GENDER AUDITS
OF SELECTED PUBLIC ORGANIZATIONS IN THE PUBLIC SECTOR
AN OVERVIEW OF FINDINGS
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Building on the Government of Jordan’s (GoJ) commitment to advancing women’s rights and narrowing the gender gap, USAID Takamol developed several initiatives to enhance women’s status in the public sector in cooperation with organizations such as Jordanian National Commission for Women (JNCW) and the Ministry of Public Sector Development.
To date, these initiatives have included: creating recommendations for change by reviewing all legislation governing women in the public sector, launching women’s leadership trainings across Jordan, enhancing JNCW’s legislative demands, implementing gender criteria and indicators in the King Abdullah II Award for Excellence in Government Performance and Transparency, and developing a training manual and corresponding trainings to promote gender equality in the public sector.

USAID Takamol began the gender audit initiative to enhance gender equity in the public sector. These audits were designed to assess the extent to which gender equality is effectively institutionalized in the policies, organizational structures, and decision-making processes.

These audits addressed gender issues, specifically, in the Human Resources department of five organizations. Audited organizations included: The Ministry of Health, the Ministry of Labor, the Ministry of Agriculture, the Ministry of Communications and Information Technology, and the Income and Sales Tax Department. Auditors were chosen based on the following criteria:

1. The auditor must believe in gender equality.
2. The auditor must believe in positive change.
3. The auditor must be a knowledge seeker who wishes to improve his or her knowledge and capacity to learn.
4. Knowledge of gender is preferred but not necessary.
5. The auditor must exhibit discipline and demonstrate the ability to meet deadlines in a timely manner.

With these criteria, USAID Takamol chose diverse teams from various backgrounds, genders, and departments, beginning the initial phase of the gender audit process.

The first phase of the gender audits began in March 2015, and concluded in April 2017. These audits applied a participatory gender methodology. As part of this methodology, each organization was responsible for conducting internal audits, forming teams comprised of employees from multiple departments to identify gender gaps in Human Resources.

The gender audit teams received a series of USAID Takamol trainings, enhancing technical gender and audit knowledge. In addition to introducing gender concepts, the teams were trained in quantitative and qualitative research methods, and analysis tools. Once the audit process concluded, each organization developed a unique report detailing findings, conclusions, and recommendations.

Gender Audits of Selected Public Organizations in the Public Sector: An Overview of Findings summarizes the five gender audits’ findings and is composed of six main sections: Introduction, Conceptual Framework and Methodology, Problem Statement, Findings and Conclusions, Recommendations, and Lessons Learned.

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1 The King Abdullah II Award for Excellence in Government Performance and Transparency was established by a Royal Decree in 2002 to develop and improve the performance of the ministries and public institutions in serving the Jordanian community. The Award is considered the highest award of excellence for the public sector on the national level. The Award aims to enrich the culture of excellence in the public sector, which is based on three main pillars: customer focus, results orientation and transparency.
2 CONCEPTUAL FRAMEWORK AND METHODOLOGY

2.1 Conceptual Framework
This document adopts the gender relation framework, which suggests that men and women are assigned roles and responsibilities that shape their expectations, behaviors, and aspirations. It further posits that gender roles affect access to resources and the ability to engage in important decision-making processes. Gender roles are enforced through socialization and perpetuated by patriarchal power structures. Ultimately, analyzing gender roles will clarify Jordanian society’s existing patriarchal power structure; furthermore, it will also define the challenges that have hindered progress towards gender equality.

2.2 Methodology
The gender audit project is the first phase of USAID Takamol’s gender mainstreaming initiative. The findings of these audits define gender gaps, opportunities, and challenges to promoting gender equality within the audited public sector organizations.

To begin the gender audits, USAID Takamol identified the participating organizations, supported the formation of internal gender audit teams, and trained the teams in the necessary information to process data and report findings.

USAID Takamol supported the gender audit teams’ data collection of both primary and secondary sources. The audit’s primary sources included: focus groups, interviews, and questionnaires. The secondary sources comprised data provided by the five Human Resource departments. While data sets varied, most participants used data collected in 2015; however, some organizations analyzed more than one year of data.

After almost two years of research, the final data was analyzed using relevant techniques. The quantitative data collected with questionnaires was analyzed using the Statistical Package for Social Sciences (SPSS)\(^2\). The qualitative data accumulated from the questionnaire’s open-ended questions and focus groups was processed with clustering and categorization methods.

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\(^2\) Descriptive statistics: This method was used to organize and summarize information in the study and tabulating it using repetitive distributions (repetitive tables), charts, and percentages of variables in the questionnaire for each ministry or government institution selected by the initiative. Statistical Inference: This method was used to identify the nature of the relations between the variables in the study (connections and differences among variables).

Gender Data - 2015 - Department of Statistics.
Jordanian women's economic participation remains low, despite recent efforts to improve it. For the past 10 years, the rate of women's economic participation has failed to exceed 15%. In 2015, Jordanian women's economic participation was recorded at a mere 13.3%. Despite persistent reform efforts, Jordanian women continue to encounter numerous obstacles to their economic engagement.

While national and international studies identify multiple factors hindering women's economic advancement, the most significant issue is the lack of a work environment that addresses women's needs; furthermore, discriminatory workplace regulation and social practices intimidate women during the course of their career. Ultimately, this hinders women's productivity and achievement. The effects of these practices on women are considerable, impeding their social status, career advancement, role in decision-making, and access to leadership positions.

Women's low economic participation is correlated to women's low representation in leadership. While women's participation in the public sector is high, rates of leadership are staggeringly low. As Figure 1 indicates, a limited number of women in the five participating organizations assume advisory roles. Low rates of women in leadership exclude women's voices and needs from important decision-making processes, thus, systematically reproducing patriarchal power structures.

![% of Women in Leadership and Supervisory Roles - 2015](Image)

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3 Gender Data - 2015 - Department of Statistics.
The findings of the five final reports indicated noticeable gender gaps in: leadership, benefits, promotions, and work environment. Although each organization reported slightly different gender issues, the broader similarities among them are the focus of this report.

4.1 Summary of Key Findings

A. Gender stereotypes influence workplace expectations for men and women:

Informal culture enforces gender roles, consequently, creating different workplace expectations for men and women. In Jordan, men are typified as primary income providers. This belief allows men increased access to leadership positions and decision-making processes. Inversely, women are characterized as homemakers, not, breadwinners. These stereotypes, enforced through legislation(5), restrict women’s access to leadership, promotions, and benefits.

1. Perceived familial responsibilities contribute to unequal treatment:
Women’s work is perceived to be of lesser value than their male colleagues. One interviewee reinforced this notion, stating, “Male employees believe that the performance level of women is not the same as the performance level of men, and those ideas frustrate us and give the impression that our work performance is lower than the men.”

According to data collected during the audits, this is primarily due to the perception that men’s family role is that of the breadwinner and the patriarch. This perception facilitates the stereotype that men should shoulder the majority of their family’s financial needs, while women should be their family’s caretakers. Correspondingly, men’s responsibilities towards their families are consistently ignored, while women’s responsibilities are systematically emphasized. The audits also revealed that leaders in the workplace use notions of familial duties to exclude women from decision-making processes, benefits, trainings, and promotions.

2. Division of labor is gendered:
Audit data indicates that women and men are concentrated in jobs associated with their gender roles. Women are prescribed to caretaker positions like teachers and nurses, while men are lawyers, doctors, and CEOs. Men and women have little room to pursue a career outside of gender expectations. Ultimately, this gendered division of labor creates work environments where all employees underperform, and negative gender stereotypes are reinforced.

3. There is widespread distrust in women’s capacity to lead:
While women face many challenges to their leadership in the public sector, one participant noted, “We have a female head of department in the ministry and her performance is excellent,

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5 The conceptions that men are primary income providers and women are homemakers are reflected in Jordanian legislation. Article 59 of the Jordanian Personal Status Law states that a husband has a legal obligation to support his family even if the wife earns an income, or is independently wealthy.
there are many female employees that are creative in management, but they need opportunities." On average, more male employees doubted women's leadership abilities. During a series of interviews, male subjects characterized women as timid, irresponsible, and constrained by familial duties, making leadership's long work hours and fieldwork unrealistic. The audits showed, that men don't just distrust women leaders they undermine them, too. Male employees, consistently challenge women in positions of power, demeaning their directives, bypassing them in the chain of command, and even, threatening them. These cumulative beliefs result in the exclusion of women from: international travel, promotions, benefits, fieldwork, and, ultimately, leadership positions.

4. Current legislation forces women into early retirement:
According to Article 50 of the Social Security Law No. 1/2014, the mandatory retirement age for Jordanian women is 55, while men retire at 60. In special circumstances women can extend the duration of their careers; however, salary earned after age 55 is not added to social security. This law negatively impacts women's career advancement, quite literally, cutting women's careers short. Data collected during the audits indicates women retire early as a result of their continued marginalization in the workplace, while men assume women retire early because they have limited interest in their careers. Because of the latter assumption, managers are less likely to invest in female employees, contributing to women's early retirement.

B. Accessibility to opportunities and benefits: Women have less access to both.

1. The nomination process for promotions, trainings, and international travel lacks transparency:
The gender audit reports indicate that there is a fundamental absence of trust in the promotion process. One participant stated, "There is no transparency in sending employees to trainings, and there are no trainings that take into consideration my needs as a female employee, and the trainings we take are done just for promotion not to benefit us, and when the trainings are outside of working hours, it is difficult for me to participate." Another added, "The mechanism of sending employees to trainings is not completely clear." Feedback from employees suggests that "wasta" and management bias determine access to promotions and benefits, negatively affecting the career advancement of both men and women.

2. Wasta in the workplace disproportionately impacts women:
While both men and women are negatively affected by wasta, audit data indicates that women use wasta less, and, thus, receive fewer promotions, benefits, and trainings overall; furthermore, staff notes a strong sense of injustice regarding the use of wasta in the workplace. One employee explained, "A lot of times wasta plays a role when recruiting for certain positions, it is easier for a male employee to get wasta from his relatives, but no one supports a female employee because she will end up being a housewife." Most interviewees agreed that wasta is needed for career advancement.

3. Civil service regulation hinders leadership eligibility:
According to current legislation, employees must attain "excellence" during their annual evaluation for two consecutive years to be eligible for an optional promotion. Managers frequently withhold the "excellence" grade, for at least a year if not longer. This hinders the career advancement of both men and women. Women receive fewer "excellence" grades than men, thus obtaining fewer promotions.

4. Men receive higher pay and more benefits:
Audit data shows a clear pay gap between men and women. Men earn higher salaries and receive more benefits than their female counterparts for the same work. This is in part because men work longer hours due to gender stereotypes that characterize them as primary income providers and Jordan's Personal Status Legislation, which legally enforces this stereotype. One employee furthered these findings, noting, "Women's circumstances don't allow them to stay at work after hours, which allows male employees to earn more than female employees, even though some female employees take some of their work home." Men also receive a family allowance, while women are only awarded an allowance in exceptional cases; furthermore, women struggle to include their families on health insurance plans. A participant emphasized, "Even the law discriminates between men and women employees because a female employee does not get a family bonus like a male employee does."

C. The work environment fails to accommodate women, subsequently hindering their performance:
1. Women are less satisfied with work environment than men:
Women noted that the workplace failed to meet...
their practical needs. Men described dissatisfaction with varying workplace factors as well. After analyzing audit data, it is clear that the participating organizations are failing to meet staff needs. One interviewee stated, “There is no privacy in the offices, we don’t feel comfortable even though male employees treat us with respect.” Another noted, “It is unbelievable and unacceptable that there are still some departments in the ministry that don’t have women’s restrooms.”

2. Leadership training programs are lacking. Almost every participant reported inadequate or absent leadership training programs. In cases where these programs existed, women were systematically excluded from them. Employees require additional mentorship and further trainings to gain leadership skills.

3. Fieldwork conditions do not accommodate women: Women face numerous challenges in the field from poor facilities to harassment, which organizations fail to address adequately. One participant explained, “My work requires me to visit and inspect different shops, I feel uncomfortable going to places like bars, nightclubs and attics of some companies...therefore it is difficult for me to work on some files due to the location or nature of the project, I try to switch the file with another inspector.” Another stated, “A lot of times I don’t feel safe when I go out for inspection campaigns with the ministry. Fieldwork is not comfortable for women, not to mention the looks and comments that affect the female employee psychologically.” Male employees also noted that field accommodations don’t always meet basic standards. The majority of employees polled, agreed fieldwork conditions and accommodations should accommodate everyone.

4.2 Conclusion

In all five organizations, there was significant gender bias towards male employees. Men received more promotions, benefits, travel, and opportunities for general career advancement. While some of the five organizations followed gender-neutral policies, informal culture continued to enforce gender bias in the workplace. The absence of transparency and use of wasta further contributed to an inhospitable work environment, primarily for women, but men were also negatively impacted.

For men, there was no suitable work-life balance. Ultimately, gender bias and an unsupportive work environment hindered the performance of both genders.

4.3 Opportunities to Achieve Change

It is important to capitalize on the opportunities created by the Jordanian Government’s mission to advance gender equality. Specifically, it is necessary to work towards an equal, merit-based work environment.

During the gender audit process, USAID Takamol identified the four most relevant opportunities to achieve this objective:

- First, public sector ministries must support women’s economic participation. Many institutions have already demonstrated their commitment to women’s economic advancement by increasing the number of women in leadership positions and encouraging them to join male dominated professions such as tax auditing and labor inspection. The introduction of the flexible work system in 2017 should also facilitate the advancement of men and women in the workplace and increase women’s economic empowerment.

- Second, public sector institutions should adhere to the gender criteria specified by King Abdullah II Award for Excellence. Following this criteria and striving for excellence will motivate government organizations to address gender bias in the workplace.

- Third, the public sector must mainstream the achievements of the gender audit. During the past two years, participating organizations have successfully updated their strategies to include a gendered perspective, improved their Human Resources departments, and increased awareness of gender concepts, while working towards a more equal and productive workplace.
The results of USAID Takamol’s gender audit initiative have made it clear that public sector institutions must continue gender mainstreaming. To increase public sector productivity and improve working conditions for all employees gender mainstreaming must be instituted through three types of change: “Policy,” “Strategies, Plans, and Programs;” and “Human Resources.”

5.1 Policy

- Adopt policy that reflects the government’s commitment to gender equality.

- Cooperate with women’s empowerment organizations to clarify government commitments and define criteria to measure change. These organizations include: the Jordanian National Commission for Women (JNCW), the Ministerial Women Empowerment Committee (MWEC), and the Administrative Reform Program (ARP).

- Abolish gender discriminatory legal provisions in all legislation that governs public sector employment.

- Change legislation regarding mandatory retirement age for women and make it optional.

5.3 Strategies, Plans, and Programs

- Mainstream gender in government strategies, plans, and programs.

- Conduct gender analysis of public sector programs to better understand how they address the needs, interests, and aspirations of men and women.

- Develop a monitoring and evaluation system that will identify gender gaps and measure progress in advancing gender equality.

- Develop a plan to conduct gender audits in public organizations using a participatory methodology and tailor each audit to the respective institution.

- Execute initiatives to bridge gender gaps.

- Develop gender conscious leadership trainings to help employees assume leadership roles effectively.

5.4 Human Resources

- Train staff to enhance gender knowledge, skills, and advance equal opportunity in the workplace.
- Maintain gender data disaggregation and produce reports emphasizing gender progress and gaps.
- Train all employees in leadership skills and establish a gender conscious leadership coaching program to support men and women through the career advancement process.
- Organize senior management meetings during work hours.
- Promote gender equality in the workplace by developing a comprehensive training manual along with trainings to address informal culture that enforces gender roles, consequently, creating different workplace expectations for men and women.
- Place equal emphasis on men’s familial duties.
- Promote female leadership role models in the workplace.
- Improve institution’s gender capacities through training and incorporating gender knowledge into all sector’s programs.
- Review the complaint system, ensuring it guarantees privacy and protection for plaintiffs.
- Include a section in the Civil Service Bureau annual report emphasizing gender issues to monitor women’s advancement in the workplace and identify gender gaps.
- Develop regulations that restrict wastā and wastā related conduct in Human Resource departments.
As with any initiative of this size, there were important lessons learned that should be considered for future audit implementations. Below is a list of the key lessons learned and their solutions. The following section is divided into: General Lessons, Launching the Gender Audits, Implementing the Gender Audits, and, finally, Findings and Reporting.

6.1 General Lessons

I. Using a participatory approach increases the organization’s ownership of the audit process, encourages the gender audit’s long-term sustainability, and reduces resistance from the respective institution. Using the participatory method, USAID Takamol trained internal teams from each of the five organizations. This external technical assistance supported the teams in understanding gender issues and general procedure. Once trained, however, the level of team engagement significantly increased, demonstrating their ownership and commitment to the audit process. Ownership was particularly observed during coaching and analysis sessions. Each team’s increased investment in their respective audits significantly reduced internal resistance.

II. Combining capacity enhancement trainings with the gender audit took time but improved results. USAID Takamol initiated a series of trainings over a two-year period to ensure each organization was equipped with the relevant gender knowledge, procedural information, and data analysis tools. These trainings combined gender theory with practical methodology. While these trainings were essential to the success of the gender audit process, they were time consuming. If managed poorly, they have the potential to create a critical loss of momentum. Strong management paired with consistent monitoring is essential in implementing these trainings.

III. To reduce resistance and increase institutional support, it is necessary to create a transparent, accessible gender audit process. During the gender audit, there was some institutional resistance towards the advancement of workplace equality. Both men and women were wary of the audit’s implications. To manage this resistance and increase transparency, it became important to host periodic meetings with the audited organizations, discussing the audit process, clarifying the relevant gender concepts, and addressing any misconceptions. By understanding employee concerns, gender audit teams were able to correct misconceptions, identify prejudices, and better understand each organization’s unique challenges to implementing gender equality in the workplace.

IV. Identifying opportunities and challenges are necessary to uniquely tailor the audit process to each organization’s needs. It is necessary to identify opportunities and challenges to gender equality in each organization. When opportunities and challenges are identified, gender audit
teams can initiate the relevant solutions and recommendations. During the audit process each organization had the chance to benefit from pre-existing opportunities. Ultimately, positive change increased because of the opportunity and challenge assessment process.

V. It is important to ethically collect evidence, while protecting audit participants. To preserve procedural integrity and protect the gender audit teams from administrative retaliation, all audit participants must remain anonymous. To ensure the ethical collection of information, the gender audit team must be trained regarding issues of confidentiality. They must also be provided with a space to converse freely, without judgment or fear of retaliation.

VI. Management must ensure every team member’s commitment to the gender audit remains consistent. During the two-year process, some members quit, while others attended fewer meetings, citing prior engagements. To ensure consistency and efficiency, original team members must be committed to the two-year gender audit process.

VII. Engaging men during the gender audit initiative is essential in facilitating understanding and managing resistance. It is a commonly held belief that gender issues pertain only to women; however, they affect men, too. Misconceptions such as this one created resistance to the gender audit initiative, so it became important to clarify how and why gender issues affect men. While gender issues affect women more, this approach facilitated understanding, created a space for men to participate in the process, and managed resistance to the gender audit.

VIII. Certain, thematic findings and lessons learned from the gender audits can be applied to institutions outside of the public sector. To be clear, all sectors and institutions vary in regards to the specific challenges they face in promoting and creating gender equality; however, thematic findings and lessons emerged from the gender audit reports. For instance, stereotypes regarding men as breadwinners and women as homemakers are not sector or institution specific, nor are the methods to combat these stereotypes; furthermore, the information compiled in the audits can be applied to other gender initiatives such as Takamol’s Parliamentary Scorecard with RASED, which monitors and improves gender awareness in Jordan’s Parliament. Ultimately, understanding how to effectively use gender audit lessons and their cross-sector linkages will only help to combat gender inequality more efficiently.

IX. The gender audit reports identified lacunas that impacted USAID Takamol’s subsequent initiatives. During the audits, it became clear that subsequent measures would be necessary to narrow the gender gap in the public sector. To that end, USAID Takamol partnered with the MoSPD to develop a standardized gender training manual and trainings to help empower women in the public sector. Another step USAID Takamol undertook was partnering with the King Abdullah II Award for Excellence to mainstream gender throughout the public sector.

6.2 Launching the Gender Audits

I. It is critical that the audited organization’s leadership supports the gender audit through the dedication of: staff, time, and any other necessary resources. USAID Takamol’s institution selection process was integral in choosing organizations willing to support a gender audit. Organizations with strong support from leadership were more likely to achieve positive results and advance positive gender change in their workplaces.

II. Maintaining a flexible implementation approach prolonged the audit process but ensured that the audited institution’s needs were met. Once the five participating organizations were selected, a gender audit plan was implemented with the understanding that it could be modified as needed. While the flexible implementation approach elongated the gender audit process, it helped meet each organization’s unique needs and goals.

III. Gender audit teams must include a range of employees, genders, and departments to achieve the best results. Organizations that adhered to USAID Takamol’s gender audit team selection criteria succeeded in implementing the gender audit effectively. Diverse teams easily clarified and promoted the importance of gender equality in the workplace. A key component of gender audit team success was senior leadership involvement. Ideally, senior staff should chair gender audit teams because they have easy access to company information and are better able to facilitate top-down gender change.

6.3 Implementing the Gender Audits

I. Gender audit teams achieved better results when
USAID Takamol met with them periodically. Teams performed better when they were in consistent communication with USAID Takamol. Clear communication and positive external management facilitated each team’s ownership and motivation during the gender audit process.

II. Increasing team member responsibility beyond original job descriptions created significant stress and delayed audit timetables, especially during the analysis and reporting phases. While USAID Takamol encourages a flexible approach, team workloads were not always adjusted to account for difficulties that arose during the two-year audit process. This created an environment where team members became overwhelmed with their additional tasks, which was particularly evident during coaching and analysis meetings. Ultimately, the failure to adjust workload accordingly delayed the audit.

III. It is important to implement reflection sessions alongside trainings and coaching meetings. While the trainings were integral to the audit process, reflection sessions became an important learning tool. During reflection meetings, teams shared their challenges and achievements and learned from each other’s successes and failures. These reflections facilitated team bonding and pride in the audit process. Periodic team building exercises are necessary to the cohesive function of gender audit teams.

IV. Ensure Human Resource data is disaggregated by gender and accessible to audit teams. Human Resource data prior to 2015 is not readily available. When it is available, it is not categorized by gender. It is also important to clarify what data sets exist for each year and how they differ. Accessible data disaggregated by gender will expedite the gender audit process and clarify how an institution can improve working conditions for all employees.

V. Teams must be objective during data collection and analysis. Each team learned about research methods and the importance of objectivity through various trainings and meetings. It was, however, difficult to neutralize subjectivity, especially considering team members were employed by the organization they audited. This is a common shortcoming of the participatory audit methodology. The USAID Takamol external team’s role in neutralizing bias was important. To avoid subjective data, USAID Takamol conducted preliminary data analysis and authored the final report for each institution.

VI. For most teams, analyzing and collecting quantitative data was easier than processing qualitative data. While gender audit teams were familiar with qualitative collection methods such as interviews and focus groups, they were more comfortable with quantitative data. Support from USAID Takamol ensured gender audit teams collected qualitative data objectively. In some cases, USAID Takamol’s external team conducted focus groups, so the gender audit teams avoided producing subjective data.

VII. Teams are likelier to withdraw during audit implementation when workload increases and controversial findings emerge. Six of the seven original teams completed the gender audit initiative. During the implementation phase, team commitment to the audit decreased as sensitive data was collected. One of the teams, however, was less committed to implementing their audit because they were in the middle of organization restructuring and staff turnover.

6.4 Findings and Reporting

I. In many cases, audit findings extend beyond gender issues, exposing other workplace problems. During the gender audit process, problems arose that were not always obviously correlated with gender issues. One such example is the use of wasta. Wasta affected both men and women, but initially did not seem correlated to gender; however, upon further analysis, the gender audit teams discovered that more men have access to wasta and that women use wasta less. The implications of wasta in the workplace, in this instance, had gendered implications. Ultimately, teams must analyze how different problems discovered during the audit process impact gender gaps in the workplace.

II. Not all team members were able to provide quality data analysis. Once data was collected, it was imperative that the teams put the necessary time and effort into its analysis. Unfortunately, the teams’ first data analysis submission did not meet USAID Takamol criteria.

To resolve this problem, USAID Takamol’s external team analyzed the data and authored the final gender audit reports. Gender teams participated in subsequent revisions of USAID Takamol’s reports. This continued the participatory approach and allowed the gender teams to add constructive feedback, challenge data analysis, and correct any mistakes. Ultimately, this solution was successful, and produced exemplary reports, while encouraging each team’s ownership of the process.
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