GENDER AUDIT
USAID/TANZANIA

GENDER AUDIT FOR USAID/TANZANIA

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TABLE OF CONTENTS   Page

ACKNOWLEDGEMENTS

ACRONYMS

ADS	Automated Directive System (USAID's operations manuals)
APS	Annual Program Statement
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
EG	Economic Growth
EGAT	Economic Growth, Agriculture, and Trade
EXO	Executive Officer
FGD	Focus Group Discussion
FHI	Family Health International
GAD	Gender And Development
GMWG-MP	Gender Mainstreaming Working Group – Macro Policies
GOT	Government of Tanzania
GWG	Gender Working Group
IQC	Indefinite Quantity Contract
MDG	Millennium Development Goal
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania or Tanzania Strategy for Growth and Reduction of Poverty
NGO	Non-Governmental Organization
NRM	Natural Resources Management
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
PMP	Performance Monitoring Plan
PVO	Private Voluntary Organization
REDSO/ESA	Regional Economic Development Services Office for East and Southern Africa
SO	Strategic Objective
SOW	Scope of Work
SPPS	Strategic Planning and Program Support
TCMP	Tanzania Coastal Management Partnership
TDY	Temporary Duty
USAID	United States Agency for International Development
USAID/TZ	United States Agency for International Development/Tanzania
WID	Women in Development

EXECUTIVE SUMMARY

This report documents the implementation of a gender audit at USAID/Tanzania. The audit was carried out between February and July 2006, in two phases. The gender audit survey was conducted in late February, and follow-up discussions were held in May, with the final report completed in August. The audit was supported by the WID Indefinite Quantity Ccontract, Task Order I, Short-Term Technical Assistance and Training (GEW-I-01-02-00019) and also received support from the Gender Advisor from the Regional Economic Development Services Office for East and Southern Africa (REDSO/ESA) for the facilitation of the focus group discussions.

Even before conducting the audit, USAID/Tanzania had demonstrated a commitment to gender integration, including:

- Developing guidelines for gender mainstreaming in the procurement process;
- Establishing the position of a Gender Advisor;
- Creating a Gender Working Group (GWG);
- Articulating statements to reduce gender inequalities in the Country Strategy Statement for each Strategic Objective (SO) and for the mission as a whole;
- The inclusion of gender issues as a topic on the portfolio review forms;
- Representing women in photographs on the mission website and in their publications;
- Funding programs that integrate gender in several SO activities, particularly YouthNet, PACT-Tanzania's gender manual for advocacy Non-Governmental Organizations (NGOs), Technoserve's work with a cashew nut factory and its employment of women; and the Tanzania Coastal Management Program's effort to support women's as well as men's income-earning through seaweed farming, beekeeping, and fish marketing.

A number of the gender audit survey[1] results were confirmed by the focus group discussions, including:

- that there is a wide general awareness and acceptance of USAID's mandate for gender integration across the Agency's programs and operations;
- that there is appreciation for the strong leadership from senior management on the importance of addressing gender issues;
- that there is a high level of awareness among staff of the importance of addressing gender inequalities and their effect on development work in Tanzania; and,
- that the employees at USAID/Tanzania, both US and Tanzanian, feel comfortable with the working environment and feel that they are respected and valued members of a common team, regardless of their sex. Their ease in voicing their opinions is a reflection of the already high level of comfort between men and women existing in the mission and of their trust in mission leadership.

These positive actions, however, are not systematically developed or institutionalized. The audit results suggest that gender mainstreaming would be immensely enhanced through:

- targeted training of the Gender Working Group to empower them as leaders in gender integration for their respective SO teams and administrative offices;

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[1] See Annex C.

- development of a coordinated and sequenced action plan to build an integrated program to enhance gender equality in the workplace and reduce gender constraints in mission programming;
- greater attention to identifying substantive gender issues in the procurement process and early in the design of program activities, supported by creative thinking on gender-sensitive monitoring, to begin active assessment of gender-related impacts of development activities;
- sharing the successful efforts in gender integration and the achievement of gender equality demonstrated in the activities of implementing partners with mission staff, both technical and non-technical; and,
- recognizing and rewarding outstanding efforts related to gender by mission staff and implementing partners.

Recommendations for next steps include:

As soon as possible:
- Reconfirm membership in the Gender Working Group, expanding it to include non-program staff from administration, finance, and the motor pool;
- Finalize the charter for the Gender Working Group, with a clear expression of their fundamental role in leading mission efforts to mainstream gender;
- Develop and approve a vision statement on gender equality;
- Develop and approve a gender policy;
- Develop and approve a gender action plan, and
- Develop a training plan for mission staff, technical and non-technical, giving first priority to members of the Gender Working Group.

Over the **longer term**, efforts should be directed towards strengthening skills in gender integration among SO staff and increasing awareness among all mission staff. Activities to achieve these goals are identified in the action plan on page 19.

1. Introduction

This report discusses the process and results of a gender audit carried out by USAID/Tanzania from February to July 2006 (see Annexes A and B). The gender audit process[2] addresses not only gender in programming issues but also in the practices and policies of the mission as a whole, such as human resource issues, budgeting, and management, to provide a holistic picture of gender relations in several aspects of the organization.

USAID/Tanzania, over the past five years, had already begun to focus on gender as a cross-cutting theme in mission programming. A gender assessment in 2003, conducted in conjunction with the development of its country strategic plan of 2005-2015, reviewed activities in each strategic objective area.[3] Several of the recommendations identified at that time were implemented over the next three years, including creating and filling a post of gender advisor, establishing a gender advisory group in the mission, institutionalizing reporting on gender as part of the periodic portfolio reviews, and improving attention to gender issues in the procurement process.

Other recommendations have not yet been addressed, however: developing and implementing a mission gender strategy, developing a gender monitoring system, and/or establishing a systematic process for measuring program impact on gender relations either within the mission or in conjunction with partner organizations. Part of the difficulty in moving forward on these tasks has been the difficulty of identifying specific gender-related indicators in different sectors.

At the same time, changes in both the mission and USAID agency-wide organization over the past several years have replaced or changed the mechanisms by which some of these goals were to be achieved, requiring new thinking and new systems.

Two simultaneous conditions prompted the request for assistance to carry out a gender audit. First, as part of a general agency shift in the country strategic planning process, the mission was asked to develop a new country strategy statement for 2006-2010. It seemed an opportune moment to push towards greater integration of gender issues in programming. As the gender audit Scope of Work (SOW) noted, despite

> … a lot of thinking about gender ….in the mission, …there has been very little action towards integrating gender into our work. We believe therefore that it is now the time to take this more seriously, by looking at what we have done/achieved, what capacity we have, and the gaps and challenges. We can then design activities that will take us towards mainstreaming gender within the newly developed strategy.

Secondly, the mission recognized the importance of expanding action beyond programming, committing itself to addressing gender inequalities "at all levels of program and front office structures" through the gender audit process.

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[2] The process used at USAID/Tanzania modified the Gender Audit created by InterAction's Commission on the Advancement of Women, which was developed by Patricia Morris, Suzanne Kindervatter, and Amy Woods (http://www.interaction.org/caw/services.html).
[3] The 2003 Gender Assessment for USAID/Tanzania is available at: http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/ga_tanzania.pdf

The report and its recommendations are based on meetings with Mission staff members and interviews with USAID implementing partners and the Ministry of Community Development, Gender, and Children in Dar es Salaam (see Annex D), as well as on the results of the survey and the focus group discussions.

2. UNDERSTANDING GENDER AND DEVELOPMENT

The study of gender has changed significantly since 1973 when the US Congress passed the Percy Amendment, requiring US foreign assistance programs to "give particular attention to those programs, projects, and activities that tend to integrate women into the national economies of developing countries." Section 113 of the Foreign Assistance Act of 1961, "Integrating Women into National Economies," as the Percy Amendment is formally known, remains in effect and authorizes funding to be used to integrate women into development efforts, with a special emphasis on increasing their economic productivity.[4] At that time, the recognition that women were important economic actors in developing countries was itself revolutionary[5] and the guiding principle of the legislation was to ensure that women were given access to development programs that were commonly designed only with men in mind. The principle of women's inclusion was operationalized with the establishment of the USAID Office of Women in Development in 1974.

Over the years, the emphasis on women's empowerment remained strong, but the turn towards a more inclusive approach recognizes that efforts to include women will not succeed without simultaneously addressing men's attitudes and practices. Achieving the full participation of and benefit for women in development programs also requires transforming discriminatory institutional structures and legislation. This approach of "gender and development" (GAD) emerged in the 1980s from the awareness that gender relations shape both men's and women's opportunities and constraints in the development process.[6] Lucy Muyoyeta[7] explains:

> GAD looks at the impact of development on both women and men. It seeks to ensure that both women and men participate in and benefit equally from development and so emphasizes equality of benefit and control. It recognizes that women may be involved in development, but not necessarily benefit from it. GAD is not concerned with women exclusively, but with the way in which gender relations allot specific roles, responsibilities and expectations between men and women, often to the detriment of women. Development, therefore, is about deep and important changes to relations dealing with gender inequality within society.

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[4] http://www.usaid.gov/policy/ads/faa.pdf, page 58.
[5] Comment from Julia Taft, Assistant Administrator and Director, United Nations Development Program, Bureau for Crisis Prevention and Recovery, reported in http://www.usaid.gov/about_usaid/acvfa/acvfasummaryoct2003.pdf
[6] The Tanzania Gender Networking Programme provides this definition of gender and development:
This approach to development recognizes that women, poor men and other disadvantaged groups are the victims of social structures that impact them negatively. The ultimate goal of such an approach is to create equitable and sustainable development with women and men as decision-makers through empowering these groups to create social transformation with a gender perspective. It proposes taking into account the different practical and strategic needs of women and men at all stages of a project cycle, this involves gender mainstreaming. Gender and Development has replaced the Women in Development approach in most recent development literature but has yet to be broadly implemented (http://www.tgnp.org/0genderconcepts.htm).
[7] Lucy Muyoyeta, "Women, Gender, and Development"
http://www.developmenteducation.ie/shop/women_gender_dev.pdf

In short, the continued struggle to achieve gender equality depends upon identifying the most important obstacles to gender equality through careful analysis, not assumption, and then designing appropriate activities or policies to remove the identified impediments, whether in development programs or development institutions. The following section clarifies some of the basic ideas used in gender analysis.

Key Terms and Concepts

Sex refers to the biological characteristics that define males and females primarily (but not exclusively) according to reproductive capabilities or potentialities. **Sex** describes males or females; it refers to a universal and unchanging set of categories.

By contrast, **gender**[8] is socially and culturally defined.[9] It therefore does not reflect any absolute or universal category. Instead, the definition of a gender category changes over time and across cultures, and cannot be assumed *a priori*, but must be investigated. Each cultural system creates a set of beliefs and practices for men and for women that define the relationships between them. The definition of gender insists that the situation of men and women must be analyzed in relationship to each other, and not in isolation.

Gender Integration involves identifying gender differences and inequalities through an analytical process (called a gender analysis) and then addressing them during program or activity design, implementation, monitoring, and evaluation. The inequalities may be experienced by women or by men. Progress in reducing gender inequalities is tracked by ensuring that appropriate indicators are included in project implementation. Since the roles and relations of power between men and women affect how an activity gets carried out, attending to these issues on an on-going basis should both achieve more sustainable development outcomes and also achieve greater gender equality.

Gender Mainstreaming is the process of explicitly and fully addressing gender from the beginning to the end of any planned action. As defined by the United Nations in 1997,

> *It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design and implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women can benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.[10]*

Gender Equality refers to the ability of men and women to have equal opportunities and life chances. It does **not** mean that resources are split 50-50 between men and women. Gender

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[8] The USAID operation and policy guidance contained in the ADS draws on the definition of gender developed by the Gender Working Group of the OECD/DAC: "the economic, social, political and cultural attributes and opportunities associated with being male and female….The nature of gender definitions (what it means to be male and female) and patterns of inequality vary among cultures and change over time."

[9] "In Swahili, the word used for gender is jinsia. It is defined in terms of the social roles of men and women, as follows: *jinsia ni mahusiano ya kijamii yanayotambua wavulana na wasichana, wanawake na wanaume wamelelewa katika misingi tofauti kufuatana na tabia, mila, desturi, utamaduni na matarajio ya jamii husika. Mahusiano ya kijinsia yanajengwa kwa njia ya kuelekeza au kufundisha yaani makuzi na malezi au kwa mtu kujifunza. Kwa hali hiyo, mahusiano ya kijinsia yaliyojengeka vilevile yanaweza kubadilika au kubadilishwa"* (http://www.tgnp.co.tz/swahili_concepts.htm).

[10] http://www.un.org/womenwatch/asp/user/list.asp?ParentID=10314

equality is a US government endorsed goal of development and development cooperation efforts. It is Goal 3 of the Millennium Development Goals: ***"To promote gender equality and empower women."***[11]

It is important to recognize that:

> *The emphasis on gender equality …does not presume a particular model of gender equality for all societies and cultures, but reflects a concern that women and men have equal opportunities to make choices about what gender equality means and work in partnership to achieve it.[12]*

3. GENDER AND DEVELOPMENT IN TANZANIA

Improving the status of women has long been a concern for the Government of Tanzania (GOT). Without denying the continued problems of poverty and inequality faced by many women in Tanzania, the GOT has taken many positive steps to articulate and support its goals of gender equality since independence. In addition to developing a "Women and Gender Development Policy" in 2002, the GOT has enacted several significant pieces of legislation to support women's rights to land tenure and inheritance and against gender-based violence; it is also a signatory to key international declarations on gender equality, such as the Convention to Eliminate All Forms of Discrimination Against Women (CEDAW) and the Platform for Action and Beijing Declaration (1995). Tanzania has adopted four of the Beijing priority areas for its own National Platform for Action:

- Enhancement of women's legal capacity
- Economic empowerment of women
- Political empowerment of women
- Improvement of women's access to education and training.

In addition, the new Tanzania Strategy for Growth and Reduction of Poverty, known in Kiswahili as MKUKUTA (Mkakati wa Kukuza Uchumi na Kupunguza umaskini Tanzania), has included gender as a cross-cutting issue; stakeholders are trying to increase attention to the monitoring of gender indicators.[13]

Since the recent election of President Jakaya Kikwete in 2005, improving women's political participation and representation has also been discussed as a key national goal, and women have been named as ministers in several key cabinet posts, including the Minister of Community Development, Gender, and Children; Education and Vocational Training; Finance; Foreign Affairs and International Co-Operation; and Justice and Constitutional Affairs.

Tanzania also benefits from a strong group of gender-oriented organizations that advocate on behalf of women as well as for gender equality more broadly. These include the Tanzania Gender Networking Programme which carries out research on gender issues, advocates for gender equality, and also provides training and capacity building programs as well as a number of

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[11] http://www.developmentgoals.org/About_the_goals.htm
[12] OECD, 1998, "DAC Guidelines for Gender Equality and Women's Empowerment in Development Cooperation," page 12.
[13] For an in-depth discussion of key gender issues in Tanzanian development see C. Mark Blackden and Magdalena Rwebangira, "Tanzania Strategic Country Gender Assessment" Washington, DC: World Bank, 2004.

professional women's organizations for lawyers, journalists, entrepreneurs, among many others.[14]

Despite these strengths, gender disparities remain significant across the country. While both women and men contribute significantly to the Tanzanian economy, especially in agriculture and other rural-based enterprises, women are responsible for a larger share of domestic work and have generally less access to key productive resources, such as land, labor, capital, and education. Gender-based violence is reported to be high and women are said to be reluctant to report abuse. HIV/AIDS prevalence rates are higher for women than for men in all age groups under 40 years of age.[15]

4. GENDER AUDIT METHODOLOGY

Several organizations have, over the past few years, developed different types of assessments to evaluate their achievements and challenges in gender integration.[16] USAID's Office of Women in Development supported the development of a gender audit methodology by InterAction, an umbrella group of US-based NGOs. The InterAction Gender Audit methodology, with modifications, was the basis for the process used at USAID/Tanzania.

The purpose of the gender audit is to provide a tool for organizational planning through a participatory process of self-assessment. There are four steps to the process:

- Initially, a small group carried out a brief review of the current gender integration strategy and results. This may be done by one or more consultants or by a small task force within the organization, or the two together;
- The second step involves a survey of staff attitudes and actions about a range of gender issues in their organization and analysis of the survey responses;
- The third step provides for discussion of the survey responses; and,
- The fourth step starts the creation of an action plan to address issues raised during the audit process.

In sum, the audit process:
- creates a picture of people's perceptions and understandings of gender in their organization,
- provides a forum for discussing gender issues, and
- develops an action plan for gender integration in the organization's programs and practices.

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[14] See the 2003 USAID/Tanzania Gender Assessment (http://pdf.usaid.gov/pdf_docs/PDACG107.pdf).
[15] See, for example, C. Mark Blackden and Magdalena Rwebangira, "Tanzania Strategic Country Gender Assessment" Washington, DC: World Bank, 2004; Tanzania Commission for AIDS, "Country Report: United Republic of Tanzania" 2005, (http://data.unaids.org/pub/Report/2006/2006_country_progress_report_tanzania_en.pdf); Binagi, Ellen and T. Msaki 2004 "Poverty Reduction Strategy Review Process with a Gender Perspective/Agriculture" Dar es Salaam, Tanzania: Ministry of Agriculture and Food Security.
[16] The Netherlands development organization developed a gender audit in 1999-2000; they have since renamed it a "gender self-assessment." Information on their process is available at http://www.snvworld.org/cds/rgGsa/index.htm. In addition, the UK Department for International Development piloted a gender audit in Malawi. A report of that process was written up by Caroline Moser http://www.dfid.gov.uk/pubs/files/gender-audit-malawi2.pdf.

InterAction's Gender Audit

The gender audit process was developed by InterAction's Commission on the Advancement of Women.[17] It was designed to be used by NGOs and Private Voluntary Organizations (PVOs) "to systematically take stock of and address the status of gender equality in all aspects of their operations and work." The process is primarily a self-assessment methodology for an organization that uses a readiness checklist, a questionnaire, and a set of focus group discussions involving all staff members to clarify strengths of the organization, challenges to the organization, and the steps needed to move closer to the organization's vision of gender equality. Overall, the audit seeks to improve how an organization manages its efforts to promote gender equality and women's empowerment. By involving the entire institution, it gives people a chance to learn how gender relations affect their daily lives, at home and at work, and how the institutional environment can help to model greater gender equality.

A unique characteristic of the InterAction audit process is its attention to four different aspects of an organization's operations: political will, technical capacity, accountability, and organizational culture,[18] which are defined below.

Political Will – the ways in which leaders use their position of power to communicate and demonstrate their support, leadership, enthusiasm for and commitment to working toward gender equality in the organization.

Technical Capacity – Level of ability, qualifications and skills individuals in an organization need to carry out the practical aspects of gender integration for enhanced program quality, and level of institutionalization of gender equitable organizational processes.

Accountability – Mechanisms by which an organization determines the extent to which it is "walking the talk" in terms of integrating gender equality in its programs and organizational structures.

Organizational Culture – Norms, customs, beliefs and codes of behavior in an organization that support or undermine gender equality: how people relate; what are seen as acceptable ideas; how people are expected to behave; and what behaviors are rewarded.

InterAction envisions these components as a tree, rooted in a strong political will that allows and encourages gender equality to grow and branch out into the areas of technical capacity, accountability, and organizational culture (*see Figure at right, developed by InterAction*).

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[17] http://www.interaction.org/caw/services.html
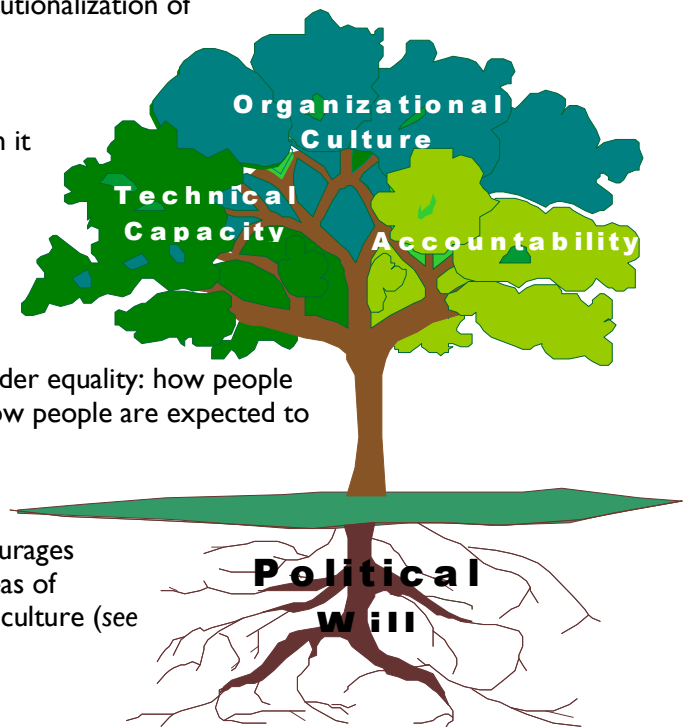
[18] See Patricia Morris' *The Gender Audit Questionnaire Handbook*, Washington, D.C., InterAction, 1995, page 2.

The gender audit at USAID

The gender audit at USAID followed the general sequence laid out for the InterAction Process (see also Annex B):

- Review of the current gender integration strategy and results;
- Staff survey of attitudes and actions about a range of gender issues in their organization and analysis of the survey responses;
- Focus group discussions of the survey responses; and,
- Drafting of an action plan to address issues raised during the audit process.

Prior to starting the gender audit, USAID/Tanzania had many structural elements in place already to assist and support gender mainstreaming, including:

- Guidelines for gender mainstreaming in the procurement process; inclusion of gender language in recent Annual Program Statement (APS) drafts and other procurement documents;
- A position for a gender advisor;
- Existence of a Gender Working Group;
- Strong statements supporting the targeting of gender inequalities in the former Country Strategic Plan and the current Country Strategy Statement for each SO and for the mission as a whole;
- Gender issues are included as a topic on the portfolio reviews forms;
- Excellent representation of women in photographs on website and in publications;
- Several good examples of gender integration in SO activities, particularly YouthNet, PACT-Tanzania's gender manual for advocacy NGOs, Technoserve's work with a cashew nut factory and its employment of women; and Tanzania Coastal Management Program's effort to support women's income-earning through seaweed farming, beekeeping and fish marketing. These examples should be shared across SOs, publicized further, and analyzed for lessons learned;
- High level of awareness of the importance of addressing gender inequalities and their effect on development work among staff; and,
- Completion of gender assessment (2003) and inception of gender audit (2006).

Several aspects of InterAction's Gender Audit were modified in the USAID/Tanzania process.

1. The mission chose to bring in assistance to facilitate the audit rather than to handle some of the tasks internally. The USAID Office of Women in Development provided the main consultant under the WID IQC Task Order for Short-term Technical Assistance and Training to organize and facilitate the audit process, including the design and analysis of the questionnaire, preparation of presentations, and writing of the reports. USAID/REDSO/ESA provided the assistance of the REDSO gender advisor to train the facilitators for the focus groups and supervise the focus group discussions. The USAID/Tanzania gender advisor, with support from the Gender Working Group, monitored the overall process, led the focus group discussions, and provided feedback at key points.

2.   The questionnaire used by InterAction was shortened and revised to be more relevant for an office within the U.S. Federal Government. The number of questions was reduced from ninety to just over fifty. Questions relating to areas on which the federal government has established regulations, such as maternity and paternity policies, were not included, and questions about programming were revised to reflect the programming process at USAID. InterAction supports the modification of its tools, including the questionnaire, to make them appropriate for each organization's particular needs.

3.   Depending on the circumstances, such as the availability of time and knowledge in an organization, the analysis of the survey data and development of the action plan can be carried out internally or it can be done externally. In this case, more of the responsibility for these tasks was given to the consultant, and the Gender Working Group as well as other mission staff provided feedback. The adoption of any recommendations and the success of their implementation will depend on their acceptance by the Gender Working Group.

4.   In the InterAction Gender Audit, it is common to compose focus groups as mixed groups of men and women representing a range of staff positions. This has the advantage of introducing people to those they may not know and encouraging people to learn about the opinions of those they may not interact with regularly. After initially designing the USAID/Tanzania focus groups in this way, the gender audit team at USAID/Tanzania decided to make a change in the composition and use mostly same sex and same level staff grouping (see section 6).

5. REVIEW AND DISCUSSION OF SURVEY RESULTS

The gender audit survey was distributed, completed, and collected between February 23 and March 3, 2006. Of the 66 surveys given out, a total of 57 (86%) were returned and included in the analysis, although not all of the returned surveys were complete. There was a consistent drop off in the response rate towards the end of the questionnaire, suggesting that a shorter questionnaire would have been better. Each question of the gender audit survey was analyzed in three ways – for the mission as a whole, disaggregated by sex, and disaggregated by (self-identified) staff position. The answers to the survey questions provide a useful review of the general level of awareness of gender equity issues at the mission.

Results for the Mission as a Whole

Overall, staff members are well aware that gender integration is required by USAID/Washington (71% replying that it is required "to the fullest extent"). When asked about the requirements in particular areas, however, this number declined significantly, with only 38% saying that gender equality objectives were included "to the fullest extent" in the country strategy statement, 31% saying gender issues are fully addressed during strategic planning, and 20% during the activity design process. *These responses suggest a need to provide greater detail of the USAID requirements about gender integration during each phase of the project cycle.*

Similarly, although over 50% of staff stated that gender criteria are either frequently (32%) or always (21%) part of USAID/Tanzania's acquisition and assistance procedures, there was little knowledge of the existing procurement guidance prepared by the program office in 2004, with 40% stating they did not know if the guidelines were useful. *These responses suggest that a workshop on addressing gender in the procurement process would be helpful to the technical staff.*

An overwhelming 77% of respondents said that there was a person or division responsible for gender "to the fullest extent." It emerged in the focus group discussions that this response reflected people's awareness of the existence of the gender advisor and the responsibilities associated with that position. However, in people's own offices, there were only 30% who said there were assigned responsibilities for gender integration "to a significant extent." *Since it is not possible for a single person to handle all the work of gender integration for the entire mission, this set of responses suggests the need to strengthen the Gender Working Group's skills in gender integration and to clarify their responsibilities, so that the responsibilities for ensuring that gender is mainstreamed in all offices is shared more widely.*

On the program side, there was a widespread perception that the views of men and women are incorporated into project design through a participatory process (18% to the fullest extent and 31% to a significant extent), and similar percentages reported that project design was influenced by women's groups or networks (21% fully; 17% to a significant extent). However, while over 70% of staff thought that sex-disaggregated data provides useful information for project design, only 11% reported that best practices were incorporated into subsequent program/activity design, 15% said sex-disaggregated data was collected and 11% said sex-disaggregated data was analyzed at the activity level to the fullest extent; 32% and 20% to a significant extent, respectively. *These responses point to the need to utilize more systematically the sex-disaggregated data that is collected, buttressed by the finding that 52% of respondents believe that USAID could do more to institutionalize gender integration.*

On most of the questions related to the organizational culture, the staff scored the mission well. Close to 50% of respondents disagreed with statements asserting that, at USAID men were privileged over women in their ability to establish personal and professional networks, to dominate in meetings, or in the valuation of their work styles. Just over half of the staff believed that management respects diversity in work and management styles. On each of the questions, it appeared that women had equal access to men. And nearly half (48%) of the staff said they were enthusiastic about the gender work they carry out.

Less positive is the finding that 44% of staff perceive a gap between the way that men and women view gender issues in the mission. In fact, few of the questions showed large differences between men's and women's answers – staff position showed a greater range of variation. *Nonetheless, these responses show that there is the perception of difference.*

Among the strengths which USAID/Tanzania staff identified, in addition to those identified in the situational analysis mentioned above, were:
- That all staff members are treated equally and no man is considered better than a woman; women are respected in all areas, and that women are as confident as men.
- The number of women in USAID/Tanzanian and its implementing partners has increased in recent years.

- A qualified woman (though it could, of course, be a man or a woman) has been hired to deal with gender issues.
- Financial resources were provided to carry out the gender audit
- The work of partners and support for their activities on gender has improved the well-being of women and the reduction of inequalities in access to essential services.
- Gender has been integrated (to some degree) in all SO programming.

Differences in Men's and Women's Responses to the Survey Questions

At USAID/Tanzania, men (n=27) and women (n=28) answered many questions in similar ways. Overall, men tended to answer with a smaller range of responses and, of those that answered, fewer gave a response of "don't know" to most questions.

Although overall, the mission scored highest on its perception of technical skills, men gave a higher rating to the current skill level than did women. While about three-quarters of men agreed that staff members have the necessary skills for working in a gender-aware manner and about 7% disagreed (with nearly a fifth having no opinion), the corresponding proportion of women that agreed was closer to half (57%) with fully a quarter of women responding that they disagreed.

Women also reported that less work is being done to assess the impact of sex-disaggregated data that is being collected on programs and activities. Just over one-quarter of women reported that impact is being monitored and evaluated to a significant or full extent in comparison to 40% for men. *It is not entirely clear what lies behind this difference.*

"Being a team player" was reported as being an important characteristic of a good worker at USAID/TZ, and about three-quarters of respondents thought that USAID/TZ already promotes teamwork with men and women acting as equal partners. The response varied when disaggregated by sex, however. Nearly 92% of men agreed that teamwork is promoted, in comparison with just under 70% of women respondents.

In a similar vein, nearly 10% of men but no women reported that they strongly disagreed that USAID could do "much more" to institutionalize gender integration. Over four-fifths of the women compared to two-thirds of the men agreed that more could be done.

Ninety percent (90%) of men compared with 65% of women responded that the work culture of USAID does not favor the way that men work.

More men (33%) than women (13%) reported that budgeted resources for gender integration are adequate and many people simply didn't know.

Differences in Responses to the Survey Questions according to Staff Position

The survey asked each respondent to identify his or her staff position, according to self-identification as senior staff or team leader, SO team technical staff, other technical staff, and support staff.

Some differences in perceptions across staff categories emerged, although in most cases the difference was small.

On the issue of who has responsibility for gender integration, three of the groups stated that there is an identified division responsible for gender integration at levels of 65% or higher; only senior management/team leaders showed a range in their responses. Nearly a quarter of all respondents to the question about staff responsibilities in their own offices did not know. Support staff responses were skewed to the lower end of the scale; SO technical staff and senior management were skewed towards the higher end, with 50% of the SO technical staff responding that someone on their team was responsible "to a significant extent" for gender integration.

Support staff were less aware of the extent of training available, with 36% answering that they didn't know and only 7% reporting a "significant extent"; In contrast, SO technical staff and senior management reported at just below and just above one-third levels that training was available to a "significant extent."

Although all staff categories reported that gender integration is important in designing new activities, the figures for data collection, analysis, and monitoring and evaluation of impact were lower. None of the senior management reported impact being measured to the fullest extent although their peak response was at the "significant" level; the highest percentages for all other staff groups were reported at "limited" or "moderate" level.

Senior staff was the only group to report that gender stereotyping was not challenged; most respondents in the other groups had no opinion on this question.

Over half of the support staff reported that women should be preferentially recruited "to a significant" extent; and other groups also reported in the majority in favor on this point.

6. REVIEW AND DISCUSSION OF FOCUS GROUPS[19]

Focus group discussions can be a useful planning tool. They do not provide statistically valid data, but typically offer a fuller range of material and a perspective on group dynamics that cannot easily be captured in a survey. It is an opportunity to clarify the understanding held by the group and to hear their opinions. In a focus group, answers are neither right nor wrong. All opinions are valid – the goal is to see which views are more widely held and to clarify their meaning. When well-guided and thoughtfully conducted, the focus groups help to create ownership and engagement among different sections of the organization because they allow participants an opportunity to express their views and to be heard by others.

As mentioned above, the focus groups were organized primarily in groupings of the same sex and the same staff position. This was done for the following reasons:

- It was evident from the disaggregation of the survey results that the administrative and non-SO technical staff returned the greatest number of "don't know" answers. The team wanted the opportunity both to provide this group with additional explanations

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[19] Greater detail on the focus groups is contained in the separate report, "Report on the Focus Group Discussions of the USAID/Tanzania Gender Audit, May 2006" by Deborah Rubin and Elizabeth Missokia that was submitted to USAID/Tanzania and is available, along with internal USAID/Tanzania newsletters from the gender audit process, at http://www.devtechsys.com/publications/gender.cfm.

about gender and to explore their views on the survey questions more easily by grouping them together.

- The sex-disaggregated survey results had not shown many important differences between men's and women's responses. The team thought that single-sex groups might provide greater clarity as to whether opinions on some topics differed to any extent.

- The drivers had not been included in the original survey. Including them in a Focus Group permitted them to voice their opinions on the topics covered by the survey. They comprised a separate group so that they could be given the background on the audit process and its purpose that the others had received earlier.

Focus groups were formed from a list of approximately one hundred members of the USAID/Tanzania mission staff. Ten to twelve staff members were assigned to a group according to the following categories:

- Administrative and non-SO technical staff,[20] all women
- Administrative and non-SO technical staff, all men
- Administrative and non-SO technical staff, mixed men and women
- SO Technical and Program Office staff, all women
- SO Technical staff and Program Office, all men
- Motorpool, all men.

The focus groups both confirmed many of the results of the survey and provided clarification on ambiguous results. In particular, they *confirmed* two important and very positive findings from the survey.

First, that there is a wide general awareness and acceptance of USAID's mandate for gender integration across the Agency's programs and operations;

Second, that the employees at USAID/Tanzania, both US and Tanzanian, feel comfortable with the working environment and feel that they are respected and valued members of a common team, regardless of their sex. Their ease in voicing their opinions is a reflection of the already high level of comfort between men and women existing in the mission and of their trust in mission leadership.

These findings underscore the mission's excellent position for implementing a program that addresses the expectations that emerged from the focus group discussions, the survey, and the initial assessment interviews. Unlike in some other cases, it will not be necessary to unlearn serious discriminatory behaviors or to overhaul prejudicial policies. At the same time, it is important that actions be taken to reinforce a commitment to gender equality and to revise or reframe some existing conditions.

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[20] This category included all the non-SO technical staff, such as secretarial support, financial, procurement, communications, and warehouse staff members.

Steps Toward Building Gender Equality

There are several initial steps that can be taken to build this common commitment to gender equality across the mission:

First, the focus groups expressed a strong need to better understand their roles and responsibilities in helping to achieve gender equality. To achieve this understanding, the mission should complete or initiate several things:

- Finalize the draft charter for the Gender Working Group
- Confirm membership in the Gender Working Group, replacing those who are soon leaving the post and expanding its membership to include an additional representative from the non-SO technical staff.

Second, in parallel to this clarification process, a vision statement[21] can be developed. The gender audit report provides a draft statement constructed from the focus group statements and the survey results, but the final version needs to be vetted by the mission itself to be sure that there is concurrence and that it accurately captures mission needs. The vision statement will help both to clarify the expectations for each staff member and to offer a way for mission management to demonstrate leadership in the gender integration process.

Third, it is clear that training is a critical component to improving attention to gender. The Focus Groups were perhaps most helpful in clarifying this issue. The survey results revealed a puzzling situation: while the mission was perceived as being technically competent in gender integration, many of the individual responses requested more individual training. Several participants offered the explanation that the mission was probably seen as having technical competence because it has had a series of gender assessments, it has hired gender advisors, and it has significant aspects of its program that focus on women. In contrast, the staff members currently in the mission revealed little to no specific training on gender and noted that other staff who had received trainings (such as that offered by the WID office and the Africa Bureau in March and April, 2004 or earlier WID office trainings for WID officers) had either left the mission or were now holding different positions. As the gender audit process moves forward, it would be helpful to consider how to better institutionalize knowledge received by individuals so that the mission benefits more broadly from those investments.

There was still significant confusion over the meaning of the concept of **"gender"** and how it is different from "**sex**." In the warm-up exercises, this confusion was not limited to the non-technical staff. For example, one of the exercises asked participants to agree or disagree with the statement "Women are naturally better managers than men." On the one hand, there were several very articulate statements among those disagreeing with the statement, explaining that management skills are learned rather than biologically determined and it was therefore not accurate to state that either men or women would be "naturally" better at this task. On the other hand, there were a surprising number of people agreeing with the statement and it was

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[21] There are always debates the meanings of these terms. As used here, a vision statement describes the shared goals of an organization. It is used here as essentially synonymous with a policy statement; others may prefer to introduce some distinction between the two. The vision/policy is followed up by a strategic planning process to articulate how the organization will achieve the stated goals. Again, this can be termed variously – strategy or plan. The activities of the strategy are then organized into a work plan to put deadlines and responsibilities against each task. The draft action plan prepared for the audit combines elements of both the strategy and the work plan.

not clear that they were distinguishing between biological characteristics or socialization practices. Yet, the ability to make these distinctions is a critical part of designing effective interventions so that both women and men can be empowered to enhance their productivity and personal power by taking on new roles.

Developing a training plan to meet the different needs of different segments of the mission therefore should be a priority. As expressed by the Focus Groups, a wide range of activities can be considered under the rubric of training, from brown-bag lunches to oral reports from partners to more formal workshops and multi-day training programs. The training plan would demonstrate how these different activities would be related and which audiences would be targeted.

There are other resources available through some centrally funded programs[22] and perhaps regionally based programs, that, if it were possible to access them, would offer greater depth on particular topics than could be obtained from the mission's technical staff, and might share some of the costs with the mission.

Another aspect of training that emerged was the need to enhance the skills of the Gender Working Group, both in gender analysis and in leadership. The brief training provided by the REDSO Gender Advisor initiated this process, and their role in facilitating the Focus Groups also boosted their abilities. Additional training for this group – as a group and also individually – will certainly enhance its confidence and effectiveness to lead gender integration efforts in the future.

With the process initiated for a common vision, clarified responsibilities, a training plan, and a stronger Gender Working Group, the second phase efforts can be strengthened. Some are already on-going and should continue, but their effectiveness will continue to be strengthened as the activities described above are implemented.

In the second phase work, it will be critical to enhance the skills of SO teams in gender integration in programming. This will be achieved, in part, by the clarification of responsibilities noted above and strengthening the Gender Working Group, so that the GWG representative is in a better position to provide assistance and/or know when and where to look for additional support from the gender advisor and other resources. Additionally, targeted trainings, identified through the training plan, can be organized for SO teams by topic.

A second element of the second phase will be the institutionalization of gender expertise noted above. Building ways to share knowledge, across SO teams, and after individual trainings is one component of this effort. Supporting the expansion and organization of the documentation center is another. Continuing the gender newsletters and improving communication about gender through emails, seminars, and meetings is another possibility.

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[22] Both the WID IQC (CTO is Mary Knox in the WID office, mknox@usaid.gov) and the InterAgency Working Group on Gender (IGWG) (CTOs are Diana Prieto and Michal Avni (dprieto@usaid.gov and mavni@usaid.gov) have been providing trainings on gender analysis and integration that are sectorally or topically focused. They have in the past provided these trainings both to mission staff and to partners, either alone or together. The new Global Health Policy Initiative project also has a training component that can be accessed for topics related to gender aspects of health and HIV/AIDS (The CTOs are Mai Hijazi (mhijazai@usaid.gov), Diana Prieto (dprieto@usaid.gov), Nithya Mani (nmani@usaid.gov) as of August 2006.

Although not a strong element in the Focus Group discussions, another component to improving gender equality will involve reviewing existing personnel and human resource policies. It is important that performance evaluations do not inadvertently encompass gendered characteristics in negative ways, perhaps by penalizing a person for taking maternity or paternity leave, or for leaving precisely at closing time because of care-giving responsibilities. If there are benefits for traveling on Temporary Duty (TDY) and taking young children, are these provided equally to men and to women? When these issues are fairly addressed, it increases transparency and often morale as well.

Finally, it is necessary to think about how to expand the good working relationships found in the mission between men and women into the wider community of family and friends as well as in programs. The Focus Groups were very clear on this point: that people wanted to share their learning and experience on gender with their families and with their neighbors, particularly with the younger generation. As noted above, many suggestions for community outreach were offered. A community involvement plan would help to organize this effort.

7. DRAFT VISION STATEMENT AND GENDER POLICY

One of the results of the gender audit is to articulate the vision that an organization has of its goals for gender equality – a *vision* provides a guide of something *positive* to move *toward*. A draft statement of the vision is constructed from the focus group statements and the survey results, but the final version needs to be vetted by the mission itself to be sure that there is concurrence and that it accurately captures mission needs.

For some, a gender policy is a more formal statement of organizational principles to achieve the gender goals, but there is always debate and/or confusion over these terms. An overview of the "gender policies" of sixteen NGOs/PVOs prepared by InterAction identified nine different titles for documents that encompass the tasks of identifying a vision, setting out a policy, and defining concrete tasks to be performed. Together, the vision statement and the gender policy, as one or more documents, clarify the expectations for each staff member and also offer a way for mission management to demonstrate leadership in the gender integration process.

Ideally, the visioning process is followed up by a strategic planning process to articulate how the organization will achieve the stated goals. Again, this can be termed variously – strategy or plan. The activities of the strategy are then organized into a workplan to put deadlines and responsibilities against each task. The draft action plan prepared from the USAID/Tanzania audit combines elements of both the strategy and the workplan.

Vision Statement

The focus group discussions provided several very clear statements relevant to the articulation of a gender vision, e.g.:

> "As an administrative assistant, I have to assist all my bosses equally and in a nice way, regardless of their personal characteristics, and I expect the same from the bosses."

> "At the program level, it involves working well with others, both men and women, and to share what we have."

"Everyone at USAID/Tanzania is responsible for working on gender."

"Every staff member should treat the men and women with whom they work equally regardless of sex."

When these types of statements are considered, the following emerges as a draft gender vision statement:

<u>English Version</u>
USAID/Tanzania supports the achievement of gender equality in all mission offices and programs. "Gender" does not refer only to women, but includes both men and women. It is understood to mean ""the economic, social, political and cultural attributes and opportunities associated with being male and female…[that] vary among cultures and change over time." Each member of the mission, from technical staff to the front office, from procurement to the motor pool, shares the responsibility for working toward the goal of gender equality and has a distinct role to play in its achievement. Each staff member will treat others with respect, regardless of sex, whether in their offices or in the community. Mission management will establish appropriate gender policies in consultation with mission staff and will be responsible for disseminating and implementing those policies. In their relations with each other, the staff of USAID/Tanzania will be a model for gender equitable relations in carrying out of both their development programs and their relationships with implementing partners, government officials, and members of the wider Tanzanian community.

<u>Swahili Version</u>
Shirika la Kimataifa la Misaada la Marekani (USAID) linalenga katika kufanikisha usawa wa "Kijinsia" katika shughuli zinazohusu wafanyakazi na programu zake zote. "Jinsia hailengi au kuwa na maana ya wanawake pekee", bali inajumuisha kwa pamoja wanawake na wanaume. Jinsia inaeleweka kwa kumaanisha mgawanyiko na mahusiano ya kijamii, kisiasa, kiuchumi na kiutamaduni kati ya wanawake na wanaume kama yanavyojengwa na jamii kupitia malezi na katika misingi tofauti, na hutofautiana kutoka jamii moja hadi nyingine. Mahusiano ya kijinsia yaliyojengeka vile vile hubadilika au hubadilishwa kutokana na wakati au mabadiliko katika jamii husika.

Kila mfanyakazi kutoka kada na wadhifa mbalimbali na kwa nafasi aliyonayo ndani ya shirika, anaowajibu kwa namna ya kipekee kabisa wa kuhakikisha kuwa malengo ya kuleta usawa katika mahusiano ya kijinsia yanafanikiwa. Kila mtu anajukumu muhimu la kutekeleza suala hilo. Kila mfanyakazi anawajibu wa kumheshimu kila mtu wa jinsia yo yote ile bila ubaguzi, iwe ofisini au katika jamii anamoishi. Kwa kushauriana na wafanyakazi, uongozi wa USAID/Tanzania utatengeneza sera ya jinsia madhubuti inayolingana na mahusiano na programu zake, na itakuwa ni wajibu wa kila mfanyakazi kufikisha, kueneza na kutekeleza sera hiyo. Inategemewa kuwa mahusiano bora na ya usawa wa kijinsia kati ya wafanyakazi wa USAID/Tanzania yatakuwa ya mfano wa kuigwa katika shughuli za kimaendeleo zinazotekelezwa na shirika letu kwa kushirikiana na washirika wetu mbalimbali kama vile wafanyakazi wa serikali, taasisi zisizo za kiserikali na jamii yote husika ya Tanzania.

Gender Policy

Defining and articulating a gender policy is one of the first steps in the Action Plan. It is anticipated that the mission will have an approved policy in place by March 2007.

A gender policy articulates the importance of working towards gender equality in the mission, supporting that statement of gender equality goals as approved and stated in the final vision statement. A gender policy recognizes the existence of gender differences and their impact on development programs as well as the operations of the mission, and it spells out how to actively promote equality between women and men and avoid discriminatory practices towards either women or men. The policy applies to the entire organization, including its programming, procurement, human resources issues, work environment, etc. Effective implementation of the policy requires commitment, validation, and organizational support from the senior management for carrying out activities to advance the knowledge and skills of staff to be able to improve efforts to mainstream gender in their respective areas of work. Managers are expected to help institutionalize mechanisms to build staff capacity, to provide funding and time, to make accessible information, training, and technical support as needed to ensure the policy's implementation.

The final statement of the policy will spell out the responsibility for the development and implementation of efforts to achieve gender integration. This responsibility should be given to USAID/Tanzania's GWG, whose membership is drawn from all departments of the mission. They then have the task of finalizing the action plan and coordinating the activities it identifies to integrate gender across the mission. It would establish an effective monitoring and evaluation mechanism to define a baseline and track progress on both **process** and **impact**, by measuring the extent to which gender is being mainstreamed into mission programs and operations as well as whether there is an impact on key gender equality measures.

Components of a Typical Gender Policy

A review of the gender policies of a number of international organizations and other groups that work in international development shows that most gender policies:[23]

- Provide a background and/or rationale for a gender policy by acknowledging the **global mandates on gender equality**, such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979), the Beijing Platform for Action (1995), and the Millennium Development Goals (MDG) (2002) as well as institutional guidance, which for USAID, would include the relevant sections of the Automated Directive System, or ADS.
- State the definitions of gender-related terms and concepts such as "gender," "gender equality," and "gender mainstreaming" so that they are accessible to all members of the organization and create a common foundation.

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[23] There are a number of compilations of gender policies and individual examples to use as models. See, e.g., Joan D. Winship, 2004 "A Summary of Gender Strategies of Multilateral Development Agencies and Selected Bilateral Donors," Arlington, VA: Development and Training Services, Inc. (DTS). http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/donor_strategies.pdf; PanAmerican Helath Organization (PAHO), 2005, "PAHO Gender Equality Policy," 46th Directing Council, 57th Session of the Regional Committee, Washington, DC: PAHO, http://www.paho.org/English/AD/GE/PAHOGenderEqualityPolicy2005.pdf; InterAction, "Gender Policies – An Overview" Washington, DC: InterAction.

- Identify the specific gender-related goals and objectives for the organization. According to the InterAction overview, most policies clearly distinguished different levels of management and their specific targets for change: e.g., by the board, senior management, staff, programs, and partners.
- Include or summarize the action plan and the commitments being made by the mission for its implementation.
- Include a Monitoring and Evaluation plan for the mission on program impact on gender.

8. NEXT STEPS TOWARDS GENDER MAINSTREAMING

To systematically develop and institutionalize gender mainstreaming, the audit results suggest that gender mainstreaming would be immensely enhanced through:

- targeted training of the Gender Working Group to empower them as leaders in gender integration for their respective SO teams and administrative offices;
- development of a coordinated and sequenced action plan to build an integrated program to enhance gender equality in the workplace and reduce gender constraints in mission programming;
- greater attention to identifying substantive gender issues in the procurement process and early in the design of program activities, supported by creative thinking on gender-sensitive monitoring;
- sharing the successful efforts in gender integration and the achievement of gender equality demonstrated in the activities of implementing partners, with mission staff, both technical and non-technical; and,
- recognizing and rewarding outstanding efforts – e.g., innovative, with measurable positive impact, and beyond the stated goals – related to gender by mission staff and implementing partners.

Action Plan

Recommendations for next steps include:

As soon as possible:
- Reconfirm membership in the Gender Working Group, expanding it to include non-program staff from administration, finance, and the motor pool;
- Finalize the charter for the Gender Working Group, with a clear expression of its fundamental role in leading mission efforts to mainstream gender;
- Develop and approve a vision statement on gender equality;
- Develop and approve a gender policy;
- Develop and approve a gender action plan, and
- Develop a training plan for mission staff, technical and non-technical, giving first priority to members of the Gender Working Group.

Over the **longer term**, efforts should be directed towards strengthening skills in gender integration among SO staff and increasing awareness among all mission staff. Activities to achieve these goals are identified in the action plan, below.

Demonstrating Leadership

Area of focus	Illustrative Tasks	Result	Responsibility	Timeframe
1. Develop and approve gender action plan	Discuss draft action plan and revise as appropriate	Establish sequence and tasks for addressing gender inequalities in programs and operations	Gender Advisor, GWG, Program Officer, and Mission Director	On-going
2. Define roles and responsibilities for gender integration mission-wide	Clarify how each member of the mission can help to achieve gender equality and to pay attention to gender issues in his or her own work: ⇒ Gender Advisor ⇒ Gender Working Group ⇒ SO Team Leaders ⇒ All admin/Executive Officer (EXO) staff ⇒ All other staff ⇒ Mission Director	Set expectations for performance and results in gender mainstreaming	Gender Advisor, GWG, Program Officer, and Mission Director	By December 31, 2006
3. Develop mission gender vision	⇒ Draft and approve gender vision statement	Set expectations for performance and results in gender mainstreaming	Gender Advisor, GWG, with consultations with mission staff and approval from Mission Director	By December 1, 2006
4. Improve procedures related to gender integration	⇒ Revise guidance on gender integration in procurement ⇒ Distribute (and keep up to date) guidance on gender requirements in the ADS ⇒ Compile list of women-owned companies for EXO's office	Strengthen mission's knowledge of agency guidance on gender Improve mission's ability to reach targets for use of women-owned businesses	Gender Advisor, GWG, other offices as needed	By January 1, 2007 By January 1, 2007 By February 28, 2007
5. Recognize achievements in gender integration	⇒ Create award(s) for gender successes	Increase awareness of positive efforts to integrate gender into	Gender Advisor, GWG, Front Office	Twice annually

Area of focus	Illustrative Tasks	Result	Responsibility	Timeframe
		program and operations; Reward good performance		
6. Establish mission gender policy	⇒ Approve gender policy ⇒ Approve statement for achieving gender equality in all job descriptions ⇒ Clarify information on gender-based polices (e.g., maternity and paternity leave, breastfeeding during office hours, explain any affirmative action efforts)	Provides guidance for entire mission about roles and responsibilities for gender mainstreaming	Draft by GWG; Discussion by mission as a whole; Formal approval by Mission Director and EXO's office	By March 15, 2007

Providing Training

Area of focus	Illustrative Tasks	Result	Responsibility	Timeframe
1. Develop training plan for different audiences	Clarify audiences for different trainings; Identify possible local and international training options; Establish sequence for implementation	Clear program of sequenced training activities identified	Gender Advisor, GWG, other offices as needed	January 31, 2007 for first draft, then quarterly updates
2. Provide targeted training for Gender Working Group	Identify level of training needed; Contact USAID-mechanisms that offer gender trainings; Identify overseas and domestic training opportunities, schedule, and available support	Strengthen and empower Gender Working Group as leaders of gender mainstreaming	Gender Advisor, GWG, with possible support from other assistance mechanisms e.g., IGWG, HPI, WID IQC, etc.	TBD, depending on identified training options
3. Develop or organize gender awareness trainings (which could be integrated into other trainings)	For audiences such as: ⇒ Non-SO team admin, technical, and EXO staff ⇒ All new employees	Bring all staff members to basic level of understanding of gender issues	Gender Advisor, GWG with possible support from other assistance mechanisms e.g., IGWG, HPI, WID IQC, etc.	TBD, depending on identified training options, revised quarterly
4. Develop or organize in-depth training (issue or sector-specific) on gender analysis and integration	For audiences such as: ⇒ SO teams/technical staff ⇒ Cooperating Agencies/Partners	Bring all staff members to basic level of understanding of gender issues AND enhance skills in relevant sectors for selected technical staff	Gender Advisor, GWG with possible support from other assistance mechanisms e.g., IGWG, HPI, WID IQC, etc.	TBD, depending on identified training options, revised quarterly

Improving Programming

Area of focus	Illustrative Tasks	Result	Responsibility	Timeframe
1. Improve technical capacity for gender integration in programming	⇒ Develop checklists for involvement of gender advisor and GWG early in solicitation and design process ⇒ Include SO Teams in sector-specific gender trainings as participants and as resource persons ⇒ Establish gender email networks with partners to disseminate program/activity-relevant gender information and documents	Greater ability to identify relevant gender issues that require attention in program design; Improved ability to achieve gender equitable results in programming	Gender Advisor, GWG, SO Teams	On-going
2. Improve Mission reporting on gender	⇒ Develop common gender indicators across SOs ⇒ Establish baseline data ⇒ Develop guidelines for SO teams to help them identify and report on gender successes ⇒ Include gender issues and sharing of good and best practices as agenda items in regular partners' meetings	Ability to document results of gender integration in programs	Gender Advisor, GWG, SO Teams, WID Office	On-going
3. Monitoring and Evaluation	⇒ Implement "mini-gender audits" for each SO in a rotating sequence to assess the work of partner organization and to evaluate if they are integrating gender as agreed on in proposal, activity plans, and Scopes of Work.	Improved monitoring of gender integration in programming; Ensure that work is up-to-date and avoid problems at interim or final program evaluations	Gender Advisor, GWG, SO teams	Quarterly

Communication and Outreach

Area of focus	Illustrative Tasks	Result	Responsibility	Timeframe
1. Increase and improve resources available on gender analysis and mainstreaming	⇒ Establish, maintain and update gender documentation center and electronic resources ⇒ Carry out or find gender analyses of Tanzanian policies and/or laws ⇒ Establish closer relationships and collaboration with the GOT (ministries and regional/district governments)	Provides repository for SO teams and communication staff to access for up-to-date information and guidance on gender issues and Tanzanian statistical data	Gender Advisor	On-going, revised and added to as needed
2. Improve cross-SO communication about gender	⇒ Organize regular meetings or presentations in which SO teams will share gender issues (successes or problems) with each other ⇒ Facilitate SOs in posting and sharing success stories or best practices in the Public Folder and through newsletters	Provides mission with a picture of program impact on gender-based constraints and opportunities; Creates greater awareness of significant work on gender issues carried out by partners	Gender Advisor, GWG, SO Teams	Develop meeting schedule by September 30, 2006; Begin monthly or quarterly presentations in October 2006.
3. Disseminate information about issues and opportunities	⇒ Regularly circulate news items, fellowship opportunities, new resources related to gender among staff ⇒ Explain Tanzanian government successes in gender mainstreaming (e.g., recent legal changes and gender integration in the Joint Assistance Strategy and MKUKUTA)	Mission staff better informed of gender issues in Tanzania and they will be better able to integrate gender into their own work/activities	Gender Advisor	On-going
4. Increase attention to gender in Mission publications	⇒ Prepare checklist/guidance for communications staff	Improved representation of gender in Mission publications	Gender Advisor, GWG	On-going
5. Increase gender awareness in the mission and wider community	⇒ Organize presentations by activities reflecting gender successes including members from the communities affected ⇒ Organize mission-wide "gender awareness" events (films, festivals,	Increased gender awareness in the mission and wider community; movement towards gender	Gender Advisor, GWG, and other mission staff as appropriate	Quarterly presentations, with one big awareness event annually

Area of focus	Illustrative Tasks	Result	Responsibility	Timeframe
	lectures) ⇒ Invite GOT officials to present gender status and programs within the GOT/Ministry ⇒ Involve other US government agencies (State, PC, and CDC) in gender events	equality		

SCOPE OF WORK FOR GENDER AUDIT, USAID/TANZANIA

Introduction

USAID/Tanzania is seeking technical assistance to carry out a Mission gender audit, beginning in February 2006. The consultant will work with the Mission Gender Advisor and Gender Working Group to conduct the audit process and develop a Gender Action Plan and a Capacity Building Plan for the Mission.

Background

A gender audit is a self-assessment methodology, which focuses on improving the performance of an organization with regards to the promotion of gender equality and women's empowerment. It is a skill enhancement tool of self-reflection in people's daily lives and working environment in relation to the promotion of gender equality. A gender audit is a participatory process aimed at measuring the level of gender input/incorporation, language, sensitivity and awareness in an organization. It is also a learning process through sharing of experiences, information, knowledge and best practices.

USAID/Tanzania has just completed a new Strategy Statement for 2006-2010. In the strategy statement gender has been identified as an important cross-cutting theme that needs to be mainstreamed throughout the Mission's plans and activities. USAID/Tanzania believes in the potential of gender mainstreaming to make programs and projects sustainable, and to ensure both women and men benefit from the programs by participating equally in program/project development, implementation, monitoring and evaluation.

Since the Mission is in the early stages of implementing its strategy, the undertaking of a gender audit is most appropriate as such an analysis can help to guide the SOs to mainstream gender in their program activities. Additionally, the gender concerns and priorities of the Mission can be identified such that a streamlined and integrated sustainable gender vision and plan be developed to build on the on-going activities and use gender sensitive eyes in all new established programs.

Under new Agency procedures for strategic planning, country-level Strategy Statements replace the former country Strategic Plans, and the detailed analytical and planning work takes place as part of activity development. Gender considerations and USAID's gender mainstreaming approach remain important under these new Agency procedures. Agency technical guidance specifies that analytical work should address at least two questions: (1) how will gender relations affect the achievement of results; and (2) how will results affect the relative status of women.

In 2003 USAID/Tanzania conducted a Gender Assessment and several recommendations were given to facilitate gender mainstreaming. However, only some of the issues that were identified have been addressed and some of them are either outdated or no longer valid. In addition to that, a lot of thinking about gender has been done in the mission, although there has been very little action towards integrating gender into our work. We believe therefore that it is now the time to take this more seriously, by looking at what we have done/achieved, what capacity we have, and the gaps and challenges. We can then design activities that will take us towards mainstreaming gender within the newly developed strategy.

USAID recognizes that equal opportunity for women and men is necessary not only for well-being of their families but also because women's involvement is key to advancing economic and social development and promoting democracy. Women's empowerment is also very crucial because women play an integral role in promoting democracy and raising the standards of living in their countries. The Mission is committed and seeks to address gender inequalities at all levels of program and front office structures.

Purpose

The overall objective is: To develop a realistic and practical Gender Mainstreaming Action Plan and Capacity Building Plan for all Mission staff for achieving gender equality.

The specific objectives are:
1. To analyze the gender capacity of the Mission's Program (SOs) and its institutional capacity (i.e., networking, partnerships, co-operation, etc.) to facilitate gender mainstreaming;

2. To analyze and assess the level of gender mainstreaming in the SOs and other offices;

3. To assess and analyze the gender knowledge, attitudes and awareness of Mission's staff, as well as that of Mission's partners; resulting in a gender action plan, a gender capacity building plan and a gender policy to facilitate gender mainstreaming of Mission's program;

4. To examine the documents, systems, procedures and processes of the Mission's Program and Front Office with respect to gender sensitivity and gender balance in recruitment, promotion, training and retrenchment; and

5. To develop a Gender Action Plan document and Gender Capacity Building Plan for the Mission staff and partners toward promoting gender equality.

Methodology

The gender audit will be participatory and involve analysis at two levels, the Mission as an organization, and the Mission program and front office activities (including the relationship with the GOT and Civil Society Organizations).

The steps in the gender audit are:
- Comprehensive literature review of pertinent documents, including: (a) studies and assessments conducted by donors, NGOs, GOT, (b) USAID/Tanzania documents including but not limited to the Gender Assessment, the Strategy Statement, annual reports, strategic implementation plans, situation analyses, sector assessments, Performance Monitoring Plans (PMPs), evaluations and proposals.

- Background meetings with selected USAID implementing partners, GOT officials, and/or donors, identified in collaboration with the SO teams. The purpose of the meetings is to discuss the interviewees' current approach to gender mainstreaming.

- Meeting with the Gender Working Group and the Front Office to establish a communication plan for the gender audit period. Initial interactive presentation on gender equality concepts.

- Development of a questionnaire to gauge the perceptions and ideas of Mission staff about gender equality in the Mission and its programs. Administration of the survey with Mission personnel.

- Analysis and reporting of the data collected from the survey and interviews. Dissemination of the results throughout the Mission.

- Development of a format for focus group discussions (FGDs), using survey and interview results. The purpose of the focus groups is to react to these findings and discuss the content of a Gender Action Plan for the Mission.

- Facilitation of a Mission-wide forum[24] where participants will be presented with the overall findings and together use the findings to develop a Gender Action Plan for the Mission. Such a process is also aimed at increasing staff capacity to mainstream gender concerns into their work, but could also serve as a first step for developing a gender strategy.

- Presentation of the findings to Mission Management.

- Preparation of reports on the Gender Action and Capacity Training Plans, and on the gender audit process.

Consultant Tasks

1. Review of background materials and completion of background interviews.
   - Review of Mission documents and other recent literature on gender and development in Tanzania
   - Meetings and interviews with Mission SO teams and representatives of selected partners, NGOs, and the GOT.
   - Identify issues to cover in the staff survey and focus group discussions.

2. Development of a work plan and schedule for the gender audit process, including a communication plan for dissemination of survey and focus group results.
   - Meetings with Mission Management and Gender Working Group to establish commitment to the gender audit process and to agree to a communication plan for disseminating findings during the process
   - Meetings with the Gender Advisor and the Gender Working Group to develop a work plan and calendar for the gender audit, including designation of responsibilities. Reach agreement on the purpose and scope of the Gender Action Plan and the Capacity Building Plan
   - Conduct an interactive presentation on gender equality concepts

3. Survey of Mission personnel.
   - Prepare questionnaire for survey
   - Disseminate questionnaire to Mission personnel
   - Compile and analyze survey results

4. Preparation and dissemination of survey findings

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[24] Note: It was decided that the decision to hold a mission-wide meeting on the Gender Audit would be made after the completion of the draft report and would be delivered by the USAID/Tanzania Gender Advisor (per email May 18, 2006 from Gender Advisor to DevTech System's WID IQC Project Director).

- Prepare report on survey results to be disseminated in accordance with communication plan.

5. Facilitation of focus group discussions.
    - Prepare focus group protocols
    - Facilitate focus group discussions
    - Summarize results of discussions and implications for the Gender Action Plan

6. Facilitation of Mission-wide Forum for presentation of results and discussion of Gender Action Plan
    - Prepare materials for communication of results to forum
    - Facilitate discussion of Gender Action Plan

7. Finalization of Gender Action Plan and Capacity Building Plan
    - Prepare report of Gender Action Plan and Capacity Building Plan
    - Disseminate plans, in accordance with the communication plan for the gender audit

8. Debriefing with Mission management.

9. Preparation of report documenting the gender audit process.
    - Draft report to be sent to Mission within 10 days after completion of the Audit.
    - Finalize report on the gender audit, and the Gender Action Plan and Capacity Building Plan upon receipt of Mission comments.

The consultant will serve as team leader for the gender audit process, but the Gender Advisor and the members of the Gender Working Group will participate actively in these tasks, as specified in the work plan agreed to at the initiation of the process. The guiding principles of gender self-assessment, learning organization, and adult learning will be applied.

Timing and Level of Effort

The consultant activities will be divided between two TDYs to the Tanzania Mission, and additional tasks prior to and after the TDYs. The gender audit is expected to commence in February. The completion date is expected to be in April. A specific schedule for activities, deliverables, and completion will be detailed as part of the work plan for the gender audit to be developed during the first TDY at the initiation of the gender audit.

The first TDY will include Tasks 1 through 4. Prior to the first TDY, the consultant will review available background materials. It is expected that a significant part of the consultant's input to the analysis, reporting, and dissemination of the survey results will be done outside the Mission on a virtual basis in the interim between the two TDYs.

The second TDY will include Tasks 5 through 8. Task 9, preparation of the Audit report, will be completed after the termination of the second TDY.

The total estimated level of effort is 57days, distributed as follows:

- TDY 1   Days
    Pre-travel preparation   3
    Travel   3

Field work (6-day week)	12

- Survey analysis and report
  (virtual work with Mission)   10

- TDY 2
  Travel   3
  Field work   18

- Report preparation   8

Deliverables

At the conclusion of TDY 1:
- List of key issues for the gender audit and the Gender Action Plan identified through the review of background materials and the interviews and meetings with Mission management, SO teams, partners, NGOs, donors and the GOT.
- Detailed work plan and schedule for the gender audit process, including a communication plan.

Before TDY 2:
- Report of key findings from the survey of Mission personnel and discussion of their importance for the Gender Action Plan.
- Presentation on findings appropriate for broad dissemination within the Mission (as defined by the communication plan).

At the conclusion of TDY 2:
- Draft Gender Action Plan and Capacity Building Plan

Final deliverables:
- Final Gender Action Plan and Capacity Building Plan
- Draft and final gender audit report

Expertise Required

The gender audit will require one consultant with gender (technical) expertise who will work as the Team Leader:
- Social scientist with Master's or above in sociology, gender studies, anthropology, political science, economics or rural development. Minimum of five years post-degree experience analyzing gender issues in East Africa. Previous experience in Tanzania highly desirable. Excellent English-language writing skills mandatory. Must possess computer skills in word processing and spreadsheets. Must be knowledgeable about USAID programming policy and gender analysis requirements.

REVISION TO SOW as of May 18, 2006:
- To have the consultant take notes of the Focus Group meetings instead of facilitating the discussions (done May 10-12th) to allow her to do a comparative analysis with the results of the questionnaire, which was done in February.

- To have the consultant prepare a written draft report on the Focus Group meetings as a deliverable for the TDY2 in addition to the task of summarize results of discussions and implications for the Gender Action Plan¨
- To have the consultant draft a gender vision statement for the mission from the Focus Group results
- To delete the facilitation of a gender-wide meeting during the TDY. The meeting will instead take place with the presentation of the final report during July 2006 and will be handled by the mission Gender Advisor.
- To have the consultant develop the presentation and script for the presentation as another deliverable with the final report.

SCHEDULE AND TASKS OF GENDER AUDIT PROCESS

Date		Task
February	12-28	o Reviewed background materials on gender issues in Tanzania, Government of Tanzania policies, and USAID/Tanzania programs and management documents o Presented overview of gender audit to all mission staff via small group meetings with senior staff, SO teams, and all administrative, financial, and management staff o Prepared, distributed, collected, and photocopied audit survey o Held meetings with selected implementing partners and Tanzanian officials
March	1-30	o Entered survey data o Started preliminary analysis of survey
April	1-30	o Continued analysis of survey o Prepared draft communication plan o Prepared and distribution gender audit newsletters: o 1 – Purpose and process of gender audit with qualitative results of survey o 2 – Gender audit survey quantitative results
May	2-18	o Presented gender audit survey results to USAID/Tanzania Senior Staff o Prepared and revised draft Focus Group protocols and presentations o Provided support to Wanjiku Muhato, REDSO Gender Advisor, to: o Train Focus Group Facilitators o Organize and carry out Focus Group Discussions o Compiled notes of Focus Group Discussions o Prepared draft report on Focus Group Meetings o Drafted Action and Capacity Building Plan o Prepared and distributed gender audit newsletter: o 3 – Focus Group Discussion Results
June	1-30	o Prepared and submitted draft final report for review by mission
July/Aug		o Revised report as needed o Prepared gender audit newsletter about final report o Submitted final report
August		o Distribution and discussion of report in the mission o Review and approval of report by mission

Survey for the USAID/Tanzania Gender Audit

Gender is an important cross-cutting theme in USAID/Tanzania's Strategy Statement for 2006-2010. USAID/Tanzania believes that gender mainstreaming has the potential to make programs and projects more sustainable. To enhance the mission's efforts in gender mainstreaming, it has decided to carry out a **gender audit**.

A gender audit is a planning tool to identify how gender issues are understood and addressed in an organization, and to clarify where improvements can be appropriately made. Although it is similar to a gender assessment, it is more participatory in its methods and looks at both programming and institutional operations. It examines attention to gender integration in programs as well as the language, sensitivity, and practice of gender equality in an organization.

The audit and its analysis will build on the previous work on gender carried out by the mission. Its overall objective is to develop a gender vision for the mission, and to create a realistic and practical Gender Mainstreaming Action Plan and Capacity Building Plan for all Mission staff.

This survey addresses staff knowledge and perceptions of the status of gender integration in the mission. The questions are organized by two broad categories of programming and the institution's organizational framework and dynamics covering the subtopics of:
- Program Planning and Design and Activity Implementation
- Technical Expertise
- Monitoring and Evaluation
- Partner Organizations
- Guidance on Gender Staffing
- Human and Financial Resources
- Organizational Culture

We appreciate your help in completing the survey. We are requesting that all members of the mission technical and administrative staff participate in the audit. Please answer the questions honestly and thoughtfully so that they will be as useful as possible.

Not everyone will know the answers to all the questions. Circle the "Don't know" response when needed. Please feel free to contact Elizabeth Missokia if you have questions (emissokia@usaid.gov or ext. 8241).

Demographic Information

Please check or tick the appropriate box:

Sex: Male ☐   Female   ☐

Age: Under 30   ☐   30 – 45 ☐   Over 45   ☐

Staff position: Senior Management/Team Leader   ☐
              Support Staff   ☐
              SO Technical Staff   ☐
              Technical Staff (e.g., finance, procurement, other) ☐

Programming: Program Planning and Design and Activity Implementation

To what extent …..	1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully					
1. Is gender integration required by USAID/Washington?	1	2	3	4	5	Don't know
2. Are gender equality/gender equity goals and objectives included in the country strategy statement (CSS) planning process by USAID/Tanzania?	1	2	3	4	5	Don't know
3. Are gender equality/gender equity goals and objectives included in the activity design process?	1	2	3	4	5	Don't know
4. Is there a needs assessment, including an analysis of gender roles and responsibilities that could have an impact on results, for each program or activity?	1	2	3	4	5	Don't know
5. Does your SO team use participatory methods to incorporate the view and preferences of both men and women stakeholders in project design?	1	2	3	4	5	Don't know
6. Is program/activity design influenced and advised by women's organization, networks, and gender experts?	1	2	3	4	5	Don't know
7. Are best practices in gender integration in programming incorporated in subsequent program/activity design?	1	2	3	4	5	Don't know
8. Do your activity work plans take into account existing gender roles and interests of both men and women?	1	2	3	4	5	Don't know
9. Is the document "Guidelines for Integrating Linkages Themes and Tools (LTT) in Procurement Documents" useful for integrating gender into the procurement process?	1	2	3	4	5	Don't know
How often….	1 = Never 2 = Seldom 3 = Occasionally 4 = Frequently 5 = Always					
10. Are gender questions or criteria included in USAID/Tanzania's acquisition and assistance procedures (e.g., Annual Program Statements, RFAs, and RFPs)?	1	2	3	4	5	Don't know

11. Do you agree that USAID/Tanzania has developed the capacity to recognize and handle obstacles to addressing gender issues in its programs/activities?

        1 = Strongly Disagree   2 = Disagree   3 = No Opinion   4 = Agree   5 = Strongly Agree

12. Are any of the following obstacles to incorporating gender analysis in program/activity planning, implementation, and evaluation in USAID/Tanzania?

Size of the organization	☐	Number of staff	☐
Office culture/environment	☐	Cultural patterns of Tanzania	☐
Cultural patterns of the USA	☐	Lack of financial resources for gender integration programming	☐
Lack of staff training on gender	☐	Lack of gender analysis tools	☐
Lack of support from senior management	☐	Low organizational priority for gender issues	☐

Other: _____   _____

Programming: Technical Expertise

To What Extent…..	1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully					
13. Is there a person or division responsible for gender in USAID/Tanzania?	1	2	3	4	5	Don't know
14. Are there assigned staff responsibilities for gender integration in different offices and/or Strategic Objectives?	1	2	3	4	5	Don't know
15. Is there training of program and project staff in gender planning and analysis?	1	2	3	4	5	Don't know
16. Are there easily accessible resources and reference materials available to staff for improving gender integration?	1	2	3	4	5	Don't know

17. Do you agree that the technical staff at USAID/Tanzania have the necessary knowledge, skills, and attitude to carry out their work in a gender-sensitive or gender-aware manner?

1 = Strongly Disagree   2 = Disagree   3 = No Opinion   4 = Agree   5 = Strongly Agree

Programming: Monitoring and Evaluation

To What Extent…..	1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully					
18. Is sex-disaggregated data **collected** at the activity level?	1	2	3	4	5	Don't know
19. Is sex-disaggregated data **analyzed** at the activity level?	1	2	3	4	5	Don't know
20. Is the impact of programs/activities on gender inequalities monitored and evaluated?	1	2	3	4	5	Don't know

21. Is the impact of programs/activities on gender inequalities regularly reported?   1   2   3   4   5   Don't know

22. Do you agree that sex-disaggregated data provides useful information for program/activity evaluation and subsequent program/activity design?

     1 = Strongly Disagree   2 = Disagree   3 = No Opinion   4 = Agree   5 = Strongly Agree

23. Do you agree that USAID/Tanzania's programs contribute to the empowerment of women/girls and the changing of unequal gender relations?

     1 = Strongly Disagree   2 = Disagree   3 = No Opinion   4 = Agree   5 = Strongly Agree

24. USAID/Tanzania's program/activities collect sex-disaggregated data in the following areas (Check all that apply):

Access to and level of resources	☐	Control over program benefits	☐
Control over resources	☐	Legal status and/or knowledge of legal rights	☐
Physical well-being	☐	Participation in the public sector	☐
Participation in decision-making	☐	Access to/participation in training	☐
		Beneficiaries view of the project's benefits to their own lives	☐

Programming: Partner Organizations

How frequently……				
1 = Never	2 = Seldom	3 = Occasionally	4 = Frequently	5 = Always

25. Is attention to gender integration and/or gender equality in program design and staffing a factor in USAID's selection of implementing partners?   1   2   3   4   5   Don't know

26. Are requirements for gender integration included in the written agreements outlining USAID/Tanzania's relationship with implementing partners?   1   2   3   4   5   Don't know

27. Does USAID/Tanzania provide training and tools on gender planning, analysis, and evaluation to implementing partners?   1   2   3   4   5   Don't know

Organizational Framework and Dynamics: Guidance on Gender

To What Extent…..	1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully					
28. Does USAID/Tanzania have written guidance that affirms a commitment to gender integration?	1	2	3	4	5	Don't know
29. Does USAID/Tanzania have an operational plan for gender integration that includes clear allocation of responsibilities and time for monitoring and evaluation?	1	2	3	4	5	Don't know
30. Are gender issues addressed during strategic planning for USAID/Tanzania?	1	2	3	4	5	Don't know

31. Do you agree that management rather than technical staff is responsible for the development and implementation of the gender guidance?

      1 = Strongly Disagree   2 = Disagree   3 = No Opinion   4 = Agree   5 = Strongly Agree

Organizational Framework and Dynamics: Human and Financial Resources

To What Extent…..	1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully					
32. Does management show respect for diversity in work and management styles in USAID/Tanzania?	1	2	3	4	5	Don't know
33. Is gender awareness included in your job description?	1	2	3	4	5	Don't know
34. Is gender awareness included in your job performance criteria?	1	2	3	4	5	Don't know
35. Has USAID/Tanzania budgeted adequate financial resources to support its gender integration work?	1	2	3	4	5	Don't know
36. Is staff training in gender integration and gender analysis systematically budgeted for in USAID/Tanzania?	1	2	3	4	5	Don't know
Do you agree that…..	**1 = Strongly Disagree 2 = Disagree 3 = No Opinion 4 = Agree 5 = Strongly Agree**					
37. Good performance in gender integration and achievement of gender equality goals is rewarded at USAID/Tanzania?	1	2	3	4	5	Don't know
38. USAID/Tanzania promotes teamwork, involving both men and women as equal partners?	1	2	3	4	5	Don't know
39. There has been a gradual increase over the past few years of gender expertise among staff members at USAID/Tanzania (e.g., more training on gender, hiring more people with knowledge of gender, etc.)?	1	2	3	4	5	Don't know
40. There should be proactive strategies to recruit or promote women at USAID/Tanzania?	1	2	3	4	5	Don't know

Organizational Framework and Dynamics: Organizational Culture

41. To what extent does USAID/Tanzania encourage and reinforce gender-sensitive behavior and procedures?

      1 = Not at all   2 = To a limited extent 3 = To a moderate extent   4 = To a significant extent   5 = Fully

42. Are gender issues taken seriously and discussed openly by men and women in USAID/Tanzania?

      1 = Never   2 = Seldom   3 = Occasionally   4 = Frequently   5 = Always

43. If it occurs, is gender stereotyping challenged by individual staff members in your organization? (For example, if someone makes a generalization related to gender such as "All men are lazy" or "all women are greedy," does anyone contradict the statement?)

      1 = Never   2 = Seldom   3 = Occasionally   4 = Frequently   5 = Always

Do you agree that…..   **1 = Strongly Disagree   2 = Disagree   3 = No Opinion   4 = Agree   5 = Strongly Agree**

44. There is a gap between how men and women in USAID/Tanzania view gender issues?	1	2	3	4	5	Don't know
45. The staff members of USAID/Tanzania are enthusiastic about the gender work they do?	1	2	3	4	5	Don't know
46. USAID/Tanzania has a reputation of integrity and competence on gender issues among leaders in the field of gender and development?	1	2	3	4	5	Don't know
47. USAID/Tanzania could do much more than it is currently doing to institutionalize gender integration?	1	2	3	4	5	Don't know
48. Regular meetings (SO meetings, staff or department meetings) at USAID/Tanzania tend to be dominated by men?	1	2	3	4	5	Don't know
49. The organizational culture of USAID/Tanzania places higher value on the way that men tend to work and less value on the way women tend to work.	1	2	3	4	5	Don't know
50. In USAID Tanzania, men have an easier time than women in establishing personal and professional networks within the organization.	1	2	3	4	5	Don't know

51. In your opinion, what are the three characteristics of an ideal worker at USAID/Tanzania?

52. What more do you think USAID/Tanzania should do to promote gender equality in programs?

52. What more do you think USAID/Tanzania should do to promote gender equality in its internal operations and policies?

53. Please describe any successes or challenges you have experienced in integrating gender in programming or other aspects of work in USAID/Tanzania.

SCHEDULE OF MEETINGS AND PEOPLE CONTACTED

I.   Phase One, February 16 to March 2, 2004

February 16, 2006, Dar es Salaam, Tanzania
Planning meeting with Elizabeth Missokia, USAID, Gender Advisor
Kenneth P. LuePhang, Contracting Office
Samuel S. Kiranga, Acquisition Specialist
Jimmy Msaki, Development Program Assistant
Robert Appiah, Executive Officer

February 22, 2006, Dar es Salaam, Tanzania
Pamela White, Mission Director

February 23, 2006, Dar es Salaam, Tanzania
1. Gender Working Group:
    Steven Fondriest, Agriculture Development Officer
    Magadalena Hiza, Development Assistant
    Elise Jensen, Health Development Officer
    Kenneth P. LuePhang, Contracting Officer
    Elizabeth Missokia, Gender Advisor

2. Senior Staff Meeting Presentation on gender audit:
    Renee Berger, HIV/AIDS SO Team Leader
    Thomas Beyer, Democracy and Governance Team Leader
    Charles Crain, Controller
    Jolcy Fernandez, Deputy Executive Officer
    Gilbert Kajuna, Acting NRM SO Team Leader
    Charles Llewellyn, Health SO Team Leader
    Kenneth P. LuePhang, Contracting Officer
    Hedwiga Mbuya, Project Specialist
    Tom McAndrews, EG/AGR SO Team Leader
    Kimberly Wylie, Communication Specialist

3. Presentation on gender audit to Financial, Procurement, General Services Office,
    and other Administrative Staff

Davis Bagenda, Financial Analyst	Juster Mwansandubse, Data Entry Clerk
Jennifer Barantanda, Roving Secretary	Samuel Kiranga, Acquisition Specialist
Mary Chale, Admin Asst	Bridget Kombe, Admin Asst
Cecilia Diminoff, Secretary	William M. Krekamoo, Proj. Mgmt. Specialist
Monica Guido, Admin Asst	Zainab Liganga, Secretary
Riad Hassan, Supply Clerk	Joseph Luvanda, Voucher Examiner
Amina Khalifa, Secretary	Speicoza Machume, Admin Asst
Joshua Manyama, CSM	Flora Majebelle, Training Specialist
Bosco Mapunda, General Service Specialist	Polcrato Nagnuwa, Financial Analyst
Rashi Maulid, Voucher Examiner	Azzar Omari, Admin Asst.
Timothy Mbengo, Asst. Systems Mgr.	Noorie Osman, Budget Analyst
Max Mbise,	Kristina Peleka, Janitress
Judy Mnyawami, Admin Asst	Kezia Sevrere, Cashier
Carol Mushi, Voucher Examiner	Rose Simon, Janitress
Martha Mwakatobe, Secretary	Hussein Tuwa, Human Resources
	George Tzamburakis, Warehouse Supervisor

February 24, 2006, Dar es Salaam, Tanzania
Elise Jensen, Health Development Officer

February 27, 2006, Dar es Salaam, Tanzania
1. Democracy and Governance SO Team
    Thomas Beyer, SO Team Leader
    Jimmy Msaki, Program Office
2. Economic Growth and Agriculture SO Team
    Thomas McAndrews, SO Team Leader
    Steve Fondriest, Agriculture Development Officer
3. Health SO Team
    Charles Llewellyn, SO Team Leader
    Jim Allman, Health Sector Advisor
    Sithara Batcha, Health/Pop/Nutrition Officer
    William Krekamoo, Health Development Officer
    Saffi Mmile, Financial Analyst
    Michael Mushi, Health Advisor
4. Natural Resources Management SO Team
    Dennis Cengel, SO Team Leader
    Gilbert Kajuna, Development Assistant Supervisor
    Asukile Kajuni, Natural Resource Management Assistant

March 1, 2006, Dar es Salaam, Tanzania
1. Ministry of Community Development, Gender, and Children
    Joyce Kizenga, Assistant Director
2. PACT-Tanzania
    Dan Craun-Selka, Country Director
    Nora Pendaeli
    Grace Muro, Training Officer
    Jamillah Mwanjisi, Focus Group Coordinator
3. Family Health International
    Mathew Tiedemann, Country Director, Tanzania

March 2, 2006, Dar es Salaam, Tanzania
1. Tanzania Coastal Management Program
    Jeremiah Daffa, Program Manager
    Baraka Kalangahe, PEACE Project Coordinator
2. Pamela White, Mission Director, for debriefing on TDY activities and findings

II.   Phase Two, May 2 to May 18, 2006

May 3-4, 2006, Dar es Salaam, Tanzania
Planning meetings with Elizabeth Missokia, USAID, Gender Advisor

May 5, 2006, Dar es Salaam, Tanzania
Presentation of gender audit Survey Results with Mission Senior Staff:
Pamela White, Mission Director
Rob Appiah, EXO
Thomas Beyer, Democracy and Governance
Dennis Cengel, NRM
Charles Crane, Controller
Tom Crubaugh, Program Office
Elise Jensen, HIV/AIDS
Charles Lewellyn, Health
Kenneth P. LuePhang, Contracting Officer
Tom McAndrews, Economic Growth
Kimberly Wylie, Program Office

May 8, 2006, Dar es Salaam, Tanzania
Planning meeting on Focus Group Facilitator Training and Process:
Elizabeth Missokia, Gender Advisor
Wanjiku Muhato, REDSO Gender Advisor

May 9 to 12, 2006, Dar es Salaam, Tanzania
Focus Group Participants

Name	Dept/Office	Name	Dept/Office
1. Alberastine, Teresita	Controller	37. Mlilapi, Abdallah J.	EXO
2. Allman, Jim	Health	38. Mmile, Shafii	Comptroller
3. Appiah, Rob	EXO	39. Mnyawami, Judy	SPPS
4. Baratanda Jennifer	EXO	40. Monaghan, Susan	HIV/AIDS
5. Bwire, Michael	EXO	41. Msaki, Jimmy	SPPS
6. Cengel, Dennis	NRM	42. Mushi, Carolyne	Controller
7. Chale, Mary	Health	43. Mushi, Geoffrey	EXO
8. Crane, Charles	Controller	44. Munthali, Gombe Todd	Procurement/Shipping
9. Crubaugh, Tom	Program Office	45. Mwakatobe, Martha	Controller
10. Diminoff, Cecelia	DG	46. Mwasandube, Juster	Warehouse
11. Gindo, Monica	EXO	47. Myenzi, Efrem B.	EXO
12. Hiza, Maggie	DG	48. Nethemiah, Kimaro	EXO
13. Kahendaguza, Justine	EXO	49. Ngalowoka, Zavery	EXO
14. Kajuna, Gilbert	NRM	50. Ngibwa, Patrick	HIV/AIDS
15. Kajuni, Asukile	NRM	51. Nagunwa, Polcrato	Controller
16. Kavira, Filoteus	EXO	52. Omary, Azzah	Warehouse
17. Kayoka, Arthur	EXO (C&R)	53. Osman, Noorie	Controller
18. Khalifa, Amina	Director's Office	54. Osman, Shahina	Procurement
19. Kigalu, Vincent	Procurement	55. Saidi, Makau	EXO
20. Kikuli, Laura	DG/Education	56. Salehe, Vitendo M.	EXO
21. Kiranga, Samuel	Procurement	57. Saulanga, Robert	Controller
22. Kombe, Bridget	HIV/AIDS	58. Simon, Rose B.	EXO

23. Krekamoo, William	Health	59. Swai, Patrick	HIV/AIDS
24. Liganga, Zainab	EG	60. Tairo, Peter	EXO
25. Luanda, Peter	EXO	61. White, Pamela	Director's Office
26. Lusekelo, Absalom	EXO (C&R)	62. Wylie, Kim	SPPS
27. Luvanda, Joseph	Controller		
28. Machume, Specioza	NRM		
29. MacNestor, Damas E.	EXO		
30. Majebelle, Flora	SPPS		
31. Malekela, Erasmo	HIV/AIDS		
32. Maulid, Rashid	Controller		
33. Mbarama, Hosea	EXO		
34. Mbengo, Timothy	IT		
35. Mbuya, Hedwiga	SPPS		
36. Melamari, Sophia	HR/EXO		

Focus Group Facilitators and Notetakers

Name	Dept/Office
63. Hiza, Maggie	DG
64. Kajuni, Asukile	NRM
65. LuePhang, Ken	Procurement
66. Missokia, Elizabeth	SPPS
67. Msaki, Jimmy	SPPS
68. Muhato, Wanjiku	REDSO
69. Nalingigwa, Beatrice	HIV/AIDS
70. Rubin, Deborah	Consultant

May 15-16, 2006, Dar es Salaam, Tanzania
Review of Focus Group process and draft report:
Elizabeth Missiokia, Gender Advisor
Wanjiku Muhato, REDSO Gender Advisor

Members of Gender Working Group:
Kajuni, Asukile
LuePhang, Ken
Msaki, Jimmy

Debriefing with Pamela White, Mission Director and Tom Crubaugh, Program Officer

May 17, 2006, Dar es Salaam, Tanzania
Planning meeting with Elizabeth Missokia, Gender Advisor

Rubin departure to Amsterdam

FOCUS GROUP GUIDELINES

I.   Introductions of the team (5 minutes)
The Focus Group opens with formal introductions of the facilitators and additional observers and notetakers. This establishes the roles and responsibilities among the group and helps the participants see the facilitation leadership from a different perspective than as a colleague or a friend.

Warm up exercise
The purpose of the warm-up exercises is to ensure that the Focus Group discussion begins in a non-threatening environment and that the participants are at ease with each other and with the facilitators. The exercises are designed to elicit divergent views by using provocative statements to engage the group members in discussion. The comments that are made by the members are then used to illustrate that different people bring different perspectives to any discussion, based on their backgrounds and their experiences.

>   **A.   An example of a "Vote with your feet" exercise (5 minutes)**
>   Choose among the following statements and ask the group to move to one side of the room if they agree with the statement and to the other if they disagree with the statement. Tell them that they must choose a side and that they cannot argue about the wording. Once they have moved, ask someone to explain his or her reasoning; then ask someone from the other side to do the same. You may continue this until several people have spoken. Provide a debriefing to indicate that different people will see the same issue in different ways; that they bring their own experiences and biases to a new topic; that we can agree to disagree, but that it is also important not to impose one's views due to personal perceptions on others.
>   - Women are naturally better managers than men.
>   - In rural Tanzania, women are expected to work harder than men.
>   - Women are less reliable employees than men.
>   - Working on gender issues is a woman's job.
>   - It is harder to change gender roles than it is to change other aspects of social behavior.
>   - It is better to have a boy child than a girl child.
>
>   **B.   An example of the "Ideal Man or Woman" exercise**
>   Ask the participants to divide into two equal groups. Ask one group to list the characteristics of an ideal man and the other to list the characteristics of an ideal woman. Ask a member of one group to present their findings. Ask a member of the other group to present their findings. Ask who agrees or disagrees. Discuss.

II.   Clarification of ground rules: (5 minutes)
Take a few minutes to clarify the ground rules of the session to establish expectations for group behavior. It is important to stress the issue of confidentiality, in particular, so that people can feel comfortable expressing themselves without concern that there will be individual repercussions. Common ground rules are:
- Maintain confidentiality
- Participate as much as possible
- Ask lots of questions
- Try not to interrupt

- Respect other peoples' opinions
- Turn off cell phones/pagers

It is also helpful to ask if there are other rules that the group wants to suggest and to add them to the list.

III.   Review of the gender audit process thus far using PowerPoint slides (15 minutes)

Despite distributing information on the gender audit survey results through newsletters, the gender audit team decided to have a short presentation of the highlights of the information as well as a quick review about the audit process so that everyone in the group would be on the same level and able to speak freely by referring to common information.

IV.   Discussion part 1: Reaction to the summary results (20 minutes)

Question 1: What surprised you most about the survey findings? Do you think that the survey results give an accurate reflection of the situation in the mission?

Question 2: Which are the key areas of difference that you see between men and women in working together?

- The survey results suggest that women believe gender issues are taken less seriously than do men. Do you think that is an accurate reflection of the situation in the mission? Why or why not might that be the case?
- Being a team player and a hard worker were ranked as very important characteristics of a "good worker" in Tanzania. How do you understand the definition of a hard worker? How do you understand the definition of a team player? Is it harder for women or for men to work in these ways?

Question 3: Who in the mission is responsible for ensuring that gender equality goals are met, whether in 1) programming or in 2) other areas such as human resources and mission management?

- Half the mission staff thought the management should be responsible for implementing the guidance on gender integration, about one-third thought it should be the technical staff. More women than men thought it should be the responsibility of the technical staff.

V.   Discussion part 2: Follow up on the meaning of survey results related to obstacles and challenges (20 minutes)

- How many of the group members have had any training on gender? In gender analysis? On other aspects related to gender?

Question 4: What are the strengths of the mission's current approach to gender in 1) programming OR 2) management (some groups will be asked to speak to both points).

For the technical programming staff groups, follow up with the following prompts:

- The survey showed that over two-thirds of the mission believed the mission has the technical capacity it needs (men thought this more than women), yet many people also recommended additional training.
- Do you think that having a gender advisor is enough to ensure technical capacity or do other staff members also need to have skills in gender integration?

For the administration and financial staff, follow up with a prompt noting that:
- Increasing training opportunities was one of the most common recommendations for further action. What type of training would be most useful to you?

Questions 5: For SO teams only: Half of the respondents said gender equality goals and objectives were included in activity design. Elaborate on what this means to you, e.g., what steps do you currently take to include gender issues in activity design?

Question 6: What are the key challenges of the mission's current approach to gender in 1) programming OR 2) management (depending on the group – some will be asked to speak to both points)
- Lack of resources, incentives, and time were all mentioned as obstacles to achieving gender integration. Let's address each one in turn: do you agree it is an obstacle and what can be done to address it?
- Nearly half of those responding said that cultural patterns in Tanzania are an obstacle to achieving greater gender equality. What are some of the most problematic aspects? How can they be addressed 1) in programming OR 2) in management?
- Some people also said the cultural patterns of the USA were an obstacle. What are the most problematic aspects? How can they be addressed 1) in programming OR 2) in management?

Question 7: What might happen if these challenges are not addressed?

VI.   Discussion part 3: Working together to achieve more (20 minutes)
Question 8: Based on what we have discussed, what actions do we need to take to deepen our commitment to achieving gender equality in programming and mission management?
- What actions to we need to take to increase technical skills?
- What actions need to be taken to improve gender equality in the management of the mission other than in programs?
- What are the most important of these actions? (The goal would be to develop a prioritized list)

VII.   Wrap up (10 minutes)
- Review key points that came up during the discussion using notes from flip charts.
- Ask if the wrap up accurately reflects the group's statement
- Ask if there are any more comments
- Thank everyone for their participation

LIST OF DOCUMENTS REVIEWED

Binagi, Ellen and T. Msaki 2004 "Poverty Reduction Strategy Review Process with a Gender Perspective/Agriculture" Dar es Salaam, Tanzania: Ministry of Agriculture and Food Security.

Blackden, C. Mark and Magdalena Rwebangira 2004 "Tanzania: Strategic Country Gender Assessment" Washington, DC: World Bank.

Gender Mainstreaming Working Group – Macro Policies 2004 "Preliminary Report on PRS II Review from a Gender Perspective: Incorporating Ten Sectors" Dar es Salaam, Tanzania: Vice President's Office.

Morris, Patricia T. 2003 "The Gender Audit Questionnaire Handbook" and gender audit CD. Washington, DC: InterAction, Commission on the Advancement of Women.

Moser, Caroline 2005 "An Introduction to Gender Audit Methodology: Its design and implementation in DFID Malawi" London, UK: Overseas Development Institute.

PACT Tanzania 2005 "Gender Mentoring: A Guide for Strengthening Equality in Communities" Dar es Salaam, Tanzania: PACT Tanzania.

Tanzania Coastal Management Partnership. Selected brochures and pamphlets.

Tanzania Commission for AIDS (TACAIDS) 2005 "Country Report: United Republic of Tanzania, Follow-UP to the Declaration of Commitment on HIV/AIDS (UNGASS)"

Tanzania Gender Networking Programme and SARDC-WIDSAA. 1997. Beyond Inequalities: Women in Tanzania. (Written by Fenella Mukangara and Bertha Koda). Dar es Salaam and Harare: TGNP and SARDC-WIDSAA.

United Republic of Tanzania 2005 "Tanzania Assistance Strategy, Tanzania Country Profile, Vol. 1" Dar es Salaam, Tanzania: Government Printer.

United Republic of Tanzania 2005 "Joint Assistance Strategy" Dar es Salaam, Tanzania: Government Printer.

USAID/Tanzania 2005 Annual Report

USAID/Tanzania 2006 Country Strategy Statement.

USAID/Tanzania 2005 Performance Management Plans for Strategic Objectives 10, 11, 12, 13, and 14.

YouthNet Tanzania Selected brochures and pamphlets.