and disseminating promising gender-specific strategies for climate adaptation.
• Documenting and disseminating cases that demonstrate how gender data and women's participation contributed to better environmental/climate/LEDS planning and outcomes
• Improving the collection and dissemination of gender-related data through more gender-sensitive environment/climate tools and guidance.
• Improving the quality and quantity of gender-related inputs provided by the RSD Environmental staff during technical assistance and training for their peers in Missions and sub-regional units and ensuring consistency of gender impact monitoring through environmental compliance activities for USAID programs considered to be high or medium risk.

Apart from the new biodiversity activity, the current RSD environmental portfolio does not lend itself easily to addressing gender gaps associated with land or resource tenure or livelihood opportunities, green or otherwise. If the biodiversity activity becomes a grants program, it could address both of these issues. Given the nature of regional bureau comparative advantages, these activities are most likely to be either learning approaches that systematically gather existing information on the topics or provide the depth of case studies on successful strategies for overcoming gender barriers or innovative pilots that showcase reforms or new opportunities.

With respect to promising gender-related practices in the environmental sector, a number of useful approaches exist from past projects or grant-based experiences. However, there has been almost no evaluation work, at a global or LAC regional level, which has used a rigorously defined, counterfactual approach to isolate impact. The recommendations below are based on successful gender integration practices, employed within or outside the region, that have improved women's participation or opportunities, expanded gendered data collection and raised the level of dialogue about the relevance of gender issues for the environment/climate sectors.

2.5.2. Recommendations
This section is organized by intervention type and whether the recommendation can be implemented through current or future programming (following the CDCS process).

Learning Approaches (current programming)

Env Recommendation #1. To improve gender-related data collection and expand women's participation, it is recommended that RSD leverage its buy-in to FCMC to ensure that this activity pays greater attention to gender-sensitive strategies in the new LEDS Watershed Pilot in Colombia on the Magdalena River (immediate).

At present, there has been little attention to gender issues or women's participation in this nascent activity, according to its E3 FCMC manager. This activity also provides a unique regional and global opportunity to highlight how gender data and women's participation contributed to better LEDS planning and outcomes. FCMC could use process documentation methodologies to develop a gender case study on LEDS planning at the watershed level.
Env Recommendation #2: To identify models for improving equity of benefits distribution at the community level from REDD+ and Payment for Environmental Services program, RSD should influence the direction of FCMC Social and Environmental Safeguards work in LAC (immediate).

The LAC region is developing considerable experience in farm- or community-level "carbon deals" and watershed payment for environmental services programs. There is considerable discussion about the distribution of benefits between governments and communities or community leaders and members but much less discussion of intra-community and intra-household equity issues related to the distribution of benefits. This issue is of concern for all communities but particularly for indigenous communities. This requires closer scrutiny and the FCMC program has the potential to both document and promote broader regional dialogue on these important issues. Two upcoming FCMC activities on piloting national-level Social and Environmental Safeguards work within Ecuador's Socio-Bosque program and local government-level work in San Martin Region in Peru have the potential to address gender issues about equitable benefit distribution (See Box 5). In addition, FCMC is discussing communications and capacity-building on raising community awareness of its legal rights vis-a-vis REDD+ deals; these efforts could benefit from Democracy-Governance work that has specifically addressed women's legal literacy.

Env Recommendation #3: To share regional gender lessons learned from past projects in community-based Natural Resources Management and Community-Based Forest Management, work closely with FCMC to identify and aggregate LAC lessons for an upcoming October 2012 workshop and develop a report dissemination strategy for ICAA partners and Mission projects (immediate).

This type of information is available to LAC and is likely to be useful to a much wider range of Missions and implementing partners engaged in REDD+ activities at the community level. RSD could support dissemination of this lessons learned document.

Box 5: Promising Practice: Gender-Sensitive Safeguards for Payment for Environmental Services (PES) Programs

REDD+ and other PES programs have great potential to provide new income streams that support sustainable land use, including conservation. There has been some attention to ensuring that communities get a fair share of benefits from these deals but much less attention to the gender-based distribution of information, responsibilities, rewards and risks within communities, groups and households. It is still unclear how compliance and benefit sharing will be monitored. Two USAID/LAC projects, have, or plan to, address these concerns:

- Ecuador's bilateral Socio-Bosque project, with additional support from USAID's GenDev Office and the EGAT/Climate Change Team, trained extension workers in gender-sensitive participatory planning for local-level REDD+ plans.
- The Support Unit of the Initiative for Conservation in the Andean Amazon is discussing how to introduce the topic of gender equitable benefit sharing from REDD+ in its upcoming trainings for indigenous communities.

Env Recommendation #4: To improve gender-related data collection and expand women's participation, RSD can play a key oversight role to ensure that the upcoming pilot methodologies
being developed for Vulnerability Assessments (ARCC - PLACE IQC) will adequately address gender issues via checklists, pilot national or sectoral diagnostic processes, and data presentation activities (internal).

There is a need to clarify how gender-related vulnerability varies by ethnicity, particularly among different indigenous groups and to learn as much as possible about gendered climate adaptation activities via ARCC pilots.

**Env Recommendation #5**: To expand policy dialogue on gender-related climate issues, take advantage of its existing buy-in with the Woodrow Wilson International Center for climate seminars\(^{102}\) and shape the agenda to include gender-focused sessions, as well as highlight gender dimensions and experts for other topics being proposed (immediate).

Illustrative priority gender topics include: 1) identifying models for improving the equity of benefit distribution, at the community level, from REDD+ and the Payment for Environmental Services program; 2) expanding opportunities for women leaders to participate in climate change and environmental governance dialogues at the regional, transboundary and watershed levels; and 3) developing promising gender-specific strategies for climate adaptation, particularly among different indigenous groups. Outreach to event participants should be extended to include those in the gender community who work on a range of issues related to these topics but may not have had much prior exposure to climate change topics. Other RSD climate projects such as FCMC and the upcoming Glacier Melt project also present opportunities for gender-focused and gender-sensitive policymaker dialogue.

**Learning Approaches (future programming)**

**Env Recommendation #6**: To better understand promising gender-specific strategies for climate adaptation and expand opportunities for women leaders to participate in climate change and environmental governance dialogues at the regional, transboundary and watershed levels, RSD's new Glacier Melt project could fund applied research on gender-specific impacts of glacier melt and gender-specific adaptations to water supply changes (CDCS).

This research should focus on glacier-related water supply issues in each of the Andean countries, using survey methods, national and sub-national women's fora, and multi-national dialogue opportunities. It has potential for a valuable longitudinal study. Glacier melt is expected to have very significant economic, social and gender impacts, both for rural and urban communities, in the Sierra and in lowland areas. It affects the men and women involved in rural primary productive activities, as well as household and commercial water use and provision in rural and urban areas. Depending on patterns for water collection, use and payment, gender issues are likely to vary by location and possibly by country. The Glacier Melt Project provides a unique opportunity to systematize and track information on the gendered impacts of glacier melt, as well as men's and women's strategy for coping with insufficient or excess water supply. It is an issue with great potential for addressing transboundary differences and cooperation on water governance, as well as the gender dimensions of both areas of work.

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\(^{102}\) Woodrow Wilson Center is a buy-in activity. The Center is planning a seminar series.
Env Recommendation #7: To improve the dissemination of gender-related data, RSD could use the Glacier Melt project to distribute climate-related information via appropriate media channels to reach both women and men, including women's organizations (CDCS). While it is important to support exchange and cooperation on this issue among the scientific communities of the Andean countries, dissemination efforts should extend well beyond this limited group. As with other types of environmental information, it is important to reach decision-makers as well as the general public. Development communication experience has shown that men and women are sometimes reached by different media channels and types of messages and the contractor for this new project should be encouraged to explore gender-sensitive communication strategies for glacier melt information.

Env Recommendation #8: To improve the collection and dissemination of gender-related information within the LAC region, consider supporting a gender-sensitive REDD+ Social and Environmental Safeguards community of practice, via its FCMC buy-in (CDCS). There is a significant need to consolidate available information and build critical mass for gender integration methods for these new economic opportunities.

Env Recommendation #9: To address the special limits and assets for indigenous women, the biodiversity and climate change portfolios of the RSD Environmental team could adopt a theme of "Enhancing Indigenous Women's Influence on Environmental Planning, Governance and Management." (CDCS) This theme could be applied during the new RSD strategy period and has both climate and conservation dimensions. For climate, research on adaptation could identify differences among indigenous women, by ethnic group, and review patterns of gendered benefit distribution for indigenous communities from payment for environmental services deals. For new biodiversity conservation activities, the focus could be on improving indigenous women's advocacy capacities for conservation outcomes through mentoring programs, expanding indigenous women's roles in landscape/watershed planning and governance, etc. Indicators could focus on changes in participation, capacity, benefit distribution and influence.

Box 6: Promising Practice: Gender Communities of Practice
A community of practice involves a group of people, focused on specific themes, who meet periodically on a face-to-face or virtual basis to exchange information and experiences for peer learning. It allows for valuable cross-fertilization across organizations or across organizational units of large organizations. In 2009, during the first phase of the Initiative for Conservation in the Andean Amazon (ICAA), the ICAA Support Unit catalyzed a community of practice focused on gender, conservation and indigenous resource management. ICAA commissioned four case studies based on recommendations from its field partners. The same case study template was sent to other organizations that were doing related work, along with an invitation to a case study workshop and initial community of practice meeting. The cases focused on either gender and governance or gender and livelihoods. The cases were subsequently used for the first ICAA gender training. The community of practice has been reinvigorated at the start of ICAA's second phase, with two internal training meetings for skill building in gender analysis and action planning, as well as an information-gathering tool to develop the ICAA-wide gender analysis and action plan. Future meetings and other knowledge management activities are planned and outside organizations will be included in future events.
Env Recommendation #10: To expand learning across the region on how gender mainstreaming can enhance the success of USAID and other donor environmental programming and how to avoid negative gender impacts, use community of practice methodologies (CDCS)

For biodiversity conservation, RSD could expand the existing ICAA gender and conservation community for field practitioners beyond the Andean region and integrate other environmental donors (see Box 6). For climate activities related to gender and social dimensions of REDD+, including participation, benefit sharing and monitoring, RSD could support a gender community of practice for LAC experts, including those who participated in FCMC's October 2011 meeting on these topics.

Innovative Programs (New Ideas for the Biodiversity Funding)

In addition to ensuring that the consultant team working in 2012 on conceptualizing options for the new biodiversity activity adequately address how gender issues fit into their proposals, RSD staff should also consider the following gender-focused programming options to address other gender gaps mentioned above:

Env Recommendation #11: To improve the collection and dissemination of gender-related data on tenure, RSD could fund comparative, multi-country research or investigations of a specific number of landscapes with high biodiversity importance to elaborate how biodiversity conservation projects can be used to improve women's access to resources (CDCS).

Beyond a community level, there is a need for more detailed and up-to-date information on the status of women's access to land and other natural resources (e.g., water, wood, non-timber forest products, wildlife) in LAC, as well as promising examples of how biodiversity and related programs have been able to increase women's access to resources and land ownership, improved women's understanding of their legal rights to resources103 or helped women resolve tenure disputes and gained access to formal land tenure-related justice institutions.

Env Recommendation #12: To improve the collection and dissemination of gender-related information on women's participation in watershed/landscape-level land use planning and management, RSD grants could document and disseminate successful experiences, including both upstream-downstream stakeholder dialogue and planning processes, either within watersheds in a single country or those that span multiple countries (CDCS).

Env Recommendation #13: To improve the collection and dissemination of gender-related data related to environmental security and/or social vulnerability in border areas, RSD could expand innovative multi-sectoral pilot prevention or monitoring activities that involve both women and men (CDCS).

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103 For example, USAID/Kenya's Women's Property Ownership and Inheritance Rights Project advocated for women's property rights through highly respected local tribal elders, helping widows with HIV who had been previously evicted from their homes to regain control over land and family property. In some cases, the program assisted with legal costs for women seeking redress through the courts as a way of creating awareness of the legal system as another alternative for dispute resolution (USAID/Kenya Annual Report 2009, cited in Giovarelli, Rene and B. Wamalwa. 2011. USAID Issues Brief: Land Tenure, Property Rights and Gender - Challenges and Approaches for Strengthening Women's Land Tenure and Property Rights, Property Rights and Resource Governance Briefing Paper #7, USAID, Washington, DC).
Borders are often sites of high biodiversity value but also present opportunities for multi-sectoral and gender-sensitive programming by RSD. For biodiversity, these issues include illegal logging and forest conflicts, illegal hunting, impacts of dam construction and transboundary river governance, infringements of protected areas by drug traffickers, lawlessness and transboundary indigenous communities. They are also areas of high malaria, higher sexually transmitted infections (STI) rates and lower citizen security.

**Env Recommendation #14:** To expand opportunities for women leaders to develop their green businesses while advancing biodiversity conservation objectives, RSD attention could be focused on using grants to strengthen rural women's involvement in green businesses, including certified products and services or clean energy technologies, and provide assistance with network support, mentoring and other forms of capacity building and private sector partnerships (CDCS).

**Env Recommendation #15:** To expand opportunities for women leaders to participate in climate change and environmental governance dialogues at the regional, transboundary and watershed levels, RSD could further advance learning between the gender and biodiversity professionals in the regional link multi-country networks and improve the effectiveness of advocacy on environmental/climate issues.

This may be an activity suitable for a possible RSD biodiversity grants program or could be catalyzed via events or communities of practice.

**Support to Missions**

The following two recommendations are internal to the environmental team and are not contingent on the CDCS.

**Env Recommendation #16:** To improve the gender-related impacts of the Mission support work by the RSD Environment Team, the most effective approach would be an initial training session to clarify gender terms and concepts, followed by a series of technical assistance sessions, perhaps quarterly, that focus on gender integration possibilities in current documents under development, upcoming technical assistance and training plans and the work plans and implementation status of buy-ins and projects (CDCS).

The RSD Environment Team is a very small group. It is more than willing to address gender issues but its recent efforts have been ad hoc. It feels limited by its lack of training and availability of examples of gender-sensitive documents, reports and checklists. It needs help understanding how attention to gender can be increased in the types of tasks and documents which it develops and reviews on a day-to-day and week-to-week basis. It would also like help understanding the possibilities for gender-related indicators and targets for programs and projects. Because the team is very small (i.e., two biodiversity staff and one climate change advisor in Washington, DC and one additional staff member in North Carolina who works with both portfolios), the most effective approach will be to focus on regular technical assistance sessions over one year.

**Env Recommendation 17:** To improve routine attention to gender issues for Agency-required Environmental Compliance activities and improve the gender-related revisions of the LAC Environmental Screening Form and sectoral guidance (i.e., LAC Environmental Guidelines for
Development Activities), RSD could support a review on how well gender has been analyzed by project submissions under the current LAC Environmental Guidelines for Development Activities and the Environmental Screening Form, and document what gender-related mitigation measures have been taken and monitored by USAID (CDCS). A limited amount of gender technical assistance is needed to enhance the environmental compliance documents by incorporating best practices and questions from other donors and tools.

2.6. Health

RSD supports health programming in several areas of ongoing concern in the region: reproductive health/family planning, HIV, TB, malaria and other infectious diseases, maternal and child health, and health systems strengthening. USAID and other donors have gradually reduced funding for health programs in the LAC region, in recognition of the region’s improving economic and health indicators, the improved performance of host country health sector institutions and the strengthened role of regional organizations like PAHO. The bulk of RSDs funding in health is devoted to regional initiatives that benefit multiple countries. HIV/AIDS programs in the near future will primarily be concentrated in two sub-regional programs – the Caribbean and Central America – and in the Dominican Republic and Haiti. Also, the Amazon Malaria Initiative is expected to continue working in eight countries. In three countries with widespread poverty and poor health indicators, however, RSD will continue to invest in initiatives in the coming years in Bolivia, Guatemala and Haiti.

The reduction in donor funding in the health sector has drawn attention to ongoing challenges facing countries in the region, where national-level indicators mask wide variations within countries, including across wealth quintiles, ethnic groups and rural/urban populations. Discrimination against indigenous peoples and African descendants, combined with the low status of women in the region, have led to inequitable patterns of health sector funding and dramatic differences in the health indicators and the quality of health services provided through the public sector. For example, as shown in Box 7, the health status of an indigenous Guatemalan woman and the quality of care available to her are vastly different than the experience of a non-indigenous woman in Guatemala, which has parallels throughout the region.

Poor health indicators, relative to the economic standing of many of the countries in the region, are persistent and worrisome, even more so because of the social and gender norms that underlie them. Three issues in the health sector in LAC are of special concern from a gender perspective:

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**Box 7: Differences in Key Health Indicators for Indigenous/Non-Indigenous Guatemalan Women**

- Only one in four indigenous Guatemalan women uses contraception, versus over half of non-indigenous women (24% vs. 53%).
- They can expect to have 50% more children than their non-indigenous peers: in 2000, the total fertility rate was over 6 for indigenous women compared to around 4 for non-indigenous women.
- Only one in five will have a trained birth attendant present when she delivers, compared with more than half of non-indigenous women (19% versus 57%).
- They are twice as likely to have a child under 5 years old with chronic malnutrition (70% versus 36% for non-indigenous).

Source: The Economic Commission for Latin America and the Caribbean (CEPA)L 2010
1. **Quality of Care**—significant issues remain regarding discrimination, abuse and violence perpetrated by providers, stock-outs of medicines and supplies in family planning/reproductive health, maternal/child health and HIV services, and absenteeism among health care providers, all of which dampen demand for critical services.

2. **Health Inequities**—these exist between women of different socioeconomic classes and ethnicity, and between men and women in terms of access to and use of services (with men having fewer points of entry and lower rates of usage) and differentials by sex in key health indicators, including mortality and morbidity from preventable causes.

3. **Quality of Health Data**—this includes a lack of sex-disaggregation, lack of comparability across countries (e.g., GBV data), and concerns about incentives, in decentralized health systems in particular, to not collect and/or not share data with the regional or central health levels in an effort to improve performance on facility-level health indicators.

The low valuation of women’s lives manifests in high maternal mortality rates in some parts of the region, and is compounded for women living in poverty, in rural areas and those of indigenous origin and other minority ethnicities. Men’s health needs have largely been ignored, in spite of their increasing exposure to violence in Central America and Mexico and the associated effects on their physical and mental health. Rigid constructs of masculinity that encourage risk-taking are reflected in men’s high rates of mortality from accidents, violence, alcoholism and smoking. Conservative social and religious views, particularly in Central America and the Caribbean, manifest as restricted access to health services for those who don’t conform to prevailing norms of sexual identity and/or behavior, making it difficult for adolescent girls to access reproductive health and family planning services, and restricting funds for HIV prevention programs for men who have sex with men. Gender-based violence affects a large proportion of women in the region, with an estimated one in three experiencing gender-based violence at some point in her life. These and other gender-related health issues in the region are summarized below.

### 2.6.1. Gender Gaps

1. High maternal mortality rates reflect the low status of women and income/ethnic inequalities that manifest in the health sector as: poor quality of care for women, particularly in maternal care and RH services; lack of access to health services for indigenous and poor women, including post-partum emergency care; and discrimination, abuse and violence perpetrated by health care providers toward women, reducing demand for these services, including facility-based childbirth.

2. Several countries in LAC are experiencing increases or stagnation in adolescent pregnancy rates\(^{104}\) in spite of reductions in total fertility rates in those countries\(^{105}\), while

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in Central America, a study by UNFPA is underway to understand the recent increase in suicide rates among pregnant adolescent girls. These two trends reflect a combination of factors: restricted access under the law or in practice to youth-friendly family planning services; the prevalence of rape against girls, often by a relative or friend; reduced economic opportunities for young women such that motherhood becomes the easier/only path to social status and “being valued”; underlying conservative social/gender norms that discourage adolescents from discussing sexuality and seeking family planning services; social norms that promote early motherhood; and possible misclassification of deaths from attempted self-abortions.

3. High prevalence of gender-based violence is a particular programming concern because of measurement difficulties and the lack of evaluated primary prevention programs. GBV in the region is exacerbated by the links with rising levels of violence in communities. It disproportionately impacts the health and well-being of women and girls; requires engaging with men and boys to change male attitudes and norms; is a risk factor for HIV infection, particularly for transgender women who experience high rates of sexual violence in LAC; and is having intergenerational effects, as boys who grow up in homes with violence are more likely to perpetrate violence, while girls raised in such settings are more likely as adults to experience violence at the hands of their partners.

4. High HIV rates among most-at-risk populations, including estimated rates of 25% and above in the transgender population in the LAC region, reflect low political will to fund prevention programs for populations associated with risky sexual behaviors (sex workers, men who have sex with men [MSM], transgender people) or for adolescents; governments’ preferences for investing in low-impact (given the nature of the epidemic in the region), non-controversial programs such as Prevention of Mother-to-Child Transmission (PMTCT); and difficulties reaching non-gay-identified men who have sex with both men and women, and who have been at least partially responsible for increasing rates of infection among women in the region.

5. Men and boys largely have been ignored by health programs in LAC. Yet overall levels of violence in Central America and Caribbean have significant public health impacts and are of special concern for the physical and mental health of boys and young men. Male norms/concepts of masculinity in LAC have stark impacts on their health, even compared to other regions. Further, the violence is exacerbated by these same norms of masculinity.
that promote risk-taking behaviors, with implications for alcohol/drug use and HIV/STIs, in particular.\textsuperscript{108}

6. A persistent shortage of sex-disaggregated data in the health sector restricts the ability to support evidence-based, gender aware programming. Country governments either do not collect the necessary data by sex, or they do not report it by sex. PAHO, with USAID support, is working with health ministries to address this shortcoming in data collection and health information systems, but data gaps will be problematic for years to come.

\textbf{2.6.2. Recommendations}

The overarching recommendation for RSD in response to gender gaps in the health sector is to provide technical leadership, taking advantage of its regional reach to promote policy dialogue with country governments, regional institutions and other donors on the key issues and to advise and influence Mission-level programming. This recommendation to focus on policy and advocacy also reflects the reality of rapidly declining USAID funding of health programs in LAC. Many LAC Missions are in the process of either phasing out their health program or dramatically reducing them. As donor presence has diminished in the region’s health sector in recent years, a gap has arisen in leadership at the regional level. PAHO has made a firm commitment to gender integration and is well underway to implementing its gender equality policy at the central and country levels, but there is still a clear role for USAID to play in promoting gender integration in programming and gender equality as a human right and a development objective. Tasks in support of that role include consolidating knowledge and influencing host country institutions:

- Collecting and sharing promising practices on gender and health programs
- Promoting regional dialogue and cooperation at the policy level on gender and health.
- Supporting targeted research to gather evidence about a specific emerging or ignored issue
- Piloting small, innovative programs that have the potential to be replicated in multiple countries

RSD would benefit from reviewing the experiences of other USAID bureaus actively addressing gender integration (e.g., the ENE Bureau) internally to identify promising organizational practices and strategies, including preparation of a bureau- or office-level gender strategy, development of a toolkit on gender integration by sector, and gender training (and training of trainers) for staff and Missions.

Specific recommendations are detailed below, identifying a range of actions the LAC/RSD health team may consider to implement internally (utilizing staff time), immediately (within the existing programming) or through the CDCS to address gender gaps in the health sector.

Learning Approaches

Health Recommendation #1: To better understand recent trends suggesting that adolescent pregnancy rates in the region are relatively stagnant while adult women increasingly are using contraception (i.e., adolescents have a noticeable unmet need for family planning), and the implications of those trends for the successful transition of countries from donor-supported family planning programs, review the evidence on gender-based demand-side constraints to reducing adolescent fertility, determine if these pose a significant obstacle to achieving contraceptive security, and if so, encourage partner organizations to aggressively address the issue via policy dialogue and advocacy initiatives (internal).

What is dampening the demand for family planning services in certain areas and among certain groups, including adolescents? Factors to investigate via the literature and existing survey data (e.g., the market segmentation analysis conducted recently by DELIVER) include levels of confidence in the health services, perceptions of quality of care, the influence of conservative social norms on perceived access to or use of services, evidence of abuse and violence against clients in health care facilities, and the added value of engaging men and women simultaneously in FP/RH programs (gender-synchronized programs, including couples counseling). This health sector program has important implications for the educational and economic opportunities activities as well as citizen security programming.

Health Recommendation #2: To be able to transition to new types of partnerships, RSD should support a trends analysis of FP and HIV in LAC with a special focus on how gender was integrated into programs and what effect that had (CDCS).

Governments need this data given the extent to which gender is linked inextricably to family planning, HIV and other health issues in this region and gender norms are influencing both supply and demand factors for such services. Synthesizing the information is particularly important in light of the phase-out or reduction in USAID support for these programs in order to document the gendered nature and impact of the investments over time. The report should summarize the lessons learned in the region, including those countries that successfully graduated from donor support for FP and/or HIV over the last two decades, to what extent they integrated attention to gender in their programs and with what effect.

Health Recommendation #3: To prepare to transition to new types of partnerships, RSD should share best practices with Missions on how to re-engage women’s groups in LAC to actively support health programs, including FP/RH and HIV, as donor funds diminish (CDCS).

While USAID has supported efforts to reposition family planning in Africa, there has not been the same urgency in LAC. With the phase-out of donor support, however, the role of civil society advocates has come into sharp focus in the region and is particularly important in decentralized health systems where local or state level authorities make funding decisions for the entire health sector. Stock-outs of contraceptives, antiretrovirals and other medical supplies are occurring in a variety of countries in LAC and are especially impacting poor and marginalized populations, which are also the groups with the most unmet need (e.g., indigenous women for FP supplies). Country-level indicators mask serious variations at the subnational level, with emerging evidence of problems among underserved populations, including indigenous, poor and adolescents. Over time, however, many women’s groups in LAC have “moved on” to other social issues and...
reduced the level of their advocacy for important health issues. Women’s groups can and should play a key role advocating with the government to obtain consistent funds for health supplies and quality services. A promising approach that should be shared with other Missions is the recent work of the Health Policy Project to develop a pilot approach in the Dominican Republic for municipal level advocacy on women’s health that engages small, local women’s groups in health advocacy.

**Health Recommendation #4:** To strengthen citizen security programs, review and share widely the evidence on the linkages between GBV and insecurity/community violence, and GBV and HIV transmission, along with promising approaches for programming in these two areas (immediate).

Given the prevalence of GBV in the region already, these links require urgent attention. Specifically, RSD should integrate an explicit focus on the potential link with GBV into existing, USAID-supported research, data collection and pilot programs on citizen security (e.g., America’s Barometer survey), youth job creation and economic growth, environmental and democracy and governance programs. The current lack of evidence or dissemination of such evidence, on this emerging issue is impeding the ability of Missions and country partners to properly address it. Similarly, synthesizing the research and evidence on HIV as a risk factor and consequence of GBV in LAC will provide a sound basis upon which Missions and governments can fine-tune their programmatic responses to the problem.

The synthesis of the research combined with a summary of promising practices on changing norms around GBV will allow RSD to recommend evidence-based approaches that can be adopted by country partners. Promising practices on GBV prevention in the region include the Sexto Sentido program funded originally by USAID and implemented by Puntos de Encuentro in Nicaragua; Promundo’s seminal work on positive deviance among young men and boys in Brazil and Mexico; and the Health Policy Initiative’s research on GBV and HIV prevention among MARPs in Mexico.

**Health Recommendation #5:** In order to transition to new types of partnerships, expand the work already started to extract lessons learned from its contraceptive security regional initiative and identify replicable promising practices for the secure procurement of HIV commodities and gender-aware services in LAC (internal).

As country partners confront the reality of the end of Global Fund money for HIV work in the region and the likely scenario that several governments will not pick up the gap in funding for HIV prevention programs with MARPs, a transitional strategy is needed. Several countries are already experiencing stock-outs of antiretrovirals and other HIV/AIDS supplies and have much to learn from how family planning transitioned from donor funds to being self-sufficient. Because HIV prevention in LAC is focused primarily on MARPs – men who have sex with men, gays, transgender people and sex workers – it is laden with gender norms and gender-based stigma and discrimination, and as such, is subject to political winds and decisions based on something other than the evidence. Promising contraceptive security practices to examine in the region include the RSD-supported pilot intervention in the Dominican Republic to engage civil society in advocacy for women’s health, including gender equity as a principal goal. Also, in
Guatemala, RSD co-funded efforts to create civil society-academia-congressional partnerships in the form of observatories to monitor implementation of laws, policies and budget allocations related to family planning and secure supplies of contraception in the face of stiff opposition to family planning from conservative political and religious leaders.

*Health Recommendation #6: To augment the evidence base on men’s health needs and male gender norms as a means of informing country-level health programs, encourage country governments to collect basic information on men’s health and gender norms, including information from men who have sex with men (internal).*

The DHS men’s module collects data to improve understanding of men’s health needs and the ways in which men currently engage with health services. RSD has been funding a virtual network of health survey researchers (www.redencuestas.org), through the 4th Sector Health project, which has included efforts to build the capacity of LAC researchers to use the men’s module as well as the GBV module. A natural complement to the virtual network, then, is for RSD to advocate with ministries of health for inclusion of questions on men’s health and gender norms in their next DHS or similar study.

**Innovative Programs**

*Health Recommendation #7 : To address quality of care concerns in maternal care and increase the demand for facility-based childbirth, RSD can take a leadership role among regional partner organizations to develop standards for gender-aware maternal care that can be implemented across the region (internal).*

Factors to consider when developing the standards include how to reduce unnecessary use of medical technology and interventions (e.g., overuse of cesarean sections and ultrasound in LAC); how to prevent abusive and discriminatory behavior on the part of the health care providers; involving men in facility-based childbirth with their partners; lessons learned from family-centered care initiatives in the USA and elsewhere; and improved accuracy in reporting maternal deaths.

RSD has funded several activities that can inform the development of the standards. In Colombia, in collaboration with PAHO, CDC, UNFPA and others, RSD supported a pilot intervention to provide real-time reporting of maternal deaths (within seven days), with a panel review of each death and an action plan to identify strategies to avoid any future deaths from the same cause. Initial indications are that the project has started to change perceptions in the community about the value of a woman’s life, regardless of her socioeconomic class or ethnicity. Each death is investigated the same way, so a poor woman’s death in childbirth carries the same weight as a professional woman’s death in childbirth. The Landscape survey on abuse during childbirth[^109], funded by RSD, also is a valuable resource, as it documents the situation, identifies the legal and policy framework applicable to maternal care, and makes recommendations about how to move forward to resolve this situation. A third promising approach has been the creation of advocacy networks to keep maternal care on the national policy agenda in LAC. To date,

eleven national and one regional newborn alliances have been created, along with the Caribbean Midwifery Association, all of which are advocating against the overuse and abuse of technology in maternal care.

Health Recommendation #8: To address the low quality of health data and improve health governance, including the lack of consistent sex-disaggregation of health statistics, collect the evidence on best practices for gender-aware treatment of data in health information systems (HIS) and promote such practices via policy dialogue with ministries of health (internal). This work would build on the support USAID provided through the Measure Evaluation project to help create the Health Metrics Network. It instituted standards for health information systems to promote quality control and cross-country comparability of the data.

**TA to Missions**

Recommendation #9: Provide gender analysis and gender integration training (e.g., GenDev training workshop) and possibly training of trainers workshop for RSD health team members to prepare them to provide gender technical assistance (TA) to Missions to integrate gender into health sector projects. The training should occur in the near term, so as to be of maximum benefit to Mission staff as they prepare to close out their health programs, and address the facilitative role of RSD health staff in countries where health programs have closed already (immediate).

Specifically, RSD staff should provide TA to integrate gender into country-level HIV activities, encouraging a focus on masculinity and its role in HIV risk, and on stigma reduction related to gender and sexuality. It should draw upon promising practices and experiences throughout the region on these two issues (e.g., Nicaragua’s CEPRESE work with MSM and Jamaica’s anti-buggery law reform, through a Fourth Sector private-public partnership between the Global Business Council and health officials). A related area of specific TA would be helping Missions identify strategies to shift host country government funding for HIV prevention from PMTCT to more effective interventions targeted at MARPs and other vulnerable populations (e.g., migrants, prisoners) – in other words, to follow the epidemic, with its myriad linkages to gendered behaviors, and reduce the influence of political factors on programming decisions. LAC/RSD health staff members have a relatively high level of understanding of gender issues in their sector and are well-positioned to provide support to their Mission colleagues to integrate attention to gender into their projects and activities. They have requested some additional training and preparation to take on that role, which should focus on how to explain the programming linkages between gender, health and newer areas such as citizen security, and how to identify appropriate, gender-aware programming responses.

**3. INTEGRATING GENDER EQUALITY RESULTS INTO MISSION RESULTS FRAMEWORK**

This section proposes Intermediate Results, Sub-Intermediate Results, and Indicators that incorporate a gender lens utilizing the analysis presented in Sections 1 and 2.
3.1. DO#1: Citizen security in target countries improved

A multi-sector approach to improve citizen security has been found to be the most effective. The proposed citizen security programming applies this approach and presently has three IRs:
- crime and violence prevention;
- educational and economic opportunities for youth and children enhancement; and
- the ability of law enforcement and rule of law institutions to resolve reported crimes.

To increase the likelihood of achieving this development objective, the explicitly inclusion of a fourth causal factor—gender-based violence—is proposed:

**Recommendation**

**Summary of the Explanation**

Add an Intermediate Result (1.4) related to Gender-Based Violence, such as: "Acceptance of gender-based violence in the homes and schools in target communities reduced."

Gender-based violence in the home is linked to increased society violence. Violence in the schools affects learning outcomes.

The framework for the new IR is as follows:

<table>
<thead>
<tr>
<th>IR/Sub-IR</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>IR 1.4: Acceptance of gender-based violence in the homes and schools in target communities reduced.</td>
<td>Standard F Indicator: Percentage of target population that views gender-based violence as less acceptable after participating in or being exposed to USG programming</td>
</tr>
<tr>
<td>Sub-IR 1.4.1. Gender-based violence prevention messages included crime prevention activities and educational and economic opportunity training programs</td>
<td>Sub-set (youth) for the above indicator</td>
</tr>
<tr>
<td>Sub-IR 1.4.2. Literacy educational programs that incorporate age appropriate lesson plans that adjust gender stereotypes related to violence are identified and adopted</td>
<td>Sub-set (children) for the above indicator</td>
</tr>
<tr>
<td>Sub-IR 1.4.3. Gender training for teachers and facilitators (in above programming) is delivered (see Safe Schools Doorways modules)</td>
<td>Sub-set (teachers) for the above indicator</td>
</tr>
</tbody>
</table>

A series of recommendations at the Sub-IR level will improve the ability to achieve and/or measure the IR effectively that incorporates a gender perspective and prevents some of the gaps in gender understanding analyzed in Sections 1 and 2.

<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Summary of the Explanation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rword IR 1.1. To add geographic emphasis areas: &quot;Number of urban and rural border communities implementing crime prevention programs increased.&quot;</td>
<td>This geographic emphasis is to ensure that crime prevention is in the highest risk areas.</td>
</tr>
<tr>
<td>Rword sub-IR 1.1.1: &quot;Best practices in crime prevention that address men's and women's safety identified and adopted.&quot;</td>
<td>As examined in the case of the CARSI IE, best practices may not be the same for men and women.</td>
</tr>
<tr>
<td>Rword sub-IR 1.1.1: &quot;Policy makers and civil society who have access to comprehensive sex-disaggregated crime and security data increased.&quot;</td>
<td>Under-reporting of crimes against women and the disadvantaged has been prevalent in the region as a legacy of civil conflict.</td>
</tr>
</tbody>
</table>
Recommendation | Summary of the Explanation
--- | ---
Add sub-IR (1.1.3) focused on best practices in citizen-based crime monitoring by men and women: "Best practices in citizen-based crime monitoring identified and adopted." | The addition of citizen monitoring and reporting allows for the addition of a gender perspective for citizen security strategies.
Add sub-IR (1.3.3) to reflect the role of citizens and groups in reporting crimes: "Best crime reporting practices identified and adopted." or "Best cross-border crime reporting practices identified and adopted." | 
Add sub-IR 1.2.3. Youths’ attitudes about their future improved. | Achieving citizen security requires changing the dynamics that limit young men’s and women’s opportunities in the region.

In addition to the recommendations related to the Development Objective definition and IRs, several indicators (some of which are standard F indicators for gender) can be included. It is assumed that the existing people-level indicators will all be sex-disaggregated, i.e., indicators for 1.2.1 and 1.2.2.

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Source/Measurement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-IR 1.1.3 and 1.3.3. Diversity of participation in decision-making and community-based problem solving</td>
<td>The gender indicators would be gender-sensitive.</td>
</tr>
<tr>
<td>Sub-IR 1.2.3. Proportion of females and males who report increased self-efficacy (that is not confined by gender roles) at the conclusion of USG-supported training/programming</td>
<td>This is a slight modification to the Standard F indicator to include both males and females based on the gender gaps that exist in the region.</td>
</tr>
</tbody>
</table>

3.2. **DO#2: Greater inclusion of vulnerable groups achieved**

RSD’s work under this DO will be focused on learning approaches and technical assistance. Consequently, the recommendations for adjusting the proposed IRs and Sub-IRs are focused on definition and measurement (an analysis of the underlined policy intermediate result and sub-IRs is not included).

<table>
<thead>
<tr>
<th>Sub-IR</th>
<th>Indicator Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-IR 2.1.1: No change</td>
<td>Survey research capabilities should include the capacity to conduct gender analyses that is not limited to gender as a control variable.</td>
</tr>
<tr>
<td>Sub-IR 2.1.2: No change</td>
<td>The expansion of survey data utilization can include the use of the data to conduct gender analysis (as briefly presented in this report).</td>
</tr>
<tr>
<td>Sub-IR 2.1.3: No change</td>
<td>Critical constituencies should include women’s groups and organizations, and as such be included in the definition of the indicator.</td>
</tr>
<tr>
<td>Sub-IR 2.2.1: No change</td>
<td>Proven best practices that are scaled up should include gender-sensitive pedagogy, reduce gender stereotypes, and serve boys and girls (and those with disabilities) equally.</td>
</tr>
</tbody>
</table>
### Sub-IR 2.2.2: No change

The indicator should consider gender issues related to the health care workforce and ensure the HIS collect and report on sex-disaggregated data.

### Sub-IR 2.2.3: No change

The related indicator would need to define “gender-equitable.”

### Sub-IR 2.2.4: No change

The enabling environment should include gender sensitive indicators and address gender-based barriers to entrepreneurship.

### 3.3. DO#3: Selected countries transition to a post-traditional assistance partnership with the U.S.

A series of recommendations at the Sub-IR level will improve the ability to achieve and/or measure the IR effectively that incorporates a gender perspective and prevents some of the gaps in gender understanding analyzed in Sections 1 and 2 (an analysis of the underlined policy intermediate result and sub-IRs is not included).

<table>
<thead>
<tr>
<th>Sub-IR</th>
<th>Indicator Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reword Sub-IR 3.1.1 to state &quot;Equitable revenue generation best practices adopted.&quot;</td>
<td>The indicator should include gender equity in the identification of best practices, i.e., not discriminating against sectors that predominately employ women and/or in which women own businesses.</td>
</tr>
<tr>
<td>Sub-IR 3.1.2 No change</td>
<td>The indicator could include gender sensitivity about the uses of the municipal bonds and other municipal financing instruments.</td>
</tr>
<tr>
<td>Sub-IR 3.1.3 No change</td>
<td>The indicator could include a measure of equity.</td>
</tr>
<tr>
<td>Sub-IR 3.1.4 No change</td>
<td>The indicator could include a measure of equity.</td>
</tr>
<tr>
<td>Reword Sub-IR 3.2.1 to state &quot;Participatory low emission development strategy by government adopted&quot;</td>
<td>The participatory component could be defined in an indicator to address participation by women and men stakeholders.</td>
</tr>
<tr>
<td>Reword Sub-IR 3.2.2 to state &quot;Gender-sensitive tools to mitigate climate change adopted.&quot;</td>
<td>The related indicator could define gender sensitivity.</td>
</tr>
<tr>
<td>Sub-IR 3.2.3 No change</td>
<td>The related indicator could include gender gaps in participation in sectors of the economy.</td>
</tr>
<tr>
<td>Sub-IR 3.2.4 No change</td>
<td>Indicator should include 'sex-disaggregated’ survey data in the definition.</td>
</tr>
</tbody>
</table>

### 4. ILLUSTRATIVE IMPLEMENTATION PLAN

**Action Item 1: Create office level gender working group that can play a strong leadership role to promote gender integration in Mission portfolios**

As suggested by the program objective, RSD is in a unique position to serve as a technical advisor for the region. The new Agency Gender Policy requires all Missions to have a gender advisor and Mission orders. A best practice in Colombia, which was included in the Administrator's speech announcing the new Gender Policy, utilizes a working group model that cuts across offices to develop the Mission order. Given RDS's role, it is not sufficient to rely on a gender consultant (hired through a contractor) who is based in LAC/SPO.
The Gender Policy is flexible and does not mandate a single or full-time gender advisor. Since RSD is an office the application of the mandatory requirement is not clear at this time. Thus, one option for RSD to consider is to establish an internal working group that can fulfill the responsibilities of a gender advisor position. Responsibilities for participation in the working group would be added to the employee performance appraisal. A working group (that is diverse) is a way to enable those with the skills and knowledge to work with staff with less prior exposure to gender analysis. The RSD sector team staff has the technical background but need practical tools to add a gender perspective to RSD work and provide technical assistance to Missions. This is especially important given that the Missions in the region will all shortly begin the CDCS planning process.

Once the CDCS process is complete and the gender strategy prepared (see Action Item 2), an ongoing agenda item for the working group will be a forum to review tools, best practices, and information dissemination. In addition, the working group can support RSD's technical assistance to the Missions (see Action Item 3). While the Missions have gender advisors and points of contact, many of whom have significant experience, RSD can support these gender advisors to multiply their impact. This should be addressed whether through an appointed gender advisor who provides consistency or a working group (as outlined above).

**Action Item 2: Develop a Gender Strategy for RSD**

This report provides a series of recommendations that are sector- and/or CDCS-specific. The report has been structured to be used as a tool by the staff. Many of the recommendations identify specific strategies and activities that can be incorporated into a gender strategy. It is ideal that this gender strategy includes a selective list of actions.

It is recommended that the sector teams utilize the data and information contained in this report and together answer a series of questions to prioritize actions for the gender strategy:

- **What are the key obstacles to achieving the specific development objective, intermediate result, sub-IR, or program objective?**
- **Do we have sufficient evidence of the gender dimensions of these obstacles? Is there a persistent gender gap?**
- **What type of information is lacking?**
  - Are there existing sources available through the Economic and Social Database on the USAID intranet, LAC databook, World Bank, World Health Organization, International Labor Organization?
  - Have we tapped partner government websites and databases?
  - Do we have existing mechanisms (i.e., Americas Barometer or impact evaluations) that can provide this data?
- **Is the implementing mechanism currently:**
  - Tracking gender indicators?
  - Reporting sex disaggregated data and/or gender results on a quarterly or regular basis?
  - Conducting gender analyses or adding gender elements to other types of analyses?
  - Promoting gender equality and/or female empowerment?
- **What type of training and materials are required for staff to be able to integrate gender?**
A review of the implementation of the gender strategy should be part of the regular portfolio reviews that are conducted.

**Action Item 3: Integrate gender modules and tools into training and TA delivered by the staff**

RSD often is called upon to provide technical training to the Missions. As part of every training, a gender lens should be incorporated whether through the case studies used or as a discrete module. In most cases the Agency has in place materials for training and tools for technical assistance that can be utilized. These are available from the pillar bureaus as well as from the Office of Gender Equality and Women's Empowerment (GenDev). In other cases, the various sector teams have ongoing relationships with regional organizations, such as PAHO, IDB, ECLAC, the OAS, and the regional office of the World Bank. Continued involvement on the issue of gender and the particular sector at meetings, presentations, and workshops is a good way for the staff to identify promising practices.

As part of its technical assistance, RSD can make a big contribution by increasing the gender sensitivity of sector tools, particularly those that collect data for planning purposes.

RSD also reviews scopes of work, terms of references, and other documents. As part of this process, a specific task or responsibility should be to review the documents to ensure they adequately address gender in the background, design, suggested activities, and indicators.

**5. CONCLUSIONS**

This report is a tool for the sector teams and RSD leadership to prepare the CDCS and integrate gender into everyday operations. RSD has the staff in place and several implementing mechanisms within its current portfolio that can be utilized to conduct gender analysis to support RSD's future CDCS and the Missions.

The following series of tables summarize the gender gaps by sector that can be reduced by integrating gender into RSD's programs and operations. It can serve as the basis for the working group to develop a gender strategy for RSD that includes both Development Objective and Sector-Level targets.

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110 For example, GenDev has a very useful video on gender-based violence that has been successful raising awareness internally at USAID and serving as a starting point for discussions on how the Agency can integrate activities to reduce gender-based violence in its programming.
### Table 2: Summary Table of Gender Gaps and Recommendations-Crime Prevention

<table>
<thead>
<tr>
<th>Gender Gap or Issue</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender differential impacts of crime and violence and gaps in programming for crime prevention</td>
<td>Prepare a gender strategy for improving the questions, analysis and use of Americas Barometer tool</td>
</tr>
<tr>
<td></td>
<td>Add requirements to collect sex-disaggregated data about decision-making in participatory meetings in the upcoming CARSI Impact Evaluation</td>
</tr>
<tr>
<td></td>
<td>Conduct pilot gender security audits at the municipal level, implement the results, and collect sex-disaggregated data</td>
</tr>
<tr>
<td></td>
<td>Conduct a series of gender-focused assessments of promising practices</td>
</tr>
<tr>
<td>Gender-based violence and gender norms of masculinity and femininity are risk factors.</td>
<td>Scale up innovative approaches to men's engagement and reduction of gender-based violence</td>
</tr>
<tr>
<td></td>
<td>Develop a linkage in countries where A Ganar and AMUPREV are working</td>
</tr>
<tr>
<td>Women's participation and access to justice continues to face barriers</td>
<td>Conduct regular reviews of gender-based barriers and laws that do not meet international norms</td>
</tr>
<tr>
<td>Gender gaps persist in the legal framework to protect women from GBV</td>
<td>Examine and disseminate models from the region that are highlighted in the World Development Reports of 2011 and 2012</td>
</tr>
</tbody>
</table>

### Table 3: Summary Table of Gender Gaps and Recommendations-Education and Youth Economic Opportunities, Entrepreneurship and Labor Market Participation

<table>
<thead>
<tr>
<th>Gender Gap or Issue</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Young women continue to face predominantly gender segregated employment opportunities</td>
<td>• Include gender as a specific consideration in the SEED final evaluation (Immediate)</td>
</tr>
<tr>
<td></td>
<td>• Include wage gap analysis for the region and include it as an indicator for all at-risk youth programming whether implemented by RSD or at the Mission level (Long-Term)</td>
</tr>
<tr>
<td></td>
<td>• Provide gender-related technical assistance to the Missions and disseminate promising practices</td>
</tr>
<tr>
<td>Gender-based violence affects participants in USAID’s educational and economic opportunities programming</td>
<td>• Consider systematically integrating intimate partner violence prevention information and strategies into at-risk and higher education activities</td>
</tr>
<tr>
<td>Gender Gap or Issue</td>
<td>Recommendations</td>
</tr>
<tr>
<td>----------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>A wage gap persists between women and men. Women are segregated by sector and occupation into lower productivity and lower paying jobs</td>
<td>• See educational and economic opportunities recommendations</td>
</tr>
<tr>
<td>Women face higher levels of unemployment than men</td>
<td>• Undertake a regional project to champion Gender Firm Certification</td>
</tr>
<tr>
<td>Women continue to rely on the informal sector, thereby subjecting them to vulnerability</td>
<td>• Establish a gender and tax working group with E3, the senior gender advisor in PPL, and RSD staff that develops a toolkit and prepares a white paper on gender and taxation</td>
</tr>
</tbody>
</table>
| Women-owned businesses are smaller, making it more difficult for them to access finance and markets if they are in the informal sector | • Conduct gender analysis as part of its technical assistance and add indicators that measure the impact of reforms on men's and women's businesses  
• Add gender as an element of regional trade analysis to identify the impact of regional trade agreements on women- and men-owned businesses and on the women and men labor force, and disseminate the results to a wide range of stakeholders |
| Women are under-represented at certain levels of management and cannot influence business decisions | • Conduct gender analysis as part of its technical assistance and add indicators that measure the impact of reforms on men's and women's businesses |
| Gender disparities persist in the business-enabling environment                     | • Systematically include gender analysis in evaluation work                                         |
| Women agricultural entrepreneurs in Central America face gender-based competitiveness constraints | • Conduct internal training in the existing USAID promising practices of FIF and GATE’s guidelines  
• Connect women small farmer associations with similar U.S. associations             |
<table>
<thead>
<tr>
<th>Gender Gap or Issue</th>
<th>Recommendations for RSD</th>
</tr>
</thead>
</table>
| Gender-related data collection is still lacking and women's participation levels are low | • Leverage its buy-in to FCMC to ensure that this activity pays greater attention to gender-sensitive strategies in the new LEDS Watershed Pilot in Colombia on the Magdalena River  
• Play a key oversight role to ensure that the upcoming pilot methodologies being developed for Vulnerability Assessments (ARCC - PLACE IQC) will adequately address gender issues via checklists, pilot national or sectoral diagnostic processes, and data presentation activities  
• Use the Glacier Melt project to distribute climate-related information via appropriate media channels to reach both women and men, including women's organizations  
• Fund comparative, multi-country research or investigations for a specific number of landscapes with high biodiversity importance  
• Document and disseminate successful experiences, including both upstream-downstream stakeholder dialogue and planning processes, either within watersheds in a single country or those which span multiple countries  
• Expand innovative multi-sectoral pilot prevention or monitoring activities that involve both women and men  |
| Women face barriers to accessing natural resources                                  | • Identify models for improving the equity of benefit distribution at the community level from REDD+ and Payment for Environmental Services program by influencing the direction of FCMC Social and Environmental Safeguards work in LAC  |
| Dialogue and promising practices related to gender and the environment and global climate change can be strengthened in the region | • Encourage FCMC to aggregate these lessons for an upcoming October 2012 workshop  
• Work closely with the Woodrow Wilson International Center staff on the proposed topic list  
• Conduct research on gender-specific impacts of glacier melt and gender-specific adaptations to water supply changes  |
| Women can be leaders for biodiversity conservation                                 | • Strengthen rural women's involvement in green businesses, including certified products and services or clean energy technologies, and provide assistance with network support, mentoring and other forms of capacity building and private sector partnerships  
• Further advance learning between the gender and biodiversity professionals in the region by using catalytic grants to link multi-country networks and improve the effectiveness of advocacy on environmental/climate issues  |
### Table 5: Summary Table of Gender Gaps and Recommendations—Health Sector

<table>
<thead>
<tr>
<th>Gender Gap or Issue</th>
<th>Recommendations for RSD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adolescent pregnancy rates in the region are increasing</td>
<td>• Review the evidence on gender-based demand-side constraints to contraceptive security</td>
</tr>
<tr>
<td>Family planning programs do not always include gender analysis</td>
<td>• Support a trends analysis of FP in LAC with a special focus on how gender was integrated in FP programs and to what effect</td>
</tr>
<tr>
<td>Stock-outs of contraceptives are occurring in a variety of countries in LAC and are</td>
<td>• Share best practices with Missions on how to re-engage women’s groups in LAC to actively support FP/RH</td>
</tr>
<tr>
<td>especially impacting the poor and indigenous women, who also happen to be the</td>
<td>• Extract lessons learned from its contraceptive security regional initiative to identify any replicable promising practices for the secure procurement of HIV medicines and gender-aware services in LAC</td>
</tr>
<tr>
<td>groups with the most unmet need</td>
<td></td>
</tr>
<tr>
<td>Prevalence of GBV in the region</td>
<td>• Review and share widely the evidence on the linkages between GBV and insecurity/community violence, and GBV and HIV transmission, along with promising approaches for programming in these two areas</td>
</tr>
<tr>
<td>Men’s health issues are under-studied</td>
<td>• Encourage wider adoption by country governments of the Demographic and Health Survey (DHS) men’s module</td>
</tr>
<tr>
<td>Quality of maternal care is a concern</td>
<td>• Take a leadership role among regional partner organizations to develop standards for gender-aware maternal care that can be implemented across the region</td>
</tr>
<tr>
<td>Low quality of health data and health governance, including the lack of consistent</td>
<td>• Collect the evidence on best practices for gender aware treatment of data in health information systems (HIS) and promote such practices via policy dialogue with ministries of health</td>
</tr>
<tr>
<td>sex-disaggregation of health statistics</td>
<td></td>
</tr>
</tbody>
</table>

In addition to these sectoral recommendations, this report highlights three elements of an action plan for RSD:

- **Action Item 1:** Create an office-level gender working group that can play a strong leadership role to promote gender integration into Mission portfolios
- **Action Item 2:** Develop a Gender Strategy for RSD that is cross-cutting and evidence-based
- **Action Item 3:** Integrate gender modules and tools into training and TA delivered by the staff
ANNEX 1: BIBLIOGRAPHY

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Health


ANNEX 2: BASIC CONCEPTS

Sex and Gender
The terms “sex” and “gender” are often used interchangeably; however, in fact, they have different but related meanings.

- **Sex** is a biological construct that defines males and females according to physical characteristics and reproductive capabilities. USAID policy calls for the collection and analysis of sex-disaggregated data (male vs. female) for individual-level indicators and targets. Gender and sex are not synonyms.
- **Gender** is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated. Note that “gender” is not interchangeable with “women” or “sex.”

The definition for “sex” is, therefore, universal, while “gender” is a socially defined category that can change. This distinction is important since it means that gender differences and dynamics between men and women (and boys and girls) must be identified and analyzed as the way in which “masculinity” and “femininity” are expressed and understood differ among settings.

Gender Gaps
A gender gap represents the disproportionate difference between the sexes in attitudes and practices. A gender gap can exist in access to a particular productive resource (for example land), in the use of a resource (for example credit), or levels of participation (such as in government). It is a diagnostic tool to identify gaps that prevent achievement of strategic goals, objectives, and results.

Gender Equality and Gender Equity
Gender equality and gender equity have different meanings but are related terms. Gender equality is a development goal; gender equity interventions are the means to achieve that goal.

**“Gender equality** concerns women and men, and it involves working with men and boys, women and girls to bring about change in attitudes, behaviors, roles and responsibilities at home, in the workplace, and in the community. Genuine equality means more than parity in numbers or laws on the books; it means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females” (*USAID Policy on Gender Equality and Female Empowerment, March 2012*).

**Gender equity** is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equitable basis, or a “level playing field.” Equity leads to equality.
Female Empowerment

“Female empowerment is achieved 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” (USAID Policy on Gender Equality and Female Empowerment, March 2012).

Gender Analysis

USAID requires that the findings of a gender analysis are used to inform the design of strategic plans, Development Objectives, and projects/activities.

“Gender analysis is a tool for examining the differences between the roles that women and men play in communities and societies, the different levels of power they hold, their differing needs, constraints and opportunities, and the impact these differences have on their lives” (USAID Policy on Gender Equality and Female Empowerment, March 2012).

A gender analysis can be conducted at: the macro level, analyzing socio-cultural, economic, health, or demographic trends and legal policies and practices at the national or regional level; and/or at the micro level, examining gender relations, roles, and dynamics at the community or household level within the context provided by the macro analysis. Taking a macro or micro focus depends on the purpose for which the analysis is being undertaken. For example, a gender analysis conducted to inform a strategic plan will most likely assess the issues from a broader, more macro level, whereas a gender analysis conducted for the design of a project/activity may look at the issues from both a macro and micro perspective.

Gender Assessment

A gender assessment involves carrying out a review, from a gender perspective, of an organization’s programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. USAID Missions often carry out a gender assessment of their portfolio to determine whether gender issues are being effectively addressed in Mission-supported programs and projects.

A gender assessment is a very flexible tool, based on the needs of the Mission, and may also include a gender analysis at the country level. If a gender analysis is included in a gender assessment, this meets the ADS requirements. If a gender assessment reviews the internal policies and practices of the operating unit (e.g., USAID Mission), this is very similar to a gender audit.

A gender audit addresses not only gender in programming issues but also in the practices and policies of the Mission as a whole, such as human resource issues, budgeting, and management, to provide a comprehensive picture of gender relations at several levels within the organization. Findings from a gender assessment have been used, for example, to inform a country strategic plan or a Development Objective and/or develop a Mission Gender Plan of Action or a Mission Order on gender.
Gender Bias
Gender bias refers to unequal and/or unfair treatment based on attitudes and expectations of what is appropriate for a man or a woman; this includes prejudice in actions (such as, sex discrimination in employment, promotions, pay, benefits, technical assistance, and trainings) and the allocation of resources (such as income, food, nutrition, health care, land ownership, and education).

Gender-Based Constraints
Gender-based constraints are factors that inhibit either men’s or women’s access to resources or opportunities of any type. They can be formal laws, attitudes, perceptions, values, or practices (cultural, institutional, political, or economic). Some examples include:
- Customary laws dictating that only men can own land is a constraint on agricultural production since it can prevent women from producing or marketing or obtaining credit.
- A law that prevents pregnant teenagers from attending school is a gender-based constraint since it disadvantages girls relative to boys in obtaining an education.
- An HIV/AIDS program that is located in an ante-natal clinic is a gender-based constraint if men are reluctant to get tested in this setting.

Gender-Based Violence
Gender-based violence is “violence involving men and women, in which the female is usually the victim; and which is derived from unequal power relationships between men and women.” (UNFPA Gender Theme Group, 1998) Due to unequal power dynamics and lower social status, women are more likely than men to be sexually or physically assaulted—often by their own husband, partner, or someone close to them. Because such violence is rooted in gender inequality, “gender-based violence” has become an internationally accepted term for physical, sexual, and psychological violence against women. (Excerpted from: The Crucial Role of Health Services in Responding to Gender-Based Violence, USAID Interagency Gender Working Group, August 2010)

Gender Integration
“Gender integration involves identifying, and then addressing, gender inequalities during strategy and project design, implementation, and monitoring and evaluation. Since the roles and power relations of power between men and women affect how an activity is implemented, it is essential that project managers address these issues on an ongoing basis” (USAID Policy on Gender Equality and Female Empowerment, March 2012).

USAID uses the term gender integration in planning and programming. Conducting a gender analysis and/or gender assessment is the first step for ensuring successful gender integration into programs and policies.
ANNEX 3: SCOPE OF WORK

Statement of Work

Short-Term Technical Assistance and Training

LAC/RSD Gender Assessment

I. TITLE
Activity: USAID/LAC/RSD: Gender Assessment at the Strategy Level
Contract: GEW-I-01-02-00019-00

II. PERFORMANCE PERIOD
Mid-January to April 2012

III. FUNDING SOURCE
FY 2011 Funds

IV. BACKGROUND
The Latin America and Caribbean Regional Sustainable Development Office (LAC/RSD) is a Washington-based USAID office that manages a portfolio of development programs throughout the LAC region. As a regional office, LAC/RSD is involved in activities that span several different countries, typically within one of LAC’s three sub-regions (Central America, the Caribbean, and South America). These programs constitute an annual budget of $48 million and cover a wide range of technical areas, described below.

LAC/RSD is currently developing a new strategic plan for FY 2013-2017. The Country Development and Cooperation Strategy (CDCS) is a USAID-wide strategic initiative that seeks to leverage long-term planning and careful analysis to maximize development resources. Through the CDCS process, there will likely be some significant changes made to the overall LAC/RSD portfolio. However, the issues that the office attempts to address through its programs will remain similar. These focus areas include:

- Strengthen democracy, good governance, and citizen safety
- Sustain trade-led economic growth and broaden benefits to address poverty and inequality
- Strengthen policy environment to improve education quality, and provide higher education scholarships and workforce development opportunities to help countries address their development challenges
- Strengthen host country health systems to reduce socioeconomic barriers to health care, and to increase local ownerships of the health sector
- Strengthen regional capacity to mitigate and adapt to climate change, while conserving important biodiversity and ecosystems.
More specific guidance on LAC/RSD’s future direction will be provided during initial consultations with the assessment team. Because this assessment will inform future LAC/RSD strategic planning and feed into the design of individual projects and activities, the assessment team must focus specifically on those technical areas of interest identified during these consultations.

In addressing these specific technical areas, the assessment team will be guided by the USAID approach to gender analysis, which has evolved to recognize that gender is an important consideration throughout the strategic planning process. The central guidance on the treatment of gender in the planning process is as follows:

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

(a) How will the different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision-making and different access to and control over resources and services) affect the work to be undertaken?

(b) How will the anticipated results of the work affect women and men differently?

The purpose of the first question is to ensure that 1) the differences in the roles and status of women and men are examined; and 2) any inequalities or differences that will impede achieving program or project goals are addressed in the planned work design.

The second question calls for another level of analysis in which the anticipated programming results are: 1) fully examined regarding the possible different effects on women and men; and 2) the design is adjusted as necessary to ensure equitable and sustainable program or project impact” (ADS 201.3.9.3)

LAC/RSD will use the findings from this assessment to integrate gender considerations into each component of the CDCS process. As such, the final assessment must identify constraints and challenges to reducing inequalities between genders that are most relevant to achieving LAC/RSD’s stated objectives. This analysis should focus especially on the most important changes taking place in gender roles in the region in order to identify new or emerging trends that will affect LAC/RSD strategic planning in the future. Most importantly, consultants must recommend concrete actions to mitigate these challenges or, alternatively, identify approaches to ensure equitable and sustained impact given the cultural context within which LAC/RSD implements its programs.

Commonly, USAID gender assessments have occurred at the individual country level. In contrast, this assessment will take the LAC region as its unit of analysis, an approach that
presents a number of unique challenges. First, sex-disaggregated data is usually collected at the national level and may not exist in regional compilations or be consistent from one country to another. Second, because the region is characterized by high levels of geographic, ethnic, and socioeconomic heterogeneity, it can be very difficult to make generalizations for the purpose of formulating conclusions and recommendations. Third, the nature of LAC/RSD’s programming will necessitate a creative approach to a gender assessment. In contrast to a typical USAID bilateral mission, which usually works directly with on-the-ground beneficiaries and in-country organizations, the scope of LAC/RSD’s portfolio is broader. In general, LAC/RSD programming is focused on addressing regional issues, including policy and research. In addition, the office will often work on pilot projects related to a regional issue that occur in two or more countries or between two or more countries, with the expectation that they can be scaled up across the region at a later point. The office also supports bilateral missions in the region through technical assistance and other programmatic input. Given LAC/RSD’s unique mandate, the gender assessment team’s approach and final products must strike a balance between providing a general regional perspective, including an analysis of trans-boundary gender issues, while also disaggregating information in order to adequately inform the strategic planning process.

Consultants should make recommendations on how this division will take place. For example, the analysis may be broken out by sub-region (Andean countries, the Caribbean, Central America, other South American countries) or by socio-demographic classification (urban, rural, traditional/indigenous).

V. OBJECTIVES AND PURPOSE OF THE ASSIGNMENT

The purpose of the gender assessment is to analyze the potential impact of LAC/RSD’s programming on gender in order to inform LAC/RSD’s strategic planning and program implementation. This analysis should identify the gaps between males and females as they relate to the technical areas identified above and, more specifically, those areas highlighted during initial consultations. Most importantly, the analysis should include concrete recommendations on ways to mitigate the challenges faced in reducing these gaps through LAC/RSD programming. This assessment is being procured with the belief that a full, complete and up-to-date analysis of constraints to gender equality in those areas where LAC/RSD works will result in better outcomes and more effective use of funding.

To help the office realize these objectives the gender analysis should address the following objectives:

- Analyze the existing regional program portfolio, outlining the main areas where gender issues are of greatest concern. This analysis should draw context from past assessments done in the region, but should focus on applying this information to LAC/RSD’s stated areas of interest.
- Identify the gender-based constraints to and opportunities for equitable participation and access of men and boys and women and girls in planned LAC/RSD programs and services, specifically in those technical areas identified by LAC/RSD as future priorities. This analysis should also outline possible differences in the impact of LAC/RSD programming on males and females and identify approaches that LAC/RSD can use to better integrate gender considerations into its current programming and into its CDCS and future activities.

- Identify those gender issues for which LAC/RSD (as a regional program) possesses a comparative advantage to address, which includes mapping of other major donors’ gender strategies in the region. This portion of the assessment will allow LAC/RSD to prioritize resources dedicated to specific gender-related constraints and thereby maximize impact on the region’s economic and social development.

VI. APPROACH & METHODOLOGY
The duties and responsibilities of the consultants will be as follows:

1. Conduct a review of pertinent documents. Through this review, consultants should produce a bibliography of sources to be consulted, which will ultimately be included as an annex in the final assessment report. A list of sample documents can be found in Annex A of this Statement of Work. The team should include the following in this review:
   a. USAID documents, including but not limited to existing LAC/RSD Strategy documents, annual reports, Performance Monitoring Plans, program descriptions, sector assessments, and evaluations.
   b. Other studies and assessments conducted by USG on the LAC region and/or specific countries.
   c. Studies conducted by other donors, non-governmental organizations (NGOs), and the academic community.

2. Meetings with LAC/RSD staff. This will include:
   a. Entry briefing with Office Director, and Deputy Director and Program Office (PO).
   b. Meetings with technical teams on specific sectors and areas of interest to identify: a) the extent to which the team’s programs are currently integrating gender into activities; b) the strengths and weakness of current gender integration strategies; c) opportunities for greater gender integration into ongoing and future activities.
   c. Weekly progress meetings with the PO to update on progress and findings, verify information and make any necessary clarifications, and address any logistical issues.
   d. A presentation of the gender assessment and recommendations to the PO and technical teams to obtain feedback from staff and incorporate questions and concerns...
into the final gender assessment report. As necessary, conduct follow up meetings with partners or stakeholders to answer any outstanding questions.
e. Exit briefings with the OP, Office Director, and Deputy Director.

3. **Discussions and interviews** with staff from other relevant USAID offices, Missions, key donors, and NGOs active in gender-related areas in the LAC region. If it is deemed appropriate and feasible, the consultants may also conduct interviews with direct beneficiaries of current LAC/RSD programs. The consultants will be expected to develop a list of key contacts (based on the illustrative list provided in Annex I) and provide the list to LAC/RSD for review and feedback.

4. **Meetings with select USAID implementing partners.** LAC/RSD technical teams will assist with identifying the most important partner contacts.

    **Travel.** Travel is not anticipated. However, pursuant the Team’s discussions and interviews with USAID staff and partners per above, the Team Leader may recommend to LAC/RSD that travel be approved to selected countries-regional programs in order to acquire information not available otherwise. The budget should include provision for such travel subject to LAC/RSD’s prior concurrence.

**VII. Deliverables and Criteria**

- **Draft work plan/schedule** and list of proposed key contacts will be due within three (3) working days of the commencement of activities. The LAC/RSD PO will be available to coordinate initial meetings with technical teams and LAC/RSD leadership if these are deemed necessary to draft a work plan. The PO and Deputy Director will approve the work plan within two (2) working days of receipt.

- **Debrief with the PO, Director, and Deputy Director** regarding the findings of the assessment. The debriefing will take place prior to completion of the draft gender assessment report with enough time to allow for recommendations from LAC/RSD leadership to be incorporated into the report. In order to be deemed acceptable, the debriefing must include the following:

  o Brief overview of the constraints to gender equality identified by the team in each of LAC/RSD’s programmatic areas of interest.
  o Example recommendations for LAC/RSD programming to address these challenges.

- **Draft Gender Assessment Report** (between 30-40 pages not including annexes) on the most relevant and constraining gender disparities and inequalities in the LAC region related to LAC/RSD’s current and future strategic plan and program portfolio. Upon receipt of this draft and completion of a consultant-led workshop (see below), LAC/RSD will have five (5) [modified to 10 during implementation] working days to make
comments and request more information and revisions. In order to be deemed acceptable, this report must include the following (see Annex B for more detailed structural and formatting guidelines):

- An in-depth analysis of the most binding constraints to promoting gender equality in the region, including additional analysis on how these constraints vary according to the disaggregation chosen by the consultants (sub-regional, socio-demographic, etc.).
- Specific recommendations on how LAC/RSD can better address these gender-related constraints and incorporate gender-sensitive approaches into its programs at various stages of the project cycle.
- Up-to-date analysis on other donors’ work on gender equality, and specific recommendations on how LAC/RSD can leverage its own comparative advantage to maximize the impact of this collective work.
- A bibliography of sources consulted, including interviews, focus groups, and any other data collection method.

- **Workshop on Findings and Recommendations to LAC/RSD Staff.** Consultants will use this session to disseminate the findings and conclusions of the gender assessment. More importantly, the workshop will serve as an important first step for LAC/RSD to plan for implementing the recommendations made by the assessment team. The workshop will take place before the preparation of the final assessment report in order to allow the consultants to collect feedback from LAC/RSD staff. The format of this workshop will be left to the discretion of the consultants, but it should comprise at least one large-group session to present major findings and recommendations, as well as a series of small-group sessions that might focus on recommendations for specific teams, findings related to certain sectors, etc. Regardless of the chosen format, the workshop must meet the following criteria in order to be deemed acceptable:
  - The findings and conclusions of the report must be presented succinctly and in a manner organized to correspond to the programmatic areas identified by LAC/RSD in initial consultations.
  - The presentation must make concrete recommendations for addressing the constraints to gender equality and suggest approaches to ensure equitable impact throughout the LAC/RSD portfolio.

- **Final Gender Assessment Report.** The final Gender Assessment Report will be due to LAC/RSD within five (5) working days of receiving USAID comments on the draft report. In order to be deemed acceptable, the final report must include all of the elements listed above for the draft assessment report. In addition, the assessment team must adequately address all significant concerns raised by USAID after receipt of the draft report. The final approved report will be a public document to be submitted to the Development Experience Clearinghouse (www.dec.org) following the required Office of GenDev format (see Annex C). Upon approval, the LAC/RSD PO will be responsible for submitting the report to the DEC.
VIII. LEVEL OF EFFORT
Consultants are asked to propose a schedule and timeline that will allow for the successful completion of all deliverables listed above.

IX. TEAM COMPOSITION
USAID assumes that a multi-member team will be required to conduct the assessment. All consultants should possess significant knowledge on gender integration and mainstreaming in developing countries.

The external consultants should possess the following skills and qualifications:
- At least 10 years of experience in the field of international development. Demonstrated record of work on gender, women’s rights, gender analysis, and gender policies.
- Deep knowledge of gender issues in the LAC region, especially in the context of development programs.
- Excellent English writing and editing skills, as well as an ability to take information from a wide variety of sources and draft high level, organized analysis and an assessment report for dissemination.
- Ability to translate analysis into actionable strategic and operational recommendations, especially in the context of international development.

X. MANAGEMENT
Throughout the data collection and report-writing process, the LAC/RSD PO will be the main point of contact for the consultants. In this role, the PO will help arrange meetings with LAC/RSD staff and representatives from other USAID offices. LAC/RSD staff may join meetings with other USAID offices selectively.

The Assessment Team will work with the PO to provide an in-briefing to LAC/RSD prior to commencing the work, and will provide debriefings on a weekly basis during the data collection process, and prior to the submittal of the draft report.

XI. LOGISTICS
LAC/RSD will provide overall direction to the consultant, provide key documents and background materials for reading, and help arrange the in-briefing and debriefings within the office. All meetings with LAC/RSD staff, other USAID offices, other donors, and implementing partners will occur in or around Washington, DC. Reports may be drafted on- or off-site, but consultants must be available for in-person meetings after submission of both draft and final reports.

The LAC/RSD PO will assist the Assessment team in making the necessary arrangements to access USAID facilities.
XII. COST ESTIMATE
This assessment will be procured through the Short-Term Technical Assistance and Training field support mechanism managed by the Office of Gender Equality and Women’s Empowerment (GenDev). The COTR for this agreement will assist in formulating a final budget. LAC/RSD will be responsible for funding half of the final budgeted amount; the GenDev office will provide the remaining funding.
SOW ANNEX A

LIST OF RESOURCES


Inter-American Development Bank: “Women, work, and gender roles in Latin America” (Hugo Ñopo, Lead Education Economics Specialist, Education Division, IDB) (forthcoming)


World Bank: “Women’s Economic Opportunities in the Formal Private Sector in Latin America and the Caribbean”

World Bank: “The 2010 Human Opportunity Report for Latin America and the Caribbean”

World Bank: “Socio Economic Database for Latin America and Caribbean”
http://sedlac.econo.unlp.edu.ar/eng/

SOW ANNEX B
DRAFT TEMPLATE FOR A COUNTRY GENDER ASSESSMENT REPORT

The gender assessment should be forward-looking, combining socio-economic and demographic regional analysis from a gender perspective with the scope and aims of the Mission’s anticipated strategic direction, which will guide its work going forward.

SECTIONS

Executive Summary: Should outline the key findings from the assessment and focus on the recommendations for LAC/RSD to more effectively address gender-related constraints in the region.

Acknowledgements

Acronyms

1. Introduction

The context of gender equality and women’s empowerment (leadership, participation) in the LAC region:

An overview of the significant gender issues for the LAC region in those technical areas identified through consultations with LAC/RSD technical teams and office leadership, using macro gender indicators to highlight the issues in each of these sectors. Also, touch briefly on the policy framework throughout the region that is important for helping LAC/RSD to achieve its objectives on gender equality/women’s empowerment.

2. USAID Mission Strategic Priorities and Associated Gender Analysis
Again, it is important to note that the priorities mentioned below correspond to LAC/RSD’s current program portfolio. Initial consultations will allow the assessment team to more effectively target analysis to those areas in which LAC/RSD will focus future programming.

- Strengthen Democracy, Good Governance, and Citizen Safety
- Sustain trade-led economic growth and broaden benefits to address poverty and inequality
- Strengthen knowledge and policy environment to improve early-grade reading outcomes, and provide higher education scholarships to build local technical skills and leadership
- Strengthen host country health systems to reduce socioeconomic barriers to health care, and to increase local ownerships of the health sector
- Strengthen regional capacity to mitigate and adapt to climate change, while conserving important biodiversity and ecosystems.
For each sector identified during consultations:
(i) LAC/RSD’s strategic priorities for the sector, together with a discussion of alignment with overall USAID priorities.

(ii) Provide detail on the gender constraints/disparities as they relate to the strategic priorities identified in (i) above. **Be specific about the gender gap(s) to be reduced.**

(iii) Identify opportunities for redressing gender gaps in each strategic priority. Identify opportunities to promote leadership of women within each strategic priority.

(iv) Discuss best or promising practices to address gender constraints/disparities and opportunities, based on:

- Prior evaluations, with emphasis on evaluations that have used a rigorously defined counterfactual to isolate impact;
- evidence from scalable or replicable projects with measurable/demonstrable results;
- other indicators of promise to produce demonstrable results. This may include government, other donor, civil society, or LAC region evaluations or activities that have been examined for positive results.

(v) Provide recommendations (summary statement, followed by more detail), bounded by office priorities identified in Section 2 above. Drawing from the analysis, identify:

- Potential results (and associated indicators) that could be incorporated into program planning and activity design.
- Potential supporting strategies and national resources, including activities or initiatives by other donors, host country government institutions, and civil society groups, and any potential areas of collaboration or partnership.
- Potential for specific activities, as related to gender equality in the country program and the possible need to target particular issues relating to gender equality and women’s empowerment.
- Resources required to strengthen the gender equality dimensions of the country program, including human resources, training needs, and additional planning/design tools.
- Anticipated areas of resistance or constraints, and how to cope with such.

4. Integrating Gender Equality Results into a Mission Results Framework
Provide illustrative indicators to measure the progress and impact on the gender constraints/disparities identified for each sector above that the Mission can incorporate into its overall Results Framework.

5. Illustrative Implementation Plan
Propose illustrative steps for the Mission to implement the results of the country gender assessment into its strategic plan (CDCS), including steps to build the Mission’s capacity to address gender equality and women’s empowerment.

6. Conclusions

7. Annexes
Bibliography
Basic concepts
Scope of Work
Methodology
Gender assessment team
List of key informants
ANNEX 4: METHODOLOGY

The scope of work in Annex 3 outlines the methodology used by the team. Additional details on the methodology include:

1) Program area assignments
2) Schedule
3) Semi-structure standard interview protocol
4) Statistical Analysis

1. Assignments by Original Development Objectives

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2. Schedule

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3. Interview Protocol

1. How would you describe your sectoral program’s overall gender strategy? Which gender issues and gaps were priorities?

2. Please describe the regional projects/programs that were actively addressing gender issues, using gender strategies and creating gender-related products?

3. What gender-related indicators were reported by your sector’s programs/projects?

4. Which projects have had assessments or evaluations that address gender issues?

5. In your opinion, what have been the gender-related impacts of your individual projects and the overall program, both positive and negative?

6. In your opinion, what do you think are the most significant upcoming gender issues/trends, including both constraints and opportunities, for your sector(s) over the next five years?

7. What are your observations about successful strategies used by other organizations (non-USAID) in your regions to address these gender issues and gaps in your sector(s)?

8. Programmatically, what are your priorities for your sector(s) over the next five years and what gender strategies might best advance those priorities?

3. Statistical Analysis
The team relied on existing secondary research primarily. However, a data set was received from Vanderbilt. Gender gaps were tested for statistical significance at the country level. These data files are available upon request.
## ANNEX 5: LIST OF CONTACTS

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<th>Organization</th>
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<td>Director</td>
<td>January 26, 2012</td>
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<td>Deputy Director</td>
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<td>Susan Thollaug</td>
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<td>Mark Donahue</td>
<td>AmaZonas Andinas (Net Zero Emissions Zones)</td>
<td>Rainforest Alliance Program Manager, Ecuador and Peru</td>
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<td>Gender plans for new cooperative agreement in Ecuador</td>
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<td>Montserrat Blanco Lobo</td>
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<td>Gender Team Leader</td>
<td>Multiple calls</td>
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<td>IRG, Ltd./Social Impact, Inc.</td>
<td>Plans for program-wide gender analysis and action plan in FY12</td>
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<td>John Magistro</td>
<td>Africa and Latin America Resources to Climate Change (ARCC) - LAC buy-in to PLACE IQC</td>
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<td>Plans and gender opportunities for Vulnerability Assessments work globally and LAC</td>
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ANNEX 6: SECTOR-SPECIFIC TOOLS

Crime and Violence Prevention Bibliography
TO BE SUBMITTED UNDER SEPARATE COVER

Police Reform and Gender
DCAF is an international foundation established in 2000 on the initiative of the Swiss Confederation, as the 'Geneva Centre for the Democratic Control of Armed Forces'. Website: http://www.dcaf.ch/. The website includes a good summary document on the Nicaragua policing model that integrates gender. http://www.dcaf.ch/Chapter-Section/Policing-and-Sexual-Violence

Gender and Security Sector Reform Training Resource Website:

Education Tools

Education Recommendation #1: To understand the impact of technical education on gender roles and wage gaps, include gender as a specific consideration in the higher education final evaluation (Immediate).

It is understood that RSD will be conducting a final evaluation of its higher education programming in the near term. This assessment presents an excellent opportunity to answer key questions about the effectiveness of scholarship and training programs in breaking down gender barriers in the technical fields. The SEED program is one such example (see the following table).

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<tr>
<th>By Discipline</th>
<th>Total</th>
<th>Male</th>
<th>Female</th>
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SEED offers a viable alternative for such an evaluation. Based on limited interviews, it is understood that the implementing partner has established an alumni network and it is feasible that an online survey instrument can be used to understand shifts in gender roles that the participation in the technical fields has meant to the individuals (an excel file will be delivered
separately). At a minimum a sample and a qualitative interview with the participants should be feasible. Some of the key gender-related questions to consider including are:

**Design**
1. What were the gender equity strategies across the cohorts applied to achieve the female/male distribution in each of the technical areas?
2. How were the sectors and technical areas determined? What type of wage and labor market analysis was completed?

**Implementation**
1. As feasible due to privacy concerns, discuss with the implementing partner the types of intimate and familial violence prevalent in the participants. Identify reasonable method to ascertain if there has been a change in the level of empowerment and in gender norms for the participants.

**Effect**
1. Utilize the methodology for USAID’s new self-efficacy gender indicator: proportion who report self-efficacy.¹¹¹
2. Measure and compare male and female access to productive economic resources (assets, credit, income or employment).
3. Measure perceptions about equal access: proportion of population that agree with the concept that males and females should have equal access to social, economic, and political opportunities.

---

¹¹¹ USAID Cross Cutting Indicators
This page has been left blank intentionally
For more information, contact:

US Agency for International Development
E3/GenDev RRB 3.8-005
1300 Pennsylvania Ave., NW
Washington, D.C. 20523

http://www.usaid.gov/our_work/cross-cutting_programs/wid/

DevTech Systems, Inc.
1700 North Moore St.
Suite 1720
Arlington, Virginia 22209

http://www.devtechsys.com/practices/gender/