



Gender Mainstreaming for USAID/Nicaragua

Recommendations for Documents Related to Activity Design, Activity Approval, and Performance Monitoring

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The Women in Development (WID) IQC

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ACRONYMS AND ABBREVIATIONS

AAD	Activity Approval Document
AD	Activity Design
ADD	Activity Design Document
ADR	Alternative Dispute Resolution
ADS	Automated Directives System
AMCHAM	American Chamber of Commerce
AMEN	Association of Women Entrepreneurs of Nicaragua
APENN	Producers' and Exporters' Association of Nicaragua
APS	Annual Program Statement
BASE II/AED	Basic Education Program/Academy for Educational Development
CAM	Central America and Mexico
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COSEP	Superior Council for Private Enterprise
CSO	Civil Society Organization
CSP	Country Strategy Plan
CTO	Cognizant Technical Officer
D&G	Democracy and Governance
DAC	Development Assistance Committee
DAP	Development Assistance Program
DCA	Development Credit Authority
DI	Democratic Initiatives
DPT	Diphtheria, Pertussis, and Tetanus
EG	Economic Growth
ERA	Equal Rights Act
FANTA	Food and Nutrition Technical Assistance
FAO	Food & Agriculture Organization of the United Nations
FTA	Free Trade Agreement
FY	fiscal year
GC	Gender Committee
GBI	Gender Budget Initiatives
GFATM	Global Fund to fight Aids, Tuberculosis, and Malaria
GON	Government of Nicaragua
HI	Human Investment
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICT	Information and Communication Technologies
IDB	Inter-American Development Bank
IDRC	International Development Research Centre (Canada)
IFES	International Foundation for Election Systems
ILO	International Labor Organization
INEC	National Census and Statistics Institute
INIM	Nicaraguan Institute for Women
INSS	Nicaraguan Institute of Social Security
IPED	Institute of Private Enterprise Development
IQC	Indefinite Quantity Contract
IR	Intermediate Result
IT	Information Technology
IUCN	World Conservation Union

LWA	Leader with Associates
MECD	Ministry of Education, Culture, and Sports
MGC	Mission Gender Committee
MOBIS	Management, Organizational, and Business Improvement Services
MOH	Ministry of Health
MINSA	Ministry of Health
MSU	Michigan State University
NDI	National Democratic Institute
NDS	National Development Strategy
NGO	Non-Governmental Organization
NRDC	National Resource and Documentation Center for Gender and Development
NRM	Natural Resource Management
OECD	Organization for Economic Co-operation and Development
PLWHAs	People Living With HIV/AIDS
PMP	Performance Monitoring Plan
PMU	Project Management Unit
PRA	Participatory Rural Appraisal
PVO	Private Voluntary Organization
RFA	request for assistance
RFP	request for proposal
ROL	Rule of Law
SEGIR	Support for Economic Growth and Institutional Reform
SILAIS	Local System of Integrated Health Care
SME	Small and Medium Enterprises
SO	Strategic Objective
STI	Sexually Transmitted Infection
SWAp	Sector Wide Approach
TAO	Trade & Agribusiness Office
TIFI	Trade, Industry, Finance and Investment
TNC	The Nature Conservancy
UN	United Nations
UNAG	National Union of Farmers and Cattle Breeders
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Program
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
USDA PASA	United States Department of Agriculture Pennsylvania Association for Sustainable Agriculture
VAW	Violence against Women
WHO	World Health Organization
WID	Women in Development
WTO	World Trade Organization

Background

- As part of the development of its new Country Plan (2003-2008), USAID/Nicaragua commissioned a gender assessment in March 2003 under the WID IQC.
- At about the same time, a Mission Gender Committee (MGC) was formed to establish organizational responsibility for attention to gender issues. The MGC includes a representative from each SO Team, the head of the Strategic Management and Assessment Office and the Mission's staff member for external communications. Currently, all of its members are women. They are not yet meeting on a regular schedule.
- Although a number of Nicaraguan government institutions, NGOs and donors had mainstreamed gender into their programming or focused on women's issues, USAID/Nicaragua and its partners had not focused on gender mainstreaming under the previous country strategy (see the 2003 Gender Assessment). However, many USAID partners have had experience mainstreaming gender issues through activities funded by other donors.
- USAID/Nicaragua now has three Strategic Objectives (SO) and related Intermediate Results (IR). These include SO 1 (Just and Democratic Governance: More Responsive, Transparent Governance), SO 2 (Economic Freedom: Open, Diversified, Expanding Economies) and SO 3 (Investing in People: Healthier, Better Educated People).
- These three SOs (and related IRs) conform to the regional objectives articulated in the USAID Central America and Mexico (CAM) Regional Strategy (2003-2008) and also match the three performance areas of the new Millennium Challenge Account.

Consultant's Scope of Work

Through document review and discussions with the Strategic Objective Teams, the Mission Gender Committee and the Strategic Management and Assessment Office, the Consultant will identify:

- How gender relationships may affect activity results and/or the ways in which the results may affect the relative status of men and women?
- Which specific actions and design elements can mitigate negative gender impacts or promote positive impacts?
- What actions are recommended for integrating gender considerations into activity-related documents?

Through meetings with the Mission Gender Committee, the Consultant will assist in the development of a process to manage conformance with ADS requirements for gender integration across the life of the strategic objective programs.

The Consultant's deliverables will include the following:

- Provide oral exit briefing (completed 3/17/04);
- Provide a five-page briefing document that outlines actions and decisions for each SO team and the Gender Committee and includes recommendations to the Mission about potential next steps for gender integration;
- Prepare the gender section of each of the seven Activity Approval Documents (AADs) (two for SO 1, two for SO 2, three for SO 3).

The report below encompasses both the five-page briefing document and the seven gender sections.

Methodology

The following interviews were conducted:

- Mission Front Office (J. Vermillion, S. Brems)+ (C. Olive, B. Burke, S. Olive, X. Barreto)
- Gender Committee (C. Olive, X. Barreto, C. Evans, L. Baez)
- SO Teams
 - SO 1 (Democratic Initiatives (DI)): K. Anderson, X. Barreto, L. Fernando U., A. Bolanos, M. Vargas
 - SO 2 (Trade & Agribusiness Office (TAO)): S. Olive, E. Urbina, M. Rivera, L. Fagot, L. Baez, E. Ortega
 - SO 3 (Human Investment (HI)): A. Wind, C. Evans, F. Tercero, A. Osorio
- Basic Education Program II/Academy for Educational Development (BASE II/AED) Chief of Party: Melba Castillo Aramburu

Because almost all of the Activity Designs (ADs) and AADs were not fully prepared when I conducted the field work or in the following week, my gender recommendations are based on the documents which were available:

- SO 1 concept papers (IR 1.1, 1.2) and draft AAD (IR 1.1)
- SO 2 concept papers & draft AAD (IR 2.1, 2.2)
- SO 3 concept papers (IR 3.2, 3.3) and related supporting documents (see Bibliography below)

The gender sections provided (see below) for the ADs/AADs should be added in the section focused on “Summary of Activities and Expected Results.” However, the ADs/AADs will be strengthened if gender is also discussed in other sections, particularly the Problem Statement, Activity-Level Analysis, Implementation and Management Plan and Performance Monitoring Plan (PMP) sections. These recommendations can also be found below.

Gender Analysis for IR 1.1

SO 1. Ruling Justly: More Responsive, Transparent Governance
IR 1.1 – Strengthened Rule of Law
Lower Level IR 1: Justice system organizations strengthened
Lower Level IR 2: Legal framework for justice reform implemented
Lower Level IR 3: Improved access to justice mechanisms
Lower Level IR 4: Strengthened advocacy for justice reform & human rights

Key Gender Issues

For administration of justice and legal reform activities identified under the AAD, the key gender issues are as follows:

- **Access, Status and Power.** Certain gender-related barriers will not be automatically or necessarily reduced by justice sector reforms to reduce corruption. Although both women and men are affected by oppressive and inefficient legal systems, Nicaraguan women are affected in very different ways than men. Women’s relationship to formal justice system is colored by concerns about violence (from partners and police), abuse, sexual harassment, sex-based discrimination and sexually biased family and personal laws. Nicaragua has a very high rate of domestic violence against women. Although there are *comisarias* within police stations to serve victims of domestic violence, services for battered or threatened women and children are not comprehensive, extensive or well funded in Nicaragua. These concerns influence the choices and options of women interacting with the formal judicial system, including judges, staff, police, criminals, those accused of crimes, prisoners and victims. Because of power differences and legitimate fears for their personal safety, mediation may not always be welcomed by Nicaraguan women, even with family law cases. With respect to legal information, Nicaraguan women crime victims and perpetrators are less likely than men to have access to information about their rights because of lower rates of literacy, employment in the formal sector and election/appointment to political positions. Furthermore, judicial system personnel, both male and female, may not always be aware of these gender-related barriers to access to justice.
- **Vulnerable Groups of Women.** Among women in Nicaragua, specific groups of Nicaraguan women are more vulnerable and less likely to seek justice. Female-headed households, accounting for at least one-third of Nicaragua’s households, are more likely to need pro bono legal services because their greater rates of poverty and their responsibilities as sole providers for their families. Rural women have less access to justice and knowledge of their legal rights than urban women; Atlantic coast women, particularly from indigenous groups, are similarly deprived. Three other groups of women and girls are especially vulnerable and require extra attention from the justice system: domestic violence victims, trafficking victims and migrating domestic workers. Some estimates suggest that half of all Nicaraguan women with physical partners have suffered or will suffer from domestic abuse at some point in their lives; Nicaraguan rates of domestic violence are much higher than elsewhere in the region. Trafficking statistics are weak but it appears that more females are trafficked than males. More than half of the twenty percent of Nicaraguans who migrate for work are women and the percentage of women

migrants has doubled during the 1990s. Many of these women are illegal domestic servants who fear deportation and hide in the homes of their Costa Rican employers.

- Professional Women in the Justice System. For professions involved in court administration, efforts must be made to balance the representation of women relative to men and to provide equitable opportunities for training and advancement. These professions include judges, prosecutors, lawyers, public defenders, court clerks, laboratory scientists and technicians and those in charge of legal information systems. Within the judiciary in Nicaragua, women are over-represented at lower and local levels (approximately 80 percent of these categories) and as prosecutors. Women represent only 25 percent of the positions on the Supreme Court. As a result of Nicaragua's civil war, there appear to be more female lawyers over 40 than male lawyers; the percentages are more balanced among younger attorneys and law students. Until recently, there have been few public defenders, male or female.
- Access to Justice for the Criminally Accused and Victims. The attitudes of citizens, both males and females, about the justice system are influenced by how both the accused and victims are treated by the court system. In Nicaragua, women's attitudes toward the justice system may differ from men's because women are more likely to be crime victims than perpetrators. Currently, Nicaragua has very weak case tracking and cases are tracked for crime perpetrators. Without complete information about improvements in how victims are treated by the justice system, women may retain more negative attitudes about the justice system and be less likely to use improved justice systems.
- Women's Organizations and Justice. Women's NGOs and gender experts in Nicaragua are more often involved with specific gender-related human rights issues rather than the more specialized issue of judicial reform advocacy. For example, they have focused on domestic violence, rights of *maquila workers*, equal opportunity laws and reproductive health issues.

Priority Opportunities for Gender Mainstreaming

As defined by this AAD, a weak Rule of Law (ROL) system undermines Nicaragua's democracy and economic growth. The AAD proposes to support:

- The passage and/or implementation of priority laws (Criminal Procedures Code, Criminal Code & Judicial Career) through capacity building, information dissemination & dialogue activities;
- Improved access to justice;
- Strengthened advocacy for justice reforms & human rights.

Given the gender-related context described above, the proposed Activity Design has the potential for positive or negative impacts on gender relations and women's status. If no gender mainstreaming actions are taken, then women's access to justice and professional opportunities within the justice sector will remain inferior to those of men. However, if women view justice improvements as disproportionately favoring men, then they are likely to become even more cynical about the possibility of justice and less motivated to participate in the formal justice system.

While there are specific priority opportunities for gender mainstreaming associated with the proposed activities for this AAD (see below), there are also some gender recommendations for specific categories of activities. The mission's training activities should aim to balance the participation of women and men and include topically tied gender modules, whenever possible. If information or services are provided, then opportunities should be gender-equitable or aim to redress past gender imbalances. For public education activities related to new laws or justice opportunities, communication efforts should be based on sex-disaggregated audience research. Whenever public or civil society dialogue about new laws or legal rights is undertaken, efforts should be taken to invite, educate and include women's NGOs, as well as representatives from women's professional associations, gender experts and high-level women leaders.

Lower Level IR 1 - Justice System organizations strengthened

- The interest of the current Deputy Prosecutor General in gender issues creates an opportunity to develop the capacity of a team and/or create a new office within the Appellate Ministry that addresses crimes in which women are disproportionately the primary victims.
- The training activities proposed for justice system members provides repeated opportunities to discuss and educate judges, lawyers and forensic specialists about gender-related issues, barriers and opportunities. National and regional associations, including the Central American Association of Women Magistrates, may be able to provide expertise on gender issues relevant to topical areas.
- New procedures for case management and case tracking should sex-disaggregate statistics for the criminally accused and also track justice outcomes for male and female crime victims. The latter information should be incorporated into a public information program aimed at increasing confidence in the formal just system.

Lower Level IR 2 – Legal framework for justice reform implemented

- USAID should support gender expertise for teams drafting new laws and policy/legal dialogue activities with women's NGOs and other gender experts.
- Using communication strategies tailored by sex, both male and female citizens and justice professionals (i.e., the *Procuraduria*, the *Fiscalia* as well as judges should receive equal opportunities to learn about the new Criminal Procedures Code and Judicial Career Law.
- Within the Court system, there is an existing gender policy/plan that addresses gender issues related to judges and court users. USAID programs should be consistent with, and support this policy/plan. USAID may want to identify how the proposed Judicial Career Law could offer expanded possibilities for helping lower-tier women magistrates to advance professionally. In addition, it will be important to ensure that the new law has fair and transparent criteria for selection and promotion of all personnel, male or female.

Lower Level IR 3 - Improved access to justice mechanisms

- The success of Alternative Dispute Resolution (ADR) and mediation training programs will depend upon how gender-related issues are addressed. While ADR and mediation are not intended for use in criminal cases (e.g., rape, incest, domestic violence, stalking), these issues may also be present in family law cases and ADR/mediation will not be appropriate. Training and guidance for ADR/mediation providers should raise their awareness about how women's concerns for safety and privacy influence their participation in ADR/mediation activities. In addition, many

men and women in Nicaragua currently view ADR as second-rate justice; however, research should be done to identify how these attitudes differ by sex and what can be done to change them.

- For activities related to the development of a pro-bono defender's network, USAID and its partners should seek to include female attorneys, track clients served by sex and minimize barriers to service (e.g., child care, meeting location, etc.). In addition, women's NGOs and associations should be tapped as potential vehicles for pro bono legal services, including those by para-professionals.

Lower Level IR 4 - Strengthened advocacy for justice reform & human rights

- Outreach efforts and capacity building should be used to expand the interest and capacity of women's NGOs and professional associations in a broader set of issues related to justice reform and human rights. Links between gender and human rights should be broadly discussed. In particular, women's organizations with broad membership are important vehicles for public information dissemination and participatory dialogue on legal reforms. These groups include NGOs, professional associations of women lawyers, judges, business owners, university faculty, journalists, etc. These groups should be invited to participate in advocacy networks on justice system reform issues.
- Trafficking activities should improve sex-disaggregated data collection and also support gender analysis to further understanding differences in trafficking patterns. Trafficking activities should be linked to women's groups that are already working with migrant women and domestic violence survivors. In addition, anti-trafficking efforts could be linked to, and take advantage of family strengthening activities by government and non-governmental organizations.
- New curricula, proposed for the civic education activities discussed for the BASE II project, provides additional opportunities to motivate young women to enter politics and the justice system.

Performance Measures

- At the SO level, the proposed performance measures focus on the trial court performance for accused perpetrators. At the IR level, the mission will monitor filed criminal cases (percentage with oral, public trials; percentage of cases where pre-trial detention is applied); the accused (percentage with access to free legal counsel) and coverage of justice system personnel relative to the needs of the implementation of the Criminal Procedures Code. Data for the IR indicators are dependent upon the establishment of a case tracking system within the justice system. Perpetrator statistics should be disaggregated by sex, particularly those who have access to free legal counsel.
- The new case tracking system should also include tracking of justice for crime victims, both male and female. If there are improvements over time, the dissemination of information about these trends should help to change public attitudes about the effectiveness and responsiveness of the justice system. Women, in particular, should be made aware of improvements in access to justice for women victims.

Proposed Mechanisms

- The mission should be able to access sector-specific gender expertise through the Global Rule of Law mechanism. For some task orders, it will be appropriate to request a gender expert (e.g., legal analysis, gender-related training, etc.). For other situations, standard language requesting attention to gender issues should be included. When reviewing the resumes of proposed consultants, the mission should look for evidence of gender-related awareness and experience. In addition, gender-related interests of the mission should be reiterated to the consultants during TDY briefings and de-briefings.

BEFORE THE AAD IS FINALIZED – OTHER GENDER MODIFICATIONS FOR IR 1.1 ACTIVITY DESIGN DOCUMENT (ADD)

Action Memorandum- Gender Analysis Section - Modifications

Replace existing paragraph with the following: The mission and its partners will make specific efforts at gender mainstreaming because efforts focused exclusively on decreasing corruption in the justice system will not necessarily lead to improved access to justice for women. Key gender issues that need to be addressed by USAID activities include justice barriers for women within and outside the court (e.g., concerns about violence, abuse, sexual harassment, sex-based discrimination and sexually biased family and personal laws) and barriers for specific groups of more vulnerable women (e.g., domestic violence survivors, female migrant workers, trafficked women). Women are more vulnerable and less likely to seek justice. In addition, efforts must be made to balance the representation of women relative to men and to provide equitable opportunities for training and advancement in the justice-related professions. Because Nicaraguan women are more often crime victims than crime perpetrators, women may be more likely to enter the formal justice system and have more faith in it when they see improvements in how crime victims are treated. In addition, the mission will take steps to include more women's NGOs, associations and gender experts in dialogue, capacity building and educational outreach activities related to rule of law.

AAD Problem Statement - Modifications

Although the proposed activities are a balance of anti-corruption reforms and access to justice mechanisms, the Problem Statement pays very little attention to problems related to differential access to justice. Anti-corruption reforms will not necessarily improve women's reduced access to justice and may result in no changes or may reduce women's access to justice (as well as justice for other social groups). I would recommend adding in a paragraph in the Problem Statement about differential access to justice (women and men, rich/poor, Atlantic Coast vs. rest of the country, indigenous people vs. everyone else, etc.). You can use information from the gender issues section above. In so doing, you will create a space for the discussion gender issues in the Problem Statement itself and better set the stage for proposed Lower Level Intermediate Result 1.1.3 activities.

Summary of Activities and Expected Results - Modifications

- Add a final bullet under Lower Level Intermediate Result 3 that says: Support dialogue with women's NGOs and other gender experts regarding the gender issues

associated with the implementation of the new Criminal Procedures Code, as well as the proposed Criminal Code and Judicial Career Code.

- Under Lower Level Intermediate Result 4, change the trafficking bullet to read as follows: “Support a GON-NGO networks, including women’s NGOs, to raise awareness about the dangers of trafficking in persons.” After the nexus bullet (4th from bottom of list), add a new bullet that says, “Expand opportunities for women’s NGOs and associations, as well as gender experts to participate in advocacy activities related to justice reform and human rights.”

Gender Analysis for IR 1.2

SO 1. Ruling Justly: More Responsive, Transparent Governance
IR 1.2 – Greater Transparency and Accountability of Governance

Key Gender Issues

For the governance transparency and accountability activities identified under the AAD, the key gender issues are as follows:

- Access, Status and Power. Some gender barriers will not automatically or necessarily be reduced by justice sector reforms to reduce corruption. Although both women and men are affected by oppressive and inefficient legal systems, Nicaraguan women are affected in very different ways than men. Women’s relationship to formal justice system is colored by concerns about violence (from partners and police), abuse, sexual harassment, sex-based discrimination and sexually biased family and personal laws. Nicaragua has a very high rate of domestic violence against women and services for battered or threatened women and children are not well-developed or well-funded in Nicaragua. These concerns influence the choices and options of women dealing with the formal judicial system, including judges, staff, police, criminals, those accused of crimes, prisoners and victims. Because of power differences and legitimate fears, mediation is not likely to be welcomed by Nicaraguan women with cases related to domestic violence and/or sex crimes. With respect to legal information, Nicaraguan women crime victims and perpetrators are less likely than men to have access to information about their rights because of lower rates of literacy, formal employment and political office holders.
- Impacts of Corruption on Women. Corruption thrives in a “culture of secrecy” and these conditions are more conducive to the oppression of women. Corrupt members of the justice system may be more inclined to abuse their power and exploit women. Corruption within the health sector may disproportionately affect women and increase their burden because women more often pursue health services for themselves and their children.
- Gender and Anti-Corruption Strategies. Whether corruption is hidden or obvious, women may be less likely to understand the patterns of corruption or feel empowered to engage in anti-corruption activities. Most women have less power in society and are far less involved in Nicaraguan public and political life. Both male and female citizens may lack the skills needed to advocate for reform. In addition, women’s NGOs, like many other civil society organizations, may lack the motivation, time and skills to take on anti-corruption efforts. They also may not yet be aware of the advocacy potential of the proposed Freedom of Information act. However, women may have different priorities and strengths related to anti-corruption activities. For example, given the dominant role of Nicaraguan women as purchasers of household goods and services, they may have greater interest and potential power to tackle corruption if united into consumer associations.
- Judicial Training and Promotion. Within the Nicaraguan judiciary, training and promotion opportunities are not always transparent or fair. Women are over-

represented at lower and local levels of the judiciary (approximately 80 percent) but represent only 25 percent of the positions on the Supreme Court. As a result of Nicaragua's civil war, there appear to be more female lawyers over 40 than male lawyers; the percentages are more balanced among younger attorneys and law students. However, gender balance across judicial levels will not necessarily lead to a less corrupt judiciary or a judiciary that is more gender-sensitive or accessible to women. Therefore, both male and female judges require additional training to understand gender issues specific to particular legal topics or court procedures.

- Gender-Related Data and Trends. Because Nicaraguan women typically have more limited knowledge of their legal rights, greater inability to pay for legal services and childcare responsibilities, they are less likely to have equal access to justice as crime victims and perpetrators. There is a lack of gender data and analysis that compares conviction rates and sentencing for male and female criminals. In addition, more information is needed on how the penal systems should be adjusted to address gender-related needs (e.g., living quarters, pregnancy, health conditions, family visitation, and rehabilitation opportunities).

Priority Opportunities for Gender Mainstreaming

The AAD identifies some of the ways in which corruption undermines democracy & fiscal governance. Proposed activities with the GON & civil society organizations (CSOs) include:

- Priority laws to be passed and/or implemented (Criminal Procedures Code, Criminal Code, Judicial Career Code, Access to Information) through capacity building, information dissemination & dialogue;
- Strengthen civil society advocacy for anti-corruption reforms; and
- Public education on transparency topics.

Without specific measures for gender mainstreaming, the proposed Activity Design is unlikely to improve the status of women or their access to justice. Further gender analysis and dialogue is needed to determine if the specific elements of the Criminal Procedures Code, Criminal Code, Judicial Career Code, Access to Information will undermine the existing status of women or negatively impact gender relations. On the other hand, it is difficult to see how anti-corruption efforts with civil society will succeed if more than half of the population is not involved.

While there are specific priority opportunities for gender mainstreaming associated with the proposed activities for this AAD (see below), there are also some gender recommendations for specific categories of activities. The mission's training activities should aim to balance the participation of women and men and include topically tied gender modules, whenever possible. If information or services are provided, then opportunities should be gender-equitable or aim to redress past gender imbalances. For public education activities related to new laws or anti-corruption measures, communication efforts should be based on sex-disaggregated audience research. Whenever public or civil society dialogue about new laws or legal rights is undertaken, efforts should be taken to invite, educate and include women's NGOs, as well as representatives from women's professional associations, gender experts and high-level women leaders. With respect to partners, greater efforts should be made to engage the

interests, skills and memberships of women's NGOs and professional associations, particularly for issue identification, advocacy, dialogue and dissemination of information.

Government of Nicaragua Activities

- Beyond training and capacity building with gender modules within the judicial system, the successful implementation of the Criminal Procedures Code depends upon broader public education efforts related to the rights of victims and accused citizens. Special efforts need to be made to keep women informed. The same is true for the Criminal (Penal) Code.
- To compare the sentencing and treatment of male and female accused perpetrators and crime victims, a sex-disaggregated tracking system is needed. Statistics are needed for the accused, the convicted and victims. In addition, sex-related information on prison treatment, including rehabilitation opportunities, could be used to train penal system personnel to reduce gender bias.
- To reduce corruption within the judiciary, the proposed Judicial Career Law should be ensuring that procedures for selection, advancement, sanctioning and removal of judges is fair and transparent, for both women and men, and be consistent with the internal gender policy/plan of the Ministry. Sex-disaggregated statistics are needed to ensure that there are not gender or political biases in personnel practices. Opportunities for judicial training should also be gender equitable.
- The proposed access to information law should be a powerful anti-corruption tool for female and male citizens, the media and civil society organizations, including women's NGOs. Public education activities and advocacy capacity building should include women, female journalists and women's NGOs. However, in relation to crime victims, the identity of sex and domestic violence should be protected.
- When possible, anti-corruption efforts should also involve new and incumbent politicians. A non-partisan organization for female politicians, *ForaMujeres*, could be a partner in accountability and transparency training for new and incumbent female politicians.
- Increased gender sensitivity by prosecutors within the Public Ministry & Attorney General's Offices could help to reduce gender-related barriers to access to justice. Gender modules should be included in specific topical training, including but not limited to sex-related crimes and domestic violence.

Civil Society Activities

- Although women's civil society organizations have not typically been part of anti-corruption coalitions, they should be invited to activities for capacity building, monitoring, social auditing and inter-agency pilot activities. With training, women's NGOs may be able to effectively use social audit mechanisms to improve justice system accountability and transparency.
- Men and women may have different knowledge, attitudes and behaviors related to corruption. They may also have different priorities for which types of corruption

should be addressed. Citizen knowledge, attitudes and behavior of men and women should be surveyed to measure the success of anti-corruption activities.

- To engage more women citizens in anti-corruption efforts, both male and female journalists should be provided with training that explains how the proposed access to information law can be used to address corruption issues of particular interest to women.

Performance Measures

The proposed performance measures at the SO level include changes in user assessment of the responsiveness and quality of service of key government agencies (e.g., courts, electoral authority and local governments). This survey-related data can easily be sex-disaggregated but should also track ethnic and regional differences within Nicaragua.

At the IR level, the proposed performance indicators focus on the number of corruption cases filed/successfully prosecuted and indices that track the progress of selected transparency-related legal reforms. Index elements would include drafting, passage, implementation and civil society participation. The latter element of the index could be expanded to score the relative involvement of women's NGOs/associations and the diversity of CSO participation in anti-corruption efforts.

Proposed Mechanisms

The mission should be able to access sector-specific gender expertise through the global and regional IQC mechanisms. For some task orders, it will be appropriate to request a gender expert (e.g., legal analysis, gender-related training, etc.). For other situations, standard language requesting attention to gender issues should be included. When reviewing the resumes of proposed consultants, the mission should look for evidence of gender-related awareness and experience. In addition, gender-related interests of the mission should be reiterated to the consultants during TDY briefings and de-briefings.

If the mission contracts directly with contractors, gender issues should be discussed in the RFP narrative, criteria and assigned points during proposal review. These elements should specify that the mission would like to see demonstrated understanding and experience in the gender dimensions of anti-corruption advocacy, as well as gender analysis for impacts of legal codes. These efforts should be reinforced during implementation through CTO requests for gender-related activities in the annual work plan, annual and quarterly reporting in writing and at meetings.

BEFORE THE AAD IS FINALIZED – OTHER GENDER MODIFICATIONS FOR IR 1.2 AAD

Action Memorandum- Gender Analysis Section – Modifications

Insert the following text: “Anti-corruption efforts in Nicaragua will be less successful if more than half the population (women) are not informed and included. Therefore, the mission and its partners will make specific efforts at gender mainstreaming, including raising women's awareness of corruption issues and including women's associations and NGOs in anti-corruption efforts. Gender-based barriers to justice need to be

addressed in parallel to anti-corruption efforts. Research is needed to understand how corruption affects women and men differently and how their priorities differ. Although Nicaraguan women generally have less power in society and lower levels of involvement in public and political life, they often are often responsible for purchases and securing public and private services for their households. Therefore, these activities are additional entry points for engaging a broader cross-section of Nicaraguans in anti-corruption activities. The mission will take steps to include more women's NGOs, associations and gender experts in dialogue, capacity building and educational outreach activities related to transparent and accountable governance."

AAD Problem Statement - Modifications

- When citizen knowledge is discussed in the second paragraph of the Problem Statement, a sentence should be added that states that citizens with less power in society, including women who have lower involvement in public life, are less likely to understand corruption or feel empowered to engage in anti-corruption activities.
- In the third paragraph, you should consider adding a sentence after the second sentence that states, "Atlantic coast residents may also believe that they have reduced access to justice in comparison to other Nicaraguans and women may feel that the justice system is more fair to men."
- In the fifth paragraph, you should consider adding a sentence at the end that states, "Many advocacy CSOs, including women's NGOs, do not understand how corruption links to their priority issues nor do they understand the range of anti-corruption strategies available."

Gender Analysis for IR 2.1

SO 2. Economic Freedom: Open, Diversified, Expanding Economies
IR 2.1 – Laws, Policies and Regulations that Promote Trade and Investment
Sub-IR 1: Improved capacity of the GON to negotiate & implement trade agreements.
Sub-IR 2: Barriers to trade and investment removed.
Sub-IR 3: Trade and investment-promoting laws, policies and regulations sustain the Country's natural resources and mitigate environmental impacts.

Key Gender Issues

For the trade and investment-related activities identified under the AAD, the key gender issues are as follows:

- Capacity in and Analyses for Trade-Related Issues, Policies and Negotiations. The implementation of free trade agreements requires technical assistance and training in areas related to commercial legal issues, customs modernization, analyses for policy and programmatic options and setting/harmonizing standards (i.e., sanitary/phytosanitary, environment, labor). No information is available regarding gender-specific barriers to opportunities for staff training and capacity building within relevant ministries. However, the gender impacts of policies and program options are unlikely to be considered unless these issues are included in analytical Scopes of Work and gender expertise is accessed through technical assistance and dialogue with civil society organizations.

Larger scale enterprises, more commonly owned by men, can more easily adopt to new export standards. Smaller enterprises, including more food processing businesses owned by women, will still have access to domestic markets but may lose out on trade opportunities. Similarly, smaller scale producers, including women-owned farms on marginal lands, may be less likely to meet new environmental standards associated with trade agreements. Increased agricultural commodity prices from trade may result in increases in the value of land and this result has the potential to displace smallholders, including women with less secure access to land. Because there are a number of gender-related potential impacts, dialogue on new trade and investment policies and programs should be expanded to include more civil society organizations, including women's NGOs.

- Employment & Migration. Trade agreements are intended to grow economies and generate quality employment. Nearly half of the Nicaraguan labor force, ages 10 to 64 years, is female. Forty-five percent of women, ages 10 to 64, were in the labor force in 2000 and more urban than rural women participate in the labor force. Although most working women participate in the informal sector, others are civil servants and work in the private sector. Young women, ages 16 to 30, have gained new employment opportunities via factories in the Free Trade Zone and they comprise 80 percent of that workforce. Their earnings often provide more than half of the income for their households and it is estimated that each *maquila* job supports five people. However, women are more likely than men to be unemployed, much more likely to be underemployed and their wages are typically 20 percent less than men's wages. In some instances, women earn less for the same work as men and

they have no legal recourse since Nicaragua has no Equal Opportunity law. In other situations, women are excluded from certain higher paying professions and jobs and wages in female-dominated fields are depressed.

Consequently, migration is increasing and females are becoming a greater proportion of these migrants. Uneducated rural Nicaraguans migrate to Costa Rica and the United States. Women are most likely to work as illegal domestic servants in Costa Rica and are vulnerable to exploitation and trafficking; men are more likely to work in agriculture and construction and stay for shorter periods of time. Remittances from migrants are estimated to account for about one-fourth of the national economy. To counter these problems, trade-related employment in Nicaragua will need to expand employment options for both women and men in unskilled and semi-skilled labor categories, offer a living wage to both and increase the skill levels for the least skilled and lowest paid workers.

- Enterprises. New trade agreements and related laws, policies and regulations are aiming to shift Nicaraguan producers to a more demand-driven model. This shift is likely to include non-traditional products for new markets and in some cases, non-traditional markets for existing products. In some cases (e.g., tree crop production; packing, processing and shipping for export markets), these changes may require some degree of investment on the part of producers or the enterprises that are selling their products to external markets. Some of these investments may be more difficult, if not impossible for small and medium producers and entrepreneurs unless they have access to sufficient credit and collateral for that credit. Since women-owned business are concentrated at these and smaller scales, reduced trade barriers will not necessarily benefit women-owned businesses unless these issues are considered from the outset.

Nicaraguan women generally have less access to productive resources in comparison to men (e.g., land, credit, extension services). For example, women have less secure access to land because of land titling laws. Without land title for collateral, women are often limited to micro-credit rather than more substantial loans. In addition, women often have less access to social capital related to their enterprises. For example, only ten percent of female farmers are involved in agricultural associations. Due to gender roles in Nicaragua, agriculture is commonly perceived as “men’s work” despite the fact that many women work on farms for their families. However, these women do not always identify themselves as farmers. The non-traditional agricultural export associations have predominately male memberships. There are some small women’s producer organizations in Nicaragua. There is only one national business organization for women, The Association of Women Entrepreneurs of Nicaragua (AMEN). It is an affiliate of the Superior Council for Private Enterprise (COSEP). In addition, women serve as members and leaders of other business associations and boards, including the cold storage association (APENN).

- Gender Division of Labor for Agriculture and NRM. To understand and predict the employment and financial impacts of trade policies, it is important to fully understand the gender division of labor related to different crops and products from agriculture and Natural Resource Management (NRM) activities. With respect to producers, workers, processors and vendors, who will benefit and who will be

negatively impacted by trade changes? Women tend to be more involved than men in post-harvest processing and value-added activities so export-related changes are likely to affect women's employment and earnings. The sex-based division of labor varies for the production and marketing of different crops. Women are more involved in planting, hoeing, sorting and packing for pineapple, melons and squash and hire men, as needed, for field work. Women and children dominate field tomato production; men dominate the planting and picking of okra. For animal husbandry, women are more involved in poultry incubation and zero-grazing dairy operations. For tree crops, men, women and children share coffee bean and cacao picking. Men dominate coffee drying, sorting and selection. Women are generally more involved in tree/plant nurseries. Men dominate fishing but women are more involved in fish/seafood processing and sales. Men also dominate trucking businesses. There are more men involved in cold storage work than women (approximately 60:40 ratios).

- Labor statistics. To date, national labor statistics have not always been sex-disaggregated for the formal and informal sectors. However, the National Census and Statistics Institute (INEC) and the Nicaraguan Institute for Women (INIM) are now cooperating to improve statistics in this area.

Priority Opportunities for Gender Mainstreaming

As defined by this AAD, trade and investment barriers inhibit economic growth and employment generation. Working with the GON and the private sector, the AAD proposes to support:

- Improved capacity of the GON to negotiate and implement trade agreements;
- Removal of barriers to trade and investment; and
- Trade and investment-promoting laws, policies and regulations that sustain the country's natural resources and mitigate environmental impacts.

The sex-related impacts of the proposed Activity Design will depend upon which sectors and products are included. Because of general issues related to women's reduced access to sizable credit, secure land titles and higher wage employment, pro-trade and investment policies and programs will need to take specific measures to analyze impacts and improve the status of women entrepreneurs, producers or workers. Further gender analysis and dialogue with women's NGOs will be needed to determine if the specific elements of trade agreements will undermine the existing status of women or negatively impact gender relations.

While there are specific priority opportunities for gender mainstreaming associated with the proposed activities for this AAD (see below), there are also some gender recommendations for specific categories of activities. Training activities supported by the USAID mission activities should aim to balance the participation of women and men and include topically tied gender modules, whenever possible. When information or services are provided, then opportunities should be gender-equitable or aim to redress past gender imbalances. For public education activities related to new treaties, policies and laws, communication efforts should be based on sex-disaggregated audience research. Whenever public or civil society dialogue about new laws is undertaken, then efforts should be taken to invite, educate and include women's NGOs, as well as

representatives from women's professional associations, gender experts and high-level women leaders. With respect to partners, greater efforts should be made to engage the interests, skills and memberships of women's NGOs and professional associations, particularly for issue identification, advocacy, dialogue and dissemination of information.

Sub-IR 1 - Improved capacity of the GON to negotiate & implement trade agreements

- The Project Management Unit (PMU) staff will play a critical oversight role for technical assistance related to setting & harmonizing standards and conducting analyses for policy development/changes and program options. Therefore, at least one of the three PMU technical staff should have both economic and gender-related background so as to provide daily gender-related input. Additional gender expertise is likely to be needed for analysis of policies, norms, regulations and laws.
- A gender perspective can also be reinforced for the work of the PMU through input from its public-private Board of Directors. While it is important to have women represented on the board (e.g., women business owners, bureaucrats, trade union leaders), they will not necessarily be able to offer gender expertise nor should women be solely responsible for raising issues about the needs of women-owned businesses and labor, as well as potential gender impacts.
- To equitably build capacity related to trade negotiation and implementation, efforts should be made to ensure that both men and women on the PMU staff, the Board of Directors and key ministry staff have opportunities to build their skills and attend trainings. Whenever possible, technical training and assistance should address relevant gender dimensions of the trade and investment issues being discussed.
- Trade policy dialogue activities should include CSOs outside of the business community and also include women's NGOs, associations and trade unions.

Sub-IR 2 - Barriers to trade and investment removed

- It will be helpful to understand whether or not existing trade and investment barriers have had a greater impact on women-owned businesses, producers and female workers and how changes may affect women's status and gender relations. Gender and economics expertise can be tapped for these types of analyses and to make recommendations for appropriate mitigation measures, if needed.
- Both private sector & non-business civil society organizations need to be included in FTA dialogue so as to broaden ownership, identify relevant issues and build advocacy capacity. Women's organizations and associations should be part of this dialogue. The Association of Women Entrepreneurs of Nicaragua (AMEN) should be invited to these discussions, in addition to businesswomen involved in enterprises of all sizes and female members of AMCHAM and CHAMA. These organizations and associations are important vehicles for information dissemination campaigns about reductions in trade and investment barriers.

Sub-IR 3 - Trade and investment-promoting laws, policies and regulations (will) sustain the country's natural resources and mitigate environmental impacts.

- Because there are often social impacts associated with environmental impacts and mitigation measures may have uneven gender impacts, it is important that the analyses and training associated with environmental analyses routinely include a gender perspective.
- Similarly, labor analyses and mitigation measures should also be sex-disaggregated.

- Additional gender analyses can be conducted to determine how both women and men can equitably benefit from economic growth, including an expansion of quality jobs at all levels.
- To mitigate negative gender impacts, technical assistance and training should be provided to the complaint bodies that will be established under the environmental and labor chapters of free trade agreements.

Performance Measures

At the SO level, the proposed performance measures focus on increases in trade as a percentage of GDP and changes in the composition and contribution of various, higher value-added sectors to the economy (e.g., manufacturing, merchandise, eco-tourism, services). The mission proposes three preliminary IR measures under the AAD: increase in foreign direct investments as a percentage of GDP, number of participants linked to markets and increases in sales of certified environmentally friendly (green) products.

Aggregate economic measures typically obscure gender-related impacts and results. Economic growth seldom yields equally positive results for women and men or other social groups. Therefore, a secondary level of analysis can reveal which types and level of jobs have been generated and for whom for the SO indicator related to changes in the composition and contribution of various, higher value-added sectors to the economy. Given that the mission also intends to expand jobs through trade and investment reforms, it would be advisable to add an IR indicator that tracks sex-disaggregated job changes.

For the proposed IR indicators, the only indicator that can be gender-disaggregated is the one focused on “number of participants linked to markets.” Participants could include both producers and those entrepreneurs handling processed/value-added products. It may be useful to also track enterprise participants by the scale of their enterprises (e.g., small, medium and large) since women-owned businesses are more often small and medium-sized. In addition, it may be useful to track trends in male and female migration as an indicator of expanded rural economic opportunities.

Proposed Mechanisms

The location of the PMU will be placed within a GON ministry or in a private entity. It will be tasked with coordinating and implementing activities through GON ministries to improve the business and investment climate and promote regional economic integration and trade. Its Board of Directors will develop policies, priorities and timelines for PMU actions. It is imperative that each entity has consistent gender-related input on a routine basis. Therefore, for the PMU, it will be important to include a technical team member with gender and economics-related expertise. Several members of the Board of Directors should understand the needs of women-owned businesses and/or be able to represent women producers and workers. USAID intends to procure a contract for limited but strategic technical assistance for the PMU and should seek out gender expertise from the contractor(s) bidding under the RFP for this contract. The USAID CTO should also ensure gender-sensitive implementation through routine work plans, meetings and sub-contracts.

BEFORE THE AAD IS FINALIZED – OTHER GENDER MODIFICATIONS FOR IR 1.2 AAD

Action Memorandum- Gender Analysis Section - Modifications

Replace existing paragraph with the following: “The mission and its partners will make specific gender mainstreaming efforts because efforts focused exclusively on trade/investment-related economic growth will not necessarily improve the status of women. Key gender issues that need to be addressed under this activity include provision of gender-equitable opportunities for training/technical assistance in trade agreement negotiation and implementation; gender-differentiated impacts (e.g., employment, migration, enterprise investment, enterprise choice, the gender division of labor and access to productive resources) of trade/investment barriers and the impacts of changes to those barriers.”

AAD Problem Statement - Modifications

The problem statement begins with a discussion of employment generation and then shifts to a focus on economic growth via trade and investment activities.

- After the second sentence of the opening paragraph of the Problem Statement, a sentence should be added: “It is also important to provide equitable job opportunities for men and women and other social groups within Nicaragua.”
- Under Section A of the Problem Statement, add a final sentence – “More needs to be done to include the private sector and civil society in dialogue about reducing trade barriers, including gender-specific barriers.”
- For the last bullet of the Problem Statement (“The NDP presents...”) on page 3, add a final sentence: “These priorities should also take into consideration gender-related impacts of various cluster options.”

Summary of Activities and Expected Results – Modifications

On page 4, under the “Laws, policies and regulations...” section, change the wording of the fourth sentence to: “Gender analysis will also be conducted to ensure that both men and women actively participate in economic policy decisions and that both sexes benefit from economic growth and increases in the quantity and quality of jobs at all skill levels.”

Implementation and Management Plan – Modifications

Modify the second sentence of the second paragraph: “It will provide extensive technical oversight and management, including attention to gender mainstreaming, for the activities implemented by these entities.”

Gender Analysis for IR 2.2

SO 2. Economic Freedom: Open, Diversified, Expanding Economies
IR 2.2 – More Competitive, Market-Oriented Private Enterprises
Sub-IR 1: Investments in competitive businesses & market linkages increased.
Sub-IR 2: Natural resources conserved through increased sales of environmentally friendly products & services.

Key Gender Issues

For the export-led competitiveness activities for the private sector described by the AAD, the key gender issues are as follows:

- **Employment & Migration.** Nearly half of the Nicaraguan labor force, ages 10 to 64 years, is female. Forty-five percent of women, ages 10 to 64, were in the labor force in 2000 and more urban than rural women participate in the labor force. Although most working women participate in the informal sector, others are civil servants and work in the private sector. Young women, ages 16 to 30, have gained new employment opportunities via factories in the Free Trade Zone and they comprise 80 percent of that workforce. Their earnings often provide more than half of the income for their households and it is estimated that each *maquila* job supports five people. However, women are more likely than men to be unemployed, much more likely to be underemployed and their wages are typically 20 percent less than men’s wages because there is no Equal Opportunity law. Consequently, migration is increasing and females are becoming a greater proportion of these migrants. Uneducated rural Nicaraguans migrate to Costa Rica and the United States. Women are most likely to work as illegal domestic servants in Costa Rica and are vulnerable to exploitation and trafficking; men are more likely to work in agriculture and construction and stay for shorter periods of time. Remittances from migrants are estimated to account for about one-fourth of the national economy. New schemes to enhance employment will need to expand quality employment options for both women and men and offer a living wage to both.
- **Enterprises.** A shift to a more demand-driven model in agriculture is likely to include non-traditional products for new markets and in some cases, non-traditional markets for existing products. These changes are likely to require substantial investment on the part of producers or the enterprises that are selling their products to external markets. Some of these investments may not be possible for small and medium producers and entrepreneurs. Since women-owned business are concentrated at these and smaller scales, reduced trade barriers will not necessarily benefit women-owned businesses unless they are considered from the outset. Nicaraguan women generally have less access to productive resources in comparison to men (e.g., land, credit, extension services). For example, women have less secure access to land because of land titling laws. Without land title for collateral, women often can only access micro-credit rather than more substantial loans. Women often have less access to social capital related to their enterprises. For example, only ten percent of female farmers are involved in agricultural associations. Due to gender roles in Nicaragua, agriculture is commonly perceived as “men’s work” despite the fact that many women work on farms for their families.

However, these women do not always identify themselves as farmers. The non-traditional agricultural export associations have predominately male memberships. There are some small women's producer organizations in Nicaragua but there is only one national business organization for women, The Association of Women Entrepreneurs of Nicaragua (AMEN). It is an affiliate of the Superior Council for Private Enterprise (COSEP). However, women serve as members and leaders of other business associations and boards, including the cold storage association (APENN).

- Gender Division of Labor for Agriculture and NRM. While women tend to be more involved than men in post-harvest processing and value-added activities, the sex-based division of labor varies for the production and marketing of different crops. Women are more involved in planting, hoeing, sorting and packing for pineapple, melons and squash and hire men, as needed, for field work. Women and children dominate field tomato production; men dominate the planting and picking of okra. For animal husbandry, women are more involved in poultry incubation and zero-grazing dairy operations. For tree crops, men, women and children share coffee bean and cacao picking. Men dominate coffee drying, sorting and selection. Women are generally more involved in tree/plant nurseries. Men dominate fishing but women are more involved in fish/seafood processing and sales. Men also dominate trucking businesses. There are more men involved in cold storage work than men (approximately 60:40 ratios). Trends in the gender division of labor for eco-tourism enterprises have not yet been documented.
- Labor statistics. To date, national labor statistics have not always been sex-disaggregated for the formal and informal sectors. However, INEC and INIM are now cooperating to improve statistics in this area.

Priority Opportunities for Gender Mainstreaming

As defined by this AAD, supply-led, strategies focused on a limited number of goods and services have hindered Nicaragua's economic growth and employment situation. Through private sector support and coordination with the GON on removing structural, policy and regulatory competitiveness constraints, the AAD proposes to support:

- Increased investments in competitive business and market linkages; and
- Conservation of natural resources through increased sales of environmentally friendly products and services.

Proposed partners for these activities include small and medium enterprises, enterprise intermediaries including business associations, financial institutions and protected area managers.

While there are specific priority opportunities for gender mainstreaming associated with the proposed activities for this AAD (see below), there are also some gender recommendations for specific categories of activities. The mission's training activities should aim to balance the participation of women and men and include topically tied gender modules, whenever possible. If information or services are provided, then opportunities should be gender-equitable or aim to redress past gender imbalances. For public education activities related to new laws or anti-corruption measures,

communication efforts should be based on sex-disaggregated audience research. Whenever public or civil society dialogue about new laws or legal rights is undertaken, efforts should be taken to invite, educate and include women's NGOs, as well as representatives from women's professional associations, gender experts and high-level women leaders. With respect to partners, greater efforts should be made to engage the interests, skills and memberships of women's NGOs and professional associations, particularly for issue identification, advocacy, dialogue and dissemination of information.

Growth-driven strategies do not necessarily benefit women entrepreneurs, producers or workers. Specific steps must be taken to ensure gender-equitable opportunities and improvements in the status of women.

Sub-IR 1 – Investments in competitive business and market linkages increased.

- The choice of product or service clusters will have important gender implications. Accordingly, the selection criteria for clusters should take into consideration the specific gender division of labor for each type of good or service. In particular, it is important to consider the level of involvement of women-owned businesses and women workers for specific services (e.g., eco-tourism) or the production chains of different goods (e.g., crop or animal products). If employment generation is a criteria, then it will be important to know who will have access to these jobs when deciding between cluster options.
- New products or services provide an excellent opportunity for programs to expand women's opportunities and options. For example, women may be able to fill a wider variety of roles in eco-tourism enterprises or a new crop since there is no traditional sexual division of labor. As new markets arise, USAID programs should tap women's producer and business organizations, as well as women's NGOs, to identify how women can become more involved in tapping new opportunities.
- The AAD proposes to provide technical assistance on competitiveness and improved technologies to Nicaraguan business, with an emphasis, where appropriate, on small and medium-scale enterprises. While it is more likely that women-owned businesses will be reached by this emphasis, they will not necessarily receive technical assistance unless specific measures are taken. Given that women are much less likely to be involved in business and producer associations, it is important that the delivery mechanisms for this technical assistance are not restricted to these association venues. Taking a lesson from the formative research element of social marketing, it will be useful to identify and tap those communication channels that are preferred by business women, including farmers. Women may also have different availability for meetings and different travel restrictions than men.
- Unless financial institutions are encouraged to modify collateral-related barriers, women entrepreneurs and producers are likely to be restricted to just microfinance rather than being able to obtain larger loans. Financial sector reforms and loan portfolio guarantees (Development Credit Authority (DCA)) can help broaden access to credit and can be held responsible for reporting on loans to women-owned businesses. Without larger loans, women are less able to invest in their businesses and access new business opportunities that require flexibility. Their sales figures

are likely to be lower than their male counterparts and the aggregate total will be lower.

- Small and medium-sized business face different trade and investment barriers than larger businesses and women-owned business in these categories face different hurdles than their male counterparts. To ease these scale and gender-based constraints and avoid making things more difficult for female entrepreneurs, it will be important to better understand how trade and investment barriers differ by the sex of the business owner.
- Greater attention should be given to expanding women's involvement and roles in intermediary business associations since these organizations will be critical to the success of market-led strategies.
- While Nicaragua needs to greatly expand job opportunities, these jobs should be at different skill and education levels. USAID programs should aim to ensure gender-equitable access to employment at all levels. Since jobs are an important focus of this activity, it will be critical to involve trade unions and cooperatives, including those representing women workers (e.g., the National Union of Farmers and Cattle Breeders (UNAG)), in dialogues about policy constraints to national competitiveness. The Rural Workers Organization also has a women's office that could be included in dialogue.

Sub-IR 2 – Natural resources conserved through increased sales of environmentally friendly products & services.

- As newer businesses, the gender division of labor for “green” products and services has not been well-documented. As noted above, new products and services often provide expanded opportunities for women workers, producers and business owners. Competitiveness technical assistance for these goods and services should follow the same gender-related considerations outlined above.
- The level of women's involvement in the protected area community committees is also unclear. These committees make important decisions about loans and other benefits for community members. Therefore, USAID projects working in these areas should seek to expand women's participation as members and leaders of these community committees. They should make loan criteria transparent and gender-equitable.
- The proposed activities for green products and services, do not address how to expand internal markets within Nicaragua. As noted in the gender discussion for IR 1.2, women often dominate consumer decision-making for their households. If female consumers (and their children) can be educated about organic food, then it may be possible to also expand the internal market for Nicaraguan organic products. Women's NGOs, including those involved in health activities, are potential partners for this activity.

Performance Measures

At the SO level, the proposed performance measures focus on increases in trade as a percentage of GDP and changes in the composition and contribution of various, higher value-added sectors to the economy (e.g., manufacturing, merchandise, eco-tourism,

services). The mission proposes three preliminary IR measures under the AAD: increase in foreign direct investments as a percentage of GDP, number of participants linked to markets and increases in sales of certified environmentally friendly (green) products.

Aggregate economic measures typically obscure gender-related impacts and results. Economic growth seldom yields equally positive results for women and men or other social groups. Therefore, a secondary level of analysis can reveal which types and level of jobs have been generated and for whom for the SO indicator related to changes in the composition and contribution of various, higher value-added sectors to the economy. Given that the mission also intends to expand jobs through IR 2.2 activities, it would be advisable to add an IR indicator that tracks sex-disaggregated job changes.

Given that prominent role of technical assistance activities to private sector entities, USAID may also want to consider tracking the number of businesses (both women-owned and male-owned) that are reached by technical services.

If the mission chooses to track increases in sales (volume and value) of goods and services (either environmentally friendly or conventional), then it would be important to track if there are differences for male- and female-owned businesses so that gender-based impediments can be addressed.

If the mission is considering tracking the “number of companies benefiting from projects,” then they should identify which are male-owned and female-owned.

To encourage improvements in the numbers of women involved in business and producer associations/federations, the mission should also consider tracking how women’s participation in these organizations changes over time as a result of USAID activities.

For the Title 2 funds, contractors/grantees should institute a tracking system related to credit. By tracking the sex of both credit applicants & credit recipients, it will be possible to identify and address problems related to outreach versus problems related to gender-specific credit barriers.

Proposed Mechanisms

- The location of the PMU will be placed within a GON ministry or in a private entity. It will be tasked with coordinating and implementing activities through GON ministries to improve the business and investment climate and promote regional economic integration and trade. Its Board of Directors will develop policies, priorities and timelines for PMU actions. It is imperative that each entity has consistent gender-related input on a routine basis. Therefore, for the PMU, it will be important to include a technical team member with gender and economics-related expertise. Several members of the Board of Directors should understand the needs of women-owned businesses and/or be able to represent women producers and workers. USAID intends to procure a contract for limited but strategic technical assistance for the PMU and should seek out gender expertise from the contractor(s) bidding under the RFP for this contract. The USAID CTO should also ensure gender-sensitive implementation through routine workplans, meetings and sub-contracts.

- Most of the international partners (IQCs, The Nature Conservancy (TNC), the United States Department of Agriculture Pennsylvania Association for Sustainable Agriculture (USDA PASA), DAPs) are familiar with gender mainstreaming and some have experience or expertise related to gender. The USAID CTO will play a key role in sending consistent messages about the importance of considering gender issues and ensuring gender-sensitive implementation through routine workplans, meetings and sub-contracts. The Title II Development Assistance Program Private Voluntary Organizations (PVOs) already have experience with gender mainstreaming from other USAID programs. The Partnerships for Food Industry Development Leader with Associates (LWA) should tap the gender expertise available among Michigan State University (MSU) faculty. As USAID contractors, the implementers of the Support for Economic Growth and Institutional Reform (SEGIR) IQC and Management, Organizational, and Business Improvement Services (MOBIS) should have gender-related capacity for trade issues. TNC recently hired a new staff person who is looking into gender mainstreaming for the Parks in Peril program. Elsewhere, DCA has worked with local banks to support down-market lending with gender-sensitive criteria.

BEFORE THE AAD IS FINALIZED – OTHER GENDER MODIFICATIONS FOR IR 2.2 AAD

The TAO team is to be commended to addressing gender in different sections of their AAD. The suggestions below are intended to further strengthen the existing discussion:

Action Memorandum- Gender Analysis Section – Modifications

Replace existing paragraph with the following: “The mission and its partners will make specific gender mainstreaming efforts because efforts focused exclusively on export-led economic growth will not necessarily improve the status of women. Key gender issues that need to be addressed under this activity include the gender impacts of cluster choices and competitiveness reforms; provision of gender-equitable opportunities for technical assistance and credit; women’s reduced roles in community committees, business and producer associations; and development of internal markets for organic food through education of female consumers.”

AAD Problem Statement - Modifications

The problem statement begins with a discussion of employment generation and then shifts to a focus on clusters and economic growth via trade and investment activities.

- After the second sentence of the opening paragraph of the Problem Statement, a sentence should be added: “It is also important to provide equitable job opportunities for men and women and other social groups within Nicaragua.”
- Under Section A of the Problem Statement, add a final sentence – “More needs to be done to include the private sector and civil society in dialogue about reducing trade barriers, including gender-specific barriers.”
- For the last bullet of the Problem Statement (“The NDP presents...”) on page 3, add a final sentence: “These priorities should also take into consideration gender-related

impacts of various cluster options, given the difference in the gender division of labor for different goods and services.”

Summary of Activities and Expected Results – Modifications

On page 4, under the first paragraph under the “Investments in competitive business and market linkages increased” section, add a final sentence: “Gender analysis will also be conducted to ensure that both men and women actively participate in dialogues about competitiveness policies and that both sexes benefit from economic growth and increases in the quantity and quality of jobs at all skill levels.”

Implementation and Management Plan, Section VI – Modifications

Modify the second sentence of the second paragraph: “It will provide extensive technical oversight and management, including attention to gender mainstreaming, for the activities implemented by these entities.”

Gender Analysis for IR 3.1

SO 3. Investing in People: Healthier, Better Educated People
IR 3.1: Increased and Improved Social Sector Investments & Transparency
Sub-IR 1: Increased and more efficient expenditures by Social Cabinet Ministries of Education, Health, Family and INSS.
Sub-IR 2: Increased and more effective decentralized investments in education, health and social protection.
Sub-IR 3: Private sector alliances established.
Sub-IR 4: Greater community involvement in education, health and social protection.

Key Gender Issues

For the social sector governance and management activities described by the ADD, the key gender issues are as follows:

- Disproportionate gender impacts of social system corruption. Transparency International has found that women are less involved in corruption themselves but women are more disadvantaged from the consequences of a corrupt system. Gender-Sensitive Budget Analyses have revealed that men profit much more from public expenditures than women; programs focusing on women constitute only a fraction of the total national budgets. Because corruption decreases national budget resources, it also reduces the amount of public spending available for health and social security. As user of maternal and child health services, women are disproportionately affected. While the middle and upper urban classes can mitigate these effects through private health insurance, this option is not available to the majority of women. Living longer lives, women are more dependent upon pensions and social security. Corrupt social security schemes may disproportionately disadvantage women. In addition, women are more often involved in expenses related to children’s education and are consequently subject to increased expenses related to corruption (e.g., higher school fees, supplemental fees).
- Advocacy Differences. Mothers, with lower employment levels outside the home than fathers, are more often involved as school volunteers and more likely to interact with health care providers. However, their participation, input and leadership has not always been solicited for the oversight of educational and health institutions. Also, meetings may be held at inconvenient times, inaccessible locations or fail to provide childcare. Women may be less likely to be aware of systemic corruption and its impact on the amount of funds available for educational and health services; they also may be less likely to be aware of anti-corruption strategies available for citizen stakeholders.
- Community Involvement and Volunteerism. Volunteer opportunities may not always be held at convenient times for men and women who have paid employment or business that operate during the day. Poorer households may be less likely to be able to participate in support activities for schools and health clinics.
- Decentralization and Devolution. Because men often dominate local community committees, transferring authority to these committees for school and health funds

will not necessarily translate into increased voice or services for women. The same is true for local governments.

- Knowledge, Attitudes and Practices. Men and women, including those of different ages, often have different attitudes and levels of satisfaction with the quality of educational, health and other social services. They may use services differently and their level of knowledge about available goods and services often varies.
- Family Planning Service Users. Women, particularly young women, are more likely to be disproportionately and negatively impacted by increased fees for family planning services.
- Health and Educational Contractors. Lack of transparent procurement procedures may disproportionately affect women business owners because their sources of information are limited by their lack access to the “old boys network” or political connections.
- Poverty and Female-Headed Households. Female-headed households, including multi-generational female-headed households, are more likely to be poor and less likely to be able to bear increased costs for education and health services. These women make up a disproportionate percentage of migrants to Costa Rica and there are often social consequences for their children (e.g., school drop out rates, increased adolescent pregnancies, vulnerability to sexual predators, etc.).

Priority Opportunities for Gender Mainstreaming

The premise of this ADD is that healthier, better-educated citizens and stronger democracies will result from more efficient, effective and ethical government providers of health, education and other social services. The ADD proposes to support:

- Increased and more efficient expenditures by Social Cabinet Ministries of Education, Health, Family and INSS;
- Increased and more effective decentralized investments in education, health and social protection;
- Establishment of private sector alliances; and
- Greater community involvement in education, health and social protection.

Proposed partners for these activities include social sector government ministries, municipal and local governments, schools and school councils, social sector national associations, private sector providers of education and health services, private sector employers, foundations, parents, students and health service users.

While there are specific priority opportunities for gender mainstreaming associated with the proposed activities for this ADD (see below), there are also some gender recommendations for specific categories of activities. The mission’s training activities should aim to balance the participation of women and men and include topically tied gender modules, whenever possible. If information or services are provided, then opportunities should be gender-equitable or aim to redress past gender imbalances. For public education activities related to new laws or anti-corruption measures, communication efforts should be based on sex-disaggregated audience research.

Whenever public or civil society dialogue is undertaken, efforts should be taken to invite, educate and include women's NGOs, as well as representatives from women's professional associations, gender experts and high-level women leaders. With respect to partners, greater efforts should be made to engage the interests, skills and memberships of women's NGOs and professional associations, particularly for issue identification, advocacy, dialogue and dissemination of information.

Improved social sector management and anti-corruption strategies will not necessarily benefit women unless specific steps must be taken to ensure gender-equitable opportunities and improvements in the status of women.

Government of Nicaragua Activities (Ministries of Education, Health, Family & INSS)

- Government staff, male and female, should have equitable opportunities for technical assistance and training related to government related to expenditures and investments (i.e., efficient procurement, supply and distribution systems, policy formulation, investment planning, budgeting, oversight and management capabilities). Where appropriate, training should include gender modules that help government staff understand the gender implications of inefficient management and corruption.
- For workshops that aim to enhance political leaders' understanding of social sector investment requirements, both new and incumbent politicians should be included from local and national levels. A non-partisan organization for female politicians, *ForaMujeres*, could be a partner in training for new and incumbent female politicians.
- Outsourced social security service delivery packages may be linked to credit schemes. Accordingly, collateral and other barriers to women's access to credit need to be addressed to ensure that women, in particular head of households and widows, are not prevented from accessing social security.
- Cost analysis of basic health and education services should include gender-related costs and benefits to ensure gender-equitable government allocation of resources.
- In addition to the Ministries listed above, these public-private alliances in the social sector should consider including INIM and women's NGOs so that gender concerns are routinely considered.

Municipal and Local Government Activities

- Municipal and local government staff, male and female, should have equitable opportunities for technical assistance and training related to expenditures and investments (i.e., efficient procurement, supply and distribution systems, policy formulation, investment planning, budgeting, oversight and management capabilities). Where appropriate, training should include gender modules that help government staff understand the gender implications of inefficient management and corruption.
- Studies by the World Bank and others indicate that female politicians tend to be less corrupt. Therefore, USAID may want to make special efforts to leverage the political power of elected and appointed female officials for more accountable and transparent social sector governance and management reforms.
- If women are to become more involved in local government committees related to reform, then the meeting times and locations may need to be adapted to be more convenient to women.

Private sector Activities

- Women should be included in public-private alliances related to contraceptive provision, including representatives from service-providing women's NGO representatives, entrepreneurs and health care professionals. Alliances for educations should also make special efforts to include women with relevant expertise.
- New procurement mechanisms to expand private sector participation should ensure that relevant solicitation information reaches women entrepreneurs and service providers through appropriate channels.

Civil Society Activities

- Civil society should play a key role in auditing social sector expenditures, at national and local levels. Women's NGOs should be part of auditing and anti-corruption measures.
- When opportunities are expanded for civil society organizations and the private sector to provide services, women's NGOs should be considered for these opportunities.

Community Activities

- Communities should also be involved in auditing social sector expenditures, particularly for local government. Women should have equitable access to training and technical assistance opportunities.
- For local schools, women are more frequently involved as volunteers, in part because volunteer opportunities are held during the day and workweeks. To engage more fathers as volunteers, efforts should be made to help schools re-structure volunteer opportunities, as well as the use of schools for other types of community activities, including adult education.

Performance Measures

At the SO level, there is no proposed performance measures that directly links to governance/management reforms.

For the ADD, the mission proposes six preliminary IR measures that conform to the CAM PMP:

- total budget actually expended by the Ministry of Health;
- total budget actually expended by the Ministry of Education;
- MOH contraceptives purchased annually with MOH funds;
- public expenditures on primary education as a percentage of GDP;
- public expenditures on health as a percentage of GDP; and
- primary education budget spend on students who dropped out or repeated.

Aggregate measures typically obscure gender-related impacts and results. Apart from sex-disaggregated tracking of students who dropped out or repeated and aggregate expenditures on these students, none of the other proposed IR indicators can be sex-disaggregated in their current form. Therefore, the mission may want to also consider more gender-sensitive budget tracking, i.e., percent of Ministry of Health and Ministry of Education budget, as well as total budget, expended on women/girl-focused programs. For management purposes, the mission should set targets and track the percentage of male and female participants involved in training and expansion of women's involvement in oversight bodies for social sector Ministries. Greater

community/public voice in decision-making is mentioned in the Problem Statement but is not followed with specific activities or performance measures. This activity area could provide opportunities to track male and female involvement in health and education decision-making.

Proposed Mechanisms

- For international and local partners under the proposed IQC (ENABLERS), USAID should specify in the RFP and proposal criteria that gender expertise will be needed. The USAID CTO will play a key role in sending consistent messages about the importance of considering gender issues and ensuring gender-sensitive implementation through routine workplans, meetings and sub-contracts. In addition, the professionals that will be working within the social sector ministries should have gender expertise or experience. The bridging mechanism, the Global Health Management and Leadership cooperative agreement, also has gender-related capacity.
- Assuming that the proposed Project Management Unit (PMU) or Sector Wide Approach (SWAp) mechanism will have a Board of Directors who will help develop policies, priorities and timelines, criteria for Board members should include their ability to contribute a gender perspective and/or represent women's interests. The USAID CTO should also ensure gender-sensitive implementation through routine workplans, meetings and sub-contracts.
- If the Nicaragua mission decides to participate in the new Strategic Alliances for Social Investment cooperative agreement, it should specify that efforts be made to include women's NGOs, INIM and women-owned businesses be included in alliances.
- DCA mechanisms can include gender guidance for investment funds for the private sector. These guidelines can include a gender equity policy and specify that barriers to credit and participation be addressed for women-owned businesses and health service providers.

GENDER ELEMENTS FOR THE ADD:

For the Action Memorandum- Gender Analysis Section

Insert: "The mission and its partners will make specific gender mainstreaming efforts because improved social sector governance and management will not necessarily improve the status of women. Key gender issues that need to be addressed under this activity include the gender impacts of social service corruption, decentralization and devolution, as well as gender differences in social service use, knowledge/attitudes/practices, advocacy skills, community involvement and volunteerism, business contractors and the poverty of female-headed households."

ADD Problem Statement - Modifications

The problem statement focuses entirely on aggregate impacts and does not touch on household or individual impacts of improved governance and management of social sector ministries. In the first paragraph, the final sentence could be modified as follows: "Democratic and accountable states achieve more sustainable growth and provide more equitable opportunities for both male and female citizens to achieve a higher quality of life." The final paragraph mentions the private sector but should also mention civil

society in the second sentence. Greater community/public voice in decision-making is mentioned here but should also be elaborated in the following sections, including under Activities.

Link of Activity to SO Results Framework- Modifications

In the second to last paragraph of this section (page 3), it would be useful to add to the second sentence "...participants in the informal economy, particularly women who mostly work in the informal sector."

Gender Analysis for IR 3.2

SO 3. Investing in People: Healthier, Better Educated People
IR 3.2: Increased and Improved Basic Education Opportunities
Sub-IR 1: Improved access, quality and efficiency of basic education
Sub-IR 2: Innovative approaches applied to increase & improve educational opportunities.

Key Gender Issues

For the basic education activities described by the ADD, the key gender issues are as follows:

- School enrollment, repetition, retention, achievement and completion. Students at model schools tend to have a 20 percent higher than average school completion rate. However, more information is needed to determine how these different rates vary by the sex of the student. In general, Nicaraguan boys are more likely than girls to be under-achievers and dropouts. There are also different gender patterns for students in the Atlantic Coast area and the rest of Nicaragua.
- Student government. Under the *Escuela Nueva* methodology, more girls than boys appear to be involved in student councils. Given women's lower involvement in elected and appointed office, it is important to improve girls' self-confidence and provide opportunities to develop leadership skills. However, it is important that this participation does not negatively impact girls' educational achievements.
- Parental volunteerism and community involvement. Mothers are much more likely than fathers to participate in school activities. However, volunteer mothers tend to be those who do not work outside the home. Because they tend to be poorer, female-headed households are also less likely to be able to volunteer at schools during workdays. More information is needed to understand who volunteers and how volunteer opportunities can be restructured so that men and working women can participate in their children's education and schools.
- School Curricula and Instructional Materials. Gender stereotypes are both intentionally and inadvertently transmitted to students and teacher trainees. This can include prejudices about career and vocation choices, marital roles, gender relations and roles, etc. In addition, it is important to track and address sex-linked patterns in learning (e.g., boys performing better in math; girls doing better in Spanish language topics). Gender bias has been an issue for Nicaragua's national curricula and can be an issue when teachers in the model schools have the liberty to prepare their own materials. However, the 15-year National Education Plan has a gender equity focus.
- Education professionals. Eighty two percent of Nicaragua's primary school teachers are women, as is a majority of teacher supervisors. However, school directors are more likely to be men. Since all of these professionals are role models, it is important that they are aware of gender issues and the messages about gender relations that they transmit to those under their supervision, including children.

Priority Opportunities for Gender Mainstreaming

The main premise of this ADD is that some of the main deficiencies in Nicaragua's basic education system are in need of reform and that the models tested under BASE I & II merit expansion. The ADD proposes to support:

- Expansion of successful classroom and school management models;
- Strengthening of the Project's instructional improvement model;
- Improvement of pre-service teacher training; and
- Improvement of institutional capacity of the Ministry of Education, Culture, and Sports (MECD) to adapt to its new role in a decentralized education system.

Proposed partners for these activities include the central MECD; primary school directors, teachers and students; school councils; teacher training normal schools and communities.

While there are specific priority opportunities for gender mainstreaming associated with the proposed activities for this ADD (see below), there are also some gender recommendations for specific categories of activities. The mission's training activities should aim to balance the participation of women and men and include topically tied gender modules, whenever possible. If information or services are provided, then opportunities should be gender-equitable or aim to redress past gender imbalances. Whenever public or civil society dialogue is undertaken, efforts should be taken to invite, educate and include women's NGOs, as well as representatives from women's professional associations, gender experts and high-level women leaders. With respect to partners, greater efforts should be made to engage the interests, skills and memberships of women's NGOs and professional associations, particularly for issue identification, advocacy, dialogue and dissemination of information.

Basic educational strategies are likely to disproportionately benefit women educational professionals because women dominate these professions. For students, specific steps should be taken to ensure gender-equitable educational opportunities and educational materials. As part of the USAID activities, special efforts should be made to engage more men in the teaching profession and involve the fathers of students in classroom and school activities.

MECD Activities

- Educators with gender expertise should be involved in technical assistance and training activities related to the development and implementation of education policies and reforms. Gender modules would be appropriate for activities related to curriculum, instruction and classroom performance. In addition, educators with gender expertise should also be involved in curricula review activities conducted by MECD.
- In some settings, sex-segregated schools and classes have raised performance levels for both girls and boys. These options should be explored when alternative basic education models are being developed.
- Student statistics and monitoring should be consistently sex-disaggregated.
- Efforts should be made to attract more men into basic education teaching positions by addressing relevant impediments and to enhance advancement opportunities in administration for female teachers.

Normal Schools (Teacher Training Schools) & Teacher Supervision

- Pre-service and in-service teacher training should address gender biases and stereotyping in new curricula and teaching styles associated with the new school model.

School Activities

- For school councils, it is important to continue to provide girls with the opportunity to participate and lead. However, participation by male and female children should be tracked and better understood.
- Monitoring and evaluation statistics for school enrollment, retention, achievement and completion should be sex-disaggregated to track trends and take sex-specific remedial measures.

Parent-Community Activities

- The participation of fathers in schools and their children's education is likely to help keep children, especially for boys. Volunteerism opportunities should be restructured so that working fathers (and mothers) are able to participate as volunteers or members of student-parent-teacher associations.
- Because parents may be less literate or educated than their children, program activities may want to find ways to link school volunteerism with adult education activities based at schools. This type of linkage could be supported by other projects, donors or the private sector.

Performance Measures

At the SO level, the proposed performance measures for education activities focus on primary education completion rates and net enrollment rates for grades 7-9. Data collected should be sex-disaggregated.

The mission proposes four preliminary IR measures that conform to the CAM PMP:

- Improvements in retention rates;
- Improvements in achievement test results;
- Increases in the percentage of children completing sixth grade; and
- At least X percent of the schools that have been in the program three years or longer have moved up in the MECD's school classification system.

Data for the first three IR indicators can easily be sex-disaggregated.

Proposed Mechanisms

- For international and local partners implementing the proposed ENABLERS IQC, USAID should specify in the RFP and proposal criteria that gender expertise will be needed. The USAID CTO will play a key role in sending consistent messages about the importance of considering gender issues and ensuring gender-sensitive implementation through routine workplans, meetings and sub-contracts. In addition, the professionals that will be working within the social sector ministries should have gender expertise or experience.
- If the BASE II contract is extended for one year, gender expertise can be accessed from the Academy for Educational Development.

- Assuming that the proposed PMU or SWAp mechanism will have a Board of Directors who will help develop policies, priorities and timelines, criteria for Board members should include their ability to contribute a gender perspective and/or represent women's interests. The USAID CTO should also ensure gender-sensitive implementation through routine workplans, meetings and sub-contracts.

GENDER ELEMENTS FOR THE ADD:

For the Action Memorandum - Gender Analysis Section - Addition

Insert: "The mission and its partners will make specific gender mainstreaming efforts to ensure that basic education activities create gender-equitable opportunities, improve the achievement of both male and female students and the participation of mothers and fathers. Key gender issues that need to be addressed under this activity include gender differences in rates of school enrollment, retention, achievement and completion; student government participation; parental literacy and education levels; parental volunteerism and community involvement; gender imbalances within the education profession and sex-stereotyped curricula."

ADD Problem Statement - Additions

The current problem statement is in draft form. When the problem statement is revised, it should address gender issues.

Link of Activity to SO Results Framework & Summary of Activities & Expected Results - Additions

The former section should cite sex-disaggregated results on student retention, achievement and completion from BASE reports and the latter section should state that activities will aim to provide gender-equitable opportunities and results.

Gender Analysis for IR 3.3

SO 3. Investing in People: Healthier, Better Educated People
IR 3.3: Improved Integrated Management of Child and Reproductive Health
Sub-IR 1: Improved and expanded family planning and maternal and child health services and information/education.
Sub-IR 2: Better nutrition and dietary and hygienic practices.

Key Gender Issues

For the health-and nutrition-related activities described by the ADD, the key gender issues are as follows:

- Community Child Health Activities. Child health activities can have different impacts on and success rates for male and female children. Women are more often the health care seekers and caregivers for their families. Their time burden related to family health care is not usually shared by men. However, because of men's higher employment rates, they are more likely to have earnings or insurance that can pay for health care for themselves and their families.
- Contraception & Family Planning. Demand for contraceptives and contraceptive preferences often vary for women and men and vary among each sex by age. Family planning and contraceptive programs have more often focused on women clients exclusively rather than including their male partners in program activities. However, men often have control over women's contraceptive choices and use due to financial concerns and power issues, including domestic violence.
- Maternal & child health. Maternal and child health programs have traditionally focused on women and not addressed the roles of fathers. Teen pregnancy is a major issue in Nicaragua and the needs of teen mothers and their partners may require tailored strategies.
- STI and HIV/AIDS. Estimates for the HIV/AIDS rate in Nicaragua indicate that many more men than women are affected (i.e., from three to seven times more men are infected than women). The priority groups for programming are men who have sex with men, commercial sex workers (primarily females) and housewives living in border communities.
- Female-headed households. Because female-headed households comprise a majority of poor households in Nicaragua, they are more likely to live in the high-risk, food-insecure communities served by the PL 480 Title II programs. However, female-headed households may not always be reached because of how clients are identified and prioritised by these programs.
- Adolescents. Youth issues are more stereotypically cast as issues related to boys (e.g., dropping out of school, crime, violence, vagrancy, unemployment). However, youth issues for girls include adolescent pregnancy, single parenthood without child support, incest, dropping out of school and unemployment.

Priority Opportunities for Gender Mainstreaming

The premise of this ADD is that positive achievements in the health sector need to be expanded for greater national impact. The ADD proposes to support:

- Improved and expanded family planning and maternal and child health services and information/education.
- Better nutrition and dietary and hygienic practices.

Proposed partners for these activities include GON Ministries (MOH, MINSAs), NGOs, HIV/AIDS institutions (the Global Fund to fight Aids, Tuberculosis, and Malaria (GFATM) principal managing agent, Country Coordinating Mechanism), the Local System of Integrated Health Care (SILAIS), local health care facilities/providers and communities.

While there are specific priority opportunities for gender mainstreaming associated with the proposed activities for this ADD (see below), there are also some gender recommendations for specific categories of activities. The mission's training activities should aim to balance the participation of women and men and include topically tied gender modules, whenever possible. If information or services are provided, then opportunities should be gender-equitable or aim to redress past gender imbalances. For public education activities, communication efforts should be based on sex-disaggregated audience research. Whenever public or civil society dialogue is undertaken, efforts should be taken to invite, educate and include women's NGOs, as well as representatives from women's professional associations, gender experts and high-level women leaders. With respect to partners, greater efforts should be made to engage the interests, skills and memberships of women's NGOs and professional associations, particularly for issue identification, advocacy, dialogue and dissemination of information.

Past USAID health programs in Nicaragua have more often targeted women so strategies are needed to balance services and outreach to both male and female clients:

Sub-IR 1: Improved and expanded family planning and maternal and child health services and information/education

- Quality of care programs should incorporate a gender module in training and technical assistance activities.
- Community-based child health activities should aim to involve more men in family health care seeking and provision.
- PVO/NGO and business partners for health care provision/education/promotion and contraceptive distribution should include more women's NGOs and women-owned businesses.
- Family planning and maternal health programs should target and educate male partners of female clients, with specific tailored strategies for adolescent males.
- Teenage pregnancy, STI/HIV-AIDS and other programs targeted at adolescents should include both young men and women. Radio shows for social marketing messages to males and females have been popular in Nicaragua and should receive further support.

- Each of the priority groups affected by HIV-AIDS (men having sex with men, commercial sex workers and housewives in border areas) is likely to respond to different communication messages and may need to be reached through different communication channels. Gender modules should be included in training and technical assistance offered to HIV-AIDS service providers.
- Quotas should be considered to ensure that female-headed households receive services from PL 480 Title II programs.
- Domestic violence and household power issues influence women's health, their health care needs and their ability to seek and pay for health care. In addition, this issue is can be linked to adolescent pregnancies, migration motivations and vulnerability to trafficking. Domestic violence also influences women's ability to participate in the economy and political life. Accordingly, the mission should strongly consider adding modules on domestic violence issues into health care training and assistance.

Sub-IR 2: Better nutrition and dietary and hygienic practices

- Programs related to better practices should also focus on how to involve men since they are important role models to their children.
- Elsewhere (e.g. the Philippines) health/nutrition behavior change information has been linked to credit provision programs. This linkage has resulted in increased customer loyalty to credit institutions. In Nicaragua, it would create a stronger bond between SO 3 and SO 2. The mission may want to consider using this approach, particularly for Title II partners who are providing credit.

Performance Measures

At the SO level, the proposed performance measures focus on increases in immunization rates for Diphtheria, Pertussis, and Tetanus (DPT) and total fertility rates, as specified by the CAM PMP.

For the ADD, the mission proposes five preliminary IR measures:

- Contraceptive prevalence rate;
- Couple years of protection;
- DPT3/Malaria immunization rate;
- Percentage of births attended by trained health personnel; and
- Global malnutrition rates in children under two years of age.

One proposed indicator is exclusively for women (percentage of attended births); one can be measured for males or females (contraceptive prevalence) and another indicator focuses on couples (years of protection). Two indicators can and should be sex-disaggregated (i.e., immunization rate, global malnutrition rates in children under two years of age). Given that men have traditionally been less involved in health related programming, particularly reproductive and maternal health programming, it would be useful to direct programming through an indicator focused exclusively on male involvement or their changes in specific health-related behaviors.

Proposed Mechanisms

- For on-going work with the NicaSalud Federation (also the principal managing agent in Nicaragua for the GFATM), the USAID CTO will play a key role in sending consistent messages about the importance of considering gender issues and ensuring gender-sensitive implementation through routine workplans, meetings and sub-contracts. In addition to being able to access local gender experts through NicaSalud partners, NicaSalud can also access international gender expertise via its financial agent, the Food and Nutrition Technical Assistance (FANTA) Cooperative Agreement. For the new cooperative agreement RFA to be developed in FY05, USAID should specify in the RFP and proposal criteria that gender expertise will be needed and the USAID CTO should continue to reinforce the need for attention to gender issues during implementation.

GENDER ELEMENTS FOR THE ADD:

For the Action Memorandum- Gender Analysis Section

Insert: “The mission and its partners will make specific gender mainstreaming efforts to balance the participation of women and men in health and nutrition activities and advance the status of women. Key gender issues that need to be addressed under this activity include women’s responsibilities for family care giving, low male involvement in contraceptive/family planning activities and maternal/child health activities, higher rates of infection with HIV-AIDs for males, and the special needs of female-headed households and adolescents.”

ADD Problem Statement - Modifications

The discussion of indicators should discuss which indicators can be sex-disaggregated (see above).

Summary of Activities and Expected Results

Under IR 3.3.1., this section mentions gender awareness and consciousness-raising as a “horizontal” component that supports Community Child Health and Sexual and Reproductive Health activities. In addition, the mission should consider mentioning how adult and adolescent men can be involved in proposed activities for both types of activities. This addition is particularly important for proposed family planning, STI & HIV-AIDS and nutrition/dietary/hygienic behavior change activities.

**Summary of Next Steps:
Additional Recommendations for Mission Staff and the Gender Committee**

Cross-Cutting Gender Mainstreaming Approaches

For all mission staff, some general gender mainstreaming recommendations for specific categories of activities include the following:

- The mission's training activities should aim to balance the participation of women and men and include topically tied gender modules, whenever possible.
- If information or services are provided, then opportunities should be gender-equitable or aim to redress past gender imbalances.
- For public education activities, communication efforts should be based on sex-disaggregated audience research.
- Whenever public or civil society dialogue is undertaken, efforts should be taken to invite, educate and include women's NGOs, as well as representatives from women's professional associations, gender experts and high-level women leaders.
- With respect to partners, greater efforts should be made to engage the interests, skills and memberships of women's NGOs and professional associations, particularly for issue identification, advocacy, dialogue and dissemination of information.

Recommendations for Mission Gender Priorities

While the proposed activities offer many specific opportunities to address gender issues (see specific IR recommendations), there are eight gender issues that should be prioritized by mission staff, the mission Gender Committee and project partners:

Issue 1: Improving gender-equitable access to justice for crime victims, the criminally accused and convicted criminals.

Issue 2: Improving gender-equitable access to all levels of credit.

Issue 3: Expanding gender-equitable employment and advancement opportunities.

Issue 4: Expanded participation of women in elected or appointed oversight bodies and political office, for community activities, local or national government.

Issue 5: Increased participation of women's organizations, including both non-profit and business associations, in policy dialogue and service provision for a wider range of topics than they have traditionally addressed.

Issue 6: Increasing male involvement in family health care and family planning activities.

Issue 7: Expanding economic options for female-headed households, including those families headed by adolescent mothers and migrant workers.

Issue 8: Reducing domestic violence.

Gender Committee (GC) Recommendations

- GC Meetings. The committee should meet monthly or more often during the upcoming months when RFPs are being developed.
- GC Membership. As suggested during the prior gender assessment, it would be helpful to include Mission contract and finance staff on the gender committee and the mission may want to include the regional contracts officer as a remote committee member.
- GC Responsibilities. While each team has a representative on the Gender Committee, it is important that the Team Leaders routinely remind SO team members that everyone is responsible for addressing gender issues. However, specific GC duties should become part of the job description, time allocation and annual evaluation of each team representative.
- Mission Gender Strategy. The mission needs to decide on gender mainstreaming priorities and indicators of the progress of mission staff in reaching gender-related objectives. For example, the mission could decide that all partner workplans will need to address gender in more than a perfunctory way (the standard “gender paragraph”). The Gender Committee, with or without external technical assistance and training, could develop both CTO and partner guidelines as to what constitutes adequate attention to gender, based on ADS requirements and the experience of other missions. On an annual or more frequent basis, the GC could organize discussions by mission staff and by mission partners about gender-related progress toward mission gender priorities. The mission gender strategy could also include plans for staff gender training at regular intervals. In particular, the Gender Committee members may have want more intensive gender training since they will play a gender oversight and promotional role within their teams.
- ADDs and AADs. As the mission finalizes the ADDs and AADs, the Gender Committee members and SO Team Leaders should ensure that the suggestions in this report are added to specific sections and activity lists.
- Partner Procurement Actions. It is critical that the narrative for new RFPs and task orders ask prospective partners and existing partners addresses how Nicaragua’s specific gender issues will impact proposed activities and how measures will be taken to mitigate negative impacts and improve the status of women. This language can be standardized for all mission RFPs and task orders. Criteria for proposals should award points for adequately addressing gender issues and the availability of gender expertise. New RFPs and task orders should be reviewed by the GC.
- Day-to-Day Management of Contracts and Cooperative Agreements. The most important part of gender mainstreaming is follow-up. Mission partners need to get clear and regular signals from the CTO that gender is not an option or an afterthought. CTOs must communicate that gender mainstreaming is central to how USAID-funded business is conducted. Accordingly, project workplans, meetings and training agendas, staff and consultant SOWs, task orders and commissioned

reports are all opportunities for mainstreaming gender. The CTO can also create opportunities, such as workshops, to address gender issues of particular importance to a project.