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Suggested Approaches for Integrating Inclusive Development Across the Program Cycle and in Mission Operations

Additional Help for ADS 201

*Authored by DCHA/DRG/HR
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I. Executive Summary

This **non-mandatory guidance** 1) explains what inclusive development is and why it is important to USAID's work, 2) serves as a framework for applying various USAID policies and guidance that promote inclusion of marginalized groups, and 3) provides guidance to help Missions and Operating Units (OUs) integrate inclusive development across the Program Cycle and operations.

Box 1. Definition of Inclusive Development

The concept that every person, regardless of identity, is instrumental in the transformation of their own societies and their inclusion throughout the development process leads to better outcomes.

Inclusive development is smart development. An inclusive development approach ensures that all people are included and can participate fully in and benefit from development efforts. A growing body of evidence demonstrates that an inclusive development approach leads to better development outcomes. For example, research shows that investments in inclusion are crucial to support sustainable and broad economic growth, a key factor in moving countries along the journey to self-reliance. Simply put, **inclusion is key to aid effectiveness.**

This document is designed to help Missions and OUs to “think inclusively” about USAID's programming. It provides guidance and promising practices on how to integrate inclusive development across the Program Cycle and operations.

- **Sections I-IV.** The *how* and *why* of inclusive development. This includes definitions of key terminology, the rationale for inclusive development, and an overview of existing USAID policies and visions that support inclusion.
- **Section V.** An introduction to Inclusive Development Analysis.
- **Section VI.** Opportunities for integrating inclusive development in each stage of the Program Cycle.
- **Section VII.** Advancing inclusive development in Missions. This section offers options to operationalize inclusive development through staff roles and a Mission Order.
- The **Annexes** provide reference material such as additional terminology, a list of USAID and USG policies that support inclusion, and examples of high-level questions that can be used in Inclusive Development Analysis.

II. What is Inclusive Development?

USAID promotes a nondiscriminatory, inclusive, and integrated development approach that ensures that all people, including those who face discrimination and thus may have limited access to a country's benefits, legal protections, or social participation are fully included and can actively participate in and benefit from development processes and activities. Consistent with this focus, USAID has issued policy documents detailing our commitment to inclusive development including, but not limited to, the Disability Policy; the Gender Equality and Female Empowerment Policy; the Youth in Development Policy; the Democracy, Human Rights and Governance Strategy; LGBT Vision for Action; and the Nondiscrimination for Beneficiaries Policy.¹

¹ This is USAID's working definition and explanation of inclusive development as developed by the Agency's Inclusive Development Working Group.

Inclusive development means all people should be able to contribute to and benefit from USAID's development programming. Unfortunately, many people are denied access to services or are marginalized from participating in development because of their identity.

Box 2. Definition² of Marginalized Groups³

People who are typically denied access to legal protection or social and economic participation and programs (i.e., police protection, political participation, access to healthcare, education, employment), whether in practice or in principle, for historical, cultural, political, and/or other contextual reasons. Such groups may include, but are not limited to, women and girls, persons with disabilities, LGBTI people, displaced persons, migrants, indigenous individuals and communities, youth and the elderly, religious minorities, ethnic minorities, people in lower castes, and people of diverse economic class and political opinions. These groups often suffer from discrimination in the application of laws and policy and/or access to resources, services, and social protection, and may be subject to persecution, harassment, and/or violence. They may also be described as “underrepresented,” “at-risk,” or “vulnerable”.

Analyzing and understanding the discrimination and exclusion an individual can experience based on their identities is an important step to addressing the barriers that prevent some people from participating in and benefitting from development programming. Further, including marginalized people and groups in the development process offers an opportunity for development programs to absorb local knowledge, including ways of sustainably developing local resources or agricultural land. Inclusion ensures that activities effectively target the groups most in need of assistance. Inclusion efforts can meet two objectives: a) marginalized stakeholders benefit from USAID's development programming, and b) marginalized stakeholders are engaged throughout the Program Cycle.

Box 3. Key Principles

There are two key principles when working with marginalized groups: “do no harm” and “do nothing about them without them.” When making efforts to support inclusion of marginalized groups, staff should 1) take measures to ensure that its efforts do not put any individual or marginalized group at increased risk of harm, and 2) consult with marginalized groups to understand their needs and priorities.

III. Rationale for Inclusive Development

Inclusive development is smart development. Including and empowering all people strengthens both society and the economy. A growing body of evidence demonstrates that an inclusive development approach leads to deeper, more sustainable outcomes. Simply put, inclusion is key to aid effectiveness.

Consulting and engaging with all stakeholders in the design, implementation, and evaluation of our programming leads to better development outcomes. A commitment to inclusive development is not unique to USAID; it is also reflected in the development approaches of the [World Bank](#) and the [United Nations](#), for example. In addition and where appropriate, USAID assists countries in their efforts to implement the UN [Sustainable Development Goals](#) (SDGs),

² See Annex I for more detailed definitions of these groups.

³ Some groups may use and prefer other terms but for clarity and consistency this document exclusively uses the term “marginalized groups.”

which emphasize a “no one left behind” principle. An inclusive development approach is one means of achieving the SDGs and USAID’s mission.

In general, inclusive development is good development.

- Engaging marginalized groups enables USAID to identify the development needs of these groups and develop activities that better meet their needs (as compared to activities designed for the general population).
- Robust engagement through consultations and other meetings can lead to greater community buy-in for development programs, which may lead to more sustainable outcomes.
- Engagement with marginalized groups helps to identify impacts of interventions that may differ from impacts on the broader population. This is critical in identifying and mitigating against potential adverse impacts.
- Marginalized communities may possess significant local knowledge that can be leveraged in program design to improve agriculture or conservation outcomes.

There is evidence that inclusive development strengthens economic growth:

- Two studies suggest that closing the gender gap in employment would increase global GDP by \$5.8-\$25 trillion in 2025, with the greatest benefits occurring in Northern Africa, the Arab States, and Southern Asia.^{4 5}
- Low rates of employment and economic participation by persons with disabilities cost the global economy an estimated \$2 trillion⁶ annually (\$286.5 billion in low- and middle-income countries).⁷
- There is a strong positive correlation between economic development and legal rights for LGBT people. The presence of an LGBT-inclusive anti-discrimination law is correlated with a \$1,763 increase in GDP per capita.⁸
- An increase in youth employment has multiplier effects on the economy, boosting consumer demand and adding tax revenue. Additional impacts of youth employment include lower spending to counter risk behaviors, violence, and crime.^{9 10}

There is evidence that inclusive development strengthens national security and stability:

- Countries with inequality between different ethnic, religious, or regional groups are more likely to experience violent conflict. Excluded groups tend to have significant economic and political grievances, which can result in challenging authority with violence.¹¹

⁴ ILO (2017). *World Economic Outlook 2017: Trends for Women*, Geneva: ILO. Available at

http://www.ilo.org/wcmsp5/groups/public/---dgreports/---inst/documents/publication/wcms_557245.pdf

⁵ Jonathan Woetzel, et al. (2015). ‘*The Power of Parity: How Advancing Women’s Equality Can add \$12 Trillion to Global Growth.*’ McKinsey Global Institute, September 2015. Available at

http://www.mckinsey.com/~/media/McKinsey/Global%20Themes/Employment%20and%20Growth/How%20advancing%20womens%20equality%20can%20add%2012%20trillion%20to%20global%20growth/MGI%20Power%20of%20parity_Executive%20summary_September%202015.ashx

⁶ Demarco, G. (2009). *Unlocking the economic potential of persons with disabilities in MENA*. MENA Knowledge and Learning Quite Note Series, Number 9. Available at

<http://documents.worldbank.org/curated/en/525771468051895112/pdf/517980BRI0MENA10Box342050B01PUBLIC1.pdf>

⁷ Metts, R. (2000) *Disability issues, trends and recommendations for the World Bank*. Available at

<http://siteresources.worldbank.org/DISABILITY/Resources/280658-1172606907476/DisabilityIssuesMetts.pdf>

⁸ Badgett, M.V. Lee et al. (2014). *The Relationship between LGBT Inclusion and Economic Development: An Analysis of Emerging Economies*. USAID and the Williams Institute, November 2014. p. 2. Available at <http://williamsinstitute.law.ucla.edu/wp-content/uploads/lgbt-inclusion-and-development-november-2014.pdf>

⁹ UNESCO (2012). *Education for All Global Education Monitoring Report*, Paris: UNESCO. Available at <http://en.unesco.org/gem-report/>

¹⁰ ILO (2006). *Stimulating Youth Entrepreneurship: Barriers and Incentives to Enterprise Start-ups by Young People*. Geneva. Available at http://www.ilo.org/empent/Publications/WCMS_094025/lang--en/index.htm

¹¹ Stewart, F, et al (2005), *Social Exclusion and Conflict: Analysis and Policy Implications*, CRISE Policy Paper, available at <https://assets.publishing.service.gov.uk/media/57a08c4640f0b649740010f0/policypaper.pdf>

- Marginalized ethnic groups are three times more likely to initiate conflict against the state compared to included groups that have central political representation.¹²
- As a region's GDP per capita varies from the national average, the likelihood of separatist violence increases.¹³
- Bringing marginalized groups into political processes can reduce the likelihood of conflict. For example, the mobilization and participation of indigenous groups into mainstream politics in Ecuador has been accompanied by a reduction in violence; violence is more prevalent in Peru and Guatemala, where indigenous populations are largely excluded.¹⁴
- Territorial decentralization and targeted improvements to service delivery for marginalized groups can address inequality and help to avert the onset of conflict.¹⁵

IV. USAID Resources that Support Inclusive Development

USAID's commitment to inclusion is reflected in [Agency policy \(ADS 200.3.1\)](#) and in USAID's development and humanitarian assistance programs. USAID's commitment to nondiscrimination and inclusion extends to beneficiaries through its policy on [Nondiscrimination for Access to Supplies or Services for Beneficiaries](#), which articulates the principle that all beneficiaries should be able to participate in USAID programs without discrimination.

USAID has several policies and documents that demonstrate a commitment to the principles of inclusive development, such as the [Gender Equality and Female Empowerment Policy](#), [Disability Policy Paper](#), [Youth in Development Policy](#), and the [USAID LGBT Vision for Action](#) (see Annex III for a list of existing guidance and tools for inclusive development). These documents are an integral part of the Agency's work to understand and engage stakeholders and produce more sustainable outcomes by addressing their needs and challenges. USAID works with many other marginalized groups for which specific policy or guidance documents do not exist. This Additional Help document serves as a practical guide to help Missions approach inclusive development in a holistic and context-relevant manner.

All USAID employees should be aware of USAID's [Policy on Diversity in the Workforce, Equal Employment Opportunity, and Nondiscrimination](#); [Nondiscrimination for Access to Supplies or Services for Beneficiaries Policy](#); and the [Award Provisions Encouraging More Comprehensive Nondiscrimination Policies by USAID Contractors and Recipients](#).

V. Inclusive Development Analysis

Inclusive Development Analysis is one of the most important tools for including marginalized groups across the Program Cycle. This section outlines what Inclusive Development Analysis is, how it is related to Gender Analysis, when to conduct an analysis, and promising practices to consider when conducting the analysis.

¹² Cederman, Lars-Erik, Andreas Wimmer, and Brian Min. 2010. "Why Do Ethnic Groups Rebel?: New Data and Analysis." In *World Politics* 62 (1): 87–119. Available at <https://www.cambridge.org/core/journals/world-politics/article/why-do-ethnic-groups-rebel-new-data-and-analysis/4F69AEFBD88FAADE63207FF7D1F69449>

¹³ Brown, G.K. (2010). 'Inequality, ethnicity and violent secessionism: A mixed-level and survival analysis approach to disaggregating the study of civil war' CRISE Working Paper 80. Available at <http://www.bath.ac.uk/cds/publications/bpid9.pdf>

¹⁴ Keen, D. (2012). "Greed and Grievance in Civil War" in *International Affairs*, 88(4), 757–777). Available at <http://www.econ.nyu.edu/user/debraj/Courses/Readings/CollierHoeffler.pdf>

¹⁵ Bahgat, Karim; Kendra Dupuy; Scott Gates; Håvard Mogleiv Nygård; Siri Aas Rustad; Håvard Strand; Henrik Urdal; & Gudrun Østby (2017). *Inequality and Armed Conflict: Evidence and Data*, Peace Research Institute Oslo. Available at <https://www.prio.org/utility/DownloadFile.ashx?id=954&type=publicationfile>

A. What is Inclusive Development Analysis?

1. Inclusive Development Analysis is an analytic tool that helps to map the context in which marginalized people exist by: 1) identifying, understanding, and explaining gaps that exist between persons of marginalized groups and the general population and to consider differential impacts of policies and programs; 2) identifying structural barriers and processes that exclude certain people from participating fully in society and development programs; 3) examining differences in access to assets, resources, opportunities, and services; and 4) leading to specific recommendations on how to include marginalized groups in development programs and designing these programs to reduce deprivations and to empower marginalized groups.
2. Inclusive Development Analysis can strengthen programming by: 1) providing information on how to include marginalized groups to deepen and sustain program impact and improve development outcomes; 2) creating a framework for identifying opportunities that exist when excluded groups are included in the design process; 3) identifying local knowledge that can be incorporated into programs; and 4) determining whether it is feasible to partner with marginalized groups and how such partnerships could work.
3. Inclusive Development Analysis is an important first step in program design and can be a standalone analysis and/or part of other analyses such as Gender Analysis, Political Economy Analysis, or 5Rs (Results, Resources, Roles, Relationships, Rules) Analysis.¹⁶

The worksheet in Annex IV helps identify important issues that are relevant to Inclusive Development Analysis. While the completion of the worksheet is not the same as Inclusive Development Analysis itself, it helps keep track of key points identified in the Desk Review, key questions the analysis should address, and key data that should be collected. The final analysis should be a detailed report that can be referenced and referred to throughout the development of subsequent strategies/projects/activities.

B. How is Inclusive Development Analysis Related to Gender Analysis?

Gender Analysis¹⁷ is a “social science tool used to identify, understand and explain gaps between males and females that exist in households, communities and countries.” ADS 205 requires Gender Analysis for Country Development Cooperation Strategies (CDCSs) and projects (and in some cases activities) and acknowledges that analysis “should not treat men and women as monolithic categories” but rather should consider “other characteristics.”¹⁸ For example, an indigenous woman from a rural village will have a different lived experience than a woman from a majority ethnic group in an urban community. These differences could impact whether a single intervention to address women’s empowerment could appropriately and effectively address two very different sets of development challenges. Expanding Gender Analysis at the country/strategy, project, or activity level is one way to incorporate an inclusive development lens in the program design process. For example, rather than simply presenting broad categorical differences between women and men, the Gender Analysis could also address the relationship between gender and other characteristics (i.e., age, disability status, caste, sexual orientation, and ethnic/religious affiliation). Although the analysis would still be focused on gender, it would provide valuable information on the inclusive development challenges, and guide inclusion of marginalized groups in USAID programs and design processes.

¹⁶ Additional analyses could include Problem Analysis, SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis, Systems Mapping, Social Network Analysis, Causal Loop Diagrams, and Rich Picture Analysis.

¹⁷ See ADS 205: Integrating Gender Equality and Female Empowerment in USAID’s Program Cycle

¹⁸ See [ADS 205.3.2](#)

In many cases, Missions and OUs may wish to conduct a standalone Inclusive Development Analysis to better understand the lived experiences of people from marginalized groups. Although USAID has no standardized approach to carrying out Inclusive Development Analysis, the Agency's approach to Gender Analysis is a useful framework. The "domains model" of Gender Analysis¹⁹ applies to any marginalized group and can be used to develop the key questions to ask while carrying out Inclusive Development Analysis.

C. What Information Should Inclusive Development Analysis Provide?

Inclusive Development Analysis should examine constraints, opportunities, and entry points for narrowing social gaps and empowering marginalized groups. Most importantly, it should provide specific recommendations, based on the findings of the analysis, on how to address the needs of marginalized groups through USAID programming, and how to partner with such groups in developing solutions that align with the development priorities of local communities, thereby ensuring greater buy-in and more sustainable outcomes.

Inclusive Development Analysis should attempt to identify:

- Who are stakeholders of the proposed program or activity?
- Which groups of stakeholders face exclusion, stigma, and discrimination?
- What does identity-based inequality look like in the area where the project will be conducted? In the country?
- Do marginalized groups have limited or less access to assets, resources, opportunities, or services compared to the general populations? If so, how?
- What are the structural barriers faced by marginalized groups that might prevent them from participating in USAID programs or fully realizing program benefits?
- What are the social, political, and/or economic drivers of marginalization in the project area (or in the country)? What are the barriers imposed by formal and informal institutions, norms, policies, and attitudes that marginalize different groups?
- Who is driving marginalization or exclusion? Who is an advocate or champion for inclusion? Why are these key actors motivated to drive or mitigate marginalization? How are they using their influence for their respective purposes?
- Are marginalized groups at risk for being adversely impacted by USAID's efforts? If so, how? How can programs be designed to minimize unintended negative impacts?
- What opportunities exist to bolster inclusion and address the needs of marginalized groups through USAID's efforts?
- What are potential benefits to the program of partnering with marginalized groups in program design? Is partnership feasible for activities envisioned under the program?

D. When Should Inclusive Development Analysis be Conducted?

Conducting Inclusive Development Analysis is an important step in mainstreaming inclusive development considerations across USAID programs. Inclusive Development Analysis can be conducted any time an OU believes that there are marginalized groups among program stakeholders and seeks to analyze the inequalities or exclusions faced by marginalized groups. The results from the analysis will likely reveal critical barriers to participation that need to be overcome, previously overlooked opportunities for enhanced programming outcomes, and/or potential unintended negative impacts of proposed activities. For the information from this analysis to be most useful, the results should be integrated into and reflected in CDCSs, Project Appraisal Documents (PADs), and activity designs.

¹⁹ See [ADS 205.3.2](#)

There are several times in the Program Cycle when Inclusive Development Analysis is most useful:

1. **Strategic Planning:** Plan Inclusive Development Analysis during Phase One of the CDCS process and conduct it during Phase Two (see [ADS 201.3.2.9](#)).
2. **Project Design:** Plan Inclusive Development Analysis during Phase One of the Project Design process, incorporate it into the project design plan (PDP) ([ADS 201.3.3.12](#)), and finalize it during Phase Two: Project Design ([ADS 201.3.3.13](#)).
3. **Activity Design:** Conduct Inclusive Development Analysis during the design of a new Activity ([ADS 201.3.4.5](#), [ADS 203.3.5](#)).
4. **Evaluation:** If an evaluation (i.e., mid-project or final evaluation) reveals that that inclusion issues are not being addressed, conduct Inclusive Development Analysis to improve inclusion and enhance current or future project performance (see Section VI D for additional guidance).
5. **Other Analyses:** Inclusive Development Analysis may be carried out as part of other analyses such as Gender Analysis and Political Economy Analysis (see Annex VI).

E. What are Promising Practices for Conducting Inclusive Development Analysis?

1. Apply the “six domains”

The “six domains” framework can be used to identify questions that will reveal areas in which marginalized groups are disadvantaged or disempowered, as well as opportunities for partnering with marginalized populations or entry points for empowerment.²⁰ Inclusive Development Analysis should address as many of these domains as possible.

1. **Laws, policies, regulations, and institutional practices:** Laws include formal statutory laws and informal and customary legal systems. Policies, regulations, and institutional practices include formal and informal rules, procedures, and processes. Inclusive Development Analysis should identify the extent to which laws, policies, regulations, and institutional practices contain explicit or implicit bias against marginalized groups (e.g., explicit legal provisions that treat included groups and marginalized groups differently; differential impacts of laws, policies, regulations, and practices on marginalized groups).
2. **Cultural norms and beliefs:** Every society has cultural norms and beliefs about appropriate qualities and aspirations for individuals. This domain includes how people behave and interpret aspects of their lives differently depending on their social identity. The Inclusive Development Analysis should identify what the cultural norms, beliefs, and perceptions are for marginalized groups and how they influence the behavior of individuals from marginalized groups and the general population. Elements of cultural stereotypes toward members of marginalized groups should be identified. Cultural practices should also be addressed to determine if and how they could be relevant to advancing program objectives, particularly in connection with practices relating to conflict mitigation or environmental management.
3. **Roles, responsibilities, and time use:** Life roles and responsibilities vary based on an individual's identities. Examination of time use includes how individuals allocate their time, including in paid work, unpaid work in and outside of the home, and in the community, as well as the ways in which this allocation of time impacts availability to participate in USAID projects/activities. The Inclusive Development Analysis should consider how individuals from marginalized groups spend their time, the types of activities and practices they participate in, and how their roles and responsibilities may impact their ability or desire to engage in development activities. Consider whether individuals belong to groups or associations that may be interested in partnering with

²⁰ The first five of these domains are required for Gender Analysis and are described in more detail in [ADS 205.3.2](#).

USAID or whether communities themselves express interest. It is important not to raise expectations of assistance in this line of inquiry.

4. **Patterns of power and decision making:** This domain considers the ability and capacity of people to decide, influence, and exercise control over material, human, intellectual, and financial resources in the family, community, and country, free of coercion. Examination of this domain should include whether people from marginalized groups are able to make and act on decisions about their lives including their bodies, children, occupations, household/community affairs, voting, running for office, entering into contracts, and moving about and associating with others. The Inclusive Development Analysis should examine these patterns and identify the ways in which people from marginalized groups may be disempowered. This is an important domain to help identify entry points for empowerment as well.
5. **Access to and control over assets and resources:** This domain refers to being able to own and/or have the access/capacity to use productive resources: assets (communal or individually titled land, housing), income, social benefits (social insurance, pensions), public services (health, water), technology, and information necessary to be fully active and productive in society. The Inclusive Development Analysis should examine the differences in the capability of individuals from included and marginalized groups to access, use, and/or control these assets. Lack of access to or control over assets is one of the key ways that members of marginalized groups are disadvantaged.
6. **Personal safety and security²¹:** This domain considers the ability of individuals to live a life free from discrimination, danger, and violence based on characteristics of personal identity. How a country prevents and addresses such violence should also be examined. The Inclusive Development Analysis should identify whether and to what extent members of marginalized groups experience identity-based violence or threats to personal security and should examine how governments, civil society organizations (CSOs), communities, and others seek to prevent and respond to such violence including by providing services to victims. The safety of marginalized groups should also be considered in situations of crisis and conflict (including natural disasters), in which not all groups may be equal recipients of humanitarian assistance or other forms of aid.

Depending on the size of each group and the degree to which project activities may impact each of them in distinct ways, OUs may consider analyzing the six domains for each marginalized group. For example, a decentralization project would want to consider the six domains in connection with indigenous peoples separately from other ethnic minority groups, as indigenous peoples may have a different relationship with the state than non-indigenous groups. It is important to recognize that an individual may have more than one identity, and their needs or challenges may be captured under different Inclusive Development Analyses (e.g., an analysis of indigenous peoples may touch on gender or disability issues). Therefore it is critical to apply findings from different Inclusive Development Analysis reports in designing an intervention for a particular sub-population.

The six domains help frame the questions used throughout Inclusive Development Analysis and indicate the types of information that should be collected (i.e., in the Desk Review, stakeholder engagement). Not every domain will be relevant to every analysis and the challenges of every marginalized group. See Annex V for suggested questions for each domain.

²¹ This domain is not included in the five domains of Gender Analysis ([ADS 205.3.2](#)) but is included here as personal safety and security issues are often cited as the top concern of marginalized groups.

2. Perform a Desk Review to identify marginalized groups and key drivers of marginalization

Inclusive development challenges are unique to each country. Marginalized groups and the challenges they face vary by country.²² A successful Inclusive Development Analysis should begin with a thorough Desk Review to understand which groups are marginalized and the key drivers of marginalization.

To get a broad view of the exclusion and discrimination facing particular groups, start a Desk Review by reviewing general sources that provide a holistic view of the country's challenges and opportunities. Consider using the Inclusive Development Analysis matrix (Annex IV) to organize key questions (Annex V) and findings to ensure that all six domains are addressed.

a. Resources for the Desk Review (non-exhaustive)

- [U.S. Department of State Human Rights Reports](#) provide an overview of exclusion and discrimination faced by particular groups. The most relevant parts are Section 2 (assessments on the status of refugees, internally displaced persons, and stateless individuals) and Section 6 (a survey of discrimination and abuse).
- [U.S. Department of State Trafficking In Persons Report Country Narratives](#) outline which populations are most vulnerable to trafficking and the specific environments and economic sectors within which they are victimized.
- [Universal Periodic Review \(UPR\) Reports](#) review the human rights records of individual United Nations member states. In the review, states declare what actions they have taken to improve their human rights situation. Local CSOs contribute by providing reports on human rights abuses, exclusion, and discrimination (found in the Summary of Stakeholders' Information).
- **National Human Rights Institution (NHRI) Reports**²³ may help identify the needs and issues of particular marginalized groups.
- **Country reports from national and international NGOs** that monitor human rights violations (i.e., Human Rights Watch, Amnesty International, Minority Rights Group, Freedom House) provide broad assessments that cover multiple identity groups and may help underscore, contextualize, and prioritize the needs of marginalized groups in a particular context.
- **Reports from local NGOs that represent a particular marginalized group** (i.e., annual reports, research reports, UPR "shadow reports") may provide the most detailed content regarding the issues faced by specific marginalized groups.
- **Media reports** often complement and contextualize the above reports with specific examples.
- **Census data and statistics** from a country's national statistical bureau²⁴ and other official national and regional-level data and statistics may help quantify issues of marginalization.
- **Academic reviews and research papers** may help illuminate current and historical social dynamics and trends.
- **Reports by other donors and multilateral organizations.**

3. Engage stakeholders

Direct engagement with potential project stakeholders is a critical means of collecting information for Inclusive Development Analysis. After identifying potential project stakeholders

²² Some marginalized groups (i.e., women and girls, people with disabilities, LGBTI, ethnic minorities, religious minorities, youth) are found in every country, but the degree to which they are included in society and the challenges they face vary by country.

²³ NHRIs are typically independent/autonomous state bodies with a mission of protecting and promoting human rights. Consider the independence and credibility level of an NHRI when reviewing its reports.

²⁴ This bureau may not exist in every country. As data quality varies by country, try to confirm this data with other sources.

and marginalized groups in the Desk Review, the next step should be gain a more targeted understanding of the challenges and needs of those groups and the drivers of marginalization.

Effective stakeholder engagement should be a broad, inclusive, and continuous process to engage people and groups that are affected by USAID programming, as well as those who may have interests in a program and/or the ability to influence its outcome. Stakeholder engagement can enhance the effectiveness and accountability of the program, and reduce unintended negative consequences. If undertaken in a transparent and balanced manner it can reduce conflicts, strengthen local ownership, and enhance sustainability.

The most important tools for engaging with stakeholders are consultations and in-person interviews with CSOs or marginalized groups themselves. Aligned with the principle of “do nothing about them without them,” stakeholder engagement should focus on direct outreach and engagement with local CSOs “of, by, and for” particular communities, as well as members of those communities. Consultations may also include other donors, local academic institutions, and think tanks. Engagement should involve as many consultations, conversations, and meetings in person or by phone as is reasonable for the Mission’s capacity. This should include engagement with potential participants in USAID programming or impacted communities, such as individuals from marginalized groups, community leaders, business leaders, politicians, religious leaders, government representatives, activists, and others that may influence development outcomes.

Box 4: Consultations with Stakeholders²⁵

Consultations are a mechanism through which USAID or an implementing partner may convene a group of project stakeholders to engage in discussions at any time during the Program Cycle. During Inclusive Development Analysis, consultations provide an important way to engage with marginalized groups to discuss their perceptions of the drivers of marginalization, their development needs and priorities, and other elements of the six domains. Consultations can also help to identify risks of adverse impacts and opportunities to deepen program outcomes through partnering with these groups. During activity design, consultations can serve as an important tool for determining whether a proposed intervention is appropriate for marginalized stakeholders and they will provide necessary information to target those activities for maximum impact. During implementation, consultations enable program managers to gather feedback on project performance, and make adjustments as necessary. The [Stakeholder Engagement in the Environmental and Social Impact Assessment \(ESIA\) Process](#) guidance document outlines promising practices for conducting stakeholder engagement as part of an ESIA. While developed in connection with environmental assessments, the ESIA provides valuable guidance for discerning those stakeholders that are critical to both deepening and sustaining impact, as well as avoiding potential negative impacts. See USAID’s Consultations Handbook for additional guidance on conducting effective consultations.

The information collected through stakeholder engagement should follow the six domains of analysis. Prior to scheduling meetings, prepare a list of questions that can provide knowledge and insight into the inclusion barriers, inequalities, challenges, and opportunities identified through the Desk Review. The Inclusive Development Analysis matrix in Annex IV helps outline

²⁵ The ESIA document is referenced here because it contains guidance on conducting successful stakeholder engagement. This Additional Help document is not necessarily suggesting conducting an ESIA for a project

and plan questions that can be asked of stakeholders. Then use the information to identify ways that inclusive approaches can maximize impact and minimize exclusion and marginalization.

4. Conduct further analysis

If Inclusive Development Analysis identifies development priorities, needs, challenges, or opportunities that are not fully developed in the report, an OU may want to conduct additional group-specific analyses – such as those that address persons with disabilities, indigenous peoples, LGBTI people, ethnic minorities, religious minorities, people in lower castes, and youth. In some cases it may be appropriate to include further analyses as a requirement in the program description or scope of work for an implementing partner. See Annex III for a list of guidance and tools that may provide group-specific questions for deeper analysis.

VI. Integrating Inclusive Development Across the Program Cycle

This section contains tools and approaches for integrating inclusive development into Mission operations and USAID’s Program Cycle. **Figure 1** shows where some key inclusive development principles can be integrated across the Program Cycle.

Figure 1. Integrating Inclusive Development Principles Across the Program Cycle

Inclusive Development Principle	Program Cycle									
	Country Development Cooperation Strategy	PAD/Project Design and Implementation	Activity Design and Implementation	Monitoring, Evaluation and Learning	Procurement Solicitation and Selection	Implementing Partner Engagement	Mission Portfolio Review, Reports, and Operational Plans	Mission Resource Requests	Training	
Inclusive Development Analysis	X	X	X	X						
Adherence to Nondiscrimination Policy	X	X	X	X	X	X	X	X	X	
Adaptive Management		X	X	X						
Stakeholder Engagement and Consultations	X	X	X	X		X				

A. Mission Leadership

Actions that Mission leadership can take to help operationalize inclusive development include:

- Hire a diverse staff that reflects the populations the Agency aims to serve.
- Socialize the principles of inclusive development in staff and all-hands meetings.
- Ensure that gender and inclusive development are articulated in staff work plans.
- Coordinate with other donors to integrate promising practices in inclusive development throughout the country (i.e., consider hosting a meeting among Mission staff, donors, and implementing partners to share promising practices on inclusive development).
- Increase awareness and support by incorporating inclusive development messages into public outreach efforts (i.e., speeches, press releases).
- Ensure the Mission’s strategy, PADs, activity designs, monitoring and evaluation, and collaborating, learning, and adapting (CLA) efforts include inclusive development approaches, and – when appropriate – indicators and targets.
- Ensure that procurement timelines are developed in a way that allows sufficient time for stakeholder consultations and other engagement.

B. Country Development Cooperation Strategy

In the development of a CDCS (or in other strategic planning processes) a Mission may consider identifying inclusive development as a cross cutting theme and “increasing integration of marginalized groups” as a strategic priority for all programs. When preparing a CDCS, Inclusive Development Analysis will help identify the needs, challenges, social dynamics, and structural barriers faced by marginalized groups. The findings from the country-level Inclusive Development Analysis should be incorporated into Development Objectives (DOs), Intermediate Results (IRs) and Sub-IRs. At the IR and Sub IR-level, descriptions should include specific language about how to engage identified marginalized groups in programming.

The Mission must complete Gender Analysis prior to the conclusion of Phase Two of the CDCS development process ([ADS 205.3.3](#)). This Gender Analysis can provide valuable information on inclusive development challenges and identify opportunities to ensure the needs of marginalized groups are addressed. The Gender Analysis should acknowledge the interplay between sex and other characteristics such as age, marital status, income, ethnicity, disability status, sexual orientation, and gender identity. These considerations should be outlined in the Results Framework and may be reflected in the CDCS development hypothesis narrative.

Several Missions have incorporated inclusive development into their CDCSs as a development challenge or a necessary approach for achieving a DO or IR: [Cambodia \(USG Version\)](#), [Dominican Republic \(USG Version\)](#), [Tunisia \(USG Version\)](#), [Uganda](#).

C. Project Appraisal Document and Activity Design

The Project Design phase is an opportunity to conduct analysis and shape implementation to advance inclusive development objectives. Inclusive Development Analysis should be conducted as part of the PDP, which includes creating a plan to engage local actors. One of the guiding principles for the successful implementation of the Program Cycle is “Promoting Sustainability through Local Ownership” ([ADS 201.3.1.2 C](#)). Facilitating the inclusion and participation of marginalized groups during the design process so that their priorities and needs are incorporated in project and activity design is critical to promote local ownership and reinforce sustainability.²⁶ In addition, activity-level co-creation with local organizations is encouraged in [ADS 201.3.3.7](#). A [co-creation](#) approach with marginalized groups during activity design promotes shared ownership and decision-making.

In the Activity Design, the Mission should hold meetings with representatives from marginalized groups. From these meetings the Mission should develop indicators to ensure implementing partners program for and engage with marginalized groups. Conducting consultations with marginalized groups and using the ESIA [Stakeholder Engagement in the Environmental and Social Impact Assessment Process](#) tool can improve stakeholder engagement, as can resources available in the CLA toolkit on [Engaging Stakeholders](#).

D. Monitoring, Evaluation, and Learning (MEL)

Missions should employ an adaptive management approach for [monitoring](#), [evaluation](#) and [learning](#) across the Program Cycle (as described in [ADS 201](#)), and ensure there is a feedback mechanism for marginalized groups to enable such groups to provide direct feedback to USAID on project activities that affect them and their communities. Inclusive development considerations should be integrated throughout the Mission’s Performance Management Plan

²⁶ Relevant resources for Engaging Stakeholders and Local Systems include [Engaging Stakeholders](#) in the [CLA Toolkit](#), USAID (2014) [Local Systems: A Framework for Supporting Sustained Development](#), USAID (2016) [Technical Note: 5RS Framework in the Program Cycle](#) and USAID (2017) [Discussion Note: Implementing Local Ownership](#).

(PMP) and the Project MEL plan and USAID staff should ensure the Activity MEL plan developed by implementing partners integrates inclusive development considerations.

An adaptive management approach²⁷ helps inform decisions about programming for communities with which Missions and implementing partners may have limited experience. It allows a Mission or implementing partner the flexibility to change an intervention if it is discovered that marginalized groups are not being reached or are experiencing negative and/or unintended consequences. To ensure an adaptive management approach occurs, there should be a formal framework in which implementing partners and USAID Project Managers and AOR/CORs monitor and/or have feedback mechanisms that connect with marginalized groups. The methods described in the [Complexity-Aware Monitoring](#) guidance document may be useful when it is not known how interventions affect various groups, including marginalized groups in dynamic contexts. This [Participatory Performance Tracker tool](#) can help place marginalized groups at the center of learning and adaptation efforts.

Monitoring efforts should include ongoing consultations and other forms of direct communication with marginalized groups to gauge their perception of programming as well as program impacts. Stakeholder feedback (i.e., citizen report cards, community scorecards, client surveys, or other forms of collecting opinions) may involve a one-time measurement or an ongoing system. To ensure that feedback from marginalized groups is candid, inform respondents that their identities and comments will be kept anonymous and used for internal purposes only. After soliciting and considering feedback, involve partners, beneficiaries, and other stakeholders in adjusting program activities as necessary and redefining indicators or criteria of success.

Further, when appropriate, disaggregation of data for all people level indicators (beyond mandatory sex disaggregation – i.e., by age, disability status, etc.) is recommended to reveal trends, allow for comparisons across subgroups, and for accountability purposes. The decision to collect detailed demographic data on individual beneficiaries needs to be carefully considered because some beneficiaries may not want to disclose this information, and doing so could potentially place some beneficiaries at risk (see Section VI K for guidance on ensuring the security of beneficiary data). For more information on privacy, security, and ethical considerations around data collection and reporting please see USAID's ADS mandatory reference [ADS 200mbe - Protection of Human Subjects in Research Supported by USAID](#) and [ADS 508, USAID's Privacy Program](#).

E. Procurement Solicitation and Selection

Requests for proposals (RFPs), notices of funding opportunities (NOFOs), and other solicitation documents should require applicants to follow promising practices in engaging marginalized groups in application design, activity design, and implementation.

The Office of Acquisition and Assistance (OAA) should work with technical officers that manage portfolios that include marginalized groups to ensure that inclusivity issues are appropriately integrated into procurement requests (i.e., RFPs, NOFOs, Annual Program Statements) and carried through to signed award documents. [ADS 302.3.5.15: Incorporating Gender Issues into Solicitations](#), [ADS 205 Integrating Gender Equality and Female Empowerment](#), and [ADS 303.3.6.3: Reviewing Applications](#) contain guidance for gender provisions. This guidance can also be applied to marginalized groups.

²⁷ Adaptive management is part of the Collaborating, Learning, and Adapting (CLA) approach ([ADS 201.3.5.19](#)), which promotes greater utilization of MEL data and collaboration and synergy within USAID and with implementing partners, communities, and beneficiaries to ensure USAID programs are coordinated, grounded in evidence, and iteratively adapted to remain relevant.

Before issuing or approving RFPs, NOFOs, and other solicitations, the Contract or Agreement Officer should confirm that the [Nondiscrimination for Access to Supplies or Services for Beneficiaries](#) clause or provision, [the Award Provisions Encouraging More Comprehensive Nondiscrimination Policies by USAID Contractors and Recipients](#), and the [Disability Standard Provision](#) are incorporated. OAA should also work with the technical teams to ensure inclusive development considerations are explicitly mentioned in the Statement of Work or Program Description and are appropriately reflected in the technical evaluation criteria.

In designing the solicitation document, OAA should work with the technical teams to ensure inclusive development issues are clearly specified in the following sections: Background and Objectives; Scope of Work/Description of Activities; Monitoring and Evaluation; Reports; Key Personnel; Instructions to Offerors/Submission Guidelines; and Evaluation and Selection Criteria.

F. Implementing Partner Engagement

To ensure that implementing partners are aware of USAID's commitment and approach to inclusive development, Missions should share with the implementing partner any relevant guidance, policies, and available trainings for working with marginalized groups. Missions can encourage implementing partners to hold ongoing consultations with marginalized groups over the life of a project and to ensure activities adequately address the needs/concerns of marginalized groups and address unintended consequences.

Additionally, a promising practice is to request that implementing partners submit an Inclusive Development Strategy with their work plan that details efforts to engage marginalized groups in every stage of the Program Cycle and to identify and address their development priorities. A discussion of how this Inclusive Development Strategy will be implemented should take place in post-award meeting(s) with the implementing partner(s). If the implementing partner has submitted as part of its work plan an Inclusive Development Strategy, USAID should regularly track and hold implementing partners accountable the Strategy.

In circumstances in which the implementing partner enters into sub-contracts or sub-awards, the Mission may encourage the implementing partners to consider working with organizations comprised of marginalized groups or individuals.

G. Mission Portfolio Reviews, Performance Plans and Reports, and Operational Plans

During Portfolio Reviews, project managers and/or AOR/CORs should describe how inclusion of marginalized groups is relevant to achieving the Mission's development outcomes and illustrate how their projects have been inclusive of marginalized groups and address their development needs. The Program Office may consider including these issues in templates that guide the Portfolio Review process.

Technical offices should report on gender, disability, LGBTI, youth, and other marginalized groups' issues in the PPR using the appropriate Key Issues, based on guidance from the Program Office. The Program Office should provide technical offices with guidance on submitting narratives and budget allocations for gender, disability, LGBTI, youth, and any other Key Issue narratives related to inclusive development. Attributions should include any stand-alone projects and relevant portions of integrated programming.

H. Mission Resource Requests

When incorporating inclusive development into Mission Resource Requests, Missions should provide evidence for the need for inclusive programming. Where evidence is insufficient or

unavailable, the Mission can consider allocating resources to map the needs of marginalized groups. Mission Resource Requests can include budget attributions for specific marginalized groups and training on inclusive development for USAID staff and implementing partners.

I. Training

USAID aims to provide staff and implementing partners with the trainings needed to effectively address inclusive development principles in their day-to-day operations and program implementation. All USAID staff are required to complete *Gender 101: Gender Equality at USAID* and *USAID's Counter Trafficking in Persons Code of Conduct: Accountability and Action* within 12 months of hire. USAID has several other training courses available: *Gender 102: Putting ADS 205 into Action*, *Gender 103: The Roles and Responsibilities of Gender Advisors and POCs*, *Disability Inclusive Development 101*, *LGBTI 101: LGBTI Inclusion in the USAID Workplace*, *LGBTI 102: LGBTI Integration in USAID Programs*, and *Indigenous Peoples Programming at USAID*. As needed, the Mission may hold awareness training and/or awareness-raising events on inclusive development issues for staff and/or implementing partners. Missions may also request Washington-based specialists provide trainings to help promote inclusive development and provide guidance and tools to Mission staff.

J. Communications and Outreach

The Development, Outreach, and Communications (DOC) team should incorporate themes of inclusion throughout the Mission's communication and outreach strategy and activities. The DOC team and Program Office should consider recognizing international awareness and education days or months and incorporate content related to gender, disability, LGBTI, indigenous peoples, ethnic minorities, religious minorities, people in lower castes, and youth into Mission events and communications (e.g., success stories, factsheets).

K. Procedures to Protect Beneficiaries in Restrictive Environments

When programming in restrictive environments (i.e., difficult or dangerous contexts) implementing partners should carefully consider the political and legal realities when determining how to work with marginalized groups without putting them at risk.

Take great care when identifying locations to meet with marginalized groups, particularly in environments where marginalized groups face violence and discrimination. Ask representatives of the marginalized groups where, and under which circumstances, they would feel safe meeting – and endeavor to follow their guidance.

Additionally, to protect respondents, data collected from marginalized groups may need to be anonymized (one approach is to assign each beneficiary a unique identification code, symbol, or avatar) and data should be protected with the most current data security protections appropriate to the local context and project. Data security and storage is particularly important for programs that use electronic records, data collection by mobile phone, and web-based monitoring. Implementing partners should ensure that beneficiary information will be protected in the case in which an unrelated third party unintentionally receives the data.

Additional recommendations found in [Working for LGBTI Human Rights in Restrictive Environments](#) are often applicable to other marginalized groups.

VII. Shaping Mission Culture to Advance Inclusive Development

There are several non-mandatory approaches to help advance inclusion in a Mission's work culture and programming.

A. Designate an Inclusive Development Advisor

An Inclusive Development Advisor (IDA) serves as the Mission's technical expert on inclusive development and helps coordinate, socialize, and integrate an inclusive development approach across Mission offices and sectors.²⁸ Given the cross-cutting focus of this function, the Program Office is considered the ideal placement for an IDA. Functions and responsibilities of the IDA could include the following:

- Oversee the integration of inclusive development in strategies, projects, and activities.
- Help coordinate the efforts of staff assigned responsibilities related to specific marginalized groups, and identify collaboration opportunities.
- Convene the Inclusive Development Working Group (see below), if applicable.
- Lead efforts to develop or update an Inclusive Development Mission Order (see below).
- Help educate technical and program officers about the context for marginalized groups, and provide guidance on engaging with marginalized groups.
- Support relevant project and activity design efforts to ensure an inclusive development approach is employed and incorporate findings from Inclusive Development Analyses
- Conduct periodic site visits to projects that work with marginalized groups.
- Liaise with technical experts from USAID/Washington, facilitating the two-way flow of information on resources and Mission achievements.
- Represent the Mission in interagency and donor coordination groups, and events related to inclusion.
- Educate implementing partners/donors on USAID's inclusive development approach.
- Help track and report budget attributions for inclusive development key issues through Operational Plans, spend plans, and other budget attribution data requests.
- Liaise with the Program Office, DO, and project teams on planning and reporting on inclusive development in the OP and PPR.
- Assist in public outreach efforts related to the Mission's inclusive development approach.

B. Form an Inclusive Development Working Group

An Inclusive Development Working Group (IDWG) is a steering and coordination body that typically meets monthly or quarterly to promote effective integration of inclusive development across Mission activities. The formation and composition of an IDWG is at the Mission's discretion. Ideally, the IDWG is co-chaired by a Mission senior leader and the IDA. The IDWG composition may include one Point of Contact (POC) and one alternate from each DO team/technical office, one representative from OAA, and any existing inclusive development Mission POCs (i.e., Gender Advisor, Youth POC). Functions and responsibilities of the IDA could include the following:

- Develop and implement a strategy/action plan for integrating inclusive development across Mission activities (i.e., programs, staff training, partner/stakeholder outreach, public outreach).
- Promote and implement training for Mission staff and implementing partners on inclusive development and specific training related to programming with marginalized groups such as youth, LGBTI people, and persons with disabilities.
- Serve as a resource to assist technical teams in conducting consultations with marginalized groups throughout the Program Cycle.
- As needed/appropriate, review and recommend revisions to project and activity documents, solicitation documents, Scopes of Work, and drafts of analyses,

²⁸ Some Missions may already have staff members assigned to responsibilities pertaining to particular marginalized groups. The IDA helps identify collaboration opportunities and synergy among such staff members.

assessments, and evaluations to ensure inclusive development consideration are integrated.

- Help coordinate and identify synergies between inclusive development-related interventions across projects.
- Facilitate the mapping of donor, government, business, and CSO projects working on issues related to inclusive development.
- Build relationships with donors, governments, businesses, and CSOs engaged in inclusive practices and inclusive development issues.
- Identify and help organize activities and outreach efforts around relevant international days in collaboration with the Mission's DOC.
- Coordinate the creation and publication (as appropriate) of success stories related to inclusive development.
- Advise on the incorporation of inclusive development messaging into public outreach efforts (i.e., speeches, briefing documents, social media posts, program fact sheets).

C. Create and Adopt an Inclusive Development Mission Order

Missions may choose to operationalize inclusive development by adopting an optional Inclusive Development Mission Order (IDMO). The IDMO outlines authorities, roles/responsibilities, and procedures that can help institutionalize inclusive development at the Mission. It affirms the importance of inclusion and participation of marginalized groups throughout USAID's development programming. An IDMO does not take place of a mandatory Gender Mission Order, but rather complements it. Missions developing an IDMO may consider referring to this [IDMO template](#) and IDMOs from [Honduras](#) and [Kosovo](#).

Annex I: Definitions

Caste: A form of social stratification characterized by a hereditary transmission of a lifestyle which often includes an occupation, status in a hierarchy, customary social interaction, and exclusion.

Ethnic Minorities: A group of people of a particular ethnicity, race, or nationality living in a country or area where most people are from a different ethnicity, race, or nationality. Ethnic minorities may be subject to stigma and discrimination.

Gender: A social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female.

Inclusive Development: The concept that every person, regardless of identity, is instrumental in the transformation of their own societies and their inclusion throughout the development process leads to better outcomes. USAID promotes a nondiscriminatory, inclusive, and integrated development approach that ensures that all people, including those who face discrimination and thus may have limited access to a country's benefits, legal protections, or social participation, are fully included and can actively participate in and benefit from development processes and activities.

Indigenous Peoples: Indigenous peoples are known by different names in different places. The terms "hill people," "aboriginal," "first nations," "scheduled tribes," "pastoralists," are all terms for indigenous peoples. USAID follows the UN approach and does not adopt an official definition of "indigenous peoples," but rather identifies indigenous communities based on the following set of considerations and factors: (a) self-identification as indigenous peoples, as well as recognition by other groups as being distinct; (b) historical continuity with pre-colonial and/or pre-settler societies; (c) strong links to territories and surrounding natural resources; (d) distinct social, economic, or political systems; (e) distinct languages, cultures, and beliefs; (f) often form non-dominant groups of society; and/or (g) resolve to maintain and reproduce their ancestral environments and systems as distinctive peoples and communities. Not all indigenous peoples share all these characteristics.

LGBTI: Lesbian, gay, bisexual, transgender, and intersex. This acronym is commonly used to refer to gender and sexual minorities. Variations exist that add, omit, or reorder letters (i.e., LGBT, LGB, GLBT, LGBTIQA – in which Q typically stands for "queer" or "questioning" and A typically stands for "ally" or "asexual"). Other related acronyms include MSM (men who have sex with men), and SOGIESC (sexual orientation, gender identity/expression, sex characteristics).

- **Lesbian:** A woman who is emotionally, romantically, and/or sexually attracted to other women.
- **Gay:** Emotional, romantic, and/or sexual attraction to the same gender. The term gay is used most often for homosexual men, though sometimes is used to refer to lesbians and bisexuals.
- **Bisexual:** Emotional, romantic, and/or sexual attraction to men and women.
- **Transgender:** An umbrella term that refers to an individual whose gender identity is different from their sex assigned at birth.

- **Intersex:** An umbrella term that refers to a variety of chromosomal, hormonal, and anatomical conditions in which a person does not seem to fit the typical definitions of female or male.

Marginalized Groups: People who are typically denied full access to legal protection or social and economic participation and programs (such as police protection, political participation, access to healthcare, education, employment, etc.), whether in practice or in principle, for either historical, cultural, political, or other contextual reasons. Such groups may include but are not limited to: women and girls, persons with disabilities, LGBTI people, displaced persons, economic migrants, indigenous individuals and communities, youth and the elderly, religious minorities, ethnic minorities, people in lower castes, and people of diverse economic class and political opinions. These groups often suffer from discrimination in the application of laws and policy and/or access to resources, services, and social protection, and may be subject to persecution, harassment, and/or violence. They may also be described as “underrepresented,” “at-risk,” or “vulnerable.”

Persons with Disabilities: People who have long-term physical, mental, intellectual, or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.²⁹ Disability is caused by socially-constructed barriers in the environment and not by a person’s impairment or difference.

Major Disability categories (with select examples) include:

1. **Developmental** - a diverse group of people with an impairment(s) in physical, learning, language, or behavior areas. Examples: cognitive disability, learning disability, autism
2. **Sensory** - a diverse group of people with an impairment(s) of the five senses - generally, this relates to hearing, vision or a combination of both. Examples: blind, low vision, deafblind, deaf
3. **Physical** - a diverse group of people with an impairment(s) of physical functioning, mobility, dexterity, or stamina. Examples: Cerebral palsy, wheelchair users, Limbic variants
4. **Psychosocial** - a diverse group of people with an impairment(s) with participation restrictions related to mental health conditions. Examples: bipolar, schizophrenia
5. **Other** - disabilities that do not fall under the above categories. Example: seizures

Religious Minorities: People who belong to or practice a religion held by a minority of the population of a country, state, or region. Religious minorities may be subject to stigma, discrimination, and prejudice, especially when the religious differences correlate with ethnic differences.

Youth: Youth is a life stage that is not finite or linear. USAID defines youth as 10-29 years of age, based on distinct developmental stages of 10-14 (early adolescence), 15-19 (later adolescence), 20-24 emerging adulthood, and 25-29 (transition to adulthood). Transition to adulthood involves multiple and overlapping physical, cognitive, emotional, political, social, and cultural changes.

²⁹ Definition of the UN Convention on the Rights of Persons with Disabilities.

Annex II: Resources Supporting Inclusive Development at USAID

Nondiscrimination for Access to Supplies or Services for Beneficiaries

- Internal Guidance
 - [Promoting Nondiscrimination and Inclusive Development in USAID-Funded Programs, Automated Directives Series \(ADS\) 200.3.1](#)
 - [Promoting Nondiscrimination and Inclusive Development in USAID-Funded Programs, Mandatory Reference to ADS 200](#)
- Acquisitions (i.e. Contracts)
 - [Nondiscrimination against End-Users of Supplies or Services, Agency for International Development Acquisition Regulation \(AIDAR\), Section 752.7038, a Mandatory Reference for ADS 302](#)
- Assistance Awards (i.e. Grants, Cooperative Agreements)
 - [Grants and Cooperative Agreements to Non-Governmental Organizations, ADS 303](#)
 - [Standard Provisions for U.S. Nongovernmental Organizations, A Mandatory Reference for ADS Chapter 303](#)
 - [Standard Provisions for Non-U.S. Nongovernmental Organizations, A Mandatory Reference for ADS Chapter 303](#)
 - [Standard Provisions for Fixed Amount Awards to Nongovernmental Organizations A Mandatory Reference for ADS Chapter 303](#)

The ADS [Series 200](#)

- [ADS 205, Integrating Gender Equality and Female Empowerment in USAID's Program Cycle](#)
- [ADS 200, Development Policy](#)
- [ADS 201, Program Cycle Operational Policy](#)

Other documents

- [USAID 2012 Gender Equality and Female Empowerment Policy](#)
- [The 2016 United States National Action Plan on Women, Peace, and Security](#)
- [U.S. Strategy to Prevent and Respond to Gender Based Violence Globally](#)
- [USAID Policy on Adversity in the Workforce, Equal Employment Opportunity, and Non-Discrimination \(A Mandatory Reference for ADS Chapters 110, 101, and 418\)](#)
- [USAID Disability Policy Paper – Policy Guidance](#)
- [Supporting USAID's Disability Policy in Contracts, Grants, and Cooperative Agreements \(AAPD 04-17\)](#)
- [Supporting USAID's Standards for Accessibility for the Disabled in Contracts, Grants, and Cooperative Agreements \(AAPD 05-07\)](#)
- [The 2012 Youth in Development Policy](#)
- [The U.S. Global Strategy to Empower Adolescent Girls](#)
- [The U.S. Government Action Plan on Children in Adversity](#)
- [USAID Counter Trafficking in Persons Policy](#)³⁰
- [USAID LGBT Vision for Action: Promoting and Supporting the Inclusion of Lesbian, Gay, Bisexual, and Transgender Individuals](#)
- [The USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children](#)
- [Policy/Guidance on the Implementation of USAID Child Safeguarding Standards: A Mandatory Reference for ADS Chapter 200](#)

³⁰ The C-TIP Code of Conduct Implementation Guidance and the C-TIP Policy note that certain populations are at risk of being trafficked and provide guidance on how to reduce the vulnerability to trafficking of these groups through development efforts.

Annex III: Existing Guidance and Tools for Inclusive Development

General Guidance to Identify and Engage with Marginalized Groups in Country

- [Stakeholder Engagement in the Environmental and Social Impact Assessment Process](#)
- [Operational Guidelines for Responsible Land-Based Investment](#) guides due diligence and stakeholder engagement for infrastructure projects and land-based investments. The concept of beneficiary consultations is described in detail, and the guidance on conducting robust stakeholder engagement is applicable to all projects.

Guidance on Integration of Gender Equality and Female Empowerment

- USAID's [Gender Equality and Female Empowerment Policy](#)
 - The requirements outlined in this policy are codified in [ADS 205: Integrating Gender Equality and Female Empowerment in USAID's Program Cycle](#).
- [GenDev's internal my.usaid page](#)
- List of Agency [Gender guidance resources](#)
- Gender page on [ProgramNet](#)

Guidance on Integration of Persons with Disabilities

- USAID's [Disability Policy](#)
- [Disability Inclusive Development 101](#)
 - This is an introductory e-learning video that gives a snapshot of disability and its implications for international development.
- [Advancing Disability-Inclusive Development](#)
 - This website contains relevant documents, publications and success stories for advancing inclusive development for people with disabilities.

Guidance on Integration of LGBTI People

- [USAID LGBT Vision for Action: Promoting and Supporting the Inclusion of Lesbian, Gay, Bisexual, and Transgender Individuals](#)
 - This document demonstrates USAID's commitment to protect LGBTI people from violence and discrimination and notes key principles for programming.
- LGBTI Page on [ProgramNet](#)
- LGBTI on [my.USAID Pages](#)

Guidance on Integration of Youth

- [USAID Youth](#)
- [Cross-Sectoral Youth Analysis](#)
 - An assessment tool specifically for youth

Annex IV: Inclusive Development Analysis Matrix

<https://docs.google.com/document/d/1F2XeDd-W1CCIQHt1xrvDN3CsTUpFQqV7LYL6fvDyYw8/edit?usp=sharing>

INCLUSIVE DEVELOPMENT ANALYSIS MATRIX

Stage in the Program Cycle: _____

Instructions: Use this Matrix to help keep track of key information gathered during the Desk Review and any initial Stakeholder meetings/consultations. Depending on the stage of the Program Cycle that the Analysis will be conducted in, adjust the matrix to conform to this level of analysis. Further, use this matrix as a brainstorming tool and as a road-map to guide and help outline your Analysis. Given that the boxes below are small, you may need to use additional sheets of paper.

Note: Completion of this worksheet does not represent completion of an Inclusive Development Analysis.

INCLUSIVE DEVELOPMENT ANALYSIS				
	What are the key issues, barriers, or inequalities in this domain that could influence USAID's development outcomes (e.g. at CDCS or Project level)? What identity group(s) are affected by the issue/barrier/inequality?	What specific barrier/inequality and/or opportunity/entry point can be addressed through USAID interventions? Can an existing intervention be strengthened or improved by addressing the issue? What opportunities exist for partnership with local groups in design and/or implementation?	What information do you still need in order to get the full picture of the inclusion challenges in this particular domain and how these challenges may impact USAID's development outcomes (e.g. at the CDCS or Project level)?	How can the identified barrier/inequality and/or opportunity be addressed through USAID interventions?
Laws, Policies, Regulations, and Institutional Practices				
Cultural Norms, and Beliefs				
Roles, Responsibilities, and Time Use				
Patterns of Power and Decision Making				
Access to and Control Over Assets and Resources				
Personal Safety and Security				

Annex V: Sample Questions for the Six Domains of Analysis

The following are sample questions for Inclusive Development Analysis. Based on the country context, other/additional questions may be appropriate and useful.

1. Laws, policies, regulations, and institutional practices

- a. Does the national constitution include nondiscrimination protections for marginalized groups? If so, which groups are included and which are not?
- b. Are there nondiscrimination laws at the national level? If so, which marginalized groups are included and which are not? Are these laws implemented or enforced?
- c. Are there formal laws or institutional practices that are intended to, either explicitly or implicitly, exclude or penalize individuals from certain marginalized groups from society? Informal laws or practices?
- d. Does the government have a formal protection mechanism for human rights defenders or under activists under threat?

2. Cultural norms and beliefs

- a. Are there cultural norms or beliefs of majority populations or other minority populations towards a particular identity group(s) that restricts their ability to participate in society?
- b. Are there cultural stereotypes about the characteristics of individuals from a particular identity group? How are these individuals perceived in society (for example, in social, economic, and political roles)? Are some groups stigmatized?
- c. Do cultural norms, beliefs, and perceptions about individuals of certain identity groups affect the other domains (for example, do cultural norms impact the following: Roles and responsibilities in a community? Who has decision-making authority? Who can control assets and resources? Who can live a life free of discrimination?).
- d. What are the cultural norms and beliefs of the marginalized groups that have been identified? How do they perceive the majority population?
- e. How does the marginalized group(s) define “development” for their families or communities? What are their development priorities?
- f. What are other challenges and priorities identified by marginalized communities?

3. Roles, responsibilities, and time use

- a. What are the traditional roles and responsibilities for different identity groups? Do these roles and responsibilities affect whether an individual is included or marginalized from, for example, participating in society or benefiting from social programs? Do an individual’s roles and responsibilities in the community influence their ability to participate in or be the beneficiary of a USAID program?
- b. Is there a differential burden of time for paid and unpaid work for a particular marginalized identity group compared to an included group?
- c. Because of the burden of an assigned role/responsibility, are individuals from an identity group restricted in their autonomy and freedom of movement within a community? If so, do these restrictions affect access to social, economic, and political benefits and/or participation in USAID programs?
- d. Are there opportunities for the marginalized group(s) to contribute their knowledge to the design of activities (e.g., do they have local knowledge from which the activity may benefit)?

4. Patterns of power and decision making

- a. Can all individuals within a society make and act on decisions about: acquiring resources; beliefs; children; occupations; affairs of the household, community, or state; voting; running for office; legislation; entering into contracts; and moving about and associating with others? If not, which identity groups are marginalized in their ability to

make the aforementioned decisions? What are the factors that drive this marginalization?

- b. Who holds the power within the society at both the local and national level? Are individuals from an identity group(s) restricted from, for example, voting, running for office, or representation in senior level-decision making positions?
- c. How are decisions made within the marginalized group(s)?
- d. What are some pathways that individuals, from marginalized groups have taken to acquire greater power or influence within their communities? Within the majority society?

5. Access to and control over assets and resources

- a. Who in a society, both locally and nationally, has access to, control over, or ability to use productive resources: assets (land, housing), income, social benefits (social insurance, pensions), public services (health, water), technology, and information?
- b. Who has control over assets or resources in the family? In the community?
- c. Do all identity groups have equal access to social benefits (for example, social insurance, pensions) and public services (for example, health care, water)?

6. Personal safety and security among different identity groups

- a. Are there security risks for individuals from a particular identity group(s)? Is there violence regularly committed against those individuals? If so, is there a legal and law enforcement architecture in place to respond to, report, and rectify this type of identity-based violence?
- b. Are individuals from a particular identity group discriminated against within a community? Does this discrimination impact the ability of those individuals to participate in society (either politically, socially, or economically), access vital public services (such as health care and education), or benefit from USAID programs?

Annex VI: Integrating Inclusive Development Analysis into Political Economy Analysis

Political Economy Analysis (PEA) is a field-research methodology used to explore how and why things happen in an aid-recipient country. PEA is used to explore the causes of a particularly intransigent development or governance issue or problem in implementation of a project. PEA is useful to identify the major forces acting for and against change. PEA is premised on the idea that while good technical expertise is needed to write sound policies, multi-directional, iterative political action is needed to get them implemented. The PEA framework advocates that local actors and not donors must be the leaders of change. This idea directly complements the participatory approach of inclusive development.

The underlying power dynamics of a country, sector, or issue are often motivated by social dynamics. If PEA is carried out it can provide an opportunity to gain information around power dynamics amongst the included and marginalized groups in a country. This requires that diverse stakeholders are consulted with and questions relevant to inclusive development are asked.

Integrating Inclusive Development Analysis into PEA can strengthen it by explicitly examining the social barriers to inclusion and participation, power dynamics between included and marginalized groups, and how identities contribute to the local/national cultural/social dynamics relevant to the issue being examined. PEA benefits from an inclusion lens because ultimately USAID's interventions should be responding to the needs of not just one group but all groups. Applying Inclusive Development Analysis to PEA can help reach more stakeholders, understand more perspectives, and increase the usefulness of the PEA.

Annex VII: Inclusive Development Language in Acquisitions and Assistance

USAID has a [Nondiscrimination for Access to Supplies or Services for Beneficiaries Policy](#). The clauses/provisions for Acquisitions and Assistance Awards are outlined below.

ACQUISITIONS (i.e., Contracts): The clause ([AIDAR 48 CFR 752.7038](#)) included in contracts:

- (a) USAID policy requires that the contractor not discriminate against any end-user of the contract supplies or services (i.e., the beneficiaries of the supplies or services) in implementation of this award, such as, but not limited to, by withholding, adversely impacting, or denying equitable access to the supplies or services (benefits) provided through this contract on the basis of any factor not expressly stated in the award. This includes, for example, race, color, religion, sex (including gender identity, sexual orientation, and pregnancy), national origin, disability, age, genetic information, marital status, parental status, political affiliation, or veteran's status. Nothing in this clause is intended to limit the ability of the contractor to target activities toward the assistance needs of certain populations as defined in the contract.*
- (b) The Contractor must insert this clause, including this paragraph, in all subcontracts under this contract.*

ASSISTANCE AWARDS (i.e., Grants, Cooperative Agreements): The provision ([ADS Chapter 303](#)) included in assistance awards:

- (a) USAID policy requires that the recipient not discriminate against any beneficiaries in implementation of this award, such as, but not limited to, by withholding, adversely impacting, or denying equitable access to the benefits provided through this award on the basis of any factor not expressly stated in the award. This includes, for example, race, color, religion, sex (including gender identity, sexual orientation, and pregnancy), national origin, disability, age, genetic information, marital status, parental status, political affiliation, or veteran's status. Nothing in this provision is intended to limit the ability of the recipient to target activities toward the assistance needs of certain populations as defined in the award.*
- (b) The recipient must insert this provision, including this paragraph, in all subawards and contracts under this award.*

[Supporting USAID's Disability Policy in Contracts, Grants, and Cooperative Agreements](#) requirements for acquisitions and assistance awards are outlined below.

ACQUISITIONS: For acquisitions (contracts) using program funds, when issuing a Request for Proposals (RFP) after the effective date of Dec 17, 2004, as stated in [this AAPD](#), the contracting officer must include the following provision in Section H of the RFP and resulting contract, and modify existing contracts to include it, with the contractor's agreement, whenever practicable.

- (a) The objectives of the USAID Disability Policy are (1) to enhance the attainment of United States foreign assistance program goals by promoting the participation and equalization of opportunities of individuals with disabilities in USAID policy, country and sector strategies, activity designs and implementation; (2) to increase awareness of issues of people with disabilities both within USAID programs and in host countries; (3) to engage other U.S. government agencies, host country counterparts, governments, implementing organizations and other donors in fostering a climate of nondiscrimination against people with disabilities; and (4) to support international advocacy for people with disabilities. The full text of the policy paper can be found at the following website: http://pdf.usaid.gov/pdf_docs/PDABQ631.pdf.*
- (b) USAID therefore requires that the contractor not discriminate against people with disabilities in the implementation of USAID programs and that it make every effort to comply*

with the objectives of the USAID Disability Policy in performing this contract. To that end and within the scope of the contract, the contractor's actions must demonstrate a comprehensive and consistent approach for including men, women and children with disabilities.

ASSISTANCE: For assistance awards (grants and cooperative agreements), when issuing a Request for Applications (RFA), the agreement officer must include the following provision in the RFA and ensure its inclusion as a Special Provision in the schedule of the award itself. AOs are to amend existing grants and cooperative agreements to include the provision, with the recipient's agreement, whenever practicable.

"USAID Disability Policy – Assistance (December 2004)

(a) The objectives of the USAID Disability Policy are (1) to enhance the attainment of United States foreign assistance program goals by promoting the participation and equalization of opportunities of individuals with disabilities in USAID policy, country and sector strategies, activity designs and implementation; (2) to increase awareness of issues of people with disabilities both within USAID programs and in host countries; (3) to engage other U.S. government agencies, host country counterparts, governments, implementing organizations and other donors in fostering a climate of nondiscrimination against people with disabilities; and (4) to support international advocacy for people with disabilities. The full text of the policy paper can be found at the following website:

http://pdf.usaid.gov/pdf_docs/PDABQ631.pdf.

(b) USAID therefore requires that the recipient not discriminate against people with disabilities in the implementation of USAID funded programs and that it make every effort to comply with the objectives of the USAID Disability Policy in performing the program under this grant or cooperative agreement. To that end and to the extent it can accomplish this goal within the scope of the program objectives, the recipient should demonstrate a comprehensive and consistent approach for including men, women and children with disabilities."

[Award Provisions Encouraging More Comprehensive Nondiscrimination Policies by USAID Contractors and Recipients](#) strongly encourages contractors (at all tiers) and grant recipients, and their subrecipients and vendors (at all tiers), performing both in the U.S. and overseas, to develop and enforce comprehensive nondiscrimination policies for their workplaces, subject to applicable law.

Per [AIDAR \(48 CFR Chapter 7\) 752.222-71: Nondiscrimination](#), as prescribed in (48 CFR) AIDAR 722.810(b), the following clause is in section I of all solicitations and resulting contracts: *Nondiscrimination (June 2012) FAR part 22 and the clauses prescribed in that part prohibit contractors performing in or recruiting from the U.S. from engaging in certain discriminatory practices. USAID is committed to achieving and maintaining a diverse and representative workforce and a workplace free of discrimination. Based on law, Executive Order, and Agency policy, USAID prohibits discrimination in its own workplace on the basis of race, color, religion, sex (including pregnancy and gender identity), national origin, disability, age, veteran's status, sexual orientation, genetic information, marital status, parental status, political affiliation, and any other conduct that does not adversely affect the performance of the employee. USAID does not tolerate any type of discrimination (in any form, including harassment) of any employee or applicant for employment on any of the above-described bases. Contractors are required to comply with the nondiscrimination requirements of the FAR. In addition, the Agency strongly encourages all its contractors (at all tiers) to develop and enforce nondiscrimination policies consistent with USAID's approach to workplace nondiscrimination as described in this clause, subject to applicable law.*