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Gender equality in thematic priorities

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Preface

The Swedish Agency for Development Evaluation (SADEV) conducts a series of evaluations with focus on gender equality within Swedish development cooperation. In the Budget Bill for 2008 gender equality and women's role in development were, along with democracy and human rights; and environment and climate, introduced as a thematic priority. So far limited information has been presented on how the thematic priorities are addressed from a process perspective.

Against this background SADEV chose to conduct an evaluation of how the thematic priority gender equality and women's role in development is integrated in the other two thematic priorities. Focus for the evaluation is integration at policy level, in the implementation process and methods development to facilitate integration.

Addressing gender issues has proven to be crucial for achieving an environment supportive of poor people's own efforts to improve their quality of life. The present evaluation aims at generating knowledge on how to improve the integration of gender equality and women's role in development in Swedish development cooperation.

The evaluation was initiated in February 2010 and completed in December the same year. The evaluation team consisted of Mrs. Carolina Johansson Wennerholm, team leader during the planning and implementation phase, Ms. Therese Brolin and Mr. Peter Sjöberg (both team members). Ms. Lena Fagerlund was the team leader in the final phase of the evaluation. A reference group, consisting of Dr. Britha Mikkelsen and Mr. Per Larsson, has assisted the project team with advice and support at strategic points in the evaluation process.

Karlstad, December 2010

Gunilla Törnqvist

Director General

Summary

In the Budget Bill for 2008 the Swedish government introduced three thematic priorities for the international development cooperation: democracy and human rights; environment and climate; and gender equality and women's role in development. The overall evaluation purpose is *to assess how the thematic priority gender equality and women's role in development is integrated in the other thematic priorities, i.e. democracy and human rights; and environment and climate.*

The evaluation provides knowledge on the integration of gender equality and on how gender equality and women's role in development are integrated in the other thematic priorities – in the policy framework, in the process of implementation and for methods development. The evaluation comprised interviews with staff at policy level at Sida headquarters and with a selection of country directors and operations officers at Swedish embassies/Sida field offices as well as a statistical compilation and desk studies of selected interventions in Guatemala, Kenya and Vietnam. Bangladesh and Serbia were selected as examples of how gender equality and women's role in development have been integrated, for instance in the implementation of interventions and field visits were made to these two countries.

The evaluation concludes that the understanding of thematic priorities varies among both Sida informants and external actors. The introduction of the thematic priorities has not been supported by guiding documents on how these are to be understood. Still, a majority of the informants state that the introduction of the thematic priorities has contributed to clarifying what to prioritise in the development cooperation. However, the work is uneven, e.g. the integration of gender equality is stronger on policy level compared to implementation level, and the work on methods development is almost non-existing.

Swedish policy framework

Gender equality is rather well integrated in the policy on democracy and human rights but weakly integrated in the policy on environment and climate in Swedish development cooperation. One finding is that Sida's background documents to the policies have considered gender equality more thoroughly in both cases. The rather good integration of gender equality in the democracy and human rights policy framework can be explained by international commitments and traditions of keeping the issues together. The environment and climate policy framework has a rather weak integration of gender equality. However a development can be seen over time, from a fairly bleak discussion where focus was on technical aspects to a growing presence of social perspectives including gender equality. Gender equality is also weakly integrated in the area of environment and climate in the cooperation strategies. Still, gender awareness is assessed to be high within the Sida environment team and the cooperation with the gender team is rather well functioning. In the cooperation with the country teams there is, however, room for improvement.

The evaluation found that gender equality is considered in all of the reviewed Swedish country cooperation strategies. However, gender equality is almost non-existent in the background sections and results analyses of the cooperation strategies. The evaluation also concludes that the Swedish country cooperation strategies are in line with the national policy frameworks for the two countries selected for field visits, i.e. Bangladesh and Serbia.

Implementation

In the reviewed democracy and human rights related interventions, the awareness is high as regards integration of gender equality in the implementation process. Strategic thinking is present and the work relies on both targeted and integrated interventions to address gender equality. Gender analyses are undertaken but are not always referred to in the documentation. The coverage and depth of the analyses vary. The high awareness of gender equality is found among the implementing partners as well, even though there are challenges regarding how to work with gender equality in practice. When considering gender in the interventions, the focus is mostly on the number of women who participated in the intervention rather than on active participation and influence in decision-making processes. In the reviewed environment and climate related interventions, there is gender awareness among Sida operation officers, yet the understanding of how to address the issue is limited. Not many gender analyses in environment and climate related interventions are carried out and the awareness among the implementing partners at field level is low. In the environment and climate related interventions that consider gender aspects, the focus is mainly on representation and not on how this affects relations between women and men. Dialogue as an instrument to promote gender equality in the work on environment and climate related interventions is not used in a systematic way.

Sweden is appreciated for its commitment to promote gender equality in the dialogue. The dialogue is perceived as an important tool to integrate gender equality but also as challenging as it requires specific skills, time and resources. Sida staff members have expressed the need for more guidance on how to conduct the dialogue related to gender equality and on how to monitor the dialogue results. One drawback is that, at present, there is no routine in place for how to report on gender equality and women's role in development as a thematic priority.

Methods development

Sida has not developed any guidelines on how to translate the thematic priorities into practice. The work on methods development for integrating gender equality in democracy and human rights and environment and climate related interventions has so far been limited. Within the area of democracy and human rights a few projects have been initiated to work on methods development, and gender equality is often included as a component in these projects.

Recommendations

Based on the findings and conclusions, two main recommendations are made:

Increase the understanding and clarity of gender equality and women's role in development as a thematic priority: Communicate the relationship between the thematic priority gender equality and women's role in development and the rights perspective taking into account mainstreaming.

To enhance the integration of gender equality and women's role in development as a thematic priority: The Government offices (the MFA) are recommended to make certain that gender equality is considered in all parts of the country cooperation strategies. Sida is recommended to develop qualitative indicators for monitoring integration of gender equality in the implementation process. Sida is further recommended to enhance the focus on gender equality rather than women's role in development. Finally, the Swedish Embassies/Sida field offices are, among other things, recommended to further improve the gender analyses as regards coverage and depth on sector and intervention level as well as to develop a strategy for how to promote gender equality through the dialogue.

Acronyms

CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
CSO	Civil Society Organisation
EU	European Union
GAD	Gender and Development
GEAP	Gender Equality Action Plan (Serbia)
GED	Gender Equality Directorate (Serbia)
GES	Gender Equality Strategy (Serbia)
GESG	Gender Equality Synergy Group (Serbia)
JCS	Joint Cooperation Strategy
LCG	Local Consultative Group (Bangladesh)
LEAP	Local Environmental Action Plans (Serbia)
MDTF	Multi Donor Trust Fund
MeVu group	Methods Development group at Sida
MFA	Ministry for Foreign Affairs
NGO	Non Governmental Organisation
NSAPR	National Strategy for Accelerated Poverty Reduction (Bangladesh)
NSDS	National Sustainability Development Strategy for Serbia
PBA	Programme Based Approach
PFM	Public Financial Management
PGD	Policy for Global Development
PRS	Poverty Reduction Strategy
REC	Regional Environment Center (Bangladesh)
SADEV	Swedish Agency for Development Evaluation
SCB	Statistics Sweden
Sida	Swedish International Development Cooperation Agency

SRHR	Sexual and Reproductive Health and Rights
UNDP	United Nation Development Programme
WB	World Bank
WID	Women in Development

Contents

1	Introduction	1
1.1	Evaluation purpose	1
1.1.1	Evaluation questions	1
1.1.2	Evaluation criteria.....	2
1.1.3	Earlier evaluations focusing on gender equality.....	2
1.1.4	Evaluation rationale.....	2
1.1.5	Scope and limitations	3
1.1.6	Stakeholders and target group	4
1.1.7	Key concepts related to gender equality in development	4
1.2	Methodology and methods	5
1.2.1	Document review	5
1.2.2	Statistical overview	6
1.2.3	Interviews.....	6
1.2.4	Focus group.....	7
1.2.5	Case studies.....	7
1.2.6	Quality assurance	8
2	The context: Gender equality as a thematic priority.....	9
2.1	Gender equality policy framework.....	9
2.2	Thematic priorities	10
2.3	Comparison between thematic priorities, policy markers and sector definitions	11
2.4	Understanding thematic priorities.....	11
3	Gender equality in the policy framework governing democracy and human rights; and environment and climate	15
3.1	Policy framework for democracy and human rights	15
3.2	Policy framework for environment and climate	16
3.3	Gender equality in country cooperation strategies.....	18
3.4	Country cases – national policy framework.....	20
4	Implementation of gender equality in democracy and human rights; and environment and climate.....	23
4.1	Overview: Gender equality in Sida interventions	23
4.1.1	Overview of the democracy and human rights area.....	24
4.1.2	Overview of the environment and climate area.....	24
4.1.3	Gender equality at intervention level – the cases studied.....	25
4.2	Gender analysis.....	26
4.2.1	Gender analysis at intervention level.....	26
4.3	The approach to gender equality.....	27

4.3.1	Gender equality approach within the Swedish cooperation in the area of democracy and human rights	27
4.3.2	Gender equality approach within the Swedish cooperation in the area of environment and climate	28
4.3.3	General observations on the gender equality approach.....	30
4.4	Gender equality in the dialogue.....	31
4.4.1	Gender equality in the dialogue at intervention level.....	33
4.5	All three thematic priorities integrated.....	33
5	Development of methods for integrating gender equality in the other two thematic priorities	36
5.1	Methods development	36
5.2	Reasons for methods development	37
5.3	Methods developed by the gender equality team.....	38
5.4	Methods development for democracy and human rights.....	39
5.5	Methods for development of environment and climate.....	40
5.6	Development of methods for integrating all three thematic priorities	41
6	Conclusions and concluding remarks	44
6.1	Conclusions at policy level.....	44
6.2	Conclusions at implementation level.....	46
6.3	Conclusions on methods development.....	48
6.4	Concluding remarks	49
7	Recommendations.....	52
	References	53
	Appendix 1	57
	Appendix 2	58
	Appendix 3	63
	Appendix 4	68
	Appendix 5	73

1 Introduction

The area of gender equality and women's role in development was, along with democracy and human rights; and environment and climate, introduced as a thematic priority within the Swedish development cooperation in the Budget Bill for 2008.¹ All three areas had been in focus in Swedish development cooperation for a long time. By introducing them as thematic priorities, the Swedish government enforced this focus.

The present evaluation is a process evaluation that attempts to assess how the government and the Swedish International Development Cooperation Agency (Sida) translate one of the thematic priorities, i.e. gender equality and women's role in development, into action within the other two priorities; democracy and human rights; and environment and climate. To make this assessment, the evaluation team has assessed how gender equality is integrated in the *policy framework* for democracy and human rights; and environment and climate. An assessment is also made of how the integration of gender equality and women's role in development is translated into action in the *implementation*. Finally an assessment is made of the *methods development* that has taken place to facilitate the translation of the policy framework into practice.

1.1 Evaluation purpose

The purpose of the present evaluation is *to assess how gender equality and women's role in development is integrated in the other thematic priorities of Swedish development cooperation, i.e. democracy and human rights; and environment and climate.*

1.1.1 Evaluation questions

The evaluation seeks to respond to the following evaluation questions:

Policy framework

To what extent is gender equality and women's role in development as a thematic priority reflected in the policy framework governing development cooperation through Sida regarding democracy and human rights; and environment and climate?

Implementation

To what extent is gender equality integrated in the implementation of interventions related to democracy and human rights; and environment and climate?

Methods development

To what extent have methods been developed for integrating gender equality and women's role in development with democracy and human rights; and environment and climate?

Please see the operationalisation of the questions including indicators in Appendix 1.

¹ Prop. 2007/08:1, utg.omr. 7, bet. 2007/08:UU1, rskr. 2007/08:64.

1.1.2 Evaluation criteria

The evaluation assesses the *relevance* of the Swedish work on gender equality vis-à-vis the Swedish policy framework and the national priorities of selected countries of cooperation. Focus is on Sida-funded interventions and Sida's management of the funds.

In addition, the *effectiveness* of the thematic priorities is reflected on: a general assessment is made to get an overview of the effectiveness of the thematic priority on gender equality and women's role in development in terms of process (policies, strategies, initiatives, interventions and other) within the other two thematic priorities (democracy and human rights; and environment and climate).²

1.1.3 Earlier evaluations focusing on gender equality

A number of evaluations of Sida-funded development cooperation as regards gender equality have been conducted.³ However, two stand out as particularly important. The first evaluation, *Mainstreaming Gender Equality – Sida's Support for the Promotion of Gender Equality in Partner Countries*,⁴ was published in 2002 and the second, *Gender Equality in Swedish Development Cooperation*,⁵ in 2010. These focused on assessing the implementation of Sida's gender mainstreaming strategy and on providing input and recommendations to the Sida gender equality policy from 2005⁶ and to the recently published governmental gender policy.⁷

1.1.4 Evaluation rationale

There are two main reasons for initiating the present evaluation:

Little has been written on gender equality and women's role in development as a thematic priority. The earlier gender-focused evaluations have assessed mainstreaming as a strategy whereas the present evaluation concerns how gender equality and women's role in development as a thematic priority is integrated in the other thematic priorities based on the assumption that the inter-linkage between these areas is important but also a challenge.

Before commencing the evaluation, the Swedish Agency for Development Evaluation (SADEV) learned, through verbal account, that many practitioners find it challenging to integrate gender equality with other mainstreaming issues, including human rights, democracy and environmental concerns. This was confirmed in interviews conducted during the planning of the evaluation.

² See OECD/DAC (2010) *Evaluating Development Co-operation – Summary of Key Norms and Standards*.

³ Sida has commissioned other evaluations that assess specific aspects of gender equality, such as a recent evaluation of gender mainstreaming at Sida.

⁴ Mikkelsen et al. (2002) *Mainstreaming Gender Equality – Sida's Support for the Promotion of Gender Equality in Partner Countries*.

⁵ Byron et al. (2010) *Gender Equality in Swedish Development Cooperation*.

⁶ Sida (2005) *Promoting Gender Equality in Development Cooperation*.

⁷ Government decision (UF2010/39205/UP) *Policy för jämställdhet- och kvinnors rättigheter och roll inom svenskt internationellt utvecklingssamarbete 2010-2015*.

1.1.5 Scope and limitations

The goal of Swedish international development cooperation as defined by the Swedish Parliament in 2003 is “to contribute to an environment supportive of poor people’s own efforts to improve their quality of life”.⁸ The goal of the reform cooperation with Eastern Europe is strengthened democracy, equitable and sustainable development and closer ties to the EU and its basic values.⁹ The evaluation aims at including examples from both areas.

The evaluation includes Budget Bill (2010) appropriations 1.1 Development Cooperation and 2.1 Reform Cooperation,¹⁰ yet focuses on bilateral cooperation funded through Sida. When assessing how gender equality and women’s role in development is integrated in the other thematic priorities, neither multilateral support nor other cooperation funded through the Ministry for Foreign Affairs (MFA) or other government agencies has been included in the evaluation.

The evaluation has a global perspective with focus on country categories¹¹ 1 and 3 and with selected examples from country categories 2, 4 and 5. Focus has been on activities and initiatives taken since the Budget Bill for 2008. The countries selected for field visits were Bangladesh and Serbia and, and for desk studies Guatemala, Kenya and Vietnam.¹²

As there is no exact correspondence between the thematic priorities, the policy markers in Sida’s statistics system (PLUS) and the sector definitions, the evaluation is limited to the review of statistics, documents and cases related to the *sectors* human rights and democracy and environment and sustainable development.

The evaluation focuses on processes related to how one of the three thematic priorities is being implemented, namely the one of gender equality and women’s role in development. The evaluation does not aim at assessing the impact of the introduction of gender equality and women’s role in development, e.g. no comparison is made of integration of gender equality prior to the introduction of the thematic priorities in 2008. The evaluation does not attempt to compare how gender equality has been integrated in the respective thematic priority or in the identified sub areas within each thematic priority, but constraints and good practices are given as examples from both the democracy and human rights; and environment and climate related interventions.

Neither does the evaluation aim at assessing the impact of Sida funded interventions on gender equality.

⁸Prop. 2002/03:122; p 2; bet. 2003/04:UU3; rskr. 2003/04:122. A similar writing is made in the Budget Bill for 2008 (Prop. 2007/08:1, utg.omr. 7, bet. 2007/08:UU1, rskr. 2007/08:64).

⁹Prop. 2007/08:1, utg.omr. 05, bet. 2007/08:UU1, rskr. 2007/08:64.

¹⁰Prop. 2008/09:1 utg.omr. 7, p 54; bet. 2008/09: UU2, rskr. 123.

¹¹ The Swedish government has divided cooperation countries into six categories: 1. Long-term cooperation, 2. Conflict/post conflict, 3. Reform cooperation in Eastern Europe, 4. Democracy and human rights in alternative forms, 5. Selective cooperation, 6. Countries being phase out.

¹² See section 1.2.5 for how the countries were selected.

1.1.6 Stakeholders and target group

Stakeholders include MFA, Sida and Sida's implementing partners. In terms of stakeholder involvement, MFA and Sida have actively been involved through consultation and information sharing meetings during the evaluation process. Target groups include:

- The direct target group includes Sida Policy (thematic advisors) and Operations (programme managers and a selection of country directors) as well as the MFA Department for Management and Methods Development in Development Cooperation, Department for Development Policy and Geographic Departments (for selected countries).
- The indirect target group includes the political level at MFA and the implementing partners including Swedish authorities, Civil Society Organisations (CSOs); including international and national/local CSOs, Swedish frame organisations, consultants as well as, to some extent, multilateral agencies.

The beneficiaries of the Swedish development cooperation are not included as a target group for the evaluation as the focus of the evaluation is rather on processes at an aggregated level.

1.1.7 Key concepts related to gender equality in development

Globally, there are two main approaches to addressing women's issues and gender issues in development: *women in development (WID)* and *gender and development (GAD)*. The two approaches have developed historically, where WID was prominent in the 1970s-80s whereas GAD developed in response to the insufficiency of the WID approach in the late 1980s and onwards. Today both approaches are being used, see Table 1 for a brief overview.

Table 1 WID and GAD overview

WID	GAD
<ul style="list-style-type: none"> • Focus on women only. • Women are seen as beneficiaries and generally as a vulnerable group. • Targeted and separate interventions. • Focus on practical gender needs and interests. • Does not address power relations. 	<ul style="list-style-type: none"> • Highlights gender relations, women and men, in an intersectional perspective where other social differences such as age, ethnicity, sexual identity, social class, etc. intersect with gender. • Addresses power relations and aims at empowerment. • Main approach is mainstreaming through integration of a gender perspective at institutional and operational levels.

Mainstreaming a gender perspective is a global strategy for promoting gender equality established in the Platform for Action at the United Nations Fourth World Conference on Women in Beijing in 1995. Mainstreaming is defined in the Sida gender policy from 2005 as "*Gender mainstreaming implies that gender equality is analyzed and understood before any decisions are made and plans outlined in order to influence and affect Sida's*

interventions and work".¹³ Furthermore the policy states that *"The analysis should be applied to linked work processes. Using the gender mainstreamed poverty analysis as the platform, three approaches are equally relevant for working towards gender equality in Sida's work and interventions"*.¹⁴

- Actively applying and integrating the gender perspective.
- Targeting specific groups and issues or integrating a gender perspective in interventions.
- Conducting a gender-aware dialogue with partners.¹⁵

Integration is included as one element of the mainstreaming strategy. However, in the present evaluation the concept of integration is used when referring to a holistic approach that considers gender equality and women's role in development integrated with democracy and human rights; and environment and climate in Swedish development cooperation.

Cross-cutting issues refer to issues that are relevant across sectors, independent of sector theme. Typical issues that may be referred to as cross-cutting are gender, environment, HIV/AIDS, children, sexual identity, disability and ethnicity. In this evaluation the term is only used when referred to by others.

1.2 Methodology and methods

The methods used for the evaluation were both qualitative and quantitative as to increase the knowledge of gender equality as a thematic priority as well as to describe processes and factors that affect the integration of gender in Swedish development cooperation. A combination of approaches has been used to cover different aspects of the evaluation object.

The evaluation questions were elaborated into sub questions accompanied with indicators and judgment criteria (see Appendix 1). Several question matrixes with judgment criteria were developed and used for the assessment of the documents where, for instance, the level of gender aspects considered was assessed as follows; nothing, women and gender mentioned occasionally, gender issues in key formulations, gender issues in key formulations and throughout the document (see Appendix 2). How the policy framework, the implementation and methods development were assessed is further elaborated in Chapters 3-5.

1.2.1 Document review

Key documents related to the evaluation object including policy documents (for Sweden, Serbia, Bangladesh and the EU), Swedish country cooperation strategies, assessments memos, evaluations and other documents were reviewed. Documents related to democracy and human rights; and environment and climate have been assessed from a gender equality perspective focusing on identified and established criteria (see Appendix 2).

¹³ Sida (2005) *Promoting Gender Equality in Development Cooperation* p.7.

¹⁴ Sida (2005) *Promoting Gender Equality in Development Cooperation* p.7.

¹⁵ Sida (2005) *Promoting Gender Equality in Development Cooperation* p.7.

The vast amount of policies and steering documents presently available as well as the status of these documents made the evaluation a challenge. The Swedish government has during the evaluation period been in the process of establishing a policy structure and a steering framework aimed to enhance efficiency.

1.2.2 Statistical overview

In order to get an overview as regards gender equality in democracy and human rights; and environment and climate related interventions, a statistical compilation was conducted. The statistical information is based on an extract from Sida's PLUS system and covers the period from January 2008 to March 2010. This period was chosen as the Swedish government introduced the thematic priorities in 2008.

The thematic priorities have not been translated into budget lines, yet there are budget sectors for democracy, human rights and gender equality; and environment. Data from these sectors was used in the compilation of the statistical information.¹⁶ The statistical compilation was then cross-tabulated with the policy marker¹⁷ for gender equality.

A limitation of the statistical data is that the reliability of the policy markers is low.¹⁸ Another limitation is that there could be interventions with bearing on democracy and human rights; and environment that are not included in the overview.¹⁹ Yet the statistical information is only used to give an overview and this data is the only data available. The qualitative data is therefore considered important as to triangulate the statistics.

1.2.3 Interviews

Interviews were conducted with stakeholders from MFA, Sida and implementing partners, both at headquarters and in the field, and included policy level, operational level, country directors and local actors.

A total of 13 policy advisors from three teams within the Empowerment department (democracy, human rights and gender equality policy teams) and the environment teams from the Environment, Climate and Sustainable Development Department²⁰ at Sida Policy as well as MFA policy advisors were interviewed in person at an early stage of the evaluation.²¹ An invitation to participate was sent to 45 Sida operations officers (in the field and at headquarters) from three Sida networks: the empowerment network, the gender equality sub-network and the environment, climate and sustainable services network. Representation of different country categories and a

¹⁶ Data regarding democracy, human rights and gender equality includes the following sector codes: 15110, 15111, 15112, 15113, 15130, 15150, 15151, 15152, 15160 and 15170 (the sector codes 16020, 16050, 16061, 16062, 22030 were not considered relevant and thus not included). Data regarding environment includes the following sector codes: 41010, 41020, 41030 and 41040 (see Sida (2009) *Sidas statistik handbok 2009-2010*).

¹⁷ Sida has established a system with policy markers for gender equality; democracy and human rights; environment and sustainable development; trade; technical cooperation; and peace and security, indicating whether issues are of principal or significant objective for an intervention.

¹⁸ The limitations with the policy markers have also been recognised by others. See for instance Boman, Ann (20091119) and SADEV (2010) *Svensk biståndsstistik – Sida och Regeringskansliet*, SADEV report 2010:4

¹⁹ There could be interventions classified by Sida as democracy and human rights; and environment and climate that are not covered by the budget sectors democracy, human rights and gender equality; and environment. For instance, the budget sectors agriculture and forestry; and sustainable urban development, which could include interventions regarding democracy and human rights; and environment and climate, are not included in the statistical compilation.

²⁰ The Swedish title is *Miljö, Klimat och Samhällsbyggnad*. The Sida web-site does not provide an English translation of the name of the department.

²¹ Advisors and policy team are used interchangeably throughout the report.

broad representation of different geographical regions were additional criteria for selection. An interview guide for semi-structured interviews was developed (see Appendix 3) and used to interview 37 respondents by phone.

Six country directors were also interviewed with the intention to address management aspects of thematic priorities and what effects (steering) it has had on the cooperation with their respective countries. The country directors were selected from the countries that have country cooperation strategies adopted after 2008 with both democracy and human rights; and environment and/or climate as priority areas.²² The aim was to select representatives from different country categories and regions.

Please see Appendix 4 for a complete list of people interviewed.

1.2.4 Focus group

A focus group was organised to provide a perspective outside the sphere of the government and official agencies. Twenty representatives were invited and eight representatives from civil society, the consultant sphere, researchers (the Help Desks²³) and implementing authorities attended the meeting.

1.2.5 Case studies

To allow for an in-depth understanding of the process of integrating gender equality and women's role in development in democracy and human rights; and environment and climate, a selection of case studies, including both field visits and desk studies, has been made. The criteria for the selection of cases include:

- Interventions in countries with a cooperation strategy that includes both democracy and human rights; and environment and/or climate as priority areas.
- Cooperation strategy adopted 2008 or later.
- Representation from different country categories and regional cooperation.
- Geographical spread.
- Language/communication considerations.
- Cases of specific interest (such as methods development) for the evaluation identified through interviews.

Based on the above criteria, Bangladesh and Serbia were selected and visited in September and October 2010 respectively. In addition gender equality is integrated throughout the current country cooperation strategies for these countries.

Desk studies were conducted on selected interventions from Vietnam, Kenya and Guatemala and reviewed examples of methods development at Sida. The selection of desk studies was based on discussions with informants.

²² See Chapter 3.3

²³ Help Desks are academic institutions offering support to Sida staff in e.g. gender equality and environment.

1.2.6 Quality assurance

For quality assurance the following methods were used:

As far as possible, data and findings were triangulated either by combining different means of verification (document review and interviews, or various sources of documentation) or by independent review of the same data by the three evaluation team members separately.

A reference group, consisting of two experts, supported the evaluation team with advice and comments at strategic points in the evaluation process. Stakeholders at MFA and Sida, mainly the gender advisors, were involved through various meetings to discuss the evaluation. The Aid Memoires from the field visits were shared with the respective embassies. The draft report was circulated among key informants for control of data and facts.

2 The context: Gender equality as a thematic priority

This chapter presents an overview of the Swedish development policy framework for gender equality as well as how thematic priorities are defined. It further presents the understanding of what thematic priorities are according to interviewed stakeholders including MFA, Sida and implementation partners.

2.1 Gender equality policy framework

Gender equality has long been a core issue in Swedish development cooperation. In 1996 gender equality became a development goal and, in line with the Beijing Platform for Action,²⁴ gender mainstreaming was introduced as a strategy for implementation of Swedish commitments in development cooperation. Sida responded with a gender action plan in 1997.²⁵ In the Policy for Global Development (PGD) adopted by the Swedish parliament in 2003, gender equality is one of eight central component elements.²⁶ In 2005 Sida's policy for gender equality was adopted.²⁷ In the Budget Bill for 2008, the Swedish government emphasised the importance of gender equality and women's role in development by selecting the area as one of three thematic priorities along with democracy and human rights; and environment and climate.²⁸

The Swedish government states in the Budget Bill for 2008 that *“a gender perspective must permeate all parts of the development cooperation, which should clearly reflect that gender equality concerns all”*.²⁹ Gender equality is described as an issue of human rights and democracy and as a necessary consideration in order to achieve effective and sustainable development. The government further strengthens the importance of gender equality in development in the policy for gender equality and women's rights and role in development cooperation adopted in July 2010: *“The overall objective for work to promote gender equality and the rights and role of women in Sweden's international development cooperation is: gender equality, greater influence for women and greater respect for women's rights in developing countries./.../ To achieve this objective, gender mainstreaming shall be applied as a basic approach and work will focus primarily on the following four interrelated areas: women's political participation and influence; women's economic empowerment and working conditions; sexual and reproductive health and rights (SRHR); and women's security, including combating all forms of gender-based violence and human trafficking.”*³⁰

²⁴ Beijing Platform for Action, Beijing (1995) *Action for equality, development and peace, platform for action*

²⁵ Sida (1997) *Sida's Action Plan for Promoting Gender Equality between Women and Men in Partner Countries*.

²⁶ Prop. 2002/03:122; Bet. 2003/04:UU3; rskr. 2007/08:64.

²⁷ Sida (2005) *Promoting Gender Equality in Development Cooperation*.

²⁸ Prop. 2007/08:1, utg.omr. 7 p 47, pp bet. 2007/08:UU1, rskr. 2007/08:64.

²⁹ Prop.2007/08:1 utg.omr. 7 p 53, bet. 2007/08:UU1, rskr. 2007/08:64. Translation from Swedish by the evaluation team, in Swedish: *“ett jämställdhetsperspektiv måste genomsyra alla delar av utvecklingssamarbetet, som tydligt bör spegla insikten om att jämställdhet berör alla.”*

³⁰ Government decision (UF2010/39514/UP) *Policy för jämställdhet och kvinnors rättigheter och roll i svenskt internationellt utvecklingssamarbete 2010-2015*, p 12, 1 July 2010. Translation from Swedish by the evaluation team, in Swedish: *“Det övergripande målet för arbetet med att främja jämställdhet och kvinnors rättigheter och roll inom Sveriges internationella utvecklingssamarbete är: jämställdhet, ökat inflytande för kvinnor samt ökad respekt för kvinnors rättigheter i*

2.2 Thematic priorities³¹

The thematic priorities decided in the Budget Bill for 2008 are described as “*issues of certain importance in Swedish international development cooperation during the electoral period*”³² implying that the prioritisation will last at least until 2010.³³ Gender equality, human rights and democracy, as well as environment protection and climate change are pre-requisites for sustainable economic growth and fair and sustainable global development; they are since long key aspects in Swedish development cooperation. The thematic priorities should focus on the Swedish development cooperation and contribute to an environment supportive of poor people's own efforts to improve their quality of life. In the Budget Bill for 2008, the thematic priorities are specified in several ways:³⁴

- The priorities indicate a special orientation for Swedish development cooperation.
- The priorities mean that special thematic initiatives are identified in development cooperation.
- The priorities mean that policy and methods development in each area are enhanced.
- The priorities are a starting point for the ongoing dialogue with partner countries on their national strategies for poverty reduction and development.
- The priorities provide support in the work to identify specific measures and initiatives during the Swedish EU Presidency in the second half of 2009.

The Budget Bill for 2009 reiterates the thematic priorities as important, but without further specification. The Budget Bill for 2010 is more concise and states that the thematic priorities should be reflected in the planning, implementation and monitoring of the total Swedish development cooperation and it should be the point of departure for dialogue with partner countries and multilateral organisations.³⁵ The Budget Bill for 2011 (in time of writing not adopted by the government) underlines that the thematic priorities will be prioritisations for the development cooperation also for the electoral period after the 2010 elections.³⁶

Within each thematic priority, key areas are specified within which activities should be promoted, as highlighted above for gender equality. For information on key areas, see Table 2.

utvecklingsländer. .../ I syfte att uppnå målet ska jämställdhetsintegrering tillämpas och arbetet ska inriktas på huvudsakligen på följande fyra nära sammankopplade områden: kvinnors politiska deltagande och inflytande, kvinnors ekonomiska aktörskap och arbetsvillkor, sexuell och reproduktiv hälsa och rättigheter (SRHR), kvinnors säkerhet inklusive bekämpning av alla former av könsrelaterat våld och människohandel.”

³¹ The concept thematic priority is sometimes also referred to as “priority area”, for instance on the MFA website <http://www.sweden.gov.se/sb/d/11962>, 9 June 2010.

³² Prop. 2007/08:1, utg.omr. 7 p 47; bet. 2007/08:UU1, rskr. 2007/08:64. Translation from Swedish by the evaluation team, in Swedish “*frågor av särskild betydelse för svenskt utvecklingssamarbete under mandatperioden.*”

³³ Prop. 2007/08:1, utg.omr. 7 p 47 pp; bet. 2007/08:UU1, rskr. 2007/08:64. Prop 2010/11:1 states that the thematic priorities will continue to be valid after the elections in September 2010, but no formal decision had been taken on this before the publication of the evaluation.

³⁴ Prop. 2007/08:1, utg.omr. 7 p 47; bet. 2007/08:UU1, rskr. 2007/08:64 and Prop. 2008/09:1 utg.omr. 7, p 54; bet. 2008/09:UU2, rskr. 123.

³⁵ Prop. 2009/10:1 utg.omr. 7, p 21; bet. 2009/10:UU2, rskr. 2009/10:88.

³⁶ Prop. 2010/11:1 utg. omr. 7 p 17.

2.3 Comparison between thematic priorities, policy markers and sector definitions

An overview of the thematic priorities in relation to the Sida policy markers and of the definitions of sectors at Sida shows that these do not correspond (see Table 2). There is neither a correspondence between the definition of policy markers and sectors as the policy markers aims to capture cross-cutting dimensions within the sectors. The policy marker for environment includes sustainable development, whereas the thematic priority uses climate, and among the sectors, what would be equivalent is the sector for environment and parts of that for sustainable social services. As regards democracy and human rights, the policy marker corresponds with the overarching thematic priority; however at sector level it also includes gender equality. Concerning gender equality, the thematic priority highlights women's role in development, whereas the policy marker does not mention it specifically. Further, gender equality is not a separate sector, although it is integrated in the sector for democracy and human rights.

Table 2 Overview of thematic priorities, policy markers and sector definitions

	Democracy and Human Rights	Environment and Climate	Gender Equality and Women's Role in Development
Focus areas for respective TP according to the Budget Bill for 2008³⁷	Promoting respect for human rights Building of democratic institutions and safeguarding the rule of law Democratic governance The civil society and independent media's role in democratisation processes	Adaptation to climate change Energy Environment and security Water	Economic development Sexual and reproductive health (SRHR), including HIV/AIDS Women's political participation Women and security
Policy marker in Sida's PLUS system³⁸	Democracy and human rights	Environment and sustainable development	Gender equality
Sector with own budget line in Sida's PLUS system³⁹	Democracy, human rights and gender equality	Environment Sustainable infrastructure and services Conflict, peace and security	No own sector and budget line but included in the sector for human rights and democracy

2.4 Understanding thematic priorities

Thematic priorities as such are not new in Swedish development cooperation. However, in the Budget Bill for 2008⁴⁰ the government highlighted three priorities for the full governmental period. The strong focus was new; nevertheless the description of the thematic priorities in the steering documents is rather vague. The interviews with stakeholders such as staff at Sida and at MFA indicate that there are two main interpretations of the thematic priorities:

³⁷ Prop. 2007/08:1, utg.omr. 7 p 47; bet. 2007/08:UU1, rskr. 2007/08:64.

³⁸ The other policy markers are Trade, Technical Cooperation and Conflict, Peace and Security (Sida (2009) *Sidas statistikhandbok*).

³⁹ The other sector codes are Health, Education, Research, Conflict, Peace and Security, Humanitarian Aid, Market Development, Agriculture and forestry, Budget Support for Poverty Reduction, Other (see Sida (2009) *Sidas statistikhandbok*).

⁴⁰ Prop. 2007/08:1, utg.omr. 7; bet. 2007/08:UU1, rskr. 2007/08:64.

- 1 A rather clear understanding of what the concept entails: *“From a hierarchal point of view the perspectives of the poor and the rights perspectives are overarching whereas the sub-perspectives comprise the three thematic priorities. These should be reflected in the cooperation strategies”*. Another is: *“As a Sida official, I must consider the thematic priorities in every decision independently of what kind of intervention it concerns”*.
- 2 A confusion of the links between the PGD perspectives and the thematic priorities: *“However when it comes to human rights it is a challenge as how to explain it in relation to the rights perspective – what is the difference? I feel that the perspective has got lost after the thematic priorities were introduced, which I see for example in the results reporting.”*

A rather clear understanding of what the concept entails

According to the MFA, the thematic priorities should be visible throughout the process: in policies, in country cooperation strategies, in how monitoring and effects are measured, in strategies for the multilateral organisations etc. They stress the importance of the long-term perspective and of gender equality: *“Never before had gender equality been given four pages in the Budget Bill as in 2008”*. According to the MFA the three priorities are equally important. However, as highlighted by some respondents at Sida, the fact that democracy and human rights; and environment and climate are both thematic priorities and sector related areas with their own budget is somewhat confusing. Furthermore there are special initiatives for democracy and human rights as well as for climate. The majority of the interviewed operations officers at Sida⁴¹ as well as Sida policy advisors and country directors argue that the introduction of the thematic priorities has implied a significant change in terms of the fact that the three areas have been given political importance and focus: *“The thematic priorities are excellent; 1,2,3, everybody can remember them!”* as one operations officer at Sida said. The consequences in terms of priority and strategic thinking stated by the respondents include:

- *“It is a clear political statement of what the government’s priorities are. It signals that it is allowed and necessary to make these priorities”* (operations officer)
- *“There is stronger pressure to work in these areas now”* (operations officer)
- *“The thematic priorities have been decisive/are very visible in the new cooperation strategy. They have contributed to making the cooperation strategies more focused”* (country directors, policy advisors and operation officer)
- *“It is important that the three priorities are valid for a long-term perspective”* (policy advisor)
- *“It has had a clear impact on the choice of sectors”* (country directors and operation officers)

Informants also stated that the three thematic priorities are facilitating the integration of the priorities into other sectors (and integration of them into each other):

⁴¹ 18/37 interviewees supported this view. A few respondents (5) could not answer the question as they had only recently been employed.

- *“The thematic priorities are always considered in project assessments”* (country directors and operation officers).
- *“It facilitates understanding on how the different areas interact instead of treating them as separate entities, in for example training courses”* (operations officer).
- *“It is good in technical sectors where softer issues are not always considered”* (operations officer).
- *“Gender is the area that has gained the most from the introduction of thematic priorities. With the introduction of thematic priorities gender equality has been given a bigger role, which also includes more resources”* (policy advisors and country directors).

The introduction of the three thematic priorities has also generated consequences for how the development cooperation is conducted and for the support provided by headquarters:

- *“It has resulted in improved support from the senior management”* (policy advisors).
- *“It forces the policy teams to work together”* (policy advisor).
- *“The dialogue has gained increased recognition”* (country director).
- *“It facilitates the argumentation for working on the issues”* (policy advisors, operations officers).
- *“The new demand on reporting has helped, so we do not need to be “lobbyists” any more”* (policy advisor).
- *“It has resulted in a stronger focus on concrete work: more thorough analyses, clearer indicators and more focused dialogue issues”* (operation officer).

About one-third of the interviewed Sida operations officers stated that it has not implied any difference, arguing mostly that gender equality (or all three priorities) has always been important, so work has just continued and the introduction of the thematic priorities has not had an impact on how they work. The support through CSOs is however different. Although Sida (at CIVSAM) tries to guide them in the direction of the thematic priorities, the CSOs are autonomous bodies. Yet these areas have long been important for many Swedish CSOs. This was also confirmed in the focus group where one organisation argued that gender was not a priority for the organisation, which rather focused on other rights: *“We are working with another group of vulnerable people and with a specific issue. To also add a women and gender perspective would be a challenge!”*

A confusion of the links between the PGD perspectives and the thematic priorities

Although a majority of the Sida and MFA staff members are positive to the impact of the thematic priorities, there is also a backside. Some of the advisors wonder if the thematic priorities should be implemented as a mainstreaming issue or something else. They argue that this lack of clear definition has implications for their work. Another issue highlighted among some of the advisors and operations officers is that the focus on the thematic priorities has implied that the eight central component elements of the PGD are no longer given as much importance. The fact that thematic priorities are time-bound is another issue, since with a change of government the

priorities could change.⁴² Therefore, the advisors have chosen to link their argumentation for their respective policy/priority area to the Aid Efficiency Commitments of the Accra Agenda for Action, which includes the three priorities issues and signals a long-term perspective. Other voices argue that:

- *“The concept of thematic priorities was not clear to start with but much has happened since 2008 and the situation has improved”* (policy advisor).
- *“There is a clear risk that gender equality is again left out when it is no longer a thematic priority”⁴³* (operations officer and policy advisors).
- *“When we define priorities, what do we mean? What is the strategic plan? The goal? It is so easily another trend or fashion...When the thematic priorities are set the objective must be defined. Otherwise what can we do with it?”* (operations officer).
- *“There is more focus on concepts development than on instruments for implementation”* (operations officer).
- *“Other important perspectives such as children’s perspective, the cultural perspective and the HIV/AIDS perspective have lost ground”* (policy advisors and operations officers).
- *“Even though the thematic priorities are important, they are vague as regards follow-up.”*
- *“It is still difficult to explain why gender is an important perspective in projects concerning the environment”* (operations officer).

⁴² As discussed before the 2010 elections

⁴³ This is said in relation to the 2010 elections, which were held shortly after the time of the interview.

3 Gender equality in the policy framework governing democracy and human rights; and environment and climate

The policy framework governing the Swedish development cooperation includes the Swedish policies as well as that of the country of cooperation. This chapter includes an assessment of Swedish policies in the field of democracy and human rights as well as environment and climate. A review and an assessment are also made of a selection of cooperation strategies for countries where democracy and human rights; and environment and/or climate are identified priorities for the cooperation. A review is also made of the national policies framework in the two countries of in-depth study, Bangladesh and Serbia, with the aim to assess the relevance of the Swedish cooperation strategies in relation to these countries' national policy frameworks.

The assessment is based on a review of policy documents and interviews with stakeholders at the MFA and Sida, with implementing actors in Bangladesh and Serbia as well as with external Swedish actors in a focus group exercise (see Section 1.2). Assessment matrixes, developed by the evaluation team, were used for the assessment of the documents (see Appendix 2). For instance the level of gender aspects considered in policies and strategies was assessed. Open-ended interview guides were used when interviewing the stakeholders (see Appendix 3).

3.1 Policy framework for democracy and human rights

The thematic priority on democracy and human rights is both a cross cutting issue and a specification on four prioritised sub-areas; Promoting respect for human rights; building of democratic institutions and safeguarding the rule of law; democratic governance and the civil society and independent media's role in democratisation processes.⁴⁴

The policies reviewed and assessed within the area of democracy and human rights are listed in Table 3.

Table 3 List of democracy and human rights policies assessed in this evaluation

Name of document	Decision maker and year
Policy for democratic development and human rights in Swedish development cooperation ⁴⁵	The Swedish Government, 2010
Sida's background document for democracy and human rights in Swedish development cooperation ⁴⁶	Sida, 2009
Freedom from Oppression ⁴⁷	The Swedish Government, 2008

⁴⁴ Prop. 2007/08:1, utg.omr. 7; bet. 2007/08:UU1, rskr. 2007/08:64.

⁴⁵ Government decision (UF2009/33076/UP) *Policy för demokratisk utveckling och mänskliga rättigheter inom svenskt utvecklingssamarbete 2010-2014*, 21 December 2010.

⁴⁶ Sida (2009) *Underlag till policy för demokrati och mänskliga rättigheter inom svenskt utvecklingssamarbete*.

⁴⁷ Government decision (2009) *Freedom from Oppression*.

A gender reading of *Freedom from Oppression* shows that the document integrates gender aspects, but mostly with a focus on women. Only in one paragraph when discussing women's political participation is a disaggregation between women and men undertaken. As a contrast, the government policy is more consequent in applying a disaggregated perspective throughout the document. Still, the gender perspective is left to a few central areas such as its purpose and two of the selected focus areas. A review of the background document for the policy prepared by Sida has a stronger gender perspective and a more thorough integration of the gender perspective considering it both in a disaggregated perspective but also throughout the document.

The gender team at Sida has had a close and intense cooperation with the working groups responsible for delivering the background documents for the policy on democracy and human rights and on environment and climate.

The role of Sida's policy advisors is to ensure that the government policies are implemented at Sida. Interviews with policy staff within the Empowerment department⁴⁸ at Sida indicate that the introduction of thematic priorities has been positive for the three policy areas in general, and for gender equality in particular. Gender equality has traditionally been considered to be an integrated part of the democracy and human rights sector and it has been a mainstreaming issue since the 1990s.

According to some of the interviewed staff at the Empowerment department, the organisational structure within Sida facilitates integration as gender equality, democracy and human rights teams belong to the same department. Informants emphasised the importance of face-to-face meetings and spontaneous contact between people, e.g. the organisational structure facilitates interaction between the gender team and the democracy and human rights teams. It is also within this sector that the cooperation is the most intense and where the integration is easier to pursue.

There is however also criticism within Sida that Sida is not managing to truly integrate gender equality in the area of democracy and human rights. A reason given for this is that gender equality is not mainstreamed through Sida's organisation. Examples mentioned include a lack of gender competence in consultancy teams, of follow-up of gender aspects in final products, and of knowledge and commitment among staff. Accordingly, the interviewees stressed that there is a need for higher commitment among heads at different levels and for higher competence among staff.

Democracy, human rights and gender equality issues are also close in that they rely on the same international commitments and instruments.

3.2 Policy framework for environment and climate

The thematic priority on environment and climate includes both a cross-cutting mandate and a specification of four prioritised sub-themes/areas: climate change adaptation, energy, water, and environment and security.

The policies reviewed and assessed within the area of environment and climate are listed in Table 4.

⁴⁸ The Empowerment Department includes the democracy team, the human rights team and the gender equality team.

Table 4 List of environment and climate policies assessed in this evaluation

Name of document	Decision maker and year
Policy for environment and climate in Swedish development cooperation ⁴⁹	The Swedish Government, 2010
A background document – policy for environment and climate in Swedish development cooperation ⁵⁰	Sida, 2010
Sida's environmental management system – policy and action plan for environmentally sustainable development ⁵¹	Sida, 2008
Sustainable energy services for poverty reduction ⁵²	Sida, 2005

An assessment of the previous Sida policy framework for environment and climate change and the new policy for environment and climate change adopted by the government in September 2010⁵³ shows that gender aspects are only briefly considered in the policy framework governing the work on environment and climate change. The policy states that environment efforts should contribute to gender equality, and the importance of women's contribution to development efforts within the area of environment and climate is also emphasised. For instance, women's role and their knowledge and experience of food production are highlighted in relation to decreased emission of carbon dioxide.

Yet, the policy does not include a gender perspective in its goal formulation, and references are often made to “poor” people rather than to men and women and no references are made to special gender needs.⁵⁴ The gender perspective is, however, stronger in Sida's background paper⁵⁵ than in the government policy. For instance, the Sida background document has a goal formulation including “women, men and children”, whereas the policy goal concerns environment and resource management as such.

The general documents on environment produced by Sida have, with the exception of the background paper for the policy, a terminology that is rather technical in character and furthermore has little focus on social aspects or actors. However, the gender perspective in the policy framework has increased over time: from a fairly bleak discussion on social issues in general to an increasing presence of social aspects, including gender equality.

⁴⁹ Government decision (UF2010/39205/UP) *Policy för miljö- och klimatfrågor inom svenskt utvecklingssamarbete 2010-2014*, 23 September 2010.

⁵⁰ Sida (2010) *Policy för miljö- och klimatfrågor inom svenskt utvecklingssamarbete – ett underlagsdokument*, 9 March 2010.

⁵¹ Sida (2008) *Sida's Environmental Management System – Policy and Action Plan for Environmentally Sustainable Development*.

⁵² Sida (2005) *Policy – Sustainable Energy Services for poverty reduction*; This policy pre-dates the thematic priorities and concern work in one of the areas later identified as a sub-themes within the thematic priority.

⁵³ Government decision (UF2010/39205/UP) *Policy för miljö- och klimatfrågor inom svenskt utvecklingssamarbete 2010-2014*, 23 September 2010.

⁵⁴ Government decision (UF2010/39205/UP) *Policy för miljö- och klimatfrågor inom svenskt utvecklingssamarbete 2010-2014*, 23 September 2010.

⁵⁵ Sida (2010) *Policy för miljö- och klimatfrågor inom svenskt utvecklingssamarbete – ett underlagsdokument*, 9 March 2010.

The process of elaborating the background document for the policy included a close and intense involvement from the democracy and human rights teams and gender team within Sida.

The role of Sida's policy advisors is to ensure that the government policies are implemented. According to interviews with environment advisors and operations officers, Sida's organisation 2008-2010 has made integration more difficult; the integration would have been facilitated had the thematic priorities belonged to the same department. Traditionally the environment issues have relied on separate sets of international commitments and instruments while democracy, human rights and gender equality have relied on the same. Thus the separation is also done within the international community.

Still, the cooperation between the environment team and the gender equality team is functioning fairly well and according to the gender team the environment team themselves promote gender equality, which is in line with the observations made in the evaluation. "*The environment team knows more about gender issues than we know about environment*" as one gender advisor argued.

According to the environment advisors, the cooperation with the country teams is an area that can be improved and that also offers an opportunity for the three thematic priorities to come together. Presently, the environment team has specified a contact person (within the environment and climate change team) for each country team but no other formal structure for meetings between the country teams and the policy teams is in place. The environment advisors argue that the link between environment and gender equality is obvious; women, men, girls and boys should always be in focus. Environment can also be an entry point for democracy and gender in societies where it can be difficult to work with those issues directly; for instance in totalitarian states where environmental issues are considered more neutral.

3.3 Gender equality in country cooperation strategies

A gender analysis⁵⁶ of cooperation strategies for 14 countries in which the selected areas of cooperation include both democracy and human rights as well as environment, climate and sustainable services was undertaken. The cooperation strategies included in the analysis were all adopted after 2008. In total 31 bilateral country cooperation strategies have been adopted by the Swedish government since 2008.

Seven of the reviewed country cooperation strategies are for reform cooperation with Europe (category 3): Albania, Bosnia and Herzegovina, Georgia, Kosovo, Macedonia (phase out strategy), Serbia and Ukraine; five are long-term cooperation countries (category 1): Bangladesh (Asia), Bolivia (Latin America), Kenya (Africa) and Mozambique (Africa), Rwanda (Africa); and two belong to the category selective cooperation (category 5): Indonesia (Asia) and Vietnam (Asia, phase out strategy).

The gender advisors are usually involved in the process of preparing country cooperation strategies, yet the country teams decide what support to include in the process.

⁵⁶ The gender analysis of the cooperation strategies has followed the guide for gender mainstreaming in cooperation strategies in the Sida (2009) *Gender Mainstreaming Manual*, see Appendix 2.

The analysis of the 14 country cooperation strategies shows the following:

Gender equality in the cooperation strategies: Gender equality is referred to in the summary in all but one cooperation strategy, and in half of them gender equality is included in key formulations (objectives and direction of cooperation). In the remaining half, gender equality is mentioned somewhere in the document. However, when it comes to direction and scope in selected areas of cooperation, gender aspects are less visible. Gender equality is visible in nine of the strategies in the democracy and human rights area, and in four of the strategies gender equality is referred to in both the democracy and human rights area; and the environment and climate area.

A mix of mainstreaming strategies is selected in a majority of the country cooperation strategies, and gender equality is referred to as a dialogue issue in most of the strategies. Gender equality is one point of departure for the overall dialogue in four cooperation strategies, i.e. Sweden should promote gender equality through all forums for coordination with other donors and the partner country. In nine strategies gender equality in the dialogue is referred to in the democracy and human rights area.

Gender equality in the implementation of the cooperation strategies: In terms of defining country strategy implementation the gender perspective is clearly weaker. The majority of the country cooperation strategies do not identify key stakeholders in the work on gender equality, or how gender equality will be coordinated with other issues, or follow-up on gender equality objective. Two country cooperation strategies for each sector are exceptions, as they indicate that it is indeed possible to mainstream gender in the country cooperation strategies on these points.

Gender equality in the background section of the cooperation strategies: In the summary country analysis there is only one country cooperation strategy that has gender equality in key formulations and throughout the strategies. Among the rest, half mention gender equality and the other half mention gender equality in key formulations, although they do not consider the topic in sector level descriptions. In the majority of the country cooperation strategies there is a special section on gender equality or on the situation of women. In the summary results analysis gender issues are only weakly presented. In terms of integrating gender equality in key formulations of the analysis, only two of the strategies do so, and both refer to specific assessments done. In half of the country cooperation strategies, gender equality is barely mentioned and in the other half there is no reference to gender whatsoever. Similarly, only in three country cooperation strategies are there reference to general results with respect to gender. Out of these three, two strategies have also made special assessments.

In the final sections of the country cooperation strategies, there is less evidence of gender equality aspects. Three cooperation strategies make reference to what other donors do and four country cooperation strategies highlight whether Sweden has made a difference in terms of gender equality. In terms of future aspects, half of the country cooperation strategies refer to gender as a comparative advantage, and half of the country cooperation strategies refer to gender equality in terms of future considerations that ought to be done.

3.4 Country cases – national policy framework

The policy frameworks for gender equality have been assessed in the two case countries, Bangladesh and Serbia. A gender reading of the major development strategies, as well as of gender and environment and climate policies, in these two countries was undertaken. The review was complemented with interviews with stakeholders in both countries.

National policy framework for Bangladesh

The Bangladeshi constitution is referred to as the basis for women's and men's equal rights, along with international commitments such as the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC). With this as reference, Bangladesh has developed a policy framework for promoting gender equality. A central document in the work to promote gender equality is the forthcoming Bangladesh Gender Policy, *National Policy for Women's Advancement*, which is a modernised version of a policy that was adopted in 1997. Several interviewees made reference to these documents.

The Bangladeshi poverty reduction strategy, National Strategy for Accelerated Poverty Reduction (NSAPR),⁵⁷ has a clear gender analysis and strategy including gender mainstreaming in all sectors and the advancement of women's rights. With respect to human rights and democracy, there are legal reforms regarding gender equality, which are in the process of being revised or being adopted by the parliament, e.g. protection against domestic violence, which was one often mentioned by interviewees.

In the area of environment and climate, the Bangladesh Climate Change Strategy and Action Plan⁵⁸ is referred to by many. It includes gender equality in vision, objectives and strategy, although focus is on women and children as vulnerable groups. When it comes to translating these into action, the gender perspective is limited to three out of 44 suggested programmes: the programmes for capacity building and institutional strengthening; livelihood protection and food security; and mainstreaming climate change in national and sector and spatial development programmes (which includes women's rights).

Swedish cooperation strategy with Bangladesh

The Swedish cooperation strategy for Bangladesh⁵⁹ has a clear gender perspective and specifies sector choices: health (maternal mortality), education (girl's education), women's rights and democracy as well as environment. Regarding the environment, the gender perspective is expressed only through the dialogue goal. The mid-term review of the cooperation strategy from May 2010⁶⁰ recommends a further strengthening of the gender perspective in health (SRHR), education (boys) and focus on women's rights. It also highlights that there is a need for ensuring a gender perspective in the urban environment area and the climate change initiative.

⁵⁷ Government of People's Republic of Bangladesh (2009) *Steps towards change – National Strategy for Accelerated Poverty Reduction II (revised) FY 2009-11*.

⁵⁸ Government of People's Republic of Bangladesh (2009) *Bangladesh Climate Change Strategy and Action Plan 2009*.

⁵⁹ Government decision (UD2008/13454/ASO) *Strategy for development cooperation with Bangladesh, 2008-2012*.

⁶⁰ Embassy of Sweden Dhaka (2008) *Mid Term Review of Cooperation-Overview of Achievements & Challenges in the Country Context from an Aid Effectiveness Perspective*.

National policy framework for Serbia

As regards the Serbian policy framework for gender equality, there have been substantial formal achievements in recent years. In 2009 the Antidiscrimination Law was adopted and the Serbian Gender Equality Law was passed by the parliament, followed by the development and decision on a Serbian Gender Equality Strategy (GES) and the Serbian Gender Equality Action Plan (GEAP).

A number of laws, policies and action plans have recently been adopted within the policy areas of democracy and human rights; and environment.⁶¹ Gender equality is the main focus in some of those related to democracy and human rights, and in others it is integrated.

In key documents governing Serbian development, among which some are dated further back than the above laws, gender equality is considered, yet with inconsistent emphasis. In the National Integration Program for Serbia (the guiding instrument for the EU accession process),⁶² gender equality is referred to in terms of human rights and minority protection as well as in reference to employment, reasons for asylum, and as part of prohibition against discrimination.

The Poverty Reduction Strategy (PRS) for Serbia was adopted in 2003.⁶³ It highlights gender equality problems in a separate annex with focus on women's economic status, their underrepresentation in political processes, and violence against women. It further lists eight qualitative and rather technical goals for the PRS to ensure a gender perspective in poverty reduction.

Concerning the policy framework governing the environment area, the key document is the National Sustainability Development Strategy for Serbia (NSDS).⁶⁴ It consists of three pillars: economic, socio-economic and environment. Gender aspects are included in the socio-economic pillar yet are not considered in the environment pillar. In the PRS, women are mentioned as part of the analysis of the environment section; however, this is not translated into the suggested activities. As regards environment the gender aspects are almost nonexistent.

In addition to the above there are a variety of strategies and action plans recently adopted; according to Sida there are around 74 strategies and action plans. One of the action plans relates to Resolution 1325 and another action plan relates to work against domestic violence.

⁶¹ There are no climate related interventions within the Swedish development cooperation with Serbia.

⁶² Government of the Republic of Serbia (2008) *National Programme for Integration with the European Union (NPI)*.

⁶³ Government of the Republic of Serbia (2003) *Poverty Reduction Strategy paper*.

⁶⁴ Government of the Republic of Serbia (2008) *National Sustainability Development Strategy for Serbia 2009-2017*.

For Serbia the steering documents relating to the EU and the EU accession are relevant as future membership in the EU is high on the political agenda. In terms of the donor perspective, the EU Road Map for Gender Equality 2006-2010⁶⁵ and the Strategy for Gender Equality between Women and Men 2010-2015 have been and still are the key documents for the EU accession process. The 2010-2015 Strategy refers to six areas:⁶⁶

- 1 Equal economic independence.
- 2 Equal pay for equal work and work of equal value.
- 3 Equality in decision making.
- 4 Dignity, integrity and end to gender-based violence.
- 5 Gender equality in external action.
- 6 Horizontal issues.

Environment is not referred to as a priority area in the strategy, though the dual approach to mainstreaming in all policy areas and specific measures is the mandated strategy, and women and environment is referred to as an area for development where indicators need to be developed.

Swedish cooperation strategy with Serbia

The gender perspective in the Swedish cooperation strategy for Serbia⁶⁷ is pronounced. It is a key element and it is addressed through integration, targeting and in the dialogue. A gender perspective permeates the whole document. It has a clear focus in the human rights and democracy area and in the security reform area. However, for the environment area the only reference to gender equality is regarding women's participation in the work with environmental civil society organisations.

⁶⁵ European Commission (2006) Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - *A Roadmap for equality between women and men 2006-2010*.

⁶⁶ European Commission (2010) Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: *Strategy for equality between women and men 2010-2015*.

⁶⁷ Government decision (UF2009/18792/EC) *Strategy for development cooperation with Serbia, 2009-2012*.

4 Implementation of gender equality in democracy and human rights; and environment and climate

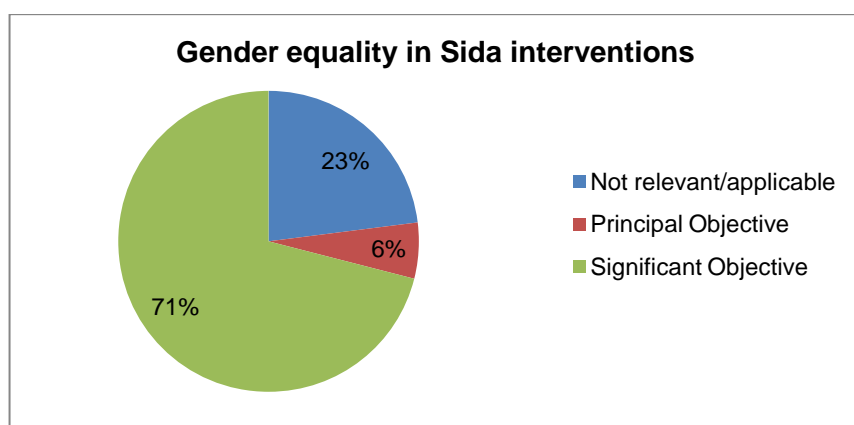
In the following section, a review is made of Sida statistics available on gender equality in the area of democracy and human rights; and environment and climate (for detailed information on how the review was done see Section 1.2.2).

In the following, an assessment of how gender equality is integrated in implementation at the sector and intervention levels is presented. The assessment is based on review of documentation of the interventions and on interviews with stakeholders. For the document review several assessment matrixes were developed and used by the evaluation team to assess the documents (see Appendix 2). Examples have been taken from case studies and interviews made, as well as from the focus group meeting.

4.1 Overview: Gender equality in Sida interventions⁶⁸

A review of an extract from Sida's statistics database⁶⁹ (PLUS), covering all Sida interventions initiated from January 2008 to March 2010, shows that gender equality has been the principal objective in six per cent of the interventions and a significant objective in 71 per cent; whereas in 23 per cent of the interventions, gender equality has been considered not relevant or applicable (see Figure 1).

Figure 1 Gender equality in Sida interventions



⁶⁸ The data in Chapters 4.1-4.1.2 is derived from Sida's statistics database (the PLUS system). Budget information on thematic priorities is cross-tabulated with the policy marker for gender equality. The statistical information is not totally reliable; the budget sectors do not correspond totally with the thematic priorities and the policy markers are not always used correctly. For information on how the data was gathered and on shortcomings with the statistical information, see Methodology Chapter 1.2.2.

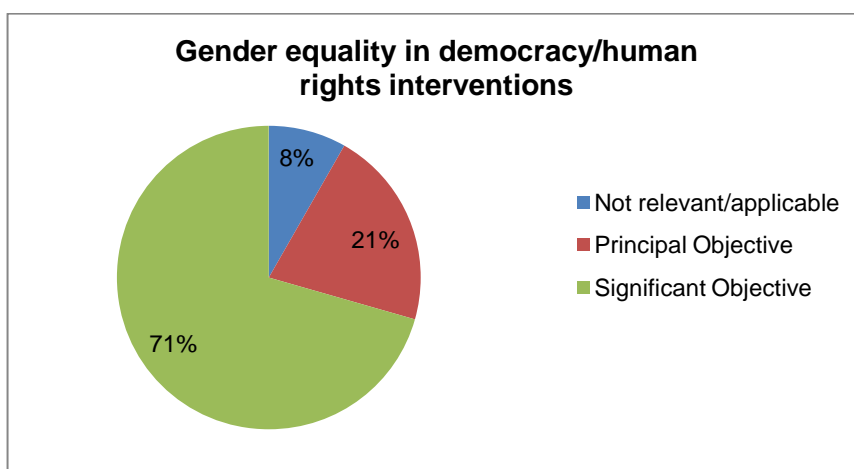
⁶⁹ Data regarding democracy, human rights and gender equality includes the following sector codes: 15110, 15111, 15112, 15113, 15130, 15150, 15151, 15152, 15160 and 15170 (the sector codes 16020, 16050, 16061, 16062, 22030 were not considered relevant and thus not included). Data regarding environment includes the following sector codes: 41010, 41020, 41030 and 41040 (see Sida (2009) *Sidas statistik handbok 2009-2010*).

In total approximately 19.699 MSEK was disbursed over the period. Of this amount, 4.733 MSEK (or 24 per cent) was disbursed to democracy and human rights interventions and 607 MSEK (or three per cent) to environment and climate interventions.

4.1.1 Overview of the democracy and human rights area

Twenty-one per cent of the interventions concerning democracy and human rights⁷⁰ had gender equality as their principal objective. For 71 per cent, gender equality was a significant objective and in eight per cent of the interventions gender equality was considered not relevant or applicable (see Figure 2).

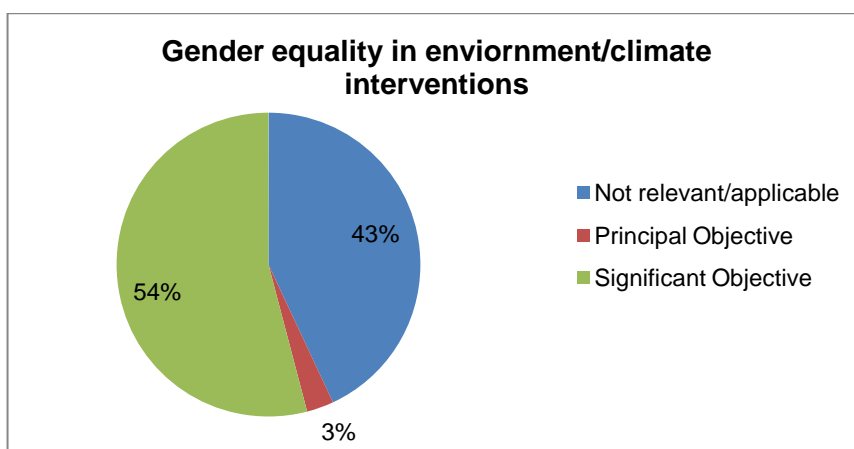
Figure 2 Gender equality in democracy and human rights interventions



4.1.2 Overview of the environment and climate area

In interventions within the area of environment and climate, three per cent of the interventions had gender as a principal objective. In 54 per cent gender equality was considered a significant objective, whereas in 43 per cent of the interventions it was considered not relevant or applicable (see Figure 3).

Figure 3 Gender equality in environment and climate interventions



⁷⁰ For selection of democracy/human rights interventions see Methodology Chapter 1.2.2.

4.1.3 Gender equality at intervention level – the cases studied

The evaluation team has assessed interventions in Serbia and Bangladesh, as well as undertaken document review of cases in Vietnam, Guatemala and Kenya (see Appendix 2 for the assessment matrixes used for the review). Information has also been provided by Sida operations officers.

The implementing stakeholders and programmes listed in Table 5 are assessed. Please see Appendix 5 for a more detailed description of the selected interventions in the field visits.

Table 5 Implementing stakeholders and/or programmes

	Acronym: Name of implementer	Country	Democracy and human rights⁷¹	Environment and climate⁷²
Country cases	ASK: Ain o Salish Kendra	Bangladesh	T	
	BCCRF: Bangladesh Climate Change Resilience Fund	Bangladesh		I
	BNWLA: Bangladesh National Women Lawyers Association	Bangladesh	T	
	CDMP: Comprehensive Disaster Management Program	Bangladesh		I
	DREPR: Danube River Pollution Reduction	Serbia		I
	GED: Support to the Gender Equality Directorate of Serbia	Serbia	T	
	KtK: Kvinna till Kvinna	Serbia	T	
	LEAP: Local Environment Action Planning for Sustainability	Serbia		I
	MDTF justice sector: Multi Donor Trust Fund for Justice Sector Support	Serbia	I	
	NSDS: National Sustainable Development Strategy of Serbia	Serbia		I
	SCTM: Standing Conferences of Towns and Municipalities, phase II	Serbia	I	
	SORS: Statistical Office of the Republic of Serbia	Serbia	I	
	Steps: Steps towards development	Bangladesh	T	
	TIB: Transparency International Bangladesh (TIB)	Bangladesh	I	
Desk studies	Water directorate: Environmental Management in the Western Balkans	Serbia		I
	Assessment of support to "Program for Temporary Transformation and Projection of Fundacion Propaz 2009"	Guatemala	I	
	Chia Se: Chia Se second phase poverty alleviation programme	Vietnam	I	
	CICIG: The International Commission Against Impunity in Guatemala,	Guatemala	I	
	DEMI: Ombudsman for the Rights of Indigenous Women in Guatemala/Defensoria de la Mujer Indigena, DEMI	Guatemala	T	

⁷¹ I indicates an intervention where a gender perspective should be, or is, integrated. T indicates an intervention targeted for women or gender.

⁷² See above.

Diakonia: Diakonia's programme in Latin-America	Guatemala	I
IFM: Indigenous Fund Mechanism, "Oxlajuj Tz'ikin"	Guatemala	T
INE: Financial and Technical Support to Instituto Nacional de Estadística in Guatemala	Guatemala	I
KWSP: Kenya Water and Sanitation Program	Kenya	I
OHCHR: Swedish support to the United Nations office of the High Commissioner for Human Rights (OHCHR) and UNDP	Guatemala	I
UNDP: Guatemala National Human Development Report Program 2009-2011	Guatemala	I
UNFPA: Support to UNFPA for the gender equality programme "Strengthen to Empower" in Guatemala, fund mechanism	Guatemala	T
UNICEF: Project "Developing a Child Protection System for Guatemalan Children and Adolescents"	Guatemala	I
URL/INGEP: Strengthening participation in political parties and civil society among young women and men, especially in indigenous areas, through URL/INGEP	Guatemala	I
SEMLA: Strengthening Environmental Management and Land Administration	Vietnam	I
SEPREM: The Presidential Secretariat for Women in Guatemala	Guatemala	T

4.2 Gender analysis

From the interviews with informants at Sida operations, it is clear that almost every field office is doing some sort of gender analysis within their sector though there are variations in the coverage and depth of the analyses and some informants state that they could be improved. For instance, informants argue that there are examples where a lack of analysis of the cultural context in the country results in interventions that are not adapted to the prerequisites and needs among women.

The absence of adequate analysis is explained as a consequence of the fact that there are not enough resources in terms of time, staff and knowledge etc., but also a lack of understanding of gender issues among Sida staff. In none of the examples of the field visits were there any gender analysis done at an overall sector related level.

4.2.1 Gender analysis at intervention level

The coverage and depth of the gender analyses vary across interventions. Some interventions, in particular when it comes to democracy and human rights, include gender analysis whereas others do not. Interventions within the area of environment and climate often lack a gender analysis, and often social aspects are not considered at all.

The gender help desk was mentioned by informants at operations as a support in conducting and writing gender analyses. However, there is also some criticism among operations officers that the support from the help desks is not always adjusted to the situation of the country or that they are difficult to make use of at an operational level. It is also stated that if there is no gender analysis in programme documents, Sida headquarters or the project committee at the field offices requests an analysis before approving the intervention.

There are examples of gender analyses that are not included in the documentation of the interventions. For instance brief gender analyses had been done in two environment interventions in Serbia, but none of the analyses were referred to in the documentation. A number of stakeholders also stated that their organisations or programmes do not have explicit gender strategies, arguing that a gender perspective is included in the interventions anyway through a rights-based approach etc. A further gender analysis was not considered relevant.

4.3 The approach to gender equality

4.3.1 Gender equality approach within the Swedish cooperation in the area of democracy and human rights

In Bangladesh and Serbia implementation of the gender perspective is in general clear and strong within the democracy and human rights area. The document review of the work on democracy and human rights for Guatemala also indicates a clear and strong gender perspective. Women's rights and gender issues are on the agenda and Sida supports strategic work in this area.⁷³

The interviews with Sida operation staff indicate a mixed picture as regards how gender equality is addressed in the work on democracy and human rights. Strategic targeted interventions are combined with interventions where gender issues are integrated, and gender equality is clearly an issue for dialogue within the democracy and human rights area. In the three countries (Bangladesh, Guatemala and Serbia), the strategy seems to be to combine support to the national machinery for gender/women's affairs with targeted support to women's organisations combined with other strategic state authorities (e.g. statistical offices) and integrated interventions related to other areas within democracy and human rights.

An observation made is that in general, in the documentation of the interventions in Bangladesh and Serbia, as well as in Guatemala, the focus in the work on democracy and human rights discourse is rather on women than on gender, with less focus on men's roles and on the situation for boys and girls. In the Guatemala case there is further focus on the indigenous community.

Box 1 Examples – Swedish cooperation within the area of democracy and human rights

Mixed interventions in Serbia: In Serbia, Sida is supporting the process of establishing a gender equality directorate and the implementation of the gender equality strategy. This support is combined with longstanding support to the development of gender statistics through Statistics Sweden and the Statistical Office of Republic of Serbia. Sweden has additionally given important institutional support to capacity development for local level administration to the Standing Conference of Towns and Municipalities (SCTM), and women's organisations have been supported through Kvinna till Kvinna.

⁷³ For instance in terms of support to the Gender Equality Directorate in Serbia and to the Ombudsman for the Rights of Indigenous Women in Guatemala (DEMI). See also the section on cooperation strategies in Chapter 3.1.3.

A gender perspective is generally included in all the *interventions* reviewed in Bangladesh, Guatemala and Serbia, although the coverage and depth vary.

- *Targeted interventions:* The documentation of the democracy and human rights related interventions in Bangladesh, Serbia and Guatemala reveals that gender- or women-targeted interventions in most cases refer to women and children or women and girls, and not men or/and boys. In one of the targeted interventions, references are made to gender as well as women and men, rather than to only women.⁷⁴
- *Integrated interventions:* In the 13 interventions with an integrated gender perspective in Bangladesh, Guatemala and Serbia, an overall assessment reveals that gender equality is included in key formulations in six interventions. In the remaining seven, women and men or gender are mentioned only occasionally.⁷⁵ However, in the integrated cases in Guatemala, where gender equality is not part of the goal, there are still two interventions that seem to have a strong gender perspective in activities and implementation (UNDP/HDR and Diakonia).

Interviews with operation officers as well as with Sida staff in Bangladesh and Serbia confirm that, in general, there is a strong gender perspective in the implementation of democracy and human rights related interventions. In both Bangladesh and Serbia the work within democracy and human rights is also directed towards gender equality and women's participation in democratic development.⁷⁶

4.3.2 Gender equality approach within the Swedish cooperation in the area of environment and climate

It seems like gender equality issues made the way into the work on environment and climate rather recently, and, according to operations officers and informants in Bangladesh and Serbia, there are differences in the extent to which gender equality has been recognised as an issue and been elaborated upon.

Box 2 Examples – Swedish cooperation within the area of environment in Serbia

Environment related work in Serbia: In Serbia, interventions in the area of environment⁷⁷ are primarily technical with focus on infrastructure. Social aspects are rather absent on an overall level; yet at intervention level some elements can be seen and the gender aspect can be traced, for instance in terms of representation. The cooperation in the area of environment in Serbia seems complex in terms of coordination and implementation and it is therefore difficult for Sida to have a dialogue on gender issues. Sida is, however, clearly making efforts to bring up gender issues on the agenda, even though more could be done.

⁷⁴ The assessment is based on a review of the documentation of the interventions included in the case study in Bangladesh, Serbia and Guatemala.

⁷⁵ The assessment is based on a review of the documentation of the interventions included in the case study in Bangladesh, Serbia and Guatemala.

⁷⁶ Government decision (UD2008/13454/ASO) *Strategy for Development Cooperation with Bangladesh 2008-2012* and Government decision (UF2009/18792/EC) *Strategy for Development Cooperation with Serbia 2009-2012*.

⁷⁷ These interventions do not include climate change dimensions.

Box 3 Example – Swedish cooperation within the area of climate in Bangladesh

Environment and climate related work in Bangladesh: In Bangladesh, the issue of climate change and disaster risk management is high on the agenda. There is a common understanding that women are among the most vulnerable as regards climate change. However, the focus tends to be on women as a vulnerable group, and less on women as having other perspectives than men and as active agents for development. In general there is awareness of women's vulnerability, but Sida's active involvement is not visible as regards ensuring a gender perspective. The work within the environment and climate area is at an initial stage and there are entry points for Sida to integrate a gender perspective in the interventions.

In general the gender perspective is weak within the environment and climate related interventions, i.e. a gender perspective is rarely considered in the documentation of the interventions. During the interviews in the field, it also became evident that in many of the environment and climate, related interventions it is too early to evaluate the impact of a gender perspective. There are, however, interventions that do integrate a gender perspective.

- *Targeted interventions:* There are no environment and climate related interventions targeting gender equality in Bangladesh and Serbia.
- *Integrated interventions:* In documentation of environment and climate related interventions the gender perspective is rather weak in both countries. However, two out of six environment and climate related interventions include a stronger gender perspective than the others. These two interventions (BCCRF in Bangladesh and LEAP in Serbia) include gender equality as a goal. In these two interventions references are also made to gender and women. In the other four interventions gender is just briefly mentioned and is not considered to any great extent.⁷⁸
- There are examples of how gender equality has been integrated in environment and climate related interventions.

Box 4 Example of integrating a gender perspective in an environment intervention

Environment intervention in Serbia: In Serbia, the Local Environmental Action Plans (LEAP) are supported through the Regional Environment Center (REC), which works with a participatory approach with the municipalities and key stakeholders at local level. The process has a gender approach at representation and output levels. The gender perspective could be developed further with gender expertise, with an explicit focus on integrating a gender perspective, linked to the intervention. In some interventions where gender aspects are not considered important today, there is awareness that it could be an issue in the future. There is also evidence that monitoring and evaluation efforts have made stakeholders aware of gender issues.

⁷⁸ The assessment is based on a review of the intervention documentation included in the case studies in Bangladesh and Serbia.

In Bangladesh, women's vulnerability to climate change has been recognised in the interventions concerning disaster risk management. After cyclones hit the country in the early 1990s, it became clear that many more women than men were killed. This was, among other things, due to the fact that women did not get information about the cyclones and that the existing shelters were not safe for women. Now there are several organisations in Bangladesh working to address women's needs in disaster risk management, among them Diakonia, which has received support from Sida.

4.3.3 General observations on the gender equality approach

Some general observations regarding the approach to gender equality, both at overall and intervention levels, have been observed.

Several informants have stated that it is *“more challenging to integrate a gender perspective in environment and climate related interventions than in democracy and human rights related interventions”*. This has been explained by the character of the issues and the way they are approached. The area of democracy and human rights is considered to deal with “softer” issues where it is easier to integrate gender equality. It is argued that democracy and human rights issues are a matter of change in behaviour and attitudes and that gender equality is dealt with in a similar way. Environment and climate related interventions, on the other hand, are often perceived as having a more technical character that to a greater extent is *“based on facts and relate to science”*. Environment and climate issues are considered to be “hard” issues where it is more difficult to integrate gender equality. Many of the environment and climate related intervention documents do not include a social perspective (i.e. do not include the beneficiaries), and several of the documents that refer to social aspects rely on terms such as “the poor” or “vulnerable groups” without a disaggregated gender perspective where women's and men's different needs are reflected and/or enacted upon. In Serbia, for instance, the environment related interventions are primarily technical with a focus on infrastructure, whereas the references to social aspects are few and not many references are made to the different needs of men and women.

There is also a notion that integrating a gender perspective in environment and climate is time consuming and often irrelevant. One of the informants in the focus group argued that *“In general the environment people seem to be less receptive for gender issues than others. They often think that there is too much emphasis on gender equality; they think that it is good enough when women are represented in the intervention. As regards power relations they are not interested for instance in how to get women involved in decision making”*.

If “all” are included, then gender is considered. In a number of documents and interviews in Bangladesh, reference is made to “all”, implying that there is no difference between women, men, girls and boys.

Within several of the interventions, primarily in the environment area i, the *focus seems to be on quantitative (female) representation in the interventions*, rather than on differences between women and men in terms of influence and gain from the intervention. One example is in Serbia where there are (traditionally) many women working within the area of environment (for instance the majority of the employees at the water directorate are women) and therefore the representation of women within the interventions is often high. Nevertheless there are no analyses made of what

consequences this has in terms of including a gender perspective in the interventions. The high representation of women is by many considered to be good enough, or as one stakeholder expressed it “*mainly women work here and there is no need for further action*”.

Focus on women’s rights. Overall the focus of the interventions is on women, as shown in the examples from Bangladesh and Serbia as well as in the reviewed interventions in Vietnam, and Guatemala. However in some cases the interviews revealed that there are gender aware methods, which included men. This view is gaining some support from some of the informants in the focus group, as well as some external stakeholders in the field who argued that a WID perspective is still prevailing at Sida. For instance one indicator of this is the focus on reporting results on how many women participated in an intervention rather than on change in power relations, and another is the strong focus on women only.

In the documentation of the interventions the gender perspective is often weaker than it is in practice. That is, whereas the documentation of the TIB intervention showed a quite limited gender perspective, it became clear in interviews that the intervention had a stronger gender perspective in practice. Another example is the Bangladesh National Women’s Lawyers Association (BNWLA), which is an NGO run by women and with activities aimed at women. The documentation reveals that the organisation works with a focus on women, but in practice the activities address both women and men.

4.4 Gender equality in the dialogue

At an overall level, the dialogue is used for integrating a gender perspective, yet the dialogue is not always used in a systematic way even when gender equality is defined as an area for dialogue in the country cooperation strategy. One constraint with using the dialogue as a tool for promoting gender equality is the difficulty in measuring the results from the dialogue, operations officers argued. One informant in the focus group also stated that “*As a mainstreaming issue, gender equality should be included in the dialogue, but there are no terms of reference or indicators for monitoring how the dialogue should be, or has been, conducted. These things exist in other areas, maybe there even should be a separate budget line for the dialogue*”.

The dialogue is, argued by Sida staff in operations and in the field, considered as an important instrument for promoting gender equality in the democracy and human rights; and environment and climate related interventions. Sweden is, according to the informants, known to highlight gender issues in the dialogue with other donors and partner countries. According to one operation officer, Sweden is in some cases promoting the issue to such an extent that other actors consider Sweden to be “*the donor that always talks about gender*”, thus making it difficult to promote other issues.

How the dialogue is conducted very much depends on the situation in the partner country according to interviewees. In some countries the dialogue structure is in place (Tanzania)⁷⁹ or in the process of being built up (Bangladesh), whereas there are countries where it is difficult to have a strategic and constructive dialogue due to the situation in the partner country; i.e. lack of donor coordination or too many donors and/or lack of interest from the partner country (Serbia).

⁷⁹ It is known from another evaluation of gender equality that the dialogue structure in Tanzania is working well.

Box 5 Example of donor/partner coordination

The dialogue in Bangladesh: The donor coordination, and thus the dialogue with other donors and the Bangladeshi government, is still at an incipient stage with a Joint Cooperation Strategy (JCS) just adopted. There is a formal coordination structure with Local Consultative Groups (LCGs) responsible for various sectors. However, the LCG structure is weak and the cooperation is better in some LCGs than in others. For instance, the LCG on gender equality is referred to as working, i.e. it has influenced the poverty reduction strategy. This group also aims to mainstream gender equality in issues covered by the other LCGs.

In Bangladesh, Sweden has a long tradition of promoting gender equality in the area of democracy and human rights. For instance Sweden has for long strategically supported NGOs to influence the dialogue and the position of Bangladeshi women. The former Swedish Ambassador is often referred to as an important voice as regards gender equality in general.

As regards environment and climate related interventions, the dialogue is at a very incipient stage, and gender issues are not on the agenda. There is no adequate LCG for environment and climate related interventions and thus no ongoing dialogue as such. However, there is ongoing dialogue within the donor community, and also in terms of developing a multi-donor trust fund.

Box 6 Example dialogue structure in Serbia

The dialogue in Serbia: The dialogue structure in Serbia is complex and uneven when it comes to coordination. The dialogue is primarily conducted on a bilateral basis, although Sida aims to coordinate in broader terms.

There is no general structure for dialogue in Serbia, but there are formally 15 donor coordination groups in which the relevant ministry from the government is, or should be, represented. However, it seems that these groups are inconsistent when it comes to practice as regards harmonisation, coordination and dialogue in line with the Paris Declaration. The donor coordination groups that seem to work to some extent are that of Justice and to some extent that of Gender Equality where Sida has a key role in the coordination of the group together with the Serbian Gender Equality Directorate. Also Education and Health were referred to as working rather well, but these are not prioritised by Sida. Environment is an area that involves many ministries, sectors and donors and so far it has been difficult to establish a coordination mechanism, due both to differences among the involved ministries and a lack of interest from the donor community. In the environment field Sida has ambitions to play a key role, yet there are many challenges. The strategy is now to engage in the support to the NSDS, invite to a Programme Based Approach (PBA) and through this invite to dialogue and coordination.

4.4.1 Gender equality in the dialogue at intervention level

In the documentation of the reviewed democracy and human rights related interventions gender equality is not considered a dialogue issue in three (all from Bangladesh) of the five *targeted interventions*.⁸⁰ In one of the *integrated interventions* (the TIB intervention in Bangladesh), gender equality is defined as an area for dialogue. In the other two integrated interventions, gender equality is not expressed as an area for dialogue. The desk review of interventions in Guatemala indicates that in the four interventions where the gender perspective is weak (all of them are integrated interventions), gender equality is an issue for dialogue in the intervention documents.

Among the environment and climate related interventions, Sida's assessment memos define gender equality as an area for dialogue in three of the six reviewed interventions.

4.5 All three thematic priorities integrated

Only a few interventions among those reviewed integrate all three thematic priorities. Even though the three thematic priorities should be integrated in all interventions⁸¹ there is, according to informants, still a "sector thinking" among Sida staff. In many cases the thematic priorities are not integrated themes; they are rather just something to "tick off the list" as an operation officer argued.

In general it seems to be more common to integrate gender equality, democracy and human rights in environment and climate related interventions than the other way around. One operations officer stated that *"in many cases democracy, human rights and gender equality are included indirectly in environment and climate related interventions. If you, for instance, have an 'access to water project' there are strong connections to gender equality and human rights. If it should be free it must be free for everyone and women's rights to access must be considered"*.

⁸⁰ When gender equality is a target area for the intervention it could be considered redundant to include gender as a dialogue issue in the documentation.

⁸¹ The three thematic priorities should be integrated in all interventions according to informants at the MFA.

Box 7 Examples of integration of the three thematic priorities in practice

The Kenya water and sanitation programme KWSP: The programme aims to achieve sustainable water supply and sanitation managed by the local communities. Gender equality is an integrated part in the components of rural water supply and management of water resources. A gender equality plan has been elaborated and recruitment procedures have been part of the strategy to secure that women are part of the leadership within institutions on local level. This will enhance the participation of both women and men in the process of sustainable resource allocation.

Environment intervention in Serbia: One example of how democracy, human rights and gender equality are integrated in an environment related intervention is the Local Environmental Action Planning (LEAP) programme in Serbia. LEAP works with development of local environmental plans, with a focus on identifying environmental challenges as well as developing strategies to overcome them. The process is participatory with a democratic approach, where the inclusion of broad spectra of actors is considered a prerequisite for successful completion of a project, and thus considers gender aspects in terms of ensuring a high representation of women. The project is a good practice but could be developed further, beyond representation only, with a deeper gender analysis and specific actions developed as a result.

Environment intervention in Vietnam: In Vietnam the programme Strengthening Environmental Management and Land Administration (SEMLA) (the Sida support to the programme ended in 2009) concerned environment issues while contributing to economic growth and poverty alleviation, sustainable development and environmental protection, strengthening local governance and participation of the population in decision-making processes and the management of resources, in order to meet the demands and needs in an efficient and equitable way. However, the evaluation of the programme⁸² concludes that the gender mainstreaming component is rather weak in SEMLA.

However, in partner countries that are more vulnerable to floods and other natural disasters, such as India and Bangladesh, there is a longer tradition of integrating democracy and human rights; and gender equality in environment and climate related interventions, according to operation officers.

There are examples where environment and climate and gender equality aspects have been integrated in democracy and human rights related interventions, but they are few. Informants stated that it is difficult to integrate environment and climate aspects in other interventions, that environment and climate aspects “*feel distant from democracy and human rights issues*” and that there is a lack of understanding of how and why environment and climate issues should be integrated in democracy and human rights related interventions: “*people working with environment and climate must come and explain why these aspects are important in all interventions*).

⁸² Sida Evaluation 2008:45 *The Strengthening of Environmental Management and Land Administration Program in Vietnam*.

Box 8 Examples of interventions with a potential for integrating all three thematic priorities

Potentials for integrating gender equality and environment and climate in democracy related intervention in Serbia: Sida's institutional support to the Standing Conference of Towns and Municipalities (SCTM) has been strategic. Though gender and environment are areas that have lagged behind, there is potential to integrate the three thematic priorities in the future. The organisation has recently made a survey including both environment and gender, as well as EU integration, aspects. The findings could provide a basis for an integral approach. SCTM is presently in the process of formulating future projects.

Sida supports the implementation of the environment pillar in the National Sustainable Development Strategy (NSDS) in Serbia. The NSDS includes, as one of three, a socio-economic pillar for action in which gender aspects are included. However, the three strategy pillars do not interlink and cross-cut, and there is no reference to gender differences in the environment pillar. The intervention has the potential to integrate the three thematic priorities given its broad scope on sustainability. The pilot projects within the NSDS could be an entry point for considering cross-cutting issues.

Among the informants in the focus group, it was argued that Sida puts pressure on the CSOs to deliver results on gender equality. However, the CSOs do not always have the capacity to integrate gender equality or other aspects required by Sida. It was argued that Sida, as a larger organisation with more capacity, has the possibility to do more in this field.

5 Development of methods for integrating gender equality in the other two thematic priorities

The following chapter presents a review of development of methods to integrate gender equality in the work on democracy and human rights; and environment and climate related interventions, as well as examples of methods developed to integrate the three thematic priorities. The examples of methods development presented in this chapter have been selected through discussions with informants.

5.1 Methods development

The evaluation team found examples of methods development with the specific intention of integrating gender equality in democracy and human rights or environment and climate, as well as methods for integrating all three thematic priorities. The developed method includes capacity building, seminars, training, awareness-raising activities and identification of good practices. Development of methods to integrate gender equality was identified at the Sida headquarters, predominantly by the policy and methods teams as well as in the field. The MFA has also developed guidelines on how the thematic priorities should be endorsed in the country cooperation strategies.⁸³

An overview of the methods developed to facilitate integration of gender equality as a thematic priority is presented in Table 6.

⁸³Ministry for Foreign Affairs (2008) *Vägledning för hur de tematiska prioriteringarna ska hanteras inom ramen för samarbetsstrategierna*. Enheten för utvecklingspolitik (UP), UD, arbetspapper, 7 May 2008.

Table 6 Methods identified and reviewed at Sida

Name of method	Team	Where in process	Type of method
Methods Development group (the MeVu group)	Democracy Human rights Gender equality	Ongoing	Capacity building - Aid efficiency
Equal Access to Justice	Democracy	Finalised	Capacity building – training and identify what works
Public Administration for the Poor	Democracy	Ongoing	Seminars and working paper on e.g. gender budgeting
The environmental screening note	Environment	Ongoing	N/A
Environment training	Environment	Ongoing	Training
The Public Finance Management Project	Democracy Human rights Gender equality	Suspended	Capacity development
Three thematic priorities training	Democracy Human rights Gender equality Environment	Ongoing	Training
Reality Check	Sustainable services Method	Ongoing	Monitoring (longitudinal study)
The integrated poverty analysis	Method	Delayed	NA
What works	Method	Ongoing	Good practices
Forthcoming Sida at Work	Method	Not known	Development of new guidelines

5.2 Reasons for methods development

According to some informants, focus should rather be on implementation than on methods development, where awareness is a key aspect and work has been done, for instance in terms of seminars on gender and environment. Sida country directors at the field offices are clear in that *“the main task for the country teams is to implement the country cooperation strategies rather than develop new methodology, but yet they can provide input to the methodology team”*. They further argue that methods development needs to include development of indicators for monitoring as well as where and how to conduct the dialogue effectively.

The needs differ among the interviewees depending on the context they work in, yet some general aspects can be distinguished. The concerns among some operations officers include lack of training and knowledge and lack of coordination between policy and operation teams. It is clear from the interviews with Sida operation officers that although the awareness about integration of gender equality as a thematic priority is high, it is still unclear how to do it in practice. Exchange of experiences and presentation of good practices are a few examples of how this can be addressed.

Areas that are referred to as important in terms of methods development concerns monitoring results and how to address gender equality in the dialogue. The need to develop measurement tools and indicators is highlighted by many of the operations officers, as well as by some of the country directors. For instance, during the field visit to Bangladesh it became evident that results management and follow-up was a major issue of concern included in the dialogue with the implementing partners. Some of the implementing partners among the NGOs were focusing on methods development as well. A key concern was how to move from output level to outcome level as well as how to complement quantitative data with qualitative assessment criteria.

Another important issue regarding methods development and implementation in general relates to the cooperation between the policy teams and the country teams. The argument made by the environment team is that if the different policy teams met with the country teams, the links between the policy areas would become more obvious. Such exercises are already undertaken for example in the case of Ethiopia, yet they are not systemised. The interaction between the policy and country teams largely depends on the people involved.

5.3 Methods developed by the gender equality team

The gender equality team has a strategic approach to methods development, which is confirmed by advisors from other policy areas as well as by Sida operation officers. The gender equality team focuses on the four priority areas⁸⁴ defined by the government and specifically addressed capacity building and methods development in terms of Women's Economic Empowerment and women and security, specifically Gender Based Violence.

Examples of methods development referred to by the gender equality team:

- Focus on cooperation with the country teams. The gender equality team has chosen to focus on the cooperation strategies and on the importance of ensuring a gender perspective in the analysis. The strategy thereafter has been to select one strategic gender-related issue for each country strategy and to focus the work on this. According to the team, this has made the work concrete and understandable. The team is further systematising good experiences in the cooperation with the country teams as to improve future work.
- *In 2008 gender training focused on impacting countries that were developing their cooperation strategies. During 2009-2010 the focus has been on specialised training on the working areas of Gender Based Violence and Women's Economic Empowerment.*
- *The hiring of a consultant for methods development where the tasks have included the development of indicators and of strategies for dialogue (mainly within the Gender Based Violence area and which eventually should become part of a general material on dialogue and be coordinated with the forthcoming Sida at Work). This is supported by some of the interviewed country directors in the field, who express a need for indicators to monitor and provide guidance on where and how to conduct the dialogue effectively.*

One reflection from the gender equality team is that the “*face-to-face cooperation is the most important method for mainstreaming gender equality in other areas.*”

⁸⁴ Women's political participation, women's economic empowerment, sexual and reproductive health and rights, women and security including gender based violence.

5.4 Methods development for democracy and human rights

As a follow-up on a project on aid efficiency finalised in June 2009, the Empowerment department at Sida identified a need for broader methods development as well as coordination among the policy teams. Thus a methods development group was set up, the so called MeVu group, comprising one participant from each of the democracy, human rights and gender equality teams, with the purpose of finding common methods within the department. In some of the projects there is also coordination with an advisor from environment and climate. According to the terms of reference for the MeVu group,⁸⁵ the assignment includes:

- Goal and results management: To develop methods for work on democracy, human rights and gender equality, focusing on goal and results management, including policy compliance (e.g. portfolio analysis, knowledge from evaluations, Sida's Results Appendix 2010, influence cooperation strategies).
- General methods development at Sida for the period 2009-2010: i.e. the MeVu group should participate in central method development processes at Sida (i.e. the development of the *Guidelines for country cooperation strategies*⁸⁶ and the forthcoming *Sida at Work*)
- Methods and work of the democracy, human rights and gender equality teams: for instance systematisation of methods and material.

According to the head of the democracy team examples of methods for integrating a gender perspective in democracy and human rights related interventions are found in the areas of Public Financial Management⁸⁷ (PFM, see Chapter 5.6) and justice.

The *Equal Access to Justice project* (EA2J) relates to rule of law as being a thematic focus area for Sida. Thus a working group was established to formulate an approach to "what works" and to take a broader approach by going beyond the judiciary to include other state and non-state actors as well as formal and informal judicial and non-judicial means by which people can realise their rights etc. A consultant was tasked to:⁸⁸

- Document international approaches, results and lessons learned.
- Produce draft guidelines for Sida's work with the legal sector and EA2J support.
- Design training modules for Sida.

The two outputs of the project, the mapping⁸⁹ and the guide⁹⁰, however lack a thorough gender perspective. Although the target group is spelled out in terms of women, men boys and girls, the gender perspective is not consistently reflected in either the mapping or the guide.

⁸⁵ Sida (2009) *Uppdragsbeskrivning DMRJ Metod och Verksamhetsutveckling (MeVu) Grupp*, Utkast 2, 11 December 2009.

⁸⁶ Government decision (UF2009/90457/USTYR) *Riktlinjer för samarbetsstrategier för det bilaterala utvecklingssamarbetet*, 10 June 2010.

⁸⁷ Sida (undated) *Terms of Reference for an Inventory and a Guide on PFM and Budget Analysis from the Perspective of Gender Equality, Human Rights and Environment and Climate* (no date).

⁸⁸ Sida (2009) *Consultancy for Sida's methodology project on Equal Access to Justice*, Terms of Reference, 23 September 2009.

⁸⁹ Sida (2010) *Equal Access to Justice, A Mapping Exercise for Sida*, Henrik Alffram, September 2010.

⁹⁰ Sida (2019) *A Guide to Equal Access to Justice Programs*, Henrik Alffram, September 2010.

Another example is the methods development project for *Public Administration for the Poor*,⁹¹ where gender equality is both referred to as a point of departure and noted as a purpose. Although a more thorough gender perspective could be applied, gender equality is referred to and gender budgeting is used as an example of a tool for modernising public administration. A seminar that included a presentation on key elements of a gender perspective in public administration was also held in relation to the project. As the project has not been finalised, it is presently not known to what extent a gender perspective permeates the final products of the project.

In the field, development of specific methods for integrating gender equality has not been observed in the area of democracy and human rights. However, some general observations regarding methods development in practical implementation have been made.

Box 9 Methods development for democracy and human rights at field level

In Bangladesh, a general observation is that there is work going on to move from a women's perspective to a gender perspective, which also includes men, particularly in the area of human rights with the CSOs like BNWLA, STEPS, TIB, ASK.

In Serbia the governmental agency cooperation SCB/SORS has worked on gender statistics with good results. They are for example running a Time Use Survey, which will contribute to the "Women and Men in Serbia" publication but where the results also will be used for other statistical purposes. Furthermore, at the regional level the need for Gender Based Violence statistics has been identified and is presently being developed as a project at national level. As a result of the focus on gender statistics per se, SORS now claims to consider sex-disaggregated data and gender statistics whenever possible. Although it may be claimed that these are outcomes of the intervention as such, it is also an example of an interesting method that may have further impact on the cooperation.

5.5 Methods for development of environment and climate

In general terms, as regards development of methods the environment team works with an integrated approach. "*Gender equality has long been an integrated part of environmental analysis*" the environment advisors argue. The target group is the entry point: "*Who are the people we are talking to? Much of our methods relate to collecting information, who will provide us with this?*" The environment team tries to acknowledge differences between women and men, and children, as well as to base an assessment on the rights perspective. The team argues that Sida staff generally understands this and that the challenge is to turn it into practice. The environment assessment help desk at the Swedish University of Agricultural Sciences has been an important support in the work to integrate gender equality. One of the methods development projects is the development of an instrument for environmental screening where the target group approach is central. A new environmental screening note is tentatively intended to be included in the forthcoming *Sida at Work*. Other examples of methods with an integrated approach include the common thematic priority training and the joint PFM project (see Chapter 5.6).

⁹¹ Sida (2009) *Terms of Reference for a method development project: Public administration for the poor*, Draft, J Donovan, 17 November 2009

The gender equality advisors argue that the cooperation with environment advisors occurs in specific projects such as for instance the PFM project and budget analysis, as well as in the coordination of forthcoming *Sida at Work*. This work is based on a mainstreaming perspective. The advisors further highlight methodological commonalities between gender equality and environment and that both areas have rather clear strategies for how to work. One reason given for this relates to the fact that in the former organisation, the mainstreaming nature of the issues was also reflected in the work of the gender equality and environment policy teams. One example of sharing experiences is that environment is looking for inspiration in the gender mainstreaming manual developed 2008.

In the field there was little evidence of methods development with respect to gender in environmental and climate related interventions. In Serbia there was almost no evidence of methods development, although some entry points were identified when brought up during interviews, such as an interest in developing environment statistics with a gender perspective (e.g. gender-segregated data).

Box 10 Methods development of environment and climate at field level

In Bangladesh the climate change agenda in general is very present, and it is also impacting methods development where community-based CSOs such as STEPS, but also the Ministry for Women and Children, have started to address the link between climate change and gender, and in that context have developed implementation methods. It may be discussed however what the reason behind it is, whether it is a sincere attempt to integrate a gender perspective or rather related to the present aid discourse and availability of funds (i.e. based on request from donors).

5.6 Development of methods for integrating all three thematic priorities

There are a few examples of methods that aim at integrating the three thematic priorities.

One example highlighted by all policy teams is the development of joint trainings on thematic priorities. New staff members are offered a 1.5 day course on the thematic priorities which have required the policy teams to develop a common approach to the thematic priorities and search for the linkages between the areas.

Another example often referred to is the *PFM Project*, which however has not been completed due to turnover of staff.

Box 11 Example of a method for integration of three thematic priorities, the PFM Project

The PFM Project aims at enhancing the competence at Sida with respect to PFM systems and processes to promote gender equality, respect for human rights, environmental sustainability and decreased vulnerability to climate change with focus on budget analysis and on how to best integrate these issues into PFM systems and processes.⁹²

The project was initiated in 2009 with a workshop, there was a seminar 2010 and a study was planned to be completed during 2010. The project consists of two parts:

- 1) An inventory of budget analysis approaches (with a rights perspective, gender inclusive and green budgeting)
- 2) The development of a guide on how to use PFM systems and approaches to promote gender equality; human rights; and environment and climate. The project was suspended in the autumn of 2010.

Reference is further made to the ongoing work to develop indicators for monitoring, where each policy team develops a list of indicators and in the next step coordinates it with the other two policy teams and Sida's Methods Team. The aim is for the country teams to receive coordinated support.

The integrated poverty analysis has also been referred to, where the point of departure is the poor person: Who is he/she? With this question as a start, all the elements and perspectives follow naturally. However, the work on this project has had low priority and has recently been delayed. Another example where the aim is to consider mainstreaming issues is the *What Works* project which should provide the lines for results reporting. *What Works* is an effort to gather knowledge on effective practices and processes. There is a group that is systematising the learning from evaluations led by the Methods team at Sida.

Regarding the field cases there are a few examples of integration of the three thematic priorities. In Bangladesh the salient examples are the CSO STEPS and the UN initiative CDMP (see Box 12). In Serbia the organisation for local administration SCTM has recently conducted a survey on issues related to environment, gender and EU integration to gain more knowledge on the needs and situation of their target groups. The survey has recently been finalised and the data could probably be used for a variety of purposes.

⁹² Sida (undated) *Terms of Reference for an Inventory and a Guide on PFM and Budget Analysis from the Perspective of Gender Equality, Human Rights and Environment and Climate* (no date).

Box 12 Examples of methods developed in the field on integrating the three thematic priorities

Bangladesh

STEPS: The STEPS programme for 2009-2014 is titled “Strengthening movement to advance women’s rights and gender equality” and aims to respond to violence against women, early marriage, dowry, sexual harassment and women’s limited political participation. In this phase of the programme, STEPS has expanded the activities to also include gender dimensions and social impacts of climate change.

CDMP: The Comprehensive Disaster Management Programme has no clear gender perspective in the project document. However, it was evident in the interviews that there is a gender perspective in implementation, in trainings and in institutional structures, planning, and programming. The programme also has an inclusive approach where democracy and human rights issues are addressed.

An example of methods development for observing change is the so-called *Reality Check*. *The Reality Check* was initiated by Sida Methods as an instrument to measure development from the perspectives of the poor. So far *Reality Check* projects have been initiated in Bangladesh, Bolivia and Mali.

The focus in the *Reality Check* method is to monitor change over time at a grass root level. The project is a monitoring mission that includes the voices of poor women, men, boys and girls. Yet there is no gender analysis of the data, although this could easily be done.⁹³ The *Reality Check* method has a strong potential to be used much more and in other areas, not least for considering holistic changes at community level including human rights and democracy; environment and climate as well as gender equality and women’s role in development.

⁹³ As regards non-discrimination, there is only reference to discrimination of the poor and not in terms of gender or other variables.

6 Conclusions and concluding remarks

This chapter presents conclusions at policy level, at implementation level and for methods development respectively. Each of these sections includes general conclusions as well as conclusions for the areas of democracy and human rights; and environment and climate. The chapter ends with concluding remarks on the evaluation purpose: *to assess how gender equality and women's role in development is integrated in the other thematic priorities: democracy and human rights; and environment and climate*, as well as a few conclusions concerning the integration of all three thematic priorities.

6.1 Conclusions at policy level

Gender equality has been considered in all of the reviewed Swedish country cooperation strategies, though it is almost non-existent in several of the strategies background sections and in the results analyses: Gender equality is included in key formulations in most of the country cooperation strategies assessed. However, the gender perspective is almost non-existent in the background sections of the cooperation strategies, as well as in the summary and results analyses. Given the strong focus on gender equality in key formulations in the strategies, this is somewhat surprising. A more thorough gender perspective was expected also in the background sections and results analyses of the country cooperation strategies.

The Swedish country cooperation strategies for Bangladesh and Serbia are in line with the national framework: The Swedish cooperation strategies and the intervention portfolios for Bangladesh and Serbia are in line with their respective national policy frameworks. Gender equality is also enforced through the dialogue in the country cooperation strategies with Bangladesh and Serbia as to support the implementation of the intervention portfolio.

Gender equality is rather well integrated within the Swedish policy framework for democracy and human rights: In the government policy on democracy and human rights, gender equality is integrated with a disaggregated approach; references to men and women are made in key formulations and gender is an integrated part of the rights perspective. In Sida's background paper to the policy, the gender perspective is stronger: women and men are mentioned throughout the document and in relation to various sectors and perspectives.

The international commitments and tradition facilitate the integration of gender equality in democracy and human rights: One of the reasons given for a well integrated gender perspective as regards democracy and human rights policy work is that gender equality, democracy and human rights traditionally have been considered to be parts of the rights perspective as expressed in the international set of policies.

Sida's organisational structure facilitates the integration of gender equality in democracy and human rights: The organisational structure at Sida where the democracy, human rights and gender equality teams belong to the same department facilitates interaction among staff working with the different areas.

The gender equality focus in the area of democracy and human rights in the Swedish country cooperation strategies indicates relevance: The focus on gender equality in the area of democracy and human rights in the Swedish country cooperation strategies is in line with the Swedish policy framework indicating that the Swedish government's priorities have an influence at implementation level.

A rather weak integration of gender equality in the policy framework for environment and climate: There is a rather strong social perspective in the policy framework for environment and climate, but the gender perspective is weak. A development over time can be seen: from a bleak discussion where focus was on technical aspects that do not, to any wider extent, include social perspective and/or actors, to a growing presence of social aspects including gender awareness. Still, the situation can be improved further by emphasising gender aspects, in particular e.g. in terms of women's and men's different needs.

The recently adopted government *policy for environment and climate in Swedish development cooperation* has a rather weak gender perspective. Differences between women and men are not analysed in the policy; references are instead made to "the poor". The Sida background document for the policy had a stronger gender perspective, and there could be more entry points for integrating a gender perspective in the area of environment and climate.

Weak integration of a gender perspective in the area of environment and climate in the cooperation strategies: A gender perspective is only addressed in the area of environment and/or climate in a few of the assessed cooperation strategies, of which Bangladesh and Serbia are two examples. Increasing women's active participation and introducing a dialogue issue focusing on women are other ways in which a gender perspective is integrated in the environment and climate related interventions within the country cooperation strategies.

A rather well functioning cooperation between the gender and environment teams, but a weak organisational structure for integration: The cooperation between the gender and environment teams appears to work quite well, but scope for improvement remains. The present organisation, with the gender and environment team in two different units, is perceived as making the integration of gender equality more difficult. There are no formal/natural entry points for meeting people working with gender issues and thus facilitating the integration of a gender perspective.

A gender-aware environment team: The gender awareness among the staff working in the environment team is assessed to be good – it is a gender-aware environment team that recognises gender aspects within the environment area. For instance, the argument by the environment team is that the connections between environment issues and equality are obvious. Gender awareness depends to a great extent on the interest in the environment team, and not so much on the fact that the gender team promotes gender issues within environment related work.

Opportunities to improve the cooperation between the country teams and the environment team: The cooperation between the country and environment teams is assessed not to be functioning as well as it could be. A more formally developed structure for meetings between the environment team, as well as the other policy teams, and the country teams, could be introduced. This could also be an entry point for the integration of all three thematic priorities.

6.2 Conclusions at implementation level

Challenges in integrating gender equality at implementation level remain:

Difficult to integrate gender equality in partner countries that do not have gender issues high on their agenda: Integrating gender equality is complicated in partner countries that do not have gender equality high on their agenda. In situations when Swedish priorities differ from the priorities of the cooperation country, it is difficult to motivate an integration of a gender perspective.

Stronger gender perspective in the implementation than the documents reveal: Interventions in general have a stronger gender focus than the programme documents reveal. For instance, conducted gender analyses are not always referred to in the documents. Including a gender perspective in the programme documents could facilitate an understanding of how to address gender equality among implementing partners.

Gender equality is included in the dialogue, but guidance on how to conduct the dialogue is requested: In general Sweden and Sida seem to be well-known for their engagement in gender issues and promotion of gender in the dialogue. Overall, the dialogue is perceived as one of the most important tools for integrating a gender perspective. A well functioning dialogue on gender equality on an overall level and at intervention levels requires high competence, a lot of time and high interest among Sida staff. Guidance on how to conduct a dialogue and the development of indicators for monitoring the dialogue results have been requested by Sida staff at operation level.

There is no functioning routine for reporting on gender equality or the other thematic priorities: Sida's statistical system, the PLUS system, has so-called policy markers that partly correspond with the thematic priorities. However, the policy markers are not always correctly applied and cannot be used for reliable statistical means as regards integrating thematic priorities. It is therefore difficult to undertake monitoring and evaluation of gender equality and the other thematic priorities.

There is a high level of awareness among Sida staff as regards integrating a gender perspective in the area of democracy and human rights, but in the work with implementation challenges remain: In Serbia and Bangladesh there are targeted gender interventions as well as interventions in which gender is integrated. Sida officers in Bangladesh and Serbia, think strategically on the need to address gender equality by relying on a combination of approaches including both targeted and integrated interventions, but it seems challenging to address both men and women.

The coverage and depth of the gender analyses in democracy and human rights related interventions vary and when analyses are conducted they are not always referred to: The formulation of the gender analysis varies as regards level and depth. Often when an analysis is conducted it covers national or sector related levels, but references to these are seldom made by Sida in the assessment memos. It is therefore unclear whether or not a gender analysis is considered before an intervention is initiated.

Focus is mainly on representation: When addressing and following up on gender equality in an intervention, the focus is largely on quantitative measures, particularly on representation of women. Increasing awareness of the importance of qualitative measurements can be seen, for instance when it comes to women's and men's influence in decision-making processes.

There is a high level of awareness as regards implementation of a gender perspective among implementing partners. However, the implementation in practice and the commitment vary: Gender awareness is insufficiently reflected in many of the project documents as the gender analyses undertaken are seldom presented.

Sida is a strong and important dialogue actor to promote gender equality in the democracy and human rights related interventions in Bangladesh and Serbia: Among other donors and implementing partners, Sida has a reputation of promoting gender equality. The dialogue is an important instrument both in the donor coordination groups and in relation to the implementing partners.

There is gender awareness among Sida environment operation officers, but also a lack of understanding of how to implement gender equality: Sida operations officers managing environment and climate change related interventions are aware of the fact that gender equality is a prioritised issue that should always be taken into account. There are, however, uncertainties about how gender equality should be addressed. The relevance of including a gender perspective is not always understood among Sida operation officers. The risk is that gender equality is something to “tick off the list” rather than something to be deeply committed to address.

Low gender equality awareness among implementing partners at field level: The understanding of the Swedish priority of integrating gender aspects is lower among the implementing partners than among the Sida operations officers, and consequently even more so when it comes to how to integrate a gender perspective. There are, however, differences. In Bangladesh, climate-related hazards have been recognised to affect women. Gender aspects are therefore considered in environment and climate related interventions. In Serbia, on the other hand, the interventions are to a greater extent directed towards technical approaches. It is by some informants argued that there is no need for a gender-sensitive approach within environment and climate related interventions due to the nature of the interventions, i.e. they are practically oriented. This assumption is not always supported by a gender analysis.

Lack of analysis: In the process of selecting environment and climate related interventions that lack an explicit gender analysis, the incentives to do an analysis at sector level could be stronger. In neither Bangladesh nor Serbia has a gender analysis been done at sector level.

Strong focus on representation: There is a strong focus on representation of women in the interventions, implicitly indicating that the inclusion of women in the environment and climate related interventions is considered to be good enough. How women's representation influences the power relations and how women can contribute to the interventions are, for instance, not reflected upon to any great extent.

Gender equality is to a limited extent included in the environment and climate related interventions: A large number of the environment related interventions (especially in Serbia) have a fairly technical approach. Social aspects are seldom dealt with and "people" are not included in the analyses and descriptions. When social aspects are included, they are seldom gender aware and references are in many cases limited to "the poor" or to "the vulnerable". When gender aspects are included, the focus is on women and on the number of women who participated, rather than on how women are affected by, or can benefit from, an environment related intervention.

Gender equality is weak in the dialogue in environment and climate related interventions: About half of Sida's assessment memos regarding the environment and climate related interventions define gender equality as an area for dialogue. None of the interventions within the environment and climate areas target women, and gender equality is included in the interventions only to a limited extent. The dialogue could be an opportunity to mainstream the gender perspective within the interventions.

6.3 Conclusions on methods development

Methods for gender equality are being developed, but are limited in terms of integrating a gender perspective in the other two thematic priorities: The gender equality team's focus is on developing the cooperation strategies, as well as on methods development in two of the prioritised areas of work within gender equality, namely women's economic empowerment and gender-based violence.

A few, but weak, methods have been developed for integration of a gender perspective in democracy and human rights related interventions: Within the area of democracy and human rights, there are projects initiated that include development of methods for integrating a gender perspective. The methods are, however, not yet finished and so far the gender perspective is not integrated thoroughly. For instance, the Empowerment department has created a special methodology group to support their work on methods development. Focus for the group has been the development of tools for goals and results management, such as portfolio analysis and indicators development.

No specific methods developed to integrate gender equality in environment and climate related interventions: There are a few examples of how gender aspects have been integrated in methods developed for environment and climate related interventions. However, there are no methods development efforts that specifically concern how to integrate gender equality within the area of environment and climate. The process of integrating a gender perspective in environment and climate related interventions could be facilitated by the introduction of new methods on how to work with the issue, such as including the Environment department in the Empowerment departments work on methods development to develop tools for goals and results management etc.

6.4 Concluding remarks

The understanding of the thematic priorities is high among some informants at Sida while others find the priorities confusing

The documents on the thematic priorities are not very clear with respect to how the thematic priorities should be understood and integrated. No governmental steering document stating that the thematic priorities should always be integrated in Swedish development cooperation as such – other than that the three priorities gender equality and women’s role in development; environment and climate; and democracy and human rights all are areas that should be mainstreamed – was found during the evaluation. However, interviewees at the MFA indicated that it is a requirement that the thematic priorities are considered in all Swedish development cooperation. Accordingly, each of the three priorities should make a difference in policy formulation and implementation of Swedish development cooperation.

Despite the vague framework on how to understand and integrate the thematic priorities, a majority of the Sida informants argued that the thematic priorities have increased the clarity of what should be prioritised within the Swedish development cooperation. However, other informants reported that the thematic priorities are confusing vis-à-vis the rights perspective.

Gender equality and women’s role in development is to a varying extent integrated in the other thematic priorities

The overall assessment of the evaluation is that gender equality and women’s role in development is partly integrated in the policy framework, at implementation level and in methods development related to the other thematic priorities. It is integrated in the policy framework to a wider extent than in the implementation, and it is almost non-existent as regards methods development. Consequently, the effectiveness is higher as regards the impact of the thematic priorities on the policy framework, whereas the effectiveness is lower as regards implementation of the development cooperation interventions as well as methods development.

The gender perspective is more thoroughly integrated in democracy and human rights related work than in environment related work

The overall assessment of the evaluation is that gender equality and women’s role in development is more thoroughly integrated in the area of democracy and human rights than in the area of environment and climate. The evaluation has not compared the integration of gender between the areas of democracy and human rights; and environment, but it has been observed that there are significant differences, which may explain the lower visibility of gender equality and women’s role in development as a thematic priority within the environment area. Some of these differences are presented below:

The area of democracy and human rights has a long tradition of integrating a gender perspective, while it has been introduced in the area of environment only more recently. Compared to the area of democracy and human rights, gender equality has recently gained more attention within the area of environment. It has been argued that it takes time to develop working methods and routines for integrating a new perspective in an existing area of cooperation.

Gender equality is considered to be more easily integrated in democracy and human rights than in environment: Democracy, human rights and gender equality are considered to be “soft” issues that mainly concern men’s and women’s attitudes to development and how they relate to the government and other people in their society. The approach to development within the environment related area, on the other hand, is perceived to be more technical and to mainly deal with “hard” issues that, to a greater extent, are “based on facts and relate to science”. The perception that it is more difficult to integrate gender equality appears to be more common among stakeholders working within the areas of democracy, human rights and gender equality than among stakeholders working within the environment and climate area. This could indicate that gender, democracy and human rights specialists have limited experience of how to work in the field of environment and climate.

There are differences in integration approaches in democracy and human rights related interventions and environment and climate related interventions: In the case studies made as part of the evaluation, no interventions within the area of environment target gender equality or women only. In a few cases gender equality is mentioned as a dialogue issue within the area of environment and climate in the country cooperation strategies. In the area of democracy and human rights, a mix of gender equality interventions are found, both targeted and integrated, and gender equality is often mentioned as an area for dialogue.

There is a focus on women’s role in development rather than on gender equality

There is a focus on women rather than on the relationship between women and men: The thematic priority and the government policy on gender equality adopted in 2010 both highlight women’s role in development, women’s rights and gender equality. Most of the assessed interventions, targeted as well as integrated, focus on women only. However, there are a few interventions within the area of democracy and human rights that also address men and/or boys. Thus, it seems that the implementation of Swedish development cooperation mainly focuses on women instead of gender equality.

Some external stakeholders expressed their surprise that Sweden applies “a WID perspective.” The focus on women rather than on gender was a concern also among focus group participants. There are expectations that the more complex GAD approach, addressing changes in power relations between women and men, should permeate the Swedish development cooperation.

The approaches to gender equality for integrated and targeted interventions differ: Most targeted interventions in the area of democracy and human rights address gender equality through strategic work on women’s rights, women’s organisations or institutions supporting women. The integrated interventions tend to be limited to addressing women in terms of representation and only occasionally address changes in power relations between men and women. There is, however, an ambition to adopt more qualitative approaches to gender equality in some of the integrated interventions.

There is evidence, although weak, of all three thematic priorities being integrated at policy level

At policy level, the government policies for democracy and human rights; gender equality; and environment and climate refer to the respective areas in general terms, but not in terms of thematic priorities. The integration across the priorities is weak. In some of the country cooperation strategies, it is argued that the strategy takes the three thematic priorities as a point of departure. However, none of the assessed cooperation strategies adopt an integrated approach specifically, i.e. that the three areas should be present in all sectors as well as at intervention level and in the dialogue.

Of the interventions that integrate all three thematic priorities, most are found within the area of environment and climate: Environment and climate issues are considered to be difficult to integrate in democracy, human rights and gender equality related interventions, since it is perceived that there are no easy entry points for integrating environment and climate aspects into the other two thematic priorities.

7 Recommendations

Increase the understanding and clarity of gender equality and women's role in development as a thematic priority

Government offices (the MFA) are recommended to:

- Communicate the relationship between the thematic priority gender equality and women's role in development and the rights perspective taking into account mainstreaming.

Enhance the integration of gender equality and women's role in development as a thematic priority

Government offices (the MFA) are recommended to:

- Ensure that gender equality is considered in all parts of the country cooperation strategies, including in the background section and results analysis.

Sida is recommended to:

- Develop qualitative indicators for monitoring the implementation of gender equality in democracy and human rights; and environment related interventions.
- Enhance the focus on gender equality, rather than women's role in development.

The Swedish Embassies/Sida field offices are recommended to:

- Further improve the gender analyses as regards coverage and depth on sector and intervention levels.
- Work more closely with the teams for gender equality; democracy and human rights; and environment and climate.
- Develop a plan/strategy for how to promote gender equality through the dialogue, especially within the area of environment and climate.

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Intervention/contribution documentation and national steering documents in Bangladesh and Serbia; Guatemala, Kenya and Vietnam

- Contribution lists
- Project documents
- Sida, Assessment memos
- Sida, Decisions
- Reports
- Minutes from meetings (project committee)
- Results matrix
- Applications and reports from implementing partners and documents from donors in Bangladesh and Serbia.
- Poverty reduction strategies
- Country gender profiles
- Gender strategies and action plans
- National policies on democracy and human rights; and environment and climate

Appendix 1

Operationalisation of evaluation questions

Aspects	Questions	Indicators
Policy framework	<p>To what extent is gender equality and women's role in development as a thematic priority reflected in the policy framework governing development cooperation through Sida regarding democracy and human rights; and environment and climate?</p> <p>How is gender equality and women's role in development integrated within democracy and human rights; and environment and climate policy and guidelines framework?</p> <p>How is gender equality and women's role in development as a thematic priority reflected in the cooperation strategies?</p>	<p>Level of gender aspects considered in policies and guidelines related to democracy and human rights; and environment and climate. (nothing, women or gender mentioned occasionally, gender issues in key formulations, gender issues in key formulations and throughout the document).</p> <p>Level of gender aspects considered in cooperation strategies (nothing, women or gender mentioned occasionally, gender issues in key formulations, gender issues in key formulations and throughout the document).</p>
Implementation	<p>To what extent is gender equality integrated in the implementation of interventions related to democracy and human rights; and environment and climate?</p> <p>How is gender analysis, integration, targeting and dialogue being used in the democracy and human rights; and environment and climate areas? What are the prerequisites for integrating gender?</p> <p>How is gender analysis, integration, targeting and dialogue being used in the democracy and human rights; and environment and climate interventions? What are the prerequisites for integrating gender?</p> <p>Are there any interventions that integrate all three thematic priorities?</p>	<p>Evidence of the gender integration elements in democracy and human rights; and environment and climate areas.</p> <p>Evidence of the gender integration elements in democracy and human rights; and environment and climate interventions.</p> <p>Existence of interventions that integrate all three thematic priorities.</p>
Methods development	<p>To what extent have methods been developed for integrating gender equality and women's role in development with democracy and human rights and environment and climate?</p> <p>What methods are there for integrating gender equality and women's role in development in democracy and human rights and environment and climate? If so, what types of methods? For what purposes?</p> <p>What methods are in the process of being developed?</p>	<p>Existence of methods developed for integrating gender equality and women's role in development with democracy and human rights and environment and climate.</p> <p>Specification of different methods for integrating gender equality and women's role in development in democracy and human rights and environment and climate with defined purpose (e.g. for monitoring, for implementation, for capacity building, other)</p> <p>Existence of methods development projects or initiatives.</p>

Criteria for defining level of gender aspects (adapted to the respective indicator):

- 1 = nothing
- 2 = women or gender mentioned occasionally
- 3 = gender issues in key formulations
- 4 = gender issues in key formulations and throughout the document

Appendix 2

Matrix for analysis of steering documents within democracy and human rights; and environment and climate

Indicator	Judgement criteria	Comments
Reference to any of the international declarations, resolutions or conferences with bearing on gender (i.e. CEDAW, Beijing)	Yes / No	If yes, specify
Reference to Sida's policy on gender equality (Sida 2005)	Yes / No	When applicable
Linkages to and analyses of social circumstances	A. No reference B. Social aspects mentioned C. Social aspects in key formulations D. Social aspects in key formulations and throughout the document	
Linkages to and analysis of gender		
<i>Reference to gender</i>	A. Not disaggregated B. Women mentioned C. Women and men/gender D. Gender within an intersectional perspective	
<i>Is gender included in key formulations (i.e. purpose and objective)?</i>		If mentioned, where?
<i>As a specific paragraph or integrated?</i>		Short description
<i>In what areas is there a gender perspective?</i>		If mentioned, where?
<i>What areas do not have a gender perspective?</i>		Where is it not mentioned?
General assessment	A. Nothing B. Women or gender mentioned occasionally C. Gender issues in key formulations D. Gender issues in key formulations throughout the document	Discussion

Checklist: Gender reading of country cooperation strategy. Adapted from the checklist in the Sida Gender Mainstreaming Manual from 2009.

Table of content	Gender integration	Criteria	General	Democracy and Human Rights area	Environment and climate area
Summary (of part 1 and most important conclusions from part 2)	Gender equality aspects must be included in the summary.	<ul style="list-style-type: none"> ü No reference ü Gender equality mentioned ü Gender equality in key formulations ü Gender equality in key formulations and throughout the document 	ü		
	Spell out the target group in terms of women, men, girls and boys instead of "people" or "population".	<ul style="list-style-type: none"> ü Not disaggregated ü Women mentioned ü Women and men/gender ü Gender with an intersectional perspective 	ü		
Part 1. Objectives and direction of cooperation					
1 Objectives and priorities (overall objectives, process objectives and objectives for the dialogue and for the cooperation areas; relationship to PRS, EC PoA).	Gender equality aspects must be reflected in the objectives and priorities, as well as in the objective for the dialogue and for the cooperation areas.	<ul style="list-style-type: none"> ü No reference ü Gender equality mentioned ü Gender equality in key formulations 	ü	ü	ü
	This section should also spell out that the target group includes women, men, girls and boys.	<ul style="list-style-type: none"> ü Not disaggregated ü Women mentioned ü Women and men/gender ü Gender with an intersectional perspective 	ü	ü	ü
2. Direction and scope (cooperation areas, forms of cooperation, dialogue issues, scope (volume)).	The perspective of women, men, boys and girls should be included in the formulation for whatever cooperation area/sector that is chosen.	ü Yes/no, comment	ü	ü Yes/no	ü Yes/no
	Based on the gender analysis, choose gender mainstreaming strategy (integration, targeted, dialogue)	<ul style="list-style-type: none"> ü Integration ü Targeted ü Dialogue 	ü	ü	ü
	Include strategic gender equality aspects in the dialogue.	ü Yes/no, comment	ü	ü	ü
3. Implementation (cooperation with other donors incl. multilateral actors, alignment, harmonisation and coordination)	Which implementing actors are strategic for achieving the gender equality goals? (Ministries, civil society, multilaterals, private sector)	ü Open ended	ü	ü	ü

Table of content	Gender integration	Criteria	General	Democracy and Human Rights area	Environment and climate area
	Specify how gender equality will be coordinated with other donors (for instance co-financing, gender networks)	ü Open ended	ü	ü	ü
4. Follow-up	Include follow-up of gender equality objectives.	ü Yes/no, comment	ü	ü	ü
2. Background					
1. Summary country analysis	The perspectives of women, men, boys and girls must be included throughout the analysis of the country's various sectors. It is not enough to refer to it as a social, health or education issue.	ü No reference ü Gender equality mentioned ü Gender equality in key formulations ü Gender equality in key formulations and throughout the document	ü		
	Gender equality as such deserves a separate section focusing on what the situation is like and what needs to improve.	ü Yes/no, comment	ü		
2. Summary results assessments	Have the results had different impact on women, men, girls and boys? Highlight the most important differences.	ü No reference ü Gender equality mentioned ü Gender equality in key formulations ü Gender equality in key formulations and throughout the document	ü	ü	ü
	Include a section on results analysis on gender equality as such. If nothing has been done, mention this too.	ü Yes/no, comments	ü		
3. Summary of other donors' actions and role in the country including multilateral actors and the European Commission.	Include a section on interventions that other donors have made as regards gender equality.	ü Yes, no, comments	ü		
4. Summary analysis of Sweden's role in the country (Conclusions of Sweden's and the EU's political decisions and processes of relevance for the cooperation, policy coherence for development, other Swedish relationships, Sweden's comparative advantages, conclusions about Sweden's role)	Has Sweden made a difference as regards gender equality, or in bringing up differences between women, men, girls and boys?	ü Yes, no, comments	ü		
	Has Sweden had a comparative advantage as regards gender equality? What can be learned from this?	ü Yes, no, comments	ü		
5. Considerations concerning objectives and the direction of future cooperation	Consider how gender equality and gender aspects should be supported strategically in the country.	ü Open ended	ü	ü	ü

Assessment of implementation- Integration of gender equality⁹⁴**Country:****Sector:****Intervention:**

Aspects	Criteria	Assessment	Document reference
Gender equality is clearly a formulated goal and an expected result of the intervention	Yes/no + comment		
Gender equality is visible throughout the intervention:			
1. project cycle	<ol style="list-style-type: none"> Gender equality in project document Gender equality in assessment doc. Gender equality in yearly reports Gender equality in final report Gender equality in evaluation 		
2. components and activities	<ol style="list-style-type: none"> Gender equality visible in which comp. Gender equality invisible in which comp. Activities targeting both women & men Sex-disaggregated data Specific activities to address gender equality 		
3. dialogue	<ol style="list-style-type: none"> Dialogue activities on gender equality (seminars, papers or other) Gender equality in dialogue plans and memos 		
4. resources	<ol style="list-style-type: none"> No budget line for gender equality activities Defined budget line for gender equality Gender equality human resources (staff, consultants) No gender equality human resources 		
5. responsibility	<ol style="list-style-type: none"> Gender equality responsibility spelled out – where Gender equality responsibility not spelled out 		
Link and impact on the overall intervention	<p>How does gender equality expect to impact the overall objective of the intervention? What can be seen? Qualitative assessment</p>		
Women, men, boys and girls are referred to, considered and included.	<ol style="list-style-type: none"> W, M, G & B in target group W,M, G & B addressed in activities Sex-disaggregated indicators W,M, G & B referred to in reporting 		
Summary assessment: Level of aspects considered in documentation	<ol style="list-style-type: none"> Nothing Women/gender mentioned Gender equality in key formulations Gender equality in key formulations and throughout document 		

The matrix is based on Sida's "key aspects in integrating gender equality" in their Gender Equality Manual. Expected results are added on to the original aspects.

⁹⁴ Inspired by Gender Equality in Practice, A Manual for Sida, 2009, p.19

Assessment of implementation – targeting of gender equality⁹⁵

Country:

Sector:

Intervention:

Aspects	Criteria	Assessment	Document reference
Objective	Gender equality is the objective. Yes/no		
Scope and issue of intervention	The scope of intervention is narrow and clearly defined. Yes/no On what?		
Target group	1. Women and/or girls 2. Men and/or boys 3. Women & men 4. Women, men, girls and boys 5. Other (institution, minority...)		
Dialogue	1. Dialogue activities on intervention objective (seminars, papers or other) 2. Intervention objective in dialogue plans and memos		
Resources	1. No budget line for gender equality activities 2. Defined budget line for gender equality 3. Gender equality human resources (staff, consultants) 4. No gender equality human resources		
Link and impact on sector (level of efficiency)	How does the intervention expect to impact the sector? What can be seen? Qualitative assessment		

The matrix is based on Sida's "key aspects in targeting gender equality" in their Gender Equality Manual. Expected results are added on to the original aspects.

⁹⁵ Inspired by Gender Equality in Practice, A Manual for Sida, 2009, p. 22

Appendix 3

Interview guide: Policy Advisors MFA and Sida

Questions

- 1 Conceptual understanding of thematic priority**
 - 1.1 How do you define a thematic priority? How are they to be understood?
 - 1.2 How are they to be implemented?
 - 1.3 What is the relationship between them (given that they are all mainstreaming issues)? Theoretically and in practice?
 - 1.4 What is the difference from before?
 - 1.5 Which of the priorities is given the most importance?
- 2 Interventions and modalities**
 - 2.1 What modalities are used for gender equality and women's role in development vis-à-vis democracy and human rights; and environment and climate? If any differences between them,
 - 2.1.1 Why? Where? By who?
 - 2.2 What interventions integrate gender equality and women's role in development in democracy and human rights; and environment and climate? How are the different modalities used for integrating gender equality and women's role in development to democracy and human rights; and/or environment and climate?
 - 2.3 In what sub-areas within democracy and human rights and environment and climate are aspects of gender equality and women's role in development integrated? How? Why? By who? Where?
 - 2.4 What is the geographical scope of integrated interventions? Any regional differences? Any specific interesting country or regional cases?
- 3 Strategies and methods development**
 - 3.1 How has gender equality been integrated within democracy and human rights; and environment and climate policy and guidelines framework?
 - 3.2 How is the gender mainstreaming strategy (gender analysis, integration, targeting and dialogue) being used in the democracy and human rights; and environment and climate related interventions? Any differences between them?
 - 3.3 What methods have been developed for integrating gender equality with democracy and human rights; and environment and climate?
- 4 Resources**
 - 4.1 What resources are there for each thematic priority?
 - 4.2 How are the resources being used? Why?
- 5 Stakeholders**
 - 5.1 Who are the actors and stakeholders involved in integrating gender equality with democracy and human rights; and environment and climate at intervention level?
- 6 Result based management**
 - 6.1 What mechanisms for results-based management are there as regards integration of gender equality in democracy and human rights; and environment and climate?
 - 6.1.1 Does Sida have any requirements regarding objectives and results as regards
 - 6.1.2 Each thematic priority
 - 6.1.3 Integration of gender equality in other thematic priorities?
 - 6.1.4 If so, how
 - 6.1.5 If not, why not?

7 Lessons Learned (challenges/ good practices)

- 7.1 Which are the lessons learned (challenges and good practices) as regards integrating gender equality in democracy and human rights; and environment and climate? Why? Where? By who? How are these being used?

8 Other aspects

- 8.1 Recommendations on who to include as informants, networks, country directors?
- 8.2 Tips on interesting interventions? Processes?
- 8.3 The PLUS system?

Interview guide: Operation Officers

- 1. Background**
- a) Date:
 - b) Name:
 - c) Member of network:
 - d) Title:
 - e) Team:
- 1.1 To which area does your portfolio belong?
- a) Democracy and human rights
 - b) Environment and climate
 - c) Other
- Describe: A general description with modality, sub sector, stakeholder,
- 2. Thematic priorities**
- How has the fact that gender equality and women's role in development, democracy and human rights and environment and climate are *thematic priorities since 2008* impacted:
- a) The interventions/projects?
 - b) How you work?
- Differences from before?
- 3.1. Gender mainstreaming**
- Is gender an aspect considered in your portfolio?
- a) Yes
 - b) No
 - c) Mixed between interventions/in a few cases
- 3.2 If not, why?
- 3.3 If yes, what strategies do you use for mainstreaming gender equality in your portfolio?
- o Analysis
 - o Integration
 - o Targeting
 - o Dialogue
 - o Other
- Comments:
- 4.1 Results**
- What results have you seen in mainstreaming gender in democracy and human rights and environment and climate related interventions?
- 4.2 How do you monitor and measure results as regards gender at
- a) sector level
 - a) Intervention level
- 5. Challenges**
- Which are the challenges as regards mainstreaming gender equality and women's role in development in democracy and human rights; and environment and climate?
- 6. Good practices**
- Could you give any examples of good practices of mainstreaming gender equality in democracy and human rights and environment and climate?
- 7.1 Three thematic priorities**
- Do you have any examples of integration of all the three thematic priorities with each other
- a) Yes
 - b) No
- If so, what:
- 7.2 Do you see any potential in integrating the three thematic priorities? If so why?
- 7.3 What are your recommendations for improving the integration of the three thematic priorities?

Anything else you want to add? Thank you!

Interview guide: Field visits to Bangladesh and Serbia. Evaluation questions

	Sida	Implementing partners	Co-financing partners	Others
Policy	Understanding of thematic priority - definition? - relationship between them? - difference from before 2008? - impact on work? - integration of 3 thematic priorities?	How do you perceive the relationship of gender equality with democracy and human rights; and environment and climate?	How do you perceive the relationship of gender equality with democracy and human rights; and environment and climate?	How do you perceive the relationship of gender equality with democracy and human rights; and environment and climate?
	Cooperation strategies - Process , analysis - MTR - Choice of sectors - Thematic priorities - Gender analysis	How does Sida work on gender equality with you? - Dialogue - Project cycle - Monitoring/evaluation - Other	How does Sida work on gender equality with you? - Dialogue - Other	What do you know about Sida's work? The work on gender equality specifically? Democracy and human rights? Environment and climate?
Implementation	What is the gender mainstreaming strategy for the embassy? Overall - Analysis - Implementation - Routines - Resources	What are the main human rights and democracy; and environment and climate challenges in Bangladesh? What is your role in Bangladesh/Serbia within the democracy and human rights; and environment and climate areas?	What are the main democracy and human rights; and environment and climate challenges in Bangladesh/Serbia?	What are the main democracy and human rights; and environment and climate challenges in Bangladesh/Serbia?
	What is the gender mainstreaming strategy for the embassy at <u>sector level</u> : - Analysis - Planning, preparation, implementation and follow-up - Resources - Routines - Other	How do you work on gender equality?	How is the dialogue with Sida? On gender equality? Democracy and human rights – gender considered? Environment and climate – gender considered?	
	<u>Intervention level</u> : Use the matrix assessment for project documents and discuss the interventions.	Use the matrix for more detailed discussion on the intervention.	Do you know of work being done to integrate gender equality with democracy and human rights; and environment and climate?	
	What are the challenges and good practices at sector as well as intervention level?	What are the challenges and good practices as regards working on gender equality in your intervention?	Challenges and good practices	Challenges and good practices

Methods	Are there any methods developed at Embassy level for integrating GE in the thematic priorities?	Do you know of any methods for integrating gender equality in democracy and human rights; and environment and climate?	Do you know of any methods for integrating gender equality in democracy and human rights; and environment and climate??
	Internal , i.e. routines, committees other		
	External that you are aware of?		
	Reality Check (Bangladesh)		
	ANY RECOMMENDATIONS AS REGARDS INTEGRATING GENDER EQUALITY IN DEMOCRACY AND HUMAN RIGHTS; AND ENVIRONMENT AND CLIMATE?		

Appendix 4

List of interviewed people

MFA

<i>Name</i>	<i>Position</i>
Brundin, Tomas	Policy advisor for democracy
Dahlström, Karolina	Policy advisor for environment
Lundqvist, Hans Henric	Political advisor
Rimby, Mia	UD-Ustyr
Sönne, Maria	UD-Ustyr
Woodford Berger, Prudence	Policy advisor, Gender equality

Sida

<i>Name</i>	<i>Position</i>	<i>Network (if any)</i>
Bjuremalm, Helena	Policy advisor	Democracy
Branzén, Cecilia	Statistician, Quality and results	
Burcher, Petra	Team director (tf), CIVSAM	
Emanuel, Anders	Team director	Democracy
Folkunger, Elisabeth	Policy advisor	Environment
Fredriksson, Lisa	Team director	Human Rights
Hallonsten, Pia	Policy advisor	Human Rights
Holmström, Ulrika	Policy advisor	Gender equality
Jansson, Birgitta	Policy advisor	Human Rights
Lövgren, Eva	Country director, DRC	
Nicholaisen, Leif	System administrator, Quality and results	
Nilsson, Esse	Policy advisor	Environment
Otterstedt, Annicka	Policy advisor	Environment
Petterson, Mirja	Country director, Ukraine	
Rasmussen, Klas	Country director, Serbia and Turkey	
Ruhomäki, Marja	Policy advisor	Democracy
Schedvin, True	Policy advisor	Democracy
Stödberg, Ann	Country director, Bolivia	
Sundberg, Johan	Policy advisor	Environment
Wadstein, Susanne	Team director	Gender equality

Sida Operations (telephone interviews)

<i>Name</i>	<i>Country (HQ⁹⁶/F⁹⁷)</i>	<i>Team</i>
Ascarrunz, Isabel	Bolivia (F)	Environment
Asplund, Daniel	Albania, Moldovan and Kosovo (HQ)	Gender equality
Barghouth, Muna	Jordan (F)	Environment
Camposeco, Juana Maria	Guatemala (F)	Gender equality
Danielson, Birgitta	Uganda and Zambia	Democracy
Davis, Arati	India (F)	Environment
Engvall, Anne-Lie	Tanzania (HQ)	Environment
Etzell, Christina	Somalia and Sudan (HQ)	Democracy
Hajrulahovic, Katica	Bosnia Herzegovina (F)	Democracy
Håstad, Elsa	Vietnam (F)	Gender equality
Hattenbach Åslund, Ingrun	Global capacity (HQ)	Environment
Herrmann, Louise	Regional Latin-America (HQ)	Environment
Hussein, Hassan	Regional Conflict (F)	Democracy
Janson Landin, Susanna	Colombia (HQ)	Gender equality
Karlton, Stina	Burkina Faso (F)	Democracy
Kasko, Elena	Belarus (F)	Democracy
Khan, Rehana	Bangladesh (F)	Gender equality
Ljung, Anne	Rwanda and Burundi (HQ)	Gender equality
Martinez, Sara	Bolivia (F)	Democracy
Mattson, Susanne	CIVSAM (HQ)	Empowerment
Naidoo, Bram	Mozambique (F)	Democracy
Nordlund, Per	Cambodia (F)	Environment
Norqvist, Johan	Regional team for peace and security (REPS) Africa (HQ)	Gender equality
Olvik, Gunnar	Moldova, Georgia Bosnia Herzegovina (HQ)	Environment
Orlova, Nina	Moldova (F)	Gender equality
Parinov, Andriy	Ukraine (F)	Environment
Pellrud, Jessica	Turkey (HQ)	Gender equality
Roos, Eva Charlotte	Global Programs (F)	Gender equality
Smedeby, Carl-Johan	CIVSAM (HQ)	Empowerment
Ström, Sten	DRC (HQ)	Gender equality
Tameno, Alex	Kenya (F)	Environment
Tamm, Jacob	Bolivia (F)	Democracy
von Malmberg, Marianne	Afghanistan (F)	Gender equality
Wachtmeister, Alexandra	Cambodia (HQ)	Environment
Weibahr, Birgitta	The West Bank and Gaza (HQ)	Gender equality
Willert, Johan	Bangladesh (F)	Environment
Yohannes, Bruck	Ethiopia (F)	Democracy

⁹⁶ HQ = work Sida headquarters in Stockholm

⁹⁷ F = work at a field office

Bangladesh – field visit

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
Agthoven, Astrid van	UNICEF	WES Manager
Ahmed, Morshed	Norad	Senior Adviser
Alam, Shamsul	Save the Children	Deputy Country Director
Begum, Sultama	Diakonia	
Begum, Sultana	Diakonia	Asia regional gender adviser
Begum, Uchinov	BNWLA	Deputy Director
Das, Tapati	Netherlands, Advisor development aid	
Egerö, Samuel	Sida,	Country Director
Ellery, Mark	World Bank	Water and Sanitation Program
Ferdouse, Shaheda	STEPS	Deputy Coordinator gender and communication
Goldfinch, Stephen	UNDP	Programme Officer
Hague Kumkm, Mahbuba	STEPS	Deputy Coordinator
Hasan, Abdullah Al	BNWLA	Director Project
Hefaz Shaikh, Partha	Action Aid, Head livelihood, security and risk reduction.	
Hong, Young	UNDP	Assistant Country Director
Hossain Munshi, Zahid	Ministry of Environment and Forestry	Senior assistant secretary
Huda, Enamul		Reality Check Consultant
Huda, Moynul	STEPS	Director Audio visual material
Hulder, Shantana	UNDP	
Islam, MD. Karihul	Water Aid	
Job-Johnson, Bridget	UNICEF	HIV/AIDS specialist, UNDAF
Jubal, MD. Saif	STEPS	Senior Program Officer
Kamal, Sultana	Ain o Salish Kendra, ASK	Executive Director
Khan, Rehana	Sida	Human Rights, Democracy and Gender Equality
Laheri, Chandan Kumer	STEPS	Deputy Coordinator
Lundbak, Birgit	Save the Children	Country Director
Mahal Aminuzzan, M	Royal Danish Embassy	Senior Programme Officer, HR and Dem
Manda, Joanne	DFID	EN/CC advisor
Minnatullah, Khawaja M	World Bank	Senior specialist Environment and Water
Mitra, Mira	UNICEF	Senior Project Officer, Communication, Health and Nutrition Section
Nieto Ray, Jorge	European Union	First secretary climate and environment
Öhman, Karin	Swedish Embassy	Counsellor
Papavero, Rose-Anne	UNICEF	Child Protection Section
Rafiquzzaman, Muhd.	DFID	Governance Advisor
Rahian, Sajid	Action Aid, Manager	
Rahman, Lutfur	STEPS	Director Capacity building

Rashid, Mamunur	STEPS	Deputy Coordinator gender and community center
Saint Lot, Michel	UNICEF	Deputy Representative
Sala, Rekha	DWIN	Director
Salim Tauhid, Sayeeda	World Bank	Sr Monitoring and Evaluation Specialist
Salina Akhter, Begum	Ministry of Environment and Forestry	Deputy secretary
Salma Ali, Adu	BNWLA	Executive Director
Sassi ,Claudia	EU	Programme Manager
Satiar, Mushfiqua	Netherlands	Advisor gender and development
Soltana, Rehana	BNWLA	Director Legal
Sörman-Nath, Ylva	Sida	Health, Reality Check
Sultana Begum, Ferdousi	Asian Development Bank	Head gender and CSO relations
Sultana, Zaria	Ministry of Environment and Forestry	Senior assistant secretary
Tariq-Ul-Islam	Ministry of Women and Children Affairs	Secretary In-charge
Undeland, Charles	World Bank	Senior Governance Specialist
Uzzaman, Iftekhar	Transparency International Bangladesh	
Willert, Johan	Sida	Urban Environment and Climate Change Initiative
Wright, Yolande	DFID	Senior Livelihoods Advisor

Serbia – field visit

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
Andersson, Ronnie	Statistics Sweden	Team Leader
Balon, Bojana	UNDP	Project Officer
Bascarevic, Svetlana	Sida	Program Officer
Boskovic, Slobodan	Ministry of Justice	Assistant Minister
Gavanski, Ljubica	Office of the Deputy Prime Minister for European Integration	Project assistant
Ignjatovic, Dragan	Statistics Sweden	Project Coordinator
Ivanovic, Nevena	UNIFEM	
Jovic, Nela	Sida	Program Officer
Kapuran, Slavko	Statistical Office of the Republic of Serbia (SORS)	Assistant Director
Lidström, Anna	Kvinna till Kvinna	Country Coordinator
Maksimovic, Aleksandar	LEAP, Regional Environment Center	Project manager
Marjanovic, Mira	Ministry of Labour and Social Policy	Gender Equality Directorate
Martins, Adriano	EU	Deputy Head of Delegation
Milovanovic, Dragana	Ministry of Agriculture	Head of Department for Strategic Planning and Management

Mirkovic, Dragan	Office of the Deputy Prime Minister for European Integration	Project Manager
Mossberg, Björn	Sida	Counsellor
Nenadovic, Snezana	Sida	Program Officer
Popovic, Aleksandar	SCTM	Programme Manager
Popovic, Velibor	UNDP	Programme Manager
Proti'c, Jasmina	Statistics Sweden	Project Administrator
Sijacki, Zorana	OSCE	National Programme Officer
Soupilas, Konstantinos	EU	Programme and Coordination Manager
Svircev, Srdjan	MDTF	JSS Coordinator
Tadic, Darko	DREPR	PR Consultant

Participants in the focus group

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
Hemfrid, Sigrun	Stockholm University	Coordinator, gender help desk
Johansson, Ylva	ActionAid Sweden	Secretary general
Knox, Ryan	Swedish Association of Local Communities and Regions International	Project manager
Lönnström Billgren, Monica	Solidarity, Human Rights, Inclusion, Accessibility (SHIA)	Program developing and grant management
Rydegård, Erika	Swedish Association of Local Communities and Regions International	Intern
Thompson, Sara	InDevelop-IPM	Consultant

Other informants

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
Brederman, Eva	Swedish Environmental Protection Agency	Officer, international project unit
Stephansson, Eva	Swedish University of Agricultural Sciences	Coordinator

Appendix 5

Overview of interventions, field visits

Serbia

Sector	Title	Period	Description	Other
Democracy and Human Rights	Partnerships in statistics: cooperation project between the Statistical Office of the Republic of Serbia and Statistics Sweden 2009-2012	2009-2012	The project is the third phase of support to statistics in Serbia initiated in 2004. The aim with the present project is to contribute to a sustainable statistical system in Serbia. This system shall produce relevant and reliable information with focus on statistics within economy, environment and social statistics. In addition focus is on methodology and quality in statistics. The support is coordinated with support provided by EC.	18 MSEK Institutional cooperation between SCB and SORS.
Democracy and Human Rights	Capacity development for the Standing Conferences of Towns and Municipalities (SCTM), phase II	2006-2009	The project is the second phase to support the decentralisation process for improved local governance initiated in 2003. This phase of the project has the objective to improve capacity among the Serbian association of municipalities. Institutionalisation and functional strengthening of the association are prioritised. Support is also provided for implementation of key strategies and policies on local level.	16.2 MSEK Implemented by UNDP.
Democracy and Human Rights	Multi-Donor Trust Fund for Justice Sector Support – Access to Justice in Serbia	2009-2011	The project is the second phase to support the reform of the free legal aid system in Serbia. The initiative aims to bring Serbia's justice sector closer to EU standards. A multi-donor trust Fund (MDTF) was used for the support with the Ministry of Justice and World Bank as founders. Within the MDTF, Sida's support is attached to the access to justice component. The MDTF has a strong programmatic approach and the potential to transform it into a long term instrument can be distinguished.	26 MSEK Implemented by WB in cooperation with MoJ. Extended to 31 st December 2012 Transformation to a PBA?
Democracy and Human Rights	Support to the Gender Equality Directorate of Serbia during the "Inception Programme"	2010- 2011	The support is provided for preparatory activities for the implementation of the national action plan on gender equality. The action plan departs from Serbia's national strategy for improving the position of women and for promoting gender equality. The support also aims to enhance the capacity of the gender equality secretariat to fulfill its task.	4 MSEK
Democracy and Human Rights	Support to Kvinna till Kvinna's 2007 – 2011 programme in Serbia	2007-2011	The Swedish support to Kvinna till Kvinna in Serbia started in 1994. The present programme aims to support the building of a strong women's movement that contributes to democratisation. This is to be achieved through advocating for respect for women's human rights in all areas of life. Focus is on six programme areas.	13 MSEK Work with 11 partners

Sector	Title	Period	Description	Other
Environment and Climate	Local Environment Action Planning for Sustainability in the South-Eastern Europe (LEAP), phase II 2007-2010	2007-2010	The LEAP programme addresses environmental problems and it has been developed in a participatory approach involving municipal administration, civil society and the private sector. The Regional Environmental Center for Central and Eastern Europe (REC) is responsible for the overall implementation of the projects. LEAP is a regional project and Serbia is one of the countries addressed.	
Environment and Climate	Implementation of the National Sustainable Development Strategy of Serbia (NSDS)	2010-2013	The government of Serbia has developed and adopted the NSDS with the intention to make development in Serbia more sustainable. The project objective would be to build the capacity necessary for the NSDS action plan to be implemented by concerned ministries, public agencies, civil society stakeholders and the business sector.	22.5 MSEK
Environment and Climate	Environmental Management in the Western Balkans: No-cost extension of the Swedish Environment Protection Agency's (SwEPA) twinning cooperation	2010-2013	The SwEPA cooperates with ministries, environment protection agencies and other partners in Albania, Macedonia and Serbia. SwEPA has, for instance, had twinning cooperation with the Water Directorate in the Serbian Ministry of Environment and Spatial Planning.	The SwEPA programme started in 2005 and was expiring in 2009. By the end of 2009, SwEPA requested a no-cost extension for utilisation of available funds left which was 18 MSEK out of 40 MSEK within the agreement.
Environment and Climate	Danube River Pollution Reduction Project (DREPR): Extension	2010	The environment of the Danube river /Black Sea basin is severely degraded. Studies have shown that over-fertilisation is the most significant cause of the ecological degradation. This project mainly concerns the reduction of groundwater pollution from livestock farms and slaughterhouses. The project is implemented by the Serbia Danube river enterprise pollution reduction project.	10 MSEK

Bangladesh

Sector	Title	Period	Description	Other
Democracy and Human Rights	Ain o Salish Kendra (ASK)	2009-2011	The Swedish support to ASK started in 1997. The aim of the present programme is to establish rule of law on the grounds of equality, democracy, human rights, justice and gender equity. This is to be achieved through an environment in which the citizens are able to demand good governance, non-discrimination and social justice. ASK provides e.g. free legal aid, advocacy, media campaigning and training.	6 MSEK
Democracy and Human Rights	Bangladesh National Women Lawyers Association (BNWLA)	2009-2012	The Swedish support to BNWLA started in 1997. The aim of the programme is to strengthen women's rights by emphasising democratic governance. Citizens are to be more aware of and demand their rights. BNWLA works to offer free legal services, create awareness, protection and rehabilitation.	4.8 MSEK
Democracy and Human Rights	Steps towards development (Steps)	2009-2014	The objective is to enhance gender equality with focus on strengthening women's rights, women's position in society and women's participation in decision making. The programme will respond to violence against women. This will for example include violence against women, early marriage and dowry.	10 MSEK
Democracy and Human Rights	Transparency International Bangladesh (TIB)	2009-2014	The project is the second phase of Swedish support to TIB. The objective is to reduce corruption by improving policies and practices in public institutions. In addition, to encourage citizens to protest against corruption by strengthening social movement is also an aim with the project.	25 MSEK
Environment and Climate	Bangladesh Climate Change Resilience Fund (BCCRF)	2010-2015	BCCRF is a Multi Donor Trust Fund established by the Worldbank (lead), DFID, Denmark, Sweden and the EU to contribute to the implementation of Bangladesh Climate Change Strategy and Action Plan (CCSAP) adopted in 2009.	90 MSEK
Environment and Climate	Comprehensive Disaster Management Programme (CDMP) Phase II 2010-2014	2010-2014	CDPM is a nationally (by the Ministry for Food and Disaster Management) implemented programme. The aim with the programme is to strengthen the countries institutions in disaster risk reduction.	50 MSEK

