

TANZANIA

Gender audit as a tool for enhancing gender in programming

The United States Agency for International Development (USAID)'s office in Tanzania carried out a gender audit between February and July 2006, in order to assess gender in programming issues as well as in practices and policies of the mission, including human resource issues, budgeting, and management.¹ The experience of USAID/Tanzania in conducting a gender audit - in the methodology used and in the follow up of outcomes - can be usefully applied to gender audit processes in other sectors, including in the security sector.

USAID's mission in Tanzania aims to improve public accountability at both the national and local levels; strengthen the educational and health systems; and increase agricultural productivity, market access, investment and trade so as to foster economic growth in the country.² Mainstreaming gender into all of these areas of activity is critical to their effective implementation, which implies the need for gender to be integrated into all practices and policies within the USAID mission.

Over the preceding five years, USAID/Tanzania had focused on gender as a crosscutting theme in mission programming. A gender assessment was conducted in 2003,³ after which USAID/Tanzania created a post of gender advisor within the mission, established a gender advisory group, institutionalised reporting on gender as part of the periodic portfolio reviews, and improved attention to gender issues in the procurement process. However, the mission had not implemented all recommendations included in the 2003 gender assessment, such as: the development and implementation of a gender strategy and gender monitoring system, and/or the establishment of a systematic process for measuring program impact on gender relations. Together with these identified gaps, two simultaneous conditions prompted the request for a gender audit from USAID headquarters. First, the mission was asked to develop a new country strategy statement for 2006–2010. Second, the mission recognised the importance of expanding action beyond programming, committing itself to addressing gender inequalities at all levels of programme and front office structures through the gender audit process.

The main purpose of USAID/Tanzania's gender audit was to be a tool for the mission's organisational planning, through a participatory process of self-assessment. The process was based upon a gender audit methodology developed by InterAction, an umbrella group of US-based non-governmental organisations.⁴ The audit followed the following sequence:

- a) Review of the current gender integration strategy and results
- b) Staff survey of attitudes and actions concerning a range of gender issues in the organisation and analysis of the survey responses
- c) Focus group discussions of the survey responses
- d) Drafting of an action plan to address issues raised during the audit process⁵

The audit was carried out in two phases: the gender audit survey was conducted in late February/early March 2006, and follow-up discussions were held in May 2006, with the final report completed in August 2006.

The gender audit at USAID/Tanzania was assisted by structural elements already in place within the mission to assist and support gender mainstreaming, including:

- Guidelines for gender mainstreaming in the procurement process
- A gender advisor and a Gender Working Group
- Statements supporting the targeting of gender inequalities in existing Country Strategic Plans and Country Strategy Statements

1 See: Deborah Rubin, and Elizabeth Missokia, *Gender Audit for USAID/Tanzania* (USAID, August 2006), http://pdf.usaid.gov/pdf_docs/Pnadh239.pdf (accessed September 11, 2009).

2 USAID, "USAID: Sub-Saharan Africa, Tanzania," USAID, http://www.usaid.gov/locations/sub-saharan_africa/countries/tanzania/index.html (accessed September 17, 2009).

3 USAID, *Gender Audit for USAID/Tanzania* (The Women in Development IQC, Office of Women in Development, USAID, September 2003), http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/ga_tanzania.pdf (accessed September 11, 2009).

4 See: InterAction, "Commission on the Advancement of Women." InterAction, http://www.impactalliance.org/ev02.php?ID=7716_201&ID2=DO_TOPIC&collapse=7716 (accessed September 11, 2009).

5 Rubin and Missokia, *Gender Audit for USAID/Tanzania*.

TANZANIA

Gender audit as a tool for enhancing gender in programming

- Inclusion of gender issues as a topic on portfolio reviews forms
- A high level of awareness of the importance of addressing gender inequalities and their effects on development work among staff
- Completion of a previous gender assessment in 2003.⁶

USAID/Tanzania chose to bring in assistance to facilitate the audit: a consultant was appointed to organise and facilitate the audit process, including the design and analysis of the questionnaire, preparation of presentations, and writing of the reports. 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. The analysis of the survey data and the development of the action plan were commissioned to the consultant and the Gender Working Group, with feedback from other mission staff.

The gender audit survey

The gender audit survey was conducted between February 23 and March 3, 2006.⁷ The questionnaire model developed by InterAction was shortened and revised to be more relevant for an office within the US Federal Government. The number of questions was reduced from ninety to just over fifty. Questions relating to areas on which the federal government had established regulations, such as maternity and paternity policies, were not included, and questions about programming were revised to reflect the programming process at USAID.

The survey was distributed to 66 staff members at the USAID/Tanzania office in Dar es Salaam, including employees in all departments. A total of 57 surveys (86 per cent) were returned and included in the analysis, although not all of the returned surveys were complete.⁸ Of the 57 respondents, 49.1 per cent were female staff members, representing 90 per cent of all the women in the mission. Men comprised 47.4 per cent of the respondents, representing 77 per cent of the men in the mission. There was a consistent drop off in the response rate towards the end of the questionnaire, suggesting that an even shorter questionnaire would have been better.

Each question of the gender audit survey was analysed in three ways:

- a) for the mission as a whole
- b) disaggregated by sex
- c) disaggregated by staff position

The response provided a useful review of the general level of awareness of gender equity issues at the mission. For example:

- Although over 50 per cent of staff stated that gender criteria are either frequently or always part of USAID/Tanzania's acquisition and assistance procedures, there was little knowledge of the existing guidelines for gender mainstreaming in the procurement process, suggesting that a workshop on this would be helpful.
- Staff were aware of the existence of the gender advisor, and of the responsibilities associated with that position. However, only 30 per cent of respondents said that they were assigned responsibilities for gender integration "to a significant extent." Since it is not possible for the gender advisor to handle all the work of gender integration for the entire mission, this set of responses suggested 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 was 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, and that

⁶ USAID, *Gender Audit for USAID/Tanzania*.

⁷ USAID, *USAID/Tanzania Gender Audit Newsletter*, Issue No.1, May 2006, <http://www.devtechsys.com/publications/documents/GenderAuditNewsletter1-Final.pdf> (accessed September 11, 2009).

⁸ Deborah Rubin, and Elizabeth Missokia, *Gender Audit for USAID/Tanzania*, USAID, August 2006, http://pdf.usaid.gov/pdf_docs/Pnadh239.pdf (accessed September 11, 2009).

TANZANIA

Gender audit as a tool for enhancing gender in programming

project design was influenced by women's groups or networks. However, while over 70 per cent of staff thought that sex-disaggregated data provides useful information for project design, only 15 per cent said sex-disaggregated data was collected, and only 43 per cent said sex-disaggregated data was analysed at the activity level to a significant extent or to the fullest extent. These responses pointed to the need to more systematically utilize the sex-disaggregated data that is collected.⁹

The gender audit focus group discussions

In the focus group discussions, many staff members took the time to discuss the results of the survey and to brainstorm possible action steps for the mission to better integrate gender issues into programming and to achieve a higher degree of gender equality in the mission's human resources, procurement, and other operations.

A total of 68 people from the mission participated in one of the six focus group sessions, being 80 per cent of those who were invited to participate.¹⁰ The focus groups were organised primarily in groupings of the same sex and the same staff position, based on the outcomes of the survey. Firstly, the sex-disaggregated survey results did not show many important differences between men's and women's responses, and the gender audit team thought that single-sex focus groups might provide greater clarity as to whether opinions on some topics differed to any extent. Secondly, it was evident from the survey results that the administrative and technical staff returned the greatest number of "don't know" answers. As a consequence, administrative and technical staff were grouped together, so as to have the opportunity to provide them with additional explanations about gender, and to explore their views on the survey questions more easily.

Each focus group started with introductions of the team members facilitating the discussions. The facilitators were primarily members of the mission's Gender Working Group. After the introductions, a short exercise looking at men's and women's expected roles or characteristics helped to warm up the group for discussing their own opinions and experiences. Each group viewed a short presentation to remind them about the gender audit process and the highlights of the survey results. After that, the floor was opened to the views of the group. The focus groups' discussions were organised into three parts: first, to hear the participants' reactions to the survey results; second, to explore the meaning of their survey answers; and third, to brainstorm about ideas for moving forward.

The Questions Posed*:

Reaction to the survey results

- 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?
- Which are the key areas of difference that you see between men and women in working together?
- Who in the mission is responsible for ensuring that gender equality goals are met?

Exploring the meaning of the results

- How many of the group members have had any training on gender, gender analysis, or other aspects related to gender?
- What are the strengths of the mission's current approach to gender in programming and/or management?
- What are the main challenges facing the mission in gender integration?

Brainstorming ideas for moving forward

- What actions do we need to take to deepen our commitment to achieving gender equality in programming and mission management?

* USAID, *USAID/Tanzania Gender Audit Newsletter*, Issue No.3, May 2006, <http://www.devtechsys.com/publications/documents/GenderAuditNewsletter3-Final.pdf> (accessed September 11, 2009).

9 *Ibid.*, 9.

10 USAID, *USAID/Tanzania Gender Audit Newsletter*, Issue No.3, May 2006, <http://www.devtechsys.com/publications/documents/GenderAuditNewsletter3-Final.pdf> (accessed September 11, 2009).

TANZANIA

Gender audit as a tool for enhancing gender in programming

- **Findings**

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:

- a) There was a wide general awareness and acceptance of USAID's mandate for gender integration across the Agency's programs and operations;
- b) Employees at USAID/Tanzania, both US and Tanzanian, felt comfortable with the working environment and felt that they were respected and valued members of a common team, regardless of their sex.

In particular, the gender audit revealed the following strengths in the USAID/Tanzania mission, with regards to gender equality:

- Having a mission director who is at the forefront in raising awareness about gender issues all the time
- Having accomplished women as role models and having men able to work with accomplished women
- Many women employees in positions of responsibility
- Having a gender advisor
- No job discrimination or segregation
- Strong support for integrating gender in procurement
- Willingness to commit time and resources to a gender audit

And the following challenges:

- Finding an appropriate allocation of time and resources for gender integration
- Addressing gender issues early in programme design and identifying meaningful indicators for tracking progress in reducing gender inequalities
- Help technical staff access relevant information on gender issues
- Identifying best practices in gender integration
- Improving reporting on activities that are achieving successes in gender integration

The gender audit suggested that gender mainstreaming could be enhanced through a series of measures. For example:

- Targeted training of the Gender Working Group could empower them as leaders in gender integration for their respective teams and administrative offices
- A coordinated and sequenced action plan to build an integrated programme to enhance gender equality in the workplace and reduce gender constraints in mission programming could be put in place
- Successful efforts in gender integration should be shared, and greater attention be paid to identifying substantive gender issues in the procurement process and in the design of program activities.

One of the results expected from a gender audit was the articulation of USAID/Tanzania's vision about its goals in relation to gender equality. The focus group discussions provided several clear statements relevant to the articulation of a gender vision, which served as a basis for drafting the following gender vision statement:

USAID/Tanzania supports the achievement of gender equality in all mission offices and programs. 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.