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# GENDER ASSESSMENT USAID/DOMINICAN REPUBLIC

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# **GENDER ASSESSMENT USAID/DOMINICAN REPUBLIC**

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**The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.**

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## Acronyms

ADS	Automated Directives System
AECID	Spanish Agency for International Cooperation
AIDS	Acquired Immune Deficiency Syndrome
AMCHAM	American Chamber of Commerce
AOs	Assistance Objectives
APS	Annual Program Statement
CAFTA	Central America Free Trade Agreement
CAP	Control Assistance Program
CEDAW	The Convention for the Elimination of All Forms of Discrimination Against Women
CENSEL	<i>Centro de Servicios Legales a la Mujer</i>
CETT	Centers of Excellence for Teacher Training
CIPAF	<i>Centro de Investigación para la Acción Femenina</i>
CIPROM	<i>Comité Interinstitucional de Protección a la Mujer Migrante</i>
COIN	<i>Centro de Orientación e Investigación Integral</i>
CONAMUCA	<i>Confederación Nacional de Mujeres Campesinas</i>
COPRESIDA	Presidential Council for HIV/AIDS
CSO	Civil Society Organization
DG	Democracy and Governance
DHS	Demographic and Health Survey
DICOEX	Directorate of Foreign Trade
DR	Dominican Republic
DSTA	Dominican Sustainable Tourism Alliance
EG	Economic Growth
ENDESA	Demographic and Health Survey (in Spanish)
FINJUS	<i>La Fundación Institucionalidad y Justicia</i>
FTZ	Free Trade Zones
GATE	Greater Access to Trade Expansion (USAID Project)
GBV	Gender-Based Violence
HIV	Human Immunodeficiency Virus
IDB	Inter-American Development Bank
INSTRAW	International Research and Training Institute for the Advancement of Women (UN)
INTEC	<i>Instituto Tecnológico de Santo Domingo</i>
LAC	Latin America & Caribbean
LAPOP	Latin American Public Opinion Project
MCC	Millennium Challenge Corporation
MCH	Maternal and Child Health
MUDE	<i>Mujeres en Desarrollo</i>
NGOs	Non-Governmental Organization
ONE	<i>Oficina Nacional de Estadísticas</i>
PEPFAR	US President's Emergency Plan for AIDS Relief
PUCMM	<i>Pontificia Universidad Católica Madre y Maestra</i>
RED	Rural Economic Diversification
RfAs	Requests for Assistance
RfPs	Requests for Proposals
SEIC	State Secretary for Industry and Commerce
SEM	<i>Secretaria del Estado de la Mujer</i>
SESPAS	<i>Secretaria del Estado de Salud Pública y Asistencia Social</i>
SOW	Scope of Work
SOT	Strategic Objective Team
TB	Tuberculosis

UNDP  
USAID  
WB

United Nations Development Program  
United States Agency for International Development  
The World Bank

## Executive Summary

In a recent Executive Message (May 2009), USAID reaffirmed the importance of attention to gender concerns in development programming. The Gender Assessment of the USAID/Dominican Republic portfolio sets the stage for effectively addressing gender issues by working with the Mission teams and partners to identify key gender concerns in each sector, assess the extent to which the programs address these concerns, and provide recommendations for gender integration in the future. The assessment involved the review of USAID documents and other literature, and a series of interviews with USAID staff and partners as well as representatives of non-governmental organizations (NGOs), government institutions, and other donors. The fieldwork was carried out in March 2009.

Gender analysis and integration in USAID programs focus on two main areas of inquiry:

- How will gender relations affect the achievement of program results?
- How will the program results affect the relative status of men and women?

The assessment examined each of the three Mission Assistance Objectives – Governing Justly and Democratically, Economic Growth, and Investing in People (Education and Health) – as well as, a new integrated rural development project in eight *bateyes*. In addition to recommendations provided for each Assistance Objective, the assessment concludes with guidance for the Mission Gender Committee to develop and implement a Gender Plan of Action for effective integration of gender considerations across the portfolio.

## Background and Context

The women’s movement in the 1980s and early 1990s was strong in the Dominican Republic, well organized, and effective in articulating “women’s issues” and placing them on the national agenda. Both the civil society organizations and the women’s ministry (*Secretaria del Estado de la Mujer, SEM*), created in 1999, were instrumental in the passage of key legislation affecting the status of women in terms of gender-based violence, labor rights, property rights, and others. Effective and concrete steps have been taken within the justice system to increase equality in access to justice, and to broaden the responsiveness of the court system to domestic and gender-based violence.

At the same time, men dominate the top political and decision-making positions in both the government and the private sector, and the culture of “*machismo*” is repeatedly cited as the central descriptor of gender relations in the country. In the last decade the force for advocacy among NGOs focused on women’s rights has dissipated, as many have moved toward project activities, and the efforts for attention to gender issues and women’s rights have centered on the *SEM*. The number of women in elected positions at the local and national levels has increased slowly but is well below the one-third representation anticipated by the current quota law.

As the economy has shifted in recent decades from the predominance of agriculture to a core of manufacturing and service industries, especially tourism, gender roles and relations also have changed. Demographically, the population has shifted from rural to urban areas, and international migration accounts for approximately one million Dominicans now living abroad. At the same time, household size has decreased and approximately 35% of households are headed by women. Half of the children under age 15 are being raised by only one parent. Women outnumber men among rural to urban and international migrants in response both to the lack of employment possibilities in rural areas and emerging opportunities in manufacturing, tourism, and other service industries. Women now account for 39% of the labor force. At the same time, employed women continue to earn less on average than employed men, the unemployment rate among women in the labor force is disproportionately high, and women are more likely than men to be employed in the informal sector. Important gender-based constraints for women in the economic sphere include access to property and credit, and continued primary domestic responsibility. The lack of childcare programs is a growing problem.

Primary school enrollment and attendance is nearly universal for both boys and girls in the Dominican Republic. In a pattern similar to that observed throughout the Caribbean, the average educational achievement for girls is higher than for boys. Girls are more likely than boys to attend and complete secondary school and the ratio of young women to young men in tertiary education is 1.6 to 1. In addition to the inequality in results for boys and girls, the major problem with the Dominican education system is the poor quality of education provided, leaving young people without the minimum skill set needed to meet the demands of the global economy. The low levels of completion, particularly among boys, are attributed in part to the evidence that the benefits of additional schooling in employment and earnings are not justified by the cost. In regional comparisons, Dominican students perform poorly on achievement tests.

HIV/AIDS is the most visible public health issue. Haiti and the Dominican Republic have the highest infection rates in the Caribbean. HIV positive women outnumber HIV positive men, and estimates suggest that about 70% of new cases are among young women. The other major issue, which also disproportionately affects adolescent girls, is the continued high rates of maternal and neonatal mortality in spite of nearly universal access to medical professionals for prenatal care and delivery. As in the case of education, the issue of quality of services in health care far outweighs problems of access.

### **USAID/Dominican Republic Assistance Objectives**

The **Governing Justly and Democratically Objective** team manages projects in four areas: access to justice; political parties; anti-corruption and transparency; and civil society. USAID has been working successfully with partners in all these arenas during most of the past decade. The current Justice Project is focused on institutionalization of recent changes in the judicial process, and on instilling a system-wide ethic of service and fairness. Attention to the effects of gender relations and “*machismo*” should be a part of the reform of the institutional culture of the justice system.

The project for Formation of Young Leaders of Political Parties, now in its second four years, seeks to strengthen the core of the parties through training for young leaders. The project has a

specific target to include at least 35% women among the trainees, and has sought to mainstream gender throughout the curriculum. The steps taken to meet these targets and the project experiences, both positive and negative, with this approach may prove instructive for other projects committed to achieving gender equity in implementation.

Both the Transparency and Accountability and the Civil Society Action for Improved Public Sector Performance projects were in the early stages of implementation at the time of the gender assessment. Little information was available about the plans for Transparency and Accountability. Recommendations for gender integration in the Civil Society Action referenced the experience and lessons of an earlier IDB project in the Dominican Republic with civil society organizations concerned with women's issues and gender equality.

The recommendations for the Governing Justly and Democratically Assistance Objective include: setting and monitoring targets for participation of women (and men), and of civil society organizations concerned with gender equality; carrying out situation-specific gender analysis at the initiation of project activities; including gender modules in all training; monitoring impacts and results for men and women; having gender specialists review all legislative proposals; and, documenting the experience of the Young Leaders project with gender mainstreaming.

The **Health** program is the largest in the Mission, with projects in HIV/AIDS, maternal/child health, family planning, and tuberculosis. The Mission HIV/AIDS project operates within the context of and coordinates with funding and activities of PEPFAR, the World Bank, the Global Fund, and COPRESIDA (The Presidential Council for HIV/AIDS). The USAID project supports the mobilization and coordination of NGOs and government agencies for provision of services at the community level, through technical assistance and training. Gender relations and differences are addressed in all training and activity design, with particular attention to adolescents and youth. At the national level, the gender committee and gender policy of COPRESIDA ensure a focus on gender at the policy and political level, with increased awareness of the importance of the link between gender-based violence and AIDS.

The long-term Mission commitment to the quality of health services, especially in relation to maternal and child health will continue under a new task order that was not yet underway at the time of the gender assessment. The importance of the involvement of both the mothers and fathers in family planning, and in the delivery and care of newborns and young children is an underlying principle of this project as well as those that preceded it. USAID projects with hospitals and clinics to improve the quality of care in general, and in particular for maternal/child health, also have highlighted the effect of gender relations on professional interactions and quality of care.

The report contains minimal information on both family planning activities and tuberculosis projects. USAID involvement in family planning is being phased out through a "graduation" process, and the only remaining project at the time of the gender assessment was a short-term effort to organize groups to advocate for delivery of services among marginalized populations. No information was available to the assessment team on the tuberculosis project, which had not started at the time of the fieldwork.

Recommendations for the Health program focus on: development of indicators to reflect gender-based barriers to utilization of services; increased attention to gender-based and domestic violence as an undercurrent in all health-related programming; direct outreach to adolescents and youth, both male and female, as a vulnerable and under-served group; policies and actions to promote the use of health services by men, and of shared responsibility of mothers and fathers for children's well-being; and provision of a forum for USAID health partners to share their understanding, experience, and expertise about gender in provision of health services.

The **Education** team manages projects in teacher training, private sector school sponsorship, and youth-at-risk. The teacher training project to improve the quality of instruction in collaborating primary schools is a country-specific extension of the USAID centrally-funded CETT (Centers of Excellence for Teacher Training) at the *Pontificia Universidad Católica Madre y Maestra*, with the development of instructional materials for language and mathematics for grades one through four. It is an example of effective gender integration. Attention to gender roles and relations is present in all aspects of the program, as a part of the definition of the program itself. The program directors are skilled in gender analysis and programming, experts have been contracted as needed, and gender considerations are reflected in the indicators for monitoring effectiveness.

The school sponsorship program links a private enterprise to a public primary school for a period of at least five years to meet a variety of needs focused on the quality of education, such as libraries, instructional materials, teacher training, and parental involvement. Although indicators for measuring change in the schools are disaggregated by sex, little attention has been given to the effects of the gender dynamics in the classroom or in the broader school community on the quality of learning and student achievement. This project may present an opportunity to increase gender awareness not only in the school but also among the private-sector sponsors, who also are the future employers of these students.

The explicit target of the youth-at-risk program to service equal numbers of boys and girls who have dropped out or are at risk of dropping out of school has not been met to date in large part because the at-risk girls, usually domestic workers or sometimes sex workers, are less visible than the "street boys" and require special analysis and recruitment. Training and technical assistance for the fieldworkers is recommended to meet the program target. The three-year time frame for the project is likely a constraint in this effort.

The recommendations for Education include: establishing a forum for interaction among partner organizations to share their understanding, experience, and expertise in providing quality education that is relevant for both girls and boys; additional analysis of the gender-specific factors affecting education achievement and advancement; and, attention to the impact of gender dynamics within the hierarchy of educational institutions and effect on the classroom experience.

The programs under the **Economic Growth** objective provide technical assistance and capacity building primarily in response to DR-CAFTA, in both compliance with and implementation of the terms of the agreement, and of building on new opportunities presented for trade in the region. Little explicit attention has been given in these projects to gender-based constraints and concerns or to the changing role of women in the labor force and in the economy. The women-

specific activities and sex-disaggregated data on participation that are present in these projects are important, but are generally not responsive to the gender-based constraints in the economy as they affect women. The recommendations for the Economic Growth objective include: gender awareness training for staff of all implementing organizations; a local-level baseline gender analysis for each activity within the projects; gender-relevant indicators of outcomes and impact as well as of participation; and, a broad analysis of the economic context in terms of gender as background in the development of the new Mission Country Strategy and particularly new programs in this arena.

### **Mission Gender Plan of Action**

The purpose of the Mission Gender Plan of Action is to make gender analysis and gender integration an on-going part of the way the Mission operates. The Guidance for developing the Plan provides recommendations for actions on three levels. At the Mission level, the Gender Committee will take the lead in implementing a series of actions to formalize and institutionalize the integration of gender concerns. This includes the development of a Mission Order on gender; provision of training for staff and partner organizations; and providing assistance for and monitoring the effectiveness of attention to gender concerns within the Assistance Objectives and as a factor cutting across the entire strategy.

At the program level, the recommendations include providing gender-awareness training for local NGOs and technical personnel who are actually implementing the activities in the communities. Gender awareness should be a part of all capacity building and other training provided by USAID-funded projects. A second recommendation is to seek to integrate three relatively neglected gender issues – adolescents and youth, gender-based violence, and legal documentation – into all program areas. Finally, explicit attention is sought for issues related to women in the economy and integration of gender concerns in the economic growth portfolio. At the project level, teams are encouraged to consider and build on the recommendations from the Gender Assessment report, to set priorities, assign responsibilities, specify expected results, and set a timetable for implementation.

## I. Introduction

USAID recently reaffirmed the agency commitment to gender integration as an essential consideration throughout the programming process.<sup>1</sup> As a first step in the integration process, USAID/Dominican Republic requested assistance in preparing a gender assessment of the Mission portfolio in anticipation of a revived country strategy process and as a baseline for developing a plan of action to strengthen attention to gender in the Mission programs. The purpose of a gender assessment is to provide an overview of key gender issues and constraints, and to recommend how the Mission might address these issues.

The Mission Assistance Objectives (AOs) provide the framework for the assessment: Governing Justly and Democratically; Economic Growth; and, Investing in People, with programs in Health and Education. The Mission has been active in these areas for nearly a decade and the current projects, many of which started recently or are about to begin, build on the institutional relationships and achievements of the previous activities. The Mission also has recently initiated a project in eight *bateyes*, which draws from the other Assistance Objectives for an integrated approach to the multiple problems of these communities. Recognizing the need to provide concrete Mission-level guidelines for acting on the gender integration policy, the Scope of Work (SOW) for the assessment seeks recommendations on how the Mission might address issues of gender in its programs, but does not call for a full or detailed program design and anticipates the necessity for further gender analyses (See Annex B).

Gender analysis and integration in USAID programs focus on two main areas of inquiry:

1. How will gender relations affect the achievement of the program results?
2. How will the program results affect the relative status of men and women?

Gender relations and the relative status of women affect the definition of results and the implementation in each of the three main areas of the Mission strategy. On-going programs respond to gender issues to differing degrees. The task of this assessment is to identify these issues, discuss the extent and effectiveness of attention to these issues under current activities and make recommendations for future activities. While, for the purposes of the assessment, the three strategy topics are discussed separately, it is important to recognize the strong interrelationships among them. Gender is a cross-cutting variable and issues of power and political participation cannot be separated from economic empowerment and access to resources, or from access to quality education and health services.

This assessment was conducted by a team of two consultants: Virginia Lambert (Washington, D.C.) and Altagracia Balcacer (Santo Domingo). Field work was completed over a three-week period in March 2009. Virginia Lambert authored the report.

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<sup>1</sup> Executive message 05/04/2009. Subject: Integrating Gender. (Annex A).

This report is intended as a starting point for an ongoing process, lead by the Mission’s Gender Committee. Dramatic and sudden programming changes are neither required nor encouraged. Rather, gender integration should be viewed and treated as a continuous process of education, awareness, analysis, and tailoring of activities over the life of the strategy.

The report first reviews the basic concept of and requirements for gender integration in USAID, followed by a brief literature review and overview of gender relations, issues, and key institutions in the Dominican Republic. The next section reviews key gender considerations and projects under each Assistance Objective and provides recommendations for gender integration in each area. Finally, the report presents recommended actions for the Gender Committee to develop a Gender Action Plan for the Mission.

## II. Gender Integration in USAID

In its Automated Directives System (ADS), USAID has set out specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The newly revised Series 200 on Programming Policy (revised 9/1/2008) includes clear guidance on the procedures for gender integration in project design, implementation, monitoring, and evaluation. As part of the implementation process, the directives also require that gender issues be addressed in procurement documents and evaluation criteria (ADS Series 300, Acquisition & Assistance).

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

**Gender** refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.”<sup>2</sup>

From the point of view of development programming, gender integration is concerned with **the impact of these relationships on program results**, and on **the impact of the program on the relative status of men and women** (ADS 201.3.9.3). The point is to look for the implications of any program or policy for men and women, and to incorporate the needs and experiences of women and men as an integral part of the program design, implementation, and monitoring.

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

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<sup>2</sup> Development Assistance Committee, Guidelines for Gender Equality and Women’s Empowerment in Development Cooperation. OECD: Paris (1998).

**Gender integration** means taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing. Experience has shown that sustainable changes are not realized through activities focused on women alone.

**Gender analysis** refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. [An examination of gender differences and relations cannot be isolated from the broader social context.]

Differential access to and control over resources (land, labor, capital, produce, information, knowledge, institutions, social networks) is an essential component of the analysis, as is the comparative participation of men and women in the exercise of power and decision-making. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and the relative benefits to men and women.<sup>3</sup>

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

- **Long Term Planning:** “USAID planning must take into account gender considerations. Gender analysis can help to guide long term planning and ensure desired results are achieved. Where appropriate, gender analysis should be applied to the range of technical issues that are considered in the development of AOs and activities.” (ADS 201.3.9.3)
- **Project and Activity Planning:** “All projects and activities must consider gender issues in a manner consistent with the findings of any analytical work performed during development of the Mission’s long term plan or for activity design...the conclusion of any gender considerations should be documented in the Activity Approval Document. If the AO Team determines that gender is not a significant issue, this should be stated in the Activity Approval Document.” (ADS 201.3.11.6)
- **Performance Indicators:** “Performance management systems and evaluation at the AO and project or activity levels must include gender-sensitive indicators and sex-disaggregated data when the technical analyses supporting the AO, project, or activity to be undertaken demonstrate that:
  - The activities or their anticipated results involve or affect women and men differently; and
  - If so, this difference would be an important factor in managing for sustainable program impact.” (ADS 203.3.4.3)

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<sup>3</sup> ADS Guide to Gender Integration and Analysis, Appendix I (Glossary of Key Concepts).

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

The solicitation documents for both contracts and grants/cooperative agreements/APS have similar requirements for inclusion of gender considerations in the document.

- “Incorporate into the Request For Proposal (RFP) the statement outlining gender issues or confirm that the Strategic Objective Team (SOT) completed the rationale for not specifying gender issues as part of the activity approval; AND
- Include in the RFP an appropriately weighted technical evaluation criterion addressing the gender considerations specified in the statement, if applicable.” (ADS 301.3.5.15) (For grants, see ADS 303.3.6.3)

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

### **III. Literature Review: Background and Context of Gender Issues**

The subject of gender in the Dominican Republic usually elicits the term “*machismo*.” The culture of male dominance is manifest in interpersonal and intra-household relations, and in management and political structures in the public and private sectors. However, the impact of the strong women’s movement that emerged in the 1970s is evident in significant legal achievements in support of women’s rights and in the establishment of a ministry of women (*Secretaria del Estado de la Mujer, SEM*), with full ministerial status and support from the national budget. The basic concept of gender differences is widely understood and “women’s issues” are generally afforded legitimacy. The 2007 DHS (Demographic and Health Survey) showed a high level of rejection of sexist attitudes among men as well as women.<sup>4</sup> In recent years, with the maturity and institutionalization of the women’s movement in the establishment of the SEM, the energy for advocacy on behalf of women has modulated into work on projects, and implementation and enforcement of the new laws. In spite of advances, significant gender inequality remains that affects and is affected by social and economic change. Gender relations are not static across time, and movement toward gender equality in participation and empowerment may be eroded without constant monitoring and analysis.

#### **Sources of Information**

The information available for monitoring the relative status of men and women and for gender analysis falls into two categories: secondary source data disaggregated by sex; and gender–

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<sup>4</sup> Centro de Estudios Sociales y Demográficos (CESDEM) y Macro International Inc. Encuesta Demográfica y de Salud 2007. Santo Domingo, República Dominicana: CESDEM y Macro International Inc., 2008.

relevant research and studies. Several robust data sources for the Dominican Republic include sex-disaggregated data. All data collected in the national census of population and housing (most recent data for 2002) can be sex-disaggregated upon request. In addition, the National Statistics Office (*Oficina Nacional de Estadísticas*, ONE) has a Gender and Statistics Unit, “to guarantee that a gender focus and analysis is reflected in the statistics produced and to prepare and distribute gender sensitive indicators.”<sup>5</sup> The unit also is tasked with the production of studies on gender-based violence, health, and unpaid labor, and to promote the use of inclusive language in all ONE publications. Labor force information collected semi-annually by the Central Bank (*Encuesta Nacional de Fuerza de Trabajo*) is available disaggregated for men and women.

The Demographic and Health Survey [DHS/*ENDESA* (Spanish)], which focuses on reproductive and maternal and child health, and related subjects, interviews a nationally representative sample of women, and a smaller representative sample of men. The survey, which is carried out every five years was last completed in 2007. In both 2002 and 2007, a similar questionnaire was used in an over-sample of *batey* residents, with particular attention to HIV/AIDS.<sup>6</sup>

The Latin American Public Opinion Project (LAPOP)<sup>7</sup> provides a survey of democratic public opinion and behavior for a nationally representative sample of the voting age population, both men and women, in most countries of the region. Most of these datasets have not been analyzed for gender differences, although both the 2006 and 2008 reports<sup>8</sup> for the Dominican Republic include chapters about gender equality and attitudes toward women as political actors. The datasets are publicly available for additional analysis, and all information could be disaggregated by sex to analyze change in attitudes and behavior over time. For example, a troublesome finding reported in the 2008 report concerns attitudes about women as political candidates and high level government officials. The acceptance of women in these roles increased between 1994 and 2002, but has since declined, especially since 2004.<sup>9</sup>

Gender roles and relations in the Dominican Republic are the subject of significant research studies and reports prepared by a variety of institutions. The SEM is responsible for periodic reporting on compliance with the indicators for CEDAW (The Convention for the Elimination of All Forms of Discrimination against Women) and for the Millennium Development Goals, among others. These reports are available online. International agencies and donors, including the World Bank and the Inter-American Development Bank and especially the UNDP and INSTRAW (with its international headquarters in Santo Domingo), are additional sources for topical research.

The Gender Center at INTEC,<sup>10</sup> which offers a Master’s degree in gender studies focused on social research from a gender perspective, was founded 20 years ago as the first of its type in the

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<sup>5</sup> Available online at <http://www.one.gob.do/>

<sup>6</sup> See note 4 *supra*. For 2002 DHS Report: Centro de Estudios Sociales y Demográficos (CESDEM) y Macro International, Inc. *Encuesta Demográfica y de Salud 2002*. Santo Domingo, República Dominicana, 2003.

<sup>7</sup> Available online at <http://www.LapopSurveys.org>.

<sup>8</sup> *Cultura Política de la democracia en República Dominicana: 2006 and 2008* both available online at <http://sitemason.vanderbilt.edu/lapop/DOMINICANREPBACK>.

<sup>9</sup> *Ibid.* (2007), p. 186.

<sup>10</sup> *Instituto Tecnológico de Santo Domingo*. As noted elsewhere in the report, INTEC has an institutional commitment to gender integration and the Gender Center is not the only part of the University that has produced gender-relevant research.

country. Key areas of study include gender-based violence (GBV) and poverty. Research and advocacy NGOs that produce research and studies concerning gender issues include:

- *Centro de Investigación para la Acción Femenina (CIPAF)*: Founded in 1980, carries out research and advocacy on women's issues. Address: Luis F Thomen #358 ensanche Quisqueya, Sto Domingo. Telephone: 809-563-5263.
- *Colectiva Mujer y Salud*: Focused on research and advocacy on women's health issues, especially sexual and reproductive rights, and HIV/AIDS. Address: Calle Socorro Sánchez #64, Santo Domingo. Telephones: 809-682-3128/682-9041.
- *CE-Mujer*: Work on women in economic development programs in peri-urban and rural areas. Email: [cemujer@codetel.net.do](mailto:cemujer@codetel.net.do).
- *Tu, Mujer*: Research on gender and development issues. Address: Huascar Tejada #56 (altos) Sto Domingo. E-mail: [tumujer@codetel.net.do](mailto:tumujer@codetel.net.do). Telephone: 809-535-3233.
- *Centro de Servicios Legales a la Mujer (CENSEL)*: Founded in 1983 by the Dominican Women's Lawyers Association. Advocacy and projects focused on legal issues in support of women. Address: Av. Benigno del Castillo #28 altos, San Carlos, Sto. Domingo. Telephone: 809-689-4752.
- *Mujeres en Desarrollo (MUDE)*: Founded in 1979, works on development issues of women in rural areas, through productive projects and micro-credit, among others. Address: Paseo de las Palmas #2, Arroyo Hondo, Sto. Domingo. Telephone: 809-563-8111.
- *PROFAMILIA*: Active since 1966 in family planning and women health services. Address: Calle Socorro Sánchez #25, Sto Domingo. Telephone: 809-689-0141.
- *Confederación Nacional de Mujeres Campesinas (CONAMUCA)*: Coalition of rural women's organizations for investigation and advocacy on issues related to the economic and political situation of rural women. Address: Comunidad de Najayo, Av. Independencia #1063, Zona Universitaria, Sto Domingo. E-mail: [conamuca@yahoo.es](mailto:conamuca@yahoo.es). Telephone: 809-686-7517.

## Dimensions of the Relative Status of Men and Women

**Demographic Characteristics:** The July 2009 estimated population for the Dominican Republic is approximately 9.6 million,<sup>11</sup> plus an unknown number of Haitian migrants living in the country, with estimates ranging from 800,000 to one million. The population is young: 34% percent are under age 14; ages 15 to 64 account for 61%; and only about 5% are 65 or older. In terms of ethnic/racial distribution, two-thirds of the population is classified as mixed (*mulato/a*). The population is increasingly urban. Nearly two-thirds (63.6 %) of the population is in cities, reflecting the comparatively high levels of poverty and unemployment in rural areas.<sup>12</sup>

The 2007 DHS found that 35% of the households sampled were headed by women, a significant increase from the 28% in the 2002 survey. Female-headed households are more common in urban (38%) than in rural (30%) areas, and are particularly high in the *Distrito Nacional* (44%).

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<sup>11</sup> Available online at <https://www.cia.gov/library/publications/the-world-factbook/geos/dr.html>

<sup>12</sup> Gomez Carrasco, Carmen Julia (Centro de Investigación Para La Acción Femenina). Índice de Compromiso Cumplido: Un Instrumento de Control Ciudadano de la Equidad de Género. Santo Domingo: 2005.

At the same time, the average size of the household is declining, from 3.9 persons per household in 2002 to 3.7 in 2007, reflecting not only the decline in the birthrate but also migration and urbanization. Only half of children under the age of 15 lived with both parents in 2007 compared to 56% in 2002. The proportion of children living with only their mother rose from 25% to 30% and the proportion living only with their father remained at 4%.<sup>13</sup> These relatively high and growing proportions of women heading households and supporting children are a strong affirmation of women's roles not only as the principal caregivers in the household but equally important, as those responsible for bringing income into the household.

Migration is a significant factor in the demographic configuration of the Dominican population in three ways. Beginning as early as the 1970s, internal rural-urban migration accompanied the shift in the economy from one dominated by agriculture and primary production to one dependent on the service industry and manufacturing. Women have been the majority of rural-urban migrants, seeking employment in service industries and the Free Trade zones. Second, the Dominican Republic is characterized by substantial flows of external migration.<sup>14</sup> Emigration became a major factor from the 1970s forward, and an estimated one million plus Dominicans are now living outside the country. Most are in the eastern United States, but Puerto Rico, Venezuela, and, more recently, Spain also are significant destinations. Today, women outnumber men among these migrants, and the more recent migrant flow to Spain and other European countries is predominately female. The INSTRAW study of migrants to Spain found that the women tend to migrate alone and to leave their children and their husbands under the care of other female family members, sending remittances to support this family unit.<sup>15</sup> In general, migrants tend to come from the urban middle class and to have above average education, although the migration to Europe has drawn more heavily on rural, poor households. This profile explains the relatively minor long-term impact of remittances on poverty in the Dominican Republic. Overall, remittances are equivalent to about 10% of GDP.<sup>16</sup>

A third aspect of migration in the Dominican Republic is the in-migration of Haitians. Seasonal migration of Haitian men to work in the cane harvest has a long history. Today, despite the decline of the sugar industry, Haitian and Dominican-Haitian men continue to work in rural areas and are responsible for most agricultural labor in the Dominican Republic. Recently, the demand for Haitian and Dominican-Haitian male labor in the construction industry also has grown. Pushed by the economic and political crisis in Haiti, permanent rather than seasonal migration is now the norm, and the migrant population has become more diversified. Haitian and Dominican-Haitian women in rural areas, to the extent they are employed, tend toward domestic work and child care. The *bateyes*, originally built as temporary housing for cane workers, are now established rural communities characterized by extreme poverty and lack of services.

The documentation (birth certificates and official identity card, *cedula*) of Haitian-Dominicans and Haitian residents is an extremely contentious issue affecting equal proportions of men and

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<sup>13</sup> See *supra* note 4.

<sup>14</sup> Garcia, Mar and Denise Paiewonsky. Gender, Remittances, and Development: The Case of Women Migrants from Vicente Noble, Dominican Republic. INSTRAW: 2006.

<sup>15</sup> *Ibid.*

<sup>16</sup> *Ibid.*

women in the *bateyes*. According to the 2007 DHS, 22% of the residents of the *bateyes*<sup>17</sup> do not have Dominican birth certificates, but among children under the age of five, nearly half (48%) are undocumented, as are 30% of those ages five to nine.<sup>18</sup> A birth certificate is required to take the examination at the end of eighth grade to continue in school. The *cedula* is required at age 18 to attend school, vote, and receive other government services. In the *bateyes*, a third of the residents (33%) are undocumented but for those 18 and 19 years old, only 29% have *cedulas*. Many in the *bateyes* have lived in the Dominican Republic for several generations,<sup>19</sup> and the denial of citizenship rights<sup>20</sup> has raised international legal attention.<sup>21</sup> The pressure of the flow of new refugees and illegal migrants from Haiti as well as the poverty and lack of services in the *bateyes* are associated not only with legal issues but also with depressed levels of health and education, and problems of adolescent pregnancy and gender-based violence as well as higher than average prevalence of HIV/AIDS.

**Education:** The World Bank 2005 Poverty Assessment argues that one of the five principal explanations for continuing high levels of inequality and poverty in the Dominican Republic is low labor productivity, caused by failure of the education system to impart the minimal skills required by the labor market. While access to primary school is nearly universal (99% of school age children enroll in school, with insignificant differences between boys and girls, and rural and urban areas), the low levels of learning reflected in achievement tests and high rates of repetition attest to the extreme issues of quality. Compared to other LAC countries, Dominican children have relatively low dropout rates (again with few differences by sex) but completion rates also are low. On average, 18 year olds complete 8.4 years of schooling with an average of 11.5 years of school attendance.<sup>22</sup> Inadequate infrastructure and overcrowding contribute to the problems in the classroom – some schools have three sessions per day (morning, afternoon, night), and class size in some secondary schools is as high as 70 students. Improvements in teacher training and revision and distribution of educational materials also are needed.

Girls are more likely than boys to enroll in and complete secondary school and university. At the primary level, net enrollment rates for girls (82.6) and boys (82.1) are nearly equal, but at the secondary level, the net enrollment for girls is 67.7 compared to only 55.4 for boys.<sup>23</sup> In universities and technical schools, at the tertiary level, women outnumber men by a ratio of 158.7/100.<sup>24</sup> The 2007 DHS showed that men in the 20 to 24 age group completed an average of 9.4 years of school, while women in this age group had completed an average 11 years of school. This pattern is consistent across categories of wealth and rural and urban residence. The average years of school completed is higher for men than for women only in the over 45 year age groups,

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<sup>17</sup> The total is 22.4%, with 22.2% of men and 22.7% of women. For the *cedula*, the total is 33.1%, with 33.3% of men and 32.9% of women.

<sup>18</sup> See *supra*, note 4.

<sup>19</sup> U.N. General Assembly. Human Rights Council, 7<sup>th</sup> Session. *Report of the Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia, and Related Intolerance...Addendum by Dominican Republic.* (A/HRC/7/19/Add.5 and A/HRC/7/23/Add.3). 18 March 2008.

<sup>20</sup> World Bank, Caribbean Country Management Unit. [A Review of Gender Issues in the Dominican Republic, Haiti and Jamaica](#). Report No. 21866-LAC, 11 December 2002.

<sup>21</sup> Reports available at The Inter-American Institute of Human Rights, available online at <http://www.iidh.ed.cr>.

<sup>22</sup> World Bank [Dominican Republic Poverty Assessment: Achieving More Pro-Poor Growth \(2006\)](#) is available online at <http://go.worldbank.org/PLAKI5OMZ0>.

<sup>23</sup> Net enrollment rate is the ratio of children of official school age enrolled in school to the school age population. Data are for 2007, from World Bank GenderStats, available online at <http://go.worldbank.org/YMPEGXASH0>.

<sup>24</sup> Datum is gross enrollment for 2004. *Ibid.*, 2004.

reflecting the gradual pattern of change over time in school attendance by gender. The uniformity of the pattern as well as the fact that women tend to study for traditionally female occupations suggest that the problem of education in the Dominican Republic is not only quality, but also relevance. For men, the additional income or other benefits from schooling may not justify the cost.

**Employment and Economic Status:** The increasing participation of women in the labor force over the past three decades reflects both changes in the economy of the country, with a shift out of agriculture to services (including tourism) and manufacturing, and the increasing proportion of households that are headed and supported by women. In 2008, women accounted for 39% of the economically active population (men, 61%) and 43% of women of working age (age 10 years or more) were in the labor force (compared to 69% for men).<sup>25</sup> At the same time, the unemployment rate for women was disproportionately high. Women accounted for 39% of the labor force but 66% of the unemployed. The unemployment rate for those actively seeking jobs is twice as high for women as for men. Women also earn less than men on average across all sectors of the economy. In 2007, the average wage for women was 87% of the average wage for men. Women have lower wages than men across all sectors.<sup>26</sup> This difference exists in spite of the higher average educational achievement for women than men.

The discrepancy in earnings between men and women is a worldwide phenomenon. It is explained in part by patterns of sex segregation in employment whereby women are more likely than men to work in lower paying jobs within the sector. Of women in the labor force, 35% earn the minimum wage, compared to only 22% of men. Sex segregation is an even more significant factor across sectors. According to the Labor Force Survey of 2008,<sup>27</sup> nearly half of employed women (46%) worked in the sector labeled “other services,” which includes education, health, and domestic services. An additional 10% were employed in the category, “hotels, bars, and restaurants,” and 21% worked in “wholesale and retail business.” For men, 12% were employed in “other services” and 4% in “hotels, bars, and restaurants,” although, like women, 21% worked in “wholesale and retail business.” Men were more likely to be employed in agriculture (36%) and in industrial manufacturing (14%). Job opportunities for women are particularly limited in rural areas. Occupational segregation by sex limits options for men as well as women, although the barriers for women are greater because “women’s jobs” are fewer and generally lower paying.

Another important factor in explaining the opportunities and earning differences between men and women is employment in the informal sector. A majority of new jobs created are in the informal sector. Between 1996 and 2000, the private sector added 290,000 jobs, while the informal sector generated 380,000 jobs. These jobs often pay less, offer fewer benefits and are less secure than formal sector employment. Women are more likely than men to find employment in the informal sector.<sup>28</sup>

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<sup>25</sup> Encuesta Nacional de Fuerza de Trabajo, Banco Central, 2008 available online at [http://www.bancocentral.gov.do/estadisticas.asp?a=Mercado\\_de\\_Trabajo](http://www.bancocentral.gov.do/estadisticas.asp?a=Mercado_de_Trabajo).

<sup>26</sup> USAID/Dominican Republic: “The Human Dimension of Economic Competitiveness with Evidence from the Dominican Republic,” GATE Project, February 2008.

<sup>27</sup> See *supra* note 25.

<sup>28</sup> GATE, “An Economic Snapshot,” December 2005.

A series of studies done by the USAID/Washington GATE project<sup>29</sup> examined the dynamics of the decline in employment in the free trade zones (FTZ) over the past decade, comparing the experiences of men and women who were employed in these firms. The FTZ were a major source of employment for women with limited skills and education. In 1993, 61% of the approximately 195,000 employees in the FTZ were women. With the change in global markets, employment in the FTZ began to decline in 1998, particularly in the textile sector, and reached a climax in 2005, when 40,000 textile jobs were dropped. The composition of the labor force also changed. In 2005, only 51% of the FTZ employees were women, and this proportion has continued to decline, as the sectors of employment and the types of jobs have changed.

The GATE Project surveyed 1,500 men and women who lost their jobs in the FTZ in 2005 and 2006. The shrinking FTZ employment and the shift in the sectors represented in the zones have meant that workers dismissed from the textile factories were unlikely to find other jobs in the FTZ. More broadly, the effect of the limited employment options for women compared to men is clear. According to the survey, women who lost their jobs during this time have been less successful than the men in finding new jobs. Among those who have found new jobs, a much larger proportion of women than of men have moved from formal sector jobs with benefits in the FTZ to less secure jobs in the informal sector, without benefits and often with lower pay.<sup>30</sup> These gender differences persist despite the fact that the women who lost their jobs generally were older, more educated, and more likely to be supporting children than the men who were laid off.

Traditionally, women's employment was seen as discretionary and secondary – women's work was in the home, while men were responsible for the financial support of the family. The present economic data shows the fallacy in this picture. The high level of unemployment among women, the large proportion of women heading households and supporting their children, women's dominance in the flow of migrants out of the country in search of employment, and the expansion in the number and proportion of women who are both economically active and preparing themselves for employment through education all attest to necessity rather than preference as the driving force for income generation among women as among men.

Gender-based constraints in the economy, born both of the traditional view of women's roles and of continuing *machismo*, stand as barriers to women in meeting their economic needs. In addition to the segregation in the labor market, women face greater barriers than men in property ownership and use (for agriculture, business, and residence), and in acquiring credit. Even more fundamentally, the expectation that childcare and household tasks continue to be the sole responsibility of women places additional barriers of time, schedule, and mobility. The need for day care services is immediate.

**Legal Status:** Perhaps the most significant achievement over the last two decades in regard to women's status has been the passage of a series of laws to promote gender equity. The most important legislation deals with the Employment, Civil and Penal Codes, domestic violence,

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<sup>29</sup> The GATE (Greater Access to Trade Expansion) Project, funded by the USAID Office of Women in Development implemented studies and technical assistance in seven countries, including the Dominican Republic, to strengthen the capacity in USAID for gender-equitable policies and programs in economic growth and trade. ([www.usaid.gov/our\\_work/cross-cutting\\_programs/WID/](http://www.usaid.gov/our_work/cross-cutting_programs/WID/)). The GATE documents for the Dominican Republic are listed in Annex D.

<sup>30</sup> For the women, 48% were unemployed (seeking work or willing to take a job if available) compared to 24.5% of the men, and 54% of the women who had found jobs had moved to the informal sector compared to 40.2% of the men.

women's land rights, consensual union, and the rights of children born outside marriage.<sup>31</sup> The success of this legislation, which has been the result of collaborative work between the government (SEM) and civil society ("the women's movement") is limited, however, by failure in implementation. The regulations for implementation of most of the new laws have not been enacted, and in many cases there is little knowledge of the content of the laws and decrees in the courts and other enforcement institutions, as well as the general public.

In 2007, the Court adopted the Gender Equality Policy of the Dominican Judicial System (*Política de Igualdad de Género del Poder Judicial Dominicano*), which spells out commitment to a process toward gender equality and gender mainstreaming in all activities of the courts, and establishes a Gender Equality Commission of judges to monitor and report on compliance with international agreements and national laws on gender equality. The Permanent Secretary of the Commission sits in the Directorate for Children, Adolescents, and Family. An extensive training program is underway as a part of this process for all acting judges and in the *Escuela Nacional de la Judicatura*, which includes basic gender concepts as well as the protocols for treatment of cases of intra-familial and domestic violence. The President of the Supreme Court has proposed the establishment of a national judicial observatory for gender-based and domestic violence, although funds are not presently available.<sup>32</sup>

One of the important activities of the SEM and the Gender Committee of the Courts has been establishing a protocol for treatment of cases of intra-familial and domestic violence against women based on Ley 24-97. The Gender Committee of the Courts has trained sitting judges and has placed this training in the curriculum of the judicial training centers for those entering the justice system. In addition, the recent creation of the *Procuraduría Adjunta de la Mujer*, has led to the creation of a unit in the Justice Center in Santiago, for example, that provides the complex of medical, forensic, psychological and court services required by cases of domestic and gender-based violence.<sup>33</sup> It is important to note, however, that only a small minority of cases that arrive at the court actually move through the court system to resolution. The burden on the accuser is still great and most withdraw. Further, most victims of violence do not even enter the *fiscalía* until their situation has become intolerable. Most cases of domestic violence remain unresolved.

As the next step in terms of legal status, the SEM will focus on approval of regulations (*reglamentos*) and implementation of the laws that have been passed. Women's advocacy organizations are particularly focused on the question of the human rights of women, equality,

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<sup>31</sup> Gender assessment team interview at SEM on March 24, 2009. A list of this legislation is available in the SEM publication of the *Plan Nacional de Igualdad y Equidad de Género 2007-2017, PLANEG II, in Capítulo 1, Contexto Nacional, Cuadro 1. Avances en el Marco Jurídico Nacional a Favor de la Igualdad de Oportunidades entre Mujeres y Hombres, 1992-2004.*

<sup>32</sup> This process in the Dominican Republic is part of a regional process born of two regional conferences, one of Supreme court presidents and the second of magistrates. Technical assistance has been provided by a Costa Rican NGO, *Fundación Justicia y Género*, with funding from the Spanish Agency for International Cooperation (AECID, acronym in Spanish). A manual has been developed for the training program. A sub-commission of judges representing all judicial districts in the country was convened at the end of March 2009 with the intent of training and empowering them to manage the implementation of the policy in each district. The regulations for the implementation of the policy are being developed at this time.

<sup>33</sup> According to the staff of the USAID justice project, the *fiscalías barriales* in Santo Domingo also have medical/forensic and psychological services as well as those of the *fiscal* available to victims of violence.

reproductive and sexual rights, and the right to a life free of gender-based violence as reflected in the constitutional reform currently under consideration.<sup>34</sup>

**Political Participation:** Women’s political participation, in the sense of articulation of “women’s issues” and setting a “women’s agenda” was strong, particularly during the 1980s and 1990s, with visible results in the inclusion of women’s issues in the platforms of political candidates and the formation of the SEM. The effectiveness of women’s organizations in this role has diminished in the last decade and coordination among women’s organizations has waned. Likewise, the proportion of women among elected officials at all levels of government has increased only gradually during the past 30 years. For example, only 19 women hold the position of *sindica* (head of the city council) in 19 of the 154 municipal governments (12.3%). In the Senate, women hold two of 32 seats (6.3%) and in the House of Representatives (*Cámara de Diputados*), of 178 representatives, 35 are women (19.7%). At present, only one of the ministers (*Secretarios/as del Estado*) is a woman – the Secretary of the SEM.

Two additional indicators confirm these points. First, as cited above, the recent survey of political attitudes shows a decline or stagnation in the acceptance of the idea of women serving in political office. Second, the Dominican Republic has had a quota law in place since 1997,<sup>35</sup> mandating 33% representation of women among political party candidates for national offices.<sup>36</sup> While women are active in political parties on a par with men, they rarely hold positions of power. The lack of accountability or sanctions attached to the quota law has meant that despite some increase in the proportion of women in political office the minimum aspirations reflected in the law have not been achieved.

Since 2002, the SEM has had a training program, the *Escuela de Capacitación Política para las Mujeres*, for women who hold or seek elected positions at any level of government, as well as women in decision-making positions in the government, political parties and civil society. The six-month program, which moves from one university to another around the country is focused on leadership, and the conceptual and practical understanding of the social, political, and economic development of the country and the requirements of the socio-political context. The role of gender relations and the importance of a commitment to democracy and gender equality are integrated throughout the course.<sup>37</sup> The OAS provided three years of support to the school and contributed to curriculum development. Current funding comes from the SEM and the AECID. The UNDP is in the initial stages of design of a project to work with political parties to strengthen the participation of women.

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<sup>34</sup> For an outline of these issues see the three notebooks (*Cuadernos*) prepared by the *Foro de Mujeres por la Reforma Constitucional*, supported by Intermon-Oxfam, the Friedrich Ebert Foundation, UNFPA, and Progreso, 2008 available online at [http://dominicana.fescaribe.org/lista\\_esp.php?cat=2&subc=11](http://dominicana.fescaribe.org/lista_esp.php?cat=2&subc=11).

<sup>35</sup> The Dominican Republic has had a *Ley de Cuota Femenina* (Quota Law) since 1997, which stipulates that at least 25% of the slate of candidates of each political party for congress, the senate, and municipal governments must be women. This law was modified in 2000 to say that at least 33% of the slate must be women and that they must be interspersed on the slate (two men, one woman, two men, etc.). In spite of this law only a very small proportion of elected positions are held by women, well below the minimum (although still more than prior to the law).

<sup>36</sup> Duarte, Isis “Cuota Femenina y Voto Preferencial” Sto. Domingo: Participación Ciudadana, 2003.

<sup>37</sup> For additional information on the content of the course see “Escuela de Capacitación Política para las Mujeres” on the SEM website at <http://mujer.gov.do>.

**Trafficking in Persons:** According to the most recent Trafficking in Persons Report issued by the U.S. Department of State, the Dominican Republic is “a source, transit, and destination country for men, women and children trafficked for the purposes of commercial sexual exploitation and forced labor,” and has been placed on the Tier 2 Watch List.<sup>38</sup> A particular problem is the trafficking of children for child sex tourism in the coastal resort areas.

A comprehensive anti-trafficking law (*Ley de Trata y Trafico*) was passed in 2003, and an inter-institutional committee of state agencies and civil society organizations (CIPROM, *Comité Interinstitucional de Protección a la Mujer Migrante*) was established to manage the response to the problem. Considerable emphasis has been placed on educating young Dominican women about trafficking and smuggling of undocumented migrants (which is included in the same law). The SEM has played a central role in these activities as has the IOM. An NGO, COIN (*Centro de Orientación e Investigación Integral*), has established a residential center for trafficked women who have returned, to provide counseling, job training, and assistance with re-entry. Strict penalties have been established for persons involved in trafficking, and child sex tourism. According to the SEM, the Trafficking Law and its regulations are being revised to strengthen it and eliminate the confusion between trafficking and smuggling of undocumented migrants. The same structure established to assist Dominicans trafficked abroad also works to assist those trafficked into the country for sex tourism and forced labor, especially domestic work and agriculture.

**Health:** As in the case of education, quality of services rather than access to services is the principal issue for health care in the Dominican Republic. The December 2002 World Bank Review of Gender Issues for the Dominican Republic cites the high rates of maternal and infant and child mortality coupled with nearly universal access to and use of professional prenatal and childbirth care as primary evidence of the deficiency in quality. Quality remains the principal issue today. The background document for the new World Bank Health Sector Reform Project states, “Compared to countries in Latin America with similar or lower levels of economic development, the Dominican health system achieves lower health outcomes for mother and child care... Countries such as El Salvador, Peru and Paraguay have achieved significantly lower levels of infant and child mortality.”<sup>39</sup> In 2007, 98.9% of pregnant women received prenatal care and 97.8% of births were attended by a health professional. Yet the maternal mortality rate of 150/100,000 live births was considerably higher than the average for Latin America and Caribbean countries (130/100,000 live birth). Similar disparities are shown for infant and under-five mortality.

A related health issue identified in the 2002 Gender Issues report, which continues as a central concern today is the high rate of adolescent pregnancy. According to the 2007 DHS, 25% of women ages 20 to 49 years had their first child before the age of 18, and 44% had their first child before age 20. The average age at first birth is somewhat lower in rural than in urban areas but years of education and wealth have a much greater impact than residence. Girls with no education or only the fourth grade or less of primary are much more likely to be mothers before age 18 than others. In addition to the impact of early pregnancy on girls’ education and

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<sup>38</sup> “Trafficking in Persons Report,” U.S. State Department, June 2009.

<sup>39</sup> World Bank Health Reform Support Project documents available at <http://go.worldbank.org/8JWVG2OKW0>.

subsequently on poverty,<sup>40</sup> adolescent pregnancy also is associated with higher rates of maternal mortality. Women's advocacy organizations have pointed to the need for more inclusive health services and sex education for adolescents, young men as well as women, on the part of the health system and the schools. These arguments are linked to a call for respect for reproductive rights in the health system (and the constitution). In general, women's advocacy organizations argue that the decade-long reform of the health sector and the social security system has gone forward without taking adequate account of women's issues and gender differences.

Gender-based violence and violence against women is a cross-cutting issue across all aspects of the discussion of the relative status of men and women in the Dominican Republic. According to the 2007 DHS, 20% of women between the ages of 15 and 49 have experienced physical violence at some time, and 10% report such violence within the past year.<sup>41</sup> An additional 10% reported sexual violence at some time in their lives. The primary perpetrators of both physical and sexual violence are husbands, partners, or other relatives, and the rates of violence of all types are highest among married/united or ever-married women. The ramifications of violence for women's health are broad, including the immediate and obvious impact of violence on physical and psychological well-being. In addition, recent studies<sup>42</sup> have examined the link between gender-based violence and HIV infection and receptivity to treatment for HIV/AIDS.

The HIV prevalence rate in the Dominican Republic is 1.2 % of the urban population and 1.3% in rural areas – 60,000 people. The Dominican Republic and Haiti, where the rate is 2.0% in urban areas and 3.0% in rural areas, have the highest HIV/AIDS rates in the Caribbean. Most are not aware that they are infected. The majority of the HIV-positive people in both countries are women (51% in the Dominican Republic and 60% in Haiti.), and the primary mode of transmission is heterosexual sex.

Vulnerability varies by demographic and social characteristics. Ten years ago, HIV-positive men outnumbered HIV-positive women by a ratio of two to one. The shift to a female majority is strongly related to the dangerously high vulnerability among adolescent girls. The national AIDS program estimates that 71% of the new cases are in young women ages 15-24. Rates of infection are particularly high among Haitian and Haitian-Dominican women in the border regions. Infection rates are negatively correlated with education and wealth, as is knowledge of how HIV is transmitted and methods of prevention. Women are generally better informed than men. The 2007 DHS presents clear evidence of the continuing stigma attached to HIV infection, which significantly inhibits testing and treatment. The stigma also is reflected in threat and actual violence HIV-positive women face from their partners.<sup>43</sup>

As elsewhere in the region, men are less likely to seek medical assistance than are women, presenting gender-specific barriers in treatment of chronic diseases like hypertension and diabetes as well as in identification and treatment of infectious diseases especially tuberculosis (TB) and HIV/AIDS. Specific outreach, such as the TB-DOTS (Directly Observed Treatment

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<sup>40</sup> Although legally, pregnant teens may remain in school, in fact, they are expected to leave, and if they continue their studies they normally attend night school.

<sup>41</sup> See *supra* note 4.

<sup>42</sup> Luciano, Diny. "Integrating HIV and Violence Against Women Policies and Programs – a Needs Assessment in the Dominican Republic." Development Connections and UNIFEM, 2007.

<sup>43</sup> Data in this section are from the 2007 DHS, *supra* see note 4.

Strategy) program and community-based programs for HIV/AIDS have been designed in part to overcome this resistance.

**Implications of the Review for Gender Integration in USAID Programming:** The review of gender-related issues in the economic sector suggests that the current USAID economic growth portfolio is likely to have little direct impact on women's economic status relative to men, in terms of employment or income. The focus on CAFTA implementation and rural agricultural and tourism activities may have indirect long-term benefits for women in employment generation or broad-based economic growth but they do not respond to the immediate discrepancies in unemployment and earnings.

The focus on quality in USAID education and health programs benefit women as well as men. The issue of relevance of schooling especially for boys and the need to strengthen the skills demanded of a globally competitive labor force seems to be the immediate challenge for the academic and vocational education system. The USAID public/private activities may be a useful avenue toward these ends. In addition, continued attention to gender stereotyping in educational curriculum and counseling may be a useful tool in beginning to break down occupational barriers for both boys and girls.

Gender-based violence against women and domestic and intra-family violence is an issue that cuts across all aspects of the USAID program, with implications for program implementation and results. The agenda of the SEM in support of gender equality and gender integration throughout the public sector, as well as its links to civil society organizations may offer avenues for collaboration and support for institutional strengthening.

## **IV. USAID Programs**

### **A. Governing Justly and Democratically**

The Democracy and Governance (DG) team of USAID/Dominican Republic manages a complex of activities designed to address various factors that affect the strength and stability of the democratic system of governance. The current activities build on the foundation of significant achievements in this arena, particularly in justice system reform, in recent years. Gender relations and the status of women have been integrated into the process of reform; gender modules, especially concerning gender-based and domestic violence, have been included in the training for all judges, prosecutors, and mediators. At the same time, women's participation and representation in the political system remain low, and women's civil society organizations are relatively ineffective in advancing a women-relevant agenda.

USAID has been working with the justice system for more than a decade focused primarily on reforms intended to increase access to justice. The Criminal Procedures Code adopted in 2004, has increased transparency and efficiency in the prosecution of criminal cases, at least in the central urban areas. Alternative dispute resolution and mediation through the *Centro de Mediación Familiar* (Family Mediation Center) in Santo Domingo and the *Casas Comunitarias de Justicia* (Community Justice Centers) in Santiago and Santo Domingo have been supported as models of efficient, effective, and much less costly resolution of family and neighborhood civil

disputes. These changes as well as the *Fiscalías Barriales* in Santo Domingo have been particularly important developments for women who are often constrained in their mobility by childcare and home responsibilities.

Many argue that gender is not a major differentiating factor in access to the justice system in the Dominican Republic today. Access is more constrained by resources of time and money, both for the initial contact with the *fiscalías* and even more with the lengthy and costly process of taking a case to trial. Gender-based constraints often cited in the gender literature as deterring women's access to the courts compared to men are knowledge about the system and their rights, and inexperience in dealing with public institutions. In interviews, it was suggested that Dominican women may in fact have more knowledge of rights and procedures than do men, although they may be at a relative disadvantage in terms of time, childcare responsibilities, money for transport and court costs, and personal networks (that may "ease" the process). These constraints are undoubtedly magnified for rural residents, particularly women, who tend to face restrictions on mobility outside the community.<sup>44</sup>

The *Casa de Justicia* is intended to be a one-stop shop in the community, providing the services of a *fiscal*<sup>45</sup>, mediator, and public defender as well as an important source of information and consultation about legal matters (such as gender and domestic violence, certificates of registration, property rights, licensing, etc.),<sup>46</sup> and of training for community groups about access to justice. After more than two years of operation in Santiago, both men and women access these services (300-350 requests per month) but men are more likely than women to seek the services of the *fiscal* (prosecutor), while women dominate in terms of requests for information and for mediation. The *Casa* is open from 8:30 AM to 5:00 PM Monday through Friday, a potential constraint to use of the service for employed people. No one under age 18 is admitted so that services are not available to adolescents and youth. Women with young children may have difficulty, especially given the scheduled hours, because no childcare facilities are available. No special services are available for victims of gender-based and domestic violence, although this subject dominates the requests for information. Finally, at this time, the *fiscal* is present only part-time and there is no on-site public defender, purportedly because of staff limitations in the Santiago justice system.

Gender equality in employment in the justice system is not an issue. Recent reforms in the selection and training of judges and prosecutors were designed to take the process out of the political realm. With this change, the proportion of women in these positions has increased to near parity in the justice system, and five of the 16 justices of the Supreme Court are women.

### **Justice Project**

The current three-year Justice Project is focused on institutionalization of the changes in the judicial process over the past six to ten years, through technical assistance, information campaigns, and training. It is focused on three institutions, the *Defensoría Pública* (Public

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<sup>44</sup> According to the 2007 USAID/Dominican Republic Democracy and Governance Assessment, Justices of the Peace, the principal representatives of the system in rural areas handle small claims but do not provide access to the broader system. Rural residents in general also have less information and awareness of their legal rights and how to assert them.

<sup>45</sup> The *fiscal* does not have an exact translation/counterpart in the American legal system, but is a prosecutor located in a *barrio* office who handles local legal complaints, including those generated by GBV and domestic violence.

<sup>46</sup> Law students and community volunteers provide these services.

Defenders), the *Fiscalía* (Prosecutors), and the courts, in four urban areas, Santo Domingo, Santiago, San Francisco de Macoris, and La Vega. A second aspect of the current project is to instill a “*sistema de integridad*” within the justice system, to change the culture of the system, counter the sense of impunity and establish an ethic of service and fairness. According to the project staff, gender differences are not important in the current project. Employment in the system has become more objective and merit-based, and both men and women go through the same training in the *Escuela Nacional de la Judicatura* (National Judicial School), and respond to the same cultural norms. The concern with gender in the justice system is, however, not limited to equal representation of men and women in employment but also includes an understanding of the ways in which the relationship of power between men and women – gender relations and roles – affect interactions, interpretations, and decisions. A consciousness of the social dimensions of gender in this broader sense is an essential component of effort to reform the “culture” of the system.

### **Formation of Young Leaders of Political Parties**

The USAID project to strengthen political parties focuses on building the core membership of the parties through training of young party leaders. The program, managed by INTEC<sup>47</sup>, now in its second four-year phase, involves an extended period of training and interaction for young people nominated by the political parties and by civil society organizations. The project has an explicit target of including at least 35% young women. They have met this target by recruiting a higher proportion of women from the civil society organizations. Political party rosters confirm a high proportion of women members (45% to 50%) but a reluctance to place women in positions of leadership, in spite of the legal requirement for women’s representation (*Ley de Cuota Femenina*)<sup>48</sup>.

In addition to meeting the target for including young women in the program, INTEC has made a concerted effort to mainstream gender in the training materials, both in terms of a module on gender and political participation and as a cross-cutting theme across all modules. More than 1,200 persons have been trained, 37% of whom were women (31% from the parties and 43% from civil society organizations.) A sub-group was trained as facilitators (training of trainers) for each party’s internal training program. Forty-five percent (45%) of these facilitators were women.<sup>49</sup>

The assessment offered by the program managers concerning mainstreaming gender is instructive for other programs. First, meeting the target for female candidates required specific and direct recruitment efforts (“*costó sangre*”). Setting and enforcing the target was important. Second, mainstreaming gender in the training materials is not obvious, and requires consistent monitoring and revision. Third, developing indicators for monitoring and evaluation of results in

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<sup>47</sup> The project is located in the INTEC Centro de Gobernabilidad y Gerencia Social, in collaboration with Participación Ciudadana. More than 1,200 young people have been trained to date.

<sup>48</sup> The Dominican Republic has had a *Ley de Cuota Femenina* (Quota Law) since 1997, which stipulates that at least 25% of the slate of candidates of each political party for congress, the senate, and municipal governments must be women. This law was modified in 2000 to say that at least 33% of the slate must be women and that they must be interspersed on the slate (two men, one woman, two men, etc.). In spite of this law only a very small proportion of elected positions are held by women, well below the minimum (although still more than prior to the law<sup>48</sup>). Duarte, Isis “Cuota Femenina y Voto Preferencial” Sto. Domingo: Participación Ciudadana. (no date)

<sup>49</sup> Interview by the Gender Assessment Team on March 17, 2009.

terms of learning and participation for men and women is essential to continued effectiveness of the course.

### **Transparency and Accountability Project**

Corruption is endemic in the public sector in the Dominican Republic, and historically, USAID has been active among donors in supporting the development of civil society organizations to advocate against its practice. Transparency and accountability in public institutions have taken on increased importance in terms of compliance with the requirements of DR-CAFTA, and to achieve MCC threshold status. The new project, focused on reform in public institutions, particularly government procurement and contracting, and customs was not yet underway at the time of the gender assessment, and too little information was available about the proposed activities or objectives to provide analysis or recommendations relative to gender.

The relationship between gender and corruption is not straightforward and the relevance of gender differences in terms of involvement and impact varies by institutions and situations, and will require analysis on a case-by-case basis. In general, women tend to be adversely affected more than men by petty corruption, while men, who are more likely to be in positions and networks of power are more often implicated and affected by higher level corruption. In the Dominican Republic, the absence of women in top positions in government (and in the private sector) is attributed to the weight given to political connections compared to merit in selection and appointments. As the project proceeds, seeing more women in high-level positions may be a result and an indicator of success in terms of transparency and accountability.<sup>50</sup> Particular attention should be given to gender bias in government procurement and in customs, where women-owned firms and sectors in which women dominate are frequently at a disadvantage.

### **Civil Society Action for Improved Public Sector Performance**

The new USAID civil society project also is focused on corruption and transparency. With *Participación Ciudadana*, INTEC, and FINJUS in the lead, the project will seek to build broad-based coalitions of civil society organizations (CSOs) to serve as social watchdogs and build transparency and accountability for on-going reforms, as well as impetus to move forward with the implementation of the reforms. INTEC<sup>51</sup> says that, as a matter of institutional policy, gender mainstreaming will be a component of this project as well.

In an earlier IDB project to strengthen civil society organizations, the INTEC *Centro de Gobernabilidad y Gerencia Social* analyzed the status and role of women's organizations<sup>52</sup> – or civil society organizations with an agenda focused on gender equality. They found these organizations to be relatively weak at present in terms of advocacy. In the past, these organizations were an important force for putting gender equality and women's issues on the public agenda, but this focus has become “institutionalized” through the SEM, and the CSOs have become project-oriented. A series of recommendations, summarized below, were developed to ensure that gender equity is a component of citizen and CSO participation.

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<sup>50</sup> For example, reform in the judicial system toward a system of merit has been accompanied by gender parity in professional positions.

<sup>51</sup> Interview by the Gender Assessment Team, INTEC Centro de Gobernabilidad y Gerencia Social on March 17, 2009.

<sup>52</sup> Baez, Clara and Denise Paiewonsky. “Temática: Género y Sociedad Civil Programa de Fortalecimiento de Organizaciones de la Sociedad Civil.” Santo Domingo: INTEC, BID, OXFAM 2002.

- Assure that women's organizations are included in the coalitions through direct recruitment of organizations focused on gender equity. Support the development of leadership within these organizations as well as the role of these leaders within the CSO coalitions.
- Work with the CSOs to ensure that all organizations/coalitions see that gender equity is an essential part of the whole picture of civil society. Frequently, women's organizations are perceived as the only appropriate advocates for women's rights. As a result, issues related to gender equality or the human rights of women are not integrated into the agenda of the coalition.
- Use gender experts in developing the program for CSO strengthening (or a gender expert advisory board).
- Include in the plan for training and technical assistance in the coalitions both a module about gender and gender equity and a cross-cutting and integrated treatment of gender in the entire training program.
- Ensure that social and gender equity is recognized as one of the underlying principles of civil society participation in the democratic process.
- Include gender-relevant indicators for tracking, monitoring, and monitoring the process.

## **Recommendations**

- Set targets for participation to counter discrimination and bias in the political arena. Ensure the participation of CSOs concerned with women's issues and gender equality. Promote leadership development, organizational strengthening, and advocacy training.
- In preparing the work plan for the activities related to transparency and accountability in public institutions conduct a gender analysis for each situation (e.g., procurement, customs) to identify particular gender differences in terms of involvement and impact in that context.
- Include gender modules in all training to raise awareness and make equality/equity an issue on everyone's agenda and not just women's. Ensure that gender is treated as a cross-cutting theme in all training, in sensitivity to language and examples/cases, and in terms of issues. Allocate resources and specialized staff to this task. Ensure that gender equity concerns are reflected in the work plan and budget of the project.
- Monitor impacts and results disaggregated by sex, not only in terms of the number of men and women in the training but also in the results for men and women, in terms of factors like leadership, employment, etc.

- Have gender specialists (persons with gender expertise) involved in the design and review of all reform and legislative proposals (e.g., in increasing transparency and accountability in public institutions).
- Consider documenting the experience with gender mainstreaming in the project for the formation of young leaders of political parties as a source of “lessons learned” about gender integration and recommendations for gender mainstreaming in other programs.

## **B. Investing in People: Health**

The Health program, the largest in the Mission portfolio, works in four interrelated areas. Efforts to combat HIV/AIDS involve coordinated activities through funding from USAID, PEPFAR, the World Bank, and the Global Fund under the umbrella of the Presidential Council for HIV/AIDS (COPRESIDA). An understanding of gender relations is central to this programming. The fact that an estimated 70% of the new cases of HIV infection are among young women (ages 15-24), and that more than half of people living with HIV/AIDS (PLWHA) are now women are striking evidence of the importance of gender relations as a factor in the epidemic in the Dominican Republic.<sup>53</sup> The central focus of this programming now is on gender relations and heterosexual behavior in the general population (as compared to primary attention to vulnerable sub-groups such as sex workers and men who have sex with men), and the local community is identified as the principal venue for education and response for treatment and care.

The new task order for maternal and child health (MCH) and health systems reform builds on models and practices developed under USAID programs in the country over more than a decade. The overall objective is “to contribute to increase equitable access to sustainable quality Maternal and Child services.” To achieve this end, the project will focus directly on best practices to reduce maternal and neo-natal/infant mortality and improve immunization coverage, while at the same time supporting the ministry of health (*Secretaria del Estado de Salud Pública y Asistencia Social*, SESPAS) in implementing health system reform, including clinical and management administrative processes, social participation and oversight, and the Social Security System. This project had not started at the time of the gender assessment. The contract stipulates gender analysis and on-going involvement of a gender expert to ensure full integration of gender considerations in project implementation. The experience from previous projects shows that gender integration will focus on gender relations within the institutional setting (e.g., as they affect interaction in the work group) as well as in the intersection of the family unit (fathers as well as mothers) with the health institutions.

USAID has been a key actor in the provision and institutionalization of family planning services in the Dominican Republic. Given the success of the program in both coverage and in the capacity of the Dominican institutions to provide the services directly, these programs will graduate from USAID at the end of the current fiscal year. A small short-term activity to organize groups representing marginalized populations to advocate for access to education and resources for family planning will end in September 2009.

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<sup>53</sup> Data are from Dirección General de Control de las Infecciones de Transmisión Sexual y SIDA available online at <http://www.digecitss.org/index.asp>.

The final area of activity for USAID in health is tuberculosis and treatment. The new project in this area had not started at the time of the fieldwork and therefore is not included in the assessment. TB infection is linked to HIV/AIDS and the activities at the community level for detection and treatment will be coordinated with other activities, especially the HIV/AIDS project, but also the MCH/Health Systems program since there also is a high level of infection in children. An understanding of gender relations, within the household and the community as well as of gender-related attitudes or constraints that may affect openness to participation and receipt of services will be fundamental to implementation of this program.

## **BASICS**

The pilot activity with the regional BASICS project on neonatal health (March 2007-September 2009) has worked with four public hospitals to institutionalize improved practices to reduce the impact of neonatal sepsis as the leading cause of neonatal death. The principal task of the project has been organizational change rather than the introduction of new technologies or radically new practices. Relatively small changes in terms of cleanliness and sterilization can have a large impact if they are taken seriously and systematically enforced. Social relations, including gender relations, among the staff and between the staff and the patients have affected differences in the levels of success in the four institutions. For example, all hospital directors in these four institutions are men; all nurses are women; many of the doctors are women. The nurses have resisted the changes in their work routines and hegemony. A focus on the family unit – allowing the father to be present, having the mother and child stay together in the hospital – has reduced the role and control of the doctors. At this point, the changes have been institutionalized successfully in only one of the four hospitals. Under the pilot project, the change process and achievements have been monitored and the impact measured relative to a baseline assessment in each hospital so that the work can be continued under the new project. Even in the hospitals where change has not been institutionalized substantial improvements in morbidity and mortality statistics have been observed.

Another experience contributing to the design of the new MCH/Health Systems project is the Health Sector Reform Project. This project, which worked only in health Region V, was focused on improving the quality of public health services in seventeen hospitals and clinics. The small regional hospital in Ramón Santana is an example of the accomplishments of this project. The experience in this hospital as recounted by the staff involved an integrated approach to reform, from re-decorating the clinic and up-grading recordkeeping to adoption of new protocols for patient interaction and care in which attention to social relations, including gender, were as important as reforms in practices of sterilization and care. This experience again illustrates the importance of attention to social relations in design and implementation for institutionalization and sustainability of reforms. The experience at Ramón Santana as well as in PROFAMILIA also illustrate that attention to gender (or gender analysis), for example in terms of obstetric and maternity care, which is usually considered a “woman’s issue,” is essential to achieving the results of the program as a whole and to improved services for all clients - men, women, and children.

## **Strengthening HIV/AIDS Services**

The Mission HIV/AIDS program is geographically focused on the eastern provinces and the border regions with Haiti, and is concerned with delivery of services at the community level. It

involves mobilization and coordination of service-providing NGOs and government agencies at the local level, as well as technical assistance and training for service providers and life skills training for adolescents and youth. Gender relations and differences are explicitly addressed in the life skills training. Issues of importance in the community include the link between gender based violence and HIV/AIDS, and the stigma attached to the infection. Gender also is an important factor in the part of the program directed to children living with HIV infection, AIDS orphans, and children at risk of losing a parent in the future, where interventions are focused at household-level relations.

The project staff reports that attention to gender is clear at both the policy and the political level. COPRESIDA has an active gender committee and a gender policy. The SEM and leading women's NGOs are members of COPRESIDA, focusing on issues such as equality in access to services, the link between gender-based violence and violence against women and AIDS, and women's human rights, including mandatory testing for employment, informed consent, and counseling.

## **Recommendations**

- Develop specific indicators to reflect gender-based barriers to services. Such indicators would lead implementers and participants to move beyond merely counting the number of men and women, to respond to the causes of the inequality.
- Formalize interactions among partners in the various health programs on the subject of gender roles/relations and health, and how it affects program implementation in the various settings (e.g., community level, household, hospital/clinic). This type of interaction would build on the substantial gender expertise among these partners, and contribute to collaboration as well as more effective gender integration. Sector-specific training or technical assistance could be provided as needed.
- Increase direct attention to adolescents and youth in MCH and HIV/AIDS programs, with particular attention to outreach services. The historical experience of PROFAMILIA in this arena may be instructive.
- Include information about gender-based violence and resources should be a part of all health programs and training, particularly in work with adolescents and youth. Gender-based and domestic violence is a strong underlying factor in all health-related programming, especially HIV/AIDS, not only because it increases women's physical vulnerability to infection but also because, as an assertion of *machismo* and power, it reduces women's sense of self-worth and empowerment.
- Develop policies and actions to promote the use of health services by men. Practices of PROFAMILIA to ease the access of men to its clinics have been important for testing and treatment of HIV-infected men. Staff at Ramón Santana reported direct outreach to workers in cane fields for HIV testing in order to reach men who otherwise would not enter the hospital.

- Focus on developing innovative practices to promote shared responsibility of mothers and fathers for children's health care. Involving both men and women in family planning and obstetrical practices may lay the foundation for continuing involvement of both with the children.

## **C. Investing in People: Education**

In the Dominican Republic, as elsewhere in the Caribbean, the gender gap in schooling and education focuses on boys. At all levels of the system, girls are more likely than boys to attend, advance, and graduate. Most analyses point to factors associated with the quality and relevance of education as the key explanation for the failure of students to advance and to subsequently leave school at low levels of attainment. Despite high levels of access and enrollment in school, Dominican youth perform poorly on achievement tests, and leave school with low levels of completion and inadequate preparation to meet the human capital needs of the competitive economy. USAID support for education focuses on quality in primary schools.

### **Teacher Training**

The centrally-funded CETT program (Centers of Excellence for Teacher Training), at the *Pontificia Universidad Católica Madre y Maestra* (PUCMM) developed materials and methodologies to improve the quality of instruction for reading and language in grades one through three. USAID/DR has expanded this program for the Dominican Republic with materials for grade four in language and grades one through four in mathematics.

The multi-faceted in-service training program for primary school teachers, which extends over two years, shows a high level of attention to gender considerations in the design of the program, the preparation of the materials, and in the implementation. The attention to gender relates not only to the students and the socialization in the classroom about gender roles and behaviors but also to the teachers, 92% of whom are women. Gender-related issues that affect the teachers in the program include constraints of time and travel – most have household and family care responsibilities in addition to teaching – and their personal self-image and self-esteem as professional women and the way it affects interactions in the classroom. The program had assistance from CIPAF (*Centro de Investigación para la Acción Femenina*) in eliminating gender bias from the textbooks and training materials. The effectiveness of the program has been demonstrated by improved test scores of students in the schools that have participated in the program. The scores also show that girls perform better than boys in language and reading, while girls and boys are on a par in terms of mathematics.

This program is an example of effective gender integration because attention to gender roles and relations is present in all aspects of the program, not as a side issue but as a part of the definition of the program itself. The program directors are skilled in gender analysis and programming, experts have been contracted as needed, and gender considerations are reflected in the indicators for monitoring effectiveness.

### **Private Sector Partnership Program**

The school sponsorship program with AMCHAM (American Chamber of Commerce) is an integrated approach to improving school quality. A private enterprise is linked to a public

primary school for a period of at least five years to meet a variety of needs, all focused on the quality of education. These needs include teaching materials, libraries, and in-service training for the teachers as well as work with directors on school management and with parents. The schools also are engaged with the *Espacios para Crecer* program of supplemental non-formal education for students who are struggling or at risk of dropping out. Explicit attention has not been given to gender issues except in the reporting of participants and of the results of achievement tests, although the materials and methodologies developed under the CETT program are being used in teacher training.

Analyzing and taking account of gender dynamics in school management and in the classroom as well as in activities with parents and the community will contribute to achieving academic results, in building responsive parent and community school associations, and an effective and engaged teaching staff. The indicators for monitoring and measuring the process of change and the results for an integrated program will be more useful if they involve more than test results and include measures of equity in participation and leadership. This project may be an opportunity to deepen the understanding of the impact of gender in education and employment by incorporating gender discussions in the technical assistance and training for private sector sponsors. Setting specific targets for girls and boys may be difficult in this type of partnership but pointing to the importance of gender in achievement and in preparation for the job market may improve project results and perhaps carry over into employment practices as well.

### **Youth-at-Risk**

In 2008, USAID issued two-year grants to five NGOs to develop innovative pilot approaches to engage marginalized young people who have dropped out or are at risk of dropping out of school. The goal of these programs is to draw these young people back into the mainstream, promoting basic education skills and vocational and life skills training. Grantees are expected to have an equal number of boys and girls in the program but this objective has not been met. Several of the programs have recruited young street workers, most of whom are young men. Young women and adolescent girls at risk are less visible than boys because they tend to work in private homes, and therefore are more difficult to engage. For example, a girl, perhaps as young as seven, may be “gifted” by her parents to another household to care for a baby, cook, or do housework, in exchange for education, health care, and protection. These girls are essentially unpaid servants, unsupervised, and separated from their families, and sometimes subject to physical and sexual abuse. Adolescent girls, who become pregnant, are forced out of day school and into night school (not by law but in practice); girls in apprenticeship situations may be subject to harassment and abuse; and, in tourist areas, especially Puerta Plata and Boca Chica, there is a growing problem of adolescent girls recruited as sex workers. In all cases, the girls are more difficult to identify and reach than are the “street boys.”

The grant requirements to develop effective activities for a large number of participants in a very short time push the grantees to recruit the young men who are more easily identified and contacted. Setting the target of 50% participation for boys and girls, and monitoring compliance are essential to ensure that girls as well as boys benefit from the activities. Training and technical assistance for the fieldworkers who are identifying and approaching the young people, or information sharing among the NGOs about their experiences may be useful in meeting the

targets and building understanding of the risks for girls, making them more visible, and correcting these situations.

### **Recommendations:**

Partners in the education projects consistently affirm the importance USAID attaches to gender integration in their activities, and understand the importance of the targets for participation and achievement. Some partners share this objective and have substantial staff expertise to ensure that gender-related factors are central to their planning and implementation. Gender considerations in education also are given attention by other donors, NGOs, and by the ministry.

- Consider formalizing interaction among partners in education programs on the subject of gender roles/relations (as recommended for the health sector) to share information and experiences and build on the considerable knowledge about gender and education within this group. The group may request training or additional research.
- Recommendations for additional analysis and discussion may include examination of factors affecting relative achievement, advancement, and completion for boys and girls. Why do boys and girls leave school and what changes are needed in the system to respond to the differences between them? What are the differential barriers to attendance and achievement for at-risk boys and girls?
- Additional attention should be given to the impact of gender relations within the hierarchy of educational institutions and the extent to which they influence the responsiveness of teachers and interactions in the classroom.

## **D. Economic Growth**

The USAID/Dominican Republic program for economic growth is built around support to government and private sector entities in responding to DR-CAFTA, both in terms of compliance with the requirements and regulations of the trade agreement, and in terms of taking advantage of the new regional opportunities. Little direct attention is given to gender considerations in these projects from either a policy or programmatic point of view. Indicators of participation and outputs are disaggregated for men and women but none of the projects has an analysis of gender-based barriers to participation or to benefits for women or men, project components to counter these barriers, or gender-specific targets for participation or results. The results are measured in terms of economic transactions and the beneficiaries are businesses and institutions. To date, USAID programs have given little attention to monitoring the positive or negative effects of DR-CAFTA on employment, poverty, or level of living at the individual level, and as a result gender differences in impact have not entered the picture.

### **DR-CAFTA Implementation**

The focus of this activity on compliance with the requirements of the treaty necessarily places the emphasis on institutions in both the public and private sector rather than on individuals. The principal client is the ministry, the State Secretary for Industry and Commerce (SEIC) and specifically, the Directorate of Foreign Trade (DICOEX). Training for private sector

associations and clusters is demand-driven and managed by the DICOEX. No specific outreach is done to reach associations or businesses that may be outside or on the fringes of standard business networks, such as women-owned businesses, or to design special training programs to reflect differential levels of knowledge or understanding of the operations of the export markets.

The project records the number of men and women who receive training on the requirements and procedures for production and trade under DR-CAFTA. For FY2008, approximately 35% of those trained were women. Training is done by sector, and the proportion of men and women participants varies by sector, since businesswomen tend to cluster in a few sectors like jewelry making and cosmetics. Women's civil society and business associations request and receive training, although to a lesser extent than associations where businessmen predominate.

As an aside, it also is interesting to note that, in contrast to many other branches of government, a high proportion (perhaps a majority) of the government and private sector directors, managers, and professionals involved in negotiation and implementation of the DR-CAFTA agreement are women. While traditional patterns of gender discrimination and occupational segmentation tend to exclude women from high level decision-making positions, in an emerging area like international trade negotiations, where "gender-appropriate" roles are less strictly delineated and "traditional" norms have not been set, more options may be available to women.

### **Rural Economic Diversification (RED)**

The RED project began in March 2008, with the explicit purpose of working with small and medium entrepreneurs in rural areas to take advantage of the opportunities presented by DR-CAFTA, to counter the erosion of rural livelihoods brought by the inability of Dominican farmers to compete with increased imports from the US and other CAFTA countries. The focus is on value-added production and marketing, both export and national. Project staff emphasizes the importance of taking account of gender in their activities, with particular attention to identifying and working with associations of women producers. A number of women's associations working with NGOs have been integrated into the project and efforts have been made to identify and mitigate women-specific barriers in the market, such as restricted access to land and credit.

Land tenure and access to credit for agriculture are serious constraints for all farmers (and for many small businesses) in the Dominican Republic, but the constraints are magnified for women. The RED Project has established a loan guarantee program with ADEMI, a development bank that began as a credit institution for micro-enterprise, to provide agricultural credit to member associations. Despite the project's affirmed intent to be responsive to the gender-based constraints facing women in agriculture, only about one percent (1%) of the loans under this program have gone to women.

While the project reports on a weekly basis the number of men and women participating in various activities, there is little evidence of analysis of gender relations within the clusters and the relationship of gender differences to competitiveness. Likewise no attention is given to tracking the impact of cluster activities on rural livelihoods and poverty reduction, or related issues of unemployment and migration. For example, the coffee cluster in Jarabacoa is composed of 642 small and medium coffee growers (five percent are women), and has registered

some success in strengthening the quality of production, environmental practices, and marketing of coffee from the region. At the same time, the coffee produced by a small farmer is insufficient to support a household, meaning both that the small producers rely on family labor (especially women and children) to produce the coffee, and that men and women in the household must seek off-farm employment to support both the coffee production and family needs. Accordingly, sustainability of the clusters may be linked not only to capacity to respond to the requirements and opportunities of international trade agreements but also to the household structures that support this production. Factors such as the availability of employment in tourism or free-trade zones, especially for the women, or the flow of remittances, given limited access to credit, are tied to gender relations in the community and household and may prove critical to cluster success in the long-term. A particular issue for the future of the cluster is the continued exit of young people from the region.<sup>54</sup> Gender analysis and monitoring the factors affecting household income would contribute to understanding the coffee farmers' behavior, constraints and policy interests, and perhaps lead to social as well as economic programming for the cluster organization.

The team also visited with the board of the Cooperativa Zafarraya, which is supported by the RED project.<sup>55</sup> In this case, an analysis of gender relations would be useful in understanding the interest of women in greenhouse construction and management and the potential for building on that interest to strengthen women's participation in the cooperative and income of member households. The fact that the greenhouses can be built on small plots of land close to the house not only allows women to manage the greenhouse at the same time as household and childcare chores, but also to some extent bypasses the extra-ordinary constraints women face in acquiring agricultural property. The key issues of access to credit and more importantly, to the networks for information about marketing and prices continue to be particularly vexing for women in their efforts to compete effectively in horticulture and related markets. While the men of the cooperative board recognize women's interest in the greenhouses, they continue to focus on building the involvement of women in the cooperative through labor rather than entrepreneurial roles, for example, by the organization of brigades of women for the harvest and for processing. Assistance from a gender expert and a gender analysis of the situation would be beneficial to the women and the cooperative in developing services and programs to overcome some of the gender-based constraints that may limit the women's success.

The decline of agriculture in the Dominican Republic in recent decades as a source of income and employment has had broad ramifications in the structure of the overall economy, the shift of population into urban areas, international migration, and household composition. Rebuilding the sector as a globally competitive part of the economy and as a source of revitalization in the face of rural poverty requires an understanding of the new social context, including gender relations, and particularly, changes in women's role and participation in the economy.

### **Dominican Sustainable Tourism Alliance (DSTA)**

Tourism as an engine of recent economic expansion in the Dominican Republic has been based primarily in enclave resort development for "*sol y playa*." The DSTA activity seeks to build on this attraction to develop a diversified set of options for tourists and provide employment and

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<sup>54</sup> Interview by the Gender Assessment Team with Fatima Franco, the cluster manager on 14 March 2009.

<sup>55</sup> Interview in Santiago with members of the Board of Directors of the cooperative on 20 March 2009.

income for micro-, small, and medium enterprises throughout the country. The DSTA works with tourism cluster organizations in the enclave locations that bring in international visitors, to strengthen the tourism sector, the returns to the community, the sustainable use of resources, and links to cultural and ecological sites.

The tourism sector is a valuable asset for economic development. As a service industry, it generates large number of jobs across a spectrum of occupations, attracts foreign investment, and produces foreign exchange. As in the RED project, the DSTA project focuses on gender only in terms of women's involvement in community activities, and representation in the cluster organizations. Indicators for participation and training are disaggregated by sex, and several "women's activities" are being supported.

What could be learned by incorporating gender analysis and gender concerns in the project? Gender analysis at the community level would be a useful tool in design of activities by pointing to the benefits and constraints on women's leadership in community activities, as well as the terms of men's support, opposition, or involvement. In an example recounted to the assessment team in the visit to Bayaibe, a group of women in a resettlement community had formed a cooperative to produce and sell artisan jewelry. The barriers they have encountered, in addition to difficulty in understanding the tourist market and the required standards of quality and quantity, include problems in acquiring a location for their workshop, difficulty in getting credit for the purchase of materials, constraints on travel outside the community for marketing because of their husbands' objections to lack of childcare, meals, and other chores. There is a general sense that their husbands will not support their endeavor until they show clear income returns.

Segmentation in the labor market means that men and women are not employed in the same types of jobs, and their opportunities and skills requirements differ even within the same community. Sex disaggregated information on local employment is needed to inform education and skills training programs, business development activities, youth activities, and others. Gender analysis might also point to potential negative social impacts of tourism such as HIV/AIDS, delinquency, or exploitation of youth.

### **The Environmental Protection Program**

The fourth project in the economic growth portfolio was initiated at the termination of the field work for the gender assessment. The purpose of the project is to strengthen the institutional capacity within the public and private sector to protect environmental quality and biodiversity and, in particular, to comply with the environmental requirements of DR-CAFTA. The contract for the project anticipates significant attention to gender relations as a factor in implementation and sustainability, beginning with a gender and equity baseline assessment, followed by training for implementing partners on gender considerations in the program, and development of gender and equity relevant indicators to be incorporated into the performance monitoring plan. The contract also outlines specific terms for follow up consultancies with the gender and environment expert to build gender awareness and to take account of gender considerations in legislation, policies and regulations, guidelines for environmental impact assessments, and in communication strategies. Monitoring the implementation of these plans and recording their effectiveness over time will be key in ensuring that equity results are achieved.

## Recommendations:

- Provide basic gender awareness training for staff on all four projects. Paying attention to and recording the number of men and women participants is an important first step in recognizing the roles and contributions of women as well as men in economic activities. Gender awareness also involves analysis and understanding of the interactions between men and women and their separate but interdependent roles, as well as the differential constraints they face in the household and the market.
- A baseline gender analysis should be conducted at the local level for each of the clusters and activities supported by the project to identify barriers, constraints, and resources. This analysis need not be complex but it will be valuable in anticipating potential pitfalls and potential opportunities in the course of implementation and raise awareness of the extent to which the project is promoting or harming equal opportunities and benefits for men and women in the community.
- Gender relevant people-level indicators of participation (e.g., training), benefits (e.g., income, sales), and impact should be a part of each activity and monitored and analyzed quarterly or semi-annually. To the extent that there are negative or unexpected outcomes, actions should be take to mitigate these effects.
- Consideration should be given to contracting a gender consultant to be “on call” or perhaps a part-time staff person to carry out training, baseline gender analysis, and analysis of the gender monitoring information on an on-going basis.
- In the design of new economic growth activities or in the development of a new country strategy, a broad analysis of the economic context in terms of gender and factors related shifts in employment profiles (e.g., in the free trade zones, agriculture, and tourism) investment, and migration and remittances, with specific attention to women’s participation and gender-based constraints.

## E. *Batey* Community Development

The new two-year project to improve the quality of life for residents in eight *bateyes* will use an integrated and participatory approach to work with *batey* residents on some of their most pressing needs, emphasizing infrastructure, health and education. Recognizing the central role of women in community organization, especially in matters related to health and education, the *batey* project includes a specific component on gender relations, and MUDE (*Mujeres en Desarrollo Dominicana*), an NGO with more than 30 years experience working with rural women on economic and health issues is one of three organizations in the implementing consortium. From a gender integration point of view it also is significant that the project will be drawing on the resources of other USAID projects like the teacher training program and health activities that are implemented with a high level of gender awareness.

At the time of the gender assessment, the project was in the early stages of selection of *bateyes* and completion of the baseline assessment survey. It will be important to use the survey data to

understand the gender relations in the community to identify community leaders, household composition and roles, employment and interactions with the broader community outside the *batey*. Monitoring the participation and the benefits for men and women as well as their interaction in community affairs will be important to achieving the project objectives and building viable community organizations. The project PMP should include not only sex disaggregated output data but also gender-specific indicators to monitor participation, leadership, and decision-making.

### **Recommendations:**

- Develop gender-specific indicators of participation, leadership, and decision-making in community development organizations; provide training and technical assistance to ensure active and effective participation of both men and women.
- Monitor participation and benefits for men and women, both adult and youth, on a quarterly basis, and take steps to correct any inequity.

## **V. Conclusion**

Two general observations summarize the findings of the assessment:

- In general, partners are not aware that USAID has a gender policy or strategy. They have not received explicit directives or guidance and, with some exceptions, gender is generally not perceived as a required consideration in project implementation. The primary exception is the projects in Education.
- In all sectors, there are projects with clear attention to gender integration, with positive results. In most cases, these reflect the commitment and diligence of the partner organizations themselves, with the support and approval of USAID. Furthermore, they draw on the considerable experience and knowledge of gender relations in the Dominican Republic and the recognized legitimacy of gender issues in the national agenda. Examples of these projects include the CETT in Education, the Strengthening HIV/AIDS Services activity in Health, and the Formation of Young Leaders of Political Parties in Governing Justly and Democratically. In Economic Growth, the work plan for the new Environmental Protection Program included clear steps toward integration of gender concerns in project activities.

Based on the analysis of projects within each sector, the assessment offers recommendations for USAID to move forward to meet the requirements and intent of the USAID strategy for gender integration in programming. It will be necessary for each technical team to prioritize these actions and put them on a realistic timeline, based on the process within the projects and the sector program. For example, designing gender-relevant indicators is a priority at the initiation of the project so that baseline information can be collected for tracking change. For the Mission as a whole, in developing the new Country Strategy, additional attention to gender relations as a factor in the economy and in the workforce has been identified as an immediate priority. It also is important to recognize that gender considerations are cross-cutting, e.g., gender-based

constraints and opportunities in employment affect health and education and *vice versa*. All sectors and the men and women within them meet and interconnect at the community and household level.

USAID/Dominican Republic has the benefit not always afforded USAID programs to have worked with the same institutions in key sectors over an extended number of years so that current programs build on previous successes and strong sustainable partnerships have been developed with these institutions. As a result, the Mission is in a position to build on these ties and networks to probe the implications of these cross-cutting issues. A recommendation for most sectors points to the benefits of bringing partners together to share understanding, experiences, and through this interaction to see out additional training, technical assistance and analysis. The Guidance for the Gender Plan of Action incorporates recommendations to lay the groundwork for Mission-wide commitment to gender integration as a factor that both cuts across and links all programs as well as actions within each sector.

## **Guidance for a Gender Plan of Action for USAID/Dominican Republic**

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

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

1. How will gender relations affect the achievement of the program results?
2. How will the program results affect the relative status of men and women?

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

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

## **Mission-level Recommendations and Actions**

- Develop a clear statement of the Mission commitment to gender equality, and of the importance given to gender analysis and attention to gender issues in programming. This statement is sometimes issued as a Mission Order from senior management and is a signal to staff and to partners that they are accountable on this topic. (An example of a draft Mission Order for Gender is included in Annex E.)
- Communicate this commitment to partners and define the expectations for attention to gender issues in project implementation and performance reporting.
- Define the key gender issues in each strategic area and incorporate these issues into project/activity design and procurement documents. Most Mission procurement documents mention gender as an important concern of the Mission. Combining this message with specific analysis and identification of issues to be addressed increases the likelihood that the potential partners will integrate the issues into their proposals, indicators and work plans.
- Develop indicators and targets for tracking gender issues in the Performance Management Plan or in the project log frames, require annual or semi-annual reporting and analysis of these indicators, and include gender integration as a part of portfolio reviews.

## **Tools for Meeting Mission-level Recommendations**

- It is important to formalize the responsibility within the Mission for ensuring implementation of the actions for gender integration in Mission programs. The responsibility should be accompanied by concrete time and budget allocations, as well as specific targets for individual annual performance reviews.
- USAID/Dominican Republic has a Gender Committee, with Mission-wide representation, including representatives from all technical areas, contracts, and senior management, as well as a Gender Focal Point, a program officer who is responsible for convening and managing the Gender Committee. Consideration also may be given to contracting a “gender expert” to advise the team on gender issues and methodologies. These roles and responsibilities could be formalized as a part of the Mission Order on gender. It also will be important to clarify the relationship of the work and mandates of this team to the technical area teams.
- Provide training to the Gender Committee, Mission staff and partner organizations on the logic and methods for gender integration in project design, procurement solicitation, implementation, and indicators. This training should familiarize participants with the USAID requirements as well as the rationale for this approach. Recognizing that some partner organizations have internalized a gender approach to their programs, the training might be developed as an interactive forum so that the partners can share the knowledge and experience in implementation among themselves. Training and/or clear experience

in gender integration could be considered as a requirement for all partners at the initiation of new projects.

- Set up an interchange among partners in each objective area to identify gender issues, discuss responses to them, share successful practices, and identify resources (NGOs, data, studies, etc.).
- Identify local gender experts to provide technical assistance and training with partners who need or request additional guidance on dealing with gender issues in their work. Consider expanding collaboration with the SEM in identifying issues, tools for implementation, and in training.
- Require that each partner prepare a gender work plan, indicators, and targets for gender integration in their activities. Require documentation on the implementation of this plan as a specific part of periodic reporting requirements. Provide technical assistance to prepare the plan, if requested and needed.
- Document successful experiences and share these with government organizations, counterparts, and other organizations working in related activities, as well as with USAID/Washington.

### **Program-level Gender Issues and Recommendations from the Gender Assessment**

The current Mission strategy is an extension of the 2002 to 2007 strategy, and most of the projects, including those that are just getting underway, reflect the experience and lessons learned over nearly a decade of work in these areas. This longevity has allowed the Mission to build sustainable and institutional change with long-term partners and counterparts, and has exposed interdependencies and cross-cutting issues like gender relations across sectors. Several broad recommendations apply to the strategy as a whole, and are suggested for consideration by the Gender Committee and application in each technical area:

- Provide training and tools to the local NGOs, facilitators, and technical personnel who are working with the communities for application of gender considerations at the field level. Many of the Mission projects across sectors are centered at the community level or with individuals. Gender awareness should be a part of all training, whether for local NGOs, cluster organizations, or young leaders in political parties, to instill recognition of the impact of traditional assumptions about roles and power relations on equity and opportunity, and the way they are played out in each project.
- Incorporate gender analysis into programming for economic growth. The priority in the current economic growth programs is capacity building to comply with and benefit from DR-CAFTA, and incorporates minimal attention to gender-based constraints or impacts. Differential economic opportunity and income for men and women affect activities in all other sectors as well as overall poverty reduction, as illustrated by factors such as the high unemployment rate for women compared to men, gender differences in out-migration and remittances, and the fact that nearly a third of households are headed by

women. Sector-specific gender analysis and recommendations will be an important prerequisite to development of a new strategy.

- Consider Mission-level attention to three additional gender-related issues not currently highlighted in the portfolio that cut across all sectors, particularly as the Mission prepares for a new strategy:
  - gender issues in programming for adolescents and youth;
  - gender-based violence and domestic violence, especially against women;
  - lack of birth certificates and documentation, which affects access to essential services for both men and women, but is a more striking barrier for women and girls because of their responsibility for care of children and family members.
- Pursue collaboration with other donors and key government institutions on issues of gender and development.

### **Gender Issues and Recommendations for the Technical Areas**

To develop the Plan of Action within each technical area:

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

## Annex A: Executive Message on Gender Integration

**Date:** 05/04/2009

**Subject:** Integrating Gender

**Type:** Administrator

**Agency Notice Message:**

This message was sent out 05/04/2009 as an Executive Message.  
This Notice is being posted to the intranet for record purposes.

INFORMATION  
USAID/General Notice  
EGAT/WID  
05/04/2009

### E X E C U T I V E   M E S S A G E

**Subject:** Integrating Gender

I want to remind all USAID staff of the critical importance of integrating gender considerations into all stages of planning, programming, and implementation of development assistance. This is not only a priority of the Administration, but also an essential part of effective and sustainable development.

According to the World Bank:

--If the gender gap in schooling would have been bridged at a pace equivalent to the rate in East Asia, the average annual growth in Sub-Saharan Africa would have almost doubled between 1960 and 1992.

--Gains in women's education were responsible for 43 percent of the declines in malnutrition in 63 countries studied from 1970 to 1995.

--In Sub-Saharan Africa, if women's access to agricultural inputs was on a par with men's, total agricultural outputs could increase by up to 20 percent.

These stark statistics and countless more demonstrate the critical role women play in the development of a country's social and economic infrastructure. Women are critical to the care, feeding, and education of children. In addition, they produce 60-80 percent of the food in developing countries, and are a vital part of economic growth. As we face the global financial and food security crises, we must look at women as part of the solution. As Secretary Clinton said, "Put simply, we have much less hope of addressing the complex challenges we face in this new century without the full participation of women."

The Automated Directive System (ADS) 201 sets out specific requirements to help ensure that appropriate consideration is given to gender as a factor in development planning at the Assistance Objective and the Intermediate Results level of Assistance

Objectives. This programming policy includes clear guidance on the procedures for gender integration where determined to be appropriate. In this regard, gender issues must be addressed in procurement documents and evaluation criteria. Gender equality is a USG-wide priority, and USAID has and will continue to take a lead role in that effort.

I commend the Office of Women in Development (WID) and its efforts to bridge the gender-gap in foreign assistance, but the responsibility of linking gender equality to development results belongs to all of us. Without the integration of gender concerns, our development goals will not be fully achieved. To that end, I am proposing a number of steps that will continue to highlight and promote the integration of gender into our overall planning and programs.

WID will continue to track how well we implement the above stated ADS requirements for gender integration in country strategies and procurement solicitations. Technical, managerial, and contracting officers will be accountable for ensuring that the Agency is complying with these policies.

The consideration of gender will be further incorporated into the training programs for new hires and current staff.

Gender equity and gender-based violence are both included in the key issues section of the Foreign Assistance Coordination and Tracking System and will be important in our ability to report on gender integration.

The WID Office will continue to make technical assistance available to missions and other operating units.

Thank you for your service and dedication in this regard. I welcome any further suggestions you may have in addressing this critical priority.

Alonzo Fulgham  
Acting Administrator

Point of Contact: Any questions concerning this Notice may be directed to Katherine M. Blakeslee, Director, EGAT/WID, (202) 712-0570.

## **Annex B: Scope of Work (SOW)**

### **I. Introduction**

On October 22, 2008, the USAID Administrator and Director of U.S. Foreign Assistance, Henrietta H. Fore, issued an General Notice on USAID Strategic Planning in which she stressed the importance of sound planning for development programs and the Agency's effort to improve interagency planning with the introduction of the Country Assistance Strategy (CAS). Given the Dominican Republic (DR) is not a country where the CAS is being piloted and where the development context by and large remains unchanged, USAID/DR is currently using the existing country strategy, as modified by operational plans, as the approved strategic plan<sup>56</sup>. Nevertheless, the Mission is anticipating the need to update its country strategy so that when the time comes to complete a CAS, the USAID strategy will be reviewed and revised as necessary to ensure that it is consistent with the CAS. Part of this preparation is conducting a gender analysis that accords with the revised Automated Directive Systems (ADS) Chapters 200 to 203<sup>57</sup> and the mandatory gender technical analysis requirement for strategic plan development.

The gender assessment will review the Mission's program implementation plans and address gender considerations central to the achievement of Assistance Objectives (AOs)<sup>58</sup>: Governing Justly and Democratically, Investing in People (Health and Education) and Economic Growth. The gender assessment will guide the design and formulation of activities and ensure gender integration in project implementation. The assessment will define appropriate gender equity goals for the Mission; identify needs for gender training; clarify additional topics for gender analysis and serve as the gender action plan for the Mission.

This Scope of Work outlines four interrelated tasks:

1. Review gender issues and gender-based constraints in the DR.
2. Appraise the current level of attention to gender in Mission programs.
3. Examine institutional context in support of gender in the Mission and DR.
4. Provide recommendations for a gender action plan that guides USAID activities in gender mainstreaming and helps improve the situation of women in the DR.

### **II. Background**

The DR is a representative constitutional democracy with a population of approximately 9.5 million, including hundreds of thousands of undocumented Haitians. In 2008 President Leonel Fernandez of the Dominican Liberation Party (PLD) was elected for a third (second consecutive) term, and in 2006 elections the PLD won majorities in both chambers of Congress.

CIA's 2008 Fact Book reports that the population's age structure in the DR is composed of 0-14 years: 31.8% (male 1,537,981/female 1,482,546); 15-64 years: 62.4% (male 3,029,349/female 2,905,471); 65 years and over: 5.8% (male 255,898/female 295,888). The population growth rate is 1.495%. Infant mortality is 26.93 deaths/1,000 live births (male: 29.01 deaths/1,000 live births; female: 24.78

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<sup>56</sup> Executive Message "Interim Guidance on the Status of USAID Strategic Plans Under the New Foreign Assistance Framework," dated January 11, 2007.

<sup>57</sup> Agency Notice Message "Issuance of Revised Automated Directives System (ADS) Chapters 200, 201, 202, and 203 - Agency Programming", December 11, 2008

<sup>3</sup> ADS 201.3.9.3 Gender Considerations, Mandatory

deaths/1,000 live births). Life expectancy at birth is 73.39 years (male: 71.61 years; female: 75.24 years). Total fertility rate is 2.78 children born/woman. Literacy defined as age 15 and over can read and write is 87% (male: 86.8%; female: 87.2%). Additionally, the 2007 Demographic Health Survey (DHS) reports that 35.2% of the national households in DR are women with 26% of the national households headed by single women.

The Government of the Dominican Republic (GODR) has signed various laws to protect women: Women Land Property Law, Domestic Violence Law/24-97, Child Protection Law and others. The GODR has also created a Women's Ministry. Unfortunately, enforcement of the laws is lax due to weaknesses in DR governmental structures. The DR-Amnesty International Report 2008 states that violence against women was widespread and affected women from all backgrounds. According to official statistics, at least 165 women were killed in domestic disputes by their current or former partner. Prosecutors' offices received more than 6,000 complaints of gender-based violence from across the country in the first six months of the year.

On the economic front, the feminization of poverty is a real phenomenon in the DR as it is in other developing countries. The 2007 DHS reports that the wage gap between men and women can differ up to 70% in favor of males. Lack of quality education in the DR affects males and females equally. However, while boys drop-out for a number of reasons, girls generally drop-out of school due to pregnancy.

## **Brief Overview of USAID/DR Programs**

### Governing Justly and Democratically

The assimilation of gender considerations in judiciary reform, democratization of political parties, consensus building activities and the implementation of a Victim Protection System is necessary to the improvement of democracy indicators for the DR, and its ability to achieve Millennium Challenge Corporation (MCC) threshold status. USAID assistance to DR is helping to combat corruption in the justice sector. A new civil society program is creating incentives for continued reforms by improving access to information, conducting oversight, and providing civil society inputs to the reforms process. This program will also track gender differences in how cases are conducted, tried, and decided.

Two justice centers established with USAID assistance in Santo Domingo and Santiago provide services to 4,680 persons. In the Santo Domingo center, 66% of those served are women; in Santiago 44% of those served are women. The services include access to conciliation and mediation, public defense lawyers, community liaison services, family and community mediation services, legal orientation and consumer rights protection. The services most used are conciliation and mediation (42% and 44%), indicating the great need for dispute resolution mechanisms. USAID support for the 2008 elections included both local and international observers. USAID funded the local observation effort led by Participación Ciudadana (PC). PC fielded 4,100 observers throughout the country, of whom 56% were women and 44% men.

### Investing in People

#### **Health**

For the vast majority of Dominicans and the estimated one million Haitians living in the DR, their health status can best be described as fragile. Despite claims by the GODR that health is a priority; the public health expenditure is among the lowest in the region, with out-of-pocket payments accounting for approximately 70% of total health expenditures in the DR. USAID supports the GODR's effort to increase equitable access to quality health services and prevent diseases. By default the nature of the health program means that gender issues are addressed, both for women as well as men. Reproductive

health, maternal and child health, TB and HIV activities involve, directly or indirectly (in the case of maternal health), both men and women.

The 2007 DHS reveals that fertility and HIV rates in the general population appear to have stabilized. However, data also indicate there is cause for concern about the HIV epidemic in certain subgroups, particularly, poorly educated women and persons living on bateyes. Access to AIDS treatment has been gradually increasing. As of September 2008, approximately 10,504 adults and 795 children are receiving antiretroviral therapy, representing an increase of 3,000 persons from FY2007. The DR is one of the six pilot countries for the implementation of the AIDS COMPACT, aimed at strengthening the countries leadership in the fight against HIV/AIDS.

Although tuberculosis continues to be a major problem in the DR, the National Tuberculosis Program made important advances particularly in successfully treating the disease. Cure rates for TB have reached 86.6% (which exceeds by 1.6% the worldwide STP TB goal of 85%). Improving the quality of obstetric care has been a critical component of USAID's program given the high maternal mortality rate (159 per 100,000 live births); disproportionately high rate of cesarean births (42%, according 2007 DHS); and over 95% of births take place in a hospital setting.

### **Education**

Dominican public education is ranked as one of the worst educational systems in the Western Hemisphere and currently does not pass the two MCC indicators for education. To meet these challenges USAID is working to improve the quality of public education through teacher training, school governance, private sector sponsorship and at-risk/out-of-school children and youth programming. Gender considerations are an important part of the solution to the education challenges of the country.

Access to quality education is vital to reducing income disparity by creating employment opportunities that make the country more competitive. In order for the DR to achieve transformational diplomacy it must address the low public expenditures in education, completion rates for girls, and inequitable access to quality basic education.

Fortunately, USAID's math and reading/writing teacher training program made progress. During FY 2008 1,290 teachers completed training in mathematics, reading and writing, and 359 teachers began their training. In the 2007-2008 school year, 1,649 teachers worked with 86,761 (41,645 female and 45,115 male) students which exceeded the student target by over 11,000.

### **Economic Growth**

U.S. supports the implementation of the CAFTA-DR free trade agreement through direct technical assistance to the Dominican government, civil society and the private sector. The objectives of the agreement are to improve overall governance and environmental protection, and provide small businesses and rural communities with new opportunities for increased income for both men and women.

Women play a strategic part in strengthening awareness on CAFTA-DR implementation. During FY 2008, USAID trained 1,889 people (659 or 35% women) in the course of 43 seminars on CAFTA-DR implementation. USAID is helping to build agriculture sector capacity to a level where small Dominican producers, including women producers, are able to diversify and develop niche products that can compete in the global markets and increase their incomes.

With regard to USAID's Dominican Sustainable Tourism Alliance (DSTA) program, women are being engaged in shaping sustainable tourism strategy. In FY 2008, women participated in nine regional strategic planning and stakeholder coordination workshops, consisting of 308 participants of which 101

were women. The workshops mapped sustainable tourism opportunities across the country by identifying over 1,400 natural and cultural resources in distinct regions. USAID has worked closely with farmers in establishing functioning watershed management committees that include women agricultural producers.

### **III. Statement of Work**

#### **A. Purpose**

The purpose of this gender assessment is to identify gender factors that inform the development of USAID's programs in the DR, help guide the design and formulation of projects and insure gender integration at AO levels. The gender assessment will recommend appropriate gender equity goals for the Mission, identify any needs for gender training, shed light on topics for further gender analysis and serve as a basis for a gender action plan for the Mission. The gender assessment will serve as the basis for the continuing process of gender mainstreaming in the implementation of Mission programs and will provide guidance and recommendations on how the Mission can achieve greater gender integration in its existing and future country strategies.

ADS 201.3.9.3 on Gender Considerations states that it's mandatory for "USAID planning to take into account gender considerations. Gender analysis can help to guide long term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. Where appropriate, gender analysis should be applied to the range of technical issues that are considered in the development of AOs and activities."

The ADS comments that in planning AOs and IRs, Missions must consider at the following questions:

- a. How will gender relations affect the achievement of sustainable results?
- b. How will proposed results affect the relative status of men and 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. Conclusions of gender considerations and any other gender analysis performed should be documented at the AO, project or activity approval stage (ADS 201.3.11.4)."

#### **B. Methodology**

The following analytical approach is recommended for the assessment:

1. Review existing data (gender-differentiated development indicators and constraints) and gender analyses. The assessment should discuss gender data, concerns, priorities, and approaches in such a way that it not only informs updates to the existing country strategy but also provides useful guidance for USAID/DR to use in the next phase of program development. It should, where appropriate, include examples that demonstrate application of existing gender analyses and lessons from experience with ongoing programs that address gender constraints.
2. Identify linkages between gender and development objectives that are relevant for the existing country strategy, both in outlining the overall development context and in describing the AOs.
3. Identify gender-related factors to be taken into account by USAID in subsequent operational plans, sector analyses and activity designs; these are to be presented in the form of issues and recommendations for further examination. Provide statements of the key gender based-constraints relevant to each AO and Program Area.

4. Identify resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, ethnicity, out and in the country migration, education) and how this factors are important for developing gender-appropriate indicators, taking into account standard and custom indicators.
5. Advice on how to analyze the potential impact of DR proposed strategic approaches on the status of men and women. Identify local expertise on gender (e.g., NGOs, academics, research institutions, government ministries) that can be called on to provide in-depth technical assistance.
6. Draft recommendations for developing a gender action plan, which lays out the steps for mainstreaming gender in Mission policies and activities. Recommendations should be practical and address the perspective of both technical and support offices. USAID/DR Mission will refine it, make decisions and prepare the final version of the plan but the consultant should provide a first draft plan. The draft action plan is not a deliverable from the Consultants, but a document that is developed by the Mission based upon the gender assessment and recommendations.

### **C. Task Areas**

Preparation of the Assessment will require review of existing documents, consultations with selected individuals in DR.

#### **1. Literature Review**

- a. Review and analysis of pertinent literature and documents will commence prior to traveling to DR and continue while the contractor is in the DR. Prior to traveling to DR the contractor should compile a bibliography of publicly available relevant documents, augmenting documents already in hand by conducting a web search. The list should be shared with the USAID/DR point of contact, who may suggest priorities among the list for review prior to arrival.
- b. USAID/DR will also send relevant internal documents to the contractor to augment the bibliography. USAID anticipates that the contractor will obtain additional documents for review while in DR.
- c. The contractor should anticipate reading relevant USAID strategies and assessments, both cross-cutting and sector-specific; current USAID planning documentation; implementation reports and evaluations of selected, relevant program activities; and special gender-related studies. Studies and assessments conducted by donors, international, regional and government organizations, NGOs, and the academic community may also be important. Initial suggested sources include:
  - DHS 2002-2007, State BATEYES Survey, health program project description, FP/RH Graduation Strategy, HIV/AIDS, /TB and maternal and child concept papers.
  - USAID/DR Concept Paper, Strategic Plan, Strategy Statement, Strategic Planning Parameters Cable, Annual Reports, Operation Plans, Performance Plan and Reports, Gender Analysis and Plan of Action for USAID/DR, gender sectors assessments, research reports, trainer's reports for gender training, results frameworks, DHS/ BATEYES Survey Women Affairs Office, and Women Ministry Plans.
  - Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission (e.g., trade, global competitiveness, regional market integration, food

security, water resources management, democracy and governance, anti-corruption, conflict, and HIV/AIDS impact mitigation).

## 2. Meetings, Field Visits and Phone Consultations

- a. The consultants will participate in an entry meeting with USAID/DR: Front Office; Program Office, AO Teams, Gender Assessment committee and coordinator.
- b. The consultants will meet with a broad range of USAID/DR staff. USAID will provide an initial list of priority contacts. Meetings with AO teams on specific sectors to identify possible links to gender issues in each AO and determine whether these issues are adequately considered in the strategy; to identify possible entry points for the incorporation of gender considerations into ongoing and future activities; and to verify whether gender considerations are adequately treated in the Mission results framework. The Program Office and members of the Gender Assessment committee are expected to participate in these meetings.
- c. The consultants will meet with key stakeholders, partners and local experts involved in current and proposed programs. USAID will provide an initial list of priority contacts. The contractor may suggest additions to this list.
- d. Carry out field visits to interview stakeholders, implementing partners and beneficiaries across the AO involved in current and proposed programs, including local gender expert resource groups about problems, successes, and potentialities for improving attention to gender in USAID activities.
- e. Hold a gender issues workshop involving USAID/DR staff that is also open to stakeholders/partners from the specific sectors and areas of interest. USAID/DR will help coordinate logistics for this workshop. The requisite is to have bilingual consultants to facilitate the workshop.
- f. The consultants will brief USAID/DR staff on the ADS requirements for addressing gender in USAID programming; present draft gender analysis and action plan to obtain feedback from USAID/DR staff; and conduct exit briefing with the Front Office; Program Office, AO Teams, Gender Assessment committee and coordinator.

## D. Deliverables

There are two written deliverables expected from this SOW: the gender assessment and recommendations for the draft gender action plan. Drawing on data from interviews and secondary sources, these documents will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender integration, described above. The document may also be the basis for further technical assistance provided by USAID/Washington.

- a. A preliminary table of contents, list of findings and recommendations shall be submitted to the Mission upon completion of fieldwork (one electronic copy and three hardcopies).
- b. A draft gender assessment and recommendations for an action plan will be submitted according to a schedule negotiated with the Mission. The Mission shall provide any additional written comments electronically within 10 working days of receipt of the revised draft.

- c. The final gender assessment and recommendations for the action plan will be submitted to the Mission within five (5) working days after receiving comments on the revised draft.

## **E. Estimated Level of Effort and Performance Period**

To perform the work, we need a bilingual team leader for approximately 27 working days and a local bilingual consultant for 27 in-country working days starting o/a March 9, 2009. The 27 days for both consultants include approximately 5 to 7 days of field visits outside of Santo Domingo and 20 days in Santo Domingo, taking into account one day for the workshop and approximately five days of writing. Travel is included in the 27 days.

## **F. Team Qualifications**

The team composition should be made up of two consultants, one who is international and one who is a local consultant. Both consultants must be bilingual in English/Spanish (Spanish/English). They must be experienced social scientists in development studies, sociology, anthropology, political science, economics, or a related field. Prior research experience, especially at the field level, is particularly useful. The international consultant must have a minimum of 10 years in international development with significant experience in Latin America (particularly recent experience in the Caribbean). Both candidates should have significant recent experience with gender analysis in the development context and/or in other USAID/DR sector areas. In-country and regional experience is highly desirable as is experience with USAID's approach to gender analysis.

Summary of Gender Assessment Expertise Requirements:

- Two social scientists (one international and one local) with practical program development and/or implementation experience in a developing country setting (required)
- Experience conducting gender analysis
- Education: Master's level (minimum required)
- Language: Spanish speaking and reading (3/3 level minimum required) for international consultant.
- Language: English speaking and reading (3/3 level minimum required) for local consultant
- Latin American and Caribbean experience (preferred).

## **Annex 1**

### **List of relevant Materials:**

#### Governing Justly and Democratically

- a. DG assessment
- b. LOPOP Survey
- c. Corruption Surveys

#### Investing In People

##### Health and Education

- a. 2002 Demographic and Health Survey/DHS
- b. 2007 DHS
- c. 2002 Encuesta Sociodemográfica y Sobre VIH/SIDA en los Bateyes Estatales de la República Dominicana
- d. 2007 Encuesta Sociodemográfica y Sobre VIH/SIDA en los Bateyes Estatales de la República Dominicana.

- e. Violencia Conyugal en la República Dominicana: Urgando tras sus raíces.
- f. Hacia un Sistema Integral de Prevención –Atención y por el Fortalecimiento de Redes
- g. Ruta Crítica de la Violencia Basada en Género

Economic Growth

- a. Impacto de las Dinamicas Recientes de las Zonas Francas en las Mujeres Dominicanas.

**Note: AO Teams need to add to the list of relevant reading material suggestions.**

## **Annex C: People Contacted**

### **USAID**

Gender Committee

Dora Plavetic  
Kelva Perez  
Miguel Roman  
Lissette Dumit  
Maricela Ramirez

Deputy Mission Director  
Program Office  
Economic Development  
Democracy and Governance  
Education  
Health

James Watson  
Jeffrey Cohen  
Duty Greene  
Stephen Brager  
Marina Taveras  
Sarah Majerowicz

### **USAID Partners**

ABT Associates (RED)

Jesús De Los Santos  
Karina De Pool  
Jose Manuel Gomez  
Indira De Jesus

Academy for Educational  
Development

Stanley Terrell  
Gregorio Soriano  
Fara Zigora  
Angela De Leon

American Chamber of Commerce  
of the Dominican Republic  
(AMCHAMDR)

Liliana Cruz

BASICS

Nieves Rodriguez

Catholic Relief Services

John Service  
Eric Gomez Gil

Chemonics (DR-CAFTA)

Lynette Batista  
Wendy Soto

Development Alternatives, Inc.

Josefina Coutino  
Rosalia Sosa

Dominican Sustainable Tourism Alliance (DSTA)	Lissette Gil
The Futures Group	Jeanette Tineo
INTEC, Centro de Gobernabilidad Y Gerencia Social	Rafael Turibio Ana Selman
Mujeres en Desarrollo Dominicana (MUDE)	Rosa Rita Alvarez
The Nature Conservancy	Indira De Jesus
Participación Ciudadana	Patricia Pena
Save the Children	John Lundine

### **Government**

Secretaria de Estado de La Mujer	Sonia Margarita Diaz Perez
Poder Judicial, Dirección De Niñez, Adolescencia y Familia	Lic. Carmen Rosa Hernández E. Iluminada Gonzalez

### **Other**

INTEC, Centro de Estudios De Género	Lourdes Contreras
UNDP	Raissa Crespo Anyarlene Berges
Embassy of the United States, wife of Charge d' Affaires	Hilda Bullen

### **Travel to Santiago**

Casa de Justicia	Mayra Hernandez Lic. Jaques
Clínica ProFamilia	Dr. Ricardo Mauricio Gomez
Cluster de Café de Jarabacoa	Fatima Franco

Cooperativa Zafarraya

Victor Manuel Brens

Jeffrey Perez

Other members of the Board of Directors

Pontificia Universidad Católica

Sara Gonzalez de Lora

Madre y Maestra

Dra. Liliana Montenegro

**Travel to Romana-Bayahibe**

Asociación de Hoteles, Romana-Bayaibe

Kelly Schaun

Lic. Dilana Pickett (Peace Corps Volunteer)

*Batey*, near San Pedro

Eurydice, MUDE contact

Don Jesus, President of the Junta de Vecinos

Lourdes, promotora de salud

Cluster Turistico Bayaibe-Romana

Daniel Flaquer

Hospital Ramón Santana

Dra. Lorenza Jaquez

Dra. Audrey Reynoso Vargas

## **Annex D: Documents Consulted**

Acceso a Justicia: Plan Nacional de Resolución Alternativa de Conflictos RAC. USAID y Justicia y Gobernabilidad: República Dominicana, 2007.

Baez, Clara and Denise Paiewonsky. “Temática: Género y Sociedad Civil Programa de Fortalecimiento de Organizaciones de la Sociedad Civil.” Santo Domingo: INTEC, BID, OXFAM 2002.

Cáceres Ureña, Francisco y Germania Estévez Then. Violencia conyugal en la República Dominicana: hurgando tras sus raíces. USAID: Santo Domingo, 2004.

Centro de Estudios Sociales y Demográficos (CESDEM) y Macro International Inc. Encuesta Demográfica y de Salud 2002. Santo Domingo, República Dominicana: CESDEM y Macro International Inc, 2003.

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Duarte, Isis “Cuota Femenina y Voto Preferencial” Sto. Domingo: Participación Ciudadana, 2003.

Encuesta Nacional de Fuerza de Trabajo, Banco Central, 2008. Available online at [http://www.bancocentral.gov.do/estadisticas.asp?a=Mercado\\_de\\_Trabajo](http://www.bancocentral.gov.do/estadisticas.asp?a=Mercado_de_Trabajo).

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Garcia, Mar and Denise Paiewonsky. Gender, Remittances, and Development: The Case of Women Migrants from Vicente Noble, Dominican Republic. INSTRAW, 2006.

Género y Conocimiento. Convenio UASD-SEM: Publicaciones de la Universidad Autónoma de Santo Domingo, 2007.

Gomez Carrasco and Carmen Julia (Centro de Investigación Para La Acción Femenina). Indice de compromiso cumplido: un instrumento de control ciudadano de la equidad de género. Santo Domingo: 2005.

Ley No. 24-97: sobre la violencia contra la mujer e intrafamiliar. Secretaria de Estado de la Mujer: República Dominicana, 2008.

Luciano, Dinys. “Integrating HIV and Violence Against Women Policies and Programs – A Needs Assessment in the Dominican Republic.” Development Connections and UNIFEM, 2007.

Mujeres de siempre. Departamento de Niñez, Adolescencia y Familia División Mujer y Familia. República Dominicana: Impresora Azteca, 2005.

Objetivos del milenio: Evaluación de las Necesidades de la República Dominicana. Secretaría del Estado de la Mujer: República Dominicana, 2008.

Plan Nacional de Igualdad y Equidad de Género 2007-2017. Secretaria de Estado de la Mujer, 2007.

Política de igualdad de género del Poder Judicial Dominicano. Presentación por Jorge A. Subero Isa. Santo Domingo: Suprema Corte de Justicia, 2007.

Portal de las Estadísticas Dominicanas, online at <http://www.one.gob.do/>.

Quiroga, Lucero, et. al. Sobre vivencias: cuatro casos de violencia contra la mujer y su relación con el Sistema de Protección en Santo Domingo. Santo Domingo: Instituto Tecnológico de Santo Domingo, Centro de Estudios de Género, 2009.

“Trafficking in Persons Report,” U.S. State Department, June 2009.

U.N. General Assembly. Human Rights Council, 7<sup>th</sup> Session. *Report of the Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia, and Related Intolerance...Addendum by Dominican Republic.* (A/HRC/7/19/Add.5 and A/HRC/7/23/Add.3). 18 March 2008.

USAID: “Democracy and Governance in the Dominican Republic Assessment,” April 2007.

USAID/Dominican Republic: “The Human Dimension of Economic Competitiveness with Evidence from the Dominican Republic,” GATE Project, February 2008.

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Vilardo, Valeria. “Dominican Republic: Lethal Link Between Gender Violence and AIDS.” Inter Press Service News Agency, May 7, 2009.

World Bank, Caribbean Country Management Unit. A Review of Gender Issues in the Dominican Republic, Haiti and Jamaica. Report No. 21866-LAC, 11 December 2002.

World Bank GenderStats available online at <http://go.worldbank.org/YMPEGXASH0>.

World Bank Health Reform Support Project documents available at <http://go.worldbank.org/8JWVG2OKW0>.

## Annex E: Draft of a USAID Mission Order on Gender

The following document, a Mission Order on Gender, was drafted as part of a 2006 technical assistance consultancy for the USAID Mission in El Salvador, under the USAID Office of Women in Development Task Order for Short-term Technical Assistance and Training. The full report on this consultancy, which included this draft Mission Order on Gender, is titled, *Report on Gender Integration Consultancy with USAID/El Salvador*, and was submitted to DEC in April 2006. This draft is included to provide an example of potential wording for a Mission Order, recognizing that the specific references to the ADS, and in some cases, the content have changed since 2006.

### MISSION ORDER

#### United States Agency for International Development San Salvador, El Salvador

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<u>Chapter:</u>	<b>Program &amp; Project Development</b>	<u>Mission Order:</u>
<u>Subject:</u>	<b>Incorporating gender Considerations into the USAID El Salvador programs portfolio as a cross-cutting theme</b>	<u>Transmittal:</u>
<u>References:</u>	<b>ADS 200 &amp; 300</b>	<u>Supersedes:</u> New
<u>Distribution:</u>	<b>All Mission Employees</b>	<u>Issuance Date:</u> 00 <u>Effective Date:</u> 00

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#### A. Purpose

The purpose of this Mission Order is to establish Mission policy on the mainstreaming and integration of gender into all relevant Mission programs and activities, and to provide guidance for implementing the Mission's gender strategy for achieving gender equality.

#### B. Policy

Consistent with Agency policy and provisions on gender analysis and integration contained in Series 200 and 300 of the Automated Directives System (ADS)<sup>59</sup> and other USAID guidance on gender issues, the Mission, through this Mission Order, clarifies and systematizes its policy on gender, and establishes procedures and mechanisms to ensure effective integration of gender issues throughout its programs.

This policy is guided by USAID's conceptual framework for mainstreaming gender, as summarized below:

- Including or addressing gender issues results in more effective and efficient development.

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<sup>59</sup> ADS 200 and 300, Available at the website: [www.usaid.gov/pubs/ads](http://www.usaid.gov/pubs/ads).

- Assessing the gender issues for men, as well as women, as they relate to proposed programs and projects.
- Mainstreaming or identifying and analyzing potential gender differences and integrating them throughout the planning, implementation, monitoring and evaluation of programs and projects.

Terms used in this Mission Order are defined as follows:

- **Gender** refers to “the economic, social, political, and cultural attributes and opportunities associated with being male and female.”<sup>60</sup>
- **Gender integration** means “taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing.”<sup>61</sup>
- **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.”<sup>62</sup> Gender analysis should be included in any other analysis, evaluation or assessment being conducted and should include looking at the differences between men’s and women’s roles, rights, opportunities and constraints.

### C. Rationale

Gender is a priority area of concern and should be addressed in a cross-cutting manner in all strategic and special objectives encompassed by USAID/El Salvador programs, and included in all relevant program and activity design, procurement and reporting documents, in accordance with the guidelines in the section on procedures, below. Further, gender issues should be addressed in a coordinated manner to ensure maximum synergy and impact in all program areas. Measures to facilitate coordination are outlined below in the section on coordination.

### D. Procedures

This section outlines the procedures to be followed in integrating attention to gender in USAID/El Salvador program activities and documentation.

#### 1. Strategic Plans.

Gender shall be identified as a crosscutting issue, and reducing gender disparities with the goal of achieving gender equality shall be indicated as a strategic priority in all program areas in which gender disparities are likely to adversely affect development results.

All analyses conducted for development of the strategic plan shall incorporate a gender analysis. Based on such analyses, the strategic plan narrative shall specifically note (1) the impact of gender disparities on development in El Salvador, (2) the implications of gender-related issues for achieving the results outlined in the Results Frameworks, and (3) the strategies and illustrative activities planned to address gender-related issues. These shall be discussed as an integral part of the narrative for each strategic or special objective, rather than in a separate section on gender.

Each Results Framework shall incorporate gender in SO and IR statements when gender is a key variable in achieving the results sought; appropriate gender-disaggregated or gender-sensitive performance indicators shall be included.

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<sup>60</sup> Development Assistance Committee (DAC) *Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation*, Organization for Economic Co-operation and Development, Paris, 1998.

<sup>61</sup> *A Guide to Gender Integration and Analysis: Annex to ADS 200 Series*. <http://www.usaid.gov/pubs/ads/200/ppcrefindx2.htm>

<sup>62</sup> Ibid.

## **2. Annual Reports (AR).**

Results and progress toward eliminating gender disparities shall be reported in the AR in terms of their impact on or contribution to achievement of intermediate results and Strategic Objectives/Special Objectives (SOs/SPOs). Measures taken to reduce gender disparities and the results of those efforts shall be discussed in the narrative, together with the probable reasons for any unexpected results. Success stories relevant to both gender and achievement of results shall be included whenever possible.

## **3. Activity Identification and Design.**

During activity identification and design processes, it must be determined whether gender is relevant and in what ways, through gender analysis.

In simplified form, the following questions shall be answered:

- **Who** needs to be reached for action or change to occur? (By sex and other relevant variables).
- **Why, or so what?** What difference would it make if these groups participate or not? What are the implications for achieving objectives?
- **How** can these groups be reached? What are the motivations or important interests of the group? What constraints exist and what are the best means to overcome constraints? What are the best means of communication or outreach?
- **How will we know?** What information is needed to determine who participated and what changes occurred as a result?
- **What happened?** Will we know if the expected results are being achieved? If the results are not achieved, can we find out why? Is there sufficient flexibility in the design to allow changes to improve results?

If gender is determined by the SO/SPO or activities design team not to be a relevant factor, the team must document that decision, and the reasons for it, in accordance with ADS requirements (see sections 303.5.5b and E303.5.5b4).

All activity identification documents shall highlight relevant gender issues, the availability of gender-disaggregated information, and needs for additional information. Activity design documents and processes shall take these issues into account and set forth and analyze the necessary information to demonstrate the relevance and importance of gender issues to the activity's ability to achieve the desired results. Addressing relevant and important gender issues and disparities must be an integral part of the activity design, and the necessary human skills, material and financial resources, and time needed to address gender issues must be provided for in the design. The design and performance-monitoring plan must also include indicators and benchmarks to monitor progress, taking gender into account. The indicators selected shall reflect dimensions important to achievement of the activity's objectives.

## **4. Proposal Solicitation and Selection.**

Requests for Proposals (RFPs), Requests for Applications (RFAs) and similar documents soliciting proposals for the implementation of activities shall require attention to gender in all activities for which gender is a relevant factor. If gender has been determined not to be relevant, the document shall so state. The areas or aspects of the activity in which gender is relevant shall be clearly indicated, and the proposal shall be required to specifically show how gender issues will be addressed; how results are determined taking gender into account; what resources will be provided to do this; and how implementer will keep track of gender issues and accomplishments.

Proposal selection criteria shall include the ability to address gender issues, for all proposals for which gender is relevant. The appropriateness of the proposed design, activities, staff and budget should be assessed with regard to gender integration, for both solicited and unsolicited proposals.

## **5. Assessments and Evaluations.**

All sector and activity assessments and evaluations for which gender is a relevant factor shall assess the extent to which both sexes participate and benefit, as well as the degree to which the project design contributed to reducing gender disparities and improving the situation of disadvantaged girls/women and/or boys/men. Lessons learned with regard to gender shall be highlighted. Scopes of Work for assessments and evaluations shall specifically require attention to gender and ensure that gender expertise is included on the assessment/evaluation team, whenever gender is a relevant factor. Ability to address gender issues shall be a selection criterion in selecting assessment/evaluation teams.

## **E. Coordination**

### **1. Gender Committee Composition**

As part of the USAID/El Salvador Mission effort to more deliberately address gender issues, the Mission's Gender Committee, which was inactive for more than six years, was reactivated in 2003. This Gender Committee has the responsibility of providing guidance on the gender mainstreaming process in the Mission.

The Gender Committee is constituted as follows:

First, it is composed of a minimum of two persons from each technical office as well as from the Strategic Development Office (SDO) with representation from the Regional Contracts and Grants (RCG) Office as deemed necessary. Two representatives from each office increases the likelihood that representation and/or consultation from each office is available at any given time.

Second, committee membership is based on interest, with the consent of the office director. It is, and should be, an ongoing learning experience in which both men and women are encouraged to participate.

Third, the job description of each Gender Committee member allots two hours per week for attention to gender issues.

### **2. Gender Committee Schedule**

The Gender Committee convenes bi-weekly at an established meeting time, and the scheduling of that meeting is noted by all technical and support offices as well as the Front Office. It also meets on an adhoc basis as necessary.

### **3. Gender Committee Authority**

Gender Committee members have authority to request information, data, and/or explanations, as well as recommendations for Scopes of Work (SOWs), RFPs, and the like, and to review and comment on draft reports for gender issues.

### **4. Gender Committee Training**

Gender Committee members receive training at least once a year to bring them up to date with current thinking and approaches to better achieving gender equality.

## **F. Mission Roles and Responsibilities for Gender**

**SO Teams:** Integrating gender concerns into the Mission's program and ensuring that gender integration takes place is the responsibility of all USAID/El Salvador technical employees. The principal

responsibility for integrating gender into Mission's existing and new activities lies with each SO/SPO team, as part of each technical employee's duties. Each SO/SPO team is responsible for gender integration in its respective section of the strategy and for including gender-sensitive indicators and narrative in the AR. The SO/SPO teams shall carry out any revisions needed to better integrate gender aspect in their respective activities.

**Strategic Development Office:** The Strategic Development Office is responsible for ensuring gender integration with the goal of gender equality in the entire Country Strategic Plan (CSP). The Program Office oversees any revisions needed to better integrate gender into existing activities. The Program Office is responsible for reviewing all program and activity documentation to ensure that all Agency and Mission guidance related to developing new programs and activities, including this Mission Order, is respected.

**Mission Gender Equality Officer (GEO) Officer:** The Mission GEO Officer is responsible for overseeing the gender approach in the Mission program portfolio and for developing, with the support of outside technical assistance, the Mission's Gender strategy, annual Action Plans and subsequent crosscutting gender activities, and the suggestion of implementation mechanisms.

**Gender Committee:** The role of the Gender Committee is to oversee implementation of the Mission's gender strategy, and the provisions outlined in this Mission Order, across the entire USAID/El Salvador program, as well as to promote synergies with regard to gender throughout all areas of the program. The Gender Committee shall review the strategic plan prior to finalization, to ensure that gender issues are adequately identified, analyzed and incorporated in the strategy. The Gender Committee members shall be involved in development of activity designs in their respective team, assisted as needed by the GEO Officer and other members of the gender committee, and/or by external technical assistance. Each gender committee member shall review her/his SOT's activity identification and design documents for adequate attention to gender, and indicate to the SO/SPO team leader any revisions needed, prior to final approval.

Specific functions of the Gender Committee members in their respective teams include:

- Reviewing strategic plans, results frameworks and annual report (including indicators) for attention to gender, and recommending needed revisions. The revisions suggested by the Gender Committee shall be made by the respective SO/SPO team, unless convincing reasons are set forth for not making such changes. The SD Officer will make the final determination, in cases of difference of opinion.
- Reviewing activity identification and design documents for attention to gender, under the same conditions as above.
- Reviewing proposal solicitation documents (RFPs, RFAs) and proposals for attention to gender.
- Reviewing Scopes of Work for assessments and evaluations, as well as drafts of completed assessments and evaluations, for attention to gender.
- Serving as a resource to assist SO/SPO teams in conceptualizing gender issues and drafting the above documents.
- Ensuring that gender-related interventions across activities and/or sectors are coordinated, and that as much synergy as possible is achieved to maximize impact.

(Signed by Mission Director)