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Towards Gender Equality and Female Empowerment in Lebanon

A GENDER ANALYSIS TOOLKIT FOR IMPLEMENTING MECHANISMS

December 2014

This Toolkit was produced by the USAID Performance Management Support Program for Lebanon (PMSPL) project and was implemented by Social Impact, Inc. (SI). It was prepared by Najwa Andraos, Gender Specialist for PMSPL and Sarah J. Tisch, SI Gender Program Leader, and support from interns Mallory Holding and Emma Buck. This Toolkit draws from the USAID publication *Toward Gender Equality in Europe and Eurasia: A Toolkit for Analysis* (May 2012), by Elizabeth Duban of JBS International, Inc. and Catherine Cozzarelli of USAID and references the Lebanese context using evidence from the 2012 USAID gender assessment for USAID/Lebanon and authored by Samira Atallah and Margueritte Helou.

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ACRONYMS

| | |
|--------|--------------------------------------------------------------------------------|
| ADS | Automated Directives System |
| AOR | Agreement Officer Representative |
| CDCS | Country Development Cooperation Strategy |
| CEDAW | Committee on the Elimination of All Kinds of Discrimination against Women |
| COR | Contract Officer Representative |
| CSO | Civil Society Organization |
| FAO | Food and Agriculture Organization |
| GE/FE | Gender Equality and Female Empowerment Policy (USAID) |
| GFP | Gender Focal Point |
| ILO | International Labor Office |
| IP | Implementing Partner |
| IM | Implementing Mechanism |
| LU | Lebanese University |
| MEHE | Ministry of Education and Higher Education |
| MSME | Micro, Small, and Medium Enterprises |
| NGO | Nongovernmental Organization |
| NOWARA | National Observatory for Women in Agriculture and Rural Areas |
| ONILFA | Osservatorio Nazionale per l'impreditoria e il Lavoro Femminile in Agricoltura |
| PAD | Project Appraisal Document |
| PMSPL | Performance Management Support Program for Lebanon |
| RFA | Request for Application |
| RFP | Request for Proposal |
| SI | Social Impact, Inc. |
| SOW | Scope of Work |
| TIP | Trafficking in Persons |
| TVET | Technical and Vocational Education and Training |
| TVPRA | Trafficking Victims Protection Reauthorization Act |
| UN | United Nations |
| UNDP | United Nations Development Program |
| USAID | United States Agency for International Development |
| VoT | Victim of Trafficking |
| WID | Women in Development |

EXECUTIVE SUMMARY

With the release of the Agency Gender Equality and Female Empowerment Policy (GE/FE)¹ in March 2012, USAID reaffirmed that gender analysis is the key tool that must be used to integrate gender effectively across the programming cycle.² The GE/FE Policy notes that gender analysis can be used proactively to:

- Address gender constraints and gaps in the course of strategy and project design;
- Identify new opportunities to promote women’s leadership and participation; and
- Identify potential adverse impacts and/or risks of gender-based exclusion that could result from planned activities.

At first glance, it may appear that there are few inequalities between women and men in Lebanon. But while this is notable, gender-based discrimination still occurs, particularly among groups that are socially or economically vulnerable. In measures using global comparison statistics, Lebanon in 2013 ranked 78/186 on the United Nations Development Program (UNDP) Gender Equality Index and 123/136 on the Global Gender Gap report.³ The in-depth analysis of gaps between males and females for the USAID/Lebanon 2012 Gender Assessment reveals many barriers that prevent women from achieving tangible equality with men. It is precisely this context—where gender equality is a formal principle and gender differences are not obvious—that makes gender analysis an imperative step prior to Implementing Mechanism (IM) -level activities or interventions. The evidence generated from the analysis can provide insights into where and what the gaps are between males and females that may hinder active and equal participation at all levels.

In thinking about gender issues in Lebanon, it is important to look beyond formal statements and principles of equality to uncover the reality for women and men. A contextual analysis of Lebanon’s salient features points to complex political and socioeconomic dynamics that continue to undermine gender equality and female empowerment in the country; the same is true in many developing economies. While Lebanese women have a seemingly favorable position and have made some recent gains, they face discrimination at many levels. This discrimination is rooted in persistent regressive laws and regulations, deeply patriarchal cultural values, inadequate public policies, lack of political will for social change, and a sectarian system that keeps women’s issues within the realm of the religious establishments. The status of all women in Lebanon is aggravated by increasing economic disparities, ongoing conflict and security problems, and a rise in social and religious conservatism.⁴

¹ Hereafter referred to as the GE/FE Policy.

² Duban, Elisabeth and Cozzarelli, Catherine (2012). *Toward Gender Equality in Europe and Eurasia: A Toolkit for Analysis*. USAID http://pdf.usaid.gov/pdf_docs/pnaea292.pdf

³ UNDP Global Development Index 2013 http://hdr.undp.org/en/media/HDR2013_EN_Summary.pdf and the World Economic Forum Global Gender Gap Report 2013 <http://www.weforum.org/reports/global-gender-gap-report-2013>

⁴ Atallah, Samira and Helou, Margueritte (2012). *Gender Assessment for USAID/Lebanon*. This report was submitted to the USAID Development Exchange Clearinghouse. <https://dec.usaid.gov/dec/home/Default.aspx>

In addition, there may be gender stereotypes that constrain men from expressing more nurturing social roles in private and in public. Nevertheless, the prospects of USAID to contribute effectively to the elimination of gender discrimination in Lebanon are quite positive and may be facilitated by many factors. For instance, Lebanon enjoys an active civil society, high female literacy rates, and an open social environment armed with a constitutional democracy based (at least in principle) on freedom of expression and equality between men and women. Together these factors provide real opportunities for promoting change in Lebanon in line with the tenets of USAID's GE/FE Policy.⁵

TOOLKIT PURPOSE

In 2012 after the required country-level gender assessment for the preparation of the USAID Mission Country Development Cooperation Strategy (CDCS) was completed, there was recognition that the findings from the assessment needed to be in a useable format for USAID's Implementing Partners (IPs) to inform their activities. In Lebanon, it is not unusual for IPs to be implementing several mechanisms. As well, USAID's new requirements and perspectives on gender analysis needed to be shared. The Toolkit was designed to fill this need.

The Toolkit is meant to serve as a starting point, to stimulate the analytic process by helping the user identify and think through what gender issues might be involved with a problem and what interventions might be needed. The Toolkit provides guidance for promoting gender equality and female empowerment and complying with USAID Automated Directives System (ADS) Chapter 205 on Integrating Gender and Female Equality in the USAID Program Cycle,⁶ which identifies the specific expectations for IPs.

The material in this Toolkit is adapted from and modelled after the 2012 USAID *Toward Gender Equality in Europe and Eurasia: A Toolkit for Gender Analysis*, and also follows ADS 205 guidance.⁷ For the Lebanese context, publications, academic literature, statistical databases, and analytic reports were reviewed. Information about gender issues in specific sectors was drawn from the 2012 USAID/Lebanon gender assessment.⁸ In addition, other international development agencies' materials and guidance on gender analysis were reviewed.

STRUCTURE OF THE TOOLKIT

The Toolkit provides an overview of how gender analysis can be used to further USAID development goals at the IM level and uses the Domains Framework as a suggested gender analysis methodology. This general introduction is followed by three guidance notes that provide detailed information about gender issues across a variety of sub-sectors concerning democracy, civil society and governance, education,

⁵Atallah and Helou (2012), adapted, p. 4

⁶ The ADS are the operational policies and procedures governing USAID programs and operations. See USAID ADS Chapter 205: Integrating Gender Equality and Female Empowerment into the USAID Program Cycle <http://www.usaid.gov/ads/policy/200/205>

⁷ The sections of the work *Toward Gender Equality in Europe and Eurasia* that are used in this Toolkit are indicated with footnotes. If the section is verbatim or has been slightly edited, this is noted as such in the note. Dr. Catherine Cozzarelli, USAID staff coauthor of the toolkit, was contacted and she concurred to this method as long as text sections used were properly cited.

⁸ Atallah and Helou (2012)

economic growth, and water and the environment, all within Lebanon. The Toolkit is divided into four sections:

- Section I presents a practical approach and concrete tools for integrating gender at the IM level
- Section II contains three guidance notes to facilitate gender analysis in the areas that are currently most relevant to USAID activities in Lebanon, namely Economic Activities, Education, and Governance and Civil Society. Each of the guidance notes can serve as a stand-alone resource
- Section III describes the link between USAID/L's control on trafficking in persons (TIP) policy and gender analysis by giving examples of cross-cutting questions related to (TIP)

For more detailed information, about the Lebanese context, Annex I I explains the purposes of gender analysis and introduces USAID's framework for conducting gender analysis. Annex II provides a brief overview of gender issues in Lebanon. Annex III reviews USAID requirements on gender integration and gender analysis and discusses why gender analysis is relevant to USAID's development goals.

SECTION I

QUICK START: CONDUCTING GENDER ANALYSIS AT THE IMPLEMENTING MECHANISM ACTIVITY LEVEL

Promoting gender equality and female empowerment is a shared Agency responsibility and depends on the contribution and collective commitment of all staff.

USAID Gender Equality and Female Empowerment Policy (2012), p. 14

This section of the Toolkit provides tips for IPs on how to conduct gender analysis during work planning and during implementation when a new activity is introduced in an IM because additional information is needed to identify, understand and explain gaps between males and females. The level of detail needed for the gender analysis depends on the purpose and needs of the IM.

I.1 TIPS FOR CONDUCTING GENDER ANALYSIS

Step 1: Setting up the Analytical Framework

Most gender analysis frameworks involve collecting quantitative and qualitative information in the following quantitative and qualitative areas. Step 1 is to set up the gender analysis. It is often easier to organize this information in a tabular format, such as in Table I below.⁹

Table I. Key Domains and Associated Issues

| Domain | Key Issue |
|--------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Access to and control over resources | Who owns and/or has access and the capacity to use productive resources—assets (land, housing); income; social benefits (such as social insurance, pensions); public services (such as health, water, power); technology; and information? |
| Knowledge, beliefs and perceptions | What common beliefs and perceptions shape the identities and norms of behavior for males and females? What are the commonly held ideas about appropriate qualities, life goals, and aspirations for males and females? Are there stereotypes people cite about males and females at all ages? |

⁹ USAID ADS Chapter 205, verbatim, p. 8

| Domain | Key Issue |
|--------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Practices and participation | Who does what? What are the gender roles and responsibilities that dictate the activities in which males and females participate? How do males and females engage in paid and unpaid work (including within the home) and community service? How do males and females spend their time (and where and when)? |
| Time and space | How do males and females spend their time, as well as where and when? |
| Legal rights and status | How are males and females regarded and treated by customary and formal legal codes? Do laws, policies, regulations, and institutional practices contain explicit provisions that treat males and females differently? Are there implicit gender biases (e.g., the different impacts of laws, policies, regulations, and practices on males and females because of different social arrangements and economic behavior)? |
| Balance of power and decision-making | Who influences and exercises control over materials, human, intellectual, and financial resources in the family, community, and country? Are such decisions made freely? |

Table 2 below is an example of a template for completing a gender analysis evidence matrix. A completed matrix can often serve as the gender analysis reference point for use in activity design.

Table 2. Gender Analysis Evidence Matrix

| 1. What are the key gender issues related to each domain that affect male and female participation in the intervention? | 2. What other information about gender relations is needed? | 3. What are the gender-based constraints hindering the achievement of IM objectives? | 4. What are the gender-based opportunities in design for future IM interventions or activities? |
|-------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------|--------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|
| Access to and control over resources | | | |
| Knowledge, beliefs and perceptions | | | |
| Practices and participation | | | |
| Time and space | | | |
| Legal rights and status | | | |
| Balance of power and decision-making | | | |

Enter evidence and the source of the information into each column for easy reference. Keep these key issues in mind when reviewing data from secondary research and existing studies, conducting new research, speaking with experts, and meeting with stakeholders. This type of matrix is useful because it keeps the analysis focused on the key issues.

Step 2: Identifying Gender Issues and Sources of Information¹⁰

The second step is to identify the broad gender issues that will be the focus of the analysis and to locate key sources of quantitative and qualitative information that can inform this analysis. In Table 2 above, these would be listed in Column 1 (“What are the key gender issues related to each domain that affect male and female participation in the current or potential IM intervention or activity?”).

Keep in mind that many gender issues of inequality may not be readily apparent since gender roles are often accepted as “natural” and the impacts of socialization are often difficult to discern. Therefore, it will be important to dig beneath the surface and collect as much detailed information about gender as possible, using a wide array of sources.

Think broadly about where to find information on the roles and status of men and women relevant to the IM being designed. Gender experts may be able to provide supplementary information regarding inequalities relevant to a particular field. Also, considering the diverse nature of Lebanese society, it is very useful to consult with local organizations that represent or work specifically with minority populations of men and women.

A review of quantitative data provides an overview of any general differences or inequalities. However, analysis should not stop at the level of data comparison but should entail a deeper examination of the “pattern and norms of what women and men, girls and boys do and experience in relation to the issues being examined and addressed.”

Sex-disaggregated statistics can point to clear inequalities and disparities, such as the number of girls and boys enrolled in primary school or the number of newly granted loans among men and women. The governments of most countries (Lebanon included) regularly gather and publish compilations of statistics about men and women. Other organizations, such as the United Nations (UN), the World Bank, and the World Economic Forum, also regularly publish sex-disaggregated statistics.

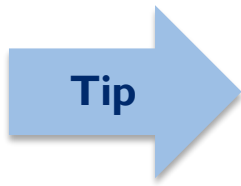
IPs that are introducing new or adjusting current activities should review basic statistical information, disaggregated by sex, about the relative status of men and women in a given sector and should also seek out data that are disaggregated by other factors that may affect the IM, such as geographical location, age, ethnicity, or disability. Box I describes the need to consider diversity while conducting gender analysis.

Box I: Gender and Diversity

A core principle behind gender analysis is the examination of differences between men and women, boys and girls; however, it is equally important to keep in mind that none of these is a homogenous group. Gender analysis requires an inclusive perspective in which diversity is considered. In conducting gender analysis, it is a good practice to consider other factors that might affect the relative status of females and males. Such factors include age, socioeconomic status, ethnicity, location (whether in a rural or urban setting), household structure, disability status, refugee status, sexual orientation, and gender identity. Recognizing diversity in this way is codified in one of the core operational principles of the GE/FE Policy—“Pursue an inclusive approach to foster equality”—which acknowledges that gender issues may change across the lifespan and that closing gender gaps in adolescence is particularly important.

USAID, *Gender Equality and Female Empowerment Policy*

¹⁰ Duban and Cozzarelli (2012), adapted, pp. 22–23.



Do not overlook issues of diversity. Be sure to include people of different ages from different parts of the country or governorate, depending on the level of analysis, and minority groups in stakeholder meetings, as they can provide a variety of views from the groups the IM may affect.

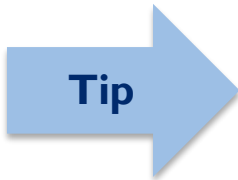
Adapted, Duban and Cozzarelli (2012), p. 22

Step 2 should also include a review of qualitative studies that shed light on the reasons behind any disparities that have been noted or that can help fill in the gaps that are left by missing or incomplete data. Many sources of qualitative information related to gender issues are available, some of which provide overviews of the status of women in Lebanon and others that address a narrow issue or topic. Some useful overviews include periodic reports on the implementation of international human rights obligations submitted to UN treaty-monitoring bodies. For example, the Committee on the Elimination of All Forms of Discrimination against Women (CEDAW) reviews national reports and issues recommendations for action.¹¹ NGOs may prepare alternative reports during the review process that offer another perspective on women's rights. Other periodic reports that generally include information on gender equality or the status of women and girls include the Gender Index of the UNDP Human Development Report/ Lebanese Chapter and the UN Committee on the Rights of the Child / Lebanese Chapter.

UN entities (such as the UNDP, the UN Population Fund, UN Women, and the Special Rapporteur on Violence Against Women), as well as the Lebanese National Committee on Women and others, publish reports on issues of particular concern to women and on progress towards gender equality. Other donors may have produced assessments or reports relevant to Lebanon in general or a specific sector.

NGOs, including think tanks, research centers, and academic institutions, are generally good sources for topic-specific studies and assessments. If an IM is a follow-on to a similar activity, other IPs may have conducted needs assessments or surveys that are useful for quantitative and qualitative information.

¹¹ Note that the Committee has the same acronym as the Convention on the Elimination of All Forms of Discrimination Against Women and is usually referred to as the "CEDAW Committee." See <http://www.ohchr.org/en/hrbodies/cedaw/pages/cedawindex.aspx>



Remember that this stage of gender analysis need not be limited to assessing gender-based constraints. The unique gender roles of women and men could also offer useful opportunities for programming when properly recognized and considered.

Adapted, Duban and Cozzarelli (2012), p. 24

The following section will assist IMs in identifying the key issues relevant to the sector they are working with in Lebanon. The issues that they find important will be used in filling out Column 1 in Table 2 and will guide their research and interviews with stakeholders (if time allows).

I.2 CONDUCTING GENDER ANALYSIS BY SECTOR

Gender Issues in Lebanon

This section describes the most significant gender issues relevant within several sectors identified by USAID as key to Lebanon and will help to narrow the area of inquiry for the gender analysis. The subsequent analysis will itself likely uncover additional issues and a more defined perspective, but this overview will serve as an orientation to the critical issues.

The guidance notes in this section are designed to apply the above recommendations for carrying out gender analysis work in a variety of specific sectors. Each note is organized as follows:

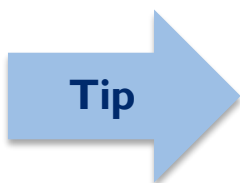
- **Why consider gender?** This part provides a conceptual background on the relevance of gender to a particular sector and articulates why gender issues need to be taken into account to ensure that IMs will be effective.¹²
- **Key questions to guide gender analysis.** A series of questions is provided in each guidance note to help readers carry out the gender analysis. This includes suggested questions to guide gender analysis in the different sectors in Lebanon. It is also useful to think about what indicators are being used. For easy reference, Annex 3 provides the USG Standard indicators on gender and suggested indicators for Lebanon from the 2012 Gender Assessment.

Within Lebanon participatory processes are important features of communities and of civil society. People may be more willing to share information if a similar approach is taken when gathering information. Using a participatory process can provide answers to key questions, as illustrated in Box II below.

¹² Duban and Cozzarelli (2012), verbatim, p. 24

Box II: Good Practice—Using a Participatory Process and Involving Stakeholders

- Lebanon has government agencies and institutions dedicated to women’s issues or gender equality. Some ministries have gender focal points. Local gender experts can also be found in NGOs and among academics or media professionals. Implementers of similar IMs may be able to provide valuable information based on their experiences.
- Ideally, when designing an IM activity or intervention, potential beneficiaries should be included in the gender analysis process to test assumptions about how men and women will be able to participate in and benefit from the activity.
- The participatory process should allow both women and men to provide information. In some sectors where there are distinct gender imbalances, it may be necessary to take special measures to ensure that the views of both sexes are represented. In conducting meetings, round tables, or focus groups, bear in mind that women or men may feel constrained in expressing their opinions on certain subjects in a mixed-group setting. It will be necessary to develop a data collection methodology that ensures that women and men can voice their views equally.



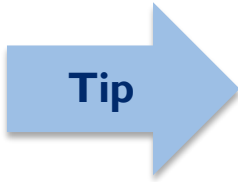
- It is a good practice when conducting gender analysis to involve women and men directly in the process. Participation can take several forms: discussions with experts, meetings with stakeholders, and seeking information from potential beneficiaries. This practice can be carried out in connection with identifying sources of information because there is some overlap in the types of materials to review and the experts to meet.
- Because gender differences can be quite nuanced and difficult to capture through statistics or surveys, discussions with experts can prove especially fruitful. Such experts may include staff of other donor or international organizations.

Note that even though the three guidance notes in the next section present information by individual sectors, there will likely be overlap across sectors. Box III below describes illustrates a political participation scenario.

Box III: Illustration Political Participation

Imagine an activity designed to build the capacity of political parties. A review of basic statistics would reveal the number of men and women in the country’s political parties and in political office by party. The number of women in party leadership positions could also be determined. Further analysis and expert opinions could then be considered to reveal some of the reasons why women hold specific positions in political parties or why they are largely absent.

Adapted, Duban and Cozzarelli (2012), p. 25



Remember that gender analysis should be conducted early in the activity planning process and alongside other IM-level analysis. The results of the gender analysis can then be taken into consideration in the subsequent stages of IM planning and synthesized into a final logical framework and IM design.

Adapted, Duban and Cozzarelli (2012), p. 26

Often a checklist serves as a handy tool to make sure analysis stays on track. The checklist below indicates what could be considered as a minimum set of questions.

Tool: Gender Areas of Inquiry Checklist¹³

- Why is gender relevant to this sector?
- What are the key gender issues?
- What affects gender equality in a given sector (e.g., laws, policies, or stereotypes)?
- What roles and responsibilities do women and men have?
- Who does what?
- What are the dominant gender norms and how is labor divided along gender lines?
- Who has access to which particular assets or resources?
- Who has control over which resources at various levels?
- Who holds power and makes decisions in particular contexts

It is important to note that as you complete Column 1 in Table 2, additional and more focused questions will almost certainly arise. The questions provided in this Toolkit are meant to serve as an illustrative starting point for analysis and you should consider other questions. The key questions are grouped into broad categories as follows:

¹³ *Ibid.* Adapted, p. 25

- **Sex-disaggregated data and information.** These questions are a reminder of the basic types of data and statistics that should be located and consulted (where they exist).
- **Background and context.** These questions are aimed at helping to articulate the context that affects gender equality in the given sector. Unlike the questions posed under the Domains Framework and other gender analysis methodologies, which are inquiries about the status and roles of individual women and men, contextual questions help identify other factors, such as the existence of laws, policies, or stereotypes that would promote or hinder gender equality.
- **Gender roles and responsibilities.**
- **Access to and control over resources.**
- **Patterns of power and decision-making.**

One-Click Resources: USAID Guidance on ADS Requirements

Below are handy “one-click” hot links to links to USAID publications and policies, which guide USAID in project design as well as monitoring and evaluation of projects and programs. Also included is a link USAID’s “Gender 101” online course, required of USAID staff. This course explains the purpose and intent of the policies listed below. USAID has made the course available to IPs, to increase understanding of USAID’s perspective on gender equality, female empowerment and the use of gender analysis requirements.

- The USAID Gender Equality and Female Empowerment Strategy
<http://www.usaid.gov/sites/default/files/documents/1870/GenderEqualityPolicy.pdf>
 - The USAID Office of Gender Equality and Women’s Empowerment
<http://www.usaid.gov/what-we-do/gender-equality-and-womens-empowerment>
 - Tips for Conducting a Gender Analysis at the Activity or Project Level Additional Help for ADS Chapter 201, USAID (2011)
<http://www.usaid.gov/sites/default/files/documents/1865/201sae.pdf>
 - ADS 205: Integrating Gender Equality and Female Empowerment into USAID’s Program Cycle, Pages 7–17, specifically:
 - 205.3.1 What is Gender Analysis, including the official definition of the “domains of analysis,” which is the USAID paradigm for gender analysis?
 - 205.3.2 Gender Integration Throughout the Program Cycle
 - 205.3.3 Gender Analysis in the CDCS Process
 - 205.3.4 Gender Analysis in Project Design
 - 205.3.5 Gender Analysis in Solicitations
 - 205.3.6 (Gender Analysis) in Monitoring, Evaluation, and Learning
 - 205.3.6.1 (Gender Analysis) in Performance Monitoring
- <http://www.usaid.gov/ads/policy/200/205>
- USAID online introductory course: Gender 101
<http://usaideallearninglab.org/library/gender-101-gender-equality-usaid>

SECTION 2: GUIDANCE NOTES

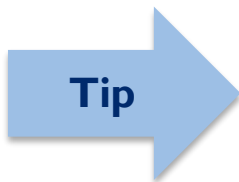
This section is followed by three guidance notes briefly describing gender issues in key sectors of concern to USAID/Lebanon. Sector-specific gender analysis tips and initial questions are also included.

2.1 GUIDANCE NOTE 1: GENDER AND ECONOMIC ACTIVITY

Gender in Agriculture and Water Resources

*Agriculture and Water Related Gender Issues in Lebanon*¹⁴

Since the end of the Lebanese Civil War in 1990, successive Lebanese governments have adopted an economic plan focused on currency stabilization, increasing government revenues, and rebuilding the physical infrastructure. However, in terms of regional distribution, the centralized nature of the official reconstruction and development approach has not given sufficient attention to rural areas, and by extension, to the agriculture sector. The deficiency in gender-related data is predominant in the overall field of agriculture, where women are estimated to comprise over 40% of the labor force. Water problems in this field carry particular difficulties for women who are typically “responsible for bringing water from local wells or springs in areas” where water is often not available through established channels. According to available estimates, “40% of remote areas in Lebanon have no proper access to water.” And while women might not have significant roles in all decisions related to farming activities, “the allocation of water for livestock is a woman-dominated activity.”



Women farmers are less likely to own land and are overly represented in small-scale agricultural work. Access to productive resources and markets differs for women and men.

Adapted, Duban and Cozzarelli (2012), p. 28

Gender and the Labor Market

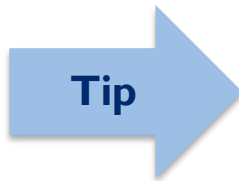
*Gender Issues related to the Labor Market in Lebanon*¹⁵

The Lebanese Constitution guarantees all Lebanese citizens a set of fundamental liberties. Primary among them are political participation, personal freedoms, access to employment, and freedom of expression. Notwithstanding considerable positive changes in recent years in favor of women’s rights on issues related to the Labor Code, the Social Security Code, and state employment regulations, unemployment rates are still highest among poor women. As many as one third of poor women in the South and Mount Lebanon areas are unemployed. Available statistics also confirm the negative overall

¹⁴ Atallah and Helou (2012), adapted, pp.19–22

¹⁵Atallah and Helou (2012), adapted, pp. 9–13 and 31–32

situation of Lebanese women in the labor market: (a) a 6% national unemployment rate that reaches 30% among women below 30 years of age, compared to 17% among men in the same age group; and (b) a significant gender pay gap, which varies significantly among sectors, reaching 38% in the transport, post, and telecom sector; 23% in the manufacturing sector; 21% in agriculture; 10.8% in trade; and 6.2% in the services, financial, and intermediation sectors.



Consider the following:

- How occupational segregation of the labor market affects women's status
- Whether employers are slow to address gender-based discrimination in employment
- Whether workforce development programs actively reach out to women

Adapted, Duban and Cozzarelli (2012), p. 6

The gender assessment study conducted for USAID/L found that one of the main reasons behind female employment problems in Lebanon is the lack of an effective gender-sensitive career guidance framework within the education system, despite the existence of several specialized institutions, such as the Office of Guidance and Counseling at the Ministry of Education and Higher Education (MEHE), the Lebanese National Employment Office, the Career Guidance Center at the American University of Beirut, and the Career Guidance Center at the Hariri Foundation. *“The ongoing general discrepancy between post-secondary education and labor market opportunities indicates that the efforts of such institutions have not yielded far-reaching consequences for Lebanese students in the area of career guidance and counseling.”* Another problem in Lebanon is the gap between the educational system and the labor market, which is due to the lack of strategic planning in the geographical distribution of the various faculties of the Lebanese University.

Gender in Entrepreneurship and SMEs

Gender Entrepreneurship and SME-Related Issues in Lebanon¹⁶

Lebanon is indeed a small enterprise economy and the well-being of the Lebanese society is directly linked to the functioning of the micro, small, and medium enterprise (MSME) sector. However, the share of women active in the MSME sector in Lebanon is quite low, with figures ranging from 8% to 10%, according to the USAID/L's gender assessment study, despite the absence of legal discrimination in setting up businesses, acquiring formal loans from banks, or owning property and resources. Regardless of such provisions, women's ability to develop and register businesses is limited by their concentration in the informal sector, which in turn restricts their access to formal loans and organizational support. According to most available studies, women owners of micro or small enterprises generally have difficulties receiving quality training and business development services. They also face particular challenges moving into outside markets. This is largely due to restrictions on women's mobility, especially in rural areas, stemming from customary laws and religious and cultural taboos. The Small and Medium Enterprises Unit within the Ministry of Economy and Trade (the only such unit within the Lebanese governmental system) and organizations such as the Chamber of Commerce hardly

¹⁶ Atallah and Helou (2012), adapted, pp. 34–35

assimilate gender in their programs and policies and therefore fail to support women's chances for enterprise expansion.

The majority of civil society programs that do target women directly rely on micro finance services, based on a belief that linking informal entrepreneurs to formal banks necessarily leads to the formalization of their businesses. A complicated regulatory system, unnecessary administrative compliance requirements, and draconian discretionary bureaucratic powers adversely affect the competitiveness of SMEs¹⁷ and inhibit women from expanding their micro enterprises.

Questions to Guide Gender Analysis on Economic Activity and Water Resources¹⁸

Background and Context

- Is there a formal definition of “women’s entrepreneurship” in the law or a common understanding of what constitutes a “woman’s business”?
- In what sectors are most businesswomen working? How are these sectors evaluated in terms of profitability and potential for growth?
- Is gender analysis applied when new laws or regulations are adopted that would affect the business sector?
- How do tax laws, customs regulations, business registration and inspection procedures, corruption, and infrastructure issues/constraints affect men and women differently?
- How many female-owned versus male-owned and -operated farms/industries/SMSEs exist?
- How many males and females borrow funds under agricultural assistance, loan, or microcredit projects?
- What are the general patterns of male and female employment, in terms of economic activity and type of employment?
- Do women experience discrimination based on gender in the workplace? What form does this discrimination take? (Sources of information could include NGOs that work with women, legal counseling services, courts, office of the ombudsperson for human rights, etc.)
- How is sexual harassment addressed in private enterprises under human resource policies?
- Do technical assistance and training efforts include the topics of developing nondiscriminatory and transparent hiring and promotion practices and diversity in the workplace?
- What share of female-headed households is engaged in productive work?

Sex-Disaggregated Data

- What is the proportion of women among business owners? Are they sole owners or shareholders?
- What is the proportion of women managers of private enterprises?
- Does female ownership or management of enterprises correlate with the proportion of women among employees?

¹⁷ See International Labor Organization, “Enterprises in Lebanon 2006-2007: A Post-Conflict Impact Assessment One Year On. 2007, p.18. http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_204058.pdf

¹⁸ Duban and Cozzarelli (2012), adapted, p. 69

- What do data disaggregated by sex, size of business, and type of business reveal about enterprise owners?

Gender Roles and Responsibilities

- If women have greater responsibilities for childcare and housework, do they have enough time to also engage in entrepreneurship?
- Do gender stereotypes help or hinder entrepreneurial opportunities? For example, are there views about the size of businesses or types of business that are considered more appropriate for women or men? Do such stereotypes contribute to women opening businesses in sectors that are less likely to be profitable or sustainable?
- Do men's or women's self-perceptions or levels of self-confidence help or hinder them in the area of entrepreneurship?
- Are men or women more likely to participate in the informal economy, and how would that affect their participation in a project on entrepreneurship, vocational training, job creation, etc.?
- Do any stereotypes exist about men as the primary breadwinner? How do such notions affect career choices for men and women, opportunities for advancement, salary, and retirement age? Does such a stereotype reflect the reality in the particular country?
- Are there any programs or initiatives to raise women's awareness about their equal rights to start businesses, access loans, and own land and property? Are there efforts to educate men about the importance of women's rights to property and inheritance?
- In which positions are women represented in the labor force? Are women active in both subsistence and cash production?
- In what sectors are women and men represented as owners, managers, and employees? (Compare various sectors)
- What are the different workloads of men and women at various stages of the production process? How is labor divided between men and women? (Examine each component of production in a specific sector, e.g., in agriculture: seed selection, land preparation, planting, weeding, cultivation; in industry: production line, assembling, storage, processing, transportation, marketing, etc.)
- Are there seasonal differences in when men and women perform agricultural/industrial work?
- Where are women and men represented along the different value chains? What is the impact of differences in labor?
- Do changes in household (for example, due to labor migration) change the gender division of labor?

Access to and Control over Assets and Resources

- Is information available to ascertain whether "woman-owned" enterprises are actually operated by women?
- Do women and men have equal access to the resources required to start and run a business, including start-up capital, credit, property, etc.?
- Are women and men equally likely to be owners of property that might serve as collateral for a business loan (e.g., land, car, equipment, etc.)?
- Do any of the banks or financial institutions operating in the country have specialized lending programs targeting women entrepreneurs?
- Do women and men have equal access to formal or informal communication networks that share entrepreneurial information, including social (networking) settings?

- Do women and men have equal education or knowledge in areas that are important for successful entrepreneurship? If yes, in what areas?
- Do women and men have equal access to technologies and services that support entrepreneurship, including training and other opportunities for skills development?
- Do women and men have equal access to business incubator programs and similar initiatives? Are such programs responsive to the technological needs of women entrepreneurs?
- To what extent do women's business associations conduct activities and offer the types of services (such as advocacy and mentoring programs) that would improve women's access to the resources needed to run a successful business?
- What do wage statistics reveal about the position of women in the economy relative to men? How large is the gender pay gap?
- How do men and women understand the principle of equal employment opportunity?
- Do women and men have equal access to technical and vocational education and training? Do women and men have equal access to business education (e.g., MBA and business programs)?
- What are some of the barriers that may be preventing women from accessing such educational programs, e.g., cultural or financial issues, marketing, etc.?
- Are there any projects or programs that work with female youth to help them access specific sectors of the labor market where women are underrepresented?
- What proportion of women own land, loans, or businesses (SMEs) compared to men?
- Are there any legal or customary barriers to women's ownership or inheritance of land and application for loans?
- To what extent do women have access to productive resources and services relevant to the different value chains (disaggregated by value chain)? What barriers may exist for women in accessing these resources and services?
- Do males and females have equal knowledge of the value chain technology they are involved in? Do they have equal access to relevant technical and vocational education and training (TVET), other education, and extension and advisory services?
- Are credit and loan programs accessible to women engaged in agricultural (or other) production? What barriers may exist for women in accessing credit?

Access to and Control over Water Resources

- How accessible and affordable is clean water to women and men? How accessible is it for female-headed households or single mothers?
- What are the water consumption levels of women and men?
- Could the provision of new water resources or technology mean longer working hours for women (e.g., could electrification lead to extended working hours)?
- Do women and men have equal knowledge of the links between environmental degradation and water production and consumption?
- How aware are men and women of ways to improve water efficiency and of new technologies that could improve water efficiency both at the workplace and home?

Patterns of Power and Decision-Making

- Do women and men have equal influence over decisions pertaining to the use of enterprise-related resources, activities, and profits on jointly owned enterprises (cooperatives)?

- To what extent are women represented in cooperatives, unions, water associations, or other organizations at the local level?
- To what extent are women represented among senior staff in key planning economic bodies (agricultural and other)?
- Are there women's groups or other NGOs active in the areas of enterprise development?

Patterns of Power and Decision-Making in Water Resources

- Do men and women participate equally in decision-making in water management at the household level?
- To what extent are women represented among senior staff in key planning bodies (ministries, cabinet posts, parliamentary committees, etc.) responsible for water/environmental policy?
- Are there women's groups or other NGOs active in water efficiency, environmental education, or conservation?

What Is the Labor Market Profile?

- What are men's and women's wages by sector?
- How are men and women represented in the labor market by sector? Are there any sectors that show greater gender balance that could be targeted for programs or activities?
- What are levels of enrollment in workforce development and TVET programs by sex and type of program?
- What is the representation of men and women among management in the private sector? What is the representation in the public sector?
- What are some of the key barriers preventing women from moving into management positions, and how can they be overcome?
- Are there advocacy groups among civil society or other organizations that promote women's rights in employment and can influence policymaking?
- Do such organizations address a range of issues concerning women's position in the labor market, such as income parity, access to promotions, employment discrimination, and sexual harassment?
- Do women have control over and benefit from the funds and assets they may accrue from their enterprise?
- Do women and men have equal influence over decisions pertaining to the use of resources, activities, and profits on jointly owned enterprises or family businesses?
- Do women actively participate in formal decision-making structures/bodies that address business-related issues (local economies)?

2.2 GUIDANCE NOTE 2: GENDER IN EDUCATION

Gender and Education in Lebanon¹⁹

The public education sector is marked by inefficient bureaucracy, limited public financing, political interference, and the inability of the Government to delineate a strategic vision for education in general and for higher education in particular. Compulsory free education is yet to be enforced and students

¹⁹Atallah and Helou (2012), verbatim, p. 69

with special needs continue to be largely excluded from public schools. A recent study indicates that an average of over 30% of women with university education and an average of 40% of women who have completed secondary education believe that (a) men are better political leaders than women and (b) in case of job scarcity, men have a greater right to a job than women.

Public education in Lebanon has been long overshadowed by the large number of private institutions, which absorb as many as 70% of elementary students, 60% of intermediate students, and 50% of secondary students. Public education is the first (and often only) choice for poor families, especially in rural areas, when it comes to their daughters' schooling. There is only one public higher education institution in the country, the Lebanese University (LU), competing with 37 better equipped and mostly more qualified private institutions graduating 55% of the Lebanese student body. Available figures indicate that women account for 70% of LU graduates. The public and private systems of education function rather independently of one another and, as such, the public sector is deprived of any possible trickle-down effects from the private sector.

Questions to Guide Education-Specific Gender Analysis²⁰

Sex-Disaggregated Data

- What are male and female compulsory and higher education enrollment rates? Are there regional variations in these rates? Do enrollment rates among minority groups differ from those reported for the general population?
- What are TVET enrollment rates for male and female youth?
- What are the male and female dropout rates for children and youth?
- What are the literacy rates, participation rates, retention rates, and levels of educational achievement for boys and girls and men and women?
- What are the male-to-female ratios of teaching staff and directors, deans, ministerial staff, etc.?

Background and Context

- Is there a gender policy at the national level on education? Are there any national-level initiatives on gender mainstreaming in education?

Gender Roles and Responsibilities

- Have the ministry of education, NGOs, or other institutions analyzed the educational curricula and materials for gender-based stereotypes? What were the findings of such studies?
- Has there been any analysis of whether practices in the educational system are based on gender stereotypes (e.g., gender streaming, which is the sex stereotyping of subjects and courses and career guidance and counseling advice)? What were the findings of such studies?
- What kind of teacher training exists to address gender stereotypes in instruction?
- Have the ministry of education, NGOs, or other organizations made efforts to support male and female role models to challenge gender stereotypes?
- Have there been any targeted recruitment of male teachers into primary education?
- Is there any analysis of gender norms or stereotypes in relation to dropout rates?

²⁰Duban and Cozzarelli (2012), verbatim, pp. 75–76

- What is the impact on boys of the overrepresentation of female primary teachers?
- What efforts are being undertaken to counter norms that teaching at the primary is a “female profession” and to diversify the workforce? Do such efforts include introducing men to nontraditional fields or increasing the pay and prestige associated with teaching?

Access to and Control over Assets and Resources

- Are there any constraints that prevent males and females from continuing their education (e.g., gender division of labor, fees for education, access to transportation, etc.)?
- Is information readily available to both males and females about a variety of educational opportunities?
- Are there any constraints that prevent females from accessing TVET in particular?
- What scholarships or other incentives are offered to males and females in various subjects of study, especially at the tertiary level? Are such programs equally accessible to both males and females?

Patterns of Power and Decision-Making

- How are men and women represented at all levels of the teaching profession as well as in decision-making positions in the sector, including in the ministry of education?
- Do curricula reinforce or challenge gender-based stereotypes about women in leadership roles?
- Are female education staff supported as decision makers (development committees, business associations, chambers of commerce)?
- Do the banks and financial institutions operating in the country employ women as loan officers? Are women represented at the managerial level?

2.3 GUIDANCE NOTE 3: GENDER AND THE CIVIL SOCIETY

Governance and Civil Society–Related Gender Issues in Lebanon²¹

The Lebanese political culture and its conflict-prone, patriarchal tradition, sectarian, and family-based characteristics preclude the development of accountability in service delivery and instead enhance a patronage system of state-society relations. Lebanese women are not able to detach themselves from the prevalent sectarian and “clientist” political culture, even with the recognition that it is a major obstacle to the realization of their full rights as citizens. Adherence to this culture and failure to transcend conventional boundaries undermine the possibility of cooperation between women’s groups and their ability to form a critical mass capable of influencing political decision-making in the country. Current electoral laws with stringent requirements based on “the place of birth” rather than “the place of residence” result in low levels of community involvement and participation across the country, especially among women.

In most CSOs (and the Lebanese society at large), there is a lack of awareness of the connection between gender inequality on the one hand and issues such as poverty, human rights, and sustainable development on the other. As a result, women’s empowerment and gender relations are often

²¹Atallah and Helou (2012), adapted, pp. 72–74

neglected and treated as secondary (rather than as an essential element) to such issues deemed priorities by many organizations.

Questions to Guide Governance and Civil Society Gender Analysis²²

Sex-Disaggregated Data

- How many women and men serve at all levels of political office, from local self-governing bodies to national parliaments?
- How many women and men are members of political parties, and what is their placement on party lists?
- How many women and men are politically appointed to positions in government offices (e.g., ministerial or cabinet posts) or hold prominent ranks in the civil service?

Background and Context

- Has the country legislated any measures to improve the balance of men and women in political parties, for example, in its election code? Are any such initiatives under way?
- Do any of the majority parties have special factions or divisions devoted to gender issues, gender equality, or women?
- Have any of the majority parties adopted action plans on gender equality or undertaken internal gender audits?
- To what extent do political parties raise or address gender or women's issues during campaigns or as part of their platform?
- Are there any caucuses, committees, or working groups in the national parliament devoted to such topics as women's rights, gender equality, or human rights?
- If so, what are the functions of these bodies? Who are their members? How influential or effective have they been regarding policymaking?
- Do similar bodies exist at the level of regional or local politics?
- How are civil society groups involved in mobilizing women to participate in public decision-making and the exercise of their rights?

Gender Roles and Responsibilities

- What is the impact of women's childcare and family responsibilities on access to political office? Is the impact the same for men?
- What positions and roles do women generally hold in political parties?
- What are the dominant gender-based stereotypes about the abilities of men and women to successfully hold political office?
- How do the media portray female and male candidates during campaigns as well as female and male politicians?

Access to and Control over Assets and Resources

- To what extent do women have access to the financial assets needed to run for political office as compared to men?

²² Duban and Cozzarelli (2012), verbatim, pp. 37–38

- To what extent do women have access to other physical assets such as communication technology or to social assets such as networks as compared to men?
- To what extent do women have access to leadership training or skill-building opportunities as compared to men?

Patterns of Power and Decision-Making

- How are women represented in decision-making in national, regional, and local governance and political parties as well as at the household and community levels?
- Do women generally hold leadership roles outside of governance (e.g., in professional associations and committees, trade unions, company boards, academic institutions, NGOs, etc.)?
- Are women able to vote freely and independently?

SECTION 3: CONSIDERING COUNTER-TRAFFICKING IN PEOPLE (C-TIP) AS A CROSS-CUTTING ISSUE

HOW TO COUNTER TIP THROUGH GE/FE²³

Trafficking in persons (TIP) refers to the recruitment, transportation, or transfer of people using force, fraud, or other forms of coercion and deception for the purpose of exploitation. TIP is closely linked to other forms of illicit activity, such as illegal migration and the smuggling of migrants and is recognized as a distinct crime and a serious human rights abuse. For USAID Lebanon, TIP is an important issue.

The gender dimensions of TIP are related primarily to the different forms of exploitation that impact females versus males in the country as well as the distinct factors that make each sex vulnerable to trafficking. Considerable international attention has been devoted to better understanding and responding to TIP for the purposes of sexual exploitation, which primarily affects women and adolescent girls. Overall, migrant women may be more vulnerable than migrant men to being trafficked because they are more likely to face discrimination, poverty, and limited economic opportunities—and they become even more vulnerable as a result of natural disasters, wars, and political crisis and conflict. Men are also vulnerable to trafficking, most often into situations involving labor exploitation. Economic downturns or lack of economic opportunities, coupled with male gender role norms that emphasize responsibility for financially supporting their families, often lead to increased pressure to migrate, which places men at risk.

Gender is an important consideration in planning prevention efforts for TIP and is a critical factor in considering services to assist victims. USAID’s work in human trafficking complements that of the U.S. State Department’s Office to Monitor and Combat Trafficking in Persons and is primarily focused on supporting efforts to prevent TIP as well as on protecting and assisting victims of trafficking (VoTs). A useful framework for thinking about projects that comprehensively address TIP is to examine the “four Ps”: prevention, protection, prosecution, and partnership.

- Are you aware of the Trafficking Victims Protection Reauthorization Act (TVPRA) policies? If so, how is the policy applied at the Implementing Partner level, e.g., trainings, annual briefings, etc.? How about subcontracts or grants issued through the IP?
- What procedures and controls are in place to prevent and detect trafficking in persons at the implementer and sub-awardee level?
- Have there been any allegations or violations of the TVPRA? If so, what actions were taken?
- Are the required TIP standard provisions included in all sub awards?

²³Duban and Cozzarelli (2012), verbatim, pp.103–104

ANNEX I: UNDERSTANDING GENDER ANALYSIS

I.1 DEFINITIONS

Box I below presents key terms as defined by USAID in the GE/FE policy and in the ADS Chapter 205.

Box I: USAID Key Definitions

- **Female empowerment:** When women and girls acquire the power to act freely, exercise their rights, and fulfill their potential as full and equal members of society. While empowerment often comes from within and individuals empower themselves, cultures, societies, and institutions create conditions that facilitate or undermine the possibilities for empowerment. **(ADS 205, p.24)**
- **Gender analysis:** An analytic, social science tool that is used to identify, understand, and explain gaps between males and females that exist in households, communities, and countries, and the relevance of gender norms and power relations in a specific context. Such analysis typically involves examining differences in the status of women and men and their differential access to assets, resources, opportunities, and services; the influence of gender roles and norms on the division of time between paid employment, unpaid work (including subsistence production and care for family members), and volunteer activities; the influence of gender roles and norms on leadership roles and decision-making; constraints, opportunities, and entry points for narrowing gender gaps and empowering females; and potential differential impacts of development policies and programs on males and females, including unintended or negative consequences. **(ADS 205, p.24)**
- **Gender equality:** Concerns fundamental social transformation, working with men and boys, women and girls, to bring about changes in attitudes, behaviors, roles, and responsibilities at home, in the workplace, and in the community. Genuine equality means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females. **(ADS 205, p.24)**
- **Gender integration:** Identifying, and then addressing, gender inequalities during strategy and project design, implementation, and monitoring and evaluation. Since the roles and power relations between men and women affect how an activity is implemented, it is essential that project managers address these issues on an ongoing basis. **(ADS 205, p. 24)**
- **Gender-sensitive indicators:** Point out to what extent and in what ways development programs and projects achieved results related to gender equality and whether/how reducing gaps between males/females and empowering women lead to better project/development outcomes. **(ADS 205, p.24)**
- **Sex:** Sex is the classification of people as male or female. At birth, infants are assigned a sex based on a combination of bodily characteristics including: chromosomes, hormones, internal reproductive organs and genitalia. USAID policy calls for the collection and analysis of sex-disaggregated data (male and female) for individual-level indicators and targets. *Gender and sex are not synonymous words.* **(USAID GE/FE Policy 2012, p. 3)**

I.2 GENDER ANALYSIS²⁴

Gender analysis is used by most development organizations to increase the effectiveness of development assistance by ensuring that donor-funded programming reflects the needs and differing realities of both males and females and can serve as a vehicle for female empowerment. Broadly speaking, gender analysis is an analytic tool where systematic data organization is used to identify, understand, and describe gender differences and the relevance of gender in a specific context. Such analysis usually involves:

- examining differences in the status of females and males and in their access to assets, resources, and power;
- the influence of gender roles and norms on their lives and in their communities;
- constraints, opportunities, and entry points for narrowing gender gaps and empowering females; and
- potential differential impacts of development policies and programs on males and females, including unintended or negative consequences.

This analysis process requires the collection of sex-disaggregated data.

I.3 HOW TO STRUCTURE A GENDER ANALYSIS²⁵

Over the years, there are many well-known frameworks that were developed for conducting gender analysis within the development context, some of which were developed with support from USAID (e.g., Domains Framework, Harvard Analytical Framework, Moser Framework, Social Relations Approach Framework, and the Gender Analysis Matrix). Each framework has a slightly different focus, involves different tools, and is best suited to specific contexts. This toolkit makes no definite recommendation for the choice of gender analysis methodologies or frameworks, because the context and the gender analysis exercise are different. Becoming familiar with the various methodologies can be useful as a way of identifying common approaches to gender analysis and critical questions that should be asked.

I.4 THE DOMAINS FRAMEWORK

The ADS Chapter 205 recommends the use of the Domains Framework, as it is the most flexible to most of the circumstances and context that USAID operates within. The ADS 205 also states that Missions, Regional Missions and Country Offices must:

“Hold IPs responsible for complying with the obligations under the contract or agreement to integrate gender into programming, including developing gender sensitive-indicators that measure specific gender-related goals for each project (activity where relevant).”

ADS 205 (2013), p. 4

²⁴ Duban and Cozzarelli (2012), verbatim, p. 13

²⁵ *Ibid.* Verbatim, p. 14

This toolkit is focused on the use of gender analysis by IPs in Lebanon. For this reason, this toolkit focuses on the use of the Domains analysis approach, as there is a clear link from IP project to USAID design. The six domains typically used are:

- Access to and control over assets and resources
- Knowledge, beliefs, perceptions and cultural norms
- Practices and participation, gender roles and responsibilities,
- Time use and space
- Laws, rights and status, policies, regulations, and institutional practices
- Patterns of power and decision-making

This Toolkit is a good example of the adaptive power of the Domains Framework to a specific context. In the Lebanese context, it makes sense to treat time use with the addition of social space, as a separate domain.²⁶ In the sub-sections that follow, detailed descriptions of the adaptation of six domains for the Lebanese context are presented.²⁷ These descriptions are meant as a guide to stimulate ideas and questions. The exact information needed will depend upon the problem being addressed by the problem at the design stage or the project goals, objectives and activities at the implementation stage. Some of the descriptions also include helpful tips, where relevant.

Access to and Control over Assets and Resources

A key component of gender analysis is an examination of whether females and males own and/or have access and the capacity to use productive resources—assets (land, housing); income; social benefits (social insurance, pensions); public services (health, water); and technology—and information necessary to be fully active and productive participants in society. For instance, while gender gaps between males and females regarding access to resources can be identified at the country level, they are especially important at the project level.²⁸

Access to assets refers to the extent to which women and men are able to use the resources necessary to be fully active and productive participants (socially, economically, and politically) in society. Assets should be considered in the broadest possible sense and include the following, among others:²⁹

- Human assets: health services, education/training, knowledge, and skills
- Natural assets: land, forests, waterways, labor
- Social assets: social networks, economic markets, value chains, community participation

²⁶ This rationale for treating time use as a separate domain is because the last publicly available sex-disaggregated data from the Central Administration on Statistics, Government of Lebanon is 2010. Thus, to understand the status, roles and responsibilities of males and females at the various levels, such as sector, community, municipality, or region, sex-disaggregated data is needed.

²⁷ The ordering of the domains follows Duban and Cozzarelli for purposes of convenience. The ADS Chapter 205 lists the domains in order of broadest (high level policy) to most specific (balance of power and decision-making at the household or small group level).

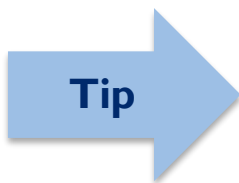
²⁸ USAID ADS Chapter 205, verbatim, p. 9

²⁹ Duban and Cozzarelli (2012), verbatim, p. 19

- Physical assets: transport, communication technology, equipment, raw materials
- Financial assets: capital, income, collateral, credit

Box 2: Illustration—Access to Assets and Resources

- In Lebanon, as in other developing countries with a dominant patriarchy, domestic property such as a house, apartment, car, or land is commonly registered in the name of the male head of the family. So although women have access to such property, they generally cannot make legal decisions about how it will be used, such as offering it as collateral for a loan or selling it.
- Women who are often employed in the agricultural sector are unlikely to own the land on which they work.
- Suggested Question: Does your activity assume that beneficiaries will have access to certain assets, such as land to use as collateral for a loan? If so, do women and men have equal access to and ability to use those assets during the activity?



Be sure to analyze who has access to particular assets as well as who has control over how such resources are used. Keep in mind that women may have access to certain resources but they may not control them. It is a useful practice to first identify who has access to which assets and then ask who makes the decisions regarding use of these particular assets.

Adapted, Duban and Cozzarelli (2012), p. 17

Knowledge, Beliefs, and Perceptions

Cultural Norms and Beliefs. Every society has cultural norms and beliefs (often expressed as gender stereotypes) about what are appropriate qualities, life goals, and aspirations for males and females. Gender norms and beliefs are influenced by perceptions of gender identity and are often reinforced by and embedded in laws, policies, and institutional practices. They influence how females and males behave in different domains and should be explicitly identified in the gender analysis for project design because they affect potential participation of males and females in project activities.³⁰

This domain involves understanding the beliefs that shape gender identity and behavior and the perceptions that guide how men and women interpret aspects of their lives differently depending on their gender identity. Males and females may also have different types of knowledge or beliefs, and some forms of knowledge may be accessible to one sex only. Among other considerations, those individuals conducting gender analyses should closely examine whether any gender-based stereotypes could have an impact on a given project or its outcomes.³¹ Box 3 provides an example for Lebanon.

³⁰ USAID ADS Chapter 205, verbatim, p. 8

³¹ Duban and Cozzarelli (2012), adapted, p. 17

Box 3: Illustration—Knowledge, Beliefs, and Perceptions

- In Lebanon, as in most Arab countries, gender stereotypes persist. Men are seen as the main providers and breadwinners for their families, while women are inherently better suited for caregiving and social roles. This leads to the belief that men are in greater need of a job and are entitled to higher salaries than are women. Similarly, in politics, men are often perceived as natural leaders and women are perceived (and perceive themselves as) “unsuitable” for politics and hence are not interested in running for office.
- Suggested Question: Does your activity take into consideration societal perceptions about women and men that are based on stereotypes? Will such stereotypes function as facilitator or barrier for women and men participating in the activity? Could specific interventions be included to address dominant stereotypes?

Practices and Participation

Gender Roles and Responsibilities. The most fundamental economic division of labor within all societies is between productive (paid employment/market) economic activity and reproductive (non-paid house and family related) activity. This is the central social structure that characterizes male and female activity. Gender analysis should examine what males and females do in these spheres, including roles, responsibilities, and time used during paid work, unpaid work (including in the home), and community service to get an accurate portrait of how people lead their lives and to anticipate potential constraints to participation in development projects.³²

This domain requires an examination of behaviors and actions of what individuals actually do in their everyday lives. How behavior and actions are influenced by social norms that define gender-based roles on responsibilities, and roles allocated to men and women need to be identified. While it may not be obvious in everyday life, all societies assign gender roles based on what is considered “appropriate” for men and women, and different roles are valued differently.³³

Although not formally a part of the Domains Framework, it may be useful to consider further subdivisions of roles and responsibilities when conducting gender analysis. This is another example of the adaptability of the Domains Framework to a specific context or problem. These subdivisions can include:

- *Productive roles*—activities that produce goods or services and therefore economic resources, including paid work, self-employment, or subsistence farming
- *Reproductive roles*—activities that are usually unpaid and take place at the domestic level, including childbirth, childcare, care for the elderly, domestic chores, and fuel and water collection
- *Community participation/managing roles*—voluntary work at the community level that contributes to the well-being of the community overall, including maintenance of collective resources and infrastructure as well as provision of community services

³² USAID ADS Chapter 205, verbatim, p. 9

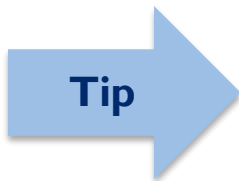
³³ Duban and Cozzarelli (2012), verbatim, p. 17

- *Community politics*—representation of men and women in making decisions on behalf of their community as a whole (political and advocacy activities)

Box 4 below provides an example for Lebanon.

Box 4: Illustration—Gender Roles and Responsibilities

- In Lebanon, women continue to take on the major responsibilities for childcare, even though they also work outside the home.
- Suggested Question: How would you take women’s reproductive role and associated domestic responsibilities into consideration in activity design? Do men share these roles?



Keep in mind that women’s reproductive roles are taken for granted and often not visible to society or project planners. Women’s unpaid reproductive work is connected to societal expectations about women’s roles generally, and the burden of such work can compromise their ability to take part in development activities. In addition, remember to think broadly—not only about *what* men and women do, but also *where* (the location of work, e.g., household or migrant labor) and *when* (time of day and/or season).

Adapted, Duban and Cozzarelli (2012), p. 18

Time Use and Space

Regarding time use and social space, there needs to be recognition of both the differences for men and women in the availability and allocation of time as well as the place in which time is spent. Consider the differences in the division of both productive and reproductive labor; identify how and where time is spent during the day, week, month, or year, and in different seasons. This analysis will help determine how men and women contribute to the maintenance of the family, community, and society. A time-use analysis can also reveal whether men and women have equal access to unallocated or leisure time.

An analysis of time and space should also explore the implications that different time commitments for women and men have on their availability to participate in development projects. Such analysis should also look at whether men and women’s time is flexible, negotiable, or interchangeable.³⁴ Box 5 provides an example for Lebanon.

³⁴ Duban and Cozzarelli (2012), adapted, p. 19

Box 5: Illustration—Time and Space

- High levels of rural/urban mobility or longer-term migration outside of Lebanon means that many men and women work for much of the year away from their homes. Labor migration has distinct gender-specific patterns and impacts on men, women, and families. For example, female partners of male migrants often stay behind to care for the family, acting as head of the household in the husband's absence.
- Suggested Question: How would the presence and absence of men and women at different times of the year in a community that is experiencing labor migration impact the implementation of a project? How might such time commitments affect the ability of both women and men to participate in project activities?

Laws, Rights and Status

Laws, policies, regulations, and institutional practices all influence the context in which men and women act and make decisions. *Laws* include formal statutory laws and informal and customary legal systems. *Policies and regulations* include formal and informal rules and procedures adopted by public institutions for making decisions and taking public action. *Institutional practices* can be formal or informal and include behaviors or norms related to human resources (hiring and firing), professional conduct (workplace harassment), and the like.³⁵ These all affect the status of men and women in society.

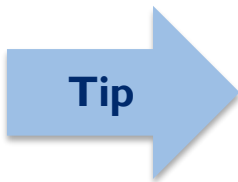
Analysis should look at how men and women are regarded and treated by both the customary and formal legal codes and judicial systems. This includes (as relevant): (1) how men and women access legal documentation such as identification cards, voter registration, and property titles; (2) protection of their human and legal rights generally (e.g., the right to inheritance and to employment, the right to representation in legal processes, and to redress for violations of rights); and (3) public documentation on upholding specific laws such as the Family Code or Personal Status law, sexual harassment, and laws criminalizing rape and other forms of sexual violence.³⁶ Box 6 provides an example for Lebanon.

Box 6: Illustration—Legal Rights and Status

- Until very recently, Lebanon did not have a stand-alone law on domestic violence. Instead, the legal system treats domestic violence as a criminal act—causing physical injury—which could equally apply to violence committed by strangers. Because women are the majority of the victims of domestic violence, the lack of legal recognition of the relationship between the victim and the abuser in such situations disadvantages women who are seeking justice in court.
- Suggested Question: Are there any gender-neutral laws or regulations that could have a negative impact on women in the context of the activity? Is there a need to adopt gender-specific legislation in order to empower women or promote gender equality?

³⁵ USAID ADS Chapter 205, verbatim, p. 8

³⁶ Duban and Cozzarelli (2012), adapted, p. 19



Think broadly about types of legal or status issues relevant to the context of the planned project.

Adapted, Duban and Cozzarelli (2012), p.19

Patterns of Power and Decision-Making

Patterns of Power and Decision-Making. This domain of gender analysis examines the ability of women and men to decide, influence, and exercise control over material, human, intellectual, and financial resources in the family, community, and country. It also includes the capacity to vote and run for office at all levels of government. This domain involves taking a close look at the ability of men and women to decide, influence, and exercise control. It refers to the broad capacity to make decisions freely and to exercise power over one's body and within one's household, community, municipality, and country. The analysis should examine to what extent men and women are represented in senior-level decision-making positions and exercise their voice in decisions made by public, private, and civil society organizations.³⁷

It may be helpful to think about how power and decision-making are shared by men and women in relation to various types of assets and resources, including those that are both tangible and intangible. For example, depending on the specific activity, an evaluation of decision-making over resources could range from exploring who makes decisions in the household about how income will be spent to who holds political office and therefore determines national policy on energy consumption.

Research has shown that women are more likely to participate in development activities when they have some control over the benefits that will be generated. For this reason it is important to determine who has control over the benefits of a particular project; these benefits can be tangible (such as income or crops) or intangible (such as health services or education).³⁸ Box 7 provides an example for Lebanon.

Box 7: Illustration—Patterns of Power and Decision-Making

- Despite the fact that women are major consumers of energy, especially at the household level, they are generally underrepresented in the energy sector in Lebanon, both in terms of employment in the sector as well as in leadership roles, such as ministerial positions. Male domination within the energy and water sector means that women's priorities for development may not be taken into consideration.
- Suggested Question: If women are underrepresented in a specific sector, to what extent will they be able to influence decision-making in that field? What positive measures could be included in program design to ensure that women's views and concerns are taken into consideration and that women can participate fully in development projects?

³⁷ USAID ADS Chapter 205, verbatim, p. 9

³⁸ Duban and Cozzarelli (2012), adapted, p. 20

ANNEX II: GENDER INDICATORS

For easy reference, below are the Standard US Government Indicators, found at <http://www.state.gov/f/indicators/>. These are followed by suggested indicators from the 2012 Gender Assessment for Lebanon. When constructing indicators or reviewing indicators, pay attention to whether the indicator is gender sensitive (measuring gaps between males and females) or gender transformative (measuring how men and women are behaving differently because of closing of gender-based gaps).

Standard Foreign Assistance (F) Indicators

Cross Cutting Gender

- | | |
|--------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| GNDR-1 | Number of laws, policies, or procedures drafted, proposed or adopted to promote gender equality at the regional, national or local level |
| GNDR-2 | Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income or employment) |
| GNDR-3 | Proportion of females who report increased self-efficacy at the conclusion of USG supported training/programming |
| GNDR-4 | Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities. (REQUIRED) |
| GNDR-5 | Number of laws, policies or procedures drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to sexual and gender based violence at the regional, national or local level |
| GNDR-6 | Number of people reached by a USG funded intervention providing GBV services (e.g., health, legal, psycho-social counseling, shelters, hotlines, other) |
| GNDR-7 | Percentage of target population that views Gender-Based Violence (GBV) as less acceptable after participating in or being exposed to USG programming |

2.2.3 Local Government and Decentralization

- | | |
|-------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2.2-3 | Number of activities supported with USG assistance that are designed to retain women or recruit women into positions within the national or local government |
|-------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|

2.4 Civil Society

2.4-6 Number of USG-supported activities designed to promote or strengthen the civic participation of women.

4.0 Economic Growth

4.5.2 Agricultural Sector Capacity (Productivity)

4.5.2-11 Number of food security private enterprises (for profit), producers organizations, water users associations, women's groups, trade and business associations, and community-based organizations receiving USG assistance

4.5.2-42 Number of private enterprises, producers organizations, water users associations, women's groups, trade and business associations and community-based organizations that applied new technologies or management practices as a result of USG assistance

4.6.3 Workforce Development

4.6.3-7 Share of women in wage employment in non-agricultural sector

Some examples of indicators proposed by the 2012 Gender Assessment for Lebanon which could be adopted as sector specific custom indicators

In relation to the Water Sector:

- Number of campaigns focused on woman's role in water conservation and prevention of water pollution completed with USG assistance
- Changes in house cleaning practices and usages of detergents and other chemicals (through a Knowledge, Attitude and Practice survey)

In relation to Economic Growth:

- Number of women-led USG assisted MSMEs Enterprises expanding into new markets
- Number of enterprises transforming from micro- too small to medium using USG assistance (by sex of the entrepreneur)
- Number of female-headed MSMEs receiving USG assistance (training, development of business plans, access to finance etc.)
- Number of men and women in financial institutions participating in USG assisted training programs

In relation to Education:

- Changes in number and/or percent of female students choosing traditionally male Vocational and Technical Education (VTE) fields
- Change in enrollment rates in VTE institutions disaggregated by area of specialization by sex
- Number and type of research conducted to inform USAID of children with special needs in schools
- Number and type of Gender related programs/ activities held in USG assisted schools
- Number of women and men in USG assisted student exchange programs
- Number of female and male students, faculty, and trainees at USG assisted universities
- Change in Number of USG assisted VTE scholarship beneficiaries by sex, rural/urban, and specialization

In relation to Civil Society and Governance:

- Number of USG-supported activities designed to promote or strengthen the civic participation of women (new 2012)
- Number of and impact of gender-focused campaigns and media initiatives completed with USG assistance measured by public surveys and user feedback assessing perception of intended message
- Impact of gender related training activities on the number of gender related advocacy events conducted by CSOs trained with USG assistance
- Change in level of knowledge on “gender budgeting “among relevant stakeholders benefiting from USG assistance (measured by impact evaluation and participants’ feedback)
- Reviews of national budgets from a gender perspective and proposals for budget revisions to better reflect women’s needs and gender related priorities
- Number of men and women participating in USG assisted advocacy and lobbying skills training programs