

Gender Plan of Action

USAID Regional Mission for Ukraine, Belarus, and Moldova

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by

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INTRODUCTION

The United States Agency for International Development, more than two decades ago, recognized the importance of advancing gender throughout its policies and activities. To reinforce the importance of creating more effective and sustainable activities by identifying, analyzing, and addressing gender issues in all activities and policies, each Mission within the USAID/Europe and Eurasia Bureau (E&E Bureau) was requested to establish a Mission Gender Committee and create a Gender Plan of Action by December 2000. The Regional Mission for Ukraine, Belarus, and Moldova (USAID/Kiev), which formed a Mission Gender Committee in 1999, has been recognized in the E&E Bureau for its ongoing commitment to mainstreaming gender considerations into its programs and activities. In November 2000, the Mission initiated the development of a Gender Plan of Action for Ukraine, Moldova, and Belarus. This Gender Plan of Action takes account of the Mission's prior achievements in addressing gender and outlines specific actions to strengthen the Mission's institutional capacity as well as those of its partners in integrating gender issues into USAID/Kiev's policies and activities. The Gender Plan of Action also provides recommendations for ensuring that gender considerations are taken into account in the planning, implementation, monitoring, and evaluation of sector-specific program activities.

CONCEPTUAL FRAMEWORK

The USAID/Kiev—Gender Plan of Action was developed within the framework of the 1996 Gender Plan of Action for the Agency (Annex A) and the new Automated Directives System sections in the 200 and 300 Series, which refer to gender integration. Specifically, ADS 201 (Annex B—Summary of ADS Sections that Refer to Gender Integration in the Planning Process) outlines analysis and decisions to be made in the planning process to determine if gender issues are a determinant for achieving anticipated results or program sustainability.

For the purpose of the USAID/Kiev—Gender Plan of Action, definitions for the terms “gender,” “gender integration,” and “gender analysis” have been used as follows:

“Gender” refers to “the economic, social, political, and cultural attributes and opportunities associated with being male and female.”¹

“Gender integration” means “taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing.”²

“Gender analysis” is the “methodology applied to development problems to identify and understand the dimensions and relevance of gender issues and gender-based constraints, and to undertake measures to ensure gender mainstreaming.”³ Gender analysis should be included in any other analysis, evaluation, or assessment being conducted and should look at the differences in the roles, rights, opportunities, and constraints between men and women.

¹ “DAC Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation.” Organization for Economic Co-operation and Development: Paris. 1998.

² “Guide to Gender Integration and Analysis: Annex to ADS 200 Series.”

³ Ibid.

GENDER ISSUES—A REGIONAL OVERVIEW

The period of transition to a market economy that began with the collapse of Communism in Ukraine, Belarus, and Moldova has had negative consequences for both men and women. The economic and social indicators for the transition decade illustrate the severe impacts the steady economic decline had on the income and well-being of men and women. A decrease in enrollment in education, lower life expectancy at birth, and a sharp increase of unemployment are some of the negative trends of this decade. There has also been overall decrease in education in some countries. For instance, the basic education enrollment rate for Belarus decreased by 2.2 percent 1994 as compared with the rate in 1989, while the figure for Ukraine shows a decrease of 5.2 percent. The United Nations Development Programme's *Gender Analysis of Ukrainian Society*⁴ notes that the average life expectancy in Ukraine decreased from 71 years in 1987 to 67.3 years in 1996. Life expectancy at birth declined for both women and men in Ukraine (-1.9 percent, -3.6 percent), Belarus (-1.3 percent, -4.4 percent), and Moldova (0.6 percent, -1.3 percent) during the first half of the transition period with the exception of a slight increase of women's life expectancy in Moldova.⁵ Gender differences are also noted when discussing the causes of mortality in Ukraine. Cardiovascular disease was the leading cause of deaths among men (57.5 percent) and women (66.5 percent) in 1996. However, the second-highest causes of death among men were accidents, poisoning, and injuries (16.2 percent) and among women, tumors (10.9 percent)⁶.

Economic reforms, which led to the downsizing or closure of state-owned enterprises, have led to mass unemployment of both men and women in almost all countries in the region. Although lack of data does not allow for full analysis of the gender-differentiated impact of the reforms in individual countries, the analysis in eight countries for which there are data shows that the female labor force and employment shrank during this period. In Ukraine, for example, between 1994 and 1998, 80 percent of "downsized employees" were women and only 20 percent were men.⁷ Privately owned small and medium-sized enterprises (SMEs) increasingly offer employment opportunities to the people left unemployed. As noted in "The Survey in Business in Ukraine,"⁸ SMEs employ 11.4 million people in Ukraine. However, women face discrimination in hiring and pay, and are subject to sexual harassment.⁹ There are laws in these countries that support equality in the workplace. However, many women are not informed of their legal rights. Additionally, when they are aware of their rights, women feel that their complaints will not be heard because of gender biases held by many judges and lawyers working within the judicial systems.

⁴ *Gender Analysis of Ukrainian Society*, UNDP Gender in Development Program, 2000. (www.un.kiev.ua:8080/gender/analysis)

⁵ "UNDP: Poverty in Transition?" July 1998.

⁶ Ibid.

⁷ Zollner, Anne. "Women's Economic Rights under Privatization in Bulgaria, Poland, Russia and Ukraine: A Summary of the Women Law & Development Privatization Project," 1998.

⁸ "The Survey in Business in Ukraine," by Management Systems Incorporated, October 1999. (www.usaid.kiev.ua)

⁹ Zollner, Anne. Ibid.

More and more people are being pushed into poverty as a result of job loss, decreased income, and the diminishing of social support structures. For example, as noted in the Moldova Poverty Assessment¹⁰ completed by the World Bank in 1999, 46 percent of Moldovans were poor in the fourth quarter of 1998 based on an absolute poverty line of an annual income of \$220 per year. This percentage was an increase of 11 percent from the first quarter of 1997. In Ukraine, it is estimated that 17 percent of the population lives in extreme poverty.¹¹ Women as single providers and survivors seem to be especially at risk of falling into this category.¹²

Participation by women as members in political parties is estimated to be relatively high. However, women have a very limited access to leadership roles within the parties, as candidates in public elections and in formulating party platforms. As outlined in *Gender Analysis of Ukrainian Society*,¹³ when political parties outline their attitudes toward women, the platforms state a traditional role for women with many mentioning motherhood in their provisions. Women's participation as nationally elected officials is low in Ukraine, Belarus, and Moldova. The 1999 Regional Monitoring Report reports in 1998 the following percentage of female parliamentarians: Moldova, 9 percent; Ukraine, 8 percent; and Belarus, 5 percent. The report also states that there is a higher share of local government positions held by women. With the decentralization of power from national to local governments, opportunities exist to support and train local female officials. Participation of women at every level of government and in political parties will allow for a more equal representation of all views, men's and women's.

Since the fall of Communism, statistics began to be gathered on violence against men and women. The number of recorded violations is increasing annually, specifically concerning domestic violence against women. As reported in *Gender Analysis of Ukrainian Society*,¹⁴ within only one year (1997), 1,510 violations were registered in Ukraine. However, as the report states, the official numbers regarding domestic violence are low because law enforcement bodies register only a small percentage of these cases. Many women also do not report cases of domestic violence because there is a feeling of shame that it is their fault and should be kept a secret within the household. Unfortunately, few organizations in the region recognize this issue and work directly with victims. For example, in Moldova, there is one shelter with fewer than 20 beds for victims of domestic violence in the entire country.

USAID/Kiev works in many of these areas, including training local government officials, increasing political participation, funding wellness centers, working to provide services to victims of domestic violence, and increasing legal literacy of citizens. To create more effective and sustainable activities, USAID/Kiev recognizes that these regional gender issues need to be addressed when developing the USAID/Kiev—Gender Plan of Action.

¹⁰ "Moldova Poverty Assessment, Volume 1: Main Report. Poverty Reduction and Economic Management/ Eastern Europe and Central Asia Region," World Bank, October 1999.

¹¹ The World Bank Group. "Note on Poverty in Ukraine," June 2000. (www.worldbank.org/ECA/ECC111/Ukraine)

¹² Ibid.

¹³ *Gender Analysis of Ukrainian Society*. Ibid.

¹⁴ *Gender Analysis of Ukrainian Society*. Ibid.

ASSESSMENT OVERVIEW

The actions outlined in the USAID/Kiev—Gender Plan of Action were developed by a Gender Specialist working closely with the Mission Gender Advisor (Annex D—Objective and Methodology). Analysis was based on information gathered from surveys of partner organizations, training sessions, and group and individual interviews (Annex E—Persons Contacted).

The information revealed the need to clearly identify the gender issues in specific sectors and understand the potential impact on achieving results when addressing these issues. The most obvious problem was a lack of in-depth understanding of gender issues within sectors and in the specific countries of Ukraine, Moldova, and Belarus. Additionally, there is a misunderstanding within the Mission and its implementing organizations that gender issues mean “women’s issues.” A message that states that gender integration means understanding the issues of and differences between men and women in planning, implementing, and assessing needs to be continuously emphasized to Mission personnel and its partner organizations.

The surveys and interviews provided information on partners’ level of understanding of sector-specific gender issues and USAID policies on Gender (Annex F—Findings of Implementors’ Survey). Approximately, half of the partners contacted could identify gender issues in the sector of their work. The other half did not identify gender issues for their sector or activity but noted the inclusion of women into specific components of the activity, such as training. It was also noted in surveys and interviews that many partners are neither requested nor required by USAID to provide gender-specific qualitative or quantitative data.

Actions outlined under the Gender Plan of Action will increase the knowledge of Mission personnel about sector- and country-specific gender issues, create a cadre of sector-specific advisors, and develop an informational kit for gender analysis that is easily accessible for all Mission personnel. Additionally, data from surveys, assessments, and evaluations will be gathered, not only to identify gender issues but also to have a baseline against which to measure progress.

To ensure that activities and sectors, when appropriate, address gender, country strategies should explicitly state the gender issues identified and specific actions for addressing these issues. Additionally, reporting documents, including the annual Results Review/Resource Request (R4), will be modified to integrate gender in the Intermediate Result (IR), indicators, accompanying text, and indices. The integration of formal reporting on gender issues in documents will allow USAID/Kiev and its implementing organizations to effectively monitor results to understand their impact on people (men and women).

Integration of gender in country strategies and reporting documents has the added benefit of solidifying the message to implementing organizations that integration of gender considerations is important to USAID/Kiev to achieve successful and sustainable results. For example, an implementing organization stated to the consultant that if the USAID/Kiev

reporting framework reflected gender, his activity would have justification for addressing the issue. Without the requirement in the reporting framework, his superiors within his organization would not see the need to address the issue in the activity.

Based on the overall assessment outlined above, the following actions are recommended for mainstreaming gender into the Mission's sectoral activities.

RECOMMENDED ACTIONS

INTEGRATING GENDER ISSUES INTO SECTORAL ACTIVITIES

Undertake Sector-Specific Data Analysis

USAID/Kiev understands that there is a lack of identification and in-depth understanding of the specific gender issues in Ukraine, Moldova, and Belarus. A surface understanding of gender issues does exist, reflected in the acknowledgment of the lack of female representation in political parties and discriminatory or unfavorable hiring practices against women. However, this acknowledgment is not an adequate substitute for data on which to base policies or activities. Only an analysis of quantitative and qualitative data can provide a clear understanding of gender-based constraints and opportunities, which is critical for the development of effective policies and activities. Sex-disaggregated data can assist in identifying discrepancies between men and women in access to resources and opportunities and provide data to compare when monitoring results.

The Mission has made some positive steps in this direction. An “SME baseline survey in Ukraine” was conducted by Kiev International Institute of Sociology and DAI in 1999. This survey has sections on women as labor force and women as owners of enterprises. The survey findings estimated that 30 percent of small enterprises in Ukraine are women owned. Additionally, findings provided specific sex-disaggregated information about size, industries, payment, and hiring practices. The data will assist new SME development activities to understand the differences between women- and men-owned enterprises and ensure that the financial and nonfinancial service activities include both men and women. The study was also an effective awareness-building tool that provided concrete data to the Ukrainian government on the significance of women-owned enterprises.

Although USAID/Kiev has conducted gender integration training and formed a Mission Gender Committee, no other sectoral gender analyses have been completed other than in business development. A few sectors and strategic objective teams have started to work on creating gender-sensitive activities by including gender considerations in procurement actions, as with the Environment Division, or by revising Performance Monitoring Plans, as with the SO 2.1 “Increased, Better Informed Citizens’ Participation in Political and Economic Decision Making.” Data gathered will be used to identify the gender issues and set benchmarks to monitor and evaluate impact effectively over a life of an activity or in particular sectors. The following are three specific actions to review data.

Analysis of Data

As USAID/Kiev works to develop its new country strategy for Ukraine during 2001, sector-specific gender analysis of data would be necessary to provide qualitative and quantitative information on all economic, political, and social issues of men and women. The UNDP's *Gender Analysis of Ukrainian Society*¹⁵ provides quantitative and qualitative information and can be used as baseline data.

ACTION: Sectoral gender advisors will be required to select all the necessary information from *Gender Analysis of Ukrainian Society*. The Mission will set a time frame for the completion of this action.

Assessments and Evaluations

Sectoral assessments and activity evaluations are appropriate vehicles to gather information on gender. As stated in the ADS 201.3.4.11—Technical Analysis for Strategic Plans, gender analysis should be included with all technical analyses undertaken during strategic planning and development of the results framework. As outlined in Annex G—Evaluation/Assessment Schedule compiled by the Office of Program Coordination and Strategy, USAID/Kiev will conduct assessments and evaluations over the next year that will provide information for the development of Mission documents. These evaluations and assessments will provide valuable data on gender and USAID's activities. Sample language (Annex H—Gender Analysis Language for Assessments and Evaluations) has been developed to be included in any scope of work for assessments or evaluations. The language is general and needs to be tailored to the specific sector or activity that is being evaluated or assessed.

ACTION: Stella Roudenko, Program Development Specialist within the Office of Project Coordination and Strategy, will review all assessment and evaluation funding requests from Missions in Ukraine, Belarus, and Moldova. Ms. Roudenko also will work with Program Development Officers to ensure that gender analyses are included in all assessments and evaluations and will not clear scopes of work for assessments and evaluations unless gender considerations are adequately addressed.

Specific Sectoral Assessments

From interviews with activity managers and implementing organizations, and additional research, four specific sectoral areas were identified as having significant gender issues: pension reform, agriculture, fiscal reform, and political participation. Implementing partners in these sectors will complete the analysis as part of their ongoing activities. These assessments should not be a cost burden to the Mission and need to be incorporated into partner's work plans.

¹⁵ *Gender Analysis of Ukrainian Society*. Ibid.

Pension Reform. “Gender Aspects of Pension Reform in Russia” by Marina Baskakova discusses many gender issues regarding pension rights and inequalities between men and women with the Pension Reform Law in Russia. The report states that many components of the law, such as the fact that a person has no rights to the pension of his or her ex-spouse after divorce, have major implications, specifically for women. Many of the gender issues for pension reform programs in Russia are applicable in Ukraine. Another issue is that, with more women working in the “gray market,”¹⁶ many women will not contribute to the pension program and, as a result, do not have any rights to a pension when they retire. Spousal survival rights is also another area for concern. Will a woman or man be able to collect their spouse’s pension if their spouse is deceased? The survey completed by PADCO, implementing organization of the Social Sector Reform Activity, noted there can be significant gender issues for men and women if the pension laws developed were not analyzed for the implications of divorce, childcare roles, disability, and spousal survival rights on men and women. With the new Pension Reform Law Activity begun in January 2001, the Activity Manager and representative from PADCO agreed that a gender analysis should be completed within the first six months of the new activity. A team of two outside consultants, consisting of one expert from the New Independent States and a U.S. expert, will complete the gender analysis. There are a few consultants from Russia who have completed a gender analysis of the Russian pension reform project. Their experience will transfer to evaluate Ukraine’s pension reform laws and program. The analysis will note any gender issues regarding the following components:

- Length of Service—impact of maternity leave/child care, military service, and disability;
- Legal Retirement Age—what is the impact on the pension of a woman when she retires early?;
- Spousal Survival Rights;
- Rights after Divorce—does a person have rights to the ex-spouse’s pension; and
- Life Expectancy—what effect does life expectancy have because many programs will take into account average life expectancy when calculating pension payments.

Other areas that should be discussed are hiring discrimination, wage disparities, and implication of working in the gray market. These issues, although they cannot be addressed in the Pension Reform Law, should be analyzed for their effects. Included in the study should be an analysis of the awareness level of average citizens, men and women in cities and villages, of the pension reform laws and their rights. If needed, the analysis should provide recommendations on how to address issues in the public awareness campaign to educate government and the public on the potential disparities. The Pension Reform Law Activity

¹⁶ “Gray market” is defined as either business activities that are illegal since the enterprise does not have required registrations.

may consider working with women's groups to create awareness and lobby for changes in the law.

ACTION: Gender Analysis of Pension Reform Law Activity in USAID/Kiev is included in annual work plan of PADCO, the implementing organization for the project. PADCO will work with the Sectoral Gender Advisor and Activity Manager to develop the assessment and integrate recommendations into activity. The report will be presented to the Mission Gender Committee, the Mission Deputy Director, and the Bureau Gender Advisor by July 2001.

Agriculture. USAID/Kiev's Agricultural Division (Alexander Muliar, Bogdan Chomiak, Ken Lyvers, and Natalia Stepanets) has recognized that no gender analysis has been undertaken in this sector or on any USAID-funded agricultural activity in Ukraine or Moldova, even though USAID/Kiev has had significant activities in this sector. Over 50 percent of the rural workforce are women, but the Mission is not informed on the specific gender issues in this sector. One report that presents examples of gender issues in rural areas of transitioning countries is the World Bank paper, "Gender and Agricultural Privatization in ECA" by Marnia Lazreg. It notes that the most crucial need in transitioning countries is gender-focused research on rural development, including agricultural privatization. The paper reports that areas of concern include land and asset distribution when privatizing state-owned farms, legal literacy of women and men on their ownership rights, ownership laws, credit availability, and equipment availability. The paper reported that property share values of women workers at the farm enterprises in Tabara, Moldova, were 47 percent, as compared with men's. Assessments need to be completed in Ukraine and Moldova to analyze differences, roles, and rights of men and women and identify if these differences affect expected results negatively.

A new land titling project in Ukraine funded by USAID/Kiev will be awarded in the first part of 2001. To ensure that gender considerations are integrated, the proposers are requested to develop an annual work plan that will "identify specific mechanisms and procedures to ensure that gender equity will be achieved in all of components of this activity, and appropriate targets will be provided."¹⁷ To ensure that gender equity is achieved, assessment of the issues will be performed within the first three months of implementation. With the results of the assessment, issues of equity can be identified and addressed in the work plan.

ACTION: The Agricultural Division in USAID/Ukraine will include a gender considerations assessment as part of the new land titling project during the first three months of implementation. The Sectoral Gender Advisor and Activity Manager will work with the implementing organization to develop the assessment and integrate findings into the activity. Specialists from the new UNDP Agriculture for Human Development Project also will be invited to participate in this assessment. The results of the assessment will be addressed in this project's work plan. Findings will be presented to the Mission Gender Committee, the

¹⁷ From the "Work plan and Reporting Section of the Ukraine Land Titling Initiative—Request for a Technical Proposal."

Deputy Mission Director, and the Bureau Gender Advisor within four months of the project start date.

USAID/Kiev's agricultural program in Moldova will continue to support land titling and agricultural marketing activities. As in Ukraine, USAID and its agricultural activities in Moldova have not completed any gender analysis. However, as presented in the World Bank paper, there have been inequalities reported in the agricultural sectors in transitioning countries. To fully understand the extent of gender issues and how these issues affect USAID's goal of implementing sustainable development activities, the land titling and agricultural marketing activities should undertake separate gender analyses of their specific sectors. The analyses should provide recommendations on how to address gender issues to create more equal, sustainable, and effective activities.

ACTION: The Agricultural Division of USAID/Moldova will require land titling and agricultural marketing activities to complete a gender analysis of activities. Implementing organizations will be required to work with the Sectoral Gender Advisor and Activity Manager to complete a gender analysis and integrate the findings and recommendations. Findings will be presented to the Mission Gender Committee, the Deputy Mission Director, and the Bureau Gender Advisor by July 2001.

Fiscal Reform. USAID/Kiev's Office of Economic Restructuring should review information on gender-sensitive macroeconomic policies when developing the new activity for fiscal reform in Ukraine. Studies such as "A Tool for Implementing the Platform for Action: Gender-Sensitive Budget Analysis" by Diane Elson have shown that budgeting decisions including expenditures and revenue policies that are not gender sensitive can have negative impact on women and men. It is thought that fiscal reform and, specifically, budget planning are gender neutral. However, if the differences in roles, rights, constraints, and opportunities are not evaluated when developing national and local budgets, the outputs can result in poor targeting or loss of output. With the start of a new fiscal reform activity, a gender analysis will be completed to identify gender issues and provide recommendations on how to address them.

ACTION: USAID/Ukraine's Office of Economic Restructuring will require the organization implementing the new fiscal reform activity to review gender-sensitive budget research. After reviewing research, the contractor will submit a report to USAID/Kiev's Office of Economic Restructuring and the Mission Gender Committee on how it will address gender issues within components of the new activity. A report will be provided to USAID/Kiev within three months of the start date of contract.

Political Participation. Lack of female participation in political parties is also a regional issue that should be analyzed. USAID/Kiev has activities promoting more effective democratic-oriented political parties. The current activities should be analyzed to discuss the lack of female leaders in political parties; low number of female political candidates; and lack of female participation in platform development at local, regional, and national levels.

Each activity will develop a paper outlining gender issues regarding political participation and stating how the activities will address the issues.

ACTION: Implementing organizations working to assist democratically oriented political parties to be more effective should produce a short paper on the gender issues in this sector and steps to address the issues. The paper could be presented to their Activity Manager, Deputy Mission Director, and Mission Gender Committee by May 2001.

STRENGTHENING THE MISSION'S CAPACITY TO MAINSTREAM GENDER

Develop Staff Expertise

USAID/Kiev realizes that the development of a cadre of sector-specific gender advisors, especially the Foreign Service Nationals, will have a sustaining impact that will ensure the mainstreaming of gender considerations in future Mission policy and activities. The USAID/Kiev Gender Advisor, Tatiana Timoshenko, provides strong leadership in the area of awareness building and training by disseminating information at Technical Office staff meetings, creating training opportunities, and organizing and chairing Gender Committee meetings. However, because of the large number of activities and sectors in the Mission, the Mission Gender Advisor is unable to be actively involved with every sector-specific team. Ms. Timoshenko's responsibilities, in addition to Mission Gender Advisor, include Anti-Trafficking Coordinator and Training Advisor. To create institutional knowledge of gender considerations, expertise throughout the Mission should be strengthened. The following are actions to be completed to create a cadre of gender advisors.

Assistant to the Gender Advisor

USAID/Kiev will name an Assistant within the Office of Program Coordination and Strategy to work with Gender Advisor. The Assistant's responsibilities will be to disseminate gender information, organize Gender Committee meetings, update the gender webpage on the external website, and develop a gender library.

ACTION: The Program Officer, along with Mission Gender Advisor, will name the Assistant by May 2001.

Sectoral Gender Advisors

The USAID/Kiev Mission is organized in SO teams. In reality, much of the concept design, activity review, and overall sector evaluation occurs within sectoral teams. When Mission Gender Committee meetings or gender-specific training sessions are held, it has been noted that there is inconsistent representation from all Offices. Some Offices have named one

person as the Office Gender Advisor. However, one Gender Advisor for an entire Office comprising four to six sectors cannot guarantee that information is effectively disseminated or that gender considerations are mainstreamed into all activities. Additionally, Office Gender Advisors may not have knowledge about all sectoral issues and may not be able to represent the sector adequately when asked to report on gender considerations.

As an example of an effective procedure, the Business Development Division (BDD) in the Office of Private Sector Development has a position (Business Development Project Management Specialist, currently held by Tatiana Rastrigina) with Gender Advisor responsibilities. The job description states under the Major Duties and Responsibilities section that 20 percent of the position's function is "Gender Issues Integration," including acting as BDD's Gender Advisor on the Mission Gender Committee and ensuring that gender considerations are integrated in the division's activities and documents. This staffing assignment has been an effective way to mainstream gender considerations in this sector.

To create a cadre of experts and effectively mainstream gender considerations in every sector and country, USAID/Kiev will name a Gender Advisor in each of the following sectors and countries (The name have been provided if a specific person is on the Gender Committee or has shown an interest.):

Ukraine Gender Advisor - Tatiana Timoshenko Moldova Gender Advisor - Marian Panciuc Belarus Gender Advisor - Larissa Komorova		
Sectoral Gender Advisors		
Office of Private Sector Development:	Business Development	Tatiana Rastrigina
	Capital Markets	TBD
	Agriculture	Natalia Stepanets
	UMREP	Victoria Marchenko
Office of Economic Restructuring:	Energy	TBD
	Fiscal Reform	Petro Luzik
	Law	TBD
	Banking	Victor Verhun
Office of Democracy and Social Transition:	Health	Alina Yurova
	Social Reform	Irina Gladun
	Municipality Development	TBD
	Civil Society	TBD
	Rule of Law	TBD
	Environment	TBD

Sectoral Gender Advisors in the Ukraine office will be members of the Mission Gender Committee with responsibility for mainstreaming gender. Because Moldova and Belarus have smaller staff, it is recommended that, in addition to the Sectoral Gender Advisors, one Gender Advisor in each country will be adequate.

Responsibilities of the Sectoral Gender Advisors and Country Gender Advisors will include monitoring of gender actions within sectors or countries, such as collection of sex-disaggregated data, and gender analysis within evaluations and assessments. Additionally,

Gender Advisors will be required to submit gender-specific sectoral information for the development of the new country strategies, R4s, and SARs. A Gender Advisor's responsibilities will be included the position descriptions.

ACTION: The Office Directors and Country Representatives in Moldova and Belarus will provide the names of Sectoral and Country Gender Advisors to the Mission Gender Advisor, the Program Officer, and the Deputy Mission Director by May 2001.

Create Training Opportunities

Interviews and discussions with Mission personnel showed there is a lack of understanding on how to analyze sectors and activities and to identify gender issues. The following are actions to strengthen staff expertise.

Sectoral Training

As recommended above, Sectoral and Country Gender Advisors will be identified and one of their responsibilities will be to provide training to their teams on sectoral or country gender issues. The session could be a discussion of a sector-specific paper that discuss gender issues, a presentation by an implementing organization that has identified gender issues, or a training on USAID regulations.

ACTION: Members of the Gender Committee, including the Sectoral Gender Advisors, will have a training of trainers. They will then provide training to the staff of their respective units. An outline of the topic/presentation will be provided to Mission Gender Advisor after completion.

USAID Gender Training

USAID has provided training opportunities on gender. For example, in 1999, WIDTECH (project funded by G/WID) held a seminar, "Gender and Results: Building Technical Expertise," about obtaining better results in activities by integrating gender. Evaluations completed by participants of this seminar noted the usefulness of the event. It is recommended that Mission representatives of USAID/Kiev attend future training seminars on gender held by USAID. Upon return, the Mission representative would be required to provide a short training session to the Mission Gender Committee based on the seminar.

ACTION: USAID/Kiev will in the future send a minimum of one participant from the Mission to the USAID-sponsored gender training. The Program Officer and Gender Advisor will be responsible for ensuring that the training seminars are attended.

Gender Awareness Training

The US-NIS Women's Consortium, a previously USAID-funded Ukrainian NGO, facilitates seminars on gender awareness training. The four- to eight-hour seminar for 20-25 men and women includes many participatory discussions and activities to create a dialogue between men and women on gender. The US-NIS Women's Consortium has three years of experience providing this cost-effective, highly successful training forum throughout Ukraine.

ACTION: USAID/Kiev will contract with the US-NIS Women's Consortium to provide gender sensitivity training to Mission personnel. A minimum of two seminars will be held per year. Volunteers from the Mission Gender Committee will organize the training seminars.

Use Informational Tools

Mission personnel need and usually want to be informed about USAID policies and sector-specific information on gender. With few exceptions, the lack of understanding on gender issues, analysis, and mainstreaming in the Mission is not because of a lack of interest but a lack of knowledge. Additionally, as noted in the findings of the implementing organizations' surveys, partners need more information. Tools need to be developed that allow for easy and quick access of gender-related information for Mission employees and partners on USAID Agency, Bureau, and Mission policies; sector-specific studies; over-arching research; and partner organizations. These tools will allow Mission personnel to strengthen their understanding of the implications of gender issues on specific sectors and activities. Increased knowledge will allow for creating more effective activities that acknowledge and address gender issues. The following are actions to create specific tools.

Webpage Development

The USAID/Kiev external website (www.usaid.kiev.ua.com) will incorporate a page that briefly outlines the Mission's policies on gender and provides specific examples of implementing organizations' work on gender issues. The page will provide a useful link to the website (www.genderreach.com) of USAID's Global Office of Women in Development (USAID/G/WID), which includes USAID policy papers on gender, and to the E&E Bureau's website (www.usaid.gov/regions/europe_eurasia/), which will have links on gender. Both will provide links to research organizations and papers on specific sectors and gender issues.

ACTION: A webpage will be developed by the Mission Gender Advisor and Mission Webmaster by May 2001.

Virtual Information Kit

Activity managers want easy access to gender-related information, including ADS regulations, examples of gender analysis wording, and sector-specific papers on gender issues. A “Gender” folder within the Mission public V: drive has been developed and includes important documents such as the Agency papers on gender issues.

ACTION: The Assistant Gender Advisor and the Mission Gender Advisor will be responsible for including new information and research in the “Gender” folder on a continual basis.

Gender Library

Papers, data, and tools on gender analysis and issues have been developed and are available from numerous resources. For example, the United Nations Development Programme in Ukraine has published a book, *Gender Analysis of Ukrainian Society*,¹⁸ which offers data on gender issues concerning social, political, and economic development. WIDTECH also has developed papers on specific sectors such as political party participation. Additionally, the World Bank and other donors have public papers on such topics as gender and corruption. Mission personnel are interested in being educated on gender issues. Strengthening of the Mission library on gender-focused materials will allow personnel to have readily available materials to use when developing strategies, results frameworks, and activities. Increasing the information on specific sectors such as energy, tax, and fiscal reform is recommended because there seems to be a lack of pertinent data on gender issues in these sectors. Additionally, a library bibliography will be developed and updated quarterly.

ACTION: USAID/Kiev will distribute copies of *Gender Analysis of Ukrainian Society* to each Office and Ukraine Desk Officer during first quarter of 2001. The Mission Assistant Gender Advisor will be responsible for finding and adding new gender-specific research and papers to library. The Mission Gender Advisor will develop a bibliography on all documents in the Mission library and distribute the electronic version to the Mission by August 2001. The bibliography will be updated quarterly.

Integrate Gender Considerations into Mission Documents

USAID/Kiev will mainstream gender into country strategies and reporting documents to strengthen the message that these issues need to be addressed to create more effective and sustainable activities. Additionally, creating a gender-sensitive framework will enable the Mission to monitor results and measure progress. The following actions are outlined to mainstream gender into Mission documents.

¹⁸ *Gender Analysis of Ukrainian Society*. Ibid.

Gender as a Cross-Cutting Issue in Country Strategies

USAID/Kiev will identify gender as a cross-cutting issue in all new country strategies. Additionally, all analyses completed for the development of the country strategies will analyze gender. The impact of gender will be addressed in each sectoral area within the strategy. The following are specific comments, by country.

The Belarus country strategy (1999-2001) includes a section that discusses Women in Development as a cross-cutting theme. It notes such issues as “women are generally in positions of lesser authority and power” and that an informal survey was completed. Belarus should be commended for addressing these issues. When USAID/Belarus develops a new strategy, gender considerations will be a cross-cutting issue so that differences and issues for men and women can be examined and integrated into all activities.

The country strategy for Moldova is currently being developed. Specific sectoral recommendations were provided to the strategy development team. Additionally, “gender considerations” was accepted as a cross-cutting theme.

As Ukraine develops its new country strategy during 2001, the strategy team will have an opportunity to gather quantitative and qualitative data and identify country-specific issues and policy responses.

In all the strategies, USAID/Kiev will clearly state gender-integrated goals, such as a “gender-sensitive pension reform program” or “more inclusive political party system.” These clearly stated goals would enable activities that address the issues to be able to measure progress and achievements. It also should be emphasized that gender issues for men, as well as women, should be identified and analyzed.

ACTION: All new country strategies will include gender as a cross-cutting issue. Gender analysis will be completed prior to development of the new strategies, and gender considerations will have been outlined for all strategic areas. Sectoral Gender Advisors, the Mission Gender Advisor, and the Program Officer will be responsible for integrating gender considerations. Draft strategies will be reviewed by the Bureau Gender Advisor for recommendations.

Performance Monitoring Plans

USAID/Kiev will review tables in the Performance Monitoring Plan to include gender-sensitive indicators and units of measurement, where appropriate. Some SOs, such as SO 1.3c, noted in the previous R4 that units for measurement for indices including clients served and firms receiving loans will be sex-disaggregated. The draft Performance Monitoring Plan for SO 2.1 (Annex I—Performance Monitoring Plan - SO 2.1) is an excellent example of a well-thought-out and gender-sensitive data table. People-level indicators are sex-disaggregated. Additionally, qualitative indicators were developed that will measure gender

issues such as equality as part of the index of “Inclusiveness” in IR 2.1.1 – Civil Society Organization Contribution to Democracy Enhanced. Annex J provides examples of SOs, IRs, and indices that are gender integrated.

ACTION: The Sectoral Gender Advisors, the Country Gender Advisors, the Mission Gender Advisor, and the Bureau Gender Advisor will review modifications to SOs and IRs by June 2001. The Bureau Gender Advisor, in particular, has experience in providing gender recommendation on result frameworks.

Semestral Activity Report (SAR)

USAID/Kiev will modify the SAR format in the sections, “This Semester’s Accomplishments” and “Planned Accomplishments,” to request gender-specific information and sex-disaggregated quantitative data, when appropriate.

ACTION: The revised form will be used for SARs due in January 2001. Analysis should be made by the Program Officer, Program Development Specialist, Gender Advisor, and Assistant Gender Advisor with input from the Gender Committee in March 2001 to confirm if this method of reporting is effective. Modifications should be made to the request for information if the data collected were not sufficient.

Procurement Documents

Gender considerations will be included in all procurement documents including scope of works for sole source awards, indefinite quantity contracts, and competitive procurements. If the scope of work does not identify specific gender issues for the sector, language will be included to place responsibility on the implementing organization to assess the gender issues of a sector and to develop a work plan and activity that address the gender considerations outlined in the assessment. The Project Development Officers will be held responsible for ensuring that gender considerations will be identified and outlined in the scope of work. The Project Development Officers will only clear on a document once gender considerations are addressed.

ACTION: The Project Development Officers will be responsible for including gender analysis/considerations in all procurement documents (ongoing).

Strengthen Mission Gender Committee

In 1999, USAID/Kiev was one of the first Missions in the region to create a Gender Committee. The main objective of the committee has been to create awareness and disseminate information on gender throughout the Mission. The Gender Committee, chaired by the Mission Gender Advisor, comprises staff members from each Office, usually on a voluntary basis. A formal document, which needs to be updated based on the Gender Plan of Action, was developed in 1999 outlining the goals and actions for the committee. The

effectiveness of the committee has been varied. However, the recent changes to ADS regulations that place emphasis on gender considerations in planning and the creation of a Mission Gender Plan of Action have increased awareness and interest in the committee. One issue has been the lack of formal reporting structure of the committee. Continued support from and involvement of Mission senior management will provide additional emphasis on the importance of this committee and its work. The following are recommendations to strengthen the Mission Gender Committee.

Formalization of Committee

USAID/Kiev will formalize the reporting structure of the Gender Committee. The Mission Gender Advisor will serve as chairperson. Office Directors will name Sectoral Gender Advisors by April 2001 (to be announced in a senior staff meeting). The Gender Mission Advisor will have reporting responsibilities to the Program Officer and the Deputy Mission Director. One of the Deputy Mission Director's work objectives will be to strengthen the Mission Gender Committee and its effectiveness. The committee should also establish a subcommittee to act as an evaluation body to review modifications to Mission documents and policies regarding gender.

ACTION: The Mission Gender Advisor will present a formalized structure to the Program Officer and Deputy Mission Director by May 2001. The Deputy Mission Director's work objectives will be modified to include "strengthening of the Mission Gender Committee and its effectiveness" at next review.

Gender Committee Retreat

USAID/Kiev will hold a one-day training retreat for the Sectoral and Country Gender Advisors and other members of the Committee to discuss problems/issues/recommendations on how to create a more effective committee. One result from the retreat will be an outline of committee goals and responsibilities. An outside facilitator should be used to allow for open discussion.

ACTION: The Assistant Gender Advisor, with input from Mission Gender Advisor and Program Officer, will organize retreat to be held in June 2001.

Quarterly Meetings

Committee meetings will be held on a quarterly basis. Meetings will be used as a platform to increase knowledge of Gender Advisors and disseminate (and gather) information on gender issues in specific sectors. To broaden the information base, guest speakers occasionally will be invited. The UNDP's Coordinator for Gender Activities, Oxana Kuts, would be able to provide an overview of her projects working on gender issues, including Gender and Education, Men and Gender Issues, and Rural Women. Additionally, Mission activities such as the UMREP, National Democratic Institute, Internews, and BIZPRO have a good

understanding of sectoral gender issues and would provide valuable information to committee members on implementing organizations' gender-sensitive activities. Annually, one quarterly meeting will be open to implementing organizations to gain more information on gender and USAID's policies.

ACTION: The Assistant Gender Advisor will organize quarterly meetings.

Timetable

Annex K—Gender Plan of Action Timetable notes each action and recommended time for completion or implementation.

ANNEX A
USAID'S GENDER PLAN OF ACTION

USAID'S GENDER PLAN OF ACTION

STATEMENT BY J. BRIAN ATWOOD ADMINISTRATOR, U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

GENDER PLAN OF ACTION MARCH 12, 1996

More than twenty years ago, the U.S. Agency for International Development (USAID) officially recognized the critical role of women in development by establishing an Office of Women in Development. This was only a first step in a long journey to fully address gender issues in USAID programs.

USAID has played a leadership role in the donor community in focusing on the crucial role of women in advancing social and economic development since the early 1970s. During the last several years, USAID has made significant increases in the level of funding directed to programs that directly benefit women and girls. The agency has also launched major new initiatives in the areas of reproductive health for women, girls education, women and microenterprise, and women's political participation and legal rights.

These represent significant accomplishments. But perhaps the greatest accomplishment is the increasing realization that for development to be effective, programs must pay attention to the central role of women in the economic and social advancement of a nation.

But does the agency still miss opportunities because we have not designed and implemented our activities in light of the different roles and needs of women and men in development? Undoubtedly.

We must make the most of our opportunities to achieve lasting results:

- Our efforts to strengthen democratic institutions must always consider the obstacles that women face as they attempt to gain access to their own political and legal systems;
- Our efforts to improve incomes must regularly consider whether the new earnings will be controlled by mothers who—research has found—who are more likely than fathers to spend it on children's nutrition; and

- USAID's credit services and training programs must always make sure that office hours and course schedules take into account the different time constraints that men and women face.

To make sure that USAID programs continue to achieve their best results, we will make some changes in the way we do business. We will ensure that our systems facilitate and encourage attention to gender issues, and we will strengthen our technical capacity to address women's issues as development issues.

Some actions can be taken right away—and we are taking these actions. This year, the Agency Sector Reviews, in which we examine Agency performance against each of its objectives, will focus particularly on gender issues. We will modify the Agency's Strategic Framework to reflect the key role of gender considerations in the achievement of USAID goals. We have appointed a senior policy advisor on Women in Development, in the Bureau of Policy Planning Coordination, to reinforce the integration of gender issues into Agency policies across sectors. We are implementing a Women in Development fellows program to help build our technical expertise. Several other key measures, noted in this Gender Plan of Action, will soon be underway.

Equally important, we explore additional measures that will ensure continued attention to gender issues in USAID—measures that might be taken in the areas of data collection and analysis, personnel recruitment, training and performance, or procurement systems.

To this end, I have charged the Agency's Counselor to draw on your expertise, and to work closely with the staff who will ultimately be held responsible for implementing such actions. While there may be some options that we will not be able to pursue for lack of resources, I am confident that actions we take will yield results in program performance. I look forward to receiving the results of the Counselor's work by May 31.

Through attention to gender issues, our development assistance programs will be more equitable, more effective, and—ultimately—more sustainable. We can all do a better job of making this come to pass.

**USAID GENDER PLAN OF ACTION
MARCH 1996**

For more than 20 years, USAID has worked to ensure the integration of gender considerations into its programs. The Agency is continuing to foster the institutional changes needed to support women in development. Having reviewed a variety of options for "institutionalizing" attention to issues concerning women in development, USAID has developed this Gender Plan of Action.

In order to build commitment to consideration of gender issues as key development issues, USAID will:

- Modify the Agency's strategic framework—objectives, approaches and indicators, as appropriate—to reflect under each strategic objective the key role of women in development;
- Update and strengthen the Agency's Women in Development Policy Paper; and,
- Ensure that gender considerations are incorporated into the key strategic framework forthcoming implementation guidance.

In order to build capacity to address women in development issues in all Agency programs, USAID will:

- Appoint a senior policy advisor on women in development in the Policy Planning Coordination Bureau to reinforce the integration of gender issues into Agency policies across sectors;
- Implement a women in development fellows program to help build a technical cadre to support the integration of gender issues into development programs, and to allow for the assignment of advisors in all USAID Bureaus;
- Develop guidance regarding the authority, mandate, and technical qualifications of women in development officers and coordinators throughout the Agency; and
- Incorporate gender considerations into Agency guidance on re-engineering and re-engineering training that encompasses all functions, including monitoring and evaluation; CDIE training in the development of indicators; new entry training; and sectoral training.

In order to build incentives for the consideration of gender issues, USAID will:

- Establish a women in development Performance Fund to award supplementary program funds to Agency programs that best address gender issues as integral components of effective development assistance.

Finally, the Agency's Counselor will:

- Report to the Administrator regarding the feasibility of actions such as addressing program performance on women in development via the Agency's system for evaluating the performance of personnel; improving direct-hire staff expertise in women in development through the Agency's system of technical backstops and/or training of personnel; improving USAID's collection and use of sex disaggregated indicators of results; and, providing incentives for improved women in development expertise among contractors and collaborators via USAID's procurement procedures.
- Develop and report to the Administrator on implementation plans for those actions deemed necessary and feasible.
- Monitor the overall implementation of the Gender Plan of Action, including such additional feasible actions as are agreed.

In undertaking this charge, the Counselor will consult with, and receive the strong support of USAID central and regional Bureaus. The Counselor will also consult with the USAID partner community—nongovernmental organizations (and, in particular, the Advisory Committee on Voluntary Foreign Aid), universities, and consulting firms. The Counselor will report to the Administrator as follows:

- By May 31, 1996, provide recommendations regarding the feasibility of various options for further building USAID's ability to incorporate women in development considerations throughout its programs.
- By July 31, 1996, provide implementation plans for feasible actions approved by the Administrator.
- By October 31, 1996, report on the overall implementation of the Gender Action Plan. It is expected that, at this point, the Plan in its entirety will be substantially implemented.

**USAID GENDER PLAN OF ACTION: ADDITIONAL MEASURES
JUNE 12, 1996**

- Position descriptions for Agency Program Officers will be revised to specifically include responsibility for addressing gender issues.
- Experience and understanding of women in development issues will be taken into consideration in recruitment for Program Officers and appropriate technical officers.
- Guidance concerning the critical need to address gender issues in development will be issued to the staff and committees that rate the performance of both civil service and foreign service personnel, and to the boards that select foreign service personnel for promotion.
- USAID competitive assistance guidelines will include a requirement that applicants for assistance demonstrate their abilities to address gender/WID issues. In contracting, a methodology will be developed for including a technical requirement regarding gender issues in statements of work for RFPs.
- Indicators of program impact on the social and economic status of women will be included in the menu of indicators being developed for USAID missions. In addition, the Agency Strategic Framework will be supported by sex disaggregated results indicators and the collection and analysis of sex disaggregated data, as appropriate.
- Language will be included in the Automated Directives System specifying that strategic planning and results reporting documents should indicate how gender considerations are being addressed.
- Each full mission will review and revise its Mission Orders as necessary in order to apply to its directives the forthcoming revision of the Agency's WID Policy.

ANNEX B

**SUMMARY OF ADS SECTIONS THAT REFER TO GENDER
INTEGRATION IN THE PLANNING PROCESS**

SUMMARY OF ADS SECTIONS THAT REFER TO GENDER INTEGRATION IN THE PLANNING PROCESS

The following are excerpts from the ADS 201 series that refer to gender integration. The sections where requirements for gender integration in the planning process appear are:

- ADS 201.3.4.11: **Technical Analysis for Strategic Plans** (section b: **Requirements**)
- ADS 201.3.4.13: **Planning for Performance Management** (section b: **Performance Indicators**)
- ADS 201.3.6.2: Ten Steps in Activity Design (step 3: **Determine the Major Outputs Necessary to Achieve Each Intermediate Step**)
- ADS 201.3.6.3: **Pre-Obligation Requirements** (section a: **Adequate Planning**)

The page numbers in brackets refer to the pages in the ADS 201 series where the corresponding sections are found.

201.3.4.11 TECHNICAL ANALYSIS FOR STRATEGIC PLANS [PAGE 35]

a. Background

Analysis enables Operating Units and SO Teams to examine the feasibility of various aspects of proposed Strategic Plans. It helps planners determine whether the objectives and intended results are appropriate, whether the tactics to achieve objectives and results are the most suitable and cost effective, and whether the plan can be implemented in the time frame proposed and with the available resources. Analysis provides the basis for defining the development hypothesis represented in Results Frameworks as well as critical assumptions that are beyond USAID or partner control. Evidence of sound analysis will be a factor in plan approval.

Analysis helps to define what needs to be done, when, how, and by whom. It tests the feasibility of proposed plans against a number of criteria and confirms whether USAID-funded activities can be developed to achieve the results proposed in a Results Framework. For this reason, analysis of critical factors is conducted for the most part before or during the development of the strategy rather than as a separate task after the planning process is complete...

b. Requirements

The following mandatory technical analysis requirements apply to development of Strategic Plans:

- **Environmental Analysis...**
- **Conflict Prevention Analysis...**

[page 37]

- **Gender Analysis:** Strategic Plans must reflect attention to gender concerns. Unlike other technical analyses described in this section, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given Strategic Plan. Analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of women. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them. For technical assistance and additional guidance, consult your Operating Unit or Bureau gender specialist or the USAID Guide to Gender Integration and Analysis. **(See Additional Help document, Guide to Gender Integration and Analysis - RESERVED)**
- Other Analyses: ...
- **Summary of Analyses:** A summary of all relevant analyses must be included in the strategy document. This summary, which may be included in the main text or in an annex to the strategy document, must cover analyses conducted by the Operating Unit for purposes of strategy development, as well as completed technical analyses conducted previously by USAID or other organizations. This summary should be limited to a brief overview of the analysis, a description of the methodology used to conduct the analysis, and the conclusions drawn. The analytical material included in the strategy must permit the reader to form an independent judgment regarding the adequacy of the analysis, as well as the validity and relevance of the conclusions to the strategy or plan. Operating Units are encouraged to include as annexed references to the strategy document the full range of analyses that were conducted (or referred to) during preparation of the Strategic Plan.

201.3.4.13 Planning for Performance Management [page 42]

Performance management requires access to useful and timely information on a broad range of factors throughout the life of an SO. Without planning how and when this information is to be obtained, it will be difficult or impossible, once activities start, to put systems in place to ensure adequate information flow to affect on-going decision-making and meet annual performance reporting requirements. The SO Team and their operating unit must take adequate steps to plan and institutionalize a process for collecting

performance information as part of everyday work. This section describes how to carry out this planning. (See ADS 203.3.2, **Conceptual Framework, for a fuller discussion of the context within which assessing and learning takes place**)

a. The Performance Monitoring Plan

- A Performance Monitoring Plan (PMP) is a tool to support results-focused program management. A written PMP document must be in place for each SO within one year of strategy approval unless otherwise prescribed by the respective Bureau in the strategy review reporting cable. The PMP must be reviewed and approved by the Head of the Operating Unit. Although SO Teams are not required to submit PMPs to Washington for approval, sharing PMPs with technical and program specialists is encouraged. There is no one standard format for a PMP. Operating Units should use a format that best fits actual needs...

PMP Contents...

PMP Preparation...

b. Performance Indicators

- How Many Performance Indicators Should a SO Team Have? ...
- Can a SO Team Use Qualitative Indicators? ...
- Do SO Teams Have to Use Common Indicators? ...
- Can SO Teams and Operating Units Change Performance Indicators? ...
- How Must Indicators and Evaluations Reflect Gender Considerations? [*page 45*]
 - Men and women have different access to development programs and are affected differently by USAID activities. USAID seeks to understand these differences, both to improve the overall impact of its programs and to ensure that women, who traditionally have less access to loans and other economic goods than do men, can obtain the resources they need to improve their lives.
 - One way to understand the effect of gender on our development efforts would be to disaggregate performance information by sex. In practice, however, this is not always feasible or cost effective. The following requirement has been developed to ensure due consideration in assessing the relationship between gender and our development efforts:
 - Performance management systems and evaluations at the SO and IR levels must include gender-sensitive indicators and sex-disaggregated data when the technical analyses conducted during the strategic planning stage demonstrates that
 - The activity or its anticipated results involve or affect women and men differently
 - This difference is potentially significant for managing towards sustainable program impact

- Such activities include, but are not limited to, humanitarian programs, micro-enterprise grants, and training programs. Where the people targeted by the activity cannot be easily identified (e.g., people who attend mass meetings, people who buy from social marketing program vendors, etc.), it may be too difficult to track and report sex-disaggregated data. In these cases, SO Teams are encouraged to refer to the “USAID Guide to Gender Analysis and Integration” for contextual indicators that may help them to assess gender impact indirectly.
- It is highly recommended that SO Teams be aware that their activities may have significant differential effects by social group and watch to ensure that neither women nor men are disproportionately affected. For example, in a region where 8 of 10 farmers are women and there are certain social norms governing social relations between the sexes, the SO Team should weigh the benefits of using male versus female agricultural extension agents. Similarly, policy changes can often affect men and women differently, and SO Teams should look for unexpected effects that may need to be addressed.
- When gender technical expertise is not present in an Operating Unit, technical assistance is available from the Global Bureau’s Office of Women in Development. (See **Additional Help document, USAID Guide to Gender Integration and Analysis - RESERVED**)

201.3.6.2 TEN STEPS IN ACTIVITY DESIGN [PAGE 56]

The process of developing activities necessary to achieve an SO and meet pre-obligation requirements can be complex. The intent of this section is to provide additional **non-mandatory** guidance on design of activities. Operating Units and SO Teams are encouraged to use this guidance as a starting point when designing activities. [*Although this is a non-mandatory section, the required technical analysis for gender considerations is referenced in Step 3. see text below*]

Step 3. Determine the Major Outputs Necessary to Achieve Each Intermediate Result

- The major categories of USAID-financed outputs needed to achieve each Intermediate Result or group of Intermediate Results are identified along with a time frame for completion. This information will be incorporated later into various acquisition and assistance instruments. Each output should be necessary to achieve the IR or group of IRs.
- Various technical analyses may be necessary to make informed choices on the most desirable outputs. A major focus of this analytical work is obtaining feedback and

participation on the part of ultimate customers. Topics of analysis may include economic, social soundness, environmental, technical, administrative, institutional, and cost-benefit issues. Each type of analysis should specifically and appropriately address relevant gender issues. **(See Additional Help document, Guide to Gender Integration and Analysis - RESERVED)** SO Teams and the approving official determine the type and level of analysis needed. Much of the needed analytical work is normally carried out as part of the preparation of the Strategic Plan. **(See ADS 201.3.4.11)** On complex activities, additional, more detailed analytical work may be needed to meet pre-obligation requirements. Consideration of Agency policy guidance may also affect choice of outputs. **(See ADS 200.4)**

201.3.6.3 PRE-OBLIGATION REQUIREMENTS [PAGE 62]

- Since USAID-program funded activities involve transfer of U.S. taxpayer resources to other governments and organizations, the process of developing and approving activities is very regulated and at times complex. This section summarizes the major legal and policy requirements that must be met before USAID-appropriated funds are obligated. It is important that these requirements be adequately documented. Item “h” describes documentation requirements and options....

The requirements are as follows:

- **a. Adequate Planning.** The activity must be adequately planned and described. **(See Mandatory Reference, Section 611(a) of the Foreign Assistance Act of 1961, as amended)**
- The degree of planning required prior to obligation for a given activity varies depending on the nature of the activity and the nature of the obligating instrument to be used. The following minimum mandatory requirements are designed to ensure that Operating Units adequately plan all activities before obligation:
- **Link to Approved Strategic Plan.** Planning documentation must indicate how the activity will use Agency resources to support achievement of SOs in an approved Strategic Plan.
- **Link to Results Framework.** Planning documentation must show how the activity is linked to a result or results specified in an approved Results Framework and how it will achieve intended results. (The latter requirement normally includes describing linkages between implementing institutions and ultimate customers, use of USAID and partner personnel, and definition of overall responsibilities and authorities.)
- **Illustrative Budget.** Planning for the activity must include an illustrative budget that provides a reasonably firm estimate of the cost of the activity to the U.S. Government.

- **Plan for Monitoring Performance.** Planning for the activity must include a plan for monitoring adequacy of outputs and their effectiveness in achieving intended results. Activity level performance monitoring should be part of the larger performance management effort of the Operating Unit. (See **Mandatory References FAR, AIDAR, and 22 CFR 228 and see ADS 203, ADS 303, and ADS 312**)
- **Analyses.** Analyses necessary to support the approval of an activity must be prepared and may include economic analysis, social analysis, gender analysis, administrative analysis, technical analysis, institutional analysis, cost-benefit analyses, sector assessments, etc. This is a highly flexible requirement. Operating Units and SO Teams are responsible for determining which analyses are needed to support approval of a given activity and how to document such analyses. Section 201.3.4.11 lists various types of analyses that Operating Units should consider, and it references several papers that describe the methodologies used to conduct such analyses. (See **201.3.4.11**) Given the close linkage between Strategic Plans and activities, analyses performed during the initial design of a Strategic Plan will generally contribute to satisfying requirements for analyses. (See **201.3.6.2, Step 3**)

[page 64]

- **Gender.** Activities designed following approval of the Strategic Plan must address gender issues in a manner consistent with the findings of the analytical work performed during strategy development. (See **201.3.4.11 paragraph b, Gender Analysis**) Findings from gender analysis will help to determine how gender needs to be addressed in the activity. SO Teams should ensure that capacity of recipients to address the gender concerns identified during strategic and activity planning is duly considered before funds are obligated. For contracts and grants/cooperative agreements that are issued following a competitive process, this is accomplished by signaling in solicitation documents USAID's expectations regarding gender expertise and capacity, tasking offerors with proposing meaningful approaches to address identified gender issues, and placing appropriate emphasis on gender-related elements of technical evaluation criteria. The following steps must be completed to address this requirement:

(1) For each activity subject to approval, the SO Team must, in one page or less, outline the most significant gender issues that need to be considered during activity implementation. These issues should reflect consideration of the following two questions:

- (a) Are women and men involved or affected differently by the context or work to be undertaken?
- (b) If so, is this difference potentially significant for managing toward sustainable program impact?

The statement must describe how these concerns will be addressed in any competitive solicitations financed under the activity (i.e. Request for Proposal (RFP) for acquisition and Request for Assistance (RFA) or

Annual Program Statement (APS). Note that procurements for goods and commodities are excluded from this requirement.) The text of this gender statement is included in the Activity Approval Document.

- (2) If the SO Team determines that there are no significant gender issues, it must provide a brief rationale to that effect in place of the gender statement in the Activity Approval Document.
- (3) The Approving Official for the activity is responsible for ensuring that the gender statement adequately responds to item #1 in this list. In cases where no gender statement is made (see #2), (s)he must ensure as part of approving the activity that the rationale is adequate.
- (4) Before issuing or approving an RFP, RFA, or APS, the Contract or Agreement Officer will
 - (a) Confirm that either the gender statement is incorporated into the resulting RFA, RFP, or APS requirements or that the rationale (#2) has been completed as part of activity approval; and
 - (b) Work with the SO Team so that the relative significance of gender technical capacity to the Statement of Work or Program Description is appropriately reflected in the technical evaluation criteria.

ANNEX C

**WOMEN AND BUSINESS DEVELOPMENT:
PROMOTING ECONOMIC GROWTH AND JOB CREATION**

WOMEN AND BUSINESS DEVELOPMENT: PROMOTING ECONOMIC GROWTH & JOB CREATION

by Valerie Estes (USAID)

Women-Owned Businesses Are Engines of Economic Growth

- Small businesses create 50 percent of GDP worldwide.
- Small businesses are an essential element of economic growth. In fact, small businesses are equal to large corporations in generating both new jobs and economic growth in many areas of the world.¹
- Not only are small businesses generally providing the majority of jobs and close to 50 percent of the GDP, but businesses owned by women are also a major—though often unrecognized—component of this economic engine.

Women Create More than 25 percent of All New Businesses

In Advanced Market Economies, women own more than 25 percent of all businesses:

- | | | |
|---------------|---|--|
| Europe | * | In France and the UK, 25 percent of firms are headed by women. In Germany, women have created one-third of all new firms since 1990, representing more than one million jobs. ² |
| Japan | * | 23 percent of private firms are set up by women. ³ |
| U.S. | * | Women own 38 percent of all businesses, which employ 27.5 million people—one in every five workers—and generate over \$3.6 trillion in annual sales. ⁴ |

In CEE Transition Economies, women are at least 25 percent of business owners:

- | | | |
|----------------|---|---|
| Georgia | * | Women are 30 percent of the borrowers of the Microfinance Bank of Georgia; the average loan size is \$7,000. ⁵ |
| Hungary | * | Women have started more than 40 percent of the businesses created since 1990. ⁶ |

¹ Small businesses (firms with fewer than 500 employees) employ 53 percent of the private non-farm work force, contribute 47 percent of all sales in the country, and are responsible for 51 percent of the private gross domestic product. Small-business-dominated industries produced an estimated 64 percent of the 2.5 million new jobs created during 1996. (Source: U.S. Department of Labor, U.S. Department of Commerce, September 1997.)

² Source: *Issues for Discussion*, OECD Conference on Women Entrepreneurs in Small and Medium Enterprises, Paris, April 1997.

³ *Ibid.*

⁴ Source: Research Notes, National Foundation for Women Business Owners, May 11, 1999.

⁵ Source: Interview with Bank Credit Manager, October 1999.

- Poland**
- * 38 percent of all businesses are women-owned
 - * Contrary to stereotypes that women entrepreneurs engage primarily in small retail trade, 34 percent provide intangible services such as data collection and processing and 30 percent are in manufacturing.
 - * 66 percent of women-owned firms employ more than 10 persons, and 61 percent are conducting business with foreign firms.⁷
- Russia**
- * Women-owned firms in Russia provide even more employment per firm than do women-owned firms in the U.S. 64 percent of Russian firms employ 10 or more people, in contrast to the 29 percent of U.S. firms which employ 10 or more.⁸
 - * 38 percent of EBRD Small Business Fund loans went to women.
- Ukraine**
- * Women are 35 percent of the entrepreneurs buying newly-privatized land parcels.⁹
 - * 36 percent of the EBRD Micro-Loans (up to \$10,000) have gone to women.¹⁰

Constraints Specific to Women Entrepreneurs

These international data demonstrate that economic growth can be further increased by the support and promotion of women in business. However, despite these successes, women still face even more barriers to entrepreneurial success than men. Two frequently cited constraints are:

- Access to information and business networks: Women and men get information about business opportunities and skills from different sources. For example, many new businesses, and their associations, are based on Soviet “old-boys” networks, which do not include women. And significant information—ranging from credit to training opportunities—is passed through these networks, thereby excluding women.
- Access to collateral: Evidence suggests that privatization has resulted in men controlling more assets than women.¹¹ One result of this is that women entrepreneurs have less collateral to use in obtaining the financing needed for business development and growth.

Next Steps on Women and Business Development:

- Even though we may think of our policies and activities as gender neutral—having equal impacts on men and women—many are gender blind—having differential impacts on men and women.

⁶ Source: *Success Story in Hungary*, Center for International Private Enterprise (CIPE), Washington, D.C., 1997.

⁷ Source: Lisowska, Ewa, *Research Among Polish Businesswomen*, Firma 2000, Warsaw, 1998.

⁸ Source: *Survey of Women Business Owners in Russia*, National Foundation for Women Business Owners, Silver Spring, MD, 1996.

⁹ Source: UKRels (Ukraine Enterprise Non-Agricultural Land Privatization Project), A joint project of the US Government and the Government of Ukraine, September 1999.

¹⁰ Source: EBRD Report to USAID/West NIS, June 1999.

¹¹ See *Gender and Agricultural Privatization in ECA*, Draft, Marnia Lazreg, MNSD, World Bank, May 1998.

Therefore, it is essential that our strategies and activities be gender neutral, that the opportunities and constraints for both men and women be considered.

- By explicitly targeting women, as well as men, in strategic and implementation planning, USAID's SME activities will have even more effective results. Conversely, by not including gender issues, women become eliminated—however unconsciously—from the picture.
- Eliminating or reducing constraints that are specific to women entrepreneurs, will help even the playing field and enable women to play an even greater role in private sector growth.

Conclusions

- Promoting women-owned businesses increases economic growth and job creation.
- It is sound economics and good development policy.

For more information, please contact:

Valerie Estes, Gender Advisor, Europe and Eurasia Bureau, USAID

ANNEX D
OBJECTIVE AND METHODOLOGY

OBJECTIVE AND METHODOLOGY

The primary objective of the consultancy was to develop the USAID/Kiev's Gender Plan of Action. Additionally, the consultant was requested to provide training on new USAID regulations related to gender and conduct awareness building sessions with specific sector teams.

Prior to arriving in country, the consultant gathered and reviewed papers and information on gender-specific sectoral research. Majority of information was gathered from meetings and interviews with the E&E Bureau Gender Advisor, Valerie Estes and members of the International Center for Research on Women. Additionally, information was gathered from gender-related webpages including World Bank's website. The consultant reviewed USAID's regulations on gender, the R4s and country strategies for Ukraine, Belarus, and Moldova.

Additionally, the Gender Plan of Action was developed in the USAID Policy framework on Gender. The following documents were reviewed prior to arrival to the mission:

- USAID's WID policy
- USAID's Gender Plan of Action.
- ADS Regulation on Gender
- ADS Series 200's Guide to Gender Integration and Analysis (draft)

Upon arriving in Kiev, Ukraine, the consultant held initial meetings with the Mission Gender Advisor, Program Officer, Mission Director, Deputy Director, and the Gender Committee. A series of interviews with USAID personnel from all technical Offices were held. Additionally, a questionnaire was designed and sent to over 20 implementors in Ukraine. Interviews were held with 7 implementors to gather more detailed information on gender considerations in their activities. Meeting was held with the UNDP Gender in Development Program Officer to discuss their activities and goals over the next 2 years.

The consultant went to Moldova with the Mission Gender Advisor for one day of meetings and interviews with the activity managers and program assistant. The consultant held phone conversations with the members of the Belarus team. It should be noted due to the smaller size of the USAID programs in Belarus and Moldova, and the time constraints, majority of tasks outlined are for Ukraine only. Specific tasks for Moldova and Belarus are noted throughout the Gender Plan of Action.

Based on the information gathered, a Mission Gender Plan of Action was developed and presented at a debriefing session on December 22.

ANNEX E
PERSONS CONTACTED

PERSONS CONTACTED

USAID/Kiev

Office of Director

Christopher Crowley, Mission Director
Alexandria Panehal, Deputy Mission Director

Legal Office

William Valletta, Assistant Regional Legal
Advisor

Contract Office

Donella Russell, Office Director
Bruce Gelband, Contracts Officer
Winifred Mulligan, Acquisition Specialist
Svetlana Podeyko, Contract Administrator
Alena Orlova, Contract Administrator

Office of Program Coordination and Strategy

Randal Thompson, Program Officer
Michael Foster, Deputy Office Director
Bill Penoyar, Program Officer
Ken Duckworth, Project Development Officer
Marvin Dreyer, Project Development Officer
Tamara Babiuk, Information Officer
Larissa Piskunova, Web Master
Stella Roudenko, Program Development
Specialist
Tatiana Timoshenko, Gender Advisor

Office of Private Sector Development

David Leiberman, Deputy Office Director
Tatiana Rastrigina, Activity Manager
Vica Marchenko, Activity Manager
Bogdan Chomiak, Agriculture Specialist
Natalia Stepanets, Agriculture Specialist
Alexander Muliar, Agriculture Specialist

Office of Economic Restructuring

David Dodd, Deputy Office Director
Victor Verhun, Banking Specialist
Tatiana Kornilova, Energy Specialist
Petro Luzik, Tax Specialist

Office of Democratic and Social Transition

Natalia Holl, Financial Analyst
Vladimir Yatsenko, Social Protection
Specialist
Irina Gladun, Program Assistant
Eliot Pearlman, Senior Health Advisor
Boris Uspensky, Health Specialist
Alina Yurova, Program Assistant
Sylvia Babus, Civil Society Specialist
Bert Oram, Rule of Law Specialist
Dan Thompson, Environment Advisor
Ulian Bilotkach, Municipal Development
Specialist
Elena Kotlyarskaya, Program Assistant

Chisinau Office

Philip Fine, Energy Advisor
Marina Panciuc, Program Assistant
Vasile Filatov, Activity Manager
Ken Lyvers, Agriculture Advisor

Belarus Office

Larissa Komarova, Activity Assistant
Dimitriy Likhuto, Activity Manager

USAID/WASHINGTON

George Ingram, Assistant Deputy
Administrator
Valerie Estes, Gender Advisor
Faye Haselkorn, Municipality Development
Specialist

DONOR AND PARTNERS

ABA/CEELI

Adele Baker, Project Manager

Barents Group/KMPG – Bank Supervision

Glenn Tasky, Advisor

Barents Group/KMPG – MBA Program

Marina Antonova, Project Director

**Consortium for Enhancement of Business
Management Education**

Mick Malley, Project Manager

Citizens Network For Foreign Affairs

Jerry Bahensky, Chief of Party

Development Alternatives Inc.

Joe Welsh, Chief of Party

Deloitte and Touche

Petro Matiaszek, Chief of Party

Hagler Bailly Services, Inc.

Mary Harris, Chief of Party

**International Project Consult – EBRD
Loan Program**

Carol Reichelt, Program Manager

Internews

Veronica Podshivaylova, WID Advisor

Junior Achievement International

Nancy Keel, Project Manager

**National Democratic Institute for
International Affairs**

Thomas Cornier, Chief of Party

PADCO, Inc.

Mitch Wiener, Project Director

RONCO International Corp

Conrad Fritsch, Chief of Party

Gavin Anderson and Company

Marta Kolomyets, Chief of Party

UNDP – Gender in Development Project

Oxana Kuts, Project Director

ANNEX F

FINDINGS OF IMPLEMENTORS' SURVEY

FINDINGS OF IMPLEMENTORS' SURVEY

INTRODUCTION

As requested in the Scope of Work for the Gender Consultant, a survey of contractors and grantees was conducted with the purpose to obtain an overview of implementing partners' efforts to address gender issues. A survey document was developed and approved by the Mission personnel during the first week in country. The survey was developed to gather information on the following:

- Partner's Degree of Understanding of Gender and United States Agency for Development's Policies on Gender
- Partner's Identification of Gender Issues in Sectors and Activities
- Approaches Taken and Phases of Gender Consideration Integration in Activities
- Recommended Assistance Needed by Partners

The survey was distributed to 22 partners with responses received from 15 partners. Interviews were conducted with 7 partners. This report will provide the findings from the surveys and interviews. Additionally, recommendations are provided to answer any problems or issues noted in the findings.

FINDINGS

The findings from the surveys and interviews provided information on Partners' understanding of sector specific gender issues and United States Agency for International Development (USAID) policies on Gender. Approximately half of the partners contacted could identify gender issues in the sector of their work. The following are comments from specific Partners:

- Thomas Cornier, National Democratic Institute for International Affairs (NDI), noted that lack of equal participation of women in political parties and on party platform development is an issue.
- Mitch Wiener, PADCO Inc., stated that there are specific issues for women and men in pension reform. Issues for women include greater lengths of absence from work due to childcare responsibilities, survival benefits and lower overall wage levels. Men also have issues such as child support and occupational disabilities need to be also identified when working on pension reform.
- Glenn Tasky, Barents Group/KMPG, noted the lack promotion of qualified women in the National Bank of Ukraine.
- Veronica Podshivaylova, Internews, commented that there is an overall lack of reporting in the local media on women specific issues.

The other Partners did not identify gender issues for their sector or activity but noted the inclusion of women into specific components of the activity. Many Partners were unaware that integration of gender considerations means identifying differences, roles, rights, and issues of men and women. Many Partners viewed gender issues as women-issues and, specifically, inclusion of women in training events.

It was also noted in surveys and interviews that many Partners are neither requested nor required to provide gender specific qualitative or quantitative data. Without this information, it is difficult to assess the effectiveness of the activities. An example of the issue became apparent during an interview with Carol Reichelt of International Project Consult (IPC), which is implementing the European Bank for Reconstruction and Development (EBRD) Small Loan Activity in Ukraine. Under their cooperative agreement, IPC is required to provide sex disaggregated data on loans disbursed. Every month, the USAID activity manager receives a short email message that states the number of loans disbursed disaggregated by sex. This data is not included in the formal quarterly report provided to the activity manager. From this information provided in the email message, one can not ascertain if IPC has identified gender issues and are working to address the issues. However, it was noted in the interview that the Program Manager is keenly aware of gender in all its components and any issues. The advertising component of the loan program actively targets women, as well as men, by having equal representation in advertising. Equal numbers of men and women are trained as loan officers. Regarding the collateral requirement of loan program, which can be a gender issue in many loan programs throughout the world, the EBRD Small Loan program is flexible to accept items from apartments to exercise machines. Overall, the activity is working to create equal access by loans. However, this information is not provided in quarterly reports.

A Chief of Party of an implementing organization stated that addressing gender issues are important for the overall effectiveness of his activity in Ukraine. However, his superior within this partner organization does not think gender is a priority within the components of the activity. The Chief of Party recommended to include gender within USAID reporting documents, specifically in the Results Review/Resource Request (R4), and Performance Monitoring Plans (PMPs). By including gender in these documents, the activity will be required to address gender issues and the superiors will also receive the message that gender is a priority of USAID.

It should be noted that the findings in this paper are only representative of a small percentage of overall Partners of USAID in Ukraine. Additionally, due to lack of time, the surveys and interviews were not conducted with Partners in Belarus or Moldova.

RECOMMENDATIONS

From the surveys and interviews, it can be noted that Partners want and need to be aware of USAID policies on gender. One Partner requested that USAID/Kiev produce a newsletter for distribution at staff meetings. Other Partners requested to be invited to any meetings within USAID on this subject. The Gender Webpage on the USAID/Kiev website will be a good tool for Partners to access Mission specific information and links to sector specific resources. Whatever vehicle is chosen, Partners need to be provided with additional information on gender and USAID policies.

As noted in the Findings Section, most Partners are not reporting on gender in their quarterly reports. Activity Managers should request that their Partners report on gender and any issues in their quarterly reports. Additionally, if a gender specific goal has been identified, such as more inclusive political parties, the results, indicators, and evaluation criteria should be modified to reflect the results sought. Reporting on gender can assist the Activity Managers to understand any issues that may impact the effectiveness and sustainability of the USAID funded activities.

Most of the Partners contacted do understand the implications of gender within their sectors and activities. However, Partners are not aware of USAID policies on gender. USAID can assist its Partners by disseminating information and creating a dialogue about gender. This dialogue will create more effective and sustainable activities.

ANNEX G

EVALUATION/ASSESSMENT SCHEDULE

USAID/Ukraine EVALUATION AND SECTOR ASSESSMENT SCHEDULE
FY 2001 (October 1, 2000 - September 30, 2001)

13	PROGRAM NAME	IMPLEMENTING PARTNER CARRYING OUT PROGRAM BEING EVALUATED	TYPE OF EVALUATION (MIDTERM, PARTICIPATORY, ETC.)	DATES OF EVALUATION	F Y	USAID/ Kiev Office	CTO/Activity Manager
1.4	Bank Training; Commercial Bank Restructuring (International Accounting Standards); Bank Supervision; MBA in Finance	Barents-KPMG, IBTCI, Booz Allen Hamilton, IMI	Evaluation will focus on impact of USAID technical assistance	Spring 2001	FY 2001	OER	Boris von Hoffman
1.4	Securities Regulation	FMI	Sector Assessment	Feb-June 2001	FY 2001	PSD	Demir Yener, Georgia Sambunaris
1.3c	Technical/Business Development Assistance to SMEs	Alliance (IESC, CDC, ACDI/VOCA, MBAEC)	Midterm Evaluation	Jan.-Feb. 2001	FY 2001	PSD	TBD
1.3c	Ukraine Business Management Strengthening	CEUME/University of Minnesota	Midterm Evaluation	Dec. 2000	FY 2000	PSD	Tatiana Rastrigina
1.6	Global Climate Change	Hagler Bailly	Midterm Evaluation	07/01/01-09/30/01	FY 2001	ODST	D. Thompson
2.1	Media Assessment	Internews, IREX	Sector Assessment	01/01-04/01	FY 2001	ODST	B. Oram
2.1	NGO Assessment	CAP	Sector Assessment	01/0103/01	FY 2001	ODST	K.Yakubenko, S.Babus
2.2	Review and Assessment of Parliamentary Assistance	Indiana University	Sector Assessment	04/01-06/30/01	FY 2001	ODST	O. Piskun
2.3	Assessment of Sustainability of Ukraine Water Technology Center	CH2MHill	Assessment	04/01-06/30/01	FY 2001	ODST	U. Bilotkach
3.2	Children of Chernobyl Illness Program (CCIP) midterm evaluation	MCSI	Midterm Evaluation	08/23/00-11/03/00	FY 2001	ODST	O. Radziyevska
3.2	Health Partnerships	AIHA	Midterm Evaluation	03/01-06/01	FY 2001	ODST	E. Pearlman
3.4	Social Sector Review and Poverty Assessment	PADCO	Sector Assessment	04/01-07/01	FY 2001	ODST	I. Gladun, M. Schmidt
3.4	Humanitarian Assistance Assessment	CHAP	Sector Assessment	01/01/01-03/01	FY 2001	ODST	I. Gladun, K. Yakubenko
4.2	Eurasia Foundation	Eurasia Foundation	Midterm Evaluation	10/00-11/00	FY 2001	ODST	M.Smith, USAID/W
1.3b	Enterprise Restructuring	Barents Group	Final Evaluation	TBD	FY 2001	PSD	Sergei Vetosh
1.3b	Enterprise Land Privatization	The Recovery Group	Final Evaluation	TBD	FY 2001	PSD	John Pennel

ANNEX H

**GENDER ANALYSIS LANGUAGE FOR ASSESSMENTS
AND EVALUATIONS**

GENDER ANALYSIS LANGUAGE FOR ASSESSMENTS AND EVALUATIONS

To create effective and equitable activities, USAID/Kiev is committed to identifying and addressing gender considerations in all of its technical analyses, performance monitoring and evaluation, and designing of new programs. Gender considerations are defined as differences between men and women in their roles, activities, needs, opportunities and constraints.

As part of this assessment/evaluation, gender considerations will be identified and analyzed. The following three questions will be addressed:

- 1) How the problems of men and women may be different in this sector?
- 2) How has the impact of USAID activities differentially affected women and men?
- 3) How the contributions of men and women may contribute to results in different ways?

Some relevant issues within gender analysis to identify differences between men and women include the access/control over resources and gender roles, rights and responsibilities. For example, if a woman is unable to attend a training event due to her childcare responsibilities.

The team will provide quantitative and qualitative data identify the gender considerations within the sector. Additionally, the team will provide recommendations regarding how any gender issues can be addressed in any new activity design.

ANNEX I

PERFORMANCE MONITORING PLAN—USAID/UKRAINE SO 2.1

DRAFT PERFORMANCE MONITORING PLAN

Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection or Calculation	Data Acquisition, Analysis and Reporting		Comments
				Schedule/Frequency	Responsible/ Costs	
SO 2.1 Increased, Better Informed Citizens' Participation in Political and Economic Decision Making						
Number of hearings held by the Verkhovna Rada that feature substantial input by CSOs to the legislative debate	<p>Substantial input is where affected citizens or CSOs have a legitimate opportunity to present their opinions and points of view (i.e. they are given advance notice of the meeting, an opportunity and adequate time to present their opinions).</p> <p>Unit: # of legislative initiatives, disaggregated by public hearings and committee hearings.</p>	PDP (lead coordinating role) ICNL, Freedom House (?) and possibly an umbrella civil society contractor, if engaged	PDP maintains a database to track legislative hearings in USAID priority areas (e.g. institutional, political, economic reform). The database tracks responsible committee, the status of legislation, # of votes, actions of the government, actions of the president. The contractor will add a category to capture "substantial citizen input" as defined here.	Annual—R4	SO2.1 team	This indicator is focused on examining whether citizens have opportunities for substantial input into the legislative process. As part of the analysis for this indicator, it will be important to ensure that citizen perspectives are not only those of the powerful (e.g. oligarchs) but that the perspectives of citizens at the grassroots level are represented. Second, the R4 narrative will highlight any examples where CSO's have demonstrable impact on legislation (in effect, a higher level impact-- where a position or point of view of a CSO has is reflected in legislation). This indicator also reflects the idea that as analytic capacity improves on the part of CSOs (captured, in part, by the CSO index), that they will also gain greater influence on the legislative process.

Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection or Calculation	Data Acquisition, Analysis and Reporting		Comments
				Schedule/Frequency	Responsible/Costs	
Citizen Participation in NGOs	Percentage of citizens who participate in non-governmental organizations (this does not include organizations affiliated with the state, political parties, or religious organizations). Unit: % of citizens, disaggregated by sex and age.	Democratic Initiatives	Random sample polling.	Annual	SO2.1 team	Overall participation in NGOs is increasingly slowly. This indicator is used to compliment the one above and to provide a sense of whether citizens are becoming more active.
IR 2.1.1 Civil Society Organization Contribution to Democracy Enhanced						
Number of targeted civil society organizations that improve on the CSO effectiveness index.	The CSO index consists of: 1) Efforts to expand the financial resource base (including efforts to raise revenues and to what extent they have tried to get local resources such as equipment, services, space, etc) 2) Organizational capacity (including membership, boards, regular meetings) 3) Financial management (including accounting, auditing, budgeting) 4) Internal Democracy (including elections to leadership positions, consultations with members, regular meetings)	USAID, CAP, Freedom House, NDI IRI	Panel convened to assess each factor on a scale 1-5 non-existent capacity/ineffective and 5 is outstanding/excellent with little or no room for improvement. Factor #9 will be weighted 4 times the value of the others (the value will be multiplied by 4) since it is the main purpose and addresses impact. Therefore, there could be a minimum score of 1 to a maximum score of 48.	Annual—R4		CSOs may not improve in all respects but they should do so in terms of their own definition of their program focus. For example, if they put less emphasis on institution building and more on impact, the improvement anticipated should accord with that emphasis; using another example, a highly professional organization may not be as inclusive.

Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection or Calculation	Data Acquisition, Analysis and Reporting		Comments
				Schedule/Frequency	Responsible/ Costs	
	<p>4) Inclusiveness (notably women, children, youth, marginalized communities)</p> <p>5) Strategic Planning, vision and relevance/significance to country</p> <p>6) Networking (cooperation, coalition building for mutual advantage, including other CSOs, political parties, government)</p> <p>7) Public relations (public meetings, relations w/media)</p> <p>8) Impact (in areas selected by CSOs such as: policy advocacy, legal advocacy, oversight of government, public awareness, conflict resolution/prevention, etc. civic education)</p>		<p>Suggestion is that the panel consists of the following representatives: 1 to 2 – USAID 1 to 2 – Ukrainians 1- CAP or successor 1- Freedom House 1 - NDI 1- IRI</p> <p>Implementing partners & USAID should select the number and type of CSOs to assess, by specified criteria (this could be large/small, local/national, nascent/established, etc). The selected CSO should be given some guidance on the process and the index. Then the CSO will first self score and provide this analysis to the panel as input.</p> <p>Following the panels CSOs should receive feedback on assessments.</p>			<p>This index includes a component to capture a broader set of impacts depending on the focus of the CSO, while at the SO level, there is an emphasis on CSO input into the legislative process on a national level.</p> <p>The index will be used as a diagnostic and learning tool (as opposed to a “grading mechanism”) to understand performance but also to plan where improvements can be made and where assistance can be targeted for the best results.</p>

Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection or Calculation	Data Acquisition, Analysis and Reporting		Comments
				Schedule/Frequency	Responsible/ Costs	
IR 2.1.2 Democratically Oriented Political Parties More Effective						
Number of parties in selected oblasts demonstrating improvement on the political party building index	<p>(See attachment 1 for a full discussion) The political party index consists of two components. The first component gauges capacity and the democratic orientation of the organization. This will be conducted annually and will capture the following elements:</p> <ol style="list-style-type: none"> 1) Organizational capacity 2) Strategic Orientation 3) Democratic Orientation 4) Voter Contacts 5) Attracting and Mobilizing Members 6) Coalitions Built and Strengthened 7) Communication with Public <p>The second component gauges the impact of political parties and will be conducted only during election years:</p> <ol style="list-style-type: none"> 1) Campaign Preparedness 2) Candidate Preparation 3) Winning Seats 	NDI IRI	<p>Each element would be ranked on a scale from 1 (non-existent capacity) to 5 (outstanding/excellent with little or no room for improvement)</p> <p>See also CSO index for a description of the panel process.</p>	Annual- R4	SO2.1 team	<p>Implementers may select the parties they choose to work with (i.e. they might choose two that are advanced and two that are difficult).</p> <p>For a complete discussion of each of these criteria, see attachment 1.</p> <p>Note; Presidential elections take place every 5 years, while parliamentary and local elections take place every 4 years.</p>

Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection or Calculation	Data Acquisition, Analysis and Reporting		Comments
				Schedule/Frequency	Responsible/ Costs	
Number of graduates in USAID-sponsored political party training in responsible positions	Number of graduates of training that hold responsible positions (key decision making role and where they are considered an important contributor) in organizations that contribute to Ukraine's democratic transition. Organizations can include government (e.g. oblast councils, rayons), established NGOs, and political parties. Unit: Number of graduates, disaggregated by men and women	NDI IRI	Implementor reports (e.g. NDI follows up with political parties to confirm whether participants in training are employed and by whom).	Annual	SO 2.1	NDI would be interested in examining whether a survey instrument for follow up is appropriate. They have conducted surveys but would be interested in fine tuning it.
IR 2.1.3 More Open and Competitive Elections						
Numbers of election commission members trained at all levels by the GOU's central electoral commission in preparation for each election	Election commission (CEC) members who have been trained. Unit: Number of personnel, disaggregated by men and women.	DA, CEC	CEC training records (primary source) and DA.	During elections	SO 2.1 team	This indicator will be measured only during elections. USAID personnel also function as monitors and will spot check data. Confirm that CEC can report this data to USAID.
% of sites with at least 1 independent observer present.	Independent observers are representatives of CSOs that do not have a specific party affiliation. Unit: Number of observers.	CVU (Committee Voters of Ukraine) CEC DA NDI	Observers/monitors must register at polling sites as independent. CVU keeps these records and pays observers. CVU will be primary source of information.	During elections		This indicator will be measured only during elections. USAID personnel also function as monitors and will spot check data. Regular elections appear to have good coverage, so targets will focus on consistency over time.

Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection or Calculation	Data Acquisition, Analysis and Reporting		Comments
				Schedule/Frequency	Responsible/ Costs	
IR 2.1.4 More Unbiased Public Information Available						
Improvement in Broadcast Quality	<p>Improvement will be measured through the following:</p> <p>1) Quality of news -- subject matter improvement</p> <p>Unit: Score on index</p>	InterNews	<p>Quality: InterNews uses an index to track the quality of information available to the public. One component of this index measures whether there is an improvement in the average news content score. This information is reported against this indicator. For more detailed information, see attachment A (<i>note; some of the information contained in this attachment is considered proprietary by InterNews</i>).</p>	Annual	SO2.1 team	<p>The advocacy component of InterNews' index will be captured in the CSO index. In selecting key indicators, quality and quantity were deemed most important for USAID reporting purposes, although InterNews may compliment these two primary indicators with additional information as a part of the data analysis. For example, financial sustainability is considered an important factor, among others.</p>
Improvement in Broadcast Quantity	<p>Total number of hours per week produced by non-state regional television companies (in 30 target cities).</p> <p>Unit: Percentage.</p>	InterNews	<p>See attachment A for more detailed information (<i>note; some of the information contained in this attachment is considered proprietary by InterNews</i>).</p>	Annual	SO 2.1 team	<p>The economy (i.e. whether stations can produce news in a cost effective manner) will affect this indicator and should be taken into account to interpret trends.</p>

Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection or Calculation	Data Acquisition, Analysis and Reporting		Comments
				Schedule/Frequency	Responsible/ Costs	
						Therefore, examining circulation is likely to provide a distorted picture of impact.
IR 2.1.5 Citizen's Anti-Corruption Campaign More Effective						
Number of anticorruption actions conducted by USAID funded organizations	An anticorruption action must result in a tangible action against corruption (this does not include workshops or training, but rather the result of these types of activities). An example, might be that a corrupt police officer is removed or a city council changes a decision as a result of CSO activity against corruption).	Implementing Partner to be determined, NDI	Grantees create action plans; the future implementing partner will likely monitor the impacts of these grants against these action plans. NDI will also be able to report via its work with CVU	SAR reporting	SO 2.1 team	This indicator is differentiated from the next indicator (# of court cases) because this focuses on the ability of citizen watchdog groups to get results outside of the formal legal system.
Number of corruption cases resolved in favor of targeted clients.	Cases need not only be court cases but they should be "legally framed" (where a lawyer is used to define the case in the context of the law. These cases may emerge from requests for assistance to CAOs (civil advocacy organizations) or ABA/CEELI lawyers. Favorable resolution involves a result that includes at least one aspect of the decision supportive of the client's declared interest or objective in the case. Unit: Number of cases	National anti-corruption implementing partner to be determined ABA/CEELI NDI (ad hoc basis)	Check this with ABA/CEELI NDI will also report against this via its work with CVU.	SAR Reporting	SO 2.1 team	The focus of this indicator is on the extent to which USAID-assisted CAOs continue to bring forward cases to formal bodies.

Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection or Calculation	Data Acquisition, Analysis and Reporting		Comments
				Schedule/Frequency	Responsible/Costs	
Narrative Comment	The narrative will provide examples of community integrity partnerships solving corruption problems through changed practices. Relevant examples include partnership recommendations being implemented by government organizations (e.g. customs administration, tax inspection, licensing, or law enforcement organizations) or other follow up actions in constructive response to partnership initiatives. Constructive response refers to implemented actions linked to partnership efforts, that appear to have the effect (or reasonable potential) of reducing the extent of corrupt behavior.					

POLITICAL PARTY EFFECTIVENESS INDEX

The political party index consists of 2 major components. The first covers capacity and the democratic orientation of the party (both internal and external). The second captures the impacts of political parties and would only be scored during election years:

Component 1—Capacity/Democratic Orientation (Scored Annually):

- 1) Organizational capacity
 - internal communication
 - training procedures
 - organized structures and chapters
 - financial management
 - effective links between the national and local level (e.g. link between parliament and local party level, if applicable)
 - internal party discipline (whether decisions are implemented)

- 2) Strategic Orientation
 - An overall vision/strategy is apparent (e.g. stated goals and an approach for achieving those goals)
 - Issue orientation is made clear

- 2) Democratic Orientation
 - Internal Democracy (issues and approaches are vetted and members have influence over the party's direction)
 - Promotion of democratic mechanisms to assure elected officials are accountable to the voters

- 3) Voter Contacts
 - Systematic efforts to get the vote out

- 5) Attracting and Mobilizing Members and Supporters
 - Encounters to expand membership beyond party activists (e.g. town hall meetings, speaking, etc)
 - Deliberate efforts to articulate and convey the party's message

- 4) Coalitions built and strengthened
 - Partnerships with other groups are built and expanded on common issues

Component 2—Campaign Impacts (scored only during elections)

- 1) Campaign Preparedness
 - Campaign plans developed
 - Targets set for voting

- 2) Candidate Preparedness
 - Selection
 - Preparation
 - Assistance
 - Training

- 3) Winning seats at the national and local level
 - Percentage of targets met

ANNEX J

EXAMPLES OF SOS, IRS, AND INDICES

EXAMPLES OF SOS, IRS AND INDICES

The following are recommendations for specific SOs, IRs, and indices. With the development of new country strategies in Ukraine and Moldova and modification of the country strategy in Belarus, the SO structures in all three countries will be changed over the next 12 months. Below are examples of how SOs, IRs, and indices can be modified to be gender sensitive.

- **IR 1.3a.2: Increased Access to Land for Private Farming**
Recommendation: All people level indicators including number of legal titles and number of registered private farmers.
- **IR 2.1.2 Democratically Oriented Political Parties More Effective**
Measurement: The political party index that consists of two components
Recommendation: Include “Equity Orientation” defined “Women, as well as men, have influence and decision-making (platform development) capacity” as one of the elements in a component.
- **IR 2.3.4 Professional and Technical Support for Local Government Improved**
Measurement: Improvements on Local Government Support Organizations’ index
Recommendation: “Inclusiveness” as one of the index elements.
- **SO 3.2: Improved Sustainability of Social Benefits and Services**
New IR: HIV-related risk groups receive information and change risk behaviors
Recommendation: Quantitative data is sex-disaggregated
- **SO 3.4: Mitigation of Adverse Social Impacts of The Transition to Market-Based Economies**
Recommendation: With the start of a new Pension Reform project that will focus on implementation, a new set of Intermediate Indicators and measurements will be developed. It is recommended and agreed upon with the Activity Manager that the Mission Gender Advisor and E&E Bureau Gender Advisor will review the new IRs for gender.

ANNEX K

GENDER PLAN OF ACTION TIMETABLE

**GENDER PLAN OF ACTION
2001-2002 TIMETABLE**

RECOMMENDED ACTION	SPECIFIC TASK	TIME TO BE COMPLETED							
		2001				2002			
		1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
Gather and Analyze Baseline Information	Rapid Appraisal		Mission to set timeframe						
	Evaluations/Assessments								
	Pension Reform	Gender Analysis Completed by July 2001							
	Agriculture - Ukraine		Gender Analysis completed within 3 months of start date of New Activity						
	Agriculture - Moldova	Gender Analysis Completed by July 2001							
	Fiscal Reform Activity		Gender Analysis completed within 3 months of start date of New Activity						
	Political Participation Activities		Papers due by May						
Development of Staff Expertise	Assistant to Mission Gender Advisor		Named in May						
	Sectoral Gender Advisors		Named by May						
Creating Training Opportunities	Sectoral Training								
	G/WID								
	Awareness Building								
Building Awareness and Creating Toolkit	Webpage		Developed by April						
	Virtual Toolkit								
	Library								
Integration into Mission Documents	Cross Cutting Issue								
	Results Framework	All SOs reviewed by Gender Advisors				All SOs reviewed by Gender Advisors			
	Semestral Activity Reports		Reviewed in April	Due in July		Due in January		Due in July	
	Procurement Documents								
Strengthen Mission Gender Committee	Formalization of Gender Committee		Presented by May						
	Retreat		Held in June						
	Quarterly Meetings								