

Mainstreaming Gender Equality

**Sida's support for the promotion
of gender equality in
partner countries:
Inception report**

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Abbreviations and Acronyms

CAST	Change Assessment and Scoring Tool
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CUP	Comprehensive Urban Plan
FGD	Focus Group Discussion
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune De-ficiency Syndrome
LFA	Logical Framework Assessment
MFA	Ministry for Foreign Affairs
NGO	Non Government Organisation
PCM	Project Cycle Management
RAAN	North Atlantic Autonomous Region
RAAS	South Atlantic Autonomous Region
SA	South Africa
Sida	Swedish International Development Cooperation Agency
SILAIS	Administrative Unit, Nicaragua
SWOT	Strengths, Weaknesses, Opportunities, Threats
TOR	Terms of Reference
TPL	Trees, Paving and Lighting
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UTV	Sekretariatet för Utvärderingar och Intern Revision

1 Introduction

This inception report is the first output from the Evaluation of Sida's Support to the Development Co-operation for Promotion of Gender Equality. The inception report serves a double purpose 1) dialogue with key people within Sida and with selected stakeholders about the objectives and approach of the evaluation, before initiation of the country based studies, and 2) working document and guideline for the evaluation team members.

The Evaluation formally started on January 10, 2001 in connection with the Evaluation Core Team's first meeting at COWI in Copenhagen. Prior to the initiation of the Evaluation there were two meetings between UTV and the Consultants at Sida Stockholm. These meetings provided an opportunity for the consultants to explain the proposed methodology in response to the Terms of Reference (Annex 1) for the evaluation, and for UTV and the consultants to reach a common understanding of this comprehensive evaluation. (See Annex 2, Agreed Minutes of December 8, 2000). The consultants were also provided with key documents and intervention documentation by UTV, which has helped the evaluation to an efficient take off.

The inception report elaborates on the understanding of the evaluation and provides details of approach and methods for data collection and analyses. Initial screening of policy and project documentation and interviews with key people in Sida and Ministry for Foreign Affairs 30–31 January 2001 (Annex 10) have served as a basis for identification of interesting study objects within the framework of the interventions selected for the evaluation. These will be pursued in Nicaragua and South Africa (see Annex 3 for selected Interventions for Nicaragua and South Africa). The identification of interventions to be studied in Bangladesh was undertaken only after initiation of the evaluation, pending a study carried out by the Embassy of Sweden in Dhaka on how the gender equality perspective has been guiding in the allocation of funds in the planning of Sida supported interventions during 1997–2000. Hence identification of study objects for Bangladesh will be finalised after submission of the inception report.

The assignment will be carried out by a team of consultants from COWI, Denmark, in co-operation with consultants from Goss Gilroy, Canada, assisted by two national consultants in each of the three countries Nicaragua, South Africa and Bangladesh (see Annex 4, Organisation). Together the evaluation team is referred to as the consultants.

The Inception report is composed of a relatively brief main report which summarises the most important features of the evaluation, and a number Annexes. The main report has been revised to reflect discussion with Sida in early March. The Annexes contain the working instruments and should be consulted for full appreciation of the proposed approach to the evaluation. Given the time constraints, the Annexes have not been revised. Rather comments from Sida have been incorporated into the ongoing development of methodological tools and the thinking of the consultants and will be addressed in the Synthesis Report. Two new Appendices have been inserted. Appendix 1, Gender Mainstreaming: Checklist and Appendix 2, Analytical Framework I and II.

The most important conceptual elaboration appears in the three Concept Papers in Annex 6. They also contain guidance points for country teams. Four Prompt Sheets in Annex 7 provide methodological guidance to sector and intervention analysis relating to Education, Health, Urban Development and Democratic Governance. Annex 8 contains Proposed Study Objects for the Country Strategies and four interventions in Nicaragua and South Africa. The remaining Annexes are mainly supportive information.

The evaluation team will be most grateful for feed back and comments, which may help to improve the undertaking.

2 Comments to Terms of Reference

2.1 Initial Comments to TOR, October 2000

The technical proposal submitted in response to the TOR for Sida's gender equality evaluation included comprehensive comments to the TOR. These comments are still generally valid and will not be fully spelled out here. The initial comments departed from the 1997 Action Programme on Gender Equality as the starting point for the evaluation, discussed the focus of the evaluation and emphasised the importance of concrete, usable findings.

The initial comments to the TOR also discussed the understanding of the basic concepts, i.e.:

- Gender equality
- Empowerment of women
- Stakeholder participation
- Strategic and practical changes with regard to gender equality
- Mainstreaming

These concepts are central in understanding gender analysis. It is a task of the evaluation team to assess how gender analysis and appreciation of gender equality may have been practised in the preparation of and in implementation of the interventions to be studied. One of the challenges to the evaluation team is however to assess whether there has been an appreciation of gender equality and of the key gender related concerns, without these necessarily being reflected in the terminology used. For example, strategic changes of conditions which affect the relations between men and women by changing the accessibility to resources and services for both women and men may have been a priority in an intervention without the terminology strategic interests being used.

Additional points for clarification and understanding of the assignment are included forthwith.

2.2 Understanding of the Assignment

According to the TOR there are three different purposes of the evaluation. Discussions between UTV and the consultants resolved that these have slightly different importance: Strategic and/or practical changes and the concrete meaning of concepts are to be given more attention than assessing country strategies.

It is the intention to take the gender equality debate within development co-operation a step forward. The purpose of the evaluation is to assess gender equality, i.e. relations between women and men, and their respective roles. It will be important to assess if interventions have had (or should have had) different foci for women and men in order to contribute towards the equality goal. Lessons to be drawn from the evaluation may challenge 'given truths'.

The consultants will take a gender equality perspective throughout the evaluation assignment. This involves looking at gender relations: how women and men relate, exercise power, divide work and responsibilities and make decisions. For that purpose the national consultants on the team will assist in screening relevant research in the three countries, which will also be taken into consideration in analyses and reports.

Links, synergies or potential or open conflicts between the gender equality goal and the overall goal of poverty reduction of Swedish development co-operation, are to be assessed and made explicit both in the analyses of country strategies and interventions. The consultants will apply a multidimensional definition of poverty as used in key publications (MFA 1996/97:169) and in Sida's Poverty Programme. The basis for the analysis is poverty as it is experienced by the poor. The importance of the links between gender equality and poverty reduction are spelled out in the Agreed Minutes (Annex 2) which emphasise that the links should be made explicit for several reasons. One reason being to contribute to a deeper understanding of the links between poverty reduction and gender equality within Sida and among Sida's development partners. Another reason being that the recommendations of the evaluation are to be realistic and should not treat the gender equality objective as if it were the only goal of Swedish development co-operation.

Stakeholder participation is emphasised as a concept, which has many facets. Different interpretations of participation may be needed when assessing different types of interventions (See Concept Paper No. 2, Annex 6). The consultants' understanding of participation will also include attempts (where possible) to document people's own reasons for and perception of their participation. The difference between how participation is highlighted in plan documents etc and how women and men actually participate is to be taken into consideration in the analysis.

The value added from this evaluation is that it goes beyond analysing documents and reports to assess, as far as possible, the changes with regard to gender equality that interventions may have contributed to. The TOR emphasise that it is important to gain knowledge about the results and lessons of the efforts to promote gender equality in development co-operation as Sida's Action Programme for promoting gender equality will be revised during 2001.

2.3 Limitations of the Evaluation

The evaluation will be comprehensive in terms of regional coverage, types of interventions supported by bilateral Swedish development assistance and in terms of study objects. Yet there are topics of increasing urgency in development assistance which will not be directly addressed, and other limitations to what the evaluation will cover:

- The evaluation does not cover support provided through multilateral agencies and through Swedish NGOs,
- It does not focus on gender equality in relation to complex emergencies and natural disasters and Sida's support to these areas.
- In terms of generalisations there are limits to what can be extrapolated from the findings of the evaluation of mainstreaming in country strategies and interventions. In the strict meaning of the term the case countries and interventions are not representative, however they represent key selection criteria as set out in TOR (p. 4).
- There is no consideration of a sector support programme (or SWAP).

3 Conceptual Framework

The TOR anchors the evaluation in a set of key gender concepts. The consultants are requested to provide an input to a deeper understanding of the concrete meaning of these and to take them a step further. In response to this request the consultants have undertaken an initial analysis of the concepts and provided guidance on how the concepts can be addressed in the evaluation. The result appears in Annex 6 in three concept papers, which constitute the conceptual framework for this evaluation. Each concept paper combines several of the key concepts and at the same time relate them to the overall objective of Sida's development assistance: Poverty Reduction. The papers also integrate perspectives on men and male roles, which the consultants have proposed be reflected in the evaluation. A further element to be added is to ensure that both the conceptual and concrete explorations of gender relations look at all ages – older women and men, girls and boys.

These papers provide the basis for a common understanding by the consultants. They will evolve into a set of accessible notes that draw on findings from the country studies.

3.1 The Goals of Gender Equality

Concept Paper No. 1 on The Goals of Gender Equality addresses both the Gender Concept, Gender Equality, Empowerment of women and Mainstreaming. It departs from an elaborate definition of gender which stresses the following characteristics and elements as important:

- Socially defined roles and expectations
- Gender relations
- Variable over time and geography
- Power
- Institutions
- Multidimensional

The consultants highlight the importance of context specific analysis and understanding of gender relations. Not all women (or all men) will share all interests and priorities.

Moving from gender to gender equality it is emphasised, in line with Sida's Policy on Gender Equality, that four components should be taken into consideration:

1. National priorities and initiatives
2. Commitment to the priorities established in Beijing
3. Equality between women and men as an important societal issue
4. Gender: a focus on both men and women

The Goals of gender equality imply equal rights, opportunities and obligations of women and men and an increased potential for both women and men to influence, participate in and benefit from development processes.

Empowerment of women is a related concept to gender equality, and several common elements emerge: Empowerment is both a process and a goal, it requires and understanding of power, must be

understood in a relational context; empowerment is not something that can be 'done' to people. It involves awareness raising, building self-confidence, expansion of choices, and increased access to and control over resources. There are many dimensions to women's empowerment including personal, collective, national and global as well as economic, political and social dimensions. It is important to ground specific understandings of empowerment in day-to-day contexts.

A jump is made from the discussion of the **WHAT**: i.e. what is gender equality and empowerment of women, to a discussion of **HOW**, i.e.: Mainstreaming as a strategy to achieve gender equality. In general a mainstreaming strategy calls for a concern for gender inequalities and differences to be brought to the analysis of all situations and the formulation of all programmatic interventions. It may entail identification of opportunities to narrow gender gaps, and a concern for the importance of focusing on different institutions or levels.

3.2 Gender Equality, Participation and Governance

An examination of participation as one element in effective programming for gender equality needs to take account of different "meanings" of participation:

1. Participation by women and men in *intervention design and development*;
2. Participation by women and men in the *implementation* of interventions;
3. Participation by women and men in the *management, monitoring and evaluation* of development cooperation interventions;
4. More equal participation and burden sharing by women and men in *daily life and labour*;
5. Equal participation by women in *decision making within families*;
6. More equal participation by women in the *economic, social, cultural and political* life of their communities (and nations); and,
7. Improved democracy and better governance through both *better representation of women* in political processes and through legal and institutional measures to advance women's interests.

Another dimension of participation to be incorporated into the study is that it is important to try to understand women's and men's own motivations for understanding of their participation.

In analysing participation by women and men in all the different phases of interventions, the teams may be guided by the classification of stakeholders as found in the LFA/PCM Gender and Participation Reference Guide:

Primary stakeholders are those who will be directly or ultimately affected by an intervention, either positively or negatively. **Secondary stakeholders** are intermediaries such as implementing organisations, or other individuals, persons, groups or institutions involved in interventions (including funders). **Key stakeholders** are those of the primary and secondary stakeholders who can significantly affect or influence an intervention either positively or negatively during its course, and who will share responsibility for sustainability of subsequent effects.

Stakeholder groups may experience social, economic, political and cultural inequalities cutting across gender lines, which influence their opportunities for participation. In this evaluation the question of democracy and governance pose specific challenges to an 'acceptable' level of gender equality. An attempt at scaling participation is set out in Concept paper no. 2 (Annex 6) will help to determine what is a relevant assessment measure in relation to different interventions.

3.3 Practical and Strategic Changes in Relation to Gender Equality

The demarcation between practical needs and strategic interests is not sharp, nor do these concepts imply a choice, in any particular case, between one or the other. An intervention may relate to a practical gender need, but the way it is addressed and how decisions are taken might have strategic implications.

Both practical and strategic changes have been analysed from women's point of view, not men's. Because of men's privileged position, compared with women's, until recently men's roles, needs and interests have hardly been discussed or questioned. Men have been taken for granted as the "norm" whereas women are women to the extent that they deviate from that norm. Unlike women, men have not often participated in political movements with their gender roles and masculine identities as points of departure.

The concepts of practical needs, strategic interests and changes have been used to analyse gender roles, relationships and institutional structures from the point of view of women. What is important from women's point of view is that women are subordinate to men in gender relations. That they face systemic forms of discrimination, embedded in social structures and codified in law. And that women activists demand strategic changes which will support their ability to organise themselves and to direct the course of their own empowerment.

Men's needs have been thought of as being in contradiction to women's interests. For example, (some) men want to hold on to the power and privileges that accrue from their domination of women. They therefore resist the goals of gender equality and women's empowerment, often even denying that gender inequality exists. Because of current interest in men's roles and masculinities however, men's needs, interests and desirable changes are now being examined. Men clearly have practical gender needs – for jobs, roads, fertiliser and so on. The current challenge is to think of strategic changes for men in a positive way, so as to support progress towards gender equality.

Redefining male roles could be, in and of itself, strategic or transformative. Thinking about men's roles and masculinities in relation to gender equality is still new and not yet well developed. The evaluation will attempt to contribute with some substance.

Ideas for how to pose questions within the conceptual framework of the evaluation as a guide for the country evaluation teams are set out in the Concept papers in Annex 6.

4 Approach and Methods

4.1 Overall Approach and Methods

Case studies will be undertaken at country and intervention level. The TOR emphasises that the consultants are not specifically requested to make any linkages between these two levels. In other words, mainstreaming in country strategies and in interventions can be studied as relatively discrete processes.

The overall approach of the evaluation is to study strategic and practical changes which may have emanated from gender mainstreaming in Sida supported case interventions in Nicaragua, South Africa and Bangladesh. From the assessments lessons will be drawn about the applicability of Sida's gender mainstreaming policy and strategy and of the key concepts relating to gender equality. The analytical framework will include identification of typical barriers encountered and the best ways to overcome such barriers, given the national and local contexts.

A set of evaluation methods were elaborated in the Technical Proposal and further specified in the Agreed Minutes of December 2000. Annex 5 gives an overview of the proposed methods. Elaboration of selected methods is included in Annexes 5–8 and in the following sections, after presentation of the principles on which this evaluation is based.

4.2 Principles

The evaluation will follow a set of basic principles, which will be reflected in the approach and methods to be applied. These are elaborated in more detail in the Technical Proposal of October 2000. In brief the principles are:

- *Participatory process and tools.* Dialogue, consultations and direct involvement in assessment by different stakeholders and target groups will be attempted throughout the evaluation process.
- *Triangulation*, i.e. comparison of data from various sources and stakeholders and collected by different methods, will be vividly used to validate data and draw conclusions.
- *Sex dis-aggregated data*, will be reflected in data collection and analysis.
- *Early dissemination of emerging findings and lessons learnt*, to optimise ownership of the lessons learnt, through continuous dialogue, workshops (both field and in Stockholm), notes and reports.
- *Lessons for the future.* The evaluation is carried out to provide lessons for the revision of the Action Programme rather than as an accountability evaluation. Accountability, e.g. fulfilment of 'tasks' in the Action Plan, may be viewed as explanatory factors ('a historical dimension') for findings in the evaluation. Lessons at the intervention level will also be provided.

4.3 Concept Papers and Prompt Sheets/Checklists

The consultants have proposed that concept papers and checklists – or prompt sheets, are developed. Three concept papers have been drafted, which address the key concepts of the evaluation in different ways. The concept papers will serve three purposes:

- clarification of the concepts
- working tools for the team to have a common understanding of the concepts
- ‘living documents’ that will be revised during the evaluation process to finally also reflect inputs from stakeholders on their understanding of the concepts.

The draft concept papers, which appear in Annex 6 are:

- The Goals of Gender Equality (Including Empowerment and Mainstreaming) – No. 1
- Gender Equality, Participation and Governance – No. 2
- Practical and Strategic Changes in Relation to Gender Equality – No 3

The concept papers not only contain an initial analysis of the key gender concepts and clarify the initial understanding of the key concepts but also include reflections of practical implications for the evaluation approach. Although the concepts are analysed as somewhat discrete it is obvious that there are many commonalities and interlinkages between the three concept papers. They all relate to the guiding concept for this evaluation, gender equality. It has also been attempted to incorporate considerations of men and male roles in all three concept papers. Underneath may be a common theme to which all relate, i.e. poverty and poverty reduction. These papers provide the basis for a presentation (in a somewhat different form) of the basic concepts following inputs from the country case studies.

In terms of practical guidance of the evaluation work the concept papers share this objective with the prompt sheets/checklists. These prompt sheets are meant as background, awareness raising documents for the consultants. The questions on the prompt sheets will not be posed directly to informants. The prompt sheets address a sector/subsector or a crosscutting issue.

The four draft prompt sheets, which appear in Annex 7 are:

- Democratic Governance and Gender Equality – No. 1
- Urban Development and Gender Equality – No. 2
- Education and Gender Equality – No. 3
- Health Systems/Sector and Gender Equality – No. 4

While Sida has already prepared a selection of handbooks, guidelines and prompt sheets none of these cover directly the needs for this evaluation of the sectors/sub-sectors represented by the interventions selected for this evaluation. Hence the elaboration of the task-specific concept papers and prompt sheets for which the consultants have taken inspiration from the existing Sida documents as well as from relevant guidelines from other contexts.

4.4 Study Objects

A very important part of the preparation for the evaluation of specific interventions and country strategy processes has been the initial identification of study objects (See Annex 8, Study Objects). A Study Objects matrix has been prepared for each intervention, which contains,

- Specific questions for the intervention
- Geographic or institutional focus of the evaluation

- Key informant, focus group, participants
- Data collection and analysis methods

The study objects relate to the key concepts and mainstreaming perspective of the evaluation, i.e.: Gender equality, participation, effects – e.g. in terms of empowerment, – practical gender needs and strategic gender interests and changes in these, and men and male roles.

These study object matrixes constitute the primary planning documents for the country case studies and will be revised to reflect discussions with Sida and the evolution in the thinking of the team.

Possible study objects relating to Sida's country strategies for Nicaragua and South Africa are included in Annex 8 in narrative form.

Illustrative examples of study objects for the selected interventions follow below.

4.4.1 Illustrative Examples of Study Objects in four Sida-supported interventions in Nicaragua

Details of proposed study objects in the Sida supported Nicaragua interventions are given in Annex 8. Examples of study objects, drawn from the detailed grids, are as follows:

Support to the National Police Academy: This comprehensive support intervention for the National Police Academy has encompassed improvements in physical infrastructure, training of police instructors for the academy, technical assistance on curriculum development, and socio-political studies on policing issues. The breadth of the project approach will open two important tracks for the evaluation team. The first will concern how the practical and strategic gender needs of women police trainees were accounted for in project design and followed through in project implementation. These may range from concerns with physical infrastructure to recruiting and retention practices for women police trainees and managers. The second track will concern whether and to what extent curriculum has been modified to reflect the practical and strategic needs of women in Nicaragua as they interact with the police. For example, similar projects in other countries have included courses and practical training on low cost means of assembling forensic evidence in sexual assault cases while others have established links between police dealing with family violence and women's organizations providing shelter and legal aid.

PROSILAIS: This Sida supported intervention aims to establish locally autonomous and integrated and comprehensive health systems at the departmental level based on a model in use throughout Nicaragua. Sida supports the development of SILAIS in five departments covering a total of 55 municipalities. The informing rationale of the SILAIS system is to allow for local participation in the management of critical health services within a national structure for technical and budgetary support. Women interact with SILAIS in at least three ways: as health workers and volunteers; as community members with a role in direction of the SILAIS for the good of the community; and as citizens who both receive and provide health services. The evaluation will focus on how practical and strategic gender needs and interests of different groups of women and men are being met in each of these roles and how changes may have effected or could effect men and male roles.

PRODEL (Local Development Project): This project focuses on providing services to the poor in urban settings in order to mitigate the negative effects of structural adjustment policy and to support the peace process and decentralization. It has provided improvements in urban infrastructure, credit for housing improvements, credits to micro-enterprise, and institutional support to the government entity (INIFOM) responsible for executing the intervention. As with any program focusing on investments in infrastructure and in livelihoods to benefit the poor, critical gender equality issues will concern how

women were consulted and participated in defining investment needs and how the program has addressed the barriers women face to accessing credits in the first instance and to benefiting from investments in the second instance. In particular interventions in infrastructure, investment and credit when modified to meet women's gender needs may be expected to challenge traditional men and male roles.

Democratic Governance: Atlantic Coast Regional and Local Authorities: As the name implies this intervention has focused on supporting the evolution and development of regional and municipal democratic institutions in the North and South Atlantic Autonomous Regions (RAAN and RAAS) in Nicaragua. Over the two phases of the intervention, support has focused on electoral processes, regional parliaments and administrations, reform of autonomy laws and direct support to the administrative capacity of municipalities. This very challenging exercise in support to democratic governance and regional autonomy presents a valuable opportunity for the evaluation to examine how gender equality goals may be addressed while devolving power and supporting democratization at a local level. Key will be the question of how women have participated in defining their democratic rights and needs in the reform and strengthening of regional and local institutions.

4.4.2 Illustrative Examples of Study Objects in four Sida-supported Interventions in South Africa

Details of proposed study objects in the Sida-supported South African interventions are given in Annex 8. Examples of study objects, drawn from the detailed grids, are as follows:

Statistics South Africa. Sida has, *inter alia*, supported the establishment of provincial Statistics SA offices and the strengthening of the capabilities of their staff through training courses on household survey design and through initiatives on dialogue between statistical producers and users. As one aspect of the study object, *Effects of the intervention on gender equality*, the evaluation will assess in Northern Cape Province the gender sensitivity and relevance of user-producer initiatives, the provincial demand for gender statistics and responses to meet this demand, and the gender content, depth and focus of provincial household surveys. Methodology will include focus groups or mini-workshops with provincial Statistics SA staff on the one hand and with key users of statistics (e.g. provincial government offices, NGOs, researchers and media personnel) on the other.

Local Government Development Support Programme, Northern Cape Province. This Programme provides institution building and capacity development support for councillors and municipal staff in towns in the province, through municipal Task Teams, each of which has a thematic focus. Three Task Teams work with Water and Sanitation. Under the study object, *Participation*, the evaluation will assess the level(s) of participation of women and men in one town in the design and implementation of water and sanitation activities, the effects on gender relations and on practical and strategic changes in the direction of gender equality. The methodology will include the application of the CAST tool, with separate groups of women and men participants.

Trees, Paving and Lighting Project, TPL, Kimberley. This project was intended to improve the built environment in neighbourhoods of the city where amenities such as shade trees, paved sidewalks and roads and streetlights, had been neglected in the apartheid period. Under the study object, *Practical gender needs/strategic gender interests*, the evaluation will assess the degree to which women benefited from training in labour intensive methods, from access to jobs and incomes and from participation in decision making, and any effects their participation had on changed roles in their households and communities. The evaluation methodology will include focus groups with separate groups of women and men, using the CAST tool.

Comprehensive Urban Plan, CUP, Kimberley. This project included both a process, of integrated urban planning with public participation, and a product – the Plan itself, which outlines strategies in many

sectors to improve the lives of Kimberley's residents. The Plan is based, *inter alia*, on a gender perspective to achieve gender equality goals. Under the study object, *Effects of the intervention on gender equality*, the evaluation will assess the degree to which this perspective is being included in the implementation of selected Plan recommendations. The methodology will include focus group discussions with women and men living in housing areas where Sida funded pilot studies on housing up-grading, in connection with the overall Plan. If possible, efforts will be made to observe a Community Development Forum, a public meeting at local community level.

4.5 Indicators

The interventions to be studied, the possible causes of change and the contexts in which they take place are dynamic, complex and multi-dimensional. It is necessary to identify proxies in the form of indicators. The evaluation relies on different categories of indicators; some which are pre-determined like the indicators included in the Gender Related Development Index, others which will be identified through consultations with different stakeholders. Examples and types of relevant indicators are:

- Quantitative indicators – e.g. Annex 9: Gender Related Development Index, Indicators on HIV/AIDS, maternity care and maternal mortality and Women in public life.
- Process indicators, which will be qualitative, e.g. stakeholder involvement in the planning process measured for example as different degrees and forms of participation as defined in the concept paper on Gender Equality, Participation and Governance, Annex 6.
- Experience indicators, which measure how women and men have experienced the interventions. The indicators are qualitative and can be identified through a participatory process before being applied for semi-structured scoring as illustrated in the Change Assessment and Scoring Tool, CAST below.

Several quantitative, sex-disaggregated development indicators, e.g. GDP per capita and literacy, are at the same time proxies for poverty/well-being, which is also likely to be the case for some of the qualitative indicators to be applied. They serve a double purpose of relating to gender equality and poverty and hence provide a tool for linking these issues.

The measurement of mainstreaming also requires a set of indicators, which capture different degrees of mainstreaming. A rough scale of mainstreaming indicators is set out in Appendix 1.

4.6 Tools

4.6.1 Stakeholder Maps

A stakeholder map will be developed for each intervention.

4.6.2 Semi-structured Interviews

Semi-structured interviews will be used with key informants – including government representatives, Sida staff (HQ and field), individual participants, NGO representatives, etc.

4.6.3 Participatory Methods with Beneficiaries

Various participatory methods will be used with beneficiary groups in order to document their perceptions, insights and priorities. The specific method will depend on time available, the characteristics of the group (literacy level, familiarity with participatory techniques, level of homogeneity of the group, etc.) and their relationship to the project.

4.6.4 CAST Tool

The CAST tool (presented in Annex 5) will be used as appropriate by the consultants. It provides a method to document participants' perceived changes in key areas (livelihoods, access to resources and services, knowledge and rights) and then disaggregate these changes for men, women, girls and boys.

It may turn out that the tool is used primarily by the consultants themselves as a way to analyse the changes they are documenting.

5 Work Programme and Reporting

The overall time schedule for the evaluation is set out in Annex 11. It composes of Inception phase, country studies and synthesis.

During the inception phase, which started on January 10, 2001, detailed planning for the country studies has been undertaken. Preparation of study objects, approaches and tools as illustrated in the Inception Report has been undertaken simultaneously with preparation of plans for intervention visits by different team members. A comprehensive plan document has been discussed with Sida and shared with the Swedish Embassy in Managua, Nicaragua. Similar plans are under preparation for South Africa and Bangladesh for consultations with the Embassies prior to the country studies.

The three country studies are timed as follows:

Nicaragua: 19 March–7 April

South Africa: 23 April–13 May

Bangladesh: 14 May–5 June

Country reports will be drafted for each country and be discussed at a workshop in Sida scheduled to the week starting 20 August. The Nicaragua study will also result in an experience report to be shared with the South Africa and Bangladesh country teams.

UTV staff will participate in the South Africa study.

The draft synthesis report is to be discussed late October/early November and finalised before the end of the year.

Appendix 1

Gender Mainstreaming: Checklist

Gender Mainstreaming: Checklist

- Clarified that we will analyse mainstreaming in both the Country Strategy process as well as in each intervention, adapting the meaning or interpretation of the categories of the scale, depending on whether we are analysing a Country Strategy or an intervention
 - Revised and clarified the 4 point scale on p. 31; it is now a 6 point scale:
1. *Zero* mainstreaming, meaning that there is zero evidence for and no mention of gender mainstreaming in the CS, lip service
 2. *Pro Forma* mainstreaming, meaning that there were only a token mention of m/s, short paragraph on m/s, little or no evidence of either gender analysis or meaningful design change
 3. *Integrated*, meaning that a gender analysis was done or some written evidence of an effort to mainstream including some gender analysis reference but quality of analysis subject to question and no evidence that analysis influenced project design. We must distinguish 2 types of gender analysis:
a) one that documents the status quo (e.g. gives sex-disaggregated data on who participated in an activity) and b) one that allows us to analyse possible transformative changes (e.g. how did women/men participate? in what? including the quality, depth and meaningfulness of participation)
 4. *Institutionalised*, meaning that the findings from the gender analysis were evident in some aspects of the project design and/or were integrated into the objectives of the intervention
 5. *Implementation*, meaning gender sensitive elements of project as designed were actually implemented
 6. *The m/s process also includes monitoring and evaluation*, meaning that monitoring and evaluation provide evidence that the intervention was implemented in a gender-relevant way (check Sida documentation).

Appendix 2

Analytical Framework I and II

Analytical Framework I

at Intervention Level

	Study Objects	Intervention Level			
		Specific questions	Geographical or institutional concentration of evaluation	Key informants, focus group participants, etc.	Methods and tools
WHAT?	Gender Equality goal reflected in intervention design and implementation • Obstacles and missed opportunities?				
	Poverty reduction – links/ synergies/ conflicts with Gender Equality				
HOW?	Stakeholder Participation (including dialogue with Sida) • Obstacles and missed opportunities?				
	Mainstreaming strategy – degree • Zero evidence? • Pro Forma? • Analytical? • Design Integration? • Implementation? • Evaluation and Monitoring Links to Other Gender Equality Initiatives in Policing				
WHICH CHANGES?	Effects of intervention on Gender Equality • Practical gender needs/ strategic gender interests and changes • Men and Male roles • Effects of intervention on women's empowerment • Intended/unitended/and missed opportunities				

Analytical Framework II – Country Strategy Level:

WHAT?

1. Was the gender equality goal made explicit and outlined in the CS?
2. If so, did the goal influence decisions about priorities in sectors and areas to be included in the CS?
3. Were linkages between GE and poverty reduction made clear? possible synergies outlined? possible contradictions identified?

HOW? Refers to the mechanisms used for mainstreaming

1. Dialogue:

“Stakeholder participation” relates to policy dialogue with a variety of stakeholders: between Sida/Stockholm and Embassy, between Embassy and Ministry of Finance and other government partners; with GE advocates – NGOs and other civil society stakeholders, both in-country and in Sweden;

2. Information and Analysis of Information:

Includes use of country-specific information and analysis of that information, including the Country Gender Profile and national GE commitments to Beijing: PfA, CEDAW, Beijing+5, as reflected in the Country Analysis.

3. Evaluation of Experience:

Includes the Results Analysis, and takes into consideration the availability and use of gender expertise: in Sida/Stockholm and at Embassy, contracted use of local expertise, etc.

To underline the importance of the level of responsibility for m/s of g/e the most relevant officers to provide information on the CS process are the Ambassador and the Country Economist. To follow up on gender issues in policy dialogue, it is important to obtain and analyse the Agenda and the Agreed Minutes (or Memoranda) from Annual Negotiations.

WHICH CHANGES?

Annex 1

Terms of Reference

Evaluation of Sida's support to development cooperation for the promotion of Gender Equality

1 Background

Equality between women and men is now firmly placed on the international agenda after the United Nations Fourth World Conference on Women in Beijing in 1995. The *Beijing Platform for Action* adopted at the Conference clearly recognises that gender equality and women's empowerment are essential for addressing the central development concerns of poverty and insecurity and for achieving sustainable, peoplecentred development. This recognition is also reflected in development policies of bilateral donors and international agencies as well as of partner countries in the south.

In May 1996 the Swedish Parliament established the *promotion of equality between women and men in partner countries* as a goal for development cooperation between Sweden and partner countries. The focus on equality between women and men is based on two important premises: firstly that equality is a matter of human rights; and secondly that equality is a precondition for effective and sustainable people-centred development.

Gender equality may be defined as *equal rights, opportunities and obligations* of women and men and an increased potential for both women and men to *influence, participate in and benefit from* development processes.¹ Through this definition, stakeholder participation is given a central role in all efforts to promote gender equality. Consequently, it will also play an important role in the evaluation outlined below.

In June 1996, the Swedish government established guidelines for promoting gender equality in Swedish international development cooperation. These guidelines form the basis for Sida's Action Programme for promoting gender equality, which was adopted in April 1997. The Action Programme comprises a policy, an experience analysis and an action plan. It covers a five year period, 1997–2001. The Action Programme *emphasizes the importance of understanding and affecting the structural causes of gender inequalities*, particularly those related to economic decision-making and economic independence; representation in political decision-making and management; and human rights.

The Action Programme focuses on a '*mainstreaming*' strategy for working towards the gender equality goal. This strategy aims to situate gender equality issues at the centre of broad policy decisions, institutional structures and resource allocations about development goals and processes. Mainstreaming implies that attention to the conditions and relative situations of different categories of women and men, boys and girls should pervade all development policies, strategies and interventions.² Analyses of their respective roles, responsibilities, access to and control over resources and decision-making processes, needs and potentials, was clearly established in the Platform for Action as the first important step in a mainstreaming approach. The evaluation outlined below will assess whether some kind

¹ Sida's Action Programme for promoting equality between women and men in partner countries, Sida, April 1997

² All personnel working with development cooperation are expected to have the basic competence to promote equality between women and men in relation to whatever issues they are working on and to recognize when there is a need for expert competence.

of systematic *gender analysis*³ has been done and has been allowed to influence the intervention, either initially during design or later during implementation and follow-up. Has a mainstreaming strategy formed part of the factors that influence results with regard to the promotion of gender equality?⁴ What other factors may be distinguished as important for results?

Mainstreamed interventions are to be combined with *dialogue and consultations* between Sweden and partner countries. In, for example, the country strategy process⁵ and in annual negotiations on specific sector programmes, equality between women and men should be taken up as an integral part of discussions on national development. The dialogue should be utilized to come to agreement on the appropriate goals, targets and indicators of progress for promoting equality between women and men at national level in Sida's country strategy process and within the context of individual projects and programmes.

2 Reasons for the evaluation

Sida has previously commissioned studies that assess how and to what extent gender equality and poverty issues are treated in country strategy documents and evaluation reports.⁶ The value added from this evaluation is that it goes beyond analyzing documents and reports to assess, as far as possible, the changes with regard to gender equality that interventions may have contributed to. As Sida's Action Programme for promoting gender equality will be revised during 2001, it is important to gain more knowledge about the results and lessons of the efforts to promote gender equality in development cooperation.

3 Purpose and scope of the evaluation

The purpose of the evaluation is:

- To assess how Sida's mainstreaming strategy is reflected in the country strategy process, i.e.
 - to assess the quality of the gender analysis in the country strategy process;
 - to assess if and how gender equality is promoted in the dialogue with the partner country during the process.
- To assess the strategic and/or practical changes with regard to the promotion of gender equality⁷ that interventions supported by Sida have contributed or may contribute to.

³ Gender analysis: Please see Action Programme page 6 and Making a difference – gender equality in bilateral development cooperation, Sida, December 1998, pages 45–47.

⁴ Selection criteria for interventions to be assessed in the evaluation, please see page 5 in this ToR.

⁵ The Country Strategy is the most important instrument governing Sweden's development cooperation with a country. Normally, a new country strategy process for each country is started every third year. The background material for a strategy is a Country Analysis and a Result Analysis. The country strategy is operationalized in a Country Plan that outlines the activities that Sweden will be involved in during the entire strategy period. Please see Sida at Work Sida's methods for development cooperation for more information on the country strategy process, Sida, 1998, pages 31–40.

⁶ Sida Studies in Evaluation 97/2: Poverty Reduction and Gender Equality – An assessment of Sida's country reports and evaluations in 1995–96, Eva Tobisson and Stefan de Vylder.

Sida Studies in Evaluation 98/3: Evaluating Gender Equality – Policy and Practice – An assessment of Sida's evaluations in 1997–1998, Lennart Peck.

En Studie av jämställdhet i tio av Sidas landanalyser och landstrategier, Jessica Pellerud, 2000

⁷ Strategic changes with regard to gender equality relates to strategic gender interests/needs. They imply changes in economic, political and/or legal structures or frameworks at local and/or national levels so that equality between the sexes is promoted. Changes of this kind challenge the prevailing power relations between females and males.

Practical changes with regard to gender equality relates to practical gender interests/needs. They are reflected in the reduction of gender disparities in basic subsistence and service provisioning e.g. in health status and access to health care, levels of education and access to information, access to food and livelihood security, etc.

Practical interests/needs do not *directly* challenge the prevailing distribution of labour. They are experienced by women and men within their traditionally accepted roles in society.

Based on definitions in Striking a balance – On women and men in development cooperation, Sida, 1999, page 11.

- To provide an input to a deeper understanding of the concrete meaning of the following concepts in interventions supported by Sida: gender equality, empowerment of women, stakeholder participation, strategic and practical changes with regard to gender equality and mainstreaming.

Users of the lessons learned in the evaluation outlined here are Sida staff in Stockholm and in the countries involved. Lessons learned will also be of interest to other stakeholders in partner countries. The evaluation process should be designed so that both Sida staff and stakeholders in partner countries receive feedback on evaluation results.

4 Methods

4.1 Case studies

Case studies will be undertaken at country and intervention level. The Consultants are not specifically requested to make any linkages between these two levels.

At the country level, the Swedish support to three countries are selected as case studies, South Africa, Nicaragua and Bangladesh. These cases are to provide information about how Sida's mainstreaming strategy is reflected in analyses and dialogue during the country strategy process. The cases are selected for the following reasons:

- they represent different regions where Sida is active as a donor;
- the countries have adopted the Beijing Platform for Action;
- the countries have ratified the CEDAW, the Convention on the Elimination of All Forms of Discrimination against Women (Bangladesh with reservations);
- a country strategy process has been started and completed after June 1996;
- gender equality issues are included in the goals and direction of the Country Strategy;
- gender equality objectives are included in the agreements on development cooperation.

At the intervention level, Sida has selected a four interventions in South Africa and Nicaragua respectively. These are listed in Annex 1. Selection criteria are listed below.

Interventions that meet one or both of the following criteria:

- where gender equality has been 'mainstreamed' either initially during design or later during implementation;
- that may have contributed to practical or strategic changes with regard to gender equality (an alternative where 'mainstreamed interventions' has not been a possible selection criteria);

Interventions that meet all three of the following criteria:

- with potential to provide lessons for Sida's support to promote gender equality;
- where a new agreement has been signed after June 1996;
- representing 3–4 sectors where Sida is involved as a donor.

As concerns Bangladesh, the Embassy of Sweden is carrying out a study looking at how the gender equality perspective has been guiding when planning interventions during 1997–2000. The Consultants are to use this study for the selection of 1–2 interventions to assess. The Consultants are to apply the selection criteria above that is applicable. Sida is to approve of the selections made.

Within the framework of the interventions selected, the Consultants are to identify interesting study objects and elaborate on these choices in their inception report.

4.2 Stakeholder participation

Concepts such as gender equality and women's empowerment are broadly defined (please see annex 1) in Sida's Action Programme. These concepts may have been understood and implemented in various ways in different contexts. Furthermore, progress towards equality and empowerment may be realized at two main levels, at the level of the individual and in a wider sense at structural levels involving change for categories of individuals or groups. Consequently, stakeholder participation is crucial for the realization of this evaluation.

Stakeholder participation is to take the form of active consultation with female and male stakeholder groups within the partner countries, such as beneficiaries, project implementors, ministry officials etc. and stakeholder groups within Sida and the various Swedish Embassies. It is important to combine methods such as focus group discussions with individual interviews and to crosscheck analyses with stakeholders.

4.3 Gender disaggregated data

Needless to say, all information in the evaluation report should be gender disaggregated.

5 The assignment

This section of the Terms of Reference will consist of three different parts following the 'Purpose and scope' of the evaluation.

5.1 How Sida's mainstreaming strategy is reflected in the country strategy process

The Consultants are to analyse the country strategy process documentation and interview stakeholders.

5.1.1 The quality of the gender analysis in the country strategy process

- Has a gender analysis preceded or been integrated into the background material for the Country Strategy (Country Analysis and Result Analysis)? Does the Country Strategy document itself reflect such analysis with respect to gender? In other words, is the Country Strategy 'mainstreamed'?
- Does the gender analysis take into consideration and reflect the following issues about the local context when it comes to gender equality:
 - the strategic and practical interests/needs prioritized by the national government;
 - the strategic and practical interests/needs prioritized by major NGOs and/or other civil society institutions;
 - constraints and problems in addressing these interests/needs;
 - ways to address these constraints and problems
 - participation by women and men, girls and boys in addressing these interests/needs;
 - other important factors in the local context?
- To what extent are the gender equality priority areas in the Country Strategy guided by the priority areas raised in Sida's Action Programme; and the priority areas raised in Sida's Special Handbooks for mainstreaming gender perspectives into different sectors? Specifically, do the gender equality priority areas in the Country Strategy reflect the emphasis on strategic gender interests in the Action Programme? Does the analysis in the Country Strategy reflect the gender equality approach in the Action Programme or does it reflect a 'Women in Development approach'⁸?

⁸ Please see page 24–25 from Evaluating Gender Equality and Women's Empowerment – A DAC Review of Agency Experiences 1993–1998, Prudence Woodford-Berger, 1999

- Is it possible to see any links/synergies and/or conflicts in the country strategy process between the gender equality goal and the other goals of Swedish development cooperation, particularly the overall goal of poverty reduction?⁹

5.1.2 Dialogue during the country strategy process

- How were negotiations with the partner country conducted with regard to gender equality? Was there a dialogue between the governments on issues of gender equality? What issues were raised in the dialogue?

5.1.3 How are gender analyses and dialogue reflected in key documents and agreements?

- Do the Country Plan and the Agreement on development cooperation between Sweden and the partner country in question reflect the gender equality concerns expressed in the Country Analysis and Country Strategy? Do the Country Plan and Agreement reflect the gender equality issues raised in the dialogue between the two governments? Are there objectives and/or indicators for what to achieve when it comes to gender equality? That is, is the content in the Country Plan and the Agreement on development cooperation between Sweden and the partner country in question ‘mainstreamed’?

5.2 *Strategic and practical changes with regard to the promotion of gender equality*

The Consultants analyses are to be based on interviews with stakeholders and analysis of country and project documentation. Given the difficulties in measuring and assessing strategic and practical changes with regard to gender equality, it is crucial that the Consultants work in an analytical way and in the evaluation report discuss challenges regarding methods that will arise. The Consultants are to have close contacts with Sida during this part of the evaluation assignment.

5.2.1 Stakeholder analysis for the evaluation

In order to define what stakeholder groups that are to be consulted during the evaluation, the consultants are to carry out a stakeholder analysis. The Consultants are first to establish what primary and secondary stakeholder groups that have been identified in the project documentation for each intervention and their composition as regards sex and other key factors. With this as a point of departure, the Consultants are to further elaborate this stakeholder analysis, if deemed necessary.

5.2.2 Objectives and indicators of progress towards gender equality in interventions

The concept of gender equality tends to be loaded with values and take different meanings in different contexts and even for different individuals. Further, promoting gender equality involves promoting a process of change and change may be elusive to capture in indicators. Consequently, the objectives and indicators of gender equality in interventions need to be context specific. The first step in identifying context specific objectives and indicators is to establish what objectives and indicators that are defined in project documentation. Secondly, the Consultants are to select and interview representatives of primary and secondary stakeholders in the intervention. If there are strong diverging opinions among stakeholders during the interviews on objectives/indicators these should be accounted for and form part of the analysis of strategic and practical changes with regard to gender equality. The second step, interviewing stakeholders, will become even more important if the objectives/indicators in project documentation are not specific enough to use when carrying out the evaluation.

⁹ The overall goal of Swedish international development cooperation is poverty reduction. To provide guidance for Sweden's contributions to the reduction of poverty, the Swedish Parliament has laid down six goals for Swedish international development cooperation: economic growth; economic and social equality; economic and political independence; democratic development; environmental care; and gender equality.

5.2.3 Strategic and practical changes with regard to the promotion of gender equality

- The Consultants are to assess the strategic and/or practical changes with regard to the promotion of gender equality that the interventions selected for this evaluation have contributed or may contribute to. If practical changes are identified, the Consultants are to discuss whether these may lead to strategic changes.

What activities have been performed within the framework of the intervention? What are their immediate intended or unintended effects with regard to gender equality? What are their immediate positive and negative effects on gender equality? If there has been immediate effects on gender equality, what may be said today about whether the effects may be lasting?

- A complex interplay of various factors influence the degree to which gender equality is promoted in interventions: factors in the societal context and in the *sector* of the intervention (e.g. health) together with factors that have to do with the *implementation and organisation* of the intervention and the roles of various *female and male stakeholders* in this implementation and organisation. These last two factors are specifically important to assess. The Consultants are to discuss what may have caused or may contribute to promoting effects on gender equality. What factors have been of importance for promoting gender equality and/or impeding the promotion of gender equality? Why?
- What has been the role of different stakeholder groups in influencing the promotion of gender equality? Have they played an active or passive role? Specifically, what has Sida's role been in influencing gender equality in the interventions? Has Sida raised the gender equality issue in discussions with cooperating partners? Has Sida played an active or passive role?
- What analysis of the gender equality aspects of the intervention is carried out in Sida's Assessment Memorandum? When assessing the quality of the gender analysis consider the same issues as in section 5.1.1. Is it possible to say anything about the relationship between the quality of the gender analysis in the Memorandum and how gender equality issues are integrated in the intervention?
- Is it possible to see any links/synergies and/or conflicts in the intervention between the gender equality goal and the other goals of Swedish development cooperation, particularly the overall goal of poverty reduction?
- In the case of Bangladesh, an intervention selected for this evaluation may be a Sector Programme Support (please see Annex 1). Should this be the case, the Consultants are to assess *Sida's* position and role when it comes to mainstreaming gender equality in the design process for the Programme – potentials, problems and lessons. The Consultants are not to assess results of the Programme.

5.2.4 Understanding concepts

The Consultants are to discuss the concrete meaning of the following concepts in the selected interventions: gender equality, empowerment of women, stakeholder participation, strategic and practical gender equality effects and mainstreaming. How the concepts are understood and implemented by primary stakeholders may serve as an input towards a deeper understanding of the concrete meaning these concepts may take in Sida supported interventions.

5.3 Conclusions and lessons for development cooperation

The Consultants are to discuss lessons for Sida and for partners involved in the interventions on how to strengthen support to promoting gender equality, i.e. lessons about:

- how to strengthen the gender analysis and dialogue in the country strategy process and in interventions;

- factors that have been of importance in influencing change towards gender equality, what has worked well/not so well and why;
- problems and possibilities when using measures/indicators of progress towards gender equality;
- the concrete meaning of the following concepts in interventions supported by Sida: gender equality, empowerment of women, stakeholder participation, strategic and practical gender equality effects and mainstreaming;
- implications for the interventions assessed on how to improve their work for promoting gender equality;
- implications for the revision of Sida's Action Programme for the promotion of gender equality.

6 Competence

The evaluation is to be carried out by a team with advanced knowledge of and experience in:

- gender analysis
- anthropology or similar human or behavioural social science;
- participatory evaluation methods in field situations;
- local context in Bangladesh, South Africa and Nicaragua (probably links with local consultants)
- gender equality issues in the following sectors: education, health, democratic governance, urban development.

The team leader is to have documented experience in the management of evaluations.

At least one team member must speak Spanish and one team member must have the ability to read Swedish.

7 Work plan

The study is envisaged to require an estimated 90–100 person weeks.

The tentative time schedule for the study is:

August/September 2000	Tender invitation
December/January 2001	Inception report (discussions with Sida), including analysis of country and project documentation for the selection of “study objects” – please see ToR 8. Reporting
January/May 2001	Field work (+seminars in partner countries)
May/June 2001	Draft country reports (+seminars at Sida)
August 2001	First draft synthesis report (+seminars at Sida)
September/October 2001	Final reports

8 Reporting

The Consultants are to submit the following reports to Sida:

1. An *inception report* commenting and interpreting the Terms of Reference and providing details of approach and methods for data collection and analyses. Country and project documentation are also to be analysed in order to identify interesting study objects within the framework of the interventions selected for this evaluation. The inception report shall include a work plan specifying how and when the work is to be performed.

2. Three *draft 'country reports'* summarizing for each country the findings both on the country strategy process and the interventions selected as case studies, as specified in the ToR 5.3 Conclusions and lessons for development cooperation.

3. A *draft synthesis report* in English summarizing the findings, as specified in the ToR 5.3 Conclusions and lessons for development cooperation. Format and outline of the report shall be agreed upon between the Consultants and Sida. The report shall be kept rather short (60–80 pages excluding annexes). More detailed discussions are to be left to annexes.

Within three weeks after receiving Sida's comments on the draft report, a *final version* in two copies and on diskette shall be submitted to Sida. When the report has been approved by Sida it should be *translated into Spanish*, so that it is available both in English and Spanish. Subject to decision by Sida, the report will be published and distributed as a publication within the Sida Evaluations series. The evaluation report shall be written in Word 6.0 for Windows (or in a compatible format) and should be presented in a way that enables publication without further editing.

The evaluation assignment also includes the production of a Newsletter summary following the guidelines in Sida Evaluations Newsletter – Guidelines for Evaluation Managers and Consultants (Annex 3) and also the completion of Sida Evaluations Data Work Sheet (Annex 4). The separate summary and a completed Data Work Sheet shall be submitted to Sida along with the final report.

Consultation and dissemination of emerging findings and lessons will be important throughout the study (please see ToR 7. Work Plan) and the Consultants are to include a budget for this in their tender. However, dissemination activities following the publication of the evaluation report will be covered by a separate budget and contract between the Consultants and Sida. A decision on dissemination activities will be taken at a later stage in the evaluation process.

Annex 1: List of interventions selected as case studies

Nicaragua

Urban development, Prodel – Program for local development
Health sector, Prosilais – Integrated local health systems
Democratic governance – Academia de Policia
Democratic governance – Atlantic Coast, Regional and local authorities

South Africa

Urban development, CUP – Comprehensive Urban Plan, Kimberley
Urban development, TPL – Trees Paving & Lighting, Kimberley
Democratic governance, Local authorities, Northern Cape Province
Democratic governance, StatsSA – Statistics Sweden

Bangladesh

The Embassy of Sweden in Bangladesh is carrying out a study looking at how the gender equality perspective has been guiding when planning interventions during 1997–2000. The Consultants are to use this study for the selection of 1–2 interventions to assess. Sida is to approve of the selections made.

Within the framework of the interventions above the Consultants are to identify interesting study objects and elaborate on these choices in their inception report.

Annex 2: Broad definitions

Gender equality: Equal rights, opportunities and obligations of women and men and an increased potential for both women and men to influence, participate in and benefit from development processes¹⁰.

Empowerment of women: Women gaining increased power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, and increased access to and control over resources.¹¹

Stakeholder participation: A process whereby those with rights and/or interests play an active role in decision-making and in the consequent activities which affect them¹². From any stakeholder's perspective there are a number of possibilities for participation. One stakeholder may inform other stakeholders, consult them or actually be in partnership (equal powers of decision-making) with one or more of the other stakeholders.

Sida has initiated a project to develop guidelines for the organization on participatory methods. It is expected that a definition and discussion on stakeholder participation will be available during September/October 2000.

Strategic changes with regard to gender equality relates to strategic gender interests/needs. They imply changes in economic, political and/or legal structures or frameworks at local and/or national levels so that equality between the sexes is promoted. Changes of this kind challenge the prevailing power relations between females and males.

Practical changes with regard to gender equality relates to practical gender interests/needs. They are reflected in the reduction of gender disparities in basic subsistence and service provisioning e.g. in health status and access to health care, levels of education and access to information, access to food and livelihood security, etc.

Practical interests/needs do not *directly* challenge the prevailing distribution of labour. They are experienced by women and men within their traditionally accepted roles in society.¹³

The strategy for working towards the goals and achieving the effects mentioned above is mainstreaming. The first important step in a mainstreaming approach is an analysis of the situation of women and men, boys and girls, i.e. analysis of the roles, responsibilities, access to and control over resources and decision-making processes, needs and potentials of women and men, boys and girls (gender analysis).

¹⁰ Sida's Action Programme for promoting equality between women and men in partner countries, Sida, April 1997.

¹¹ Sida's Action Programme

¹² Stakeholder Participation and Analysis, ODA, 1995

¹³ Based on definitions in *Striking a balance – On women and men in development cooperation*, Sida, 1999, page 11.

Annex 2

Agreed Minutes 8. December 2000

Agreed minutes from meeting between Sida and Cowi on Friday 8 December 2000

Participants:

From Cowi: Britha Mikkelsen and Ted Freeman (Goss Gilroy)

From Sida: Eva Lövgren and True Schedvin

Understanding of the assignment

According to the Terms of Reference there are three different purposes of the evaluation, with slightly different importance. *Strategic and/or practical changes* and the *concrete meaning of concepts* are to be given more attention than *assessing country strategies*.

Lessons from the evaluation are hoped to take the gender equality debate within development cooperation a step forward. Lessons could confirm or reject 'given truths'. Lessons are to be presented both in the form of operational recommendations for stakeholders in the interventions and in a more 'discussing style' at the policy level.

The purpose of the evaluation is to assess *gender equality, i.e. relations between women and men, and their respective roles*. In the evaluation it will be important to assess e.g. if interventions have had (or should have had) different foci for women and men in order to contribute towards the equality goal. Cowi is not only to take on a gender equality perspective throughout the whole evaluation assignment, but will also raise the question of *male roles and masculinities* as a specific issue in the context of the three case study countries. Cowi will screen research on the subject in the three countries. The research will be taken into consideration in analyses and reports.

Links/synergies/conflicts between the *gender equality goal* and the overall goal of Swedish development cooperation, *poverty reduction*, are to be assessed and made explicit both in the analyses of country strategies and interventions. Cowi is to apply a multidimensional definition of poverty as used in "The rights of the poor – our common responsibility" (Government Report 1996/97:169) and include the interpretations and views in Sida's Poverty Programme. The basis for the analysis is poverty as it is experienced by the poor. The links between gender equality and poverty reduction are important to make explicit for several reasons. One reason being to contribute to a deeper understanding of these links within Sida. Another reason is that the recommendations of the evaluation are to be realistic and not treat the gender equality objective as if it were the only goal of Swedish development cooperation.

Cowi was given two background documents on the subject of *participation*: a more historical/theoretical/conceptual discussion in Sida Studies No 2 and an experience analysis of Sida supported interventions carried out by Nilsson and Woodford-Berger. Different 'standards' for participation may be needed when assessing different types of interventions. The issue of participation could be raised in focus group discussions and interviews. The difference between how participation is highlighted in memoranda and how women and men actually participate was discussed as important to take into consideration in the analysis.

Reporting and work plan

The reports are to be *written for the development cooperation community in Sweden and internationally*.

Reports are to hold a 'discussing style' (qualifying, questioning and problematising). Concepts used in the report are to be clearly defined. Cowi are to use references, particularly if findings are controversial or ambiguous. *Country reports* should be co-ordinated so that the findings are possible to synthesize.

Comments on reports are to be channeled through Sida's Department for Evaluation and Internal Audit, that will coordinate comments from stakeholders within Sida and Embassies. Cowi is to accept or reject comments from Sida, but if a comment is rejected, Cowi is to be prepared to give its reasons for rejecting the comment, in writing if requested. An external consultant to Sida, Prudence Woodord-Berger from Stockholm University, will be used by Sida for second opinion on reports. She may take part in some discussions with the team.

As work proceeds, both Cowi and Sida may raise suggestions for channels for dissemination of evaluation findings.

Work plan

10 January

- Start work on the evaluation assignment.
- January – dates to be decided before 20 December 2000.
- Interviews at Sida in Stockholm. First meeting with reference group to introduce the study and Cowi's tender.

19 February

Deliver an inception report on 19 February (commenting on the ToR, specifying approach and methods for data collection and analyses such as concept papers, checklists, tools; defining study objects and giving motives for choice of interventions in Bangladesh).

9 March

Inception workshop. Participants from Cowi: core team + country team leaders + one of the local team members from each country + Beth Woroniouk. Meeting with reference group during approximately two hours.

Comments from Sida on the inception report.

Country studies

19 March–11 June

National consultants are to work with preparations before the international team arrives, with field work, and follow-up of field work after the international team has left the country. It is the responsibility of the country team leader to divide work within the team and make sure that national consultants take part in the analytical work of the country study. The country team leader is responsible for the country report.

Sida raised the issue of prolonging time in each case study country from three to four weeks by reallocating time within the present budget. Cowi maintained that three weeks would be enough for fulfilling the assignment.

Staff from Sida's Department for Evaluation and Internal Audit (two persons) will take part in field work in Bangladesh and/or South Africa, as team members.

Draft country reports are to be delivered to Sida not later than two weeks after field work has been completed.

The Embassies will be given the opportunity to comment on draft country reports before they are circulated to a wider audience.

Tentative outline of country reports:

Introduction

Methodological issues

Country strategy

Each intervention

Lessons

19 March–9 April

Country study Nicaragua

Report after the Nicaragua field trip

This report will also include a discussion on

- how the concept papers have worked
- accessibility of people
- key interest groups
- process issues
- team roles/division of work
- reporting – looking a bit ahead
- other issues.

This discussion is to be an important input into the two following country case studies.

23 April–14 May

Country study South Africa

The time frame for the country study may be altered, adding two-three days in the beginning or at the end of the country study, if found necessary when planning the study in more detail.

21 May–11 June

Country study Bangladesh

The time frame for the country study may be altered so that the study starts 3–5 days earlier, if found necessary when planning the country study in more detail.

Sometime during week 34 (starting 20 August)

Seminars on draft country reports. Comments from Sida on the reports.

1 October

Draft synthesis report

Late October/early November

Seminar on draft synthesis report. Comments from Sida on the report.

During November

Final synthesis report, including Newsletter text and a completed Data Worksheet. Translations to Spanish.

Approaches and methods

The *concept papers* will be continually developed during the evaluation assignment and will not be regarded as ‘finished’ until the end of the study. It is important to make sure that local perceptions on gender equality are reported on and has an impact on the concept papers. Tentative list of three concept papers:

Gender equality, empowerment, masculinity, touching on poverty.

Participation/partnership, stakeholders, civil society, institutional change

Strategic and practical changes with regard to gender equality and mainstreaming.

Concept papers will contain the state of current debate on a concept and advance discussion on the concept.

Cowi will also develop checklists for gender equality issues within each of the sectors covered by the evaluation.

Strategic and practical changes relates to effects on gender equality and are built on the concepts ‘strategic interests’ and ‘practical needs’ developed by Moser. Strategic changes incorporates both formal and informal rules at all levels in society and deal with power relationships. Practical needs are often linked to basic service provisioning and do not directly challenge prevailing roles of women and men. It is important to unravel if Sida supported interventions promote strategic and/or practical changes (cf with the focus in Sida’s Action Programme on structural causes of inequalities and poverty-related inequalities). It is not important to try to classify changes that are in a grey zone or may be defined as both strategic and/or practical changes. However, discussing such cases may give lessons for the ‘understanding concepts’ part of the assignment. The classification of strategic and practical changes may also be combined with other types of classifications.

As concerns the aspects of *attribution and partnership* it is not important or even desirable to try to attribute changes towards gender equality directly to Sida, rather Cowi should view Sida as an actor among others contributing to change towards gender equality.

Assessing *dialogue* should include issues such as: Is the gender equality issue raised in discussions between Sida and partners? How is it raised in the dialogue? With what actors is it discussed? Results of the discussion? How is the discussion documented? Are bilateral programs used in the dialogue? Did the consultation process change Sida’s country strategy? Did Sida and partners agree on goals/indicators?

Cowi will assess the *mainstreaming process* through identifying various degrees of mainstreaming e.g.:

- pro forma
- integrated (gender analysis done)
- institutionalized in the interventions (gender analysis done and has influenced the interventions)
- the mainstreaming process also includes monitoring and evaluation

Cowi will use various types of indicators. The indicators will be disaggregated by sex. There will be openings for stakeholders to define indicators, although some indicators will be predefined. Sida's Action Programme, Beijing Platform for Action, CEDAW etc will provide international and national background information. Examples of types of indicators:

- quantitative indicators
- process indicators (historical dimension, stakeholders involvement in the process, how women and men have experienced the intervention etc)
- experience indicators (e g the CAST tool, SWOT analysis)

The suggested *CAST tool* must be adapted to this particular evaluation, and be made more specific for gender equality issues and the sectors concerned. It is to be used with care together with other tools and indicators. It is important to try to be aware of how concepts are understood by various stakeholders when the tool is used. The inception report should have more details on the tool and its use in this specific evaluation.

Defining *study objects/units of analysis* is an important part of the inception phase. This could be done for example by taking geographical, institutional or historical considerations. Another important part of the inception phase is choosing *interventions to assess in Bangladesh*. A report from the Swedish Embassy in Bangladesh on gender equality in Swedish supported programmes was handed over to Cowi by Sida. It was concluded that probably the health and/or education sectors were the most appropriate to choose for the evaluation.

Eva Lövgren
Sida/UTV

Britha Mikkelsen
Cowi

Annex 3

Selected Interventions, Nicaragua, South Africa, and Bangladesh

INTERVENTIONS – NICARAGUA

- Urban development, Prodel – Program for local development
- Health Sector, Prosilais – Integrated local health systems
- Democratic governance – Academia de Policia
- Democratic governance – Atlantic Coast, Regional and local authorities

INTERVENTIONS SOUTH AFRICA

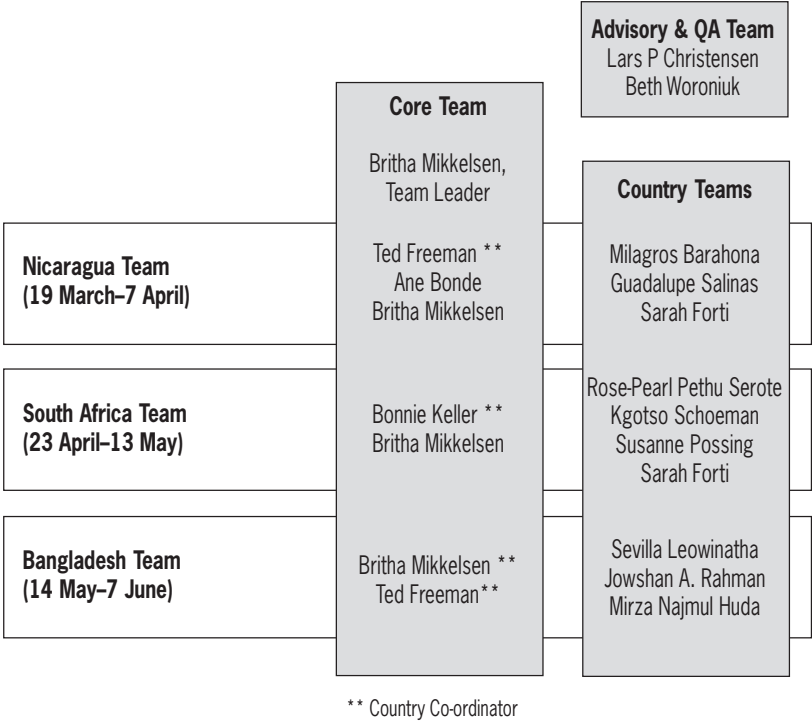
- Urban development, CUP – Comprehensive Urban Plan, Kimberley
- Urban development, TPL – Trees Paving & Lighting, Kimberley
- Democratic governance, Local authorities, Cape Province
- Democratic governance, Stats SA – Statistics

INTERVENTIONS – BANGLADESH

Tentatively interventions in the education sector and in democratic governance

Annex 4

Organisation



Annex 5

Overview of Proposed Methods

Evaluation Methods

- Gender concept analysis, related checklists and sector specific checklists
- Documentary studies – applying agreed checklists and formats
- Analysis of gender mainstreaming in the country strategy process
- Case studies of strategic and practical changes regarding gender equality
- Gender disaggregated, semi-structured Change Assessment and Scoring Tool, CAST
- Participatory evaluation techniques and stakeholder analysis
- Semi-structured individual and focus group interviews
- Adjusted SWOT analysis
- Eliciting and prioritising lessons for future development co-operation

Evaluation Methods continued

- Units of analysis/study objects, e.g. geographical, institutional or historical considerations
- Assessing Dialogue – Different “standards” for participation
- Links/synergies/conflicts – gender equality and poverty reduction
- Attribution and partnership
- Indicators – gender disaggregated:
 - quantitative indicators
 - process indicators (historical dimension, stakeholder involvement in the process, how women and men have experienced the intervention etc.)
 - experience indicators (e.g. The CAST tool, SWOT analysis)

Evaluation Methods continued

- Assess mainstreaming process/degrees:
 - Pro forma
 - Integrated (gender analysis done)
 - Institutionalised in the interventions (gender analysis done and has influenced the interventions)
 - The mainstreaming process also includes monitoring and evaluation

Change Assessment and Scoring Tool, CAST

Poverty/Well-being Monitoring of Health Interventions

Tentative Indicators (Example)

	++ Very positive	+ Positive	No change	- Negative	-- Very negative	
Livelihoods: <u>Improvement</u> • Health status - all • Child - Health • Morbidity rate • Food security • Nutrition • Job absenteeism • •						<u>Impoverishment</u>
Services/System: <u>Access</u> • Quality of care/staff • Health posts • Essential drugs • Preventive care • Curative care • Referral system • Environmental health • Affordability • •						<u>Exclusion</u>
Knowledge/Practice: <u>Improvement</u> • Health Seeking Behavior • Private Sector • Traditional Sector • Reproductive Health Practices • Aids precaution • •						<u>Reduction</u>
Rights/Participation: <u>Involvement</u> • Health committee Participation • Gender equality • Empowerment • Decision processes • •						<u>Alienation</u>

Footnote: The CAST exercise to be conducted with different target groups by age and sex

Annex 6

Draft Concept Papers

Annex 6.1 – Concept Paper No. 1 Goals of Gender Equality for the Evaluation of Sida's Support to Development Cooperation for the Promotion of Gender Equality

A Discussion Draft (February, 2001)

Equality between women and men refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality is not a “women’s issue” but should concern and engage men as well as women. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Equality includes both quantitative and qualitative aspects. The quantitative aspect concerns the equal distribution of women and men in all areas of society. The qualitative aspect refers to the need to give equal weight to the knowledge, experience and values of both women and men as a means of enriching and directing all areas of societal development. Equality between women and men is seen both as a human rights issue and as a precondition for and indicator of sustainable people-centred development.

– *Sida Action Programme for promoting equality between women and men in partner countries* (1997)

1. Introduction

This brief paper aims to provide a common framework and set of definitions related to gender equality. It looks at various dimensions of the terms gender, gender equality, empowerment and mainstreaming and then concludes with a brief discussion of implications for this evaluation.

2. Defining Gender and Gender Equality

Attempts to define gender equality often provoke debate, disagreement and dissension. There have been extensive international discussions around appropriate definitions as well as countless attempts to work out what the concept means in practice for countries, organizations and individuals. Rather than providing one set of words (that would fail to please all), this paper attempts to ‘unpack’ the concept of gender equality, outline a range of issues that could be considered and sketch out two related concepts (empowerment and gender mainstreaming).

First, a brief discussion on ‘gender’. The word ‘gender’ has become a code word or a short cut that now means different things to different people in different contexts. In some cases, people use it indiscriminately with ‘women’ without changing the

Gender refers to the attributes and opportunities associated with being *male* and *female* and the socio-cultural relationships between *women* and *men* and *boys* and *girls*. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context-specific and changeable. In most societies there are differences and inequalities between women and men in activities undertaken, access to and control over resources as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important factors include class, race, poverty level, ethnic group, and age.

– *Sida Action Programme for promoting equality between women and men in partner countries* (1997).

analysis or substance behind the language. This highlights the importance of clarifying what is meant by the word or phrase in specific circumstances.¹⁴

However, we are assuming that the concept provides a useful basis from which to explore the evaluation issues. The following elements are important:

- *Socially defined roles and expectations:* The term ‘gender’ refers to the roles, expectations, and attributes of women and men. It has gained in popularity because it highlights that the roles and expected attributes of women and men are not inevitable or fixed in stone, but rather learned and reinforced through a variety of mechanisms.
- *Gender relations:* Gender is also a relational concept. It highlights the insight that ‘women’ and ‘men’ as social categories do not exist in isolation from each other. In order to understand the situation of women, it is essential to understand the interwoven relations between and among women and men.
- *Variable over time and geography:* Gender roles, relations, and expectations are not the same in all countries and at all times. They do change and are redefined.
- *Power:* Gender relations are marked by inequalities. We are not just concerned with the issue because there are differences between women and men, but because there are consistent inequalities that work against women.
- *Institutions:* Gender relations and inequalities are embedded and reflected in various institutions (the family, community organizations, religious organizations, state structures, etc.)
- *Multidimensional:* Gender relations and inequalities influence economic, political and social interactions and needs. Gender issues are personal (who doesn’t have an opinion on gender issues?) and are also reflected in national level policies and institutions.

Moving from gender to gender equality, Sida’s Policy on Gender Equality outlines four components that should be taken into consideration:

- *National priorities and initiatives:* This point highlights the importance of grounding analysis and programme interventions in specific contexts and national realities. It draws attention to Sida’s focus on partnership and taking the lead from partner governments and organizations.
- *Commitment to the priorities established in Beijing:* The *Beijing Platform for Action* provides a fundamental basis for discussions on gender equality. It bridges a concern for local ownership with an international commitment to gender equality. The Platform for Action firmly defines women’s rights as human rights and sets out strategic objectives for twelve ‘critical areas of concern.’¹⁵ Given that all partner governments have endorsed the *Platform for Action*, there is a firm basis on which to pursue gender equality and mainstreaming strategies.
- *Equality between women and men as an important societal issue:* This component warns against defining gender equality as “just a women’s issue.” Equality is both an end in and of itself, but also a means to support other development objectives.

¹⁴ For example, staff of development agencies often say “we’ve integrated gender into our project”, but then when pushed further, they are not quite sure what that means.

¹⁵ These are women and poverty, education and training of women, women and health, violence against women, women and armed conflict, women and the economy, women in power and decision-making, institutional mechanisms for the advancement of women, human rights of women, women and the media, women and the environment, and the girl-child.

- *Gender: a focus on both women and men:* Sida has been very concerned to ‘bring men into the gender discussion.’ Although the focus of many initiatives has been on women’s empowerment, it is important to ensure that men are not left out of discussions, analysis, and the search for solutions.

3. Empowerment: a related concept¹⁶

Exploring the literature on women’s empowerment, several common elements emerge:¹⁷

- Empowerment is both a process and a goal.
- An understanding of empowerment is difficult, if not impossible, without *an understanding of power*.
- Women’s empowerment should be understood in a ‘*relational context*’ – in other words, the obstacles to women’s empowerment cannot be understood without a clear vision of the relationships, roles, responsibilities and inequalities between women and men.
- *Empowerment is not something that can be ‘done’ to people*, rather women need to be the agents of their own empowerment. Outsiders and outside organizations can help create the conditions favourable to women’s empowerment and they can support processes that work in these directions
- There are *many dimensions to women’s empowerment* including personal, collective, national and global as well as economic, political and social.

In her exploration of empowerment, Jo Rowlands (1997) argues empowerment can be seen as operating within three dimensions (personal, relational and collective).

- *Personal:* developing a sense of self and individual confidence and capacity, and undoing the effects of internalized oppression.
- *Relational:* developing the ability to negotiate and influence the nature of a relationship and decisions made within it.
- *Collective:* where individuals work together to achieve a more extensive impact than each could have had alone. This includes involvement in political structures, but might also cover collective action based on co-operation rather than competition.

Yet she cautions against over simplifying this model as each of these dimensions interact with each other and are influenced by the specific context.

- it is important to ground *specific understandings of empowerment in day-to-day contexts* and acknowledge that empowerment means different things to different women. Most guides to gender analysis caution that gender relations must be understood in their specific contexts. They argue against a simplistic view that lumps all women together (or all men together). An understanding of gender relations and inequalities is only possible with a full consideration of how gender identities interact with race, class, age, religion and other social divisions.

¹⁶ This discussion is an adaptation of the analysis found in Woroniuk (1999) *Women’s Empowerment in the Context of Human Security*, a background document for the Joint Workshop of the United Nations Inter-Agency Committee on Women and Gender Equality and the OECD/DAC Working Party on Gender Equality on *Women’s Empowerment in the Context of Human Security*, held December 7–8, 1999 in Bangkok, Thailand.

¹⁷ See “Empowerment” in OECD-DAC Working Party on Gender Equality (1998) for one brief discussion and a list of resources. BRIDGE (1997) provides an interesting overview and Lam (1996) is a useful annotated bibliography on women’s empowerment.

4. Mainstreaming: a strategy to achieve gender equality

Gender mainstreaming as a strategy was developed in response to the earlier ineffective strategies that tended to focus on women and produce isolated initiatives which, although well intentioned were generally ineffectual. It also draws on the critiques from women in the South who argued that a new development model was required, one that would work against injustices and inequalities based on race, religion, class as well as gender.

As a specific term, mainstreaming can be seen throughout the Beijing *Platform for Action* and has been specifically defined by the UN. There has been, however, confusion (and disagreements) over this concept as well.

In general, a mainstreaming strategy calls for a concern for gender inequalities and differences to be brought to the analysis of all situations and the formulation of all programmatic interventions. Proponents also look for opportunities to narrow gender gaps where possible.

A concern for mainstreaming also highlights the importance of focusing on different institutions or levels. For example, changes are required in order to mainstream gender equality considerations in Sida as an institution IN ORDER TO improve programmatic interventions IN ORDER TO influence the lives of women and men in partner countries. There is also a need to some humility in recognizing what changes development cooperation can promote or prompt. There are many influences on gender relations and change will be slow and incremental.

There are two general misperceptions about mainstreaming. One is that this strategy is inconsistent with specific initiatives targeted either at women or gender issues. This does not have to be the case. There can be specific investments or initiatives that explicitly address gender inequalities (training, research, capacity building for women's organizations, etc.). A second misperception is that mainstreaming refers primarily to increasing the number of women involved in a specific initiative, organization or activity. Although this can be an important element, a mainstreaming strategy generally attempts to focus on the substantive issue or objectives of an initiative. For example in a judicial reform project, the objective of a mainstreaming strategy is not to increase the number of women trained, but rather ensure that issues relevant to equality between women and men in judicial reform (property law, divorce law, protection for witnesses, attitudes of judges towards women...) are addressed by the initiative in a robust manner.

Mainstreaming implies that attention to equality between women and men should pervade all development policies, strategies and interventions. Mainstreaming does not simply mean ensuring that women participate in a development agenda that has already been decided upon. It aims to ensure that women as well as men are involved in setting goals and in planning so that development meets the priorities and needs of both women and men. Mainstreaming thus involves giving attention to equality in relation to analyses, policies, planning processes and institutional practices which set the overall conditions for development. Mainstreaming requires that analysis is made of the potential impact on women and men of development interventions in all areas of societal development. Such analysis should be carried out before the important decisions on goals, strategies and resource allocations are made.

- Sida Action Programme for promoting equality between women and men in partner countries (1997)

The explicit elements of Sida's mainstreaming strategy as outlined in the *Action Programme* are:

- Equality between women and men as an overall goal of Swedish development co-operation must be mainstreamed into the development of and dialogue on all overall policies and strategies;
- Adequate attention to equality must be present at the country programming level;
- Analysis of the situation of women and men is a crucial first step;

- This analysis should be carried out before decisions are made;
- A mainstreaming approach does not rule out or exclude specific projects/initiatives to support equality between women and men.

5. Implications for the evaluation

In conclusion, although it is important to be aware of the contentious nature of the finer points of definitions it is counter-productive to be paralyzed by the search for the perfect definition. It is much more important to see how these concepts play out in practice, how they are used and whether or not they facilitate actual changes in the lives of women and men in partner countries.

Concrete steps that could be taken in the course of this evaluation include:

- Do not assume that interlocutors share your meaning of key terms. Check to see how people are using words and what they mean. Ask for specific examples and clarification. Does the language assist in understanding or merely cover, hide and obscure meaning?
- Document and draw on national commitments to equality between women and men as outlined in national plans of action to implement the Beijing *Platform for Action* and live up to international commitments.
- Investigate the priorities and issues of the non-governmental sector/civil society vis-à-vis equality between women and men. Do not expect all women to speak with one voice or try to minimize differences.
- Recognize the multifaceted nature of gender issues: political, social, economic and personal. Do not reduce gender issues to one sector or dimension.
- Investigate whether or not a concern for gender inequalities and differences has been brought into the 'mainstream' of programmes and interventions (rather than treated as an 'add-on' or supplemental issue).
- Examine whether or not 'gender' is a substitute for 'women'. Is there an analysis of gender relations and of the role and interests of men? Gather any lessons in this area.
- Recognize the limits of development cooperation as one factor in influencing the lives of women and men in partner countries. Change will happen slowly.
- Be prepared for various forms of resistance to the concept of gender equality. This is a political process and despite the international commitment there is no consensus that this is a legitimate goal (or that mainstreaming is a legitimate strategy).

Annex 6.2

Concept Paper No. 2 Gender Equality, Participation and Governance for the Evaluation of Sida's Support to Development Cooperation for the Promotion of Gender Equality A discussion Draft (February 2001)

1.0 Purpose

The purpose of this brief paper is to provide a framework for the analysis of participation as a factor in reaching the goal of gender equality through development cooperation. As such it should serve to assist the evaluation teams in assessing participation and governance aspects of the Sida supported interventions which are the subject of field missions to Bangladesh, Nicaragua and South Africa. The paper is also intended to contribute to the evolution of practice and theory regarding participation and gender equality as they continue during and after the evaluation. As a result, this paper can be expected to change significantly during the process of the above evaluation.

2.0 Participation and Partnership

A central thesis of this paper concerns the multiple meanings of participation when viewed in the context of efforts to empower women and to change unequal gender relations through development cooperation. At a minimum, an examination of participation as one element in effective programming for gender equality needs to take account of the following "meanings of participation"

- 1 Participation by women and men in intervention¹⁸ design and development;
- 2 Participation by women and men in the *implementation* of interventions;
- 3 Participation by women and men in the *management, monitoring and evaluation* of development cooperation interventions;
- 4 More equal participation and burden sharing by women and men in *daily life and labour*;
- 5 *Equal* participation by women in *decision making within families*;
- 6 More equal participation by women in the *economic, social, cultural and political* life of their communities (and nations); and,
- 7 Improved democracy and better governance through both *better representation of women* in political processes and through legal and institutional measures to advance women's interests¹⁹.

These seven different aspects of participation are discussed in more detail in the sections which follow.

2.1 The Question of Partnership

The concept of *partnership* is central to Sida's approach to development cooperation and is clearly related to participation. However, partnership is not the primary focus of this paper since it applies most closely at the institutional level and is more used and useful in discussing the shared delivery and coordination of development cooperation than the examination of goals (such as gender equality).

¹⁸ For the purposes of this paper, the term intervention is applied to significant bilateral development cooperation projects in a specific sector. This is in keeping with current Sida practice.

¹ Clearly improving democracy and governance through more equal representation of women and more equitable treatment of women's interests in legal systems represents a special dimension of more equal participation of women in the political life of the community.

It is important, however, to consider the inter-relation of partnership as a mode of development cooperation and the achievement of gender equality goals.

In developing and implemented a program of development cooperation Sida is clearly involved in a series of partnerships. First and foremost, of course, Sida's programme of development cooperation in any country represents a partnership between Sida and the host government and, as such, is governed by an agreement between two governments. As interventions are identified, designed and implemented Sida and the host government will be involved in further partnership arrangements governed by memoranda of understanding and/or by the management and operational plans of specific interventions. These processes will involve partnerships of different types with:

- Central government ministries and agencies which have the lead responsibility for the intervention;
- Regional and local government authorities which are either direct partners with Sida or are implementing interventions in cooperation with the central government of the host country;
- NGOs and civil-society organizations with key roles in intervention management, delivery, and/or evaluation;
- Community members who are participating in or benefiting from the interventions in question.

Much like participation, partnerships not only vary in terms of the different types of partners but also in the depth of the partnership relationship. There are degrees of partnership just as there are degrees of participation. What is sometimes called a partnership arrangement may be much more one sided in terms of the power and influence of the partners.

In relation to achieving gender equality goals partnership can be either a limiting or a facilitating factor. Because development cooperation involves partnership and dialogue, we cannot expect every Sida supported intervention to exactly reflect in every detail the agencies priorities as written. The process of partnering will necessitate a dialogue in which agreement is reached among partners as to the meaning of Sida's gender equality goal in the context of a specific intervention, the extent the goal is shared by the partners, and how the intervention should reflect this shared understanding of the gender equality goal.

Thus, while evaluators assess different interventions in development cooperation for their gender equality results, *they must also assess the quality of partnership* and the processes used (or the opportunities missed) to bring gender equality into the partnership as a meaningful goal.

As in most evaluations, there is a clear requirement to exercise sound judgment and to assess the ways in which partnership as a mode of development cooperation impeded or facilitated the pursuit of gender equality goals. A critical question will concern the level of effort by Sida to *firmly but respectfully transmit to partners the seriousness of the gender equality goal* and the ultimate effect of that effort on the interventions themselves.

2.2 Participation and Stakeholders

In analysing participation by women and men in all the different phases of interventions, the teams may be guided by the classification of stakeholders as found in the LFA/PCM Gender and Participation Reference Guide:

Primary stakeholders are those who will be directly or ultimately affected by an intervention, either positively or negatively. *Secondary stakeholders* are intermediaries such as implementing organizations, or other individuals, persons, groups or institutions involved in interventions (including funders). *Key*

stakeholders are those of the primary and secondary stakeholders who can significantly affect or influence an intervention either positively or negatively during its course, and who will share responsibility for sustainability of subsequent effects.

At its most basic level, the question of participation concerns women and men as key stakeholders in the intervention and how they take part (as women and men) in problem identification, objectives setting, project design, implementation, monitoring and evaluation, as well as in assessing project assumptions and risk. The literature on participation also points out quite clearly, however, that other differences and inequalities among stakeholders will need to be accounted for. Stakeholder groups may experience social, economic, political and cultural inequalities cutting across gender lines.

In assessing participation and gender equality goals, evaluation team members will obviously need to be aware of the non-gender differences among stakeholder groups but this does not diminish the imperative that participatory methods used must explicitly target women as key stakeholders.

As Andrea Cornwall points out in *Making a Difference? Gender and Participatory Development* (a forthcoming UNRISD Working Paper), women as a group cannot be expected to benefit from participatory development projects unless there are explicit measures in the project to ensure their equal access to participation. She notes;

“the very projects that appear so apparently “transformative” in terms of ‘local people’ exercising voice, choice, managing and solving problems for themselves, can turn out on closer inspection to be supportive of a status quo that is highly inequitable for *women*. p.6.”

3.0 Examining Different Types of Participation

As already noted, there are at least seven different meanings or types of participation relevant in assessing the achievement of gender equality goals through development cooperation. Each is worth a brief review:

3.1 *Participation in Intervention Design and Development;*

This aspect of participation concerns how women and men were consulted in the development and design of a specific intervention (including problem identification and objectives setting) to ensure that the activities and outputs of the intervention would address practical and/or strategic gender needs of women as they themselves express those needs. It is important to assess how women were consulted, in which forum, and with what processes to determine how the design process was able to consider and incorporate their needs. Men’s participation in these processes should not be taken for granted since they will need to be consulted on changes in gender roles if the intervention is to address them.

3.2 *Participation in Project Implementation*

This is the most easily achieved and frequent form of stakeholder participation in development cooperation interventions. Evaluation team members will need to identify the different tasks in project implementation undertaken by women and by men, determine how these tasks were assigned (arbitrarily by project designers or through a participatory process), and assess whether the assignment of roles and tasks in project implementation contributes to empowerment of women participants.

3.3 *Participation in Management, Monitoring and Evaluation;*

As with project design and implementation, analyzing participation means assessing the different ways in which women and men have been able to take in the ongoing management, monitoring and evaluation of a given project or intervention. This may occur at the institutional/administrative level (i.e. in

gender aspects in the staffing of a project planning or management unit); at the operational level (i.e. in the gender makeup of water maintenance crews); or at the consultative level (i.e. in the gender makeup of key informants or focus groups involved in monitoring and evaluation). The main question in assessing gender equality participation in management, monitoring and evaluation is how have women (and men) been organized to participate in each of these aspects of the life of the intervention? Does that organization reflect a commitment to gender equality goals? Does it represent a change to more equal gender relations?

3.4 Participation in Daily Life and Labour

It is important to assess how a specific intervention may influence the roles of men and women in their daily lives and in any work resulting from the project. In particular, does the intervention, by design or accident, change the gender roles of women and men who participate or benefit? In the case of women, for example, participation in intervention activities may mean an increase in their working hours without any appreciable compensation. This negative result might be avoided if a similar adjustment in men's roles in daily life and work comes about through the project. In short, this key dimension of participation should be assessed in order to bring the roles of women and men in the project into focus and to see how the activities of the project challenge existing gender roles to the benefit (or detriment of women). At its most simple level, this type of change may involve lessening or eliminating women's physical isolation and allowing them to meet and be seen in public.

Evaluators must not assume that more participation by women is an unalloyed benefit if that participation is in the form of more labour without related compensation. Finally, this form of participation may represent a strong challenge to conventional male roles and masculinities.

3.5 Equal Participation in Decision Making Within Families

Closely related to participation in daily life and labour as described in 3.3 above is the question of women's participation in decision making within families. Traditionally this has been assessed in terms of women's meaningful participation in decisions on finances and on the sharing of key resources such as food. These decisions range from the very practical such as the purchase of land or animals and the storing or sale of crops to more strategic decisions such as investments in education for children or the marriages of sons and daughters. As with changes in labour roles of women and men, interventions seeking to improve women's participation in family decisions may be expected to challenge accepted male roles and masculinities.

3.6 Participation in Economic, Social, Cultural and Political Activities

Under this heading, participation seeks to address women's and men's roles in the life of the community outside the family structure. The community in question may be local, regional, national or even international, but it represents a recognizable and definable set of relationships external to the family. For the most part, lack of equal participation in these activities (economic, social, cultural, and political) has been a measure of women's inequality in both developed and developing countries. In addressing the empowerment results of development cooperation projects, evaluators will need to assess how projects have advanced women's level of participation, if at all, in each of these different fields.

It is critically important to assess both the qualitative and quantitative aspects of women's participation in these areas when change is associated with a given intervention or project. For example, a project which produces an increase in the number of women labourers working on road construction or maintenance will not empower women unless something fundamental has changed in the nature of their employment and in the benefits they receive from it.

3.7 Participation, Democracy and Governance

As noted already, increasing the extent and quality of women's participation in economic, social, cultural and political matters represents an important dimension of participation when we try and relate it to gender equality. At the same time, it is important to recognize that the question of democracy and governance has aspects especially critical to gender equality goals. In essence, democracy (or good governance) without some acceptable level of gender equality is hardly worthy of the term. In concrete terms, assessing initiatives democracy and good governance from a gender equality perspective means examining, among others:

- Effects/impacts on representation of women in political and judicial bodies including parliaments, councils, regulatory bodies, local authorities, judicial panels, the police and other security forces;
- Effects/impacts on the way in which women's interests are met in legislation and in critical aspects of family law, employment law, union regulations, cadastral systems, credit practices, social benefits, etc.;
- Effects/impacts on the way the rule of law is applied to women's benefit through improved operations of the police and the courts; and,
- Improved linkages and better cooperation (to women's benefit) between the legal and security arms of the state and organizations representing women and their interests (for example, linkages between police forces and organizations sheltering women from domestic violence so that police may make referrals during their investigation of cases).

As with other aspects of participation, examining democracy and governance as they relate to gender equality and women's empowerment can be expected to involve a challenge to pre-existing definitions of male roles and masculinities, especially in the area of law and security.

4.0 Scaling Participation: How Much is Enough?

A key question in assessing participation in development cooperation interventions concerns the level of participation necessary before it can be seen as meaningful. Obviously at a minimum, women and men may be targeted as beneficiaries of an intervention without any consultation or discussion to determine their needs and capacities. At the opposite end of the spectrum, women and men may be full participants in the development, management, implementation, and evaluation of projects.

There have been a number of efforts to develop a scale for use in the measurement of participation. One such effort resulted in a seven level scale of people's participation in development programmes. With some alteration it may prove effective in assessing how women and men participate as it relates to gender equality.

Levels of Participation in Development Cooperation Programmes and Projects²⁰

Level	Description
1. Passive Participation	Women (and men) participate by being told what is going to happen or has already happened. It is a unilateral announcement by an administration or project management without any listening to peoples responses. The information being shared belongs only to external professionals.
2. Participation in information giving	Women (and men) participate by answering pre-set questions posed by researchers using questionnaire surveys or similar approaches. Women do not have the opportunity to influence proceedings as the findings of research are neither shared nor checked for accuracy.
3. Participation by consultation	Women (and men) participate by being consulted and external agents listen to their views. These external agents defined both problems and solutions, and may modify these in the light of women's responses. Such a process does not concede any share in decision making. Professionals are under no obligation to take on board peoples views.
4. Participation for material incentives Women (and men)	participate by providing resources, for example labour, in return for food, cash, or other material incentives. This is often called participation but women who participate may have no stake in prolonging activities when the direct incentives come to an end. For example, women engaged in sewing garments may not have any link to markets in the post-project period.
5. Functional participation	Women (and men) participate by forming groups to meet pre-determined objectives related to the project, which can involve the development or promotion of externally initiated social organization. Such involvement does not tend to be at an early stage of project cycles and planning, but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators, but may become self-dependent.
6. Interactive participation	Women (and men) participate in joint analysis, which leads to action plans and the formation of new local institutions or strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use of systematic and structured learning processes. The groups take control over local decisions, and people have a stake in maintaining structures and practices.
7. Self-Mobilisation	Women (and men) participate by taking initiatives independent of external institutions to change systems. Such self-initiated mobilization and collective action may or may not challenge existing inequitable systems of wealth and power.

Clearly, this seven-part scale of participation focuses most readily on the first four types of participation discussed in this paper (participation in project design and development; project implementation; project management and evaluation; and daily life and labour). The other three types of participation are more outwardly focused from the project. They focus on participation in the family, participation in economic, social, cultural and political spheres and participation in democracy and governance. As such they are not as readily scaleable as project participation and, it can be argued, are best assessed by examining their qualitative aspects as described in section 3.0 of this paper.

²⁰ Adapted from Pretty, J.N: *Alternative Systems of Inquiry for a Sustainable Agriculture*, London: IIED 1993 as referenced in OECD: *Developing Environmental Capacity – A Framework for Donor Involvement*, OECD 1995.

Annex 6.3 – Concept Paper No. 3, Practical and Strategic changes in Relation to Gender Equality for the Evaluation of Sida's Support to Development Cooperation for the Promotion of Gender Equality

1.0 Purpose and Scope of Paper

The purpose of this paper is to examine the concepts of practical and strategic gender changes, in relation to evaluating the promotion of gender equality in development cooperation. An immediate purpose of the paper is to ensure that team members participating in this evaluation will share a common understanding and that they will be able to use the concepts in similar ways, as outlined in the final section of the paper. As the overall evaluation process increases our understanding of how a wide variety of stakeholders understand and use these concepts, this paper will be modified accordingly.

2.0 Definition and Use of the Concepts

The concepts of practical and strategic gender *interests* were introduced by a feminist researcher in 1985. The terms were reconceptualised from interests to *needs* by Caroline Moser in 1989 and popularised to make them applicable to the language and practice of development planning. Gender needs and interests will vary depending on the particular cultural and socio-political context in which they are situated.

Sida follows the common practice in the gender and development literature of referring to *practical needs* and *strategic interests*.²¹ Sida's *Action Programme for promoting equality between women and men in partner countries* (1997) stresses that the goal of promoting gender equality must be measured in terms of positive changes. These changes are directed at promoting women's human rights, their equal participation with men in political and economic decision making and achieving economic independence. Thus, concern within Sida to evaluate whether and how needs have been met and interests promoted has led to formulating these concepts as practical and strategic *changes*.

2.1 Practical gender needs and changes

Practical gender needs derive from daily living conditions and prevailing gender roles of women and men. Therefore, women and men – when consulted separately – will often identify different practical needs, for example women for an easily accessible water source and men for roads. Because practical gender needs are related to daily living conditions and to women's and men's need to meet their basic welfare requirements, they are quite easily perceived and articulated. Because practical needs are embedded in the existing gender-based division of labour, women and men may agree on changes but realising these needs may still be problematic.

2.2 Strategic gender interests and changes

Strategic gender interests are related to power structures and derive from the subordinated position of women in relation to men. Strategic gender interests exist at several levels, for example women's lack of voice within the household, e.g. women's lack of influence on decision making in government and other institutions and lack of recognition of and value placed on unpaid household work in national accounts. Commonly identified issues related to women's subordinate position include men's control of women's labour, women's restricted access to social and economic resources resulting in their unequal distribution, male violence and control of sexuality.

¹ See *Striking a Balance; on Women and Men in Development Cooperation*, Sida, 1999, p. 11.

Strategic gender changes are related to strengthening women's position in society, in relation to men. These changes include women's increasing consciousness of their subordination, increasing their opportunities for choice and self-determination, and organising together to bring about transformation of their own position and of the prevailing social order in which they live. Strategic gender interests and changes are, therefore, highly contested.

2.3 Understanding and using the concepts

The demarcation between practical needs and strategic interests is not sharp, nor do these concepts imply a choice, in any particular case, between one or the other. An intervention may relate to a practical gender need, but the way it is addressed and how decisions are taken might have strategic implications.

Both practical and strategic changes have been analysed from women's point of view, not men's. Because of men's privileged position, compared with women's, until recently men's roles, needs and interests have hardly been discussed or questioned. Men have been taken for granted as the "norm" whereas women are women to the extent that they deviate from that norm. Unlike women, men have not participated in political movements with their gender roles and masculine identities as points of departure.

The paired concepts, practical gender needs and strategic gender interests, became widely used during the 1990s. These concepts have entered the basic "vocabulary of gender" and have been used in various ways:

- In making a gender analysis, by comparing women's and men's roles and relationships, and the degree of inequality/equality between them with respect to particular issues (e.g. access to credit) and/or sectors (e.g. political participation).
- In sensitising ordinary women and men to understand the variety of gender needs and interests in a specific socio-cultural context; and in training professionals of many different types (from police, to teachers, to development workers) to use the concepts in their work.
- In planning development interventions, in particular in problem analysis, definition of objectives and target group selection, based on a gender analysis.
- In lobbying for choices and decisions about policies (e.g. reproductive health) and about new legislation (e.g. against gender-based violence).
- In evaluating the impacts of development interventions for their transformative potential.

3.0 Current Debates and Perspectives

Although the concepts are widely used, not least in gender awareness training of a variety of stakeholders in development interventions, some important questions have been raised with regard to their use. These questions include:

- whether the classification is too simple, encouraging users to assume that there is a choice between only two possibilities, with no "gray" areas between them;
- whether outsiders can decide what other people need, and what their interests are;
- whether categorisation of needs and interests adequately represents the heterogeneity of women and men in a particular time and place and the diversity of their experiences;

- questioning the assumption that practical gender needs cannot provide a basis for strategic transformation; and
- what an analysis of male roles and masculinities in the context of gender equality can tell us about men's practical needs and strategic interests.

3.1 A simple classification – either/or

The simplistic conceptual dualism has resulted in debates about whether a gender need or interest falls into one category or the other; or whether a change is practical or strategic. This type of simplistic application is not productive. Take women's access to higher education, for example, which not only satisfies a practical need (to qualify for a job which provides a sustainable livelihood) but also has strategic elements. Education may increase women's ability to empower themselves politically (though this has been contested recently); a job may heighten opportunities for economic decision making, both in the home and outside; and more education may lead to self-confidence to negotiate about the unequal gender division of labour – all strategic considerations. What seems to be a simplistic dual classification, therefore, is often a complex set of inter-related practical and strategic considerations that need to be unraveled and analysed.

3.2 Who defines someone's needs and interests?

These concepts were popularised as planning tools and became associated with a top-down approach to planning. That is, outsiders or "experts" determined what someone else's needs or interests were. Planners could make a gender analysis, identifying women's and men's needs and interests, and the changes that should be aimed for in interventions, without ever consulting the people concerned. Participatory approaches to needs identification and planning, with lesser or greater degrees of gender sensitivity, have to some degree facilitated people to articulate their practical gender needs. World Bank participatory poverty studies are an example. Participatory approaches to capture the views of those enmeshed in structured systems of discrimination and inequality (based on race, class and gender) have been developed by some NGOs but are still rarely used in bilateral development cooperation interventions. Although women and men may express their needs when a development intervention is being designed, the short term perspective of most interventions means that creating an environment for primary stakeholders, especially women, to have time and space to consciously explore their own needs and interests is rarely done.

3.3 Needs and interests are specific to the context

Because practical and strategic gender needs and interests appear, on the surface, to be easy to understand, there is often a tendency to generalise. However, women's needs and interests cannot be understood in the abstract but must be related to specific groups of women, in particular times and places. Among one specific group of women, their needs and interests may be contradictory and may conflict with each other. In general, the complexities of people's lives cannot be captured in a simple dichotomy of "practical" and "strategic."

There are some strategic gender changes which women of many different types around the world are working towards. Freedom from gender-based violence is an example. These two concepts are often applied in a mechanical way, however, as if it can be known in advance what types of changes, whether instrumental or transformative, are needed by whom. In theory, gender specialists should relate practical and strategic needs, interests and desirable changes to the complexities of race, class, ethnicity, age and other dimensions of variation. In practice, planners and others who have been introduced briefly to the concepts often gloss over the heterogeneity among diverse categories of women and men.

Gender needs and interests have been linked to poverty reduction goals. It has often been taken as self-evident that women need clean, easily accessible water sources, convenient and appropriate health care services, sustainable livelihoods, etc. to reduce the degree of poverty which they experience. Frequently, however, women's needs and interests have been conflated with poverty reduction goals, as if these are merely a sub-set of issues to be addressed in poverty reduction strategies. It is clear that women's needs and interests are often related to the way in which they experience poverty, and that their experiences may well be different from men's in particular contexts. However, it is equally the case that not all of women's needs and interests can be subsumed under changes with respect to poverty reduction. Eliminating gender violence is a case in point, as this affects women in all socio-economic classes. Increasing women's meaningful participation in politics and in decision making processes is not only a poverty issue.

3.4 Moving towards transformation

Not all practical gender changes have transformative potential, but some can be "entry points" to transformative change. Naila Kabeer's model for analysing development interventions makes this point. A welfare approach to solving women's practical gender needs may bring transformed awareness, leading women to mobilise around strategic priorities which they have defined, and in the process empowering themselves. Better access to clean water is a common practical gender need of women. It is important to analyse whether an intervention to address this need remains at the welfare level, with local elites and national bureaucrats controlling decision-making, or whether a transformatory potential has been set in motion. The specific context in which a change takes place, and the details of the way in which a change is planned, may mean that change of a practical nature challenges normative gender roles and relationships. For example, a school health and sanitation programme, in which boys as well as girls must clean their own latrines, may pose a challenge to traditional expectations about gender roles in particular settings and contexts.

In general, there is a tendency to play down the importance of practical gender change for women, even though such change has the potential to provide women with the time, space and resources they need to transform their awareness and to work towards strategic change.

3.5 What about men?

The concepts of practical needs, strategic interests and changes have been used to analyse gender roles, relationships and institutional structures from the point of view of women. What is important from women's point of view is that women are subordinate to men in gender relations. That they face systemic forms of discrimination, embedded in social structures and codified in law. And that women activists demand strategic changes which will support their ability to organise themselves and to direct the course of their own empowerment.

Men's needs have been thought of as being in contradiction to women's interests. For example, (some) men want to hold on to the power and privileges that accrue from their domination of women. They therefore resist the goals of gender equality and women's empowerment, often even denying that gender inequality exists. Because of current interest in men's roles and masculinities however, men's needs, interests and desirable changes are now being examined. Men clearly have practical gender needs – for jobs, roads, fertiliser and so on. The current challenge is to think of strategic changes for men in a positive way, so as to support progress towards gender equality.

Redefining male roles could be, in and of itself, strategic or transformative. For example, if boys are socialised to take on domestic and household responsibilities, there could be more political pressure to understand these non-waged tasks as "work." Giving value to work at home, previously only accorded to work for monetary gain, could be a transformative change for men, particularly in the global context

of employment insecurity. Thinking about men's roles and masculinities in relation to gender equality is however still new and not yet well developed.

4.0 How to Use the Concepts in this Evaluation

- For each development intervention being studied, ask the questions: Does this project, or specific activity, reinforce the prevailing gender roles and relations? Or does it challenge, even in a small way, gender inequalities? Does it facilitate, even in a small way, the improvement in women's position and their ability to pursue their own empowerment? Was the intervention limited to a small group of women to improve their lives, or were women and men assisted to identify and address root causes of inequality?
- Did the intervention include an analysis of practical and strategic needs, interests and changes, and of the connections between practical needs and strategic interests?
- Are there links and synergies, or potential or overt conflicts, between the overall goal of poverty reduction in Swedish development cooperation and initiatives to address women's practical needs and strategic interests?
- Do the various stakeholders (embassy personnel, national machinery and women's activists, representatives from government and civil society, project implementors and primary stakeholders) use this framework? How? Do they find the concepts useful?
- In identifying both women's and men's inter-related practical needs and strategic interests, were the advantages and obstacles for men, as well as for women, included? If not, can we point out key issues on male roles and masculinities?
- Analyse Sida's country strategy and issues raised in policy dialogue with respect to practical and strategic gender changes and their inter-connections.
- Assess the practical and strategic gender changes promoted in the country programme and in specific interventions against *Sida's Action Programme* on the one hand, and against the country's commitments with respect to CEDAW and the Beijing Platform for Action on the other hand.
- Are there indicators for measuring strategic changes with regard to the promotion of gender equality. In this connection, it will be necessary to look at the intention and the tangible reality of implementation of the interventions *per se*, including the relationship to practical changes. Equally, however, it will be necessary to search for all intangible expressions of strategic changes: in laws and regulations, in engendered statistics, in media coverage of important gender-related debates, in trends over time such as women's/men's representation in political fora, and so on.

Annex 7

Draft Prompt Sheets

Annex 7.1

Draft Prompt Sheet, No. 1, Democratic Governance and Gender Equality

Democratic Governance and Gender Equality

Goal of Good governance:

- a more efficient, accountable, transparent, and responsive system of public service

Achievement of the goal requires:

- political, legal and regulatory environment that enables/facilitates democratic processes (transparency, accountability, participatory to ensure efficiency)
- strengthens the institutions of civil society to create better balance in the power of the state and build accountability, transparency and responsiveness
- inclusion and representation from all parts of society

Interventions might include:

- 1) Administration of justice / judicial reform
- 2) Democratic / political processes
- 3) Institutional strengthening to promote good governance

1) Administration of justice / judicial reform

Distinctions have to be made between administration of the system (access to judicial procedures, policing, guidance on judgements etc.) and content (structure of legislation itself, what issues are included, which excluded).

Access to judicial procedures:

Do women have equal access to legal advice? Are there sanctions against women consulting with male legal professionals – are female lawyers available? Do women have access to legal aid funding without signatures from male family members? Are cases of particular concern to women covered under legal aid provisions (e.g. domestic violence or sexual harassment cases)? Are applications to take out cases complex and time consuming such that women with domestic duties are discouraged from taking out cases?

Policing:

Are police officers trained to understand particular barriers women face in seeking protection and recourse under the law? Are there female police officers available to be present during interview, sentencing or confinement of women? Does the organizational culture of the police force devalue women's concerns and perpetuate a "macho" image, stereotyping male and female behaviours?

Guidance for Judiciary:

Do advocates and judges understand potential for bias against women in existing laws and how interpretations and sentencing are carried out? Has specific training for the judiciary been considered as an integral part of gender-aware judicial reform? What is the proportion of female lawyers at the Bar and active in supporting gender equality concerns in the administration of justice? How many male lawyers and judges are vocal in support of gender equality and promotion of women?

Structure of legislation:

Are law reforms taking into account lessons learned from consultations with women and women's advocates, e.g. concerning interplay of criminal and civil recourse against domestic violence or sexual harassment? rape shield laws which protect women when providing evidence in rape trials?

Priorities for law reform:

Have the priority concerns of women as well as men been taken into account when establishing priorities – e.g. women's concerns might lie around family and social welfare, protection against domestic violence, which may be given less prominence than those laws of concern to (rich) men?

Role of civil society in this process of reform:

Ensuring all voices are heard, is value given to concerns of women as well as men? Are human rights institutions monitoring administration of justice and considering gender equality issues – e.g. which concerns are being monitored, is impact of specific legislation on women taken into account as well as impacts on men?

2) Democratic / political processes

Working with elected officials:

At all levels, elected officials represent the voices of their constituents and are responsible to reflect back decisions taken which have the potential to affect the allocation of resources at the community level and within the household.

Are special steps taken to ensure women's voices are heard? – e.g. meetings held at convenient times, holding meetings close to where women live and work rather than expecting them to travel to offices?

Are priority concerns to women valued more highly than previously – issues such as family welfare, domestic violence – these are concerns shared by the whole community but generally ascribed to women (men are perpetrators of most domestic violence against women and children)?

Are male campaign workers, political staff and elected officials aware of biases against women in political systems and policy/program development mechanisms?

Are responses to requests for information, changes to policies or programs etc. relayed back to women community members as well as men?

Electoral Support:

Number of women parliamentarians: Women and men may have equal rights to vote and stand for electoral office, but in almost every country in the world there are fewer women among elected representatives. What is the proportion of women elected representatives? What steps are being taken by political parties and other civil society organizations to encourage women to run for elected office?

Are women elected officials provided training in for example: leadership, management and responsive planning skills to assist in adjusting to the political culture of elected office?

Issues covered in campaigns: Issues traditionally associated with women (family welfare, domestic violence etc.) have low priority and visibility in election campaigns, discouraging political platforms to adopt these issues and candidates from raising these issues. Are advocacy organizations promoting gender equality or women's concerns targeting men as well as women candidates? Are media developing adequate coverage of election issues of concern for women (background information provided by NGOs, staff provided adequate time to cover these issues, etc.)?

Women running for political office: Are constraints women face to run for office being addressed e.g.: lack of coordinated support from political parties to increase the proportion of women; parliamentary structures and norms which make it difficult for women to reconcile schedules etc. with family and parental responsibilities; lack of leadership-oriented training and education for women; lack of explicit support from media for female candidates.

Exercising the right to vote: Voter registration and education may not identify women as a target group facing specific constraints in exercising their rights, e.g. distance to polling stations, forms requiring high levels of literacy; education countering social norms which limit women's right to vote independently.

Monitoring of elections: Election monitoring must identify types of discrimination and risks women face in exercising their rights to vote; e.g. privacy to ensure right to vote independently from their male family members.²²

Media Development:

Content of media messages is often blind to the priority concerns of women, e.g. media messages may devalue women's concerns and favour male driven stereotypes. To what extent are issues of concern to women covered in media? How are these "stories" developed – are women's organizations consulted, do media seek women's perspective on issues on a regular basis?

How are women portrayed in the media? Are women featured who hold leadership roles and take decisions in the public sphere? Are women usually represented as mothers or carrying out domestic tasks or are their roles in generating income for the family also represented? Are women role models sought from all spheres to encourage women to seek non-traditional careers or contributions to community life?

Proportion of women journalists: How many women journalists are included in training courses? What steps are taken to encourage the participation of more women and to provide support once they return to their workplace? Are these women given assignments associated with female stereotypes, e.g. beauty pages, home economics, child care – or are women also given opportunities to develop skills in reporting economic or political issues?

Gender-based stereotyping: Is the issue of gender-based stereotyping and its role in re-enforcing violations of women's rights incorporated in the content of the workshop/training? Are advertisements and other commercial spaces used to counter positive role models in the content of the media e.g. commercials which feature women as sex objects or in limited roles as housewives run between segments of a soap opera trying to raise awareness of alternative roles for women? Are men and their reactions to shifting gender relations given a voice in the media? Is the division between male and female roles simply reinforced by separation of issues along gender lines?

²² This material is drawn from "Sida Equality Prompt Sheet #11" (1998) prepared by J. Schalkwyk and B. Woroniuk

3) Institutional strengthening to promote good governance

Efforts within government organizations can be divided into two categories, the institution's capacity to analyse and act upon women's specific needs and interests (practical and strategic) through mainstreaming a gender perspective into activities it undertakes (policy development, analysis, monitoring etc.) and the services it provides.

Is gender analysis used as a tool to integrate gender equality concerns into the work of the government organization? Is the gender analysis carried out in a participatory manner giving adequate voice to women's concerns as well as those of men? Is there a policy in place that requires the application of a gender analysis to work within the institution?

Do the findings of gender analyses inform the decisions made concerning the organization's priorities and the development and assessment of policies and programming? Do briefings to senior management and elected officials give options or alternative actions informed by the gender analysis and capable of promoting gender equality?

Are regular consultations with civil society and the community incorporating those organizations and individuals promoting gender equality concerns?

Are there efforts taken to build capacities within the organization to carry out gender analysis?

Are impacts of policies and programming on communities analyzed according to gender-based differences i.e. sex-disaggregated data collected, qualitative changes in gender relations tracked?

Are lessons learned from these gender-based differences in impacts of policies or programming and taken into account as new policies and programs are developed?

Representation of women throughout the institution – Employment equity is important to ensure that benefits of employment within the government extend equitably to women as well as men. Although men can be strong supporters of gender equality concerns, women tend to be more supportive, especially at decision-making levels.

Have employment equity policies been developed within the organization?

Are there specific barriers that prevent women from taking up careers or in advancing through the system, e.g. age limits for professional development opportunities which discriminate against women who often take leave of absence to be with children?

Is there visible support from senior management to encourage the hiring and nurturing of female staff, e.g. mentoring programs from senior staff to support new female employees, visible support for combating sexual harassment in the work place?

Are women able to take up professional development opportunities?

Are biases against their participation understood and addressed e.g. support for child care if travel is required away from home?

Are women offered the same career opportunities following training as male colleagues?

Annex 7.2

Draft Prompt Sheet, No. 2, Urban Development and Gender Equality

Why are gender equality goals relevant to urban development?

- Population movement to urban centres escalated in the South in the 1980–90s, providing a new context in which to reproduce unequal gender relations.
- At the same time, the experience of urban life opened new alternatives and challenges for women, towards greater equality or towards continuing unequal gender relations.
- The vast majority of urban residents, disproportionately women and children, live in conditions of poverty.
- Men's experience of poverty in urban conditions may be linked to challenges to male roles, especially as income earners.
- Urban development provides opportunities to support processes of women's empowerment and to reduce gender inequalities.

Urban development is multi-faceted and complex

It includes, *inter alia*, the following:

- land for houses, home-based economic activities, trading and small enterprises
- New housing projects, up-grading of existing housing stock and slum improvement
- infrastructure such as roads, housing, energy, water supply and waste disposal systems, transport, communication and community facilities – schools, clinics, shops, parks
- services such as water, sanitation, education, health, child care and security
- possibilities for securing livelihoods, employment and incomes
- policy development and legislation such as decentralisation to local authorities, urban planning regulations, user-fees for services and land tenure laws
- institutions such as local authorities, civic groups and informal groups such as revolving credit groups
- power relations, i.e. women's and men's representation and participation in making decisions about the urban environment

Gender analysis in urban development

- All aspects of urban development require detailed gender analysis of women's and men's roles, responsibilities and constraints in access to and control of urban services and resources. Many aspects are technical, and identification of "people's" needs should take into account differences between women's and men's roles and unequal gender relationships. For example:
- Urban planning is typically thought of as a technical field that will ultimately benefit all residents, and women's needs and interests are assumed to be known or are taken for granted.

- Ability to secure sustainable livelihoods in a poor urban environment is influenced by age, gender and other variables. For example, young men may work independently as street hawkers whereas young women may sell products produced by their mothers or may be required to substitute for working mothers by assuming household and child care responsibilities.
- Women and men may express different and conflicting needs with respect to priorities in developing urban infrastructure. For example, men may prioritise roads and women improved local health care facilities.
- New policies, such as imposition of standardised user-fees for water and other services, should be grounded in analysis of affordability of the service by the poor and of division of household financial responsibility – who pays for what?
- Improvement of such urban infrastructure as transport facilities should investigate differences in women's, men's and children's choice of means of transport, use and destination.
- Decisions about improvements in waste disposal should take account of division of responsibility in households for waste management and differences in willingness or ability to pay.
- Investment in improved energy services, shortages of energy and cost-recovery schemes have different implications for women and men because of differences in their domestic responsibilities.

Thus, in assessing an urban development intervention in a particular sector, one must ask whether a gender analysis was made, what was its extent and quality and to what degree implementation was based on gender analysis.

Participation in and decision-making about urban development

In assessing urban development interventions, the levels of participation by women and men in designing and implementing the intervention and their respective involvement in decision making processes and bodies give rise to key questions:

Are women and men consulted about a proposed intervention and how? separately? together? at a convenient (for each) time and place?

Is the consultation primarily to pass information from the top to the “people,” or are women's and men's views listened to and incorporated in the intervention design? Do they participate in implementation? in monitoring and evaluation?

Are local women's civic groups (clubs, church groups, micro-finance organisations, shelters) facilitated to participate equally with those dominated by men (Chambers of Commerce)?

Are national machineries, gender experts and local women activists consulted?

Is participation linked to women's and men's uncompensated provision of labour (e.g. serving as water point care-takers) and what is the effect on their work loads and responsibilities, as for child care?

Do women and men participate through compensated labour-intensive construction and maintenance (roads, street cleaning, tree planting and care) and again, what is the effect on their other responsibilities?

Are women represented in urban community forums? in elected town councils? in municipal, public offices?

To what degree are women able to influence decision making? Are the decisions taken by women and men politicians and senior public officials informed by gender equality considerations?

Supporting gender equality in specific urban development processes and sectors

Because urban development includes many different sectors, relevant questions to support changes in the direction of gender equality are given for selected sectors only.

Urban planning and urban environment

Have women's and men's needs and interests been taken into account in priority setting in urban planning? e.g. in the design and location of urban infrastructure facilities?

Do women's and men's needs and interests differ, and how are differences reflected in decisions and planning for infrastructure development?

For example, have gender differences impacted on decisions about uses of public space – sports fields, community centres, creches, etc.? in prioritising transport vs sanitation? and so on.

Is planning for major infrastructure investment based on:

- knowledge of who in the household is responsible for the use and allocation of resources (e.g. water) and the management of services (e.g. waste disposal)?
- information on who in the household pays, or is prepared to pay, for improved resources and services?
- whether new forms of service delivery (e.g. privatisation of water and sanitation) are affordable by poor households and which alternatives meet women's/men's needs and their willingness or ability to pay?
- concern for women's security and their vulnerability to gender violence?

Livelihoods, job creation and employment

Is planning for job creation based on data about how urban women and men in different age groups and economic strata secure their livelihoods?

Are informal sector trading, street vending, home-based enterprises, small commercial shops and workshops included in planning and in specific job creation initiatives?

Is planning of housing linked to information about how and where women and men secure their livelihoods and designed to facilitate ease of access?

Are skills development programmes (skills training centres and courses) based on stereotyped assumptions about types of work which women and men (can? should?) do?

Are women supported to enter non-traditional fields of work? Are changes in gender roles taken account of and initiatives to enlist men to support broadened opportunities for women undertaken?

In urban infrastructure projects using labour-intensive construction methods, are barriers to women's employment identified and addressed? Are their other responsibilities, outside the work place, taken account of – in shift assignments, location of work, provision of child care facilities, etc.?

Land and housing

Does legislation on personal status allow women to own real property? Even if legislation guarantees equal rights, are women able to enforce their rights?

Does the design of a cadastral information system, to register owners of property and to facilitate issuance of title deeds, make provision for women as property owners in their own right? for joint ownership by women and men?

Are land allocation authorities knowledgeable about women's rights and supportive of their claims to property ownership? Do they make assumptions that men are automatically household heads?

Is the system for issuing title deeds decentralised, non-bureaucratic and responsive to women's need for convenience and effective use of their limited time?

Are women and men equally able to afford the costs of land surveying and fee payment? to access credit for land development?

Is design of new housing or upgrading of existing housing influenced by differences in the way that women and men perceive and use their homes and surroundings?

For example, are housing design and plot size responsive to women's responsibilities for child care and household work? their home-based economic and income earning activities? family members' urban gardening activities?

Are there housing programmes that support women, e.g. female household heads, and young men householders to self-build? Do these include credit packages designed to address constraints and support potentials of the poor? that take account of women's (lesser degree of) literacy and numeracy? their lack of collateral? cultural and/or legal restrictions on their ability to take loans in their own right? their inexperience with finance institutions?

Transforming gender inequalities in urban environments

Basic questions in relating gender equality goals, especially transformative processes, to urban development include:

Whether programmatic interventions facilitate some degree of questioning or challenging of gender inequalities in the urban environment.

Whether addressing a practical need (e.g. for child care facilities) in a particular way (e.g. creches at men's working places) will open space to begin to negotiate unequal gender relations at household and other levels.

Whether urban interventions are limited to improving the lives of a limited number of women (micro-credit schemes) or whether they facilitate women and men to identify root causes of inequality (women's lack of basic rights to property ownership or inability to enforce their rights) and to promote change (joint tenure).

Whether men's strategic interests, as for gainful employment, are recognised and supported.

Annex 7.3

Draft Prompt Sheet, No. 3, Education and Gender Equality

Why is gender equality relevant to education?

- Education is a basic human right and also critical to the ability to exercise that right, clearly applicable to both women and men.
- Girls' education is positively correlated with improved productivity and poverty reduction and better health for themselves and their families.
- The quality of education, through teacher training, teaching practice and curriculum content have a direct bearing on progress towards the goal of gender equality.
- The educational sector has the potential to transmit gender equality as a fundamental social value and to promote partnership between men and women at all levels of society.
- Schools can contribute to socialising boys in non-stereotypic male roles and to supporting gender-sensitive masculine identities.

In which education sub-sectors?

Despite international commitments relating to equal access to and progression through the educational system, gender disparities still persist. The quality of education provided does not yet significantly contribute to progress towards gender equality. Access and quality are relevant in all education sub-sectors:

- Primary and basic education; education for all
- Secondary and tertiary education
- Vocational training
- Non-formal and life-long education

Progress towards gender equality requires both access to and quality of education

Access and enrolment reflect differences in numbers of girls and boys who gain entry to and progress through the educational system.

Quality reflects the attitudes towards girls, women and gender equality, reinforcing or challenging gender-based discrimination in education.

Access to and progression through the educational system

Gender-based differences are influenced by many factors, including:

- The financial burden of school costs
- Opportunity costs to parents and guardians which schoolgirls would otherwise contribute to the family
- Perceived benefits of educating boys rather than girls
- Cultural norms and religious values
- Safety of girls travelling to and at school

- Quality of education such as class size and resource availability, and a girl friendly school environment

Access must be combined with quality

The quality of education is influenced by teacher training, teaching practice and curriculum content. Important issues include:

- Structure of courses available to girls and boys
- Teachers' and counsellors' perceptions of the abilities and available career paths of girls and boys
- Gender-stereotyped images in textbooks and other education materials
- Gender-based differences in the structure and conditions of employment of women and men in the education sector
- Availability of information in the curriculum on violence against women, reproductive and sexual health and legal literacy

Strategies to promote gender equality in education

The overall strategy is mainstreaming, to integrate gender equality in all policies and programmes. Mainstreaming can also include targeted initiatives to improve girls' and women's access to the educational system and the quality of education they receive.

Mainstreaming

Mainstreaming of gender equality in education development cooperation interventions includes the following activities, among others:

- Inclusion of specific equality issues in policy dialogue
- Gender analysis of specific issues in the educational sector and sub-sectors
- Analysis of gender issues in educational sector employment and working conditions
- Inclusion of clear gender equality objectives, targets and indicators in programme design
- Strategies to remedy obstacles to gender equality in programme implementation
- Sex-disaggregated data to monitor changes in access to and quality of education
- Evaluation of the impact of interventions on unequal gender relations

Targeted initiatives directed at girls and women

Targeted initiatives may be included in development cooperation programmes. These are intended to counter the effects of gender-based discrimination affecting girls' and women's access to educational opportunities and the quality of education and training provided to them. Examples include:

- Scholarships, flexible school schedules and other incentives to reduce opportunity costs of schooling girls
- Girl-friendly school environments, such as culturally appropriate facilities and female guidance counsellors and women in school leadership positions

- Advocacy and social mobilisation campaigns on girls' education, rooted in the local context, with local participation
- Functional literacy programmes to reduce illiteracy among women
- Monetary and other incentives to increase women's enrolment in science subjects
- Flexible life-long learning opportunities for women, including child care facilities

Education and women's empowerment

Targeted initiatives may or may not contribute to creating conditions to enable girls and women to become more self-reliant and to have greater control over decision-making in their homes, schools and communities. For example:

- A scholarship programme to increase girls' enrolment may not, by itself, enlarge the range of career choices open to them; whereas
- a community-based advocacy and social mobilisation campaign may create conditions for women's increased role in local decision making.

Education and strategic gender interests

Both gender equality and empowerment goals are advanced when educational programmes support women's strategic gender interests. Examples include:

- Gender-sensitive policies and legislation
- Improved sex-disaggregated data and data on impact on unequal gender relations
- Revised curriculum materials and improved teaching practices that support appreciation of girls' and women's worth and rights
- Access to training in careers providing greater economic independence
- Opportunities for more participation in and control over decisions, for example about girls' schooling

Education, male roles and masculinities

Development cooperation interventions in the education sector provide a good opportunity to include boys and men in working towards gender equality. Examples are:

- Challenges to the socially constructed definitions of masculinity and femininity through stereotypes by promoting gender-sensitive curriculum materials and introduction of new and alternative definitions of male and female roles and identities through out the curricula.
- Support to expanding male roles in the school environment, such as nutrition and child care/rearing classes for boys, required participation in school hygiene activities. Sexual education classes in Human Biology should particularly include male responsibility in family planning and protection against sexually transmissible diseases.
- Rejection of notions/activities related to violence, dominance and exclusion in the socialisation of boys. Curriculum units on such topics as gender-based violence and its relation to unequal gender relations and human rights.
- Support partnership oriented male-female activities.

Annex 7.4

Draft Prompt Sheet, No.4, Health Systems/Sector Equality between men and women

What are the issues of gender and equality in health care?

Because women are visible in the health system, both as employees and as clients, and because mother and child health is a major priority in health care, there is a widespread misperception that gender is automatically integrated. Women have significant and specific health needs in relation to the reproductive cycle. These should of course be addressed. However, from a gender equality perspective, the challenge of the health sector is to address men, as fathers and sexual partners; to promote men's responsibility for child care, sexual practices and fertility regulation; and at the same time, to promote women's autonomy and men's respect for women's integrity.

Gender issues in health sector policy and management

Priority of resource allocation – Is there adequate distribution between prevention, primary health care and hospital services?

Are the major health problems of the population being addressed?

Financing of health care – When users' fees and payment for medicine are part of financing, has the potential impact on access to services by girls and women been considered?

Does the financing mechanism include exemption for fees for certain social groups or certain categories of services (such as basic health care related to childbearing, contraception and STD)?

Health planners and decision-makers at national and district level – Do staff education and training include components on gender issues in health status, health services, management and evaluation?

Do decision-makers have capacity to incorporate a gender perspective in policy and planning?

Do programmes include measures for equal representation of men and women at policy, planning and management levels? among doctors and nurses?

Health information systems – Is data collection on health/illness and use of health services disaggregated by sex at all levels? both for adults and children?

Are personnel trained in the interpretation and use of sex disaggregated data for policy, planning and management purposes?

Health, gender and legal aspects – Is the use of contraceptive legal?

How common is abortion (legal or non-legal)?

Which groups are primarily concerned?

What are the effects on women's health (the share of induced abortion as a cause of infertility and maternal mortality)?

Gender and the role of local communities –

When health strategies rely on community mobilisation, to what extent do they rely on women's unpaid labour/voluntary work?

Does the strategy see volunteers as service deliverers, or does it involve men and women in decision-making?

Are the health volunteers trained in gender issues?

How are men involved and addressed at community level?

Gender and fertility control –

1) Knowledge and attitudes:

Are there sex-based differences in knowledge and attitudes regarding reproductive cycle and function of men and women?

And regarding responsibility for decisions on when to have sex and when to have children?

How do religious attitudes influence fertility control?

2) Sexual education and information:

Are there information programs on family planning?

How are men and women targeted?

What is the role of the local health system?

How does it address young single people and adults in couples who have children?

3) Men as a special target group:

How can messages to young and adult men promote responsible sexual behaviour and more equitable gender relations in sexual practices?

Does sexual education try to unlink masculinity from the number of sexual partners?

Does it encourage men to take responsibility for every child they father?

4) Use and access to contraceptives: How widespread is the use of different contraceptives in the country? Are both male and female users aware of the pros and cons of each method?

How do young people and adults, men and women access contraceptives? Is cost a limiting factor?

Do women require the permission of men to obtain contraceptives?

Annex 8

Annex 8.1 – Possible Study Objects: Nicaragua Country Strategy

In the case of the Country Strategy for Nicaragua, the evaluation team may wish to focus primarily on the evolution from a specific CS for Nicaragua to participation in a regional strategy. Has this transition made it more or less difficult to address gender equality goals? A secondary focus will be the decentralization process (the Embassy in Nicaragua is one of the first decentralized Sida programmes) and how it has influenced the pursuit of gender goals in the strategy.

The Sida country and regional strategies in Nicaragua also provide an opportunity to see whether the over-arching priority of addressing poverty has presented a practical challenge to addressing gender equality. The key question will be whether these two Sida priorities were seen as complementary or contradictory in the development of the strategies and the interventions.

The key evaluation questions useful to focus the review of the Nicaragua Country Strategy include:

What was the extent and quality of the review of the gender equality situation in Nicaragua preceding the last country strategy and how did that review influence the content of the strategy? How was data on gender equality gathered and analyzed in support of the recent regional strategy process and was Nicaragua adequately covered in that process?

Did the processes to produce the 1997 country strategy and the regional strategy for Central America reach explicit conclusions about how best to achieve gender equality goals? Did they influence the choice of interventions? Did they influence the gender equality content of the interventions? How?

As the 1997 country strategy was monitored and evaluated were lessons learned relating to gender equality? Did those lessons lead to a change of strategic approach such as re-emphasis or de-emphasis of mainstreaming?

As Sida operations in Nicaragua have been decentralized, how has the need for expertise in gender equality programming and gender analysis been met? Have gender specialist and focal point persons in the Embassy and their national colleagues (including consultants) been able to provide the necessary support to interventions as they incorporate gender equality goals as outlined in the strategy?

What key national level activities not formally included in specific interventions have taken place (including advocacy, research, workshops, campaigns etc.) in support of Sida's gender equality goals?

Study Objects: Nicaragua – PRODEL

Key Evaluation Issues/Questions	Specific questions for the intervention	Geographic or institutional concentration of evaluation	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Gender Equality Goals reflected in intervention design	Gender analysis in design of four components? Housing component addresses barriers to women ownership? Credit component deals with equal access of men and women to credit? Is equal participation of men and women in institutional support activities designed in?	Five municipalities in north Swedish Embassy INIFOM (Managua) INATEC (Managua and communities) Perhaps concentrate on Estelí, Ocotal, Somoto so as to cover large city and smaller town.	Municipal Administrators INIFOM Project Unit Sida external advisor Sida Managua staff INATEC staff Women and men project participants/ beneficiaries Women's NGOs Key informant interviews	at Sida, INIFOM, INATEC, and Municipalities Review of design documents available at Swedish embassy Workshop with women and men project participants.
Participation	Do men and women participate as separate identified group in infrastructure micro-planning model? And as recognized separate stakeholders in planning and management of housing and credit component? Men and women's participation in institutional support component?	INIFOM Managua and in communities INATEC Managua and in communities PRODEL Managua and communities Community operations (Estelí, Ocotal, Somoto)	Municipal Administrators INIFOM Project Unit Sida external advisor Sida Managua staff INATEC staff Women and men project participants/beneficiaries Women's NGOs	Key informant interviews at Sida, INIFOM, INATEC, Women's NGOs and Municipalities Review of design documents available at Swedish embassy Workshop with women and men project participants
Effect of intervention on gender equality.	Does information exist on gender differences in infrastructure priorities? Infrastructure investments respond to both men and women's needs? Equal access for men and women to credit? Equal control? Effects of credit component on productive/reproductive roles of men and women?	INIFOM Managua Community project operations	Municipal Administrators INIFOM Project Unit Sida external advisor Sida Managua staff INATEC staff Women and men project participants/beneficiaries Women's NGOs	Profile of gender disaggregated data beneficiaries, size of loans, amount allocated by gender etc. for the urban housing and micro-credit components Workshops with women and men community members. Key informant interviews INIFOM and Sida
Practical gender needs/strategic gender interests	Improved living conditions for male and female headed households? Improving women's efficiency and productivity within traditional gender roles versus changing roles? Effect on equality of decision making within families?	Mainly at Community Level	PRODEL field staff Sida external advisor Women and men project participants and beneficiaries Local women's NGOs at community level Other agencies providing credit	Workshops with women and men community members participating in each component. Key informant interviews INIFOM and Sida.
Male roles and masculinities	Any challenges to traditional male roles? Any observable changes in male roles, especially within households?	INIFOM Managua Community level	INIFOM Project Unit Women and men project participants and beneficiaries	Key informant interviews with INIFOM. Workshops with women and men participants/beneficiaries.

Study Objects: Nicaragua – Atlantic Coast

Key Evaluation Issues/Questions	Specific questions for the intervention	Geographic or institutional concentration of evaluation	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Gender Equality Goals reflected in intervention design	Documents reviewed do not indicate a gender strategy for the program, was a gender approach or strategy developed? Did the implementation of gender sensitive actions in 2000, us a participatory approach? How did they incorporate a multi-ethnic/ multi-cultural perspective? Are institutional arrangements and physical infrastructures facilitate women's access? Have gender issues been integrated into program operations and working instruments? Do the regional, municipal and communal authorities accept/ endorse gender equality goals? Do political parties and units?	Program Coordination main office in Managua Program Branches in RAAN and RAAS Swedish Embassy Women NGOs/ women political groups Regional, municipal and communal authorities in RAAN and RAAS	Program officers main office and branch offices Sida staff Leaders of women's NGOs and political groups Regional, municipal and communal authorities staff and senior staff.	Key informant interviews: Program Coordination officers (in main office and branch offices) Sida staff Regional, municipal and communal authorities staff/senior staff Informal group discussions: Leaders of women's NGOs and political groups
Participation	Women as key stakeholders at: General level, in the process of autonomy eg within political parties/units Regional and municipal authority level Coordination of program level?	Political Parties /Units and Unions Regional and municipal authorities Program coordination Swedish Embassy	Party leaders Union leaders And as above	Key informant interviews: Sida staff Program Coordination officers Party leaders Leaders of women NGOs and political groups Union leaders Focus group discussions: Regional, municipal and communal authorities staff
Effect of the intervention on gender equality	Effects and impacts on regional and municipal policies, as a result of women's participation at regional, municipal and communal level? Effects/impacts on party policies as a result of representation of women in political parties. (although dropped from 30%to 15%)? Types and extent of linkages to women's political groups, NGOs and other international donor organisation?	Women NGOs and political groups International Donor Organisations (DANIDA, BID...) Regional, Municipal (UTE units) and Communal authorities Political parties Swedish Embassy	Leader of women NGOs and political groups Female and male counsellors International Donors Regional, municipal and communal authorities staff and senior staff Sida staff	Donors coordinators Key informant interviews Regional municipal and communal authorities senior staff Donor co-ordinators Leader of women NGOs and political groups Female and male counsellors Sida staff Focus group discussions: Regional, municipal and communal authorities staff

Practical gender needs/strategic gender interests	Participation of women at program, municipal and regional level? At Regional and Municipal level: Integration of gender policies? Effects of redistribution of human resources? At Regional level: Promotion of women's interests within Legal reforms of Autonomy Law 28 and Communal property Law? Any development of strategy on Art.23, S14(6)? Promotion of women's initiatives in socio-economic development? At Municipal level: Effects/impacts of participation of women in INDEL community projects on decision-making processes?	Program offices in RAAN and RAAS Regional, Municipal and communal authorities Women's NGOs and political groups Swedish Embassy	As above (except donors)	Key informants interviews: Regional, municipal and communal authorities senior staff Donor co-ordinators Leader of women's NGOs and political groups Female and male counsellors Sida staff Focus group discussions: Regional, municipal and communal authorities staff
Male roles and masculinities	Challenges to male predominance as administrators, counsellors, mayors and members of political parties? Perceived or apprehended challenges in improved defence of women's interests and statuses within institutional and legal reforms? Pro-feminists male group interests influence at institutional and policy level?	As above (except women's NGOs) and pro-feminist male organisations.	Leaders of pro-feminists male organisations Regional, municipal and communal authorities senior staff Sida staff	Key informants interviews: Regional, municipal and communal authorities senior staff Sida staff Focus group discussion Leaders of pro-feminist male organisations

Study Objects: Nicaragua; Support to the National Police Academy

Key Evaluation Issues/Questions	Specific questions for the intervention	Geographic or institutional concentration of evaluation	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Gender Equality Goals reflected in intervention design	Gender analysis used in design? Logistics (buildings) and infrastructure suit women trainees? Efforts to encourage women trainees? Curriculum changes re family law and violence? Training includes segment on women's legal rights? Links to women's rights organizations? National Police authorities accept/endorse gender equality goals?	National Police Academy in Managua National Police Headquarters Swedish Embassy Managua National Women's rights organizations Managua Several police precincts in and around Managua	Sida staff in Managua Inter-American Institute of Human Rights (IAIHR) National Police Academy administrators and trainers. Male and female police academy trainees and graduates. Leadership of national women's rights organizations working on women and the law and relations with security forces.	Key informant interviews with: Sida staff, academy administrators, IAIHR staff, National Police; NGO staff. Informal group sessions with female and male (separate) police academy trainees and with women clients of women's rights and protection organizations.
Participation	Women as key stakeholders in: - infrastructure design - curriculum development - instruction - management?	National Police Academy National Police HQ Swedish Embassy Police precincts IAIHR	Sida staff IAIHR NPA managers and trainers NPA trainees and graduates (women and men)	Key informant interviews Focus group with academy trainees

Effect of intervention on gender equality.	Women trainees benefited from training? Changed police practices in relation to crimes against women? Types and extent of linkages to women's interest organizations especially shelters and legal aid groups?	IAIHR NPA National Police HQ Swedish Embassy Managua Precincts	Women and men trainees and graduates Senior officers of the National Police NPA managers and trainers Leaders of women's rights organizations	Key informant interviews with senior police officers, NPA managers and trainers, leaders of women's rights organizations. Focus group with academy trainees.
Practical gender needs/strategic gender interests	Participation in training by women? Graduates better equipped to uphold women's legal rights? More effective handling of family violence, rape and other crimes against women?	As above plus women's rights organizations HQ in Managua	Women and men trainees and graduates NPA managers and trainers Leaders of women's rights organizations.	Key informant interviews Focus group with academy trainees
Male roles and masculinities	Challenges to male pre-dominance as instructors, trainees, officers? Perceived challenge of improved effectiveness in investigating, prosecuting crimes against women?	As above plus any Managua based men's organizations active in combating family violence.	National Police officers NPA staff Trainees and graduates Women's/men's organization leadership	Key informant interviews.

Study Objects: Nicaragua: PROSILAIS

Key Evaluation Issues/Questions	Specific questions for the intervention	Geographic or institutional concentration of evaluation	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Gender Equality Goals reflected in intervention design	Extent gender analysis featured in project design? How health needs of women (and men) were incorporated into design of SILAIS health service package, especially sexual and reproductive health and rights? How needs of women (and men) health sector workers were incorporated into the design?	Project works at three levels: Managua (MINSA, OPS, UNICEF), at departmental level where SILAIS have HQ, and in municipios. Choice to be based on overlap with PRODEL, possible focus on Esteli and locality.	Sida staff with project experience MINSA staff involved in PROSILAIS OPS advisors to PROSILAIS UNICEF advisors to PROSILAIS SILAIS managers at departmental SILAIS offices Municipal officials with links to SILAIS at departmental and municipal level.	Key informant interviews in Managua with selected staff of Sida, MINSA, OPS, and UNICEF Workshops and focus groups with SILAIS managers and staff at departmental SILAIS offices.
Participation	What has been the nature of participation by health workers and health volunteers in planning at the SILAIS level? How have women (and men) been able to participate in decisions on service content and delivery? Have women had access to the participation process as an identified key stakeholder group? SILAIS impact on health provider/patient relationship?	To be addressed at all three levels (Managua, departmental SILAIS headquarters and municipalities but with special emphasis on SILAIS offices and outreach activities at the municipal level.	As above plus: - Paid and volunteer health workers; - Women accessing Health services through the SILAIS (including single women, single women heads of households and married women - Men accessing Health services through SILAIS	As above, plus: - observation of health services deliver activities at municipal levels - focus groups with women and men local health service providers both paid and volunteer and - focus groups with women and men community members accessing SILAIS health services

Effect of intervention on gender equality.	Effect/Impact of SILAIS on quality of service and access to service for women and men? Effect/Impact on women and men re. Responsibility for family health?	All three levels but with special emphasis on Departmental SILAIS offices and municipalities	- women and men paid and volunteer health workers - women and men accessing SILAIS health services at municipal level	Focus groups with women and men local health service providers both paid and volunteer and Focus groups with women and men community members accessing SILAIS health services
Practical gender needs/strategic gender interests	Has SILAIS system provided better access to services representing practical health needs for women? Have SILAIS addressed empowerment of women in health, especially in reproductive health?	As above	- women and men paid and volunteer health workers - women and men accessing SILAIS health services at municipal level	Focus groups with women and men local health service providers both paid and volunteer and Focus groups with women and men community members accessing SILAIS health services
Male roles and masculinities	Extent SILAIS promote male participation and responsibility for health issues among men (and women)	As above but primarily at Departmental and Community Level	Women and men accessing SILAIS health services; Paid and volunteer health workers.	- focus groups with women and men community members accessing health services

Annex 8.2

Possible Study Objects – South African Country Strategy

- 1 The South African team, Evaluation of Sida's Support to Development Cooperation for the Promotion of Gender Equality, proposes the following key evaluation questions in reviewing the South African Country Strategy (Jan. 1999 – Dec. 2003).
- 2 What role was played by responding to Sida's Action Programme for promoting equality between women and men in partner countries (April 1997), in particular the mandate to focus on the structural and systemic causes of gender inequality?
 - a) What roles were played by the following, in establishing a knowledge base on priority gender equality issues in the national, provincial and local contexts?
 - b) The Country Gender Profile – South Africa (1998)
- 3 National priorities reflecting commitments to the Beijing Platform for Action and obligations with respect to the Convention on the Elimination of All Forms of Discrimination against Women
- 4 Which stakeholders participated in the dialogue about the direction of the Country Strategy and its gender content?
- 5 In what specific ways did the Socio-Cultural Adviser contribute to addressing gender equality goals and promoting a mainstreaming strategy?
- 6 How did the information generated about gender inequalities inform decisions about the direction of development cooperation and support for specific interventions?
- 7 What role was played by the Ministry of Foreign Affairs in the Country Strategy process?
- 8 Was there an attempt to look at the synergies between gender equality goals and the overall poverty reduction goal?
- 9 Has there been need to review the Country Strategy to respond to national debates and/or discussions about gender equality issues?
- 10 How does the Embassy integrate an equality perspective into support of the Country Strategy processes and in individual interventions at the present time? How are lessons learned about the effects of interventions on the lives of women and men, and on unequal gender relations, fed back into the country programme?

What important national, provincial and/or local level debates, initiatives and activities have taken place, outside the Country Frame but in support of Sida's and South Africa's gender equality goals?

These questions will be addressed through review of documents made available to the South African team by Sida/Stockholm and collection of additional documents from the Embassy in Pretoria. The team will also collect data by interviewing Sida staff in Stockholm, both those currently responsible for South African programmes and those who had such responsibilities in the past. On arrival in South Africa, the team will collect information from Sida staff at the Embassy in order to better understand the processes and choices made in the current Country Strategy and experiences in supporting gender equality goals over time.

Study Objects: South Africa – Comprehensive Urban Plan (CUP), Kimberley

Key Evaluation Issues/Questions	Specific questions	Geographical institutional concentration	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Gender equality goals reflected in intervention design	Extent of gender analysis in design? Based on base-line studies? Needs & interests of women & men addressed in all planning & technical topics? Why? Why not? Perceived obstacles?	Project limited to Kimberley municipality & to the City Council and wards where the evaluation will concentrate	Mayor, KCC technical staff, Embassy staff	Document review Structured interviews
Meaning & use of key concepts: gender perspective, gender equity/equality, needs & interests, and mainstreaming	How do KCC/ward stake-holders understand concepts? Do they use them? How? Use of a local gender network, KCC Gender Task Team (GTT), &/or local gender experts? Degree of acceptance of GE goals? If imposed, perceived as coming from where? Factors influencing why gender included in some CUP topics, not others?	As above, focusing on the KCC and ward structure & including the KCC GTT, local gender experts, and relevant local firms & professionals (planners, construction, architects, etc.)	KCC councillors & technical staff who worked with CUP process GTT & local gender activists &/or network Local planning and other professionals	Workshop with KCC councillors & technical staff; Focus groups at wards; with GTT + local gender activists or network, & with local professionals
Participation: Public Participation Process (PPP)	Meaning/level of participation? Was the PPP gender-sensitive? In design? In implementation? Who participated in information workshops? How mobilised? How feed-back used? Civic organisations as partners? How? Gender content of information & discussion? Reactions/effects?	Focus on KCC staff (who worked with PPP) and especially on ward & local community leaders and local civic organisations	Mayor, KCC staff involved in PPP Ward and local community leaders Civic organisations that were consulted or participated Hifab PPP consultants	Review PPP docs. Structured key informant interviews Focus group w/ organisers of ward consultation Phone interviews with Hifab PPP consultants
Effects of intervention on gender equality	Is a gender perspective being included in implementation of CUP recommendations? Which ones? Why? How? With attention to gender differences in needs & interests? Is relevant gender information available?	Focus at KCC & wards with respect to specific urban dev't activities (housing, roads, environment, etc.) Hull St. & Roodepan Flats	KCC technical depts implementing urban development activities, Hull St. & Roodepan Flats community leaders & residents	Structured interviews; observe a Community Development Forum; focus grps. w/ women & men residents of the 2 housing areas
Male roles & masculinities	Perception by male technical staff of their roles as men/professionals? Challenges w/ respect to CUP equity goals? Observable changes?	KCC & wards	Male technical & professional officers; male ward officials	2 focus group discussions, combined w/ concept work, as above
Support of GE goals through linkages between Sida-funded interventions in Kimberley	Formal/informal relation of CUP, TPL & LGDSP Gender Task Team? How? On what issues? Role of Embassy? Was Gender Task Team proactive re CUP/TPL? Did latter officials seek gender advice? Effects/results of interaction?	KCC (Task Team, Engineering Dept) & Dept. of Housing & Local Government	Embassy staff CUP technical staff LGDSP GPC coordinator Kimberley Gender Task Team	Structured interviews; Raise topic with the Kimberley GTT (under LGDSP grid)

Study Objects: Local Government Development Support Programme (LGDSP), Northern Cape Province, South Africa
Overall Programme + Provincial Gender, Poverty Alleviation & Children's Issues (GPC) Task Team

Key Evaluation Issues/Questions	Specific questions	Geographic or institutional concentration of evaluation	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Gender equality goal reflected in intervention design	Gender analysis used as basis for design? Usefulness of data base & research? Did support of Embassy SD Advisor make a difference? Consultation with OSW & relevant civil soc. organisations? GPC Action Plan developed in cooperation with other stakeholders?	Swedish Embassy, Pretoria Dept. of H&LG, Kimberley Provincial level institutions & NGOs	Sida – Stockholm & Embassy Sr. management, advisers & Programme management in Dept.; Steering Committee members; provincial OSW & NGOs	Key informant interviews, including w/ Sida staff involved in programme at the time
Relation of gender equality and poverty goals	What does an “integrated approach” mean in practice? Relative weighting of gender vs poverty? Inclusion of gender issues in PRA? (How) is gender main-streamed in poverty alleviation initiatives? Understanding of concepts?	Dept'l & project management; GPC Task Team; Poverty Alleviation, Job Creation & 1-Stop Service Centre Task Team in 1 municipality	Members of the 2 Task Teams; municipal councillors & implementing staff;	Focus group discussions w/ 2 Task Teams and w/ councillors & staff in 1 municipality;
Participation	Participation of women/men users in design & implementation of municipal services? at what level?	Municipalities w/ Poverty Alleviation, Job Creation & 1-Stop Service Centre & w/ Water & Sanitation (1 from each)	users of 1-Stop Centre & job beneficiaries; users of water & sanitation services	CAST tool w/ separate groups of women & men beneficiaries
Effects of intervention on gender equality	What specific effects in Dept. H&LG? results of dept'l gender strategy? of dept'l Gender & Equity Committee? How are concepts understood & used by Task Teams & their constituencies? Level of GE m/s in Task Team Action Programmes? degree to which implemented? lost opportunities? Utilisation of skills from gender training & workshops? Availability of sex-disaggregated data in municipalities? Assessment of GE needs in communities? Affirmative action in municipal HRD policies? Development of municipal equality policies?	Kimberley: Dept. H&LG; GPC Task Team Municipalities: other LGDSP Task Teams, (Poverty; Water & Sanitation; Integrated Development Planning & Land Development Objectives – 1 town each)	Sr. management in Dept. H&LG; GPC Task Team Provincial Statistics SA staff Municipalities: Task Teams, councillors & staff in 3 selected towns Women/men users of municipal service in 3 selected towns	Examine gender audit data base in Dept. H&LG and training material for gender mainstreaming; Key informant interviews Focus group discussions w/ municipal Task Teams CAST tool w/ separate groups of women & men beneficiaries, as above
Practical gender needs/strategic gender interests	In municipalities (w/ Task Teams) has women's representation in decision making increased? Meaningful participation? Changed the nature of gender relations?	Municipalities – Kimberley, and 3 others, as above	Women & men councillors & staff in 3 towns; women/men users of municipal services	Include in focus groups and in CAST tool exercise, as above
Male roles and masculinities	Men's understanding & acceptance of GE goals & concepts? Challenges to &/or conflicts with own roles?	Kimberley: Dept. H&LG Municipalities: 3	Dept. male staff; Male task team members, municipal councillors & staff	Men only focus groups

2) Gender Task Team, Kimberley Municipality

Key Evaluation Issues/Questions	Specific questions	Geographic or institutional concentration of evaluation	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Effects of intervention on gender equality	Why Council accepted to host Task Team? Effects of Standing Committee on Gender? Effects of training & seminars? Changes in gender relations of councillors & staff?	Kimberley Municipality	City Council & management leadership; Task team members; councillors & staff	Standing Committee on Gender minutes; round table w/ task team; small focus groups, councillors & staff, women & men, separately
Practical gender needs/strategic gender interests	Effects on representation & participation of women councillors & staff in decision making bodies? On council wards? And on women & men in their constituencies? Results of gender budgeting? Experiences with sexual harassment?	Kimberley Municipality and selected wards	City Council committee members and officials; ward gender desks and ward leadership; community members from selected wards	Screen Gender budget documents Individual interviews with women councillors, (municipal & ward) , and staff; & w/ ward gender desks
Linkage to other interventions	Relationship to gender equality issues and actions in Comprehensive Urban Plan (CUP)	Kimberley Municipality and CUP management	Gender task team; CUP management	Key informant interviews
Male roles and masculinities	Views of male councillors & staff? Their understanding of goals & concepts? Effects on relationships with female colleagues? Effects of event(s) directed at men?	Kimberley Municipality, selected wards and Community Development Forums	Male staff; male municipal & ward councillors and CDF leaders	Focus groups combining men from KCC, ward and CDF levels

Abbreviations:

GE gender equality
H&LG Housing and Local Government
m/s mainstreaming
OSW Office on the Status of Women
SD Social Development Advisor
w/ with

Study Objects: South Africa – Trees, Paving and Lighting Project (TPL), Kimberley

Key Evaluation Issues/Questions	Specific questions	Geographic or institutional concentration of evaluation	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Gender equality goal reflected in intervention design	Extent gender featured in design? Gender analysis carried out? used? How were trainees selected? Composition of labour groups? Women/men to do same work? Attention to accommodating women's needs & responsibilities? Efforts made to encourage women? CBOs supporting their participation? Relationship – race, ethnicity, gender? Gender a factor in selecting sub-contractors? Did Community Dev't Forums endorse GE goals?	KCC – Engineer's Dept. Neighbourhoods of project focus – Galeshewe & other neighbourhoods w/ TPLs	Sida & Embassy staff KCC – Chief Engineer & colleagues TPL Steering Committee CDF leadership in project areas Women/men task mgrs. & workers on all 4 TPL components	Doc. Review – Final Report, etc. Key informant interviews w/ Sida, Embassy, KCC officers, Trees for Africa, CDF leadership, task mgrs. & sub-contractors Informal group discussions w/ women & men workers separately
Participation	Were women identified as/ participate as key stakeholders? How? Women & men involved in problem & priority definition? separately/ together? differences in priorities? how were decisions taken? Levels of women/men's part. in implementation of project works (workers), problem solving, management & decision making? Mechanisms to support women's participation?	Galeshewe & other neighbourhoods	Steering Committee CDF leadership Women & men workers, task team managers and community leaders	Interview City Engineer; Women & men on Steering Committee & Task mgrs. to be interviewed separately Include in discussion grps. w/ women/men workers, as above (identify any differences between neighbourhoods)
Effects of intervention on gender equality	Changes in women's security in public areas? in their access to meeting points? Did women's status in their neighbourhoods change? Sustainability of women's incomes & employment? Changes in KCC's gender sensitivity in service provision? Did men support changes in women's access & part.?	Galeshewe & other neighbourhoods	Women members of work groups & task teams Women residents Men members of work groups, task teams & residents	2 focus groups w/ women (workers, residents) using CAST tool; 1 combined group of men – CAST comparison of 3 sets of responses
Practical gender needs/strategic gender interests	Did women benefit from training? from employment? from participation in decision making & management? Do they see improvements in their neighbourhoods? Changed roles in women's households? in communities? Was women's empowerment addressed?	Galeshewe & other neighbourhoods	Women members of work groups & task teams Women residents	To be combined w/ 2 focus groups w/ women, as above

Male roles and masculinities	Perceived challenges to men in working w/ women as fellow workers? under female task team mgrs? as colleagues in management & decision making? Observable changes in men's identities as construction workers? Observable changes in their household roles resulting from women's employment?	Galdshewe & other neighbourhoods	Men members of work groups, task teams & residents	To be combined w/ 1 focus group w/ men, as above
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Study Objects: South Africa – Statistics South Africa (Stats SA) – Cooperation in the Field of Statistics between the Republic of South Africa and the Government of Sweden

Key Evaluation Issues/Questions	Specific questions	Geographic or institutional concentration of evaluation	Key Informants, focus group participants, etc.	Data Collection and analysis methods
Gender equality goals reflected in intervention design	Origin/source/dynamics of initiative to mainstream GE & "make women visible" in Stats SA as an institution and in design of its products? Support for this from national gender experts? from the Embassy? from Statistics Sweden? Main obstacles to plans to mainstream a GE perspective? how addressed? any missed opportunities? Gender perspective included in user-producer initiatives? in establishment & strengthening of provincial offices? in training (STAC – Statistics in Action courses)? Implications of reduced Sida support to gender statistics in phase 2?	Statistics South Africa, Pretoria	Sida/Stockholm & Embassy staff, former socio-cultural adviser Stats SA top management, provincial liaison officer, training staff, Chief Directorate of Research and Development, Gender Unit Gender experts – Statistics Sweden & national	Structured key informant interviews, focusing on plans to achieve GE mainstreaming goals and strategies to accomplish these goals
Effects of intervention on gender equality	Results of findings of the Gender Review (Gender Audit) of Stats SA? how used? Engendering of main surveys – how far has planned process gone? successes? obstacles? plans to address identified problems? Results of time-use (household work) survey and integration into National Accounts? Gender sensitivity & relevance of user-producer initiatives? Are user needs for gender statistics known? how identified? how responded to? implications of user-pays policy? Gender responsiveness of provincial Stats SA office? Gender content, focus, depth & quality of provincial household surveys? Demand for gender stats by provincial govt. & civil society users? in which areas? response to demand? Incorporation of gender variables in survey design & analysis in STAC courses?	Statistics South Africa, Pretoria Provincial Stats SA office, Kimberley, Northern Cape Province	Gender Unit, Stats SA & relevant Directorates (Household Surveys; Economic Statistics & Surveys; National & Government Accounts, & Human Resources) Provincial StatsSA staff in Kimberley Users of statistics in Northern Cape provincial education, health, welfare & housing government offices, media representatives, researchers, NGOs, civil society and women's organisations	Key informant interviews at Statistics SA SWOT exercise and round table discussion with Gender Unit & key national gender experts Mini-workshop with provincial Stats SA staff and key users of statistics from government, NGOs & civil society, researchers & media Focus group with Stats SA staff who participated in STAC courses

Practical gender needs/strategic gender interests	Degree to which "Women & Men in SA" booklet has made women visible? within Stats SA? to users? Degree to which statistics portray 'quality of life' by gender & race? Degree to which other Stats SA publications meet needs and demand for gender statistics by users?	As above	As above	To be included in interviews, SWOT exercise (national level), and mini-workshop and focus group (provincial-level)
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Annex 9

Gender Related Development Indicators

Table 1. Gender Related Development Index

Human Development Index (HDI) Rank out of 174 countries	Country	Gender Related Development (GDI) Index Rank out of 174 countries 1998	Life expectancy at birth (years) 1998		Literacy % 15 years old and above 1998		Combined Primary, Secondary and Tertiary gross enrolment ratio % 1997		GDP per Capita (PPP US \$) 1998	
			F	M	F	M	F	M	F	M
103 (MHD)	South Africa	85	56.2	50.3	83.9	85.4	94	93	5,205	11,886
116 (MDH)	Nicaragua	97	70.9	66.1	69.3	66.3	65	61	1,256	3,039
146 (LDH)	Bangladesh	121	58.7	58.6	28.6	51.1	30	40	744	1,949
High Human Development (HHD)			81.0	74.6	98.4	98.7	93	90	16,987	31,100
Medium Human Development (MDH)			72.2	65.8	85.0	90.4	72	73	3,948	8,580
Low Human Development (LHD)			64.7	62.2	59.6	78.1	50	60	1,549	2,587

Source: Human Development Report, UNDP 2000

Table 2: Indicators on HIV/AIDS maternity care and maternal mortality

Country	People infected with HIV/AIDS end of 1997		% pregnant women receiving prenatal care 1996	% deliveries attended by skilled attendants 1996	Maternal mortality ratio per 100,000 live births 1980/1998
	Number in 1000	% women adults			
South Africa	2900	50	89	82	-
Nicaragua	4	24	71	61	150
Bangladesh	21	15	23	14	440

Table 3: Women in public life

Countries	% Parliamentary seats in Single or Lower Chambers occupied by Women			% Women in Decision-making positions in Government			
				Ministerial Level		Sub Ministerial Level	
	1987	1995	1999	1994	1998	1994	1998
South Africa	2	25	30	6	-	2	-
Nicaragua	15	16	10	10	5	8	13
Bangladesh	9	11	9	8	5	2	0

Source: The World's Women 2000 – Trends and Statistics 2000 – UNIFEM

Annex 10

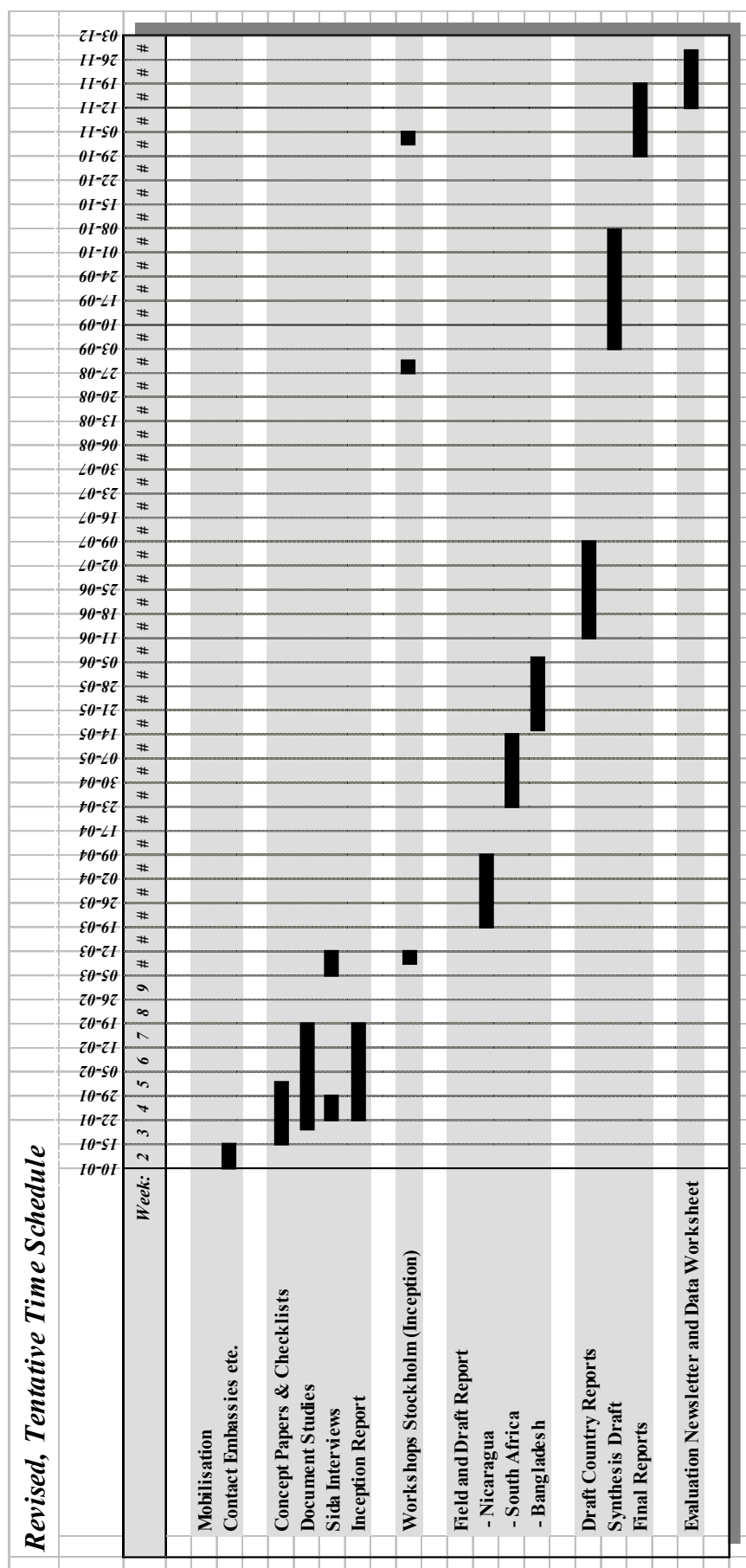
People Met

People Met in Stockholm 30–31 January, 2001

Ann-Marie Fallenius	Head of UTV
Eva Lövgren	UTV
True Schedvin	UTV
Katja Jassey	Division of Policy and Socio-economic Analysis
Mats Svensson	Asia Department
Gerd Johnsson-Latham	Deputy Director, Ministry for Foreign Affairs
Lotta Sylwander	Urban Development Division, Department for Infrastructure and Economic Co-operation
Birgitta Sevefjord	Former Gender Equality Advisor in Sida
Helena Thorfinn	Division for Policy and Socio-economic Analysis
Martin Ejerfeldt	Health Division, Department for Democracy and Social Development
Kenth Wickmann	Education Division, Department for Democracy and Social Development
Åsa Westermarck	Department for Latin America
Eva Nauckhoff	EU-desk
Per Froberg	Department for Latin America

Annex 11

Time Schedule



Annex 12

Maps





Annex 13

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