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Gender Equality in Swedish Development Cooperation

Final Report

Sida

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Foreword

The Secretariat for Evaluation carried out the Evaluation of Support to Gender Equality, in collaboration with the Team for Gender Equality.

The ambition of the evaluation goes beyond assessing the process of mainstreaming gender into Sida's work and includes an investigation of development outcomes. When gender is successfully mainstreamed, what are the results in terms of gender equality for girls and boys, men and women living in poverty? The evaluation contributes to our understanding of conditions necessary both for effective gender mainstreaming and gender equality outcomes.

This is not the first time that Sida evaluates its work on gender mainstreaming. It is hence interesting to view the findings of this evaluation in light of previous assessments, in particular the Sida Evaluation Report 02/01 Mainstreaming Gender Equality and the Sida Study in Evaluation 2007:05 Mainstreaming at Sida: A Synthesis Report.

The evaluation points to the importance of creating incentives for gender mainstreaming, both internally at Sida and externally among programme partners. Like in previous evaluations, it is concluded that Sida has been good at encouraging the integration of gender in the planning of programmes. Gender analyses are frequently carried out in programme assessments and several examples of external expertise (e.g. national NGOs and UN partners) contributing to the integration of gender in programme design were found. But, once again reiterating the findings from previous evaluations, it is pointed out that Sida has not managed to create the same incentives later on in the programme cycle. Gender is particularly absent in programme monitoring and evaluation. This shortcoming has important implications. Firstly, it conceals gender equality outcomes actually achieved (made evident by specific gender evaluations such as this one), which risks to further undermine motivations to work with gender mainstreaming. Secondly, the lack of results information hampers necessary learning within Sida and among its partners on how to support gender equality more effectively.

The evaluation reinforces previous conclusions that mainstreaming as a method may lead to unclear roles and responsibilities (not

least in Sida country teams) which in turn may account for the short-comings discussed above. Sida needs to consider further why the mainstreaming approach appears to create such varying incentives at different stages of the programme cycle.

Finally, to mention one of several gender equality outcomes found, the report stresses the substantial achievements with regard to women's economic empowerment (economic diversification, access to community development funds, equal land titling implemented and legally enforced etc.) made through the integrated approach of the Sida Amhara Rural Development Programme (SARDP). The integrated approach of the SARPD has included a successful combination of targeting and integration of gender, as well as a large involvement of local government gender agencies in programme design and decisions-making. This integrated approach with large partner ownership is also found to achieve more sustainable gender outcomes than programmes with less diversified approaches.

Joakim Molander
Director of the Secretariat for Evaluation

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Girls in preparatory school dormitory, Amhara

Abbreviations and Acronyms

AAA	Accra Agenda for Action
CIDA	Canadian International Development Agency
CSO	Civil Society Organisation
DAG	Development Assistance Group (Ethiopia)
DCI	Development Cooperation Ireland
DFID	Department for International Development, UK
EU	European Union
FGM	Female genital mutilation
GBV	Gender-based violence
GGP	Gender and Governance Programme (Kenya)
GoK	Government of Kenya
HH	Household
HRBA	Human Rights Based Approach
HTP	Harmful Traditional Practices
ILO	International Labour Organization
MANIAC	Mainstreaming in Action
MoWA	Ministry of Women's Affairs (Ethiopia)
NALEP	National Agriculture, Livestock and Extension Programme
NAM	New Aid Modalities
NEWA	Network of Ethiopian Women's Associations
NGO	Non-Governmental Organization
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PD	Paris Declaration on aid effectiveness
PIM	Project Implementation Manual (PSNP, Ethiopia)
PRSP	Poverty Reduction Strategy Paper
PSNP	Productive Safety Net Programme (Ethiopia)
RAPP	Rich And Poor Project (Kenya)
SADEV	Swedish Agency for Development Evaluation
SARDP	Sida – Amhara Rural Development Programme (Ethiopia)
SCR	UN Security Council Resolution
SDL	Sexual Division of Labour

SID	Society for International Development
TOT	Training of Trainers
USAID	US Agency for International Development
VAW	Violence Against Women
WAB	Women's Affairs Bureau (Ethiopia)
WAO	Women's Affairs Office (Ethiopia)
WB	World Bank
WFP	World Food Programme

Executive Summary

INTRODUCTION

The evaluation of Support to Gender Equality in Swedish Development Cooperation was designed to assess progress in the implementation of Sida's support to gender equality, and to provide input to Sida for its recommendations to the Swedish government's Gender Equality Policy. The evaluation takes into account previous evaluations, mainly, *Mainstreaming Gender Equality at Sida* (2002) and *Mainstreaming at Sida: A Synthesis Report* (2007).

The evaluation was conducted in three phases between July and December of 2009:

Phase 1: Conceptual framework and case country surveys;
Phase 2: Review of institutional issues;
Phase 3: Country case studies in Kenya and Ethiopia and preparation of the report

An Interim Report was prepared for an internal Sida seminar at the end of each phase. The reports for phases 1, 2, and 3, as well as surveys of the gender approaches in the Kenyan and Ethiopian country programmes, are all available separately.

The evaluation was planned to be iterative and was meant to facilitate internal learning processes. The seminars served as points of discussion and reflection between the evaluation team and members of the Gender Unit, the Evaluation Secretariat, and other Sida stakeholders. The original methodology was subject to discussion and modification, depending on the findings and discussions at the end of each phase.

The evaluation was carried out by a four person team, including local consultants in Ethiopia and Kenya. Data was gathered through an extensive documentation review, telephone and face-to-face interviews with key Sida personnel, an internet survey of gender sub-network members, and through in-depth field work in two countries which included interviews, site visits and focus group meetings.

Instead of attempting to carry out an overall evaluation of all gender interventions in the two countries, two best practices were selected in each country for a more in-depth assessment. The projects

selected in Ethiopia were: the Sida-Amhara Rural Development Programme (Mainstreaming, Targeting) and the Productive Safety Net Programme (Mainstreaming, Dialogue); and in Kenya, they were: the Nyanza Road Project (Mainstreaming) and the Rich and Poor Project (Dialogue).

EVALUATION FINDINGS

The gender policy is effective and is reflected in country programmes, although not necessarily in *all* projects/programmes. Gender analysis is generally carried out at the national level and tends to inform planning and implementation to some extent, but has less influence on programme choices. Country programmes include an appropriate mix of gender approaches, including dialogue, targeting and integrating gender, and sometimes combining strategies in a single programme.

In the absence of country-level gender strategies and indicators, it is difficult to assess the overall results in gender especially in relation to Sweden's four priorities for gender equality. There is also no framework by which individual projects can assess progress towards these objectives, share lessons learned, or identify synergies among projects.

In general, gender objectives and indicators are weak or non-existent, and are consequently rarely monitored or reported on. As a result, many of the good gender results encountered were at an anecdotal level and were invisibilised. Therefore, there was neither feedback into institutional learning nor was there any use made of them to demonstrate the impact of gender equality on development results.

The evaluation found that integrated projects (e.g. Sida-Amhara Rural Development Programme) provide the best opportunities to address complex gender issues through varied, carefully targeted interventions as well as general mainstreaming. This also illustrates the interrelationship between Sweden's priorities; for example, economic empowerment was furthered by a range of activities – equal share in land titles, measures to reduce women's domestic workloads, access to credit, training and education, and training to change the behaviour of men and boys. By contrast, Productive Safety Net Programme (PSNP) and the Nyanza road project had a much less sustainable impact – and some possible negative effects – by addressing only women's income and access to employment, which in and of

themselves, do little to alter power relations in the HouseHold (HH) or the community.

Sida's Ethiopian and Kenyan country programmes are in alignment with government programmes, although the conditions are not considered appropriate for budget support funding. However, Sida is committed to promoting gender equality through sector support, regional government support, and participation in donor basket funds. Within the donor group, Sida works with like-minded donors to ensure a higher priority for gender. However, it is hampered in this work due to the lack of: full-time, high level gender specialists; specialized training in dialogue skills and strategies; including a lack of flexible budgets to support evidence-based research to support gender advocacy.

KEY LESSONS LEARNED

- Gender equality is about power relations; it requires political leadership and programming that addresses women's strategic interests, as well as their practical needs. Many projects still focus on the latter and tend to have a more limited impact.
- Implementing gender policies requires resources and most importantly, dedicated personnel and funds for research and programme development. Sida has no full-time gender staff in the countries visited; all staff are expected to address it in their programmes; and few have the time or advanced expertise to do so. Sida does not have the resources or gender expertise needed to identify strategic opportunities, to lead the process of developing a country programme gender strategy, and to play a major role in advocacy and dialogue.
- New Aid Modalities require new kinds of training and skills in strategies and tactics for dialogue and advocacy within the donor groups and with governments. National ownership is important for sustainable implementation of equality strategies, but gender is often of low priority. National ownership requires and is enriched by a significant participation from a strong NGO sector, and particularly women's organisations.
- Gender mainstreaming in programmes tends to be much stronger at the front end, i.e. analysis, training, use of local expertise, etc, but much weaker in the area of monitoring, evaluation and feedback systems. In particular, there were no indicators that would measure changes in gender relations, such as the Sexual

Division of Labour (SDL) or the reduction of Gender-Based Violence (GBV). As a result, there is no systematic monitoring and reporting on what works or how extensively.

- Addressing women's workloads is a critical factor in empowerment, whether through labour saving technologies or redistribution of the SDL which would also be more strategic. Women will take on new challenges in productive or community roles that improve their lives, even if it is in addition to already excessive reproductive workloads. An over-extended workload is not sustainable in the long run.

- Gender equality strategies that involve changing the attitudes and behaviour of men and boys are more likely to be successful, sustainable, and to reduce or avoid possible harmful backlash to women's empowerment.

- It is important to take into account the following: inter-generational issues, changing attitudes/behaviours of the next generation, breaking sex role stereotypes and ensuring girls as well as boys go to school and that women's increased workloads do not result in girls leaving school to fill the work gap.

RECOMMENDATIONS

Sida country programmes should have a full-time gender specialist who is responsible for: helping to guide the team in developing, implementing and monitoring a gender strategy; supporting mainstreaming by Sida staff in their programmes; and for being the principle resource in dialogue strategies on gender.

Sida country programmes should develop a clear gender strategy, with expected outcome results and indicators that cross programmes, and are reflected in individual programmes. Issues for dialogue should be included, along with an overall strategy for carrying out this dialogue. The gender framework should be designed to: 1) encourage synergies among programmes, and 2) provide monitoring mechanisms for improved monitoring of positive and negative gender outcomes and learning.

The country gender strategy should be built around Sweden's four gender priorities. National level analysis should be used to determine the most relevant indicators, establishing a shared results framework. Each project or programme can assess how its actions can directly or indirectly contribute to achieving a set of national level goals. The national framework would provide a set of common indicators

by which to measure progress at both the project/programme and country levels.

Sida should invest more resources in learning-oriented monitoring and feedback systems for gender. Specifically, Sida needs to develop indicators for monitoring women's empowerment, and changing power relations between women and men. Such indicators need to be outcome oriented, reflecting changes in structures, attitudes and behaviours that affect socially constructed gender relations, and not just process- or inputs-oriented. This system should address and monitor the gender equality results (positive, negative) in all projects according to a common framework. This will also help to provide a framework for future gender monitoring.

Given its growing importance, *Sida should invest human and financial resources in New Aid Modalities (NAM), both institutionally and at a country level,* when assessing opportunities, developing and monitoring gender dialogue, and mainstreaming strategies in collaboration with like-minded donors.

Sida should more consistently and systematically address men in its gender strategy. While this is incorporated into policy, in practice, gender tends to mean women. The incorporation of men would serve to 1) promote support for, and reduce potential backlash of, women's increased equality, 2) identify and, if applicable, address men's gender disadvantages.

A Sida organisational learning strategy for gender equality should be developed. It should take into account different kinds of system-wide, subsystem and individual learning so as to address learning for policy, collective learning with implementing partners, a wider societal learning where Sida operates, and individual/experiential learning within Sida to continuously capture tacit knowledge. The recently established learning networks could play a leading role in such a strategy, but will be linked to explicit gender approaches and management processes, and be measured against defined learning objectives.

1 Introduction

1.1 BACKGROUND

The Swedish International Development cooperation Agency's current Policy for Promoting Gender Equality in Development Cooperation was adopted in October 2005 and is valid until October 2010. It was preceded by the Action Program for Promoting Gender Equality (1997) which instituted a Gender in Development approach adopted by the Swedish Parliament in 1996. Mainstreaming gender equality has since been considered essential in all parts of Swedish development cooperation.

Mainstreaming has been unevenly applied and with mixed success. Evaluations undertaken of Sida's efforts over the past decade identified shortcomings in organisational processes rather than in the policies themselves. Sida is not alone in this. A number of countries that have undertaken gender mainstreaming evaluations (inter alia, DFID, Irish Aid, CIDA, Danida) have arrived at similar conclusions. Many take note of an additional complication (or opportunity) provided by the new aid modalities, which change the way development cooperation is developed, implemented and monitored.

Two major evaluations, the Mainstreaming Gender Equality (2002) and the Synthesis report, Mainstreaming at Sida (2007), form the starting point for this evaluation. The evaluation was carried out between July and December of 2009 by a four person team, including two local consultants in Kenya and in Ethiopia respectively, and was directed jointly by the Gender Unit and the Evaluation Secretariat of Sida. It has been an iterative process, with feedback and adjustments made based on interim reports and seminars at the end of each phase.

1.2 PURPOSE OF THE EVALUATION

The purpose of this evaluation is to provide an assessment of the progress towards implementing gender equality since the last evaluation was undertaken (2002), and to identify elements that have contributed to achieving the goals outlined. Findings of this evaluation will provide input into the process of gender policy recommendations to the Swedish government. The overall emphasis was on answering what works and why, and elaborating lessons learned from these experiences.

1.3 EVALUATION CRITERIA AND KEY QUESTIONS

The Terms of Reference (Annex II) define three evaluation criteria and the key evaluation questions (just below). The evaluation criteria are as follows:

Relevance of the different interventions and their achieved results in relation to Sida policies and, to some extent, the thematic priorities in the Budget Bill of 2007.

Effectiveness 1) of the implementation of Sida's gender policies in steering the process of support to gender equality, and 2) the effectiveness of Sida's support in the two partner countries in terms of gender mainstreaming and, of gender equality among poor women and men.

Sustainability of achieved results in terms of gender equality between poor women and men in the two partner countries.

Key Evaluation questions
i. Approaches to gender mainstreaming:
A. The quality of *Gender Analysis:* integration into the programming cycle, links to poverty reduction, alignment of strategy to partner country strategies and international conventions on gender, focus on women or gender, inclusion of men, boys and girls.
B. *Dialogue:* extent to which gender equality has been promoted with partner governments, process of negotiations, issues raised in various sectors; process of harmonisation.
C. *Targeting* of specific groups or issues: direct support to targeted issues and groups for gender equality, role of civil society and women's organisations in Sida's programme planning cycle, and experience of these organisations in dialogue on gender equality.

ii. Organisation and resources:
Extent of institutional consensus in Sida on addressing gender equality; ways in which the work has been organized; adequacy and effectiveness of resource allocation in relation to gender goals.

iii. Effectiveness and Wider Development Results:
Intended and unintended outcome results, positive and negative in the two countries; strategic and practical changes that Sida support has contributed to; achievements in relation to four areas focused on in the Budget Bill[1], where gender is addressed or absent in the programmes; main factors in design, implementation and context accounting for achieved goals and results; strategic and practical changes in gender equality that Sida has contributed to (or may have contributed to); adequacy of monitoring, registering and use of results; existence and use of disaggregated statistics, and indicators relating to gender equality.

1.4 STRUCTURE OF THE REPORT

The *evaluation* was structured in several consecutive phases carried out between July and December of 2009. these include: a desk study to identify key issues and concepts and survey studies of the overall gender approach in two case study countries (Phase 1); a survey of gender sub-network members and key informants to test and add to the findings from Phase 1 on institutional issues (Phase 2); and field work in Ethiopia and Kenya to explore best practices in four selected projects (Phase 3). More information on these three phases can be found in the Methodology (Annex I).

The current Synthesis report draws on the previous phases to highlight key findings of Sida's support to gender equality.

Section 2 is a largely descriptive summary of gender policy approaches and includes a brief discussion of the conceptual framework for gender equality and women's empowerment, and a summary of the four case studies addressed in Phase 3.

Section 3 contains the overall findings and evaluative conclusions, separated into four areas:

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1   Women's economic empowerment, women's security including gender-based violence, women's political representation, and women's sexual and reproductive rights.

3.1 *Institutional issues,* which address internal processes for implementing gender equality policies as well as institutional learning from the experiences. It draws largely on the document review (Phase 1) and the institutional study and in-depth interviews with Sida staff and stakeholders carried out in Phase 2, although it also refers to experiences encountered during the field work (Phase 3).

3.2 *The identification and use of the three approaches* to gender mainstreaming: integration, targeting, and dialogue.

3.3 *Dialogue and Aid effectiveness,* reviews the particular challenges of addressing gender equality under the new aid modalities, including Dialogue within the framework, harmonisation, and alignment.

3.4 *Gender equality and wider development results* summarizes the effectiveness and shortcomings of policy implementation in the forward looking perspective of Sweden's four gender priorities. This section draws primarily on field work involving four case studies in Ethiopia and Kenya.

Section 4 extracts and summarizes lessons learned from the previous section. It emphasizes the objective of the evaluation to identify best practices, and is intended to provide points for reflection in other projects and countries not included in the study.

Section 5 presents recommendations to Sida at an institutional level for improving the implementation process of the policy. It was intended that Sida draw up its own recommendations based on evaluation findings, but the evaluation team was also invited to contribute to this process.

2 Evaluated Interventions

2.1 POLICY CONTEXT AND BACKGROUND

According to the Sida definition, working towards gender equality in Sida's work and interventions through mainstreaming can take place by: (i) actively applying and integrating the gender perspective; (ii) targeting specific groups or issues; or (iii) conducting a gender-aware dialogue with partners. The 2005 gender policy prioritizes two main strategic areas for support: (i) *strengthening rights,* and (ii) *power structures and relations.* The 2007 Budget Bill further identified four thematic priorities: (i) the economic empowerment of women; (ii) sexual and reproductive health and rights; (iii) the political participation of women; and (iv) women's security.[2]

The policy also outlines a number of entry points and ways of working to promote gender equality within Sida, putting the overall responsibility for promoting and mainstreaming gender equality firmly with Sida's management. They are: to support their staff with "resources, incentives and competence development in the field of gender equality and gender mainstreaming" and to ensure that it is visible in the annual operational planning with allocated resources. It also states that "Sida is responsible for monitoring and evaluating its own actions" in the field of gender equality, in addition to other levels of monitoring taking place, and in coordination and harmonisation with other donors and national partners. Reference is made to the Gender Equality Manual as a support for implementation, the latest update which appeared in March 2009.[3]

A number of evaluations and studies within Sida and other donor agencies on different aspects of gender mainstreaming in development cooperation since 2000 have been largely critical in relation to "the organisational set-up of donors in mainstreaming, monitoring and collecting results in support of gender equality." It was therefore identified as important to focus, as part of this evaluation covering the policy period since 2005, on best practices in terms of results as well as on lessons and institutional conditions for learning – especial-

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2   Proposition 2007/08:1, Utgiftsområde 7, pp. 53–56.
3   Gender Equality in Practice: A Manual for Sida. March 2009.

ly as many programmes have gone through the whole programming cycle from design to implementation since the gender policy was designed.

The Sida 2002 Gender Mainstreaming Study[4] acknowledged that "because mainstreaming processes are complex and multifaceted {...} most interventions exhibited the presence of only a few mainstreaming elements, and in general showed only embryonic evidence of working with gender mainstreaming processes." However, this was also expected to improve over time as work processes have consolidated and institutional as well as individual learning had increased.

2.2 CONCEPTUAL FRAMEWORK FOR WOMEN'S EMPOWERMENT

Cutting across the four thematic priority areas referred to above is women's empowerment, which is an important component in Sida's policy priorities. It can be seen as a multi-dimensional process, leading to women's improved access to life-changing options. Interventions in one area will often have impact on others.

Empowerment is a process by which those who have been denied power gain power, and in particular, the ability to make strategic life choices. For women, this could be the capacity to choose a marriage partner, a livelihood, or whether or not to have children. There are three interrelated dimensions necessary for this to happen: (i) access to and control of resources; (ii) agency (the ability to use these resources to bring about new opportunities); and (iii) achievements (the attainment of new social outcomes). Empowerment therefore is both a process and a result.[5] Access refers to the choices made available in women's lives; agency refers to an internal capacity to take advantage of the available resources.

Other recent research in relation to gender and HIV/AIDS prevention looks at 'gendered choice-disability' as a means of identifying blind spots in intervention strategies due to gendered factors that limit women and men's choices in relation to a particular risk or behaviour, and that sustain victimhood. Recognizing that complex causalities

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4   Sida Evaluation 02/01: Mikkelsen, B., et al. Mainstreaming Gender Equality: Sida's support for the promotion of gender equality in partner countries, 2002.

5   First introduced: 1999 "Resources, Agency, Achievements: Reflections on the Measurement of Women's Empowerment." Development and Change 30:435–464. Developed in later work, including in **Reversed Realities.**

require complex solutions, it seeks to affect adapted behaviour patterns by moving away from single-track and quick-fix approaches to identifying *the right mix* of interventions.[6] It does, however, require better baseline data and investments in the establishment of feedback loops that record and track behavioural changes over time.

In a Sida policy publication,[7] Naila Kabeer points out the importance of women's economic empowerment for overall development, but notes that market forces alone – which tend to reinforce existing deep seated inequalities – will not necessarily lead to women's empowerment. Women face disadvantages such as overwhelming responsibility for unpaid reproductive work, less access to education and training, inequality under the law in many countries, and other factors that continue to place them at a disadvantage in the labour market. Women may have increased access to land, jobs and credit in ways that are demeaning and exploitative and do nothing to change their subordinate status in the household.[8]

Similarly, women's security may also be an entry point for empowerment and the promotion of gender equality. According to Sida's Peace and Security policy[9] the concept of human security rather than national security has emerged as an important concept linking security with development: "Protection shields people from danger, and empowerment enables them to develop their potential and fully participate in decision making." [10] A study in Ethiopia identified harmful traditional practices (HTPs) and violence against women (VAW) as being among the "main contributing factors that negatively affect the overall development of a nation."[11] Not surprisingly, there is a strong connection between harmful traditional practices (HTPs), such as female genital mutilation (FGM), early marriages (as early as 8–9 yrs) and culturally accepted VAW, and women's disempowerment, lack of self-confidence, low levels of education, lack of decision making in the household, both in sexual matters or in their own fertility. Closely

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6   Andersson N., **Prevention for those who have freedom of choice – or among the choice-disabled: confronting equity in the AIDS epidemic. AIDS Research and Therapy** 2006, 3:23, http://www.aidsrestherapy.com/content/3/1/23.

7   Publication series" Women's Economic Empowerment: Key Issues and Policy Options, Naila Kabeer, May 2009.

8   Ibid, p. 8.

9   Sida, **Promoting Peace and Security through Development Cooperation,** October 2005.

10   Ibid.

11   Amhara WAB and SARDP, "Research on Major Harmful Traditional Practices and Violence Against Women in South Wollo and East Gojjam Zones of Amhara region", p 8.

connected to these issues are women's sexual and reproductive rights, denied by longstanding, oppressive patriarchal practices.

Therefore, in looking at women's empowerment, it is necessary to address a range of project/programme outcomes that *combine to contribute to an increase in women's life choices,* and a greater equality between women and men at all levels including in the household.

In a strategy of targeting groups or issues, Sida can quite clearly address specific gender issues. Mainstreaming however, provides special challenges, such as the nature of the dominant cultural or economic and political structures into which gender is being "mainstreamed."[12] Mainstreaming and dialogue need to go beyond integrating women into the existing agenda and need to shape the development process itself.

2.3 PROJECTS AND PROGRAMMES REVIEWED

In Phase 1, country surveys were carried out in both Kenya and Ethiopia to generally map out the approaches to gender and to see how gender was addressed across the whole programme. One of the purposes was to identify, in discussion with Sida personnel, best practices for further study in Phase 3, which included field work and consultations with implementers, beneficiaries and key informants at a country-level. Within the overall country strategies for gender (See 3.2), it was found that more projects than could be examined in Phase 3 had the potential for being best practices. The four programmes selected met a list of criteria that also included logistical concerns and an overall mix of project types.[13] Two programmes

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12 DAWN, cited in Sida Studies No.3 **Discussing Women's Empowerment: Theory and Practice,** 2004, p.83 (For example women are well integrated into the current economic structures, providing (for free) the next generation of workers, and providing low wage labour when and where necessary).

13 More details on selection criteria can be found in the Phase 1 Country Reports. Other projects considered in Ethiopia included the UNICEF Enhancing Girls Education project, which was principally implemented in a different geographic area, and the Association of Women Entrepreneurs of Amhara (AWEA), the Ethiopian Women Lawyers' Association (EWLA) and Network of Ethiopian Women's Associations (NEWA), all of which were visited but not reviewed in depth. In Kenya NALEP was identified as the programme maybe containing the most best practices. However, this programme was already under review in a separate evaluation. Gender and Governance Programme (GGP) was also identified for more targeted action. Some of these lessons were captured in the Phase 1 reports and/or in the country note.

were selected in each country. Brief descriptions follow directly below, starting with Ethiopia and then Kenya.

(i) Ethiopia
Sida-Amhara Rural Development Programme (SARDP) was selected as a long-standing programme with a wide range of interventions, including gender elements of targeting, mainstreaming and dialogue with (regional) government. The programme is implemented by the regional government of Amhara with technical support from Sida. It operated in all 30 Woredas in two zones (South Wollo and East Gojjam) from a starting point of only 2 in 1997. The population of these 30 Woredas was approximately 4.4 million (at the beginning of Phase 3), but as the project built the capacity of the regional government, it had potential indirect effects on the 18 million people living in Amhara. SARDP was globally one of Sida's largest programmes, receiving approximately 900 million SEK over its twelve years of operation (1997–2008).

SARDP is an integrated rural development programme with four pillars: Agriculture and Natural Resource Management (ANRM); Infrastructure and Social Service Development (ISSD); Economic Diversification (EDC), and; Decentralization. The overall purpose of the programme in Phase 3 was "to contribute to poverty reduction of the Amhara Region by improving the food security conditions of the population in 30 Woredas of East Gojjam and South Wollo." A comprehensive and generally positive evaluation of the whole programme was carried out in 2009.[14]

Model vegetable farmer, with grandchild. Amhara

14 Tengnäs, Bo, Eva Poluha, Sosena Demissie, Yared Fekade Mandefro **Sida-Amhara Rural Development Programme 1997–2008, Evaluation, Sida,** Addis Ababa April 2009.

Productive Safety Net Programme (PSNP) is one part of an overall government food security strategy of the government. It began in 2005 and now provides support in 7 regions of the country to 282 Woredas, and approximately 7,355,000 people. The programme is supported and monitored by a multi-donor group (EU, WB, CIDA, DFID, DCI, USAID, WFP) which Sida joined in 2007. Sida contributes about 5% of the budget.

The objective of the programme is to replace the emergency-oriented support for chronically food insecure households with a more long-term development. The key elements of the programme are wages (or food) for participation in public works projects prioritized by communities, and direct support for chronically insecure households unable to provide labour, and for pregnant and lactating women. There are areas where PSNP overlaps with SARDP, making it possible to explore synergies, as well as to facilitate logistics. In addition, it provides an opportunity to explore donor harmonisation.

(ii) Kenya
Nyanza Roads 2000 Programme covers 11 districts in the Nyanza Province with the aim to improve and maintain a total of some 10,400 km of road over four years, using labour-based approaches that "empower the community" and in particular women and vulnerable groups. After a two-year preparation period, funding started in 2005 and will be phased out in 2011. The project is co-financed with GoK and executed through the Ministry of Transport/Kenya Rural Roads Authority. Besides roads improvement and maintenance there are components covering soil conservation, training and awareness creation, and capacity building.

Representation
through the local
Roads Committee.

Women still carry the heavy loads due to limited means of transport. Some young men have started informal taxi services by motorbike.

The programme design recognizes gender issues related to road use and income generating activities. In line with Government Roads 2000 policy, gender indicators for employment have been established where a minimum of 30% of the unskilled workforce and trained contractors should be women. A socio-economic baseline was carried out, with some sex disaggregated data, but no monitoring has been carried on social benefits and/or gender outcomes of interventions.

Rich and Poor Project (RAPP) was the only identified case with a clear dialogue focus, using planned communications, in the two sample countries for this evaluation. Through a tripartite agreement between the Swedish Embassy, the Government of Kenya (Ministry of Planning and National Development), and the international NGO Society for International Development (SID), the project was initiated in 2004 to facilitate national public debate and discussions on poverty, inequality and growth. In particular, it focused on three inequalities – income inequality, regional inequality and gender inequality – with decision-makers, civil society, donors and the media[15] as primary target groups. The programme had three components: (i) research, (ii) publications and (iii) public advocacy. After some political setbacks, the project led to a National Conference on

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15 Through media, by extension, the public at large – but more specialised audiences were identified as primary targets.

Inequality and Growth in 2007 and some more in-depth readings on cultural and historical aspects of inequality, including gender inequality.

Under this project, the widely quoted SID publication *'Pulling Apart: Facts and figures on inequalities in Kenya'* was published in 2005, with one chapter dedicated to existing gender inequality data (using national sources). Facts around gender and inequality were also systematically raised in newspaper opinion editorials (op-eds) by the Swedish Ambassador. Moreover, efforts were made to mainstream the inequality concept into Sida's other sector programmes during the project period 2004–07.

3 Findings and Evaluative Conclusions

3.1 INSTITUTIONAL ASPECTS OF IMPLEMENTING THE GENDER POLICY

This section seeks to answer the second cluster of evaluation questions in the TORs related to conditions for mainstreaming at Sida, namely:
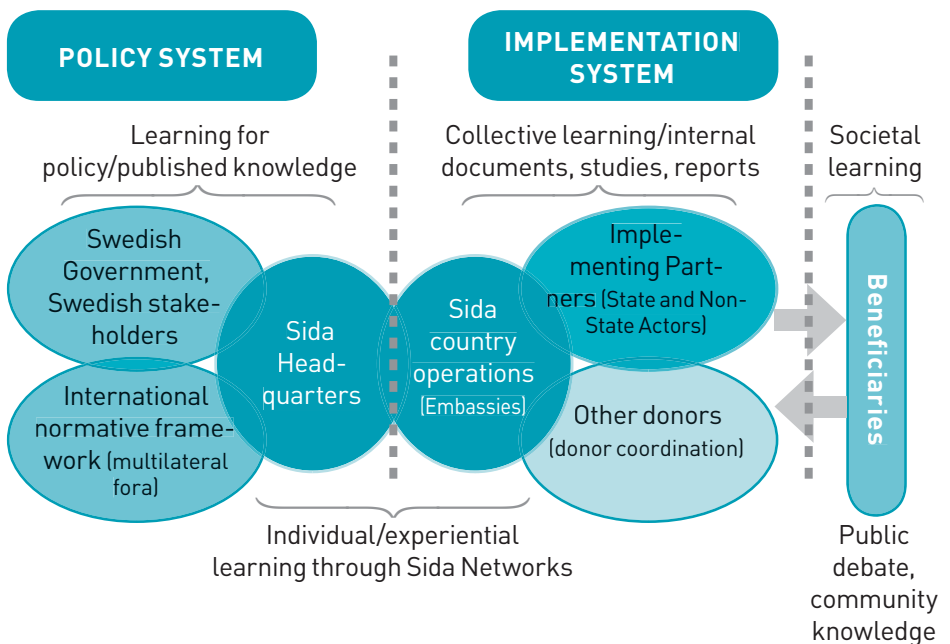
(i) Has there been an *institutional consensus* in Sida on how to address mainstreaming in support of gender equality and how has the work been organized?, and,

(ii) Has Sida's organisation of its *human and financial resources* been adequate and effective in relation to the gender goals set up in Sida's policies?

Limitations of the data in this area of inquiry are the small sample sizes due to a generally low response rate among Sida staff contacted. It is therefore not possible to comprehensively conclude whether there is a Sida-wide institutional consensus on gender mainstreaming and its implementation. However, observations and trends are discussed based primarily on in-depth interviews with selected 'key informants' (9 respondents of 16 contacted) mostly from within Sida (HQ and field level). They were selected by the Sida Gender Unit based on their current or previous involvement in implementing the Sida gender policy. This has been contrasted with views gathered from Embassy staff in the two focus countries, as well as responses to an email questionnaire to all members of the Sida gender sub-network (5 respondents).

It is important to note that the Sida respondents interviewed have a higher than average level of pre-existing knowledge and possible interest in gender mainstreaming. However, in order to capture valuable knowledge on implementing the gender policy and to identify lessons and good practice this was considered appropriate. Views and observations from Sida staff were also compared to previous evaluations and literature drawing on broader internal staff sample and on inputs from respondents at country level.

A systems perspective

As outlined in the inception report[16], the evaluation adopted a systems approach to analyzing institutional aspects of policy implementation and learning. This acknowledges that there are different systems and sub-systems of interactions between individuals, work processes and institutionalization of good practices for gender mainstreaming. Each sub-system has its own dynamic and learning mechanisms translated into positive and/or negative feedback loops. The below figure is a schematic overview (depicted in overlapping circles) based on observations and evidence gathered during this evaluation.

The figure illustrates findings related to the first TOR sub-question on *institutional consensus* in Sida of how to address mainstreaming in support of gender equality and how the work has been organized. It distinguishes between the policy and implementation sub-systems. Sida's internal organisation (HQ and field levels) can also be seen as a separate sub-system, linking the other two.

The *policy sub-system* relies heavily on published knowledge (Sida evaluations, studies, international best practices and normative

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16   Addendum to proposal: Inception Report for the Evaluation of Support to
        Gender Equality in Sida's Development Cooperation, June 2009.

frameworks/guidelines) enriched by policy-level fora and networking, the *implementation sub-system* draws primarily on collective learning together with partners, through donor coordination and joint analytical work on gender equality at country level. Efforts to enhance societal learning around gender at beneficiary level are usually dealt with through targeted awareness making efforts,[17] using the media, or in direct community-level outreach and trainings.

Key findings
In identifying some of the institutional issues that influence the implementation of the Sida gender policy, this evaluation has distinguished between *system-wide aspects* and *organisational aspects* within Sida. System-wide aspects refer to those related to the entire system of linked sub-systems (as outlined above) and how they affect different types of learning and institutionalization of good practice (learning for policy, collective learning among implementers, individual/experiential learning and societal learning). *Sida organisational issues* refer primarily to the effective use of human and financial resources in relation to the gender goals set up in Sida's policies (TOR question 2.2).

(i) Structural issues: a system-wide perspective:
• **Learning for policy development**
In order for system-wide learning to take place, there needs to be two-way flow of meaningful information between the different parts of the system through inter-locked feedback loops – i.e. from the policy-making units led by Swedish Government priorities, executed through Sida HQ policy guidelines, through to Sida country operations, implementing partners, in-country donor coordination and beneficiaries.

The country studies for this evaluation found that there were many observed positive gender results in the four *thematic priority areas for gender equality* outlined in the 2007 Budget Bill (see section 3.4). This could mean that gender equality priorities are generally understood and accepted in other parts of the implementation system. However, field work also showed that continuous, widespread institutional learning from lessons is patchy across sectors around these priority areas. Locally commissioned and centrally-sourced evaluations and studies are often carried out in isolation of each other for different purposes – e.g. there is gender analytical work carried out

17   See the example of Rich and Poor Project, Kenya Country Study.

for SARDP (Ethiopia), but no systematic approach for monitoring gender outcomes or capturing and building lessons around best practice into institutional learning within Sida.

In other programmes, such as Nyanza Roads 2000 in Kenya, the positive gender outcomes noted in the four thematic priority areas were often the *indirect impact* of better rural roads, as well as the labour-intensive approach that the programme had consciously adopted to promote local economic empowerment. However, the full social merits of this approach were not being captured to inform future planning.[18] For instance, during focus group sessions, the most commonly stated improvement in women's lives due to better rural roads was the increased access to maternal health care, with a perceived decrease in maternal mortality as a result.

As no regular monitoring or feedback mechanisms existed to capture gender outcomes,[19] there was also *no ongoing analysis on how to further optimize positive gender outcomes,* or prevent backlash through other complementary measures, synergies with other programmes, or through adapting Sida's programming.[20] Of course, such *accompanying (targeted) measures* to maximize benefits of a particular gender outcome may fall outside the scope of the roads programme, implemented largely by local structures of the Ministry of Transport.

However, if continuous learning and analysis took place, synergies with other programmes or Sida partners could be explored to strengthen a more multi-faceted local response. Such evidence could also be well used in political and public dialogue through the media. A weakness of RAPP (Rich And Poor Project) was that it did not have such detailed level of data, but relied exclusively on secondary data sources and nationally (or provincially) aggregated facts, some which were highly contested from an ethno-political point of view.

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18   A detailed baseline was carried out during the programme design phase, including facts on distances to medical services etc., but these socio-economic indicators were not monitored and gender analysed once the programme was up and running.

19   The only widely reported indicator is the number of women participants among trained contractors and in the unskilled labour force.

20   It was noted that community structures were not part of the ongoing learning paradigm, but mostly used to formalise the required interactions between programme implementers (notably the District Engineer) and the communities concerned. Their role was unclear and under-utilised in relation to monitoring cross-cutting issues and coming up with locally adapted solutions for small-scale social innovation to optimise positive outcomes for the community.

The problem around *weaknesses in systems and procedures for monitoring results* was pointed out already in the 2003 Sida Study in Evaluation.[21] It is unclear why this still is a problem, or exactly what has been done within Sida to address it since then. Broadly, staff incentives, as well as the necessary time and human resources to operationalise monitoring of emergent and complex gender outcomes across Sida programmes at country level seems to be lacking. Whereas additional staff have been employed in the central Gender Unit of Sida (HQ) recently, embassies have only had one part-time gender focal point per embassy during the same time period. However, these gender focal points were staff members with ongoing responsibilities, making the task an additional burden. Gender focal points interviewed for this evaluation also stressed that it was often difficult to influence their colleagues horizontally.

In Kenya, *the Human Rights Based Approach (HRBA)* was effectively used to leverage gender in traditionally male dominated sectors, like the transport sector. It was noted that HRBA was a "way to sell the concept of gender equality" to contractors and engineers who had "…difficulty relating to issues of gender, but could easily understand the concepts of duty-bearers and claim holders."[22] Among Sida country-level staff, it was noted as positive that HRBA could be seen as an umbrella for introducing and prioritizing among different policies on cross-cutting issues. Positive effects of applying HRBA in relation gender mainstreaming were only noted in Kenya, however, where extensive work has been done on how to integrate the rights perspective in programming.[23]

Kenyan Embassy staff underlined, however, that there are still learning gaps around HRBA – i.e. *not just on how to apply HRBA* in programming, but also on *how to maximize development outcomes* through HRBA, particularly in relation to gender equality. In other words, while information and learning around HRBA seems to be gradually integrated downwards from policy to planning and programming levels (or from the left side to the rights side in the above graph), there is so far little feedback generated back into the system on its effects on improved gender outcomes, and on innovative and

21   Freeman, T., Mikkelsen, B., et al, **Reflection on Experiences of Evaluating Gender Equality,** 2003/01.
22   Quote from interviewee, Kenya Nyanza Roads programme.
23   See SADEV Report 2008:2. Brun S., Dawidson K., Hulterström K., Mattsson S. 'Integrating the rights perspective in programming: Lessons learnt from Swedish-Kenyan development cooperation'.

adapted local applications. Some challenges were also noted in relation to the application of the approach, with a tendency to categorize all women into 'vulnerable groups' without a more refined gender analysis or segmentation among different groups of women, vulnerable men, or looking at strategic gender issues related to power relations.[24] There were also challenges in in sustaining initial HRBA training efforts over time.[25]

The primarily *one-directional transfer of knowledge* around gender and human rights issues to date (from policy/theory to practice rather than in recording and learning from innovative locally adapted use) may contribute to sentiments recorded among some interviewees (both locally and at Sida) that cross-cutting issues like gender equality, are being primarily "expert-driven" and/or "pushed from above," rather than inspiring local innovation and adaptation. Interviews with implementing partners at country level also revealed that centrally produced Guidelines, Toolboxes and help desks around gender mainstreaming are informative but of limited use, particularly in sectors where there is traditional reluctance among counterparts to include a gender perspective.[26]

Even when lessons on implementation are recorded 'from below', they often do not go deep enough into practical research on what works from a user's perspective. For instance, the only programmatic result on gender equality reported in relation to the roads programme in the 2006 Mid-Term Review of the Sida Country Strategy (Kenya) was the fact that quota for women's participation had

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24 The Guidelines for district/sub-district working groups in the Nyanza Roads 2000 programme does not mention 'gender' as it is felt to be culturally inacceptable. Instead, it points out that the programme should 'go the extra mile' to support marginalised and vulnerable groups, and that "these groups tend to include women, children, people affected by HIV/AIDS, people with disabilities, elderly people and people from ethnic minorities'. There is no further distinction made between female contractors and female labourers (who face very different kinds of marginalisation/vulnerability). The Guidelines also state that the community "Roads Committee should ensure" that vulnerable groups are catered for. Yet these local committees did not receive training and act on a fully voluntary basis, often containing community members and representatives of the unskilled labourers.

25 In the initial country mapping, it was noted that some of the more recently designed Embassy programmes had a less clear human rights-based focus, and that a separate gender analysis was missing in relation to e.g. public financial management support. In the programmes reviewed more in-depth, more recent staff in the implementing agencies had not received HRBA training.

26 Finding from review of the Nyanza Roads programme in Kenya.

been mainstreamed and incorporated into the programme's Logical Framework.[27]

Linked to conditions for policy learning and the HR-based approach, was a positive example from the Sida Department for Conflict and Post-Conflict Cooperation which has sought to implement the Swedish National Plan of Action in response to UN Security Council Resolution 1325 (and to a lesser extent SCR 1820) by asking all of its 11 operational teams to formulate at least one objective related to the prevention of gender-based violence.[28] The adoption of HRBA practices, *coupled with a clear international normative framework, internal managerial leadership and ongoing and "intensive coaching"* from the Sida gender unit were all conditions that made mainstreaming successful at the planning stage. However, the challenge remains for its successful implementation.

The *lack of clear objectives and targets* for gender mainstreaming is otherwise an obstacle, both in relation to the current gender policy, and in the country programme reviewed.

• **Linking policy to practice**
At country level, there were examples of gradually *influencing national sector policies* to improve delivery mechanisms for pre-set gender objectives. For instance, in the Kenya roads programme, managers pushed for a sub-sector policy on cross-cutting issues in rural roads construction and maintenance in order to have a stronger legal framework for implementation. This is currently being developed, though it comes late in the process – the programme was initiated in 2003 and will be phased out by 2011, when it will be fully taken over by GoK counterparts.

Based on the same and similar examples (e.g. also SARDP, Ethiopia) one can conclude that there is evidence of (more or less well documented) *learning-by-doing at country level*, collectively among implementing partners. However, due to the lack of monitoring qualitative gender equality results, such learning is patchy, and it is not clear how it is systematically incorporated into Sida's institutional gender knowledge or how it influences country programming.

Learning at implementation levels also tended to lead primarily to *corrective action* (or single-loop learning) to achieve pre-set targets (e.g. to achieve the targeted number of women participants). In few cases did

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27 It is the view of this evaluation team that incorporation of participation rates is not a gender result in its own right, as it says nothing about actual outcomes.

28 All but one team complied with this.

learning lead to more *systemic changes* in work processes (double loop learning) – the recent initiative in the Nyanza Roads programme to employ and train District Social Development Officers on cross-cutting issues (including gender) to complement District Engineers on the social dimensions can be highlighted is an example of this.

SARDP was another successful case, in part because it had three phases in which to transform lessons learned into improvements in the subsequent phase. A report, at the end of Phase 2 (2004), noted that there had been many gender studies over the first two phases, but that the impact on SARDP of their findings and recommendations was limited. There was thus a lack of systematic and consistent technical guidance and monitoring of SARDP's responsiveness to the objective of gender equality."[29] This was partly attributed to lack of gender sensitivity of SARDP staff and partners: one of the responses therefore, was to appoint highly experienced gender advisors to each of the two zones, and to significantly increase support to capacity building of the Women's Affairs Bureau (WAB) and the Women's Affairs Offices (WAO).

In very few cases, however, did the evaluation team come across examples of learning from gender mainstreaming that led to shifts in *fundamental values underpinning approaches and priorities* (double or triple loop learning). Targeting to shift traditional workload patterns between men and women, or to encourage shared responsibility for household expenses in Kenya would have been such an example. Currently, the programme's mainstreaming strategy focuses exclusively on women's participation rather than on comprehensively addressing gender issues that may arise from new opportunities (economic and social) resulting from the rural roads, and women and men's respective new roles in this changing social context.

The potentially important and constructive role for men in this local change process is not analysed nor reinforced, leading to an important 'blind spot' in the programmatic response around gender mainstreaming. Only SARDP, of the projects examined, addressed men's attitudes and behaviours, contributing to generally more effective and sustainable strategies.

Focus group discussions for this evaluation found that there were fundamental issues related to behavioural patterns of men that influenced gender outcomes, sometimes negating otherwise positive outcomes for women's empowerment.

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29   Sida-Amhara Rural Development Programme Phase III, Governance Pillar
     Main Summary Report December 2004-12-23 p17.

The weakness of aid organisations in *challenging their own fundamental approaches based on learning* is reflected in a finding made in a recent literature review on knowledge and learning in aid organizations[30] (SADEV Report 2007:3). It states that the tendency to apply only corrective learning rather than more systemic or fundamental changes leads to "the risk that aid agencies get increasingly better at implementing projects and programmes that are of successively decreasing relevance." The decreased reliance on tools with a linear logic is recommended to foster the necessary experimentation for more fundamental learning.[31] Given the largely one-directional transfer of knowledge and information in the system to operationalise Sida's gender policy (as outlined above), and the lack of outcome-oriented gender indicators to adapt the development response, there is a risk of Sida getting better at *how to mainstream without necessarily getting better gender results.*

The limited inclusion of final beneficiaries in the collective learning among implementers and donors creates a risk for inward-looking *'group think'* [32] *among implementing bodies* where more critical analysis, weighing all facts and coming up with alternative implementation scenarios are discouraged due to the primary need to get along and reach consensus within that group. This was noticeable in the design and implementation of RAPP where a small group of like-minded implementers may have restrained a more critical testing, analyzing and evaluating of ideas guiding the intervention and its main delivery mechanisms. It also hampers wider learning.

SARDP is exception, based on several factors: the scope and variety of the programme interventions which more easily facilitated synergies among them; the interrelation of a technical group with expertise and a regional government as implementer; and probably most importantly, a high level of decentralisation. Implementation and budget planning takes place at the Woreda level and is shared

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30 Knowledge and Learning in Aid Organisations: A literature review with suggestions for further studies. Krohwinkel-Karlsson, A., SADEV Report 2007:3.

31 Cornwall A., Pratt, G., Scott-Villiers, P., 2004. Participatory learning groups in an aid bureaucracy. Lessons for Change in Policy and Organisations No. 11. Brighton Institute of Development Studies.

32 Refers to the tendency for members of a cohesive group to reach decisions without weighing all the facts, especially those contradicting the majority opinion of members of that limited group. Anthony G., Duneier M., and Appelbaum R.P, **Essentials of Sociology,** New York. W.W. Norton & Company, 2006.

through a number of mechanisms including ministry personnel, local officials, SARDP technical staff and beneficiary exchanges encouraged and supported by the project. Decentralization ensures that a variety of local experiences are taken into account in planning, and also facilitates women's opportunities to participate: decision making on practical local issues, along with the proximity of decision making venues is generally conducive to women's involvement – in stark contrast to the PSNP operating in the same zones with a highly centralised, unresponsive management.

• **Individual learning and learning incentives**
Country findings, particularly from SARDP in Ethiopia show that extensive *ongoing support and on-site coaching* to on-the-ground implementers and supporting structures, underpinned by regular participatory studies (to voice beneficiaries' concerns), lead to better gender results than programmes that use one-off training of trainers.

In Kenya, the Nyanza Roads programme led to some positive results for women through their access to employment as contractors and labourers due to the approach and methodology used[33] and the effect of rural roads on women's lives. However, trainings on gender issues were initially theoretical and decontextualised and targeted mostly implementers from within the implementing Government Ministry (Ministry of Transport, now Kenya Rural Roads Authority) with the idea that they would transfer lessons into day-to-day management of the programme through the District Roads Engineer. In some cases this worked well, but tended to depend on the perception and willingness of the District Roads Engineer to fully integrate cross-cutting issues into programming. Often the task, particularly of identifying vulnerable groups for employment, was further delegated to Rural Roads Committees. These are formed on a voluntary basis at community/location level, and often with unskilled members. However, they were not part of any direct training, and in the district visited,[34] they had not received any training on HRBA or cross-cutting issues.

Trainers also remarked that while the training on cross-cutting issues often was "a real eye-opener" to some of the (exclusively male) District Engineers, it would be unrealistic to expect them to cham-

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33 Labour-intensive approach, providing economic opportunities for community members, particularly women and marginalised groups who otherwise have difficulties accessing employment.

34 Gucha, Kuria and Kisii Central in Nyanza Province, Kenya.

pion the issue since their primary concern is the quality of roads, which is what they will be evaluated on in their own reporting systems and performance contracts. This is in contrast to SARDP, where officials from local government and line ministries have gender incorporated in their responsibilities following a national civil service reform that makes them "process holders": where gender is incorporated as a process, someone is accountable. Although not fully assessed in the evaluation, there was ample evidence of male and female government officials who took gender as a serious responsibility.

The above example indicates that *'training of trainers' may not be sufficient* – at least not in sectors where gender equality is not a primary sector concern, but where the way initiatives are implemented (e.g. the way road construction and maintenance is undertaken) have a large potential impact on gender outcomes. Training also needs to be accompanied by efforts reinforcing learning incentives in each group's own lines of reporting.

Men and women at community meeting, Gucha District.

Finally, it shows that it is important to *train the right people, and at the right levels.* In SARDP, different kinds of training were provided at different levels, including government (ministries, Woreda, Kebele) women's associations, and male and female beneficiaries. In SARDP, the evaluation team encountered an impressive number of beneficiaries and Woreda/Kebele level officials (male and female) with reasonably good gender understanding, capacity to research (through surveys for example), analyse and identify gender issues most important to their areas, and perhaps most importantly, a commitment to improve gender equality.

In the case of the Nyanza road project, this training could have been done around gender issues that arise at community level for Rural Roads Committee Members, sensitizing them on the issues and giving them a clear mandate in the implementation. An *increased focus on beneficiaries' incentives to learn new patterns of interaction around gender roles and tasks* related to the development intervention would be needed. By contrast, SARDP involved local committees in gender training, carried out by the local level WAO, (strengthened through the project) and reinforced by selected exchange visits to see other alternatives. Yet, no training or tailored support was being provided at that level to facilitate community ownership and dialogue around the social aspects of the roads construction/maintenance.

The ability to access *contextualized 'gender coaching'* during the entire programming period, was mentioned as an important factor for individual learning, both by Sida field and HQ staff, particularly in relation to how to interact with implementers. At Sida HQ level, the support from the gender unit, and in some instances the University help desks were quoted as positive examples of this.

In Kenya, *Sida sourced gender expertise among its civil society and UN partners* with a gender focus[35], particularly during the design phase of programmes. Their comments were fully accepted and incorporated into planning documents, and some were also involved in carrying out trainings for implementers. This was generally considered a good practice to secure a gender mainstreaming in the planning phase. A weakness, however, was that this expertise was largely used as a one-off at the very early stages of planning. The initial training was not well coordinated[36] and the benefit of their involvement tapered off once the programmes started implementation.

In the case of SARDP, although external consultants were used for special studies and to help build the capacity of the Women's Affairs Bureau (WAB), the latter was primarily responsible for training of regional Ministry personnel, and for training of Woreda level officials through Women's Affairs Offices. WAB mechanisms extend to the Kebele level through volunteer representatives and the organization of Women's associations down to the grass roots levels. Significant emphasis was put on community learning through women's associations, forums to discuss issues identified by women, and community conversations about gender roles for women and men.

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35 Unifem, FEMNET, the Kenya National Commission on Human Rights (KNCHR), Federation of Women Lawyers-Kenya (FIDA), and CRADLE.

36 According to feedback from interviews.

This model is effective and sustainable, and due in large part to the process of decentralization. However, the learning impact of these successes on other practices of Sida or even other government programmes may be limited: for example, PSNP working in many of the same areas, appears to be unaware of and untouched by the lessons learned in SARDP.

A general trend is the *front-end loading* of approaches to gender mainstreaming – i.e. gender analysis is often carried out in the early stages of programme preparation and formulation, sometimes even with clear process indicators attached as milestones,[37] or with quantitative output-oriented indicators (e.g. number of women participants or trainees). Outcome and impact indicators are rarely encountered. The lack of more substantive indicators contributes to the general weakness of monitoring gender, its invisibilization, and the low level of institutions learning form it.

- **Societal learning**

The programmes and projects reviewed, all have adopted a participatory approach to the design of the programme to some extent. However, there is *limited evidence of beneficiaries' direct involvement in ongoing analysis and learning around what works to achieve positive gender outcomes* in relation to set gender equality and development objectives. In SARPD, however, given the combination of programme decentralization, with a strong grass roots involvement of the WAB/WAO, beneficiaries are substantially and appropriately involved in setting their own objectives.

The Rich and Poor Programme in Kenya – though it was highly successful in introducing the inequality debate to the national level – also illustrated the *risk of not anchoring learning and acceptance of evidence in inequality at an actionable local level before launching it into the contested political sphere*. It put more emphasis on training of intermediaries (editors, journalists, CSOs) and on disseminating already interpreted facts, rather than on *widening the basis for interpretation* to initiate positive change among potential beneficiaries.

(ii) Sida's organisational capacity to implement the gender policy
A positive trend is that the need for increased time and resources for learning has been prioritized in Sida recently, as is also reflected in the reorganisation with staff time set aside for networking. The *lack of time* is otherwise a continuous limiting factor for learning, which

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37   See e.g. NALEP programme, Kenya.

appeared both in the survey of learning patterns in the 80's[38] and in the more recent 2008 survey on learning by SADEV. It is also stated as a challenge in the 2002 Sida gender mainstreaming report[39] and was the most frequently stated challenge for staff, particularly at country level.

Several previous reports[40] concluded that ongoing communications and information-sharing *between the headquarters (policy) level and the field operations* need to be reinforced to improve organisational learning. The recent reorganization of Sida with more emphasis on decentralization and streamlining central functions and embedding expertise within country operations are in line with these findings. More fluid and dynamic networking is also anticipated to take place through the established networks and sub-networks.

Although these efforts were generally well received among interviewed Sida staff, there is some skepticism as to whether this new structure will increase effectiveness related to information sharing and organisation-wide learning around gender issues. This can be attributed, at least in part, to the fact that these new structures are still in their formative stages. Of particular concern was how information will be shared not just within, but *in-between networks* – especially reaching the *management level.* Echoing findings from the 2007 Mainstreaming Synthesis report[41], it indicates the fact that dissipated responsibilities can also lead to a lack of leadership and a clear locus of responsibility for following up on gender equality objectives. Yet strong leadership and commitment by management were stated as one of the most important conditions for staff motivation in relation to promoting gender equality through their work – both at Sida HQ and field levels.

The SADEV 2008 study on learning in Sida also notes the trend that staff has become more pessimistic[42] regarding their *own ability to keep up with the required learning* due to a perceived increase in the complexity of aid in the new aid architecture and a growing demand for 'generalist' rather than a 'specialist' knowledge. This was also observed at the field level, where Embassy staff would welcome more

38 Riksrevisionen.
39 Mikkelsen, B., et al. **Mainstreaming Gender Equality**, Sida, 2002/01.
40 SADEV Report 2008:1, Krohvinkel-Karlsson A., '**Lär sig Sida mer än förr? Jämförelse av attityderna till lärande inom Sida idag och för 20 år sedan'.**
41 Sida Studies in Evaluation 2007:05, Uggla, F., **Mainstreaming at Sida: A synthesis report.**
42 The study compares findings with a similar study carried out 20 years previously.

continuous training and support on cross-cutting issues and HRBA, especially on how to address these issues in dialogue initiatives, and in new aid modalities like sector programme support and donor harmonisation. The perception is still widespread among staff that cross-cutting issues are 'burdensome add-on' rather than a different and integrated way of working. However, contrary to earlier findings in the Mainstreaming Synthesis report, policy proliferation and priority setting between different cross-cutting issues did not seem to feature as a problem to the same extent now as in earlier evaluations.[43]

Previous evaluations have stressed the issue of information overload[44] related to meaningful information on cross-cutting issues, including gender equality. It is not the amount, but rather the *level of usefulness of information* that needs improvement. The existing results matrixes used for country reporting are also extremely limited in terms of recording qualitative results related to the effects of gender mainstreaming across sectors and programmes, which means that meaningless information often is aggregated and reported (participation numbers of women as opposed to outcomes of such participation), whereas more meaningful information is not routinely collected and communicated.

The *lack of visible results in the field of gender equality* (as a result of lack of monitoring and communicating results) serves in itself as a disincentive for staff to promote the gender equality in their work. This was confirmed by Sida staff during interviews. However, where involving women led to increased efficiency in development results (e.g. through more diligent attention to their tasks) there was more interest in a gender approach that involved more women.

At field level, a clear limitation is the *lack of in-house capacities in terms of human and financial resources* to provide ongoing support and coaching, given that Sida does not have full-time gender advisers available in-house even for large country programmes like Kenya and Ethiopia.[45] There is also no flexible fund available to source such support from the outside.

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43 This finding could be positively biased at least at HQ level where most of the respondents were selected based on their efforts to mainstream gender in the past.

44 Raised already in the 1988 report on learning in Sida (RRV), and again in the Gender Mainstreaming report of 2002 and the 2007 Synthesis report on mainstreaming.

45 Compared to e.g. CIDA which has one full-time gender adviser in Kenya and two full-time gender advisers in Ethiopia.

3.2 GENDER APPROACHES AND IMPLEMENTATION

This section covers findings related to the first set of evaluation questions in the TORs related to the *identification and use of the three main approaches to gender mainstreaming.*[46] These are: (i) actively applying and integrating the gender perspective into programming, (ii) targeting specific groups or issues, and (iii) conducting gender-aware dialogue with partners. Lessons and current practice on the *use of gender analysis* to determine the right mix of approaches is also discussed in this section (more specific results are referred to in section 3.4).

• **Framework and context for defining the gender strategy**
The current gender policy and the Sida Gender Equality in Practice Manual of March 2009 – describe the process of identifying a gender strategy as starting with gender analysis, which leads to the selection of one, or a mix of approaches (integration, targeting or dialogue), which in turn leads to implementation.[47] A number of principles are also laid out, such as aligning objectives with national priorities, making them context specific, and action-oriented etc.

The Ethiopian programme as a whole uses a combination of targeting, integrating, and dialogue to achieve gender objectives in line with the Sida policy on strengthening rights and addressing power structures and relations. Not all elements of the programme have a clear gender strategy, but those that do fit into Sida's gender policy's broad overall objectives. The same can be said for the Kenya country programme, where gender equality and the role of women in development has been identified as a thematic priority.

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46 TOR sub-questions on results from use of the three different approaches are highlighted throughout, and particularly in section 3.4 on results, so is not covered in full in this section.
47 Although this Manual was produced recently, one can assume that it is developed based on good practices and therefore applicable also to the period covered by this evaluation.

- **Weak link between analysis, choice and synergies
  of approaches and outcomes**

National poverty analyses have clearly included gender inequalities and identified the issues, both at national and sector levels[48]. However, the evaluation did not come across a comprehensive strategy for how these identified issues were translated into strategic choices on what would be the *optimal mix of approaches* to address them in the different programme, and how *synergies between approaches could be maximized*. In 2003, Sida undertook a national level gender analysis in Ethiopia to provide information for the facilitation of gender aware country strategies, and projects as well as policy dialogue. To the best knowledge of the evaluation team, this in depth analysis was never reflected in an overall country gender strategy that articulated objectives in relation to the gender policy or strategies for achieving them. The 2003–2007 Country Strategy contained only scattered references to women and gender equality, and included gender as a theme for dialogue, without specifying how this was to take place.[49] A number of suggestions from the gender strategy are reflected in projects, although others weren't, and still others were already underway in the project.

The graph below seeks to illustrate the gender equality *'results chain'* and the need to continuously adjust the mix of approaches based on continuous context and outcome monitoring (or results-based management). Although this evaluation found isolated cases where this chain of interactions worked well in the design phase (from analysis to the selection of approaches at country level), it usually stopped there. i.e. the usefulness of the strategy and approaches were rarely continuously analysed and adjusted throughout the implementation period. This is also reflected in the graph used to explain 'Sida's Model to Gender Mainstreaming' in the Gender

48 See e.g. Maina B., et al. An analysis of power in Kenya and implications for pro-poor policy and Swedish support to Kenya, 2003; and Lundström S., Ronnås P., An integrated economic analysis for pro-poor growth in Kenya. Country Economic Report 2005:8, Sida October 2005. In Ethiopia, se Sida Towards Gender Equality in Ethiopia, February 2003.

49 Gender equality themes for dialogue included: need for measures to improve the status of and conditions for women; the importance of women's rights and non discrimination as part of the fight against poverty; the benefits of gender disaggregated statistics and challenges involved in producing relevant data; progress with regard to FGM and other HTP; role of education in strengthening the participation of women in the community (Sida Country Strategy for development cooperation with Ethiopia 2003–2007, p 19).

Mainstreaming Manual,[50] which does not link the gender strategy to regular monitoring and feedback loops.

Gender equality results chain
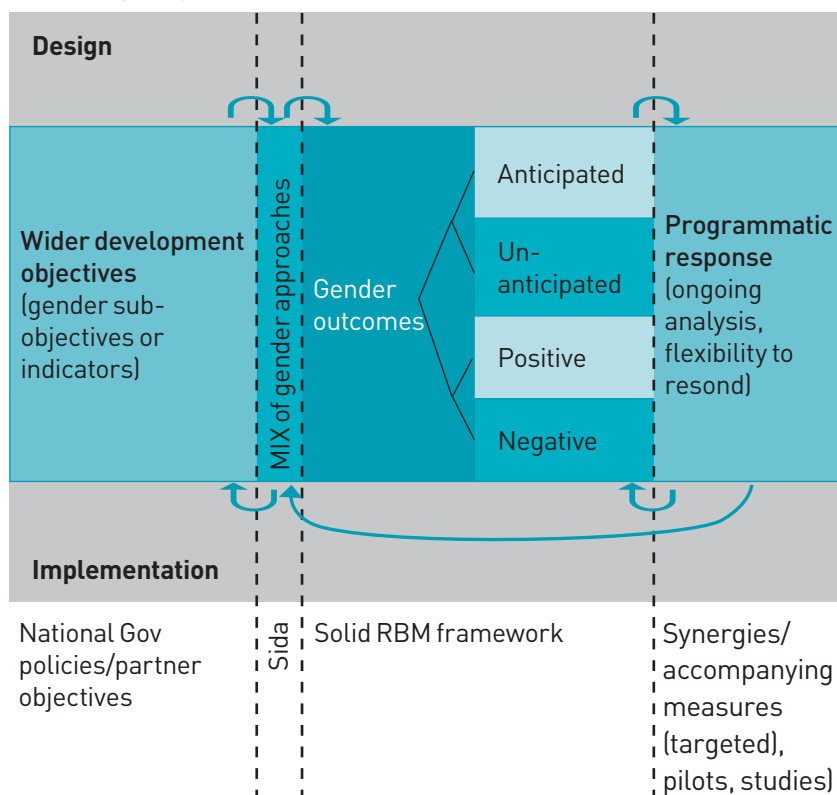
A recent Irish Aid (DCI) study points out the weakness of mainstreaming in a project without affecting the wider development context. It cites the case of a Care programme in Bangladesh that gave women technical training that improved their income and status. For some women, this resulted in increased decision-making in the household. But for women in other households it led to an increase in domestic violence.[51] To use an example from the cases evaluated, the Sida Roads 2000 programme in Kenya led to a number of positive results among the women who benefitted from employment as unskilled labourers. One frequent comment was that they could now cover household expenses on their own, "without nagging our

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50 Sida Gender Mainstreaming Manual, 2009. p. 10.
51 Waterhouse, Rachel and Charlie Sever, **Gender Mainstreaming in Development Cooperation** Ireland Country Strategy Papers, p. 4.

husbands"[52]. Men were also pleased with this arrangement – many men (with some notable exceptions) reported that they largely spent the additional income on alcohol consumption and, in some cases on 'fundraising' for local politicians.

The *positive effects* of women being increasingly self-sufficient (and, temporarily better treated by their husbands) could therefore run the risk of being cancelled out, or even negated by the negative effects of increased alcohol consumption among men – a habit that is unlikely to stop at the end of the project cycle. Women's spending of extra income on their homes, versus men engaging in supporting local political candidates with any extra resources they may have, could also contribute to a system of maintaining male control over local political power and processes.

- **Complex issues require complex responses**

The above examples also illustrate the finding that a more *integrated and multi-dimensional* approach, as is being applied in SARDP is generally generating better results than programmes which have a more one-dimensional aspect in relation to promoting gender equality. Good practices in the Roads 2000 programme in Kenya are also when different approaches complement each other, such as the gender segregation of statistics related to training, contracting and employment, combined with creating sector buy-in for a sub-sector policy on cross-cutting issues (including gender) and in institutionalising best practices through the provision of and ILO capacity team of advisors at the Kenya Rural Roads Authority – the implementing partners – to institutionalise lessons for national implementation.

- **Increased flexibility and adaptability**

The need for increased flexibility and adaptability in response mechanisms for gender equality does not fit well with the *current set-up of funding allocations*, planning or reporting in Sida. In the Kenya country programme, some flexibility was introduced by having two parallel programmes running on mainstreaming HRBA and on raising the public inequality debate through RAPP (Rich and Poor Project). The RAPP programme also sought to transfer a more systematic inequality focus into sector programmes. Both of these initiatives were positively welcomed by implementing partners, and can be

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52   Quoted in focus group discussions in all 3 districts visited: Kuria, Guca, Kisii Central.

considered to have had large influence on the programming focus of Sida[53].

However, while RAPP seems to have *influenced programming*, there is no evidence to support the reverse, i.e. that good practice or specific examples from the ongoing programmes were brought into the public debate through RAPP. Both RAPP and the HRBA support programme followed their own logic and training schedules, and responded less to specific programming/implementation demands on a needs-basis.

In that sense, the Gender and Governance Programme (GGP) was the only fund (pooled with other donors and channelled through Unifem) in Kenya that provided more flexibility in changing the approaches or in carrying out specific targeting of issues that are of importance for effective sectoral integration to take place. An example is concreted lobbying activities, channelled through GGP, around the Political Parties bill that encourages parties to have a third of their executives as women. Through GGP, there was also a rapid and flexible mobilisation of resources to support victims of rape, and get their testimonials in the post-electoral violence in early 2008. The current chair of the basket[54] also felt that it served well as a coordination forum on gender issues – at least among like-minded donors, as a complement to the National Steering Committee on Gender and has potential to be used more for issuing joint statements on gender issues – such as reminding Kenyan authorities about SCR 1325 in relation to Agenda IV implementation and the National Reconciliation Act.

A flexible response mechanism would be useful in responding to issues arising after budget approval, or as undesired side effects of projects. For instance, in one district visited for the Kenya Roads Programme, the issue of stealing cattle – and the subsequent police raids were an issue. Now that roads made it more accessible, there was an increase in police brutality (raping and beating women to get information on their husbands). It was clearly felt among the women interviewed, that with the improvement of roads, police would come more often, and that the incidence of women being raped by police had increased. This was not unknown by implementers, but they felt that it was 'beyond the scope of the programme'. The institutional links between the District Roads Engineers and the District Social

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53 Though more quantitative data detailed analysis would be needed to validate this finding beyond the anecdotal evidence gathered to date.

54 Chaired by Sida until end 2007, and now by Norway as of 2008.

Development Officers have recently been strengthened in order to address such issues. But overall, more flexibility in order to programmatically respond or help create the right linkages with the appropriate institutions or NGOs would be desirable.

Flexibility of funding and response mechanisms is less of an issue in SARDP because of the highly decentralized, responsive level of decision making. In PSNP, however, lack of flexibility reduces the opportunity for local implementers to, for example, include any gender training.

- **Linking approaches with results**

Moreover, a *country-level gender mainstreaming results framework* that regularly assesses Sida's contributions and weighs it against the balance and composition of applied mainstreaming approaches would be useful to strategically manage and steer gender mainstreaming support. Currently, the country results matrixes are very limited, using only quantitative indicators – few which are informative of Sida's own choice in approaches for gender mainstreaming.

The regularly logged Summary Reports gives "a snapshot and a rough signal of the overall situation, and will serve its purpose as a basis for discussions between Department Directors and Team Directors as well as during the Strategic management meeting."[55] In the Summary report reviewed,[56] gender does not appear. In the Sida Strategy Report for Kenya (2009), national results related to recent bills and initiatives focused on gender equality were reported on under the heading 'Results of Sida programmes'. However, there is no assessment of Sida's particular contribution or any analysis of cross-sectoral synergies from integration of gender equality mainstreaming in the different sectors and their accumulated effects towards national gender action plans. Neither is there any mention of the gender mainstreaming approaches used and their interaction to contribute to or achieve results. Specific gender-related results in the sectors are in some case mentioned,[57] though due to lack of space, this figure is rarely interpreted or linked to any specific strategic approach as part of programming.

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55 Promemoria Instructions for Management Review, T2, May 29, 2009. Sida internal document.

56 Kenya, April 2009.

57 Such as the 'increased representation of women in road construction through ensuring that 30% of contractors trained were women or female-owned enterprises, or for NALEP that there was an increase of women accessing financial services from 60.7% to 67.1%".

Sids's own mechanisms for tracking and recording progress against national gender equality objectives is weak, with the risk that many important contributions and why they were successful not being recorded and fed into ongoing strategic analysis of how to balance, adjust and have more cohesion in Sida's country portfolio of gender mainstreaming approaches.

Comparison between Kenyan and Ethiopian approaches:
Sida strategy at the country level is an inter-play between institutional practices and responses to the local context. Below is a summary of some of the key differences and convergences between the two programmes, based on general program strategies and results from the four case study projects. While the observations are not comprehensive, they provide some indication of issues that are institutional as well as those that are a response to the context.

Table 1: Main points of difference/convergence between the two case countries

Kenya [58]	Ethiopia	Comment
Institutional aspects of implementing the gender policy		
M&E framework on Sida's aggregated contribution to national gender objectives missing	M&E framework on Sida's aggregated contribution to national gender objectives missing	Flexible results-based management (RBM) framework to capture emerging gender outcomes (positive and negatives) needed across the board against an overall country gender strategy
High public profile on gender issues through RAPP, HRBA	Lower public profile on HRBA. Focus on gender as good development	Strategies for dialogue (beyond just identifying priority areas) needed in both places, and how to address gender in that. Political and donor coordination efforts critical for analysis.
Some Embassy-wide learning in initiatives where Sida had a key role and a public profile in the media (e.g. RAPP)	Learning on what works in gender mainly stays within the programmes, not institutionalised at Embassy level.	Limited staff time is a restraint on learning, as well as the lack of an Embassy gender advisor who follows through on outcomes and lessons across programmes.
Project/programme-based training and examples of training carried out by civil society	Training of relevant structures in Min of Women's Affairs (MoWA) or through civil society mechanisms	In Kenya, civil society was more interested to be involved as 'implementers' than as 'trainers' on gender, so mixed success. Capacity building though TOT in MoWA an advantage, if MoWA has credibility/access across sectors. This seems to have worked well in Ethiopia at the regional level, whereas the Kenyan equivalent of MoWA has serious capacity constraints.

Kenya [58]	Ethiopia	Comment
Gender is subject to individual interpretation, and mixed with other programme responsibilities	Gender is subject to individual interpretation, and mixed with other programme responsibilities	In both Kenya and Ethiopia, all staff members are formally responsible for gender mainstreaming; no full-time specialist to support, follow-up, gather lessons. As a result, gender often has a lower priority, and gender goals and synergies across the programme are not developed. CIDA and DCI, by contrast, have at least one full-time gender advisor in each of its programming countries.
Gender approaches and implementation		
HRBA strongly emphasized and used in dialogue to raise gender issues in traditionally male sectors.	HRBA more low key due to political climate, but all programmes are clearly rights-based in their approach.	Innovative application and use of HRBA to promote gender equality should be better understood, captured and assessed.
Gender analysis carried out	Gender analysis carried out	Logical connection between national gender analysis and sector specific analyses could be clearer in both countries. Analysis not fully used for programme decisions when it comes to sector mainstreaming (mostly in targeting).
Limited focus on men in gender mainstreaming of sector programmes	Men taken into account in mainstreaming	In Kenya, a regional stand-alone project focusing on men has had some perceived success, but results are limited if lessons on the role of men are not also systematically analysed and incorporated into other programmes. This was done effectively in SARDP, with an emphasis on attitudes/behaviour

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Kenya [58]	Ethiopia	Comment
All approaches are used (mainstreaming, targeting, dialogue) but the composition of the optimal mix is unclear	All approaches are used (mainstreaming, targeting, an limited dialogue) but the composition of the optimal mix is unclear	Non-existent country strategy on how to balance the mix of approaches to obtain best synergies/results, leads to seemingly almost random combinations or choices in terms of which approach to use when and how. Could be more strategic and transparently spelled out.
Dialogue and aid effectiveness/new aid modalities		
No budget support; support mainly through bilateral sector programmes, basket funding in which Sida has been the lead on gender and governance	No budget support, no sector-wide support, dialogue mainly through donor groups, regional programme with elements similar to a SWAP (SARDP); pooled funding for support to MoWA	Conditions not adequate for budget support in either country. Donor baskets and coordination groups on gender take are important for coordination and harmonisation. Ethiopia: politically restricted from bilateral agreements with government; major focus for aid effectiveness is dialogue with/through donor groups. SARDP follows principles of Paris Declaration, but on regional level. In Kenya donor coordination on gender takes place through a technical working group co-chaired by donors (CIDA) and Min. of Gender. However, pooled donor funding through baskets (like the Gender and Governance Programme) can serve as more effective mechanisms for addressing emerging issues (like sexual violence during the post-electoral crisis) as it has dedicated funding.
Lacks clear strategy for gender under new aid modalities	Lacks clear strategy for gender under new aid modalities	Dialogue, negotiation and planning for gender are new skills, not currently in staff skill set, or realistic in terms of their time; role for a senior gender specialist

Kenya [58]	Ethiopia	Comment
Gender equality and Wider Development Results		
Many positive outcomes observed as a result of gender mainstreaming could be further optimized to maximize impact and sustainability	Many positive outcomes observed as a result of gender mainstreaming could be further optimized to maximize impact and sustainability	Increased financial and programmatic flexibility to address emerging issues, negative gender outcomes or potential back-lash could help to maximize benefits such as women's access to income and credit. This was particularly evident in the Kenya roads programme reviewed, where the immediate benefits for women were visible, but where sustainability can be questioned for the unskilled women workers.
One-dimensional aspects to address gender still exists in some programmes	Integrated and multi-dimensional approach in SARDP	Due to the complexity of influences affecting gender equality (history, custom, religion, power, and institutionalized and legal barriers) a narrow focus on participation quotas (as in the public sectors in Kenya) does not address the core of the matter, whereas integrated, multi-dimensional approach (SARDP) stands a better chance to have an impact.

58 The evidence-base is primarily the two programmes reviewed more in-depth in the two focus countries, as well as the more limited but broad insights gathered during the initial country mapping in Phase 1 of the assignment.

3.3 DIALOGUE AND AID EFFECTIVENESS: CHALLENGES OF GENDER IN NEW AID MODALITIES

Sida is committed to the principles of the Paris Declaration on Aid Effectiveness (PD), as well as to the more recent Accra Agenda for Action (AAA). One of the weaknesses of the PD is that it was gender blind: it did not address gender. The AAA emphasises the importance of gender equality in the introductory section, but makes no specific commitments. This has created some obstacles for GE, although mechanisms in the PD/AAA have also provided opportunities. A number of studies on the impact of aid effectiveness on promoting gender equality have been carried out[59] that have identified overall strengths and weaknesses of PD measures to promote gender equality.

A number of these strengths and weaknesses have been encountered in Sida's practice, although the database for the study is not large enough to conclusively identify institution wide patterns. Phase 2 provided little information on budget support experience, and neither of the case study countries undertakes budget support. Nevertheless, there are issues of national ownership, dialogue, sector/programme support and donor harmonisation that have important consequences for gender equality.

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59 For example, multi-country studies such as **Making Aid more Effective Through Gender, Rights and Inclusion: evidence form implementing the Paris Declaration (Analytic Summary),** Oxford Policy Management June 2008; EC/UN Partnership on Gender equality for Development & Peace, Letty Chiwara, Maria Karadenizli, **Mapping Aid Effectiveness and Gender Equality: Global Findings and Key Messages,** 2008; Rachel Waterhouse, Charlie Sever, **Gender Mainstreaming in Development Cooperation** Ireland Country Strategy Papers.

Table 2: Opportunities and Weaknesses of New Aid Modalities

Opportunities of New Aid Modalities (NAM) for gender	Weaknesses of New Aid Modalities (NAM) for gender
Encourages a more participatory and coherent PRSP, resulting in increasingly mainstreamed policy commitments in national development policy and planning.	Dialogue can become a narrow process between key donors and central ministries.
Harmonization and alignment, encourages a shared analysis and more coherent approach to policies, including gender equality, if incorporated in the PRSP and supported by national leadership.	Harmonisation can lead to lowest common denominator on social issues, where donors are very heterogeneous.
Provide a more comprehensive framework for dialogue on these issues.	An overly technocratic focus in dialogue, project implementation and monitoring risks losing sight of wider consideration of development and social justice issues.
Promotes and visibilises gender results, if incorporated established common results frameworks at the national or SWAP level and monitored effectively.	Often gender is not incorporated in the results framework, and good results are invisibilised.
	Civil society may lose access to funding as donors shift to governments, disadvantaging women's organisations in national policy debate.
	National systems for gender may lack capacity and not be of high priority.

Ownership

In countries where ownership of the PRSP and development processes is strong, there is no guarantee that ownership of the gender equality process will be as strong. Gender is an area that has frequently been seen as donor driven. Even where governments have signed and ratified all of the international agreements, and promote gender equality in national legislation, ownership may still be weak due to factors such as a low priority on gender in the face of a range of demands, lack of capacity or experience, or a general feeling – not unusual in male run governments – that it is just a women's problem.

It is difficult to measure ownership of the gender process. In Ethiopia, there is a well structured mechanism for women's affairs (Ministry of Women's Affairs – MOWA), which has principle

responsibility for supporting ministries (Women's Affairs Departments) and local governments (through the Women's Affairs Bureaux (WAB) and Women's Affairs Offices (WAO) at the regional and Woreda levels respectively). Although the structure is comprehensive, MOWA is fairly new and has not, to date, been particularly strong or well funded. Donors play a major role in funding it.[60]

On a regional level, SARDP demonstrates ownership of the gender equality process, in part by inclusion of the WAB in high level decision making, as well as through civil service reforms that make "process holders" accountable for gender among other things. Although the process may slow and uneven, it is most likely to be relevant and sustainable, since it is increasingly built into planning.

Although both the PSNP and Nyanza Road Projects are thoroughly owned by their respective governments, there is little indication that a similar level of commitment to gender exists.

PSNP officials interviewed at the regional and Woreda level had a very low level of awareness of any gender dimensions in the planning or implementation of the programme, even including measures in the PIM. This may also be due to policy evaporation – the failure of commitments and good intentions to be translated into specific implementation processes. In the Nyanza Roads programme in Kenya, some roads engineers felt committed to involving women, especially given the fact that they were reportedly better contractors and more conscientious workers – thus it actually led to better roads. But they were quite clear about the fact that their main mandate was to build roads, not to promote social issues.

According to the principles of the AAA, civil society and not just national governments should have ownership and participation in the national development planning process, and should be supported by the donor process. While there was a fair degree of civil society participation in the current PASDEP in Ethiopia, new legislation restricting NGOs is likely to significantly hinder the sector's participation in PASDEP II. Two of Sida's key partners in the women's movement (NEWA and EWLA) have decided to register as national organisations under the legislation, meaning they will be able to

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60 MoWA's budget from the Treasury is about USD 790,000, which covers salaries. The DAG Gender pooled fund for 2008/09, which is primarily for strengthening MoWA and supporting its mainstreaming work in government ministries, is USD 551,007, of which Sida contributes approximately 355,750. (DAG Annual Report 2008) pp 13,15. Although the amount was not confirmed, MOWA also receives substantial support from UNFPA and UNICEF (according to Ministry interview).

receive no more than 10% of their funding from foreign sources. This provides a major obstacle to Sida's strategy, and a dilemma for all donors.[61]

Alignment

The capacity of national systems for full alignment is not particularly relevant as a factor for slow progress in implementing the PD, where the reasons for not participating in budget support or SWAPs are political or due to high levels of corruption.

In Ethiopia Sida supported the Joint Budget Support Group underway, but due to election violence in 2005, all budget support efforts by donors were suspended. A new initiative, Protection of Basic Services (PBS) to support the poor, was developed, but Sida does not participate or undertake any direct bilateral projects. Its participation in PSNP was carefully considered due to this restriction, resulting in Sida entered the donor group late. Much of Sida's support, with the major exception of SARDP, is through NGOs and multilateral agencies (e.g.: Unicef). However, it does support donor-pooled funds coordinated by UNDP, that work with government, including support to MoWA, and to democratic institutions programme. SARDP is similar in many ways to budget support at a regional government level in that it is fully implemented by the regional government. This is consistent with the national strategy of decentralisation.

In Kenya, Sida support has been through two main modalities: sector support (GJLOS. Health, Water, Environment, and Land Programmes), and through bilateral programme/project funding (Roads, HIV/AIDS, Urban Development and NALEP programmes and support to some CSOs). A majority of Sida's assistance is channelled through government structures, and Sida also contributes to donor basket funds in GJLOS, part of NALEP, Public Service Reform, Public Finance Management Programme and support to CSOs. No budget support is currently provided by Sida. An assessment of the government financial control system noted significant

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61 The law requires local NGOs receiving more than 10% of funding to register as Ethiopian Resident organisations, and restricts them from addressing anything but strictly humanitarian work. For example, research, policy debate, advocacy, human rights promotions, etc. are specifically banned. The donor community has lobbied against these measures, with no success. While some funding is available through donor harmonised funds – PBS has allocated 10 m. USD for civil society pilot monitoring systems out of a 2 B USD total budget, generally NGOs are increasingly cut out.

risks associated with budget support and also concluded that the political will to curb corruption is not sufficiently strong to consider this type of support.

Harmonisation and Dialogue

Dialogue can be at any level and has increased in importance under the Paris Declaration principles. In Ethiopia, Dialogue strategies are carried out largely as part of the donor harmonisation efforts, in part because Sida has limited direct aid relations with the central government, and there is an effective donor coordination mechanism.

The role of dialogue elsewhere is difficult to assess in the absence of documentation, as the previous Gender evaluation observed.[62] Topics for dialogue are included in country strategies, but specific objectives or strategies are not – making it even more difficult to assess the effectiveness of dialogue.

In Kenya, Sida has played an active role in the harmonisation agenda, leading donor groups, engaging in basket funding and spearheading dialogue around SWAPs.[63] Sida also continuously underscores the need for gender equality in all dialogue and development fora with partners, policy officials and donors, and opportunities in this respect have arisen during the periods Sweden was lead donor for the Gender and Governance Programme, GJLOS and other sector programmes. Sida also gained a public profile on gender issues through the dialogue initiative Rich And Poor Project (RAPP), through which the Ambassador featured regularly in the news with opinion pieces and debate articles (see Annex 2). Several of the interviewed key informants at country level remarked that this made Sida a 'credible partner' in issues related to gender equality.

The Gender Sector Coordination Group is co-chaired between CIDA and the Ministry of Gender. A good practice, pointed out by CIDA, was to let the government co-chair this group as gender has been "too donor driven in the past." Some donors believe, that since it is the Ministry of Gender's mandate to mainstream gender across the other Ministries, donors should not 'usurp' their mandate, but rather assist them in these efforts. Others remarked that progress is slow, the Ministry is under-funded, and since the Sector Coordination Group does not in itself have access to any joint funding, things discussed there are slow to get off the table given that separate fund-

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62   Freeman, Ted, Britha Mikkelsen, et al, Reflections on Experiences of Evaluating Gender Equality, Stockholm, January 2003, p.44

63   Mid-Term Review of Country Strategy, 2006

ing arrangements have to be made each time. In contrast, some of the pooled funds for gender, such as Gender and Governance Programme or the Democratic Governance Facility were able to respond fairly quickly to arising issues as the funding arrangements (administered through Unifem and UNDP respectively) were already set up. A number of weaknesses have been identified in the process of implementing the Paris Declaration Agenda, many of which are among the common ones mentioned above.

In Ethiopia, Sida is an active member of the Development Assistance Group (DAG) coordinated by UNDP in Ethiopia, and participates in gender discussions in donor forums as a means to ensure more harmonized dialogue with government. Sida is currently the main donor in the three DAG technical pooled funds, (General, Education, and Gender) providing 1,430,780 USD of the total of 2,654,502 committed for 2008/09.[64] The gender pooled fund, signed between MoFED, MoWA and the UNDP in July 2007 is a space for dialogue with MoWA.

Sida's key challenge in donor harmonization is the level of heterogeneity of the donor community in terms of its understanding and prioritizing of gender equality. Its response is to work most closely with a group of like-minded donors, particularly Irish Aid and CIDA which have dedicated resources to mainstreaming gender in dialogue, to influence the donor groups to take a strong and effective joint approach to gender equality. Largely with CIDA and Irish Aid support, the PSNP donor group was able to carry out a gender analysis of the programme which provided documented evidence for dialogue on gender results with the donor group and the government, and to improve the incorporation of gender in PSNP II.

The semiannual PSNP joint donor missions focus on the specifics of project administration rather than progress toward development objectives. Irish Aid has noted this deficiency and now develops preparatory notes on gender prior to each mission in order to promote its inclusion in monitoring. A senior gender consultant prepares these reports and participates in the semi-annual missions.

Sida has no dedicated gender specialist to participate on Sida's behalf in gender dialogue in donor forums. By contrast, CIDA has two full time gender specialist positions in Ethiopia – and one in Kenya, and Irish Aid has one. Project officers are expected to address gender as part of their overall responsibilities. They do not

feel that gender training prepares them to be strategic and tactical in gender dialogue (e.g.: the fine line between being persistent and nagging[65]). An Irish Aid study notes that gender mainstreaming in upstream new aid modalities is an emerging area that needs to be built on, documented and shared.[66] This was also stressed as important in institutional interviews with Sida staff in this evaluation. One Sida staff member pointed out that "you need one dedicated person to work gender issues into government sectors and in donor coordination fora", recognizing that this needs to be a fairly 'senior' position to have the necessary political clout. It stands to reason that it also requires new skills of project officers.

3.4 GENDER EQUALITY: EFFECTIVENESS AND WIDER DEVELOPMENT RESULTS

This section outlines the gender strategies undertaken in the four case studies examined, and assesses the results in terms of relevance, effectiveness, and sustainability as outlined in Section 1.3. While Section 3.2 addresses overall institutional issues related to the policy and its implementation, this section examines in greater detail the four case studies, identifying effectiveness of Sida's support to gender mainstreaming and, of gender equality among poor women and men and sustainability of these results.

Gender strategies

Sida-Amhara Rural Development Programme (SARDP): As a multi-dimensional, integrated rural development programme implemented by the regional government over a 12-year period, SARDP had excellent opportunities to undertake a holistic approach to gender. Nevertheless, it began with some weaknesses, which it was able to address and improve over the various phases of the programme. By the final phase (2005–2008) it employed gender specialists as part of the technical team in both zones, and had acquired significant experience and successes in gender.

SARDP's followed a two-fold strategy: implementation of a selected number of targeted interventions with high potential impact, and strengthening capacity of implementing institutions and stakeholders to take gender into account when planning and imple-

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65   Staff interview.
66   Waterhouse, op cit. p.18.

menting activities.[67] At the beginning of Phase 3, an intensive 5 month consultancy was engaged to help develop a plan for the full mainstreaming of gender in SARDP and to assist the Women's Affairs Bureau (WAB) in carrying out gender training for government Ministries and Woredas, and networking models.

Specific project interventions designed to promote women's empowerment and gender equality were:

- Ensuring land titling includes both women and men as co-owners of the land, through training and support to the land administration office, and participation of women on land titling committees.
- Providing access to credit for women and developing women's savings and loans groups; adopting women-friendly measures such as women-only groups that helped them develop confidence; mobile credit officers who can come to them.
- Establishing local commissions on harmful traditional practices (HTP), to mobilize the community to prevent HTPs, particularly child marriages, FGM and abductions.
- Supporting girls clubs in schools as a level of peer support, with access to the Commissions on HTPs.
- Piloting girls dormitories for high achieving girls from poor families in remote areas, to improve girls access to post-secondary education by providing safe, adequate and affordable accommodation.
- Developing gender networks of responsible government officials are organised at the Woreda level, and take an integrated approach to addressing key gender issues identified locally.
- Promoting women's participation in local decision making at all levels, and in Social Courts.[68]
- Awareness raising on gender issues among men and women, through training and through exposure visits to alternate experiences (AwraAmba[69])
- Support to infrastructure that helps women: health posts, roads, potable water sources.

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67   SARDP Technical System Development Paper Series (find doc). Strengthening traditional birth attendants was an additional strategy the programme planned but was unable to implement due to government policy that shifted responsibility for pre/post-natal care to Health Extension Workers.
68   Social courts address non-criminal complaints at the community level.
69   Awra Amba is a village near Gondor, in Amhara, that has achieved global recognition for its efforts to eliminate gender stereotypes and achieve an egalitarian society.

Through the SARDP technical team, Sida has been influential in dialogue with the regional government, leading to important results such as the inclusion of the WAB and the Women's Affairs Offices in all decision making bodies. At the same time, the project has supported the strengthening of the WAB/WAO in their role of gender mainstreaming and training in all government bureaus. From a strong technical position, the project has, *inter alia*, also been able to propose pilot projects in gender.

The Gender Evaluation of 2002 identified a series of elements that contributed to mainstreaming.[70] Using the same elements as criteria, the SARDP strategy can be assessed as achieving a fairly high level of mainstreaming:

Table 3: Mainstreaming in SARDP

Mainstreaming element:	SARDP strategy:
Gender analysis based on gender and sex-disaggregated data	There is gender analysis, disaggregated data is still a recognized weakness to be improved
Establishment or availability of permanent structures to promote main-streaming	Mainstreaming is promoted through the WAB and WAO
The roles and responsibilities of different actors	Gender specialists assigned to each zone; on government side, accountability for gender is assigned
Ownership of interventions and mainstreaming processes	The regional plan IS the SARDP plan, fully owned and implemented –including gender – by the regional government
Institutional aspects, such as capacity and resources; Building capacity: gender training, tools and expertise	Institutional capacity of WAB/WAO to strengthen Ministry and Woreda/Kebele capacity for gender is part of project strategy. Training extends to beneficiary level Resources **after** the project may be problematic
Variation in the possibilities provided by intervention design and history	SARDP able to propose and finance pilots such as the HTP committees, and the girls dormitory for later government support

70   Mikkelsen, Op cit, p. 65.

In spite of these strategies, gender is inadequately integrated into the overall Logical Framework analysis (LFA). Only at the output level are there a number of quantitative indicators such a number of women's savings and credit cooperatives, number of women in agricultural income generation, percentage of people receiving extension training who are women, and traditional judges and social court officers receiving training in awareness of VAW and HTP. However, little gender information is monitored in any systematic way. A 2009 *Results Report* did not incorporate any gender results beyond sex disaggregation of beneficiaries[71]. An impact study[72] in 2008 assessed households as a homogeneous unit, without taking advantage of the opportunity of disaggregating the study by sex to identify any changes in power relations or benefits from interventions within the HH. This was a major opportunity lost.

As a result, it is very difficult to triangulate subjective views expressed in interviews with reliable project generated data. While the programme appears to be having impressive gender results, there is not enough documented evidence to show that these conclusions can be generalized throughout the programme. In addition, and of far greater consequence, it is difficult to demonstrate the link between gender equality and development, or to learn from these lessons institutionally.

Nyanza Road project

The main gender strategies in the programme is the targeting of men, women, girls and boys in the labour based construction and improvement of roads. There was also human rights-based approach training of the project coordinator and roads engineers and training of road contractors on gender concepts and issues. Specific indicators in this regard are:

- 750,000 worker days of employment generated in establishing a cost-effective road maintenance system, of which 50% go to marginalised groups, women, disabled and the youth;

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71 Yima, Ahmed, Abebaw Getachew, **Results Report on Interventions of SARDP III,** Bahir Dar, June 2009 p.9, The report acknowledges a number of weaknesses in reporting for results in general, including frequent staff turnover, poor data recovery, difficulties in attribution, etc. Results reporting on gender are limited by two additional factors: few expected results, and the confining of gender reporting to the decentralisation "pillar" which was not addressed in the report since it had been delayed. Monitoring is recognized as a weakness in the project as a whole, as well as in gender.

72 Getachew, Abebaw, et al; **Impact Assessment of SARDP Interventions,** Oct. 2008, Bahir Dar.

Woman Treasurer of local
Roads Committee, Kuria District

- 40% of the unskilled work force for improvements and mainte-
  nance of roads are to be from marginalised groups i.e. women
  (30%), disabled (5%) and children of working age (5%);
- 50% of trainee contractors are to be from marginalised groups
  i.e. 30% women, 10% disabled and 10% children;[73]
- 50% of small-scale improvement contractors trained on
  improvement and maintenance of roads to be women, disabled
  and youth.

The responsibility of achieving these targets was on the project man-
agers, the road contractors and community-based road committees
that were established to overseeing the construction and mainte-
nance of each road. A review of the programme conducted in Sep-
tember 2009 found that these quantitative gender objectives were
largely met. It was however difficult to obtain gender-desegregated
data and the report noted that the roads engineers were not effective
in getting this data.

Sida civil society partners were called upon to comment on the
strategy during the design phase, but were currently not very aware
of how the implementation process and/or achieved results.
Generally, women's groups interviewed seemed less interested in
working with Sida on effective mainstreaming in the sectors, and

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73 When the team inquired about children working on the roads and whether
    this was not an infringement of their rights, it was explained that as a result
    of the HIV/AIDS pandemic, the incidence of child-headed households was
    high in the province and that this was suggested as one way of assisting these
    households. Such children were to be identified by the roads committee.

more interested in carrying out their own more targeted lobbying and advocacy initiatives. This can also be due to the fact that it was the large national or regional women's organisations that were involved, as opposed to more localised structures.

Local officials, district roads engineers and contractors all had a stand-alone session on gender equality as part of their training, assuming that they would then replicate information during the implementation. As the programme evolved, the need for a strengthened policy framework arose at the sub-sector implementation level. This was lobbied for and is now being prepared.

Productive Safety Net Programme (PSNP)

The strength of the PSNP gender strategy is in the Project Implementation Manual (PIM) described as providing "a strong framework for the promotion of gender equity in PSNP."[74] The PIM incorporated gender through three strategies: 1) to promote women's participation in public works and in the structure of PSNP decision-making; 2) to account for women's reproductive status, and; 3) to reduce women's regular work burden and to accommodate women's needs in the design of public works activities. They include, among others: paid maternity leave; flexibility to reduce women's work load by allowing them to come late and leave early; prioritizing public works projects that contribute to reducing women's workload, and women's participation in selection of public works to ensure this.

Although public works projects provide a limited range of opportunities for promoting gender equality, the measures incorporated in the PIM have the potential to increase women's economic security without dramatically increasing their workload, and to increase the status of women's work through the public acknowledgement of its importance. The 2008 Assessment Report suggested there was some evidence of this.[75]

While the manual attempts to promote women's strategic interests by raising the profile of women's unpaid work and providing access to resources in a way that takes into account women's workload, it contains some contradictions that mitigate its effect. For example,

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74   Evers, Barbara, et al, Contextual Gender Analytic Study, in the PSNP May 2008, p 13.

75   Devereux, Stephen, Rachel Sabates-Wheeler, Rachel Slater, Mulugeta Tefera, Taylor Brown, Amdissa Teshome, **Ethiopia PSNP 2008 Assessment Report,** 20 Oct 2008, p. 65. Due to time and logistical limitations, the evaluation team was unable to meet with direct beneficiaries of the project.

women's workload is to be accommodated through measures such as permitting late arrival and early departure from the worksite but the PIM requires strict attendance taking before the work day begins and after it ends. The manual has not been uniformly interpreted, and generally the officials implementing the provisions have little experience in gender.

Weaknesses of the strategy appear to be twofold: 1) structurally, gender objectives are in the PIM – ultimately a tool – but are not specified in programme documentation or institutionalized into policy processes;[76] and: 2) non-compliance with the PIM. In the Woreda visited, for example, women's workload was not reduced, but their schedule made more flexible. The Detailed Report for PSNP, June 2008 found that women were being given the same work as men, and the same hours in spite of PIM guidelines otherwise. A comprehensive gender review of the programme in 2008[77] found a number of gaps including the lack of response to women in polygamous households. In addition, it does not appear to be accompanied by gender training that would make the implementers more aware of the reasons for the gender measures in the PIM. It is difficult for Woreda officials to apply lessons learned from SARDP in PSNP because, according to Sida staff, PSNP budgets are fully earmarked by government and donors, and cannot be re-assigned to such activities as gender awareness training of staff.

Rich and Poor Project (RAPP)

When RAPP was being designed, the following objectives were agreed upon:
- to elevate the visibility of inequality as a special development question;
- to facilitate national public debate and discussions on inequality, poverty and growth and mobilize key stakeholders around these challenges;
- to generate and publish knowledge and information on poverty and inequality;
- to assess the impact of previous poverty reports;
- to evaluate, design and consider appropriate policy responses to the problem of poverty and inequality.

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76   Evers, Op cit, pp 13–16.
77   Ibid.

The inequalities targeted were defined as income inequality, regional inequality and gender inequality with decision-makers, civil society, donors and the media[78] as primary target groups. Against these objectives, several studies and internal documentation have noted the undisputed success of the project, which used strategic design, a relatively small group of like-minded partners, "reform champions" within and outside government coupled with the 'rhetorical weight of the Swedish ambassador'[79] as well as channelling funds through SID – a newly established international NGO in Kenya – to decrease red tape in using government procedures for channelling funds to the Ministry of Planning and National Development. In the later stages of the project, Action Aid International was engaged to help gather views and disseminate data at local levels, and the African Child and Feature Services were hired to manage the media campaign (again without any detailed risk analysis or results-framework in their proposal).

Under this project, the widely quoted SID publication 'Pulling Apart: Facts and figures on inequalities in Kenya' was published in 2005, with one chapter dedicated to existing gender inequality data (using national sources). Facts around gender and inequality were also systematically raised in newspaper op-eds by the Swedish Ambassador. Moreover, efforts were made to mainstream the inequality concept into Sida's other sector programmes during the project period 2004–07.

Relevance, Effectiveness and Sustainability of Results

Case studies reviewed by the evaluation team had a range of positive gender results. However, as already noted, it was difficult to assess effectiveness in achieving gender objectives since the projects did not articulate these beyond the level of outputs. In the absence of such objectives, the following section assesses the effectiveness and relevance of results in relation to Sida's current gender policy and Sweden's four gender priority areas, recognizing that these were not in effect when the Ethiopian and Kenyan country strategies were formulated. However, this still serves the forward-looking objective of identifying lessons learned for future policy and programming.

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78   Through media, by extension, the public at large – but more specialised audiences were identified as primary targets.

79   Adam Smith International, Review of Planned Communications at Swedish Embassy, Kenya, Dec. 2005.

These results are necessarily highly summarized: greater detail can be found in the appended country studies.

Effectiveness:

Women's economic empowerment: Given the complexity of women's economic empowerment, the integrated a*pproach of* SARDP has been the most effective. Progress was made in assuring women were 39% of beneficiaries in the economic diversification projects, and 47% of the decentralized community development funds (CDF).[80] Equal land title with men, widely implemented and legally enforced in the case of marriage breakdown,[81] gave women access to and control over this critical resource. Reduction of reproductive workload through strategic investments (especially water, and fuel efficient stoves) and greater sharing of the reproductive work load with men helped to free up time for more profitable activities. The provision of roads decreased time spent at markets, and also contributed to buyers coming much closer to them.

The Nyanza road project and PSNP suggest that women's empowerment through *a single, economic strategy* can be a hit and miss – in some cases it can change women's lives and promote greater equality, but generally access to more income without other interventions is unlikely to change deep seated inequalities.

Women in both projects tended to spend money on household consumption, school fees or asset protection either supplementing or replacing men's incomes. Men on the other hand, tended to spend additional income (that wasn't spent on alcohol or politics) on long-

Member of Women's savings
and loans group, Amhara

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80   SARDP, Results Report on Interventions of SARDP III, July 2009–June 2008.
81   This information is not monitored in the programme and therefore is difficult
      to corroborate beneficiary impressions.

term assets such as houses or cattle. Sustainability of women's gains may therefore be limited, since they have not invested in productive assets (besides their children!), and may be further disadvantaged in relation to their husbands if their incomes disappear, and their husband's acquisitions remain in his name.

Impact on women in PSNP was likely even less, given that the rate paid for a days work in the Woreda visited was 10 birr, while the going rate for a day labourer was 15–20 birr. The high participation rate of women (70% of beneficiaries) might be because men have access to better employment options. In addition, public works to reduce women's workload were well below target.[82]

National level *lobbying/advocacy* initiatives (e.g. through RAPP as a complementary dialogue initiative in Kenya) may have contributed to the later establishment of a national Women's Enterprise Fund as an example of a number of gender-specific initiatives that were undertaken nationally in recent years. RAPP brought gender equality into the broader inequality discourse that was politicized in the last elections (gender disparities in income levels and employment opportunities were highlighted as part of the fact-based dialogue).

Women's political participation: Women's political participation is both an end in itself and a means to an end – namely, greater reflection of women's needs and priorities in community, regional and national policy and planning.

In SARDP, women's participation was promoted at all levels, including the full involvement of WAB and the WAOs in regional and Woreda level planning; and women's participation in Woreda and Kebele level decision making bodies which increased beyond target levels. While participation has been monitored, a more in depth study would be needed to see if their participation made a difference to the kinds of decisions made.

In PSNP women's participation on Kebele level Food Security Task Forces (KFSTF) ranged from 14% in Oromayo, to 32% in Amhara. In one of the Amhara case studies, it was noted that half of the Kebele Food security committee was female, and that in that Kebele, maternity leave was granted from the fourth month (instead

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82   The development of springs and hand dug wells were the only public works projects reported on that could be clearly identified as probably reducing women's work; these had among the lowest achievement to target or the various projects; approximately 4,200 of 13,600 planned. **Detailed Report for the PSNP,** Jan 2008, p. 22.

of sixth) and flexibility in work hours was fully respected. However, globally there was little evidence of meaningful impact on the kinds of public works selected.[83]

Women's forums/women's associations widely established throughout the SARDP programme have proven very important in giving women experience and confidence in leadership, especially since women's self esteem in the region visited was much affected by early marriage and little access to education. Women's participation also increased in Social Courts, leading women to trust that the courts would better understand their side. As an unexpected result, corruption was reduced, ensuring fairer results for everyone.[84]

Women road contractors in Kenya gained the communities' respect from being in an influential position, leading to some of them being elected to Committees deciding on the use of local development funds and as representatives in local anti-corruption committees (Local Authority Transfer Fund Committees, Constituency Development Fund Committees, and local KACC committees), although this was not part of the project strategy.

National statistics on participation of women in politics and public service as compared to that of men were published under the RAPP initiative, and raised in the Swedish Ambassador's newspaper op-eds.[85] Sida also worked through the Gender and Governance Programme (GGP) (administered by Unifem) to influence dialogue and to promote affirmative action in political parties, parliament and public service, coupled with support to NGOs active on issues related gender equality in the Political Parties Act. These efforts led to mixed results. The bill to ring-fence fifty seats in Parliament for women was defeated. A 2007 presidential decree provided that 30% of new appointments and promotions in the civil service should be ring-fenced for women, although there is no indication how it would be implemented and enforced.[86] Because the women's movement had become even more fractured and polarized around the referendum on the proposed new Constitution (2005), key informants also

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83   Evers, Op cit, p.71, 88 (decisions were, rather, in the hands of officials).
84   Various community interviews.
85   Regular contributions to the mainstream papers by Ambassador Bo Görans-son, 2004–2007.
86   Making aid more effective through Gender, Rights and Inclusion: Evidence from Implementing the Paris Declaration. (Kenya Case Study) Social Development Direct and Oxford Policy Management, June 2008.

felt that GGP had lost its credibility on gender issues somewhat during this time.[87]

Women's sexual and reproductive rights: Sexual and reproductive rights were not targeted in any of the above projects, although other actions indirectly helped to promote them. In SARDP, these have been most directly addressed by the establishment of health posts, which have increased access to pre/post natal care and family planning.[88] Again, this information is not monitored in the programme, and results are based on the perceptions of stakeholders that things are *relatively* improved. Access to roads in both Kenya and Ethiopia contributed to better access to health facilities, especially maternal health services, with the perception of a decrease in maternal deaths as a result. In Kenya, baseline data was collected on women's access and distance from health clinics, but not used in the regular monitoring or reviewing of the programme, which makes it difficult to say to what extent – and which women's health services – have been better accessed with the introduction of roads.

Women's sexual and reproductive health and rights have also been improved in a sustainable way through the community based approach to eliminating harmful traditional practices (HTP) in SARDP, particularly early marriage, and FGM, which both violate women's sexual rights and lead to health/reproductive issues, Changes in HTPs are not recorded or monitored by the project. However, one Woreda reported that early marriages had dropped

Women labourers,
Road Project, Kenya

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87   A key informant from the women's movement remarked that: "At this time, you did not necessarily associate GGP with gender issues", alluding to the fact that, by some, it was primarily seen to be a scramble for campaign financing.

88   An impact assessment carried out by SARDP (Getachew, op cit) found that 55% of the adult population (surveying 1400 HH) used contraceptives. However, the study does not provide baseline information that would allow for measuring change since the project's beginning.

from 570 to 28 in the two years the HTP Commission was working. While these activities have been directly promoted and supported by the project, they have taken advantage of a favourable national context for addressing these issues.

Women's security, especially in conflict: SARDP's effectiveness in promoting women's security was through addressing HTP, particularly early marriage, FGM and abductions, which are widespread problems for girls. This was done through strategies to promote girls school attendance and to promote girl-friendly, secure school environments and awareness-raising with families/communities. Girls clubs in schools provide peer support to girls at risk and an early warning system linked to responsible adults; girls' dormitories for preparatory studies provide safer accommodation for girls from distant communities. A study by a local university on HTP was also supported by the project to provide reliable information as well as to raise awareness.

Better access of security forces via new roads increased a sense of security in communities and women's mobility and access to markets or schools, especially in conflict-prone areas. While roads provide access, that is usually positive, but can also bring negative effects – as mentioned in the case of police violence in Kenya (see 3.2) This would again argue for a multi-dimensional intervention strategy, starting with an evaluation of the potential social and gender impact of the road, developing a strategy with the right mix of interventions to address foreseeable negative gender outcomes, and monitoring to catch and respond to unanticipated outcomes. Such complementary/ accompanying measures to combat negative gender outcomes may go beyond the scope of the programme, especially where roads (or other infrastructure) are viewed as technical, or at most, economic achievements and not social ones.[89]

In the RAPP project, its flagship publication: "Pulling Apart: Facts and Figures on Inequality in Kenya" did not contain any detailed statistics on GBV or HTP, probably because of the lack of available data.[90] However, a simplistic portrayal of issues does not

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89   The infamous case of the African Aids Highway through southern Africa, spreading HIV/AIDS along the truck route should make social impact assessments of road projects mandatory.

90   Instead it showed that two out of every three women think themselves that wife beating or hitting is justified on the basis of at least one of the following reasons: wife burns food, argues with her husband, goes out without telling the husband, neglects their children or refuses to have sexual relations with the husband.

necessarily promote informed dialogue around policy options and alternatives.[91] Already mentioned in 3.2, the flexibility of the GGP in Kenya allowed it to respond quickly to post electoral rape victims, supporting them and making their stories known.

Attitudes and behaviours: Sida gender policy seeks to address *formal and informal power structures.* While the former are addressed through such measures as women's participation, pursuit of legal rights, etc., informal power structures involve attitudes and behaviours and the social norms they perpetuate. Sida gender policy asserts the necessity of changing power relations, and these begin in the home. In spite of legal equality one of the factors for poor gender results is the tenacity of social norms. The PASDEP, in Ethiopia states that a "deep conservatism" pervades attitudes towards gender roles, and that "much remains to be done to promote changing social attitudes so that women can contribute fully to the development process…"[92] These are often internalized by women – who don't seek their rights – and by men who resist them.

SARDP strategy of *working with men and community leaders*, as well as women through "community conversations", exchanges, women's forums, and training has most likely contributed to a smoother implementation of joint land titling and sharing of women's reproductive workload. However incipient, intangible and unmeasurable, there is evidence of a new attitude that equality and cooperation between women and men is a formula for improving the family:

- It is a tradition that a woman washes her husband's feet when he comes in from the fields. Discarding this tradition (men wash their own feet) was raised in almost all communities as a significant symbolic change.
- Men proudly claimed to "share" housework with women, and although there has been no attempt to measure this change, and few men had mastered the art of making injera, the change in attitude reflects increased respect for what women do; conditioned flexibility of the sexual division of labour, and willingness to questions old patterns are significant achievements towards equality.

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91 An assessment of media reporting showed that cultural issues and practices were mentioned in the context of inequality and poverty in slightly less than 5% of the articles while economic issues, governance and regional inequalities were mentioned in around 50% of articles between Nov 05–March 06.

92 MoFED 2006, cited in Evers, Op cit. p.61.

- Parents are providing new role models for children; boys and girls attend school equally, and parents (especially women) are more conscious of ensuring that work at home is spread more evenly among children.
- Male leaders at the local level are fully embedded in the culture, yet there was some evidence in meetings of their willingness not only to implement gender policies, but to ask themselves." Are we practicing equality in our own HH?"

The danger in *not* addressing attitudes and behaviours, especially of men, include, at best, limits to the development results achievable (as women will have difficulties reaching their potential)[93] and at worst, backlash from men that could threaten both project results and women's security. Men and/or specific groups of society may feel that women receive preferential treatment through targeted mainstreaming efforts. PSNP gender study for example, has noted some signs of resentment for preferential treatment to pregnant and lactating women.

Although there were many positive outcomes in terms of women's self esteem and in their more active roles in the community in the Kenya 2000 Nyanza Programme, there were also examples of conflict. The women roads contractors were seen as a threat politically among some local councillors, who resented their increased importance in the communities or as small-scale businessmen, felt that women were on their 'turf' and 'stealing their business.' Men also resented the fact that they were expected to share their income with women; one man noted that his wife "kept it all for herself and her sisters" – not recognizing the fact that women spend money largely on household expenses and school fees. A male religious leader called women "weak vessels" in relation to their general unwillingness to cede control of their new or additional incomes to their husbands.

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93 A similar strategy to that expressed in the PIM was used in a REST-Oxfam Canada food for work in Tigray in the 1990's with significant impact on gender relations. One of the key changes women expressed was their husbands respected them now, and beat them less. Women's spheres of activity changed dramatically and women were much more involved and accepted in community decision making. An important element of the programme was community awareness raising and cultivation of support of local leadership for the gender strategy, as well as a strong commitment of the implementing agency.(Eshete, Dagnew, et al, **Joint evaluation Oxtam-Canada – REST of the Ruba Lomine Integrated Rural Development Project,** March 1998).

Here is an example of one beneficiary's coping strategy with her husband's potential resentment:

> *"With my new income, I managed to construct a duka [shop] and some people came to tell my husband that I will now be the head of the household. When my husband started to feel inferior, I involved him in the building of the duka, and gave him the money so he could buy the building materials. I also bought a motorcycle, and my husband uses it to drop me before he goes to work with it. So everyone thinks it is his motorcycle."*
> *(Female contractor, Kuria district).*

Inclusion of boys and girls: Sida's gender policy clearly indicates that it encompasses not just women and men, but boys and girls. SARDP provides examples of good practice in taking a multi-generational approach to gender. The harmful traditional practices in the zone visited affect young girls mostly. The education of all children but especially that of girls at all levels is a high priority. Girls are generally not pulled out of school to help their mothers when they take on additional work through projects. There is a conscious effort to socialize both boys and girls in more equal relations.

In Kenya, young people were said[94] to benefit most from the new roads, and were sometimes represented in the Roads Committees, but only with minimal influence on the programme development or accompanying social measures. PSNP was not supposed to involve children, but there was some evidence that children under 16 replaced the labour of their pregnant mothers.[95]

Addressing barriers to women's political and economic participation: While workload is not addressed as a specific issue in Sida policy, it is the most constant, underlying barrier to women's participation. Women are almost always willing to take on extra workloads to improve the lives of their families, but additions to already heavy workloads are not sustainable over the long run: women will eventually burn out, get sick, or pull their children out of school to help out in response to impossible demands. The PSNP gender study noted the danger to sustainability of food security strategies that rely too heavily on women's paid (Public Works) and unpaid labour. It points out that overburdening women may put serious strains on family coping strategies with "negative spillover" into family nutritional status, and stability.[96]

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94   During focus group discussions in three districts.
95   Evers, Op cit, p. 85.
96   Ibid, p. 89.

Strategies to get men to do more housework are not only a practical way to reduce workload, but is also strategic in recognizing the value of the unpaid labour of women and modifying the traditional sexual division of labour. Other key work reducing strategies for women, although they do not affect the sexual division of labour are: reducing distance to clean water sources, providing fuel efficient stoves, and developing closer markets (daycare has not yet been culturally accepted).

Relevance:

The results noted above are assessed in relation to Sweden's four gender priorities and the Sida gender policy. As such, they also illustrate to some extent the relevance of interventions in relation to these policies. Although the terms of reference refer only to relevance to Sweden's policies, there is ample evidence that the projects were relevant to country priorities – in three of the four cases because they were actually government programmes.

Sustainability:

Sustainability is defined in the ToR as sustainability of "achieved results in terms of gender equality between poor women and men in partner countries". Given that the projects are only recently ended, or still in progress, this section identifies key factors promoting or threatening sustainability of results.

Factors promoting sustainability include:
Changes in attitudes and behaviours of women and men on an individual basis (e.g.: towards the sexual division of labour, HTP, etc.) are likely to continue beyond the end of the intervention. A critical mass of changed individuals, or the active intervention of leaders and role models may achieve broader impact at the community level.

Extending gender strategy to girls and boys to ensure intergenerational change: measures to ensure that boys and girls grow up in a culture that is more equal, including both different attitudes and behaviour, and also concrete measures to promote and protect equality – such as increased and equal educational opportunities and protection from HTP practices that affect girls. Role models are important, and in this sense, dormitories to facilitate entrance to university for poor girls from remote areas can be highly strategic.

Concrete specific benefits to individuals such as access to education for girls, skills training, access to health services and family planning, land titles and improved infrastructure etc. that have already been achieved are also likely to be sustained. Mechanisms set up at the *community level* such as women's forums, women's associations, women's savings and loans groups, community courts are still functioning in the SARDP area even though the project is winding down. Women expressed the opinion that these groups were useful to them and that community courts were much more effective with women on them.

In SARDP, political participation began with small community committees or women only groups that helped to *build women's leadership and decision-making capacity,* allowing them to progress to greater responsibility in public roles. Without this kind of support, women may be reluctant to join mixed decision making groups – for example, in PSNP, a reason given for women's low participation was because "women are afraid of speaking in public.[97]" Women who achieve representative positions may still suffer disadvantages in relation to male colleagues, as well as isolation and even pressure or backlash from male colleague. Solid preparation – as well as follow up – are important to promote sustainability of women's political participation.

In the Kenya roads programme, the high visibility in the communities of women road contractors led to some of them *gaining access to local decision-making structures* on the use of decentralised funds (Local Authority Transfer Funds, Constituency Development Fund) and even local anti-corruption committees. Unless prevented by backlash issues (male local politicians feeling threatened), these positive effects are likely to continue beyond the end of the programme. SARDP is fully *owned by and integrated in the regional government* processes, which should ensure sustainability. While there is a problem with staff turnover, the roles of the WAB/WAO have been established and reinforced by civil service reforms that have assigned greater accountability – in this case, to gender. The final test of sustainability will be whether the regional government can/will reproduce the experiences in other Zone and whether pilots such as the girls' dormitories can be maintained through local resources.

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97   Evers, Op cit p 72.

Targeted investment in the upscaling and integration of best practices from the Kenya Nyanza 2000 roads programme to the wider transport sector in Kenya was initiated, with Sida placing two technical advisers from ILO at the Kenya Rural Roads Authority. Good practices and results – particularly from the involvement of women and vulnerable groups – are otherwise threatened to be sidelined by a dominance of larger works carried out by GoK through other financiers, such as ADB or the World Bank.[98]

Threats to sustainability:

Temporary income opportunities may not be sustained, and newly gained benefits may go with them. When incomes earned by women in the Nyanza roads project eventually end benefits may also, since women tend to spend their income on household consumables rather than investment. The shift to reliance on women's income for family survival, allowing men to waste (e.g. drink) their income may lead to greater poverty if women's income is not sustainable. *Failure to address women's workload* will jeopardize all other gains for women, especially where benefits are marginal or subsistence level as in the case of the PSNP. Women's time is not infinitely elastic: gains for women need to be made by improving returns to women's work rather than adding to their workload.

Focus on women's practical needs instead of strategic interests: While it is necessary to address practical needs, neglecting the underlying power relations that led to their exclusion or victimization in the first place will only perpetuate limits to women's realization of their potential. For example, PSNP, if viewed only as a means to provide women with a small daily subsidy, will do nothing to address the fact that women are disadvantaged and likely to earn less selling their labour in the market or that women still struggle with an overwhelming workload unrecognized by men or by the community. In short, if empowerment is defined as increased options through increase access to opportunities (access) and improved capacity to take advantage of them (agency), short term employment below the going wage is likely to leave women's position essentially unchanged. The strategic focus of this project that should be focused on is the shift in attitude towards the SDL, and the utility to women of the public works to women's needs.

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98   Based on feedback from interviewees participating in donor coordination
      groups for the Kenyan roads sector.

*Government may not be able to maintain level of funding t*o continue and expand the programmes initiated under SARDP, or under MoWA, which is particularly dependent on donor funds. This may be at the very local level, such as the maintenance of girls' dormitories by education authorities, or at the level of guaranteeing salaries and operating funds for the MoWA, WABs, or WAOs. Given the number of priorities faced by the government, maintaining benefits gender equality measures will depend on the increased influence of women in decision making, as well as how convinced decision makers are of the central message that gender equality is good for development.

In the Nyanza roads programme (Kenya) where gender equality measures have been far less comprehensive, some rural areas suffered from a long history of structural marginalization and high levels of poverty. In these areas, structural obstacles to local economic development will not be fundamentally altered by the temporary infusion of employment opportunities and income connected to roads construction and maintenance unless combined with other infrastructure and business development investment. In some districts, positive signs where companies setting up tobacco collection points along the new or improved roads could be observed[99], allowing small-scale traders to more easily sell their produce. Electrification was also brought into the area with the new roads being established. In other, neighbouring districts, however, distances to the nearest vending points or markets were bigger, and electrification and other infrastructure were still lacking. In such circumstances, it would be more difficult to put increased income to productive use. The end of Government/Sida funding would not necessarily leave women in a better off situation to cope in the longer term.

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99   Observed in site visits in Gucha, Kuria West.

4 Lessons Learned

4.1 LESSONS ON INSTITUTIONAL PRACTICES AND SUPPORT

Programme and Sida staff incentives and rewards for successful gender mainstreaming are more important than the mere 'obligation' of carrying out this task.
Even though it is the responsibility of all staff to implement Sida's gender mainstreaming policy, individual and group incentives to continuously learn about gender and adapt the concept to their programmes seemed to differ based on personal motivations and incentives.[100] This was largely true both for programme implementers, supporting structures and for Sida staff. For example, in the Kenya Roads programme, the fact that women became known to be better workers[101] among the unskilled labour force, as well as more responsible and less corrupt contractors, played an important role in increasing the interest among District Engineers to involve more women in roads construction and maintenance.[102] It is therefore important to further *demonstrate and integrate the proven positive correlation between women's participation, gender equality and the successful achievement of wider development objectives as a means of creating buy-in among implementing partners.*

Among Sida staff, an important incentive seemed to be linked to whether efforts to promote gender mainstreaming in their work were *internally encouraged and rewarded.* Such rewards were not necessarily material (e.g. formal job performance or tied to financial salary incentives), but were more often referred to as immaterial rewards,

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100 This does not seem to have changed since the previous Sida Gender Mainstreaming study that was carried out in 2002.

101 Women were described as more 'hard-working' and 'diligent/detail-oriented' and the fact that they – more often than men – finished their allocated tasks on time.

102 This finding is based on the fact of 'women being better workers and contractors', that was prominently and regularly stated by implementers, and particularly District Engineers who said they had little gender experience previously and that they had never heard about concepts related to gender equality before getting involved in this programme.

such as recognition for their ideas or a sense of 'being listened to' among supervisors/management staff.[103]

Identifying and further exploring *individual and system-wide learning incentives* to implement gender mainstreaming on a country-to-country basis is important for the long-term sustainability of positive gender outcomes from implementing Sida country programmes.[104] The finding that implementing staff and structures were, more broadly, in favour of gender mainstreaming in SARDP than in the other sector programmes underpins this conclusion, i.e. that gender issues are more widely acknowledged, integrated and addressed when this leads to demonstrated outcomes and improved results.

The current use of mid-term and ex-post evaluations rarely assesses the effects of gender mainstreaming on wider development results achieved at outcome level.[105] However, based on Sida staff responses and interviews with implementing agencies, a clearer demonstration of this connection between gender mainstreaming and improved development results could serve as an important staff incentive to take on a more active role in *promoting and monitoring* gender mainstreaming efforts and the results they generate.

The adoption of an HRBA approach, *including clear references to the international normative framework, and coupled with internal managerial leadership and ongoing and "intensive coaching"* from the Sida gender unit were all conditions that made mainstreaming successful at the planning stage, and particularly in relation to gender-based violence and SCR 1325. However, the challenge remains for its successful implementation and for monitoring and evaluation.

There is evidence of *collective learning-by-doing at the country level* among implementing partners. However, such learning is sporadic, and it is not clear how it is systematically incorporated into Sida's institutional gender knowledge or how it influences country programming.

Country findings, particularly from SARDP in Ethiopia show that *extensive ongoing support and on-site coaching* for on-the-ground

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103 This served as an important incentive for Sida Embassy staff e.g. during the implementation of the RAPP programme in Kenya.

104 This finding is in accordance with, and further underscores similar conclusions made in the Sida study on **'Aid, Incentives and Sustainability: An Institutional Analysis of Development Cooperation'.** Ostrom, E., et al, Sida Studies in Evaluation 02/01.

105 Exemplified for example in the Sida Mid-Term Evaluation of the Kenya country programme which considered the fact that gender 'had been mainstreamed' as a sufficient result in and of itself.

implementers and supporting structures, underpinned by regular participatory studies (to voice beneficiaries' concerns), lead to better gender results than programmes that use one-off training of trainers.

There is a *lack of in-house capacities in terms of human and financial resources,* given that Sida does not have full-time in-house gender advisers available, and not even for large country programmes like Kenya and Ethiopia.[106] There is also no flexible funding available to outsource such support.

In Kenya, *Sida sourced gender expertise among its civil society and UN partners* with a gender focus,[107] particularly during the design phase of programmes. This was generally considered a good practice to secure gender mainstreaming in the planning phase. A weakness however, was that this expertise was largely used as a one-off at the very early stages of planning. The initial training was not well coordinated[108] and the benefits of their involvement tapered off once the programmes started with the implementation phase.

There is a general trend of *'front loading' approaches to gender mainstreaming.* In general, gender expertise was used in the formulation phases of a programme (during identification, preparation and appraisals). In the implementation and supervision phases of the programme cycle, the gender focus was usually weaker – which in turn was reflected in the monitoring, evaluation and lessons learning part of the programme cycle (where most indicators are process- or inputs-oriented, not outcome-oriented, like was the case in the Nyanza Roads programme). Where lessons are learned about gender mainstreaming, these are often raised retrospectively (e.g. in ex-post evaluations), not allowing for ongoing learning and more frequent feedback on gender outcomes.

Since the Sida gender policy is still largely implemented through a one-directional information flow of 'how-to' manuals and guidelines, in which information is being distributed from the centre to the periphery, localized learning and feedback loops generally fail to shift the institutional knowledge base on 'what works' in gender mainstreaming. A collection of 'best practices' also usually takes place through centrally-initiated processes, rather than through localized adaptation and periphery-to-periphery learning. The Sida

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106 Compared with the example of CIDA which has one full-time gender adviser in Kenya and two full-time gender advisers in Ethiopia.

107 Unifem, FEMNET, the Kenya National Commission on Human Rights (KNCHR), Federation of Women Lawyers-Kenya (FIDA), and CRADLE.

108 According to the feedback from interviews.

networks, including the sub-network on gender, have been created to address this problem but are not yet fully operational.

4.2 LESSONS IN AID EFFECTIVENESS AND DIALOGUE

It is important to find allies in government, donor groups and civil society in order to maximize gender impacts through joint analyses and the incorporation of gender into a results framework. Sida's dialogue strategy includes close cooperation with like-minded donors to create a critical mass to influence both major donors and the government.

New aid modalities require new kinds of gender skills, especially strategies and tactics for negotiating gender priorities with different stakeholders and for communicating results to the public. Sida identifies dialogue priorities, but not dialogue strategies, especially those appropriate to Sida's mandate, priorities and resources. These skills need to be acquired through enhanced training and/or recruitment.

Dialogue is more effective if it is evidence-based and if it is related to specific actions that can be taken and monitored. It is likely to be more effective and synergistic if it is also related to Sida programmes and/or projects. As an example there is the Sida supported women's organizations and networks (NEWA) which are active in policy discussions and lobbying for a revised family law; in the Amhara region, a conducive legal environment was cited as one of the reasons for success of gender integration. At the field level, effective legislation was the basis for both awareness-raising and enforcement. RAPP aimed at creating a national policy framework to tackle inequalities, but due to the political climate and lack of actionable policy proposals, it was more limited in this regard. On the other hand, it firmly brought the inequality discourse into the national policy making arena.

Dialogue requires resources, that is, human resources with the time and skills to engage in the processes of donor harmonization and promotion, development, implementation and monitoring of gender strategies. It also requires *flexible financial resources* in order to be able to contribute to specific capacity building, to studies that will provide evidence, or to any other need that arises in the process of the dialogue.

Civil Society has an essential role to play in the process of national dialogue, as emphasized particularly in Accra. Sida's support to this role has proven useful in two ways: capacity building for local NGOs and facilitation of their participation in national/donor forums.

4.3 LESSONS IN MAINSTREAMING AND TARGETING

Gender equality is about power relations, which are likely to change only if there is political leadership. Changing power relations also requires identifying and supporting women's strategic interests as well as their practical needs.

Projects should address strategic interests of women as well as their practical needs, but are not likely to do so without awareness of and commitment to them. Where this perspective is not evident (Roads, PSNP), a more check-list approach to guidelines is followed, leading to less than adequate gender results. For example: provisions in PSNP that call for reducing women's workloads by letting them come late and leave early, were interpreted only as allowing women to decide *when* they do their full workload. In the Road project, a provision for 30% participation by women in the workforce has, in some cases, been interpreted as a ceiling and not as a target.[109] In programmes where it is unrealistic to expect implementers to fully embrace the strategic interests for women, other complementary or accompanying actions through other Sida partners could be involved to bring out these effects.

Mainstreaming works best when partners share a common analysis and commitment to gender equality and when there is the possibility of multiple programme interventions. Gender relations are complex social relations, and being able to target and integrate key issues as was done in SARDP, greatly increases the impact of each respective effort.

Mainstreaming is more sustainable if government offices for women and Ministry focal persons are involved in project design and decision-making. In SARDP, this involves helping to build their capacity. However, accountability should be in the hands of the responsible planners and managers, as has been promoted in SARDP through the gender networks and further reinforced by Civil service reform, which has sought to strengthen and support accountability.

It is important to *support implementation structures at the community level* to get first-hand training in programme design and themes, such as gender equality and other cross-cutting issues. To rely too heavily on

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109 Including at the community level as revealed in community focus group discussions. The perception is that women can only access 30% of the jobs whereas men can get 70%, giving the wrong message in terms of strategic advantages for women and their role in the community. This was confirmed by some implementers.

Training of Trainers (TOTs) is unrealistic in cases where these trainers are exposed to gender for the first time and/or do not have their own interest or motivation (apart from e.g. the contractual obligation) to pass on this information (as often is the case with Roads construction workers).

Flexibility and funding for supplementary projects and/or studies is useful for addressing issues arising in the implementation process. For instance, this can be for a deeper understanding of gender outcomes in relation to development objectives, or to pilot practices that can be mainstreamed into the sector (e.g. the way of implementing the labour-based approach to roads maintenance and construction in line with the 30% national policy on women's participation). As gender relations are complex, unexpected or highly localized consequences that need addressing are not unlikely. The Nyanza road project, for example, would have benefited from a study of the reasons for possible negative results, such as increased drinking by men, or police violence.

Gender analysis should be localized; while national analyses are a good starting point, conditions even within one country vary substantially. For example, a SARDP evaluation noted that even within the Amhara region, women's situations in E Gojjam is very different from S Wollo, in part because girls marry very young (8 or 9) in the former, which clearly has profound effects on their education, identity, self-confidence, health, etc. This requires differentiated strategies even within the same project. The same was noticeable in relation to roads construction and maintenance in the Nyanza province, Kenya. The need for localized strategies also indirectly arose in the RAPP project, where the lack of local, socialized and actionable data at the district level often led to frustration in the provincial dissemination seminars, and allowed very little room for two-way dialogue on policy options between duty-bearers and stakeholders.

Gender analysis should be participatory; the more local officials, CSOs and beneficiaries can participate, the more likely the responses are to be locally relevant, current, and cost-effective. Capacity to analyse not only leads participants to create their own solutions, but also contributes to sustainability. Gender conversations and women's forums are useful examples. Local support structures, such as the community Roads Committees in the Roads programme could also play a role in localized gender analysis if they were facilitated and trained by programme structures.

Men and boys need to be included in the gender strategy at least in addressing attitudes and behaviour, ensuring that they also take ownership

of the concept of equality, and that there is no backlash from them directed at the women. More concrete and localized evidence on men's roles and attitudes would be helpful to design programmatic responses that are tailored to local needs.[110]

Monitoring and Evaluation is uneven across programmes. In Kenya, baseline surveys have been undertaken in some programmes (Roads, HIV/AIDS, NALEP, Roads 2000) but not others, and while gender indicators exist in most programmes, collection of gender-disaggregated data still remains a challenge for most. The two main reasons for this phenomenon are: firstly, weak monitoring and evaluation frameworks, especially in sector-wide programmes; and secondly, lack of capacity in partners to undertake the process of monitoring and collection of data.

Workload issues must be addressed in any strategy for women's empowerment, in part to free up time to engage in new, more rewarding activities, and simply to prevent the shifting of the women's workload to other women in the HH (especially daughters). Women will often be eager to take on new activities from which they will benefit, even if this means having an increased workload. Projects that can replace tedious, repetitive tasks rather than add to them, will, in the long-run be more sustainable.

Reducing women's workloads by having men share responsibility for housework and childcare is more strategic than labour saving devices, although both

Women's work
– carrying water,
Amhara

110 For instance, in one district covered by the Nyanza Roads programme, men
had started to take up bigger responsibilities for looking after the children
when women were at work, whereas this was still seen as culturally
inacceptable in a neighbouring district.

approaches should be applied. Involving men not only alleviated women's work burdens but promoted men's empathy and appreciation of women's contribution to the household. However, labour saving infrastructure for women – e.g.: water projects, grinding mills, fuel efficient stoves, day care, roads that bring markets closer to them, are also very important contributions to women's empowerment.

Changing men's attitudes and behaviours towards gender roles and power relations can reduce HH and community tensions and avoid male backlash. On the other hand, attitudes have to be backed up by *concrete actions* to further convince men that previous practices, such as domestic violence or the retaining of the family property in case of a marriage breakdown, are now unacceptable.

While a great deal of emphasis is – and should be – placed on increasing options for women, their capacity to take advantage of them must also be considered. In particular, programmes need to support women's self-esteem, capacity (including literacy), and even their own gender stereotyping. Among the concrete examples are: women only savings and loans groups and women's associations which gave women leadership support to become more involved in decision-making in their communities.

The invisibilisation of gender results leads to the continued undervaluing of their contribution to development. Observed changes such as the shifting of the sexual division of labour (SDL), or reduced domestic violence[111] (SARDP) are important changes, but remain completely anecdotal. Training and the involvement of local communities in regular monitoring and dialogue about such intangible results can help to visualize and demonstrate them.

Ownership is critical to addressing gender seriously, yet not all Sida partners see it as a priority. Sometimes it takes different strategies and more time to get stakeholders to take ownership, but this has to be considered as a valid process. Such ownership needs to go beyond just government partners and implementers to include the communities or stakeholders concerned.

Evidence-based dialogue should be able to be acted on. It should also be socialized at different levels and built from the ground up. This approach focuses discussion towards (measurable) action, and reinforces the strategy of presenting gender as a way of improving development results.

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111 Domestic violence is particularly problematic to measure, but there are other indicators such as the SDL, time-use studies of women, men, girls and boys, that are not particularly sensitive.

5 Recommendations

Sida country programmes should have a full-time gender specialist who is responsible for: helping to guide the team in developing, implementing and monitoring a gender strategy; supporting mainstreaming by Sida staff in their programmes; and for being the principle resource in dialogue strategies on gender.

Sida country programmes should develop a clear gender strategy, with expected outcome results and indicators that cross programmes, and are reflected in individual programmes. Issues for dialogue should be included, along with an overall strategy for carrying out this dialogue. The gender framework should be designed to: 1) encourage synergies among programmes, and 2) provide monitoring mechanisms for improved monitoring of positive and negative gender outcomes and learning.

The country gender strategy should be built around Sweden's four gender priorities. National level analysis should be used to determine the most relevant indicators, establishing a shared results framework. Each project or programme can assess how its actions can directly or indirectly contribute to achieving a set of national level goals. The national framework would provide a set of common indicators by which to measure progress at both the project/programme and country levels.

Sida should invest more resources in learning-oriented monitoring and feedback systems for gender. Specifically, Sida needs to develop indicators for monitoring women's empowerment, and changing power relations between women and men. Such indicators need to be outcome oriented, reflecting changes in structures, attitudes and behaviours that affect socially constructed gender relations, and not just process- or inputs-oriented. This system should address and monitor the gender equality results (positive, negative) in all projects according to a common framework. This will also help to provide a framework for future gender monitoring.

Given its growing importance, *Sida should invest human and financial resources in New Aid Modalities (NAM), both institutionally and at a country level,* when assessing opportunities, developing and monitoring gender dialogue, and mainstreaming strategies in collaboration with like-minded donors.

Sida should more consistently and systematically address men in its gender strategy. While this is incorporated into policy, in practice, gender tends to mean women. The incorporation of men would serve to 1) promote support for, and reduce potential backlash, of women's increased equality, 2) identify and, if applicable, address men's gender disadvantages.

A Sida organisational learning strategy for gender equality should be developed. It should take into account different kinds of system-wide, subsystem and individual learning so as to address learning for policy, collective learning with implementing partners, a wider societal learning where Sida operates, and individual/experiential learning within Sida to continuously capture tacit knowledge. The recently established learning networks could play a leading role in such a strategy, but will be linked to explicit gender approaches and management processes, and be measured against defined learning objectives

Annex I: Methodology

GENERAL APPROACH

The terms of reference specified that the entire evaluation be used as a learning process for Sida. This was the central axis in the design of the evaluation, which combined an iterative evaluation process with a set of feedback seminars with specific objectives. These seminars were accompanied by interim reports, and involved representatives from the Gender and Evaluation units, as well as other stakeholders.

This principle of interaction resulted in a four phase evaluation process which included:

Phase 1: A desk study, identification of key issues and concepts, and surveys of the gender approach in Sida's programmes in Kenya and Ethiopia, the two case study countries. These surveys were used to identify good practices to look at in greater detail in Phase 3.

Deliverables:
• Phase 1 Synthesis Report: Country profiles (Kenya and Ethiopia) and Issues Identified. Sept 2009. Country profiles are available as separate documents.
• Seminar: Presentation of findings, September 18, Stockholm

Phase 2: Initial findings from phase 1 were tested through a process of consultation with Sida stakeholders. An e-mail questionnaire sent out to the GE sub-network, and in depth telephone or face to face interviews were carried out with key informants. Responses (5 e-mail replies) and 9 interviews allowed the evaluation team to more deeply explore issues and incorporate the issues arising in Phase 3.

Deliverables:
• Phase 2 Interim Report: Feedback from Sida and Key informants, Oct 2009
• Seminar: Presentation of findings, Oct 21

Phase 3: In depth field work was carried out (2 weeks) in Kenya and Ethiopia, in a limited number of projects identified by the country survey and in discussion with Sida staff as good practices.

Deliverables:
• Seminar: presentation of findings – Country studies, initial conclusions, Stockholm Dec 4
• Debriefing, Sida Embassy, Kenya: November 4
• Debriefing, Sida Embassy, Ethiopia: December 18

Phase 4: Preparation of a synthesis report drawing on the findings of the previous phases.

Deliverable:
• Synthesis Report, January 2010

Interim reports were prepared and seminars held in Stockholm at the end of each of the three phases, with the purpose of facilitating feedback to improve the subsequent evaluation phases.

Conceptual Framework:
The general approach to the evaluation was described in the technical proposal. It acknowledges the difficulty of measuring impact of gender programmes using traditional evaluation methods, which also applies to the difficulties faced in developing an appropriate methodology that comprehensively captures all the socio-economic and political determinants and variables that are involved in mainstreaming gender equality. Therefore, the evaluation methodology focused more on gender and social analyses as the dimensions that will reasonably capture the necessary results.

From a *systems* point of view, it is possible to distinguish between systems that produce different types of results. To fully understand the effectiveness of these systems in relation to results achievement, efforts were made to look at both the actual outputs and outcomes from each system, and the flow, movement and the recurring behaviours at system level as it evolves over the period of time covered by the evaluation. The different 'systems' follow the different levels of assessment outlined in the TORs and in the Proposal, namely:
• *The macro-policy system* of how well the processes to translate and inform gender policy works within Sida and in relation to involving Sida's stakeholders in-countries.

- *The country systems* looking at the extent to which Sida main-streaming efforts contribute to national processes of social change in line with national development objectives, and in coordination with other development partners.
- *The interactions between these two systems to produce development results.* Priorities set out around aid effectiveness in line with Paris Declaration principles and in the AAA will be particularly relevant here.

The macro-policy system looked at results to effectively implement and feed information back to policies that guide Swedish development cooperation in the area of mainstreaming gender equality. This was done against the overall objective of fulfilling priorities outlined in the Budget Bill and other macro-level Sida policies.

The results hierarchy informed an analysis of how country development objectives, and the national systems that support then, interact with the Sida macro-policy system at different levels, and whether this interaction is likely to contribute to the achievement of development results. By looking at these issues from a systems point of view, the evaluation attempted to capture processes as well as actual results in terms of assessing overall performance of gender mainstreaming activities in the focus countries.

The second aspect of the conceptual framework was the *understanding of women's empowerment,* and how this can be promoted through the Swedish government's four gender priorities: women's economic empowerment, women's security, sexual and reproductive health rights, and women's political participation. While it is clear that these are all potential areas of work in themselves, it is also likely that interventions in any one area are likely to influence – negatively or positively – achievements in the others. Therefore it is important to develop a conceptual framework for the analysis that identifies both empowering and disempowering actions, as well as synergies – ie: groups of interventions that produce more than the sum of the parts.

Data Collection

Data was collected in different ways at different stages of the evaluation. An evaluation matrix was prepared to serve as a guide for all members of the team and to operationalise the questions of the ToR.

Document Review: The evaluation team extensively reviewed Sida documentation, including key evaluation documents such as the previous Gender evaluation in 2002, and the Mainstreaming Synthesis 2007; various policy documents of Sida, including Gender,

Support to Civil Society, Promoting Peace, etc, and policy papers (Discussing Women's Empowerment, Sida Studies no.3., Women's Economic Empowerment: Key Issues and Policy Options) and studies on gender mainstreaming undertaken by other donors. In addition, programme planning, monitoring and evaluation documentation from the two countries, in particular from the four projects selected, were reviewed in great detail. Country poverty reduction plans, MDG goals, and gender strategies, were also reviewed.

Internet Survey: An extensive survey was e-mailed to all members of the Gender subnetwork, based on key questions arising from the country surveys and document review of Phase 1. The questions developed for the internet survey formed the basis for questions to staff, both in phone interviews and in the country visits. The limitation of this tool was that it was sent to such a wide range of people that it was rather long (to encompass many possible experiences) and it was completely voluntary and dependent on busy people making time for it. In the end, in spite of an extension in time and encouragement to answer just the questions they had some thoughts on, only five responses were received. Although limited in quantity, those who did take the time to reply provided invaluable input into the evaluation process.

The internet survey was the basis for and source of specific questions asked of staff at all levels. The complete survey is attached to this document.

Inteviews: A wide range of interviews were carried out with key informants identified by Sida, as well as with staff, project partners, government official, other donors, and beneficiaries. Group interviews, or focus groups with the latter were of particular importance in identifying the overall results for women's empowerment of diverse programme activities – in short, what difference did the interventions make in the lives of female and male beneficiaries? Semi-structured interviews with some open ended questions also allowed for the surfacing of unanticipated results: for example, the inclusion of women in social courts in Ethiopia not only gave community women more confidence in them, but all community members had more confidence because the inclusion of women put an end to corruption. On the other hand, open ended questions in Kenya led to the revelation that for all the good new roads provided, they also facilitated the arrival of violent police abuse.

Staff interviews were guided by the internet survey questions, described above, and attached below. Focus group meetings were

generally based on the Kenyan model attached, and adapted according to the time available, the nature of the group interviewed, and the specifics of project interventions. In Ethiopia, where interventions and beneficiary groups were much more varied that the road project, the interview guidelines were considerably more specific.

Meetings with government partners were more specific to the nature of government actions, opinions and interventions, and the ways in which Sida and other donors responded. Several meetings with regional government at the Woreda and Kebele level, and Ministry staff in Amhara revolved around three key questions:

1) What are the overall interventions of the project in relation to gender equality?
2) What results and/or changes in gender relations have you observedµ? and
3) What role in these changes do you attribute to Sida's contributions?

Site visits: Site visits offered an additional means to verify or at least confirm or raise doubts about stakeholder or beneficiary subjective observations. For example, the social impact of roads could be partially verified by the observation of traffic on the roads. In the case of Ethiopia, much was made of labour saving strategies and men's participation in domestic work, although this was somewhat contrasted by the ubiquitous site of women (almost exclusively women) bent over carrying heavy water jars or other burdens along the road. The assertion that virtually all primary school aged children were in school was believable when at school shift start or finish time, the streets were full of girls and boys in uniforms, carrying note books.

Limitations:

On a methodological level, a number of limitations were encountered. First, there was a lack of reliable sex disaggregated statistical data available and related indicators with which to measure achievements to date. Project monitoring, whether by Sida or its partners, was often weak, and doubly so in gender. As the previous gender evaluation and the Mainstreaming Synthesis report have already noted, there is a lack of concrete gender objectives and indicators, and a consequent weakness in any kind of systematic monitoring. This weakness persists. Very few results exist beyond the output level, and virtually no indicators beyond the merely numeric (e.g. percentage of women's participation). Improved participation by women was often seen as a

goal in itself, even though in redressing power, it is inconclusive as an indicator.

The team was able to observe many results which – if generalized throughout the programme/projects – would be impressive. However, with only a few days to gather observations and no reliable documentation to test how widespread the results are or could reasonably be, it was difficult to fully triangulate the results. In addition, given the emphasis on identifying best practices, the sample for field visits was not random, but rather biased towards examples that produced good results. With limited information prior to the field work, and no country programme objectives or indicators to define criteria for "success", this interpretation was fairly subjective.

A number of logistical limitations were encountered. Phase 1 relied on extensive staff interviews and input regarding documents and additional resource people. It was unrealistic to expect to reach all the key people in late July and August due to summer holidays. Phase 1 was delayed for this reason, resulting in schedule distortions for the rest of the evaluation.

A last minute postponement of the field work, and a further delay/rearrangement of the Ethiopian programme led to problems encountering key staff and informants, and led to a sub-optimal use of time. Several key staff members (programme officers for each of the two evaluated programmes and the key contact in the Embassy) were completely or largely unavailable in the new time slot.

This was the model used for focus group discussion, although it proved too long for most of the time periods available, and was therefore adapted for both length and content specifics of various projects and communities visited

Roads Programme
Focus group discussion guide
Introduction by the Facilitator:
1. Good morning/afternoon ladies and gentlemen
2. Facilitator then introduces himself/herself and the evaluators (Charlotte and Pauline), and asks participants to introduce themselves.
3. The facilitator thanks the participants for coming; and assures them that their presence is very important. He/she stresses that the aim of the session is to discuss and to hear everybody's opinion. There is no right or wrong answer, participants are free to give their views, and this is what is important. In particular:

- Everything that the participants say is confidential and nobody will be identified by name without their permission.
- This is an open discussion and the participants do not have to ask for permission to talk. Please stop the facilitator if he/she changes the subject and you have something to add.
- We are interested in all your ideas, comments and suggestions. Please feel free to participate even when you disagree. We would like as many points of view as possible.

The Facilitator states the Purpose of the session:
We will be discussing the participation by men, women and the youth in the roads construction and improvements, and how they have affected the participants and the community.

Session Facilitation:
The Facilitator then takes the group through the following under-lined topics, giving ample time for participants to respond to all the questions in each topic

Changes at community level
1 What are the benefits of the construction and/or improvement of roads in this area?
2 Who are the recipients of these benefits?
3 What new development activities are now being undertaken because of the improved roads? By whom?
4 What problems or negative issues have the roads introduced?
5 Who are most affected by those problems?
6 What are the differences between how men, women and the youth are affected by the improved roads?
7 How have the capacity and potential of women in the community improved (please give specific examples).
   What has most contributed to this increase in capacity of women?
8 What have been the changes in attitudes towards the role of women in the community? (please give specific examples).
   What has most contributed to the change of attitudes?

Changes at household level
1 What positive changes have taken place in the household because of the roads improvement initiative?
2 How does the initiative accommodate men and women to combine the roads works with their other responsibilities and tasks in the household?

3 Are there any differences in the way the programme has affected men, women, boys and girls at the household?
4 What are the negative changes in the household because of this road improvement initiative? – Who is affected?

Changes at programme level
1 How do you influence the way the roads improvements are done?
2 What would you recommend that the roads committee considers for future road improvement initiatives?

End of session
The Facilitator closes the session by thanking all participants for sparing the time to participate. Inform them that their comments have been most useful.

Institutional survey
This is the survey form that was circulated to all sub-network members, and also formed the basis of questions for key informant and Embassy staff members.

Name
Position
Number with Sida

Processes
1 How do you understand your role in implementing Sida's gender policy?
2 Sida calls for gender analysis and strategy at the initial stages of planning.
   • Where do you begin: what processes are involved in at the beginning of the programme cycle?
   • Or if for some reason it is not possible in the beginning, how do you retrofit a programme for gender?
   • What opportunities and challenges have you encountered?
3 Sida gender policy calls for three possible approaches for main-streaming gender: integration, targeting and dialogue.
   • From your experience, or others that you are aware of, how are these strategies chosen in programme planning?
   • What strategies work and why?
   • How do they relate or create synergies.

If possible, give examples

4 Monitoring and evaluation of gender results can be challenging, especially where they are planned as cross results.
   • How are gender objectives monitored and evaluated?
   • What are the advantages/challenges for monitoring each of the gender approaches?
   • What kind of indicators are most useful?

5 Sida tends to implement its programmes through some form of partnership with multilateral agencies or international or local NGOs, as well as government.
   • What is the role of partnerships in relation to gender integration?
   • What are the advantages/disadvantages of working through partnerships?
   • What can Sida learn on gender through partnerships?
   • What additional skills/ resources do Sida staff need to ensure partners meet the expectations of Sida's gender policy?

Aid effectiveness Principles: ownership (government, and/or national … i.e: is civil society involved in setting priorities too?); alignment – are government systems/ capacity adequate to implement gender equality objectives? Harmonization: is there general donor agreement, joint monitoring, single reporting on gender?

Programme Issues

6 The overall purpose of gender equality work in ODA is promotion of equitable development and poverty reduction.
   • How do you understand this link? How does your country programme address it? If possible, provide examples.

7 The Swedish government has identified four thematic priorities
   a) Women's economic empowerment,
   b) Women's sexual and reproductive rights,
   c) Women's security, and
   d) Women's political leadership.
   • How have these interpreted and implemented in your country programme?
   • What approaches (integration, targeting, dialogue) have you used with the thematic area.
   • What are the successes or lessons learned ? What works? Give examples.

8 How do you understand the Human Rights based approach in relation to gender equality. How do you implement it?

9 Sida's four thematic priorities for gender equality are focused on women. However, gender addresses relations between women and men.
   - How has your country programme addressed men as allies or change agents? Or in some cases, the disadvantaged gender? Or in avoiding backlash against women's empowerment?

10 Changing gender relations also involves changing attitudes and behaviours.
   - Has this been addressed in your country programme? In what ways – please give examples.
   - How do you monitor changes in attitude and behaviour? What challenges does this present?

11 Women and men's gender roles change over age (and with other factors such as class, race) Does your analysis and programme take account of these differences? Especially girls and older women?

12 An excessive workload is an almost universal characteristic of the lives of women and often, of girls. If projects increase women's work in some areas, how do they contribute to reduced workload elsewhere? Do you have good examples of this? Lessons learned.

13 Please share any other examples of good practices in the application of Sida's gender policy: feel free to attach additional documents (evaluations, studies) illustrating good examples.

Organizational Issues

14 Among the issues identified in the recent Mainstreaming study (2007) were:
   Decentralisation of policy has led to the loss of a clear locus of responsibility for implementation of cross cutting issues. Implementation tends to be left to individual discretion.
   There is a proliferation of policies and difficulties in priority setting.
   - Have you encountered these issues? How have they been dealt with?

15 How do you understand the role of gender subnetwork and what are your expectations of it?

16 What personal and/or collective incentives are there to implement gender mainstreaming? Are there any disincentives? How is gender addressed in your job description, annual workplans, and performance reviews?

Annex II: Terms of Reference

1. BACKGROUND

Gender equality means to Sida that all human beings – women, men, girls and boys – are considered equal and are to be treated equally in terms of dignity and rights. Gender discrimination is one of the main causes of poverty, and a major obstacle for equitable and sustainable global human development.

This statement comes from Sida's Policy for Promoting Gender Equality in Development Cooperation, adopted by Sida in October 2005 and valid until October 2010. It succeeded the Action Program for Promoting Gender Equality, issued in 1997[112], which replaced the women in development with the gender in development approach adopted by the Swedish Parliament in 1996. There, it was stressed that mainstreaming gender equality was essential in all parts of development cooperation. This was re-affirmed in the Swedish Policy for Global Development adopted by the Swedish Parliament in 2003.

Mainstreaming a gender perspective into development cooperation is a strategy for promoting gender equality that has been adopted globally. It was established with the Platform for Action at the UN Conference on Women in Beijing in 1995, which both the Sida Policies of 1997 and 2005 have as their point of departure. The same is valid for a large number of other bilateral and multilateral donors.

Gender mainstreaming, according to the two Sida policies of 1997 and 2005 against which Swedish support to gender equality is presently to be evaluated, is summarized as follows in the Policy from 2005, using much the same definition as in the earlier Action Program from 1997:

- "Actively applying and integrating the gender perspective
- Targeting specific groups or issues
- Conducting a gender-aware dialogue with partners

112 Policy Promoting Gender Equality in Development Cooperation, Sida 2005, p.4
    Action Programme for Promoting Gender Equality, Sida, issued 1997

(…) Gender mainstreaming is commonly understood to refer only to the first approach. But all approaches should be considered equally important and effective. Sida can target specific issues or groups (for instance women, adolescents and boys) or use the "partner dialogue" as an instrument for gender mainstreaming, not focusing only on integrating gender equality in all interventions."[113]

In 2007, the Budget Bill for development cooperation support to women and gender equality was established as a thematic priority. In this context, this is to be seen as closely linked to policy. The economic empowerment of women, sexual and reproductive health and rights, the political participation of women and womens' security were made the focus of the thematic priority.[114]

Since the year 2000, a number of evaluations have been made of different aspects of gender mainstreaming in development cooperation. Mainstreaming other so called cross-cutting issues, such as HIV/AIDS and environment, have been also evaluated by Sida and by other bilateral and multilateral donors. Findings are consistent in that a number of weaknesses in first and foremost the organisational set-up of donors in mainstreaming, monitoring and collecting results in support of gender equality have been found.

One of the first such evaluations was commissioned by Sida "Mainstreaming Gender Equality. Sida's support for the Promotion of Gender Equality in Partner Countries". Case studies of Nicaragua, Bangladesh and South Africa were included. In short, the findings indicated "that mainstreaming can be expected to achieve more change as the interventions supported by Sida continue to evolve and move through new phases of design, approval and implementation". [115]

A synthesis report, "Mainstreaming at Sida", looking at and comparing gender, HIV/AIDS and the environment finds that "Sida has not managed to effectively implement any of the policies …In particular, they indicate deficits and shortcomings related to Sida's internal organisation as obstacles to effective implementation. – In comparison, shortcomings related to the policies themselves, to Sida's partners or the environment in which the organisations are mentioned with less frequency".[116]

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113 Policy Promoting Gender Equality in Development Cooperation, Sida 2005, p.7–8
114 Proposition 2007/08:1, Utgiftsområde 7, pp. 53–56
115 Sida Evaluation Report 02/01, 2002, p. 107
116 Sida Studies in Evaluation 2007:05, p. 5

These findings correspond to what has been found by a number of other donors on the subject.[117]

The following three components thus form the point of departure or the backdrop against which the present evaluation is to be made:

- Sida's two policies from 1997 and 2005, respectively, also the Budget Bill of 2007 to some extent,
- Sida's two evaluations, Mainstreaming Gender Equality from 2002 and the Synthesis report Mainstreaming at Sida from 2007,
- Bilateral and multilateral evaluations undertaken of mainstreaming gender equality into development cooperation since 2002.[118]

2.   PURPOSE OF EVALUATION

The Swedish Government has asked Sida to provide a basis for a new Swedish policy for gender equality in development cooperation. This basis is to be presented to the Government in December 2009.

This evaluation is to discuss the effectiveness of the gender policies mentioned above in contributing to gender equality and to provide an input to the deliberations on a new Swedish policy.

The evaluation is to provide information on the results of the work undertaken in support of gender equality since the evaluation of gender mainstreaming by Sida in 2002, which in this perspective is to be seen as a kind of baseline. The results are to be analysed in order to see what elements in the work process have contributed most towards the goal of gender equality. The findings are to be related to those of the above mentioned synthesis report "Mainstreaming at Sida" from 2007 and those in the bilateral and multilateral evaluations that have been made since by other donors, also described above.

3.   OBJECTIVES OF THE EVALUATION

The objective of the evaluation is to assess how Sida's gender mainstreaming strategy as defined in policies from 1997 and 2005, and to some extent in the Budget Bill of 2007, is reflected throughout the whole cycle of programming in the cooperation with two partner countries, Ethiopia and Kenya.

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117 DFID, European Commission, ILO, Norad, OECD/DAC, Sida, UNDP, World Bank/OED, etc. List quoted from Norads "Lessons from Evaluations of Women and Gender Equality in Development Cooperation, Synthesis Report 2006/1, p. 4, see also detailed references in the enclosed Bibliography of that report

118 ibidem

Based on these two country cases and on interviews with the sub-network for gender at Sida it is to assess the effectiveness of Sida's gender policies in steering the cooperation towards results on gender equality.

The evaluation is to relate to findings in the earlier Sida evaluations of mainstreaming and in findings of other donors in their evaluations of gender mainstreaming[119].

Further, the evaluation is to assess the relevance of strategies and of means and methods in supporting gender equality in the selected countries with a particular focus on the link to poverty reduction. The sustainability of achieved results in terms of both gender mainstreaming and gender equality is also to be assessed. An analysis of what accounts for varying results is an important aspect of assessing effectiveness. The evaluation shall therefore investigate how the work and resources for support to gender equality in the two partner countries have been organised in order to generate findings on what has worked in support of gender equality.

The evaluation is to provide findings, conclusions, lessons learned, and recommendations as an input to the draft for a new policy on gender equality that Sida has been asked to present to the Government.

4. SCOPE OF THE EVALUATION

Time span
The evaluation is to cover 6 years, from 2002 – when the last Sida evaluation on gender mainstreaming was published – until the end of 2008. Gender mainstreaming has been used as a strategy since the Action Program for Gender was adopted in 1997. Therefore results from gender mainstreaming should be measurable also at the beginning of this period.

Definitions
For the purpose of this evaluation definitions of "gender equality" and "gender mainstreaming" are to be found in Sida's Policy from 2005, also quoted in section 1 above.

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119 Ibidem

Programming cycle and dialogue

At the country level, the different elements in the *programming* cycle as described in "Sida at Work" [120] and their relation to each other are to be considered in the evaluation.

Among the documents and elements to be considered, the following are examples of what should be included at country level:

Poverty Reduction Strategy Papers

Relevant Swedish country strategies

Partner documents related to gender equality

Dialogue

Gender equality analyses and their quality

Programs and interventions

Budget support

Country plans etc

Monitoring

Results, both registered and unregistered

Two country cases

Ethiopia and Kenya have been chosen because support to gender equality has been in focus here and the evaluation is, among other things, to yield conclusions concerning results of gender equality in cases where gender mainstreaming has worked fairly well.

Users of the evaluation

Users of the conclusions and recommendations of the evaluation are staff in Sida, the Ministry for Foreign Affairs and partner countries involved in Swedish development cooperation. The evaluation is to be used both internally within Sida in a learning process and internationally, for instance in discussions on aid efficiency and the Paris Agenda.

5. EVALUATION CRITERIA

The evaluation should focus on the

– *relevance* of the different interventions and their achieved results in relation to Sida policies of 1997 and 2005 and, to some extent, also to the thematic priority in the Budget Bill of 2007.

– *effectiveness* of the implementation of Sida's gender policies in steering the whole process of support to gender equality. Also, the

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120 See "Sida at work" A Guide to Principles, Procedures and Working Methods" pp. 59 and onwards and "A Manual on Contirbution Management", 2005

effectiveness of Sidas'support in the two partner countries is to be assessed in terms of gender mainstreaming on the one hand and, on the other, of gender equality among poor women and men. This is to be done in order to gather findings of what has worked in support of gender equality in terms of good practice, the methods used, of human and financial resources and of the organisation of work.
– *sustainability* of achieved results in terms of gender equality between poor women and men in the two partner countries.

6. EVALUATION QUESTIONS

Questions to be answered or discussed in the evaluation are:
1. Questions on the three approaches to gender mainstdreaming
A. The quality of gender analysis
– Has a gender perspective been integrated into the programming cycle and how is it linked to poverty reduction?
– Has a gender analysis preceded or been integrated into the background material for the country strategy? Does the country strategy document itself reflect such analysis with respect to gender and if so, is it mainstreamed?
– Does it form part of Sidas' analysis of poverty in that country?
– Do other appraisals and documents pertaining to the programming cycle include a gender analysis?
– To what extent is the PRSP (Poverty Reduction Strategy Paper) for the country gender mainstreamed and to what extent has it guided the county strategy and subsequent interventions in terms of gender equality and a gender perspective?
– How have Swedish efforts been aligned to the partner country strategies and to the international conventions on gender ratified by the country (this question relates to e.g. the Paris Declaration and AAA (Accra Agenda for Action)
– Has focus been mainly on gender equality or on "women"?
– To what extent have men, boys and girls been part of the gender perspective?

B. Dialogue
– To what extent has gender equality been promoted in the dialogue with the partner country at different levels, i.e. at Government level and at the local level and within sector and programmes?

– How were negotiations with the partner country conducted with regard to gender equality throughout the process? What issues were raised and in what sectors?
– What can be said concerning the possibilities for donor harmonisation in these countries?

C. Targeting of specific groups or issues
– Has any targeting of specific groups or issues been made in respect of gender equality in the two countries concerned and to what extent has direct support been given with a view to the goal of gender equality?
– Have civil society and women's organisations been brought into the programming cycle through direct support or in any other way and what are their experiences of the dialogue on gender equality?

2. Conditions for mainstreaming at Sida: Organisation and resources
– Has there been an institutional consensus in Sida on how to address mainstreaming in support of gender equality and how has the work been organised?
– Has Sida's organisation of its human and financial resources in support of gender equality been adequate and effective in relation to the gender goals set up in Sidas' policies?

3. Gender equality – Effectiveness and Wider Development Results
– What are the intended as well as unintended, positive as well as negative results on an outcome level of Sidas' gender mainstreaming in the two countries?
– What are the strategic/and or practical changes[121] with regard to gender equality that Sida interventions have contributed to or may contribute to?

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121 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 level so that equality between women and men 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 heath 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.
Based on definitions in Striking a balance – On men and women in development cooperation, Sida, 1999, page 11.

– Have results of support to gender equality in the two countries been regularly registered by Sida and how?
– Do gender disaggregated statistics exist and have they been used in the process?
– Do indicators exist related to gender equality, have they been used and which are they?
– Specifically, what are the achieved results in relation to the four areas focused on in the Budget Bill, women's economic empowerment, women's security including gender based violence, women's political representation and women's sexual and reproductive rights?
– In what sectors are considerations of gender and gender equality to be found and where are they absent?
– What are the main factors in design, implementation and context accounting for achieved goals and results?

7. CONDUCT OF THE STUDY

The evaluation is to be undertaken in three phases:

1) A first phase will examine the entire cooperation and country programme in the two countries during 2002–2008 with the help of relevant documentation and interviews.
2) The second phase will test the findings from phase 1 in a series of interviews with stakeholders within Sida. The issue is to get a general understanding of the effectiveness of Sida's gender policies in steering support to gender equality and in integrating gender mainstreaming into Swedish development cooperation.
3) Phase 3 will assess the effectiveness of Sidas' work with gender mainstreaming in achieving results on gender equality. By assessing results on gender equality in a number of sectors or programmes where gender mainstreaming has been successful the means to carry out mainstreaming will be analysed. Here, particular emphasis will be made on the four focus areas of the Budget Bill from 2007 (see section 1). This phase will rely predominantly on primary data collection in the two countries. Data collection will include numerous interviews/consultation with female and male stakeholders at the central and local level. These should be beneficiaries, project implementers, ministry officials, women's rights organisations, members of relevant business communities, etc. Within Sida, the subnetwork for gender and the Swedish Embassies concerned should be consulted and interviewed. It is

important to combine methods such as focus group discussions with individual interviews and to crosscheck analyses with stakeholders.

In all three phases, the evaluation process as such is also to be used as a learning process within Sida, to be facilitated by the consultants. The inception report, where the organisation and work plan of the evaluation are presented, is to propose also how seminars will be arranged at Sida headquarters and at each of the Embassies concerned in order to create a learning process and discuss findings. This is to be done during the evaluation period, when findings will be presented and discussed ahead of the final draft report, synthesising the three phases. When held at the Embassies concerned the seminars mentioned above should include stakeholders from the partner country.

A time table for the work plan, the seminars and for reporting is found under section 12 and 13.

A working group has been established at Sida in order to follow this evaluation under the lead of the Gender Unit in the Department for Democracy, Human Rights and Gender Equality. A reference group will also be set up in order to follow and discuss the different phases and findings throughout the evaluation period.

The evaluation shall be conducted in an manner consistent with the OECD/DAC Evaluation Quality Standards.

8.   PHASE 1 OF THE EVALUATION

The Consultants are to analyse the programme cycle and dialogue documentation as a whole and its different elements as described above. Information is to be gathered through a review of the relevant documentation and be complemented with interviews with relevant programme officers in order to substantiate and expand the findings of the documentation. Interviews with programme officers and stakeholders are necessary in order especially to understand and assess the reasons for varying results (organisation, context, etc) with regard to implementing gender mainstreaming within Sida.

9.   PHASE 2 OF THE EVALUATION

When the findings from phase 1 have been compiled these should be tested against the sub-network for gender within Sida. This should be done in a series of interviews or in groups to get a picture of whether the findings are in line with the general experience concerning the effectiveness of Sida's gender policies in steering the programming cycle. A list of members in the sub-network for gender to be interviewed is enclosed[122].

10. PHASE 3 OF THE EVALUATION

While phase 1 is to cover the whole cooperation at country level in each of the two countries and phase 2 aims at a general understanding of the effectiveness of Sida policies, phase 3 will specifically look into results achieved for gender equality. In the two countries concerned this is to be done through selecting a number of sectors or programmes (to be approved by Sida after the completion of phase 1). Results will be assessed with a particular emphasis on the four areas focused in the thematic priority of gender equality in the Budget Bill of 2007.

In this phase the evaluation will investigate good practice and the methods with which to reach it, including the organisation of work and what elements in the work process contributed most towards the goal of gender equality. In order to do this the consultants shall collect relevant and additional primary data in the partner country concerned with regard to interventions, beneficiaries, counterparts etc on processes, results, methods, organisation of work, etc. The evaluation will investigate how good practice can be strengthened and if other methodological approaches have been used to further gender equality in addition to gender mainstreaming. It will deepen understanding of the cooperation with the partner country and different counterparts in the cooperation, among which civil society and women's organizations are included. It will specifically look at achieved results for gender equality in the four areas, which are 1) women's economic empowerment, 2) women's security including gender based violence, 3) women's political representation and 4) women's sexual and reproductive rights.

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122 List in Appendix 5

Any observations made on the support to gender equality in relation to principles in the Paris Declaration, the Accra Agenda for Action (AAA) and discussions and Issue Papers from OECD/DACs Gendernet are moreover to be discussed and reported in the evaluation.

11. COMPETENCE

The evaluation is to be carried out by a multi-disciplinary team with advanced knowledge and thorough and documented experience of:
– gender analyses
– large-scale development evaluations
– Swedish development cooperation and the programming cycle in Sida

Experience in the team from the development cooperation in each of the two partner countries involved is also a requirement.

The team leader is to have documented experience in heading similar evaluations.

The team must within it have the ability to read and understand Swedish as well as be fluent in written and spoken English.

12. WORK PLAN

The evaluation shall be carried out during June 2009–December 2009.

General time frame:
– The inception report with methodology, work plan and proposals regarding the seminars etc is to be presented by late June
– The findings and conclusions of the first phase are to be presented and discussed with Sida by the end of August
– The findings and conclusions of the second phase are to be presented and discussed with Sida by the end of September
– The findings and conclusions of the third phase are to be presented and discussed with Sida by the last week of October
– The entire evaluation process is to be completed and all evaluation results synthesized and presented by the end of December 2009.

13. OUTPUTS: REPORTS AND SEMINARS

The Consultants shall produce the following outputs:

1. An inception report commenting and interpreting the Terms of Reference, providing details of approach and methods for data collection and analyses. Proposals for an evaluation learning process and seminars are to be included in accordance with section 7 above. Deadline: June 26.

2. Draft country reports with the findings and conclusions from phase 1 including proposals for the selection of sectors and programmes for phase 3. Deadline: end of August

3. Seminar at Sida/Stockholm to present and discuss findings and conclusions from phase 1. Deadline: end of August

4. A draft report with findings and conclusions from phase two on the interviews with stakeholders at Sida. Deadline: end of September

5. Seminar on the findings and conclusions from phase 2. Deadline: end of September

6. A draft results report on the findings and conclusions with regard to gender equality from phase 3 of the evaluation. Deadline: last half of October

7. Seminar on findings and conclusions from phase 3 at Sida/Stockholm and at the two Swedish Embassies (including partners). Deadline: last week of October

8. A draft synthesis report summarizing the findings, as specified in the ToR. Deadline: Late November

9. The Final Synthesis report shall have the format and outline laid out in Sidas' Evaluation Manual, *Looking Back, Moving Forward.* The report shall not exceed 45 pages (excluding annexes). The report shall be professionally proof read prior to handing in and in all aspects be ready for publication. Deadline: two weeks after receiving Sidas' comments on the Draft Synthesis Report.

10. Seminar to present and discuss conclusions, recommendations and lessons learned at Sida/Stockholm. Deadline: end of December

All reports shall be written in English.

All reports as well as the evaluation process will be assessed against the OECD/DAC Evaluation Quality Standards.

Annex III: List of people Interviewed/Group Meetings

INFORMANTS CONSULTED FOR PHASE 2:

Anette Dahlström, Policy Specialist, Dept. for Empowerment
Anja Taarup-Nordlund, Consultant, EnGender Development
Catharina Schmitz, Consultant InDevelop
Elsa Håstad, Swedish Embassy Vietnam
Hazel Chinake, Embassy, Zimbabwe
Hans Magnusson, Sida, Director,
    Dept. for Conflict and Post-Conflict Cooperation
Karin Rohlin, Sida, Head of Team Latin America
Lena Ekroth, Sida, Team Health
Lena Ingelstam, Sida, Head of Team CivSam
Lotta Sylwander, Unicef Representative, Zambia,
    former Head of Africa department, Sida

Sida HQ Kenya/Ethiopia team:
Anna-Karin Lindberg
Torsten Andersson
Åsa Hejne

Inputs via questionnaire
The questionnaire was sent to all members of the Sida sub-network on gender equality. The respondents were:
Anne Ljung, Rwanda-Burundi Team
Felicitas Bergström, Sida Team for Global Programmes
Helen Belcastro/Malin Elisson, Social Sector Advisor/
    First Secretary, Ethiopia
Linda Larsson, Programme Officer, Democracy,
    Human Rights and Gender Equality
Josephine Mwangi, Programme Office, Civil Society, Kenya

Ethiopia: Meeting/Discussions conducted with Sida staff and partners

Name of person contacted	Organization	Responsibility
1 Ms. Gisela Strand Ms. Malin Elisson Ms. Maja Tjernstrom Mr. Abdulhady Mohammed Ms. Tsukasa Hiraoka	Sida Ethiopia	Deputy Director Prog. Officer, Girls Education First Sec Democracy & Human Rights Prog Officer, CSO & HIV/AIDS Prog officer Democracy and HR
2 Saba G/MedhinAzeb Kelemework	NEWA	Executive DirectorSida – CSO Program Manager
3 Ms.Frenesh Mekuria	MoWA	State Minister
4 Mr. Wongel Abate	APAP	A/Executive Director
5 Mr. Stuart Lane Meaghan Byers	CIDA	Head of Aid, DevelopmentFirst Secretary, Development
6 Ms.Haimanot Mirtneh	Irish Aid	Social Development Advisor
7 Victoria Chisala, PhD	UNDP	Program Coordinator DAG Secretariat
8 Ms. Sehin Bekele	UNDP	DIP Program Coordinator
9 Ms.Zenaye Tadesse	EWLA	Executive Director
10 MR. Belete Derbe Mr. Daniel Taddesse Mr.GebreMedhin Kidane Kebede Kejela	CDHRA	Chair, Board Board Members

Name of person contacted	Organization	Responsibility
11 Mr. Abebe Fekede	SARDP, East Gojjam office	A/ Program Cooordinator
Mr. Ahmed Salih		Infrastructure Advisor
Mr. Yitbarek Semene		Agri/ Natural resource management
Mr. Habtamu Tsegaye		Marketing, Entrepreneur Dev. Advisor
Mr. Assefa Workie		Program. Management. advisor
Ms. Wubit Shferaw		Gender Expert
Machakel woreda		
12 Mr. Teklemariam Tilahun	Woreda Admin.	Chief Administrator
Ms. Worknesh Tsegie		WOA Head
Mr. Abebe Tesfaye		WOA
Debre elias woreda		Gender Committee
13 Mr. Buzenh Firew	Woreda Finance	Head, Finance
Ms. Addise Chane	Women's Affairs	Head, WAO
Mr. Wobueshet Eniew	WAO	Gender Expert/focal person
Mr. Wubiye Admassiu	Woreda Justice	Prosecutor/gender focal person
Ms. Yeshiembet Fekadu	Finance office	Accountant
Tiruye Tenaw	Education Office	Planning Officer
Mr. Yebltal Adamu	Capacity Building	Deputy Head
Mr. Aschalew Diana	Apiculture	Judge
Mr. Yetayeh Beyne	Justice Office	Judge
Mr. Antenane Tiru	Justice Office	Head
Ms. Yetimwork Ayele	Trade and Industry	Coordinator
Mr. Daniel Gezahayn	Environment Protection and	Chief Administrator
Mr. Armede Shiferaw	Land Administration	Head
Mr. Shiferaw Ayele	WAO	
Ms. Hirut Mezegebu	Woreda Administration	
Mr. Endalemaw Biyayebgne	WAO	
	Justice Office	

Name of person contacted	Organization	Responsibility
	Basso Liben Woreda	
14 Mr. Mekuriaw Zewdu	Water Office	Head
Mr. Abrhame W Micheal	Education Office	Vice Head
Mr. Adam Workneh	Women's Affairs	Gender Expert
Mr. Dereje Mokonnen	Administration	Sida Focal Person
Mr. Baye Mengistu	Women''s Affairs	Planning officer
Mr. Yayhe Alemu	Agricultural Office	Town/Admin
Mr. Gezachew Fekadu	Health Centre	Administrator
Mr. Alelign Necho	Health Centre	Nurse Head of HC
Ms. Banchu Mulugata	Health Centre	HC Cashier
Mr. Firow Kassie	Health Centre	Inhabitant of the town
Ms. Solamea Fenta	Health Centre	Guard
Mr. Taddess Yeshandw		Registrar
Ms. Meseret Abebe		
Mr. Atenafu Bekele		
Mr. Yelekal Ayalenhe		
	Shebel Woreda	
15 Mr. Habtamu Tewonde	Administration	Chief Administrator
Ms. Wuchilay Dagne	Women's Affairs	Head, WoA of Shebel
Ms. Genet Nigatie	Women's Affairs	Deputy, WAO
Mr. Melaku Eneyew	Woreda PSNP	Coordinator
Mr. Meseret Abyneh	Woreda Food Security	Process Owner
Mr. Demelash	WAO	
Mr. Habtamu Ahmed	WAO	

Name of person contacted	Organization	Responsibility
	Enemay Woreda	
16 20 girls in preparatory school	Enemay Dormitory beneficiaries	
17 Ms. Wubalem Gebyehu	Enemay WoA	Head
Ms. Eyerusalem Bekele		Deputy Head
	Debre Markos	Community group meetings
18 5 men, 5 women		Gender committee meeting
19 8 men 8 women		Vegetable Producers
29 6 girls and director		High School Girls club
21 8 women		Members of savings and loans group
	Bahir Dar	
22 Ms. Wollela Mebrat	Amhara Region WoA	Head
23 Mr. Habtamu Menegistu	[BoARD	Deputy Head
Mr. Mesfin Astakie		
Mr. Tsedalu Geremew		
24 Mr. Ayichew Kebede	SARDP – Bahir Dar	Program Director
Mr. Hokan Sjoholm		Technical Advisor, Team Leader
Mr. Abebaw Getachew		Monitoring and Evaluation Expert
		Programme Director
25 Mr. Wondak Getahun	ACSI – Bahir Dar	D/Department Head
26 Mr.Zegeye Bante	ACSI – Bahir Dar	Department Head
27 Mr. Mustefa Nuru	ACSI – Bahir Dar	Monitoring Expert
27 Mr. Tilahun Ayalew	AWEA – Bahir Dar	Regional Director
29 Mr. Amare Kendie	PSNP	Food Security Process Owner

Kenya: Interviews conducted with Sida staff and selected partners[123]

	Name	Designation
1	Annika Nordin Jayawardena	Development Counsellor, Sida
2	Anna Tufvesson	First Secretary, Programme Officer, Water Sanitation & Humanitarian Assistance, Sida
3	Camilla Redner	Programme Officer, Governance and Democracy, Sida
4	Josephine Mwangi	Programme Officer, Civil Society, Gender and Child Rights Sida
5	Lucy Mathenge	Programme Officer, Sida
6	Alex Tameno	Programme Officer, Roads Programme Sida
7	John Ndiritu	Programme Officer, Land and Urban Development Programme & RAPP, Sida
8	Japhet Kiara	Programme Officer, NALEP, Sida
9	Karin Kronlid	Programme Officer/Economist Sida
10	Jane Ndirangu	Project Manager, Roads 2000 Nyanza, Kisumu
11	Samson Gekombe	District Roads Engineer, Kuria District
12	PeterMwachai	Regional Roads Engineer, Gucha District
13	E. Matagi	District Roads Officer, Gucha District
14	Ephraim Opuge	Kenya Institute of Highways and Building Technology – Kisii Training Centre
15	Elijah Nyakoe	Kenya Institute of Highways and Building Technology – Kisii Training Centre
16	Rosemary Okello	African Women and Child Features
17	Jane Onyango	GTZ (also formerly with Fida Kenya)
18	Caryln Hambuba	FEMNET
19	Zebib Kavuma	UNIFEM
20	Dr. Regina Karega	National Gender Commission
21	Duncan Okello	SID

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123 A description of the Kenyan focal group discussion participants is found in Annex V.

Name	Designation
22 John Mukoza – Kifuse	Technical Adviser Roads 2000, ILO
23 Asfaw Kidanu	Technical Adviser Roads 2000, ILO
24 Patricia Munayi	CIDA
25 Siv Catherine Moe	Norwegian Embassy
54 men, 32 women	Community focus groups

Annex IV: Ethiopia Country Study, see:
　　　　　http://www.sida.se/publications
　　　　　search among Sida publications for:
　　　　　SIDA61260en

Annex V:　Kenya Country Study, see:
　　　　　http://www.sida.se/publications
　　　　　search among Sida publications for:
　　　　　SIDA61261en

Gender Equality in
Swedish Development Cooperation

Final Report

How effective has Sida's gender policy been in contributing to gender equality within Swedish aid? What works and why when it comes to gender mainstreaming? This evaluation report seeks the answers to these questions. The report is based on field studies in Ethiopia and Kenya, as well as interviews and research within Sida. It identifies development results in a few selected case studies and tries to explore the key success factors for gender main-streaming to be effective and to contribute to improved living conditions for women and men, girls and boys living in poverty.

The evaluation team found that the gender policy is effective when used and is reflected in many country programs. Gender analysis is often carried out but gender mainstreaming is weaker when it comes to implementation on the ground. Several development results from the selected interventions were identified.

Some of the recommendations were that Sida country programs should have a full-time gender specialist and that country programs should develop a clear gender strategy. Another recommendation to Sida is to invest more resources in learning-oriented monitoring and feedback systems for gender equality.