



Gender Assessment and Action Plan for USAID / El Salvador

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The Women in Development (WID) IQC

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ACRONYMS AND ABBREVIATIONS

AAD	Activity Approval Document
ADESCO	Asociación de Organizaciones de Desarrollo Comunal
ACDI	Canadian International Development Agency
ADS	Automated Directives System
APS	Annual Program Statements
ATA	Aid to Artisans
CAM	Compliance Assurance Monitoring
CARE	CARE International
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COMURES	Corporación de Municipalidades de la República de El Salvador
CREA	Creative Associates International
CSO	Civil Society Organization
CSP	Country Strategy Plan
DAC	Development Assistance Committee
D&G	Democracy and Governance
DUI	Unique Identity Card
EDIFAM	Early Childhood and Family Education
EGE	Economic Growth and Education
ERA	Equal Rights Act
EXCELL	Classroom Excellence at the Local Level
EXPRO	Export Promotion Program
FAO	Food & Agriculture Organization of the United Nations
FESAL	National Survey of Family Health in El Salvador
FOMIR II	Programa de Fortalecimiento de las Microfinanzas Rurales
FMLN	Farabundo Marti National Liberation Front
FTA	Free Trade Agreement
FY	fiscal year
GBI	Gender Budget Initiatives
G/WID	USAID Bureau for Global Programs, Office of Women in Development
GTZ	German Technical Program of Cooperation
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
ILP	Instituto Libertad y Progreso
IVA	Value Added Tax
IPED	Institute of Private Enterprise Development
IR	Intermediate Result
ISDEMU	National Institute of Women
ISNA	Integrated Development of Children and Youth
IT	Information Technology

IUCN	World Conservation Union
MAG	Ministry of Agriculture
MARN	Ministry of Environment and Natural Resources
NAHO	Nuevo Asentamiento Humano Organizado
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
OEF	Organización y Educación Empresarial Feminina
PLWHAs	People Living With HIV/AIDS
PRA	Participatory Rural Appraisal
RFA	request for assistance
RFP	request for proposal
SAGE	Strategies for the Advancement of Girls' Education
SME	Small and Medium Enterprises
SNF	Secretariat of the Family
SO	Strategic Objective
SOT	Strategic Objective Team
TAF	The Asia Foundation
TIFI	Trade, Industry, Finance and Investment
UN	United Nations
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
VAW	Violence against Women
WHO	World Health Organization
WID	Women in Development
WTO	World Trade Organization

EXECUTIVE SUMMARY

El Salvador is a country of approximately six and a half million people that is undergoing rapid change. In the workforce, of those considered to be of working age, i.e., ten years and above, men constitute approximately 58% of the workforce and women 42%. However women outnumber men in the category of self-employed at the rate of 54% to 46%. While slightly over 500,000 men are in the category of permanent, salaried workers, approximately 350,000 women are in that category. Among these women, approximately 25% are employed in the maquila sector.

The purpose of this analysis is to assess gender relations and issues in the Mission's current program as part of the process for developing the Country Plan for FY 2004-2008 under the CAM Strategy, and to make recommendations on how the Mission can achieve greater gender integration.

I. Assessment of major gender issues, trends, and concerns

While there has been noteworthy progress in the area of women and gender issues in El Salvador over the last ten years, the scope of that progress has at times been limited in its vision and restrained in its impact. Responsibility for the shortcomings of gender analysis is frequently attributed to the treatment of gender as a cross-cutting variable, and the absence of an equity perspective in Gender in Development.

It is possible to conduct an in-depth gender analysis of anticipated or actual project impact with a Gender in Development focus without a Gender Equity Perspective. USAID/Washington is a strong advocate of Gender in Development. USAID has not to date adopted an explicit Gender Equity Perspective. Questions of whether it should or not are beyond the purview of this SOW. USAID/El Salvador conducts projects with a number of agencies and organizations that incorporate a Gender Equity Perspective in their methodology, with an apparent win/win result.

II. Current Strategy and Strategic Objectives

The current USAID mission strategy has as its objective the reduction of poverty with emphasis on women, children, and the poor especially in rural areas. A multiplicity of projects exist under this strategy, many with gender indicators that suggest impacts ranging from very good to outstanding, but a few without any gender indicators at all. Since women, children and the poor in rural areas were the targeted beneficiaries of many of these projects it is generally assumed that women benefited. However, there has not been any systematic attempt either at the Mission level or within SOs, especially for women, children, and the poor of rural areas in direct relation to the USAID mission strategy.

a. SO1: Expanded Access and Economic Opportunities for Rural Poor Families

Within the area of **economic development** attention to gender issues is limited. The outstanding exception to this is in the area of microfinance and credit. Access to credit was already being tracked by sex. Upon request, data was quickly provided for men and women by amounts of loans, location, and civil status. In other words, the data had been collected and entered into a database, and so was readily accessible.

Within the area of **human capital development**, “better educated and trained rural residents” is the stated goal. The Early Childhood and Family Education activity (EDIFAM) began in 1998. Data disaggregated by sex are just recently being collected at the request of USAID. A particularly interesting aspect of this project is that it targets caregivers and the family unit as well as the child. In addition a gender sensitive revision of the early childhood curriculum was recently completed.

Another recently initiated project is called Classroom Excellence at the Local Level (EXCELL). It is a modified version of a project that existed from 1996 through 2002 called Social Sector Reform. Project Excell is the principle planned educational activity for the current Salvador strategy ending in 2005. Excell is less ambitious and more focused than the Social Sector Reform project. It seeks to improve classroom performance in 250 targeted schools, all located in rural areas, primarily through the leadership and example of the school principals.

A criticism frequently levied against the formal school system is that schools and teachers are among those most responsible for reinforcing traditional roles and cultural stereotypes of women and men. One or more modules on gender issues could be included as part of the training of the 250 principals from model rural schools. Materials used with the principals and prepared for reproduction and distribution provide an excellent opportunity to incorporate gender awareness considerations along with academic content. The issue of the greater tendency for girls to drop out of school from the 4th grade and above could also be addressed in the training with the principals. Particularly in rural areas, principals are de facto community leaders who could raise these issues with parents, teachers and other community leaders.

The education component of this SO has more recently been focused on early childhood education where gender issues have been addressed both in the curriculum and in teachers’ and caretakers’ interaction with children. These issues have not yet been addressed for children of the upper grades (4th to 6th). It is not until the upper grade levels (4th and above) that the first signs of different rates of attendance, when data are disaggregated by sex as well as by location, are noted in the formal education system. Excell provides an excellent opportunity to highlight relevant gender concerns for upper grade students.

b. SO2: More Inclusive and Effective Democratic Processes

Promoting civil society has been a major focus of the democracy SO in El Salvador. It is also the focal point for some of the more innovative projects in citizen participation. The implementation of every project in this area of focus was contingent on local citizen participation. However, gender disaggregated data is not readily available, though it is suspected that it does exist at the level of each activity.

c. SO3: Health of Salvadorans, Primarily Women, Youth and Children, Improved

In nearly all projects of this SO, sex disaggregated data are available. The one instance where they appear to be missing is for data relating to infants and young children. Sex disaggregated data should be included. This is not an arbitrary recommendation. In studies from other countries, early childhood health and rearing practices have been shown to vary depending on whether the child is a girl or a boy. At the moment that information may not be available for El Salvador.

More deliberate attempts to include men, youth, and other community members in orientations for recommended actions and participation in the construction and/or rehabilitation of health related facilities could be helpful in garnering their support. Indeed, the SO team agreed that were they to conduct similar projects in the future they would likely include such actions.

d. SO4: Increased Access by Rural Households to Clean Water

Environment and Natural Resources, though a stand-alone SO, is actually treated and implemented as a cross-cutting activity with water projects within the different SOs as well as its own SO. Within its own SO, the result sought is improved quality of water sources. SO4 projects include: soil conservation and reforestation; organic cropping; and integrated pest management. The indicator measures hectares using new practices. Though they appear gender neutral, in fact these projects involve significant human investments of time along with capital. It is that human capital investment, that may be paid or voluntary, that should be monitored and that data disaggregated by sex. The rationale for the monitoring is that women are often expected to take on voluntary community activities in addition to their already frequently unrecognized responsibilities for household tasks and income generation. However, when participation is remunerated, men are more likely to be involved. Monitoring will detect whether this imbalance is occurring and, if so, prompt corrective actions.

III. 2004-2008 Strategy and Objectives

As the strategy moves from one of directly addressing poverty issues especially in rural areas, to one of shared benefits from trade-led growth, the importance of collecting – and analyzing – data that can be disaggregated by sex and location and include gender as well as socioeconomic and cultural variables should be increasingly evident. It is the only way to track the impact on people, men and women, young and old, that this new strategy will have.

Tandem with an emphasis on trade should come an analysis of labor and the workforce. It is of strategic importance to recognize that in El Salvador at the moment women comprise the majority of the workforce engaged in production for exportation. The workforce in maquila is approximately 85% female. Maquila exports in 2002 represented 58.8% of total exports. Women also constitute a significant percentage of the workforce in coffee and cotton production, and generally provide significant labor input in nontraditional agricultural production and processing.

f. Ruling Justly: More Responsive, Transparent Governance

Under the new strategy, the **Democracy SO** will reduce projects and concentrate efforts in strengthening the rule of law and improving transparency and accountability in government.

For the rule of law it is expected that much of the assistance will be in the form of training designed to improve the agility, transparency, and fairness in the resolution of criminal and civil disputes, and to improve adherence to due process and citizen rights. It is recommended that in addition to modules on gender issues and gender sensitivity for select topics, efforts be made to incorporate some degree of gender awareness into all of the units. Another proposed indicator is tracking the numbers of persons who have been crime victims. If not already anticipated, this is an indicator that should be analyzed at a minimum by sex, age, and type of crime.

The Office of the Public Defender has traditionally been seen, especially by women of limited resources, as a public source of assistance. Data is currently available – some of it collected manually--for the three existing mediation centers of the public defender. This data should be reviewed and analyzed to ascertain the range of priorities these mediation centers are addressing.

Decentralization of resources and transfer of decision-making to municipalities is another likely area of interest. As decision-making moves closer to local citizens, local citizens need to become better organized to advocate on their own behalf. Training for local government officials focused on expanding opportunities for citizen participation should include increasing their awareness of the importance of encouraging women as well as men to actively participate in civil society.

g. Economic Freedom: Open, Diversified, Expanding Economies

Under the new strategy of shared benefits from trade-led growth, the link between implementation of the strategy and improving living conditions of the society at large, i.e., shared benefits, is no longer intuitive. It is incumbent upon USAID/El Salvador to monitor the community, social and labor force impact of its interventions. If the Mission does not monitor for these impacts, including variables for gender analysis, it will not know the human cost or benefit of its policies and will not be able to justify or adjust its course accordingly.

As previously mentioned, the component of **microfinance** and credit was able to quickly respond to requests for data reflecting gender and, by proxy through loan amounts, class differentiation. Since this is a component in which women clearly outweigh men as beneficiaries, some might question the need to perform any analysis beyond data disaggregated by sex.

Consistent with the new strategy of shared benefits from trade-led growth, there is an emphasis within the financial sector to have more financial institutions become “regulated.” If this focus is included in the new Country Plan, key questions become whether women as well as men,

from poorer as well as more affluent households, will be able to access credit as readily as they were in the past. Also, one of the goals of the regulated financial institutions is to “capture” *remesas*. The idea is to convert at least part of the *remesas* into productive use. If AID chooses to consider *remesas*, relevant questions include: Capture them from whom? Who receives the *remesa*? Whose name is on the account? There may be much more in question here than the productive use of this income. Control of resources is a highly volatile gender issue.

h. Investing in People: Healthier, Better-Educated People

Under the new strategy that combines **health** with education, the proposed initiatives focus in three areas: control of HIV/AIDS and other infectious diseases; improved and integrated management of child and reproductive health; and, increased and improved social sector investments and transparency.

Controlling HIV/AIDS and other infectious diseases has clear gender implications. Ideally child and reproductive health should be a family matter. Technical assistance to improve and expand child and reproductive health services considered in the new SO ought to include components that train health service providers about how to convey the appropriate knowledge to men as well as women, young and old. Ministry of health personnel ought to be similarly informed.

Decentralization puts decision-making authority closer to those who ought to be aware of local needs. Community members, both women and men, should be encouraged to approach providers of health services to make their concerns known, just as providers should approach them. This appears to be another potential area of overlap with initiatives that promote civil society organization.

Under the new strategy, **education** is included in this SO. A project under consideration for the new Country Plan would focus on improving student performance in language and in math through the end of the 6th grade, especially in poor rural areas. An in-service training program with limited support for school principals is anticipated to improve teachers’ skills. Strategic links to universities to lay the foundation for sustainable in-service training is also under consideration. Other aspects might include the adaptation of new materials for the teaching and learning of language and math.

As with the Excell project, there are ample entry points for incorporating gender awareness. It would be worthwhile ascertaining early on whether there are differences in achievement between boys and girls in math and language, as well as whether the expectations for achievement are equal for boys and girls in both subjects. In-service teacher training should incorporate gender considerations. This would be even more important to the extent that sustainable in-service teacher training is promoted through the project.

IV. Recommendations

What follows is a list of recommendations or steps that could be taken to integrate gender into USAID/El Salvador activities.

- Take gender seriously. Gender differences in roles and priorities, like difference in class and culture, do exist and influence decisions and outcomes whether or not they are taken into account. Take them into account and help them work to the benefit of projects, programs and policies.
- Recognize and exploit the relationship between the trade-led growth initiative, especially for exportation, and female participation in the labor force. It is real even as it is unacknowledged.
- Prepare for worst-case scenarios. Apart from natural disasters, other unbalancing events can occur. Anticipate the consequences if 30,000, 40,000 or 50,000 maquila workers are displaced. As in the case of the coffee crisis, if this job loss were to happen, it could have implications for the larger international donor community assistance programs.
- Build in short term feedback mechanisms, especially for new practices. New practices may have unintended consequences for better or worse. They should be carefully monitored, especially at the initial stages.
- Analyze existing data. It appears that many NGOs have learned the value of gender analysis. Even when not required, they tend to collect socioeconomic, cultural and gender information, which they then use to refine and better target their methods and strategies. USAID can access that data and use it to refine and better target its methods and strategies.
- Ensure that the databases established for projects that are about to begin or are in their initial stages of investigation include gender relevant variables.
- Plan for improved data collection in the future and plan to analyze it. All the data that could possibly be collected will do nothing but burden the computers on which they are entered if not analyzed.
- Get data in real numbers and percentages. The actual numbers are very important, but the percentages facilitate analysis, especially comparative analysis between different data bases.
- Consider organizing data so that it can be overlapped or compared and contrasted with data from other SOs. If each new database were to include identifying information like department, municipality, and canton in the same system and format as the Multi-Purpose Household Survey, it would enable cross reference of data from different SOs.

I. Introduction

El Salvador is a country of approximately six and a half million people that is undergoing rapid change. In the 10 years since the signing of the Peace Accords bringing to an end a guerilla war of nearly 15 years duration, 10% of the population either have moved from a rural to an urban location, or, conversely, witnessed the urbanization of the area where they live.

More than 60% of the population of El Salvador is under 30 years of age. Women outnumber men at the rate of 52.6% to 47.4%. In the area of greater San Salvador, women outnumber men at the even higher rate of 54.2% to 45.8%. Nevertheless, in the under 20 age group, men slightly outnumber women at the rate of approximately 51% to 49% (Source: Multi-Purpose household Study 2002). Among other factors this inconsistency in the number of males under 20 years of age in comparison with the number under 30 suggests either a high death rate among young men, or a high rate of migration, or a combination of both.

In the workforce, of those considered to be of working age, i.e., ten years and above, men constitute approximately 58% of the workforce and women 42%. However women outnumber men in the category of self-employed at the rate of 54% to 46%. While slightly over one half million men are in the category of permanent, salaried workers, approximately 350,000 women are in that category. Among them, approximately 25% are employed in the maquila sector.

1. Methodology

The purpose of this analysis is to assess gender relations and issues in the Mission's current program as part of the process for developing the Country Plan for FY 2004-2008 under the CAM Strategy, and to make recommendations on how the Mission can achieve greater gender integration.

The methodology used for this report includes a number of different techniques. Interviews were conducted with representatives of USAID/El Salvador, the Salvadoran legislature, select national and international agencies, NGOs, government ministries and other interested parties. Field trips were taken to get a sense of the context in which various projects are located. Informal interviews were held with community members and leaders. Meetings were held with individual members of SO teams as well as with entire SO teams. Training sessions were conducted with members of USAID staff to discuss gender and the ADS guidelines. Lastly, numerous documents and reports were reviewed.

II. Assessment of Major Gender Issues, Trends, and Concerns

While there has been noteworthy progress in the area of women and gender issues in El Salvador over the last ten years, the scope of that progress has at times been limited in its

vision and restrained in its impact. Responsibility for the shortcomings of gender analysis and its inability to advance beyond a certain level to a more in-depth study tend to center around two major themes: gender as a cross-cutting variable, and the absence of an equity perspective in Gender in Development.

1. Transversality of Gender

Many argue that categorizing gender as a transversal or cross-cutting variable relegates it to irrelevance, and from the perspective of implementation, uselessness. The claim is not without foundation.

Specific indicators tracking gender concerns within and between projects are often lacking. Unless one or more individuals involved in a project have a particular awareness of gender issues and the important role gender as well as class and cultural differences can play in the progress of a project or the nature of its impact, these issues are easily ignored. Yet, adding to the irony, gender concerns are designated as cross-cutting because they have relevance in nearly every aspect of development.

The more recent focus on gender, rather than women, suggests progress in thinking. Nevertheless, the question remains whether treating gender issues as cross-cutting does not in the end dilute the focus and decrease the relevancy and usefulness for analysis.

2. Equality or Equity in Gender in Development¹

Gender in Development, also known as Gender Integration, means taking into account both the differences and the inequalities between women and men in program planning, implementation, and evaluation. Gender Integration acknowledges that the roles of women and men and their relative power affect who does what in carrying out an activity, and who benefits.

From a human rights perspective, many international and bilateral development agencies, more notably the UNDP and CARE, have advanced the Gender in Development focus one step further. They have begun incorporating a Gender Equity Perspective, also known as Gender Mainstreaming, within the content of their discourse, the implementation of their projects and activities, and the evaluation of their success.² A Gender Equity Perspective extends beyond the framework of projects and indicators. It examines seemingly neutral topics, highlights the ways in which they can be biased either by ignoring or favoring one gender or the other, and actively seeks ways to redress that imbalance. A Gender Equity Perspective embedded within a Gender in Development focus aims to transform the social relations of a society. It directly addresses the

¹ See UNDP manual “Mainstreaming for Development,” for an excellent discussion of this topic.

² In this report the terms “Gender in Development,” also known as “Gender Integration,” and “Gender Equity Perspective,” also known as “Gender Mainstreaming,” are used consistently to refer to different levels of analysis and criteria within the broader topic of gender and gender analysis. In fact, the terms are not always used precisely or consistently and are sometimes interchanged. Not surprisingly, this can lead to some confusion.

imbalance or inequality in gender relations in a particular context by promoting affirmative actions to empower the disadvantaged group to the point that its members can indeed be said to have equal access.³ The goal of a Gender Equity Perspective is equality of results.

It is possible to design and conduct an in-depth gender analysis of anticipated or achieved impact of projects with a Gender in Development focus that does not have a Gender Equity Perspective. A Gender in Development focus with a gender equity perspective utilizes different types of indicators and incorporates additional levels of analysis to assess progress. Data for a Gender in Development analysis can be quantitative as well as qualitative; data for an analysis from a Gender Equity Perspective tend to rely more heavily on qualitative analysis. Progress on indicators for equity does not necessarily reflect progress toward equality.⁴

USAID/Washington is a strong advocate of Gender in Development. USAID has not adopted an explicit Gender Equity Perspective. Questions of whether it should or not are beyond the purview of this SOW. USAID/El Salvador has projects with a number of agencies and organizations that incorporate a Gender Equity Perspective as part of their methodology, with an apparent win/win result.

This discussion is included to help explain the cross currents that can underlie discussions about gender issues. It highlights why similar projects implemented by different organizations may use markedly different techniques to incorporate women and men into their activities. It also helps explain why Gender in Development advocates may use markedly different criteria for evaluations, and reach markedly different conclusions, about the same project.

3. Overview

In ten years since the Peace Accords, some of the initial resistance to incorporating women more equally, conducting gender analyses, and in some cases moving toward a gender equity perspective, has declined. Much of the initial resistance stemmed from the

³ At a program level, an education project might disproportionately address women's access to education in contexts where they have been historically disadvantaged.

⁴ An example may help illustrate the differences.

Using a Gender in Development focus, an indicator for early education might be whether first grade boys as well as girls have access to reading textbooks. From a gender equity perspective, that indicator would likely be followed by another that asks whether the illustrations of boys and girls for first grade reading textbooks present both in traditional as well as non-traditional roles.

Another example:

Using a Gender in Development focus, an indicator for integration of women into civil society might be whether women have assumed positions of leadership in a community. From a gender equity perspective, that question would likely be followed by one that asks if the women are filling traditional as well as non-traditional roles, i.e., president or vice-president, as well as or instead of secretary.

The indicators are not mutually exclusive; they do represent different priorities and different levels of analysis.

association of sociocultural movements toward equality with the political left in the country. During the years of resistance and guerilla warfare in El Salvador it was the guerilla movement which eventually evolved into the FMLN that actively incorporated women into all levels of its ranks, including the highest positions of leadership. Some of the earliest groups formed to promote the advancement of women had their origins within that political ideology. However, they were not necessarily political groups.

a. Key Governmental Agencies

The movement in El Salvador to incorporate women more actively and analyze gender differences benefited greatly from its timely connection with the closing years of the Decade of the Woman (1985-1995) and the Conference in Beijing in 1995. These events of international stature gave the topic a credibility it would unlikely have attained nationally in such a brief period of time. This timeliness facilitated a dissociation of the movement to instill gender awareness and incorporate gender analysis from directly political interests and provided it with a legitimacy that enabled it to move forward for public debate on its own merits.

The Beijing Conference was a major impetus to the creation of ISDEMU in March 1996. The first lady at that time, Elizabeth de Calderón, was an enthusiastic participant who advocated strongly for the creation of the National Institute of Women (ISDEMU). ISDEMU is an autonomous institution charged with designing, directing, executing, evaluating and overseeing the implementation of the national policy for women in ten distinct areas ranging from civic participation and environment to more traditional areas of health and education. Though ISDEMU started out as an institution with great promise, it has been increasingly marginalized by both a reduction in funding and instability in personnel. Though its mandate has not changed, today its most notable efforts appear to be concentrated in the area of the prevention of violence towards women.⁵

At the same time, in the last five years a number of government agencies have formulated gender policies and institutionalized positions for gender representatives and analysts. These include the Ministry of Environment and Natural Resources (MARN) and the Ministry of Agriculture (MAG). At the municipal level, COMURES (Corporación de Municipalidades de la República de El Salvador) has developed a gender policy and contracted a specialist in gender issues. In some cases, these positions have resulted because of the persistence and tenacity of single individuals who fought to establish them. What is important is that in the end they have become incorporated into the organization.

⁵ Although ISDEMU is an autonomous institution more than half of its board of directors is composed of directors of government ministries and institutions. This implies change with each national level election. Since a presidential election is taking place in March, 2004, it is recommended that a decision on whether to work through ISDEMU be contingent upon: 1) the importance and financial support given to it through the new administration 2) the possibility that it specialize in select areas that might include women's participation in civil society and the reduction in incidence of violence, particularly violence directed against women and children.

In addition, institutions such as the Secretariat of the Family (SNF) and the Salvadoran Institute for the Integrated Development of Children and Youth (ISNA) that traditionally focus on women and children have begun to recognize the importance of including men as well to better achieve their institutional goals.

b. NGOs and other Donor Organizations

The NGO community comprises a number of organizations that have instituted unequivocal policies of affirmative action from a gender equity perspective. At the international level, CARE is exemplary. For example, CARE has developed action plans to incorporate training in leadership and advocacy skills for women within projects such as potable water systems. It also incorporates awareness training and select skills training for men. It requires the participation of a certain percentage of women in the various stages of the project including on the community water committees to provide them with the opportunity to exercise their newly developed skills.⁶

Las Dignas, Las Melidas, Las Tertulias and Cemujer are among the better know local NGOs that promote a strong gender equity perspective within their activities. Others such as la Organización y Educación Empresarial Feminina (OEF) and the Asociación de Muchachas Guías take a more moderate approach toward promoting the advancement of women, concentrating much of their effort on highlighting the importance of education and promoting business skills. All advocate for the legal and social rights of women and the prevention of violence towards women.

In fact, it appears to be a strength of NGOs, both national and international, to address issues of gender relations at the local level within their projects and activities in ways that many larger institutions can or will not attempt.

Among international donors, the UNDP has taken extraordinary steps, both internally and in its policies and guidelines for working with other national and international organizations, to promote gender equity and a gender equity perspective. Highlighting the importance the UNDP is attributing to gender issues, its staff in El Salvador now includes three persons working full-time on gender issues. The European Union has also taken a forceful public approach toward promoting gender equity and supporting gender analysis in its activities.

⁶ Nevertheless, CARE personnel have learned that it is not always enough to include women while the project is ongoing. They have concluded that the agreement to have a certain percentage of women as part of the local water committee after the project is completed needs to be included as one of the conditions of the contract with the community. If that is not an explicit condition, men tend to replace women in positions of leadership.

The goal is not simply to have women in positions of authority. The rationale behind it is that women and men tend to bring different issues to the fore. When women are not present, their concerns are often overlooked.

Other international donors including USAID, the Canadian International Development Agency (ACDI), the Spanish Embassy's Program of Cooperation, and the German Program of Cooperation (GTZ) appear supportive of a strong Gender in Development focus and gender analysis but have not adopted an explicit Gender Equity Perspective or accorded attention to gender and gender issues with the high profile of organizations such as the UNDP.

III. Current Strategy and Strategic Objectives

1. Overview

The current USAID mission strategy has as its objective the reduction of poverty with emphasis on women, children, and the poor especially in rural areas. A multiplicity of projects exist under this strategy, many with gender indicators that suggest impacts ranging from very good to outstanding, but a few without any gender indicators at all. Since women, children and the poor in rural areas were the targeted beneficiaries of many of these projects it is generally assumed that women benefited. The difficulty here is that that conclusion must generally be assumed. Data solicited for this report from a number of these projects tend to confirm that the data exist and that the assumption is accurate. However, there has not been any systematic attempt either at the Mission level or within SOs to verify that poverty has indeed been reduced, especially for women, children, and the poor of rural areas in direct relation to the USAID mission strategy.

2. By Strategic Objectives

Each Strategic Objective of the current strategy is discussed with commentary and recommendations as appropriate. For those projects that appear more likely to continue under the upcoming strategy of shared benefits from trade-led growth, most of the observations and recommendations are included in that section.

a. SO1: Expanded Access and Economic Opportunities for Rural Poor Families

Within the area of **economic development**, excluding the microfinance and credit component, attention to gender issues is limited. This is largely the result of a failure to include gender and gender sensitive variables as indicators rather than the absence or unavailability of such information. Whether it is the recently approved EXPRO or the on-going Aid to Artisans (ATA) project, gender indicators were not included and sex-disaggregated data were not available at USAID, thereby precluding the possibility of a gender analysis.⁷ However, recent efforts have been made to either collect existing data or initiate its collection in these projects.

⁷ The availability of sex-disaggregated data does not constitute gender analysis. Sex-disaggregated data are descriptive. However, a gender analysis cannot be conducted without access to sex-disaggregated data. An analysis must also include another variable, e.g., age, civil status, different project results, different types of

The outstanding exception to insufficient gender sensitive data is in the area of microfinance and credit under FOMIRII. Access to credit was already being tracked for women and men. At the consultant's request, data was quickly provided for men and women by amounts of loans, location, and civil status. In other words, the data had been collected and entered into a database, and so was readily accessible. Following the request, internal discussions took place among members of the microfinance component. They concluded that, from their perspective, it was useful to track access to credit incorporating these additional breakdowns for sex-disaggregated data. In other words, FOMIRII is conducting a gender analysis.

“Expanded equitable access to financial, technical, and marketing services by the rural poor, through increased farm sales,” is another area of focus designed and funded by this SO while managed through SO4. The nature of those farm activities and the labor employed, at a minimum disaggregated by sex and type of employment, should also be taken into account. For example, drip irrigation projects supported through Fintrac Inc. have increased the amount of labor per *manzana* dramatically. The information on increased employment options should be tracked for women and men.⁸

Aid to Artisans is another project for which such labor force information, as well as the degree of formality of the enterprise and the employment, should be reported and for which the implementer likely has data in its files. ATA has reported, based on their experience, that the majority of artisans and their employees are women and women's families. For purposes of gender analysis, the questions for this project might focus more on the formality of the employer/ employee relationship and whether such a relationship exists at all, for example, in the case of a cooperative.

Policy is another area of current focus for economic growth, specifically policy in the area of electrification. Gender implications imbedded in policy are increasingly acknowledged. The gender dimension of policy focuses on impact – how would the details of different drafts of policy affect people differently.

For **energy policy**, issues of gender concern would include components such as rates. How will they be determined: Will the rate structure be progressive or regressive? What is the cost to have a house connected to the main electrical line? What is the minimum monthly payment? Clearly no one would suggest that energy use rates be differentiated on a household basis. This would not be logistically or financially practical. However, it should be kept in mind that female-headed households with limited resources may need to make even greater sacrifices to obtain electricity especially if labor contributions are required as in-kind participation in electrification projects, since poor rural women who

training, different teaching techniques, etc. The analysis consists in determining whether or how the results of this other variable differ when comparing the findings for women and men.

⁸ Since this document was first drafted the team leader of Fintrac was contacted by the consultant. He has not only agreed to collect gender data for the areas to which the project is expanding, but has revisited the areas where the project has been underway and provided that data.

generally earn less than poor rural men may have to hire men to meet the labor commitment on their behalf.

Another aspect of energy policy with gender implications has to do with how energy is used. Women in rural areas associate electrification first and foremost with security. Men may acknowledge its benefit for security, but also tend to have more practical income-generating options at the household level through small home-based businesses such as furniture building and repair, soldering, and small appliance repair. Will the introduction of electrification to specific areas lead to new sources of employment? Who are the likely employees? Electrification services tend to expand first, and sometimes only, to areas where there is greater potential for commercial use unless a policy decision determines otherwise.

Taxation is another area with gender issues not necessarily readily apparent but real.

As a prelude to increasing revenues through taxation, there was considerable debate in the country about possible sources of that revenue. Taxation on property was one of the options under discussion. (El Salvador and Cuba are the only two countries in the hemisphere that do not tax property.)

Traditionally men are the primary property holders in El Salvador, especially for property of greater value. Consequently, if this option had been pursued, men with greater material resources would have disproportionately experienced the impact of the tax. Households with assets of limited value would have been exempt from the tax. However, because of the decision of the government of El Salvador, the US government is no longer working in this area, although it may be appropriate at some future time.

Another option currently under discussion in El Salvador is increasing the IVA, for practical purposes, the sales tax, from the current 13% to 15%. Variations include excluding basic food products from taxation, though the version currently under consideration does not contemplate this exclusion. If this option, particularly without the exclusion of basic food products, is adopted, the negative consequences would clearly disproportionately affect the poorer members of society and have the more deleterious impact on women, especially women in female-headed households. It is well documented that members of households living at or below the poverty line (42.9% total; 34% urban, 56% rural) use the overwhelming portion of their income to meet basic needs and, further, that women spend nearly all of their income on food and their children. An indiscriminate tax on expenditures would have the greatest negative impact on the poorest households, and indirectly on the children of those households.

Given the two alternatives considered in El Salvador, a property tax or increased IVA, increasing the IVA is clearly the more regressive and burdensome option that is likely to have a greater negative impact on women and the children in whom they so predictably and reliably invest.

In short, the details of the taxation policies that USAID chooses or has chosen to support, encourage, or, withhold comment on, do have gender implications whether acknowledged or not. This discussion of alternatives to increase taxation is included to illustrate that point.

That said, the on-going USAID program is focused on tax administration/collection and reducing tax evasion which does not appear to lend itself directly to gender analysis. It could, however, if initial efforts to reduce tax evasion were, for example, to target street vendors rather than store owners because women predominate in self-employed informal sectors of income generation.

Since economic growth, access to financial institutions, and economic policy are likely thrusts of the 2004-2008 strategy, additional discussion and recommendations are included for these topics under the new SO titled “Economic Freedom: Open, Diversified, Expanding Economies.”

Within the area of **human capital development**, which is currently located in this SO, “better educated and trained rural residents” is the stated goal. The Early Childhood and Family Education activity (EDIFAM) began in 1998. Indicators include the percentage of children under the age of six receiving effective early childhood care. Data disaggregated by sex are just recently being collected at the request of USAID. A particularly interesting aspect of this project is that it targets caregivers and the family unit as well as the child. The team also deserves recognition for a successful gender sensitive revision of the early childhood curriculum in collaboration with UNICEF. Within this project, similar revisions were done for the formal and non-formal curriculum, the early childhood indicators, the early childhood training modules for educators/caregivers and community leaders, and the campaign materials.

The SAGE (Strategies for the Advancement of Girls’ Education) Project that ended in 2002 was a Washington centrally funded project that specifically included gender in its design. It highlighted a wide range of issues related to the education of girls, particularly in rural areas. Unfortunately, the project was not continued due to a lack of resources in the scarce funding environment.

Another recently initiated project is called Classroom Excellence at the Local Level (EXCELL). It is a modified version of a project that existed from 1996 through 2002 called Social Sector Reform. Social Sector Reform focused on training and investigation at the elementary school level. Select classroom teachers and principals participated in training activities designed to improve classroom learning. Participants came from throughout the country. A problem associated with the project was the difficulty of assessing impact because participants were not concentrated in any specific geographical area. The investigation component of the project focused on a range of topics including issues in the education of girls (Nottingham, et.al. 2000 and Navas, et.al. 2000).

Project Excell is the principle planned educational activity for the current Salvador strategy ending in 2005. Excell is less ambitious and more focused than the Social Sector Reform

project. It seeks to improve classroom performance in 250 targeted schools, all located in rural areas. It is designed to address select educational policies, improve curricula and teaching methods through the leadership and example of the school principals, and demonstrate improved learning among students. As a relatively new project, time remains to make adjustments for gender concerns not already envisioned.

From the monitoring framework available, it appears that data collected in relation to students as well as principals and teachers will include sex as a variable, providing the prerequisite for a gender analysis. Select educational materials, activities and lessons will be developed for training of the principals. Reproduction of those materials for principals to use with teachers is an additional component of the project.

A criticism frequently levied against the formal school system is that schools and teachers are among those most responsible for reinforcing traditional roles and cultural stereotypes of women and men. One or more modules on gender issues could be included as part of the training of the 250 principals from model rural schools. Materials used with the principals and prepared for reproduction and distribution provide an excellent opportunity to incorporate gender awareness considerations along with academic content. The issue of the greater tendency for girls to drop out of school from the 4th grade and above could also be addressed in the training with the principals. Particularly in rural areas, principals are de facto community leaders who could raise these issues with parents, teachers and other community leaders.

The education component of this SO has more recently been focused on early childhood education where gender issues have been addressed both in the curriculum and in teachers' and caretakers' interaction with children. These issues have not yet been addressed for children of the upper grades (4th to 6th). It is not until the upper grade levels (4th and above) that the first signs of different rates of attendance, when data are disaggregated by sex as well as by location, are noted in the formal education system. Excell provides an excellent opportunity to highlight relevant gender concerns for upper grade students.

b. SO2: More Inclusive and Effective Democratic Processes

Promoting civil society has been a major focus of the democracy SO in El Salvador. It is also the focal point for some of the more innovative projects in citizen participation. Through the implementing agency it seeks to foster citizen participation in political decision-making and provide strategic support to key democratic institutions. It provides technical assistance to strengthen the capacity of civil society organizations (CSOs) to more effectively engage in the democratic process and advocate on key national issues, including transparency and ethics. Activities ranged from protecting watersheds to controlling electricity costs associated with the delivery of potable water to helping modernize the federal district attorney's office.

The implementation of every project in this area of focus was contingent on local citizen participation. Sex-disaggregated data are not available through USAID, though one

might reasonably assume that some data do exist at the level of the contractor or implementing agency.

USAID also played a significant role in creating the DUI (unique identity card) for all adults 18 and over. It is estimated that 95% of those persons eligible for a DUI have had one issued. It is now required by the Supreme Electoral Tribunal as the only acceptable form of identification for voting. It facilitates participation in elections by eliminating the need to register in advance in order to vote.

Several other activities of the Democracy SO such as efforts in the rule of law, transparency, and the establishment of mediation centers are expected to expand under the new strategy and so are discussed in the context of that SO, “Ruling Justly: More Responsive, Transparent Governance.”

c. SO3: Health of Salvadorans, Primarily Women, Youth and Children, Improved

USAID contributes significantly to FESAL (National Survey of Family Health in El Salvador), a national health survey conducted every five years to monitor trends in family health and welfare. The 6th survey was conducted in the spring of 2003. A summary report was distributed in November, and the complete report will be available during the first quarter of 2004. It is an outstanding compilation of information on health trends that is complemented by socioeconomic data including educational levels, location, and proxy measures for class that allow a more detailed analysis of trends and target groups. This year, for the first time, it includes interviews with men and data on the incidence of family violence. The same format is used in each publication. Thus it is possible to track trends over a 30 year period.

In nearly all instances sex disaggregated data is provided, with the exception of data relating to infants and young children. This appears to be the case whether the analysis refers to nutritional status, age at termination of nursing, vaccinations, or other early childhood concerns. Sex disaggregated data apparently are available, but are not included in the published data. It is recommended that data be presented and analyzed in sex disaggregated form for select indicators. This is not an arbitrary recommendation. In studies from other countries early childhood health and rearing practices have been shown to vary depending on whether the child is a girl or a boy. At the moment that analysis is not conducted in El Salvador.

A majority of the other activities under the health SO target newborns, infants, and their mothers. Measures include: percent of births in a hospital or clinic and attended by a doctor or trained midwife; percent of infants under 12 months who receive the appropriate vaccinations; and, cases of illness and numbers of deaths among young children.

Gender issues exist in activities of these types. They are twofold. First, seemingly all of the data collected for infants and young children, presumably with the exception of births

and deaths, is not presented in sex disaggregated form. Second, attempts to include men have been rare. Clearly, women are the target beneficiaries, but occasional talks and orientations geared to men and other community members could be helpful in garnering their support for the recommended actions. Indeed, the SO team agreed that were they to conduct similar projects in the future they would implement more deliberate actions to include men.

Projects to increase access to and use of health related facilities as well as to improve the quality of those facilities and the construction and/or rehabilitation of latrines and water systems are among other activities under this SO. In addition, projects include a health education component encouraging improved sanitary practices at the household level. Here, again, promoting the benefits of these activities to men and women might encourage their use by family members. As an added benefit, in the case of household latrines, it might encourage male members of households to more readily contribute their labor.

Projects to control the spread of HIV/AIDS and other infectious diseases and improved integrated management of child and reproductive health are also included under this SO. Since both are included in the new strategy, under the SO titled “Investing in People: Healthier, Better-Educated People,” they will be discussed in detail in that section.

d. SO4: Increased Access by Rural Households to Clean Water

Environment and Natural Resources, though a stand-alone SO, is actually treated and implemented as a crosscutting activity with water projects within the different SOs as well as its own SO. Within its own SO, the result sought is improved access to quality water sources. Among other activities, the projects promote: soil conservation and reforestation; organic cropping; and integrated pest management. Hectares using improved practices is one of the indicators that is tracked. Though it appears gender neutral, in fact its implementation involves significant human investments of time along with capital. It is that human capital investment, that may be paid or voluntary, that should be monitored and that data disaggregated by sex if not already being done.

The rationale for reviewing this information is that women are often expected to take on voluntary community activities in addition to their already frequently unrecognized responsibilities for household tasks and income generation. However, when participation is remunerated, men are more likely to be involved. Monitoring will detect whether this imbalance is occurring and, if it is, corrective actions should be implemented.

Demonstration farms have been used to convince farmers of the benefits associated with improved watershed management. The nature of those farm activities and the labor employed, at a minimum disaggregated by sex and type of employment, should be taken into account.

Water projects of SO4 aimed at improving water quality cross-cut with the Health SO3, for the result of improved infrastructure supporting health related services. The measure is

latrines and water systems constructed and/or rebuilt. The human element enters in the form of intermediate indicators such as the percentage decrease in childhood cases of diarrhea, which is being collected. No problem? Well, not exactly.

In fact it is recommended that the data, even for infants and young children, be collected by sex of the child, and presumably in this case, reported by sex for changes in percentage of cases of childhood diarrhea. As noted above, this is not an arbitrary recommendation. In studies in other countries such as Ecuador it has been shown that women follow different patterns of nursing for male versus female children. The local customs and beliefs to support these differing patterns vary, but the more common outcome is that male infants tend to be nursed longer than female infants. If that is the case in El Salvador, then female infants are more likely to be exposed to household water sources earlier than male infants and consequently more likely to be exposed to harmful bacteria at a younger age.

Another water delivery activity, for the result of improved performance of water delivery systems, with the indicator of “rehabilitated, expanded and new systems,” appears to cross cut at least three SOs: its own SO4; SO1 for economic growth; and SO5 for the benefit of earthquake victims. Beneficiary households are the unit. Data should be available about the number of male and female headed households that benefited from this activity.

Last to be considered is a project with the result of more effective citizen action to address water issues. Its indicator is local organization members and technicians trained. The data is collected in a sex disaggregated format with a male to female ratio of no greater than 6 to 4. This project demonstrates a deliberate strategy to incorporate women as well as men. An additional question of interest here would be the effectiveness over time of both the male and female leaders in addressing water issues that have arisen. This type project also seems like one of natural overlay for subsequent or concurrent action with SO2, and the promotion of civil society organizations.

e. Special SO5: Lives of Targeted Earthquake Victims Improved

Though this is a special SO, the result of an unanticipated disaster and, as such, not subject to the same rules of compliance, it is worthwhile taking note of its impact. There is no doubt that, at least for some, the horror of the disaster has been transformed into an opportunity for a new way of life. Among those benefiting from the housing projects are indeed some of the poorest of the poor. For example, most families now living in the housing project known as El Guarumal II in Santiago de Maria used to live in *mesones* in the nearby town. A *meson* is a building with a large number of single room units that share sanitary facilities and water sources. They tend to be very crowded, noisy, and hot. Today these families live in modest housing with separate cooking, living, and sleeping areas, independent water sources, and small patches of front yards perhaps a meter wide by three meters long, many overflowing with plants, flowers, and pride.

According to the Instituto Libertad y Progreso (ILP), an organization that reviews and assures clear and free titles to land, of the 24,395 beneficiary households approved,

12,306 are headed by men and 12,089 are headed by women. According to the Vice Minister of Housing, among those who did not need title to land and were eligible for housing through a resettlement program known as a NAHO, meaning *Nuevo Asentamiento Humano Organizado*, are included 279 women and 171 men for a total of 450 beneficiary households in Cruzadilla De San Juan, and 207 women and 63 men for a total of 270 beneficiary households in El Guarumal II.

It is worth noting the response given to the request for data on the housing beneficiaries, disaggregated by sex as well as by nature of access to housing, i.e., whether or not title to land was a pre-requisite. The USAID representative indicated: The data do exist. It will take some time to organize it because this is the first time that it has been formally requested (paraphrased).

The earthquake reconstruction program also focused on rehabilitating water systems, and repairing or reconstructing schools, early childhood centers, childcare centers in markets, and health centers, all examples of service delivery infrastructure serving all members of the community, but particularly the poor.

Concluding Observation

In every instance when sex-disaggregated data were directly requested from the contactor or implementing agency, the data were provided. In some cases data were readily available (FOMIRII), in others they were organized and presented (earthquake housing), and in still others agreement was reached to collect the data in new project areas, and subsequently and unexpectedly provided for existing project areas (Fintrac). These experiences suggest that in the majority of cases gender relevant data are not available at USAID because USAID has not requested them, rather than that they have not been collected or do not exist. Contractors, NGOs, and other implementing agencies often use gender relevant data for their own internal analyses. They may also be prepared for that time when USAID once again collects that information.

IV. 2004-2008 Strategy and Objectives

1. Overview: From Poverty Reduction To Trade-Led Growth:
Disconnect or more direct path to end?

The overarching goal of the CAM regional strategy is a more stable and prosperous Mexico and Central America, sharing the benefits of trade-led growth broadly among their citizens. At first glance, the shift in strategy from poverty reduction to shared benefits of trade-led growth strikes many as a dramatic and inconsistent change in course. But is it? Not surprisingly, a social science response is “It depends.” It depends on a large number of factors, not the least of which are the implications when translated into practice, the nature of the activities developed, and the manner in which they are implemented under the 2004 - 2008 CAM strategy.

The USAID CAM Regional Strategy of shared benefits of trade-led growth incorporates four major guidelines that at the same time act as constraints or qualifiers on decisions to be made about upcoming projects and activities. These guidelines recommend:

- i. Impact at the national level, meaning that the activities promote significant country level advancement toward an important national level indicator;
- ii. Focus that compels each program to make strategic choices on a select number of approaches and interventions;
- iii. Sound policies that when implemented address key constraints to development; and,
- iv. A single framework for Central America and Mexico that strengthens and reinforces the linkages between regional and bilateral efforts.

Within these guidelines, each existing SO team must determine its options for the future. Under the CAM strategy the SOs have been defined differently, their number reduced from four to three (with a potential special objective, if needed), the organizational location of several technical components moved, and the resources available decreased. The country SO teams are thus challenged, or afforded the opportunity, to develop activities that may differ from those currently underway. It should be noted that although the comments and recommendations for gender consideration that follow are discussed in the context of particular activities, the activities for the Country Plan have not yet been determined and may differ from those used here for illustration. In that event it is anticipated that the SO teams will extrapolate the points made for gender and apply them to those activities that are finally selected and implemented.

2. By Strategic Objective

As the strategy moves from one of directly addressing poverty issues especially in rural areas, to one of shared benefits from trade-led growth, the importance of collecting – and analyzing – data that can be disaggregated by sex and location and include gender as well as socioeconomic and cultural variables should be increasingly evident. It is the only way to track the impact on people, men and women, young and old, that this new strategy will have.

An analysis of labor and the workforce should exist tandem with an emphasis on trade. In the area of trade-led growth for exportation, it is of strategic importance to recognize that in El Salvador at the moment women comprise the majority of the workforce engaged in production for exportation. The workforce in maquila is approximately 85% female. Maquila exports in 2002 represented 58.8% of total exports. Women also constitute a significant percentage of the workforce in coffee and cotton production, and generally provide significant labor input in nontraditional agricultural production and processing.

a. Ruling Justly: More Responsive, Transparent Governance

Under the new strategy, the range of projects in the **Democracy SO** will be reduced and efforts concentrated in strengthening the rule of law and achieving greater transparency and accountability in government.

For the rule of law much of the assistance is expected to be in the form of training designed to improve the agility, transparency, and fairness in the resolution of criminal and civil disputes, and to improve adherence to due process and citizen rights. It is recommended that in addition to modules on gender issues and gender awareness for select topics, efforts should be made to incorporate some degree of gender awareness into all of these training units. Just as it is known that the rule of law is not always applied equally to rich and poor, it is also not always applied equally to women and men, though that discrepancy may not be as readily apparent. Appropriate training can help address that inequity to the extent that it exists. Another proposed indicator is tracking the numbers of persons who have been crime victims. If not already anticipated, this is an indicator that should be analyzed at a minimum by sex, age, and type of crime.

The Office of the Public Defender has traditionally been seen by women of limited resources as a public source of assistance. Mediation centers, particularly the three to date established through the Public Defender, have become a preferred venue of women for resolving non-criminal disputes. USAID has promoted the concept, and facilitated the establishment of three centers although its direct support has been restricted to furnishings, e.g., round tables, and the construction or modification of a room where conversation inside is beyond the hearing of individuals who are not involved. This is in stark contrast to the mediation centers currently available through several municipalities where all discussion occurs in public in a room where several other employees work and are frequently surrounded by other persons waiting their turn. USAID anticipates continuing to advocate for mediation centers for the remaining eleven departments, and for those changes in the physical settings in all mediation centers to increase their use and viability. Data is currently available – some of it collected manually – for the three existing mediation centers of the public defender. It identifies the user as male or female and categorizes the problem that is considered, e.g., neighbor dispute, family disagreement, etc. This data should be reviewed and analyzed to ascertain the service priorities that these mediation centers are providing.

El Salvador is currently working on a code of evidence that would lessen the likelihood that judgements be influenced by subjective criteria or corruption. If a code is approved, El Salvador will be the first country in Latin America to do so. Part of the process of implementation should include a detailed feedback mechanism to detect prejudices or biases, including gender biases, in the code or its enforcement to allow for prompt adjustment.⁹

⁹ One of the indicators on the diagram for the democracy SO in the CAM Regional Strategy is “% of total [cases] resulting in guilty verdicts.” If it has not yet been deleted as an indicator, presumably it will be shortly. Persons charged with crimes are supposedly believed to be innocent until proven guilty. A greater

As part of the focus on greater accountability of elected officials, decentralization of resources and transfer of decision-making to municipalities, efforts will likely include technical assistance to improve local level decision-making and foster more responsiveness to local needs. As decision-making moves closer to local citizens, local citizens need to become better organized to advocate on their own behalf. Training for local government officials focused on expanding opportunities for citizen participation should include increasing their awareness of the importance of encouraging women as well as men to actively participate and make their views known. From a political point of view, it might be more useful to learn about and address local priorities before the next elections rather than to wait for ballot box results to disclose whether they “got it right.”

b. Economic Freedom: Open, Diversified, Expanding Economies

As was noted with regard to the current SO, within the area of **economic development**, excluding the microfinance and credit component, the inclusion of gender and gender sensitive variables was limited. The importance of this type of data should have been recognized under the current strategy, the reduction of poverty with emphasis on women, children, and the poor especially in rural areas. Nevertheless, the absence of these data could be somewhat obviated by the overarching goal of the strategy which specifically targeted women and children, and presumably benefited the women and children as well as the men of rural households.

Under the new strategy of shared benefits from trade-led growth, the link to people is no longer stated or explicit. The new strategy for the economic development component emphasizes activities that improve business skills of small to medium enterprises, and promote higher quality products, with a focus on production for export. Suggested indicators include measures in tons and dollars. People – men, women and/or children – are not explicitly mentioned. Hence, the human impact will be unknown, and may go unnoticed, unless conscious and deliberate monitoring is incorporated from the outset. It is incumbent upon USAID/El Salvador to monitor the human impact, particularly the labor impact of its interventions. The development hypothesis discussion of the Regional CAM Strategy for this SO (2003:19) highlights this latter point: “...special attention is given to employment creation and the rural sector, so that if growth occurs, poverty should decline over time. USAID will monitor the effect of growth on incomes disparities over the course of the strategy to ensure that it is having the intended, positive impact.” Without this monitoring, including variables for gender analysis, USAID/El Salvador will not know the human cost or benefit of its policies and will not be able to adjust its course accordingly.

In the event that projects of the TAF and EXPRO models are included in the Country Plan, monitoring for human impact, that is, the creation or loss of jobs and impact on the labor force, would not require extreme changes. It would probably necessitate minor additions to the forms applicants need to complete to solicit participation, and provision to enter that

or lesser percentage of guilty verdicts has little to do with whether the person(s) who actually committed the crime was the person charged and found guilty of it.

additional information into the database.¹⁰ Since to date approximately one third of 3004 targeted participants and less than 100 of a target of 1200 EXPRO participants have been selected, this adjustment should be relatively uncomplicated and would bring the project into compliance with ADS requirements. Indeed, recent communications indicate that this adjustment is in process. Again the purpose here is not simply to track numbers but to analyze the different types of businesses, their patterns of employment, and for purposes of this work, their impact on gender relations. The current absence of sex-disaggregated data precludes gender analysis.

In similar fashion, if agricultural or agribusiness projects such as those implemented through Fintrac or Clusa International are incorporated into the new Country Plan, gender issues including but not limited to patterns of employment, duration of employment and wages should be considered.

As previously mentioned, the component of **microfinance** and credit was able to quickly respond to requests for data reflecting gender and, by proxy through loan amounts, socioeconomic differentiation. Since this is a component in which women clearly outweigh men as beneficiaries, some might question the need to perform any analysis beyond data disaggregated by sex. The response is that even under the strategy of poverty alleviation, valuable information could be gleaned from the analysis of existing data using gender sensitive variables. For example, questions such as whether women with male partners were more likely than single women to obtain credit and what, if any, relationship exists between civil status and the amount of the loan. Additional questions could include whether these trends changed over time, and in the direction expected.¹¹

Consistent with the new strategy of shared benefits from trade-led growth, there is an emphasis within the financial sector to have more financial institutions become “regulated”, a term that indicates compliance with international banking requirements resulting in a more formal financial institution, able to, among other things, establish savings accounts. Therefore, if this focus is included under the new Country Plan, key questions include whether women as well as men, from poorer as well as more affluent households, will be able to access credit as readily as they were in the past. Will the trends continue in the same direction? If not, what does that imply about access to credit for these individuals, men and women, and their undertakings? Are there alternatives; does it make a difference? One of the goals of the regulated financial institutions is to “capture” *remesas*. The idea is to convert at least part of the *remesas* into productive use. If USAID chooses to consider *remesas*, relevant questions should include: Capture them from whom? Who receives the *remesa*? Whose name is on the account? There may be much more in question here than the productive use of this income. Control of resources is a highly volatile gender issue.

¹⁰ In addition to the information presumably already being requested, gender relevant information would include sex of owner, sex of manager(s), sex of employees at different levels such as administrative, intermediate (where applicable), those involved directly in the activity of the enterprise, and the support services. A more detailed outline of the information is included in the Action Plan that follows in this document.

¹¹ In fact, to their credit (no pun intended), since the first draft of this document the personnel of FOMIRII have initiated precisely such as analysis with the intent of comparing data for the years 2001 through 2003.

In the event that policy, especially policy with regard to electrification and taxation, continues to be an area of focus under the new Country Plan it is suggested that the discussion about gender issues that appears in the first part of this paper under SO1 be reconsidered.

Environment and watershed protection shift to this SO under the new strategy. A number of observations and recommendations were made with regard to projects under this component in the existing strategy. If, as anticipated, projects under the new strategy concentrate on activities similar to those currently underway, no additional comments are warranted.

c. Investing in People: Healthier, Better-Educated People

Under the new strategy, which combines **health** with education, the scope of the proposed health activities is greatly reduced and efforts concentrated. The proposed initiatives are expected to focus in three areas: control of HIV/AIDS and other infectious diseases; improved and integrated management of child and reproductive health; and, increased and improved social sector investments and transparency.

Controlling HIV/AIDS and other infectious diseases has clear gender implications. In the brief period from 2001 to 2003, the ratio of male to female infection among populations at risk decreased from 3.1 to 1, to 1.8 to 1. That is an alarming change, signaling increased exposure of girls, particularly young girls, and women to the virus, in such a brief period of time. Aggressive campaigns directed at populations at risk such as prostitutes and homosexual and bisexual males as well as to older teenagers, both male and female, with clear and direct messages targeted to each, are warranted in an attempt to stem the tide of this infection. The health team seems clearly aware of these issues. They must express these conditions with equal clarity starting with the RFPs and following through in all the succeeding steps.

Ideally child and reproductive health should be a family matter. Technical assistance to improve and expand child and reproductive health services considered in the new SO ought to include components that train health service providers about how to inform men as well as women with appropriate knowledge. Ministry of health personnel ought to be similarly informed.

Where the Salvadoran government puts its money in health will reflect its priorities. Decentralization puts decision-making authority closer to those who ought to be aware of local needs. Community members, both women and men, should be encouraged to approach providers of local health services to make their concerns known. This appears to be another possible area of overlap with initiatives that promote civil society organization.

Advocacy and technical assistance to increase government, donor, and private support for water and sanitation systems is also contemplated. It is generally accepted that these systems are especially beneficial for women and children, both because of less time spent hauling water and reduced exposure to unsanitary conditions. Perhaps groups providing Homestead *remesas* could be coaxed to direct a portion of those funds to water and sanitation facilities in nearby but poorer communities (presumably they would have already funded such projects in their own communities). Water contamination and water borne infections do not necessarily respect town limits.

Lastly, for the health component, support of FESAL is expected to be a continuing project for which recommendations have been made above.

d. Investing in People: Healthier, Better-Educated People

Under the new strategy, **education** is included in this SO. A project under consideration for the new Country Plan would focus on improving student performance in language and in math through the end of the 6th grade, especially in poor rural areas. Interventions might focus on the key problem of poor student achievement, which is all too often related to the quality of teaching in the classroom. An in-service training program with limited support for school principals is anticipated to improve teachers' skills. Strategic links to universities to lay the foundation for sustainable in-service training is also under consideration. Other aspects might include the adaptation of new materials for the teaching and learning of language and math.

As with the Excell project, there are ample entry points for incorporating gender awareness. It would be worthwhile ascertaining early on whether there are differences in achievement between boys and girls in math and language, particularly at successively higher grades, as well as in the abilities of women and men to teach each of the subjects effectively. Another issue to address is whether the expectations for achievement are equal for boys and girls in both subjects.

In-service teacher training should incorporate gender considerations, not only in terms of the content, but also in terms of the way teachers interact with students. This would be even more important to the extent that sustainable in-service teacher training is promoted through the project. Differential treatment of students that is prejudicial to some, whether the brighter with the less bright, or the girls with the boys, ought to be brought to teachers' awareness and modified.

e. Timely Humanitarian Assistance and Crisis Response, as Needed

In the event of another earthquake or other natural disaster, this is the SO that would be called into play. It can only be recommended that attention be given to the differing needs of women and men as part of the disaster responsiveness. Indications are that this indeed occurred with the response to Hurricane Mitch and the subsequent earthquakes.

V. Recommendations

The importance and validity of gender, gender issues, and gender analysis is undeniable. There is now widespread recognition that these concerns are real and have impact, whether actively taken into account or not, on the success and outcomes of projects and activities. Moreover, projects and activities have impact on gender relations, inadvertently or not. To ignore them is to choose to be uninformed or indifferent to the consequences of one's interventions, something that an international development organization ought not to do. What follows is a list of recommendations or steps that could be taken to integrate gender into USAID/El Salvador activities.

- Take gender seriously. Gender differences in roles and priorities, like difference in class and culture, do exist and influence decisions and outcomes whether or not they are taken into account. Take them into account and help them work to the benefit of projects, programs and policies.
- Recognize and exploit the relationship between the trade-led growth initiative, especially for exportation, and female participation in the labor force. It is real even as it is unacknowledged.
- Prepare for worst-case scenarios. Apart from natural disasters, other unbalancing events can occur. Anticipate the consequences if 30,000, 40,000 or 50,000 maquila workers are displaced. As in the case of the coffee crisis, if this job loss were to happen, it could have implications for the larger international donor community assistance programs.
- Build in short term feedback mechanisms, especially for new practices. New practices may have unintended consequences for better or worse. They should be carefully monitored, especially at the initial stages.
- As suggested by EGE, strategize on how the interventions in economic growth and education can be linked.
- Analyze existing Data. It appears that many NGOs have learned the value of gender analysis. Even when not required, they tend to collect socioeconomic, cultural and gender information, which they then use to refine and better target their methods and strategies. USAID can access that data and use it to refine and better target its methods and strategies.
- Ensure that the databases established for projects that are about to begin or are in their initial stages of investigation include gender relevant variables.
- Plan for improved data collection in the future and plan to analyze it. All the data that could possibly be collected will do nothing but burden the computers on which they are entered if not analyzed.

- Get data both in real numbers and percentages. The actual numbers are very important, but the percentages facilitate analysis, especially comparative analysis between different data bases.
- Consider organizing data so that it can be overlapped or compared and contrasted with data from other SOs. If each new database were to include identifying information like department, municipality, and canton in the same system and format as the Multi-Purpose Household Survey, it would enable cross reference of data from different SOs whether or not the areas were defined as urban and rural within specific programs. This would allow, for example, a comparison of findings from microfinance data with those of electrification data despite the fact that the government and, for consistency with Salvadoran national policy, USAID, define the same geographical areas differently, i.e., urban and rural, within the different components and projects.

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I. ADS AND GENDER IN DEVELOPMENT IN ACTION

In its current Automated Directives System (ADS), USAID has instituted specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The integration of gender considerations in development involves an understanding of the relationship between men and women in society, in terms of the roles they play, which may or may not be interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of the definition of this relationship – different and/or interdependent roles, and relations of power and access to resources between men and women-- are important in applying gender analysis to development.

From the point of view of development programming, the concern with gender integration focuses on **the impact of these relationships on program results**, and on **the impact of the program on the status of women**. The point is to look for the implications for men and women of any program or policy, and to make the needs and experiences of women and men an integral part of the design, implementation and monitoring.

Like gender integration, gender mainstreaming refers to the practice of taking account of the differential roles of men and women and of the relationship and balance between them, but it also confronts the institutional structures that support this relationship. Gender mainstreaming involves the analysis of gender-based constraints and effects at all levels and the incorporation of this information into policy-making, decision-making, budgeting, and program design and implementation.

Gender integration, and the more intensive gender mainstreaming, usually – but not always – involves a focus on women because women almost always are in a subordinate position in society.¹²

Currently, the sections of the ADS with guidance on Gender Integration include:

- Mandatory Technical Analyses for Developing Strategic Plans (201.3.8);
- Activity Design (201.3.12.6);
- Activity Approval Documents (201.3.12.15);
- Reflecting Gender Considerations in Performance and Indicators (ADS 203.3.4.3);
- Incorporating Gender in Evaluation Criteria for Competitive Solicitations (302.5.14) and Grants/Cooperative Agreements (303.5.5b).

The ADS provides a solid policy framework for developing gender-integrated programs. It reflects increasing evidence that a commitment to analyzing and addressing the impact

¹² In parallel fashion, if shared benefits, shared broadly, is the desired goal, then the needs and experiences of the poor as well as the middle and upper classes must be an integral part of the design, implementation and monitoring because the poor are almost always in a subordinate position in society. The same pattern would hold for the rural/urban imbalance.

of USAID's programs on men and women translates into more effective development impacts. (See Annex D for a more complete presentation of ADS guidance for gender integration.)

This document presents the Gender Action Plan. Based on the gender assessment for El Salvador, the Gender Action Plan outlines suggested steps for mainstreaming gender in Mission policies and activities at three levels:

1. Technical advice on how to integrate gender issues under the Mission's Country Plan to reflect the key role of gender and other considerations in the achievement of USAID goals;
2. A description of the key role of gender for each new possible Strategic Objective; and
3. Recommendations on indicator development, data collection and gender analysis.

II. INTEGRATING GENDER ISSUES INTO THE COUNTRY PLAN

The overarching regional goal is a **more democratic and prosperous Central America and Mexico, sharing the benefits of trade-led growth broadly among their citizens.** USAID/El Salvador presumably will operate within that framework.

Before addressing gender, the roles of people within the goal need to be identified. Clearly, there are several entry points: first, as citizens who participate in democracy; second, as actors, who engage in trade and trade-related activities; and third, as beneficiaries, who share the ongoing consequences as well as the eventual benefits of an anticipated prosperous impact.

Citizens include all those members of society who, whether they choose to, or not, are members of civil society.

Actors in the context of the regional goal include the formal labor force, the informal labor force, and the often unpaid services of those who support the actors. These individuals range from those who provide childcare services to those preparing food for individuals formally or informally engaged in trade. Actors would technically be limited to those 10 years of age or over.

Beneficiaries include all members of the society at large.

The groups or categories are not mutually exclusive and indeed some individuals may belong to all three groups.

In turn, each of those groups of people include women as well as men, young and old, partnered and single, rich and poor, and urban and rural. Hence, there is a basis for considering gender and for conducting a gender analysis.¹³

Step One: Explore Data to Determine Whether Differences Exist between Women and Men

The first step consists of using existing data to determine whether significant differences exist between men and women in each of these groups, or categories. Existing data sources include the annual Multi-purpose Household Study, more detailed analyses such as the annual “Educación de El Salvador en Cifras 2002,” economic data and analyses from FUSADES, and data generated from existing projects and activities collected by partners including international and national NGOs such as CARE, CREA, Redes, and contractors.

- For **citizens** key questions would include whether women and men, young and old, from urban and rural areas, participate in civil society to the same degree, with the same levels of power and the same degree of participation in decision-making.
- For **actors** key questions would focus on whether women and men have the same access to resources --including land, labor, capital, and education -- as well as control over those resources-- and/or the opportunity to participate either formally or informally in trade related endeavors.
- For **beneficiaries**, key questions would be whether women and men, young and old, partnered and single, from rural and urban areas, etc., have the same access to the resulting benefits. Benefits to be measured might include individual and household level income, access to services such as electricity and water, access to resources such as land and labor, and their children’s access to education.

If differences do exist between women and men, this is the basis for **assuming differences in status**. That is, those with more power, more resources, greater benefits, etc., tend to have greater status. If men on the average tend to have more or greater access to these resources than women then we can assume a status imbalance that favors men. In parallel fashion, if rural residents consistently have more or greater access to these resources than urban residents then we can assume a status imbalance in favor of rural residents. Ideally, it should be possible to compare women and men in rural areas, and women and men in urban areas to get an increasingly more accurate assessment of the relative status of women to men regarding, in this example, access to resources.

¹³ **Gender analysis** refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. An examination of gender differences and relations cannot be isolated from the broader social context. (See Annex E for additional gender related definitions.)

Step Two: Conduct a Gender Analysis

Gender analysis is used to explore why these gaps exist. Consider how USAID programs and policies could or could not address the underlying constraints that generate these differences.

- For **citizen participation**, if men tend to assume positions of greater power than women consistently, why does that appear to be so? If women are not interested in those positions then the situation could remain without modification. If, however, women express interest but cite conflicts in scheduling, then intervention may be warranted. For example, if the reason women tend to participate less is because the monthly meetings take place on Saturday mornings, which is also market day, perhaps some pressure could be brought to bear to prompt moving the meeting time to another day, perhaps Sunday morning. In the former case, disinterest, impact on project results and sustainability would be unlikely. In the latter case, failure to address the constraint could result in a less successful outcome and threatened sustainability.

As another example in citizen participation, if women in rural areas participate in local committees such as water committees and the Asociaciones de Organizaciones de Desarrollo Comunal (ADESCOs) only at the behest of an external source, should those external sources continue to prompt for the participation of women? There is no simple yes or no answer. First, a number of other factors would have to be considered. Do ADESCOs and water committees with only male participation function as well as those that include women? Are they as likely to be equally, less, or more sustainable?

- For **actors**, if men tend to get more of the higher paying, administrative, and management positions in a new and promising industry, and women get a disproportionate number of the service and subordinate positions, why does that appear to be so? If women are not interested in the administrative and management jobs, perhaps because of excessive time demands, then nothing may need to be done. If women are interested and qualified but need access to childcare to be able to compete for those positions, then the constraint of lack of childcare services could be addressed. If women are interested but generally lack the educational levels required to compete, then it may not be possible to intervene to assist those particular women. However, this would be a clear signal that boys are completing higher levels of schooling than girls. This should prompt an intervention. An intervention with an incentive to increase girls' school attendance in higher grade levels would be warranted.
- For **beneficiaries**, in geographical areas where the percentage of unpartnered female heads of households is higher, is the rate of availability of potable water and electricity comparable to those geographical areas where the percentage of unpartnered female heads of households is lower? Do the children of those

geographical areas tend to have similar access to upper basic and middle level schooling? What are the explanations for the disparities if they exist?

It is in this second step of analysis that the question of the **impact of potential status differences on project and activity results** is addressed. If the differences are not an issue for those involved, for example, women are not seeking the managerial positions, or are not interested in positions of leadership at the local level, then the project impact from gender differences may be negligible even as the project further reinforces disproportionate statuses. If, however, it is an issue for those involved, then interventions, modifications, adjustments, etc. should be incorporated into the activity design and implementation.

It is during this step, analysis, that client/customer and partner participation is critical. While the data can indicate whether the differences exist, they cannot explain why or whether these are issues for the people involved. Only the individuals themselves or their representatives can make that clear.

Step Three: Design Appropriate Activities and Develop Adequate Policies

Design appropriate activities and develop adequate policies that contribute to reducing the factors that generate inequities, in this case, gender inequities. This step ought not to require much commentary. Once the first two steps have been completed, they should suggest what needs to be incorporated into the new or continuing activity or policy to address the gender concerns identified.

Step Four: Systematically Monitor Progress

Systematically monitor progress in eliminating gender-based constraints and assess impact toward reducing gender inequities. Step four, monitoring and evaluation, should also be relatively self-explanatory. Once the activities or policies have been put in place, the ongoing impact should be monitored, where appropriate yearly, but generally more frequently.

III. KEY ROLE OF GENDER FOR EACH NEW POSSIBLE STRATEGIC OBJECTIVE, INCLUDING POTENTIAL INDICATORS

What follows is a brief description of the key role of gender in each of the possible new strategic objectives as well as examples of possible activities and indicators.

- Ruling Justly: More Responsive, Transparent Governance

If governance is to be more responsive, then it must be in relation to some initiative, some expression of advocacy. Ordinary citizen participation is fundamental to the success of this

effort. It is generally agreed that currently the influential sectors are overly represented by elite and even criminal interests. Unless there is greater participation by ordinary people, the citizenry, governance will continue to be responsive to those influential sectors. Select experiences such as those through CREA, CARE and *Las Andrisas* suggest that participation at the municipal level and below may be particularly effective.

Citizen participation should clearly include both women and men. Violence against women and children is a serious crime and is increasingly coming to the fore as a public issue. A recent statistic indicates that there are thirteen female victims of violence for every male victim. It is men who are overwhelmingly the irresponsible parents, failing to provide even minimal economic support for their children. Labor abuses tend to occur more frequently with women than men. Judges who can be swayed are likely to respond more favorably to those with greater power and status.

If women do not come forward to participate on their own, measures should be taken to encourage them to do so. Childcare could be provided. Meetings, at least occasional meetings, could take place in daylight hours.

Polls reflecting public opinions on various legal issues should include women and men and report findings disaggregated by sex as well as in total. Of those who have obtained their DUIs, approximately 54% are women and 46% men. A DUI is required to vote in elections.

The current political climate in El Salvador seems particularly propitious for women, with two women currently running as vice presidential candidates. However, simply having women as candidates is not sufficient. The expectation should be that having women as vice presidential candidates acknowledges the importance of recognizing and responding to women's needs and interests as distinct from those of men, over and above the fact that women in El Salvador currently constitute nearly 54% of potential voters.

At the same time, government leaders at the municipal, departmental and national levels need to be sensitized to the importance of including women in focus groups, public forums, and the like as part of their training. They may also need to be sensitized to listening for the differences in concerns between women and men.

- Economic Freedom: Open, Diversified, Expanding Economies

Expanded trade and investment opportunities and the legal and commercial frameworks to support those opportunities fall within this SO. Promoting more competitive, market-oriented private enterprises and broader access to financial markets and services are the two aspects of this SO that clearly have gender implications because they rely directly on people and are not restricted to either men or women.

Efforts are underway to promote more competitive, market-oriented enterprises. On the administrative side, these efforts include training in business skills and technical expertise and the expansion of business linkages and alliances for owners and management.

EXPRO and TAF are currently working in this area. Deliberate actions should be taken to ensure that women-owned and operated businesses, as well as men-owned and operated businesses, are aware of these programs. Choices about when and where these programs are publicized, such as the time for the TV ads or the placement in the newspaper, can influence who is exposed to the information.

While they do not currently do so, this is an excellent area in which to collect data on new and expanding enterprises and their employee composition disaggregated by sex. A sample list of questions is presented:

Who owns the business?	Male__	Female__		
Who manages the business?	Male__	Female__		
Relationship to owner:	Self__	Spouse__	Relative__	Other__
Manager is:	Paid__	Not paid__	Other__	
Number of permanent employees:				
Administrative level:	# of men__	# of women__		
Intermediate level:	# of men__	# of women__		
Employees:	# of men__	# of women__		
Support services (errands, cleaning):	# of men__	# of women__		
Number of temporary employees (estimate if necessary):				
Administrative level:	# of men__	# of women__		
Intermediate level:	# of men__	# of women__		
Employees:	# of men__	# of women__		
Support services (errands, cleaning):	# of men__	# of women__		

Ideally, this information would be requested at different intervals over time to monitor job creation as well as access to those opportunities disaggregated by sex.

Similar data should be collected for agricultural projects such as improved quality coffee production. Drip irrigation projects supported through Fintrac have increased the amount of labor per *manzana* dramatically. This information should be tracked for women and men, using a format similar to the one suggested above.

Data about access to and use of financial markets should be collected. FomirII readily responded to a request for data for a gender analysis (See Annex F). Current data should be reviewed quarterly to monitor for changes in the patterns observed in the past, particularly because of the push toward more regulated financial institutions.

It is important to keep in mind, however, that the data are only the first step in a gender – or, poverty, or class, or racial, to give a few examples – analysis. This initial step must be followed by an analysis to uncover the reasons behind what is being observed in order to begin to address the issues contained within.

Improved management and conservation of critical watersheds is to be incorporated under the economic SO. Sustainable growth and improved trade are linked with protection of the natural resource base upon which economic freedom depends. Improved management and

conservation of critical watersheds depends not only on good policy, but also on good practices. Good practices depend on people to implement them.

Partnerships are likely to be formed to bring together entrepreneurs, and local, departmental and federal authorities to increase the local capacity to manage the natural resource base on which economic activity depends. Efforts will be directed at reducing unsound practices of land conversion and deforestation. These or other similar local activities will at some point rely on local residents for their implementation. The local people contacted and involved in these activities should include both women and men because women and men have likely accessed and used these local resources in different ways and for different ends. It may be necessary to tailor recommendations for good practices for women and good practices for men.

A number of households live within protected areas. The needs and concerns of members of those households need to be taken into consideration. They may not be the main perpetrators of the unsound practices of land conversion and deforestation. It may be possible to enlist their support in promoting and monitoring for sound practices. There will be a need for orientation and training. Some aspects of training may need to be gender specific. Conversely, local men and women may be able to inform the trainers and project personnel about unique aspects of the area.

Some communities may benefit from clean energy activities and improved water quality. Men and women tend to use and view water resources differently. The best way to take these differences into account is to include both women and men on committees that manage access to water and other local resources.

Technical assistance appears to be a major input for activities focusing on the management and conservation of watersheds. Technical assistance may need to be packaged somewhat differently for women and men. At the same time, both women and men should be included in all technical orientations and training and be aware of those differences.

- Investing in People: Healthier, Better-Educated People

Greater decentralization and more local control and decision-making are key objectives of this SO promoting better health and educational services. As in civil society, men and women need to participate to make their needs, concerns and preferences heard. It may be that the municipal level and below are the best forums to encourage such participation since it is possible for individuals to monitor the results directly. Data should be collected about the relative participation of women and men, and results at the local level should be monitored for their responsiveness to the preferences expressed by women and men.

In the health sector specifically there appears to be a greater need to incorporate men. Whether the focus is family planning, health measures in the home and local community, or HIV/AIDS, it would be beneficial to plan orientations for men, women, and men and women together at different levels of detail according to the topic. For example, although men may not be directly responsible for good health practices for food and water in the

home, including them in a more general orientation about those practices may encourage their support. Gender-specific orientations about the transmission of HIV/AIDS, including orientations for young female and male adults (15 and over) should accompany more general orientations presented to groups.

As discussed in the assessment, all data on infant and early childhood health practices, including vaccinations, illnesses, number of days of illness before the child is taken for medical treatment, and the like, should be collected by sex as well as age. It should then be analyzed to detect whether any differential patterns exist for boys and girls. If different patterns do exist, then the next step would be to decide whether and how the issue should be addressed.

By contrast, in education, specifically for basic education, girls tend to drop out of the formal education system, most notably between the 4th and 7th grades, especially in rural areas (see Annex G for data). This decline in girls' school attendance would seem to warrant an intervention. Women constitute about 40% of the permanent salaried workforce in El Salvador today. They will presumably constitute a similar or greater percentage in the future. The less education girls have, the lower their earning potential in the future. Moreover, these girls will become the future mothers of tomorrow. Studies consistently indicate that better educated mothers tend to raise healthier, better educated children and tend to have smaller family size than mothers with lower levels of education. Thus, it is in El Salvador's own interest to find ways to promote better retention rates among girls from the 4th grade and above. The data exist that demonstrate the difference. Analysis should help uncover why this is happening so that appropriate measures can be introduced.

To the extent that training is included for health and education activities, that training should include specific modules on gender and in addition incorporate gender awareness content throughout the training. It is too threatening and to too little avail to individuals to try to put into practice attitudes and awareness that they do not understand.

IV. THE GENDER COMMITTEE REVISITED

As part of the USAID/El Salvador Mission effort to more deliberately address gender issues, it is anticipated that the Mission will reactivate its Gender Committee, which has been inactive for more than six years. This Committee will provide guidance on the gender mainstreaming process in the Mission. The following suggestions are intended to facilitate the reactivation of the committee.

First, there should be a minimum of two people from each SO so that if one person is on vacation, or out of the office for some reason, there is a better likelihood that someone will be available from that office.

Second, membership on the committee should be based on interest. Experience is not necessary. It will, and should be, an ongoing learning experience.

Third, in an ideal world each office would be represented by one woman and one man. In fact, this is unlikely. To address this likely imbalance, men from different offices should be invited --and encouraged by their office directors and the front office-- to attend select meetings. These individuals should be free to voice their concerns or express their disagreement with the philosophy, recommendations, actions, or whatever, of the Committee. Viewing something from someone else's perspective can provide insight – the same rationale for having women's concerns heard in other areas.

Fourth, a certain number of hours per week should be incorporated into each Committee member's job description for attention to gender issues. The suggestion is for a minimum of two hours. In addition, the Committee should establish a regular meeting time, perhaps bi-weekly, and the scheduling of that meeting should be respected. Conflicting activities should not be scheduled for the same time.

Fifth, the Committee should have some authority. They should be able to make requests for information, data, and/or explanations, as well as recommendations for SOWs, RFPs, and the like, and review and comment on draft reports for gender issues.

Sixth, the UNDP is in the initial stages of establishing a forum for gender issues with other bilateral and international donors and partners. One Committee member should be named as the permanent representative to attend those meetings, to be accompanied by one or two other Committee members on a rotating or by-interest basis.

Since the Committee has been inactive for a number of years it will need to access sources of expertise in different aspects of gender issues to assist them in fulfilling their responsibilities more professionally.

It is expected that the revitalization of the Gender Committee will bring renewed interest, awareness, and focus to gender issues and concerns in El Salvador.

STATEMENT OF WORK GENDER ANALYSIS, USAID/EL SALVADOR

I. BACKGROUND

In June 1996, USAID approved the FY 1997-2002 Strategy for El Salvador. Prior to the 2001 earthquakes, the Mission had been involved in developing parameters for a new strategy. As a result of the earthquakes, USAID/El Salvador requested and was authorized by USAID/Washington to extend its 1997-2002 strategy through FY 2004.

USAID/El Salvador currently has four Strategic Objectives (SOs) and one Special Objective (SpO): SO1: Expanded Access and Economic Opportunities for Rural Families in Poverty; SO2: More Inclusive and Effective Democratic Processes, SO3: Health of Salvadorans, Primarily Women, Youth and Children, Improved; SO4: Increased Access by Rural Households to Clean Water; and Lives of Targeted Earthquake Victims Improved (a Special Objective – which will end in September 2004).

USAID/El Salvador is in the process of developing a new Country Plan for 2004-2008 as part of the Central America and Mexico (CAM) Strategy. This process is expected to be completed around April 2004. The Mission is required to conduct a gender analysis as part of the set of mandatory technical analyses necessary for its Country Plan process.

The CAM regional strategy provides the framework for the USAID/El Salvador Country Plan. This CAM strategy intentionally focuses programs within the three performance “arenas” established in the Millennium Challenge Account: Just Governance, Economic Freedom, and Investing in People. These arenas form the basis of the three core CAM’s Strategic Objectives (SOs):

1. Ruling Justly: More Responsive, Transparent Governance
2. Economic Freedom: Open, Diversified, Expanding Economies
3. Investing in People: Healthier, Better-Educated People

In addition, there is a Special Objective “Timely Humanitarian Assistance and Crisis Response” that recognizes the region’s vulnerability to natural disasters and the continuing importance of disaster mitigation and preparedness efforts.

This CAM Regional Strategy provides the framework for USAID/El Salvador Country Plan leading to achievement of the overarching regional goal of a more stable and prosperous Mexico and Central America, sharing the benefits of trade-led growth broadly among their citizens.

The Country Plan must reflect attention to gender concerns as required under the Automated Directives System (ADS) 201. Unlike other analyses, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID’s gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are envisioned in the development of the Mission’s Country Plan. Analytical

work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of men and women. Addressing these issues involve taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them.

II. PURPOSE OF WORK

The purpose of this Scope of Work is to assess gender relations and issues in the Mission's current program as part of the process for developing the Country Plan for FY 2004-2008 under the CAM Strategy, and to make recommendations on how the Mission can achieve greater gender integration.

III. TASKS

The primary tasks of the consultants are:

A) Gender Briefings: The consultant(s) will organize and facilitate one or two sessions of one to two hours each for Mission staff from Technical Offices and Strategic Development Office (SDO). Topics for the sessions will include but not be limited to: a background discussion on the Agency's ADS guidelines on gender integration; and why integrating gender leads to more effective results.

B) Carry out a Gender Assessment of the Mission's Current and Proposed Strategic Framework and Portfolio:

- Assess the Mission's present and proposed strategic frameworks and the program portfolio and assess potential gender and other issues in a future strategic framework. Identification of the major problems/obstacles El Salvador faces in terms of gender in the areas of health, education, democracy, business development, environment and others and assess current internal strategies of key governmental agencies, NGOs and other donor organizations that are involved in gender issues. Outline the main areas where gender issues exist, and formulate detailed recommendations on how gender considerations can be integrated into the Mission's future country programs. The consultants also should consider issues related to the interaction between gender and other social variables (e.g., age, class, race, geographic location).
- Produce an assessment of possible entry-points for incorporation of gender and other considerations in carrying activities and potential new programs of the new Country Plan. The assessment is to be organized and shaped by:
 - CAM Regional Strategy Results Framework;
 - Agency and Mission's approach to mainstreaming gender; and,
 - USAID's evolving 2004-2010 Strategy Plan.

- The consultants will identify technical areas in the Mission’s programs where gender is likely to be a factor in the Country Plan and activity design, and will present recommendations for methods and actions for gender integrations throughout the program cycle in compliance with ADS requirements.

C) Design a Gender Action Plan:

- Based on the assessment, design a Gender Action Plan (the “Plan”), which lays out the steps for mainstreaming gender in Mission policies and activities. The Plan should be practical and will be developed in collaboration with the Technical and Support Offices to address their perspectives. The detailed USAID/El Salvador Gender Action Plan shall address fully the requirements of Agency Directives. It should include, but not be limited to, the following elements:
 - Technical advice on how to integrate gender issues under the Mission’s Country Plan to reflect the key role of gender and other considerations in the achievement of USAID goals.
 - A description of the key role of gender for each new possible Strategic Objective.
 - Recommendations on indicator development, data collection and analysis disaggregated by sex.

METHODOLOGY

1. Prior to beginning field research, review key documents. These documents may include Agency and Mission policy and planning documents, such as the current USAID/ES Strategic Plan, USAID/ES FY 2003 Annual Report; CAM Regional Strategy (FY 2003-2008) and; background information on gender issues in El Salvador, such as UNDP and Government of El Salvador (GOES) reports (some in Spanish) and other in-country data; gender assessments from other countries or regions (<http://www.dec.org/search/dexs>), which can be used as a reference source by the consultants.
2. All work shall use the gender approach of the newly revised USAID Strategic Plan and other USAID guidelines on gender integration and analysis (e.g. ADS 200).
3. Meetings with each Mission Technical Office. Carry out a consultative process within the Mission to determine the “level” of commitment at the technical level in order to raise awareness about what gender really means and the importance of it.
4. With assistance from the Mission, identify and interview representatives of USAID implementing partners (contractors, governmental organizations, PVOs/NGOs). In addition, women’s organizations, and international organizations and donors, which are actively involved with gender and/or women’s issues in El Salvador.
5. It is expected that the Gender Action Plan be developed through an interactive process with the Technical and Support Offices. Specifically, discussions between the

consultants and the Technical Offices of the gender analysis and recommendations should be carried out to make sure that the Action Plan is practical. In addition, to facilitate this process USAID/El Salvador will reactivate the Mission's Gender Committee, which will have representatives from technical and support offices. This Committee will provide guidance on the gender mainstreaming process in the Mission. Roles and responsibilities for the Committee will be developed by the Consultants.

V. DELIVERABLES

A. Gender Briefings: Upon arrival the consultants shall meet with the Strategic Development Office (SDO) Office Director and the Mission Gender Coordinator to agree on the numbers, content, and schedule for the briefing sessions. Organize and facilitate 1 or 2 sessions depending on the number of people that will attend.

The gender briefings will be carried out at the beginning of the assessment process. The main purpose of these briefings will be that the Mission personnel understand the ADS requirements and what is meant by the gender mainstreaming process.

B. Gender Assessment and Recommendations Report (or Report): A draft Report in English which includes appropriate technical areas for gender emphasis and recommendations for future actions for gender integration into the Country Plan, as well as the Action Plan, shall be submitted to the Mission upon completion of fieldwork, during the exit meeting of the consultant(s) with the Mission Management and Office Directors. Written comments will be provided by USAID/ES to the consultant within 5 working days of receipt. Then, three copies of the Final Gender Assessment and Recommendation Report and Action Plan, incorporating those comments shall be submitted to the Mission not later than 10 working days after receiving USAID/ES comments. Also, an electronic copy of the Final Report in MS-Word and/or Excel will be forwarded to the Mission. This Report shall contain a stand alone executive summary (between 2-5 pages) which will include but not be limited to a brief overview, description of methodology used, and conclusions. This summary that can be utilized as a briefing paper and the Report shall not exceed 20 pages single-spaced, excluding attachments, using font Times New Roman 12.

C. Gender Action Plan: The Action Plan will use the Gender Assessment and the data from interviews and secondary sources to assess the appropriate technical areas for gender emphasis. The Action Plan will incorporate the recommendations for future actions for gender integration, and will include clear procedures to insure sustainable gender awareness in the Mission and implementing counterparts. In addition, the Action Plan will include mechanisms to constantly monitor gender interventions across the Mission. The Gender Action Plan may also be the basis for further training and/or technical assistance provided by USAID/Washington.

ESTIMATED LEVEL OF EFFORT (LOE) AND COST

It is anticipated that the services of a one bilingual (Spanish/English) expatriate consultant and one bilingual (Spanish/English) local consultant will be required to compose the team. The expatriate consultant will be the team leader with responsibility for completion the Gender Assessment and Recommendations Report and Action Plan documents. A separate scope of work for the two team members should be developed by the team leader, through discussion with the local consultant (with Mission and EGAT/WID project approval).

For the expatriate and the local consultant, the work will require three (3) days before the commencement of field work, to review documents and to set appointments; and twenty (20) days of field work. In addition, seven (7) work days will be authorized for the expatriate consultant for writing and finalizing the aforementioned documents. The specific responsibilities of the local consultant in the field work will be determined in consultation with the expatriate, based on the balance of their sector expertise. The local consultant may contribute to the report either as a part of the fieldwork, or, it will be the team leader's discretion to allocate some of the report time to the other consultant. Therefore, the total number of days will be: team leader - 30 days and local consultant - 23 days. A six-day workweek will be authorized if necessary.

Timeframe:

- Preparation phase will be completed on or about October 22, 2003 (to be discuss with consultants)
- Field Research phase will be completed on or about November 19, 2003
- Submission of Final Report submission will be no later than December 20, 2003

The cost of this Task Order will be covered by the Office of Women in Development in Washington (EGAT/WID).

PERFORMANCE PERIOD

It is anticipated that this work will begin on or about October 20, 2003 and it shall be completed on or about December 20, 2003.

SELECTION CRITERIA

Experienced social scientists in development studies, sociology, anthropology, political science, economics, or related field. Prior research experience, especially at the field level, is particularly useful. A minimum of 10 years in international development with significant experience in Latin America (particularly recent experience in Central America). Candidates should have significant recent experience with gender analysis in the development context and in other USAID/El Salvador sector areas.

In-country and regional experience is highly desirable to minimize background information phase, as is experience with USAID's approach to gender analysis.

PERSONS CONSULTED OR INTERVIEWED

Asamblea Legislativa. Comisión de la Familia, la Mujer y la Niñez
Bonilla, Blanca Flor

BID

Campiño, Fabiolla

CARE, El Salvador

García, Zelma
Gavidea, Marlene
Herrera, Yolanda

Cooperación Española

Sánchez, África (mesa de género)

Corporación de Municipalidades de la República de El Salvador, COMURES

Prado, Eva

FUSADES

David Hernandez, Social Sector

GTZ

Álvarez, Nieves (mesa de género)

Instituto Salvadoreño para el Desarrollo de la Mujer, ISDEMU.

González, Zoila (directora ejecutiva)

Ministerio de Medio Ambiente y Recursos Naturales, MARN

Ferrer, Marisol

Secretaría Nacional de la Familia, SNF

López, Marienela

Procuraduría

Programa de las Naciones Unidas para el Desarrollo, PNUD

Lagunas, Raquel

Unión Europea. Proyecto APREMAT

Rizzi, Giovanna (Mesa de género)

USAID

Democracy and Governance

Herrera, Mauricio
Mata, de Norma
Mena, de Ana Luz
Rodríguez, Eva
Sorenson, Tood

Earthquake

Valencia, de Annie
Zablah, Raúl

Economic Growth and Education

Alvarado Daysi
Arce Carlos
Cuellar, Rafael
Duarte, Sandra Lorena
Gutiérrez, de Dorita
Henríquez, de Carmen María
Martinez, Mario
Mejía, Ana
Pleitéz de Yamilet
Pennell, John
Rosekrans, Kristin
Segovia, Julio

Health

Amaya, Alba
Estrada Maricarmen
Mejía, Ana
Ramos, José Antonio
Lobo, Margarita
Welch, Karen

Water And Environment

Echeverría, Patricia
González, de Betty
Mena, Ana Isabel
Morales, Claudia
Patterson, Bill

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Nottingham, D.M. and Figueroa, T. (2000). “El Vacío Entre la Teoría y la Práctica de Género en las Escuelas Salvadoreñas.”

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GUIDANCE ON ADS FOR GENDER INTEGRATION

Sections of the ADS with guidance on Gender Integration:

- Mandatory Technical Analyses for Developing Strategic Plans (201.3.8)
- Activity Design (201.3.12.6)
- Activity Approval Documents (201.3.12.15)
- Reflecting Gender Considerations in Performance and Indicators (ADS 203.3.4.3)
- Incorporating Gender in Evaluation Criteria for Competitive Solicitations (302.5.14) and Grants/Cooperative Agreements (303.5.5b)

Mandatory Technical Analyses for Developing Strategic Plans (ADS 201.3.8)

- Gender Analysis (ADS 201.3.8.4) is a required component of technical analyses conducted for the planning and development of SOs and IRs. Gender analysis must address at least two questions:
 1. How gender relations will affect the achievement of sustainable results
 2. How proposed results will affect the relative status of men and women

Description (Mandatory Technical Analyses for Strategic Plans ADS 201.3.8.4)

Strategic Plans must reflect attention to gender concerns. Unlike other technical analyses described in this section, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given Strategic Plan. Analytical work performed in the planning and development of SOs and IRs must address at least two questions:

- how will gender relations affect the achievement of sustainable results; and
- how will proposed results affect the relative status of men and women.

Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them.

Activity Design (ADS 201.3.12.6)

The findings of gender analysis are to be incorporated into activity design and contract/grant solicitation documents.

- For each activity subject to approval, the following issues should be addressed:
 1. Are women and men involved or affected differently by the context or work to be undertaken?
 2. If so, would this difference be an important factor in managing for sustainable program impact?

Description (Activity Design ADS 201.3.12.6)

This section reminds SO Teams that activities designed to accomplish the strategic plan must address gender issues in a manner consistent with the findings of the gender analysis. Fulfilling the policy involves developing a gender statement outlining key gender issues related to the activity. This means that the Results Package Team must integrate gender considerations into the statement of work or the program description.

For contracts and grants/cooperative agreements that are issued following a competitive process, this is accomplished by signaling in solicitation documents USAID's expectations regarding gender expertise and capacity, tasking offerors with proposing meaningful approaches to address identified gender issues, and placing appropriate emphasis on gender-related elements of technical evaluation criteria.

The statement must describe how these concerns will be addressed in any competitive solicitations financed under the activity such as Requests for Proposal (RFPs) and Requests for Assistance (RFAs) or Annual Program Statements (APS).

If the Operating Unit determines that there are no significant gender issues, it must provide a brief rationale to that effect in place of the gender statement in the Activity Approval Document.

Activity Approval (ADS 201.3.12.15)

The Activity Approval Document (AAD) at a minimum must:

- Outline the most significant gender issues that need to be considered during activity implementation and describe expected outcomes.
- Provide a written rationale explaining why gender issues will not affect the results or impact of the activity.

Description (Activity Approval ADS 201.3.12.15)

Operating Units must document all program-funded activities in writing through an acceptable Activity Approval Document. The Activity Approval Document certifies that appropriate planning for the activity has been completed. Program-funded activities may cover a range of outputs and encompass multiple A&A instruments.

There is no required standard format for Activity Approval Documents. Different types of documentation may be used in different situations, and are generally referred to as to “Activity Approval Documents.” Approving officials, obligating officials, SO Teams, and others who may be involved in the Operating Unit’s activity design and approval process are responsible for exercising proper judgment in determining when planning is adequate and sufficiently documented to support activity approval. Any existing Mission Orders may also be consulted to determine the most appropriate documentation for a given Operating Unit. Activity Approval Documents at a minimum must:

- Outline the most significant gender issues that need to be considered during activity implementation, and describe what outcomes are expected by considering these issues or, if the Operating Unit determines that there are no significant gender issues, provide a brief rationale to that effect.

Reflecting Gender Considerations in Performance Indicators (ADS 203.3.4.3)

Performance management systems and evaluations at the SO and IR levels must include gender-sensitive indicators and sex-disaggregated data when:

- The activities or their anticipated results involve or affect women and men differently; and
- If so, this difference would be an important factor in managing for sustainable program impact.

Description (Planning for Performance Monitoring ADS 203.3.4.3)

Performance management systems and evaluations at the SO and IR levels must include gender-sensitive indicators and sex-disaggregated data when the technical analyses supporting the Strategic Objective, the Intermediate Results, or the activities to be undertaken under the SO demonstrate that

- The activities or their anticipated results involve or affect women and men differently; and
- If so, this difference would be an important factor in managing for sustainable impact.

If the people targeted by the activity cannot be easily identified (such as people who attend mass meetings, people who buy from social marketing program vendors, people affected by economic reform), it may be too difficult to track and report sex-disaggregated data. In these cases, Operating Units should use performance indicators that may assess gender impact indirectly.

Operating Units should be aware that their activities may have significantly different effects on different social groups, and should ensure that neither women nor men are disproportionately affected, either positively or negatively. For example, in a region where 8 of 10 farmers are women and there are certain social norms governing social relations between the sexes, the Operating Unit should weigh the benefits of using male versus female agricultural extension agents. A program might disproportionately address women's access to education in situations where they have been historically disadvantaged. Similarly, policy changes often affect men and women differently, and Operating Units should look for unexpected effects that may need to be addressed. When gender technical expertise is not present in an Operating Unit, technical assistance is available from the Office of Women in Development in the Bureau for Economic Growth, Agriculture, and Trade (EGAT).

Competitive Solicitations (ADS **302. 5.14**)

Contracting Officers must:

- Incorporate into the Request for Proposal (RFP) the statement outlining gender issues
- Include in the RFP an appropriately weighted technical evaluation criterion addressing the gender considerations specified in the statement

Description (Procurement ADS 302.5.14)

To ensure that competitive contract solicitations comply with the policy contained in the bullet item "Gender" in ADS 201.3.6.3 part a. (See ADS 201.3.6.3), Contracting Officers must:

- Incorporate into the request for proposal (RFP) the statement outlining gender issues or confirm that the Strategic Objective Team (SOT) completed the rationale for not specifying gender issues as part of the activity approval; AND
- Include in the RFP an appropriately weighted technical evaluation criterion addressing the gender considerations specified in the statement, if applicable.

Grants and Cooperative Agreements (ADS 303.5.5b)

USAID policy requires that gender issues be addressed as appropriate in all USAID-funded activities.

- A statement outlining gender issues or a rationale for not including such a statement must be included in the competitive RFA or APS
- Whenever gender issues are to be incorporated into the activity, the RFA or APS announcement must state the requirement.

Description (Procurement ADS 303.5.5b)

A statement outlining gender issues or a rationale for not including such a statement must be included in the competitive RFA or APS, in accordance with ADS 201.3.6.3 (see ADS 201.3.6.3). The appropriateness of the statement or the rationale is determined by the Approving Official as part of the pre-obligation requirements.

Whenever gender issues are to be incorporated into the activity, the RFA or APS announcement must state the requirement. In developing specific criteria for evaluating the applicant's plan to incorporate gender issues into the overall activity, the SO/RP team shall consult, to the extent necessary, with the Bureau for Global Programs, Office of Women in Development (G/WID) for guidance on structuring the criterion to evaluate the plan's positive impacts on the socio-economic status of women, any differential impacts on men and women, and methods for measuring these impacts.

SELECT GENDER-RELATED DEFINITIONS

Gender refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.” (DAC Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation. OECD: Paris. 1998).

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

Gender Integration, in El Salvador more commonly known as Gender in Development, means taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing. The roles and relations of power between men and women affect who does what in carrying out an activity, and who benefits. Taking account of the inequalities and designing programs to reduce them should contribute not only to more effective development programs but also to greater social equity. Experience has shown that sustainable changes are not realized through activities focused on women alone.

Gender Mainstreaming, in El Salvador known as a Gender Equity Perspective, is the term adopted by the 1995 Fourth World Conference on Women in Beijing, to designate the methods and institutional arrangements for achieving gender equality. Gender mainstreaming goes beyond accounting for gender considerations in programs. Rather than regard gender issues as special interests to be taken up separately, gender mainstreaming is an approach that treats gender as a critical consideration in policy formulation, planning, evaluation, and decision-making procedures.

MICROFINANCE DATA

Financiera A	Women			Men			Total		
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
< \$50	25	74	99	48	52	100	73	126	199
\$51 to \$150	683	1444	2,127	1457	631	2,088	2,140	2,075	4,215
\$151 to \$300	1652	3702	5,354	2474	1624	4,098	4,126	5,326	9,452
\$301 to \$600	1847	5238	7,085	2465	2414	4,879	4,312	7,652	11,964
\$601 to \$1,000	846	2368	3,214	1228	1432	2,660	2,074	3,800	5,874
\$1,001 to \$1,750	627	1699	2,326	991	1243	2,234	1,618	2,942	4,560
\$1,751 to \$3,000	371	1021	1,392	716	856	1,572	1,087	1,877	2,964
\$3,001 to \$5,000	219	432	651	359	420	779	578	852	1,430
\$5,001 and above	230	729	959	688	1013	1,701	918	1,742	2,660
Totals	6,500	16,707	23,207	10,426	9,685	20,111	16,926	26,392	43,318

MICROFINANCE DATA TO BE TRACKED OVER TIME

Microempresa B	Women Married			Women single			Women Divorced			Women Widow			Women total		
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
< \$50	3	0	3	5	1	6	0	0	-	0	0	-	8	1	9
\$51 to \$150	861	310	1,171	1530	614	2,144	17	6	23	54	16	70	2462	946	3,408
\$151 to \$300	1469	648	2,117	2712	1347	4,059	50	9	59	82	35	117	4313	2039	6,352
\$301 to \$600	1089	624	1,713	1661	1161	2,822	40	11	51	54	25	79	2844	1821	4,665
\$601 to \$1,000	173	129	302	220	221	441	9	3	12	9	7	16	411	360	771
\$1,001 to \$1,750	67	43	110	88	59	147	2	0	2	5	3	8	162	105	267
\$1,751 to \$3,000	35	16	51	12	16	28	1	0	1	2	0	2	50	32	82
\$3,001 to \$5,000	19	4	23	4	4	8	2	0	2	0	0	-	25	8	33
\$5,001 and above	0	0	-	0	0	-	0	0	-	0	0	-	0	0	-
Totals	3,716	1,774	5,490	6,232	3,423	9,655	121	29	150	206	86	292	10,275	5,312	15,587

Microempresa B	Men Married			Men Single			Men Divorced			Men Widow			Men total		
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
< \$50	0	0	-	1	0	1	0	0	-	0	0	-	1	0	1
\$51 to \$150	236	60	296	280	75	355	4	0	4	3	1	4	523	136	659
\$151 to \$300	401	134	535	614	223	837	12	2	14	5	1	6	1032	360	1,392
\$301 to \$600	278	131	409	427	218	645	12	1	13	1	1	2	718	351	1,069
\$601 to \$1,000	35	27	62	61	32	93	2	0	2	1	0	1	99	59	158
\$1,001 to \$1,750	19	8	27	17	11	28	3	1	4	0	0	-	39	20	59
\$1,751 to \$3,000	5	3	8	3	4	7	0	0	-	0	0	-	8	7	15
\$3,001 to \$5,000	3	1	4	4	1	5	0	0	-	0	0	-	7	2	9
\$5,001 and above	1	0	1	0	0	-	0	0	-	0	0	-	1	0	1
Totals	978	364	1,342	1,407	564	1,971	33	4	37	10	3	13	2,428	935	3,363

CUADRO A01
EL SALVADOR: POBLACION TOTAL POR SEXO,
SEGUN GRUPOS DE EDAD

TOTAL PAIS URBANO

GRUPOS DE EDAD	TOTAL	SEXO	
		HOMBRES	MUJERES
TOTAL	3,840,164	1,773,738	2,066,426
0 - 4	378,735	199,251	179,484
5 - 9	411,857	208,503	203,354
10 - 14	391,411	196,059	195,352
15 - 19	375,138	181,985	193,153
20 - 24	381,348	179,917	201,431
25 - 29	299,279	129,512	169,767
30 - 34	259,952	113,833	146,119
35 - 39	250,946	109,681	141,265
40 - 44	209,368	88,876	120,492
45 - 49	184,623	76,744	107,879
50 - 54	161,784	71,755	90,029
55 - 59	120,734	49,254	71,480
60 - 64	113,327	48,617	64,710
65 - 69	90,445	35,867	54,578
70 Y MAS	211,217	83,884	127,333

FUENTE : MINISTERIO DE ECONOMIA, DIRECCION GENERAL DE ESTADISTICA Y CENSOS. ENCUESTA DE HOGARES DE PROPOSITOS MULTIPLES, 2002.

CUADRO A01

EL SALVADOR: POBLACION TOTAL POR SEXO,
SEGUN GRUPOS DE EDAD

TOTAL PAIS RURAL

GRUPOS DE EDAD	TOTAL	SEXO	
		HOMBRES	MUJERES
TOTAL	2,670,184	1,310,887	1,359,297
0 - 4	316,034	159,452	156,582
5 - 9	375,152	195,512	179,640
10 - 14	361,195	186,405	174,790
15 - 19	297,385	151,947	145,438
20 - 24	244,723	118,390	126,333
25 - 29	174,836	82,483	92,353
30 - 34	140,543	61,563	78,980
35 - 39	130,785	59,537	71,248
40 - 44	118,016	53,697	64,319
45 - 49	93,939	39,492	54,447
50 - 54	94,875	44,109	50,766
55 - 59	78,495	37,729	40,766
60 - 64	74,529	38,231	36,298
65 - 69	53,143	25,041	28,102
70 Y MAS	116,534	57,299	59,235

FUENTE : MINISTERIO DE ECONOMIA, DIRECCION GENERAL DE ESTADISTICA Y CENSOS. ENCUESTA DE HOGARES DE PROPOSITOS
MÚLTIPLES, 2002.

NOTE: In the urban area males outnumber females through 14 years of age. From 15 years of age, females outnumber males at progressively greater proportions through 29 years of age. For those 30 years and over, women continue to outnumber men though the proportions taper off until ages 60 and over.

In rural areas, males outnumber females through 19 years of age. From 20 years of age, women consistently outnumber men but never in proportions as great as occur in urban areas.

TABLE SOURCE: *Encuesta de Hogares de Propósitos Múltiples 2002*

CUADRO B01
EL SALVADOR: POBLACION DE 6 Y MAS AÑOS DE EDAD POR AÑOS DE ESTUDIO
APROBADO, SEGUN SEXO Y GRUPOS DE EDAD

TOTAL PAIS URBANO

SEXO Y GRUPOS DE EDAD	TOTAL	AÑOS DE ESTUDIO APROBADOS					
		NINGUNO	1 - 3	4 - 6	7 - 9	10 - 12	13 Y MAS
TOTAL	3,380,246	499,251	555,921	689,244	600,026	648,088	387,716
6 - 9	330,674	186,669	143,768	237	-	-	-
10 - 14	391,411	13,144	109,734	218,202	50,331	-	-
15 - 19	375,138	10,269	14,659	52,599	176,092	111,475	10,044
20 - 24	381,348	10,651	18,250	41,110	72,559	147,995	90,783
25 - 29	299,279	12,846	17,539	42,596	64,102	90,693	71,503
30 - 39	510,898	35,760	45,108	76,911	104,998	134,718	113,403
40 - 49	393,991	40,650	54,397	82,992	71,008	87,871	57,073
50 - 59	282,518	47,481	49,820	81,250	31,813	44,928	27,226
60 y MAS	414,989	141,781	102,646	93,347	29,123	30,408	17,684
HOMBRES	1,533,188	193,832	248,303	310,965	290,053	302,564	187,471
6 - 9	167,204	94,049	73,155	-	-	-	-
10 - 14	196,059	7,156	56,938	109,866	22,099	-	-
15 - 19	181,985	4,493	7,527	25,073	87,490	53,418	3,984
20 - 24	179,917	3,945	7,540	18,008	34,543	74,191	41,690
25 - 29	129,512	4,612	7,368	16,972	30,946	40,239	29,375
30 - 39	223,514	10,450	17,938	31,796	51,586	59,082	52,662
40 - 49	165,620	11,558	18,043	32,162	34,252	38,046	31,559
50 - 59	121,009	12,846	19,754	33,863	15,009	23,284	16,253
60 y MAS	168,368	44,723	40,040	43,225	14,128	14,304	11,948
MUJERES	1,847,058	305,419	307,618	378,279	309,973	345,524	200,245
6 - 9	163,470	92,620	70,613	237	-	-	-
10 - 14	195,352	5,988	52,796	108,336	28,232	-	-
15 - 19	193,153	5,776	7,132	27,526	88,602	58,057	6,060
20 - 24	201,431	6,706	10,710	23,102	38,016	73,804	49,093
25 - 29	169,767	8,234	10,171	25,624	33,156	50,454	42,128
30 - 39	287,384	25,310	27,170	45,115	53,412	75,636	60,741
40 - 49	228,371	29,092	36,354	50,830	36,756	49,825	25,514
50 - 59	161,509	34,635	30,066	47,387	16,804	21,644	10,973
60 y MAS	246,621	97,058	62,606	50,122	14,995	16,104	5,736

FUENTE: MINISTERIO DE ECONOMIA, DIRECCION GENERAL DE ESTADISTICA Y CENSOS. ENCUESTA DE HOGARES DE PROPOSITOS MULTIPLES, 2002.

NOTE: In urban areas, males outnumber females through 14 years of age.

In rural areas, males outnumber females through 19 years of age.

TABLE SOURCE: *Encuesta de Hogares de Propósitos Múltiples 2002*

MATRÍCULA INICIAL DE EDUCACIÓN BÁSICA EN LA ZONA URBANA SEGÚN GRADOS DEL SEXO MASCULINO, AÑO 2002.

TOTAL PAÍS LA ZONA URBANA	G R A D O S									SUMA
	1° GRADO	2° GRADO	3° GRADO	4° GRADO	5° GRADO	6° GRADO	7° GRADO	8° GRADO	9° GRADO	
	47413	36969	34579	32665	31424	30803	35742	31881	28581	310057

MATRÍCULA INICIAL DE EDUCACIÓN BÁSICA EN LA ZONA URBANA SEGÚN GRADOS DEL SEXO FEMENINO, AÑO 2002.

TOTAL PAÍS LA ZONA URBANA	G R A D O S									SUMA
	1° GRADO	2° GRADO	3° GRADO	4° GRADO	5° GRADO	6° GRADO	7° GRADO	8° GRADO	9° GRADO	
	44300	35032	33433	32494	31249	31047	34588	32044	29217	303404

Note: In urban areas, males outnumber females through 14 years of age.

TABLE SOURCE: *Encuesta de Hogares de Propósitos Múltiples 2002*

MATRÍCULA INICIAL DE EDUCACIÓN BÁSICA EN LA ZONA RURAL SEGÚN GRADOS DEL SEXO MASCULINO, AÑO 2002.

TOTAL PAÍS LA ZONA RURAL	G R A D O S									SUMA
	1° GRADO	2° GRADO	3° GRADO	4° GRADO	5° GRADO	6° GRADO	7° GRADO	8° GRADO	9° GRADO	
	79857	54047	47192	41055	35937	32442	25775	19180	14354	349839

MATRÍCULA INICIAL DE EDUCACIÓN BÁSICA EN LA ZONA RURAL SEGÚN GRADOS DEL SEXO FEMENINO, AÑO 2002.

TOTAL PAÍS LA ZONA RURAL	G R A D O S									SUMA
	1° GRADO	2° GRADO	3° GRADO	4° GRADO	5° GRADO	6° GRADO	7° GRADO	8° GRADO	9° GRADO	
	70737	48689	43552	38044	33698	29983	22869	17316	12849	317737

NOTE: In rural areas, males outnumber females through 19 years of age.

TABLE SOURCE: *Encuesta de Hogares de Propósitos Múltiples 2002*

Nearly one of every three students who begin first grade in rural areas do not go on to the second grade either because they drop out or because they are forced to repeat the grade, according to the UNDP *Informe Sobre Desarrollo Humano El Salvador 2003* (p. 86).