

Handbook for Mainstreaming

A Gender Perspective in the Water Resources Management Sector

**This handbook has been developed
for Sida by a team of consultants
Helen Thomas, Johanna Schalkwyk and
Beth Woroniuk in close consultation with
the Department for Natural Resources
and the Environment at Sida**



SWEDISH INTERNATIONAL DEVELOPMENT
COOPERATION AGENCY

Department for Natural Resources and the Environment

Publications on Water Resources

This series covers issues on water resources from a development cooperation perspective. Sida's Department for Natural Resources and the Environment believes that the publications will be of interest to those involved in this field of work.

The document is a result of a Sida commissioned study but it does not necessarily represent Sida's policy. The views expressed are those of the author(s) and should not be attributed to Sida.

Copies may be obtained from:

Swedish International Development Cooperation Agency, Sida,
Department of Natural Resources and the Environment,
S-105 25 Stockholm, Sweden.

Telephone: +46 8 698 5100 Telefax: +46 8 698 5653

Preface

In May 1996 the Swedish parliament established equality between women and men as an overall goal for Swedish development cooperation. The Action Programme for Gender Equality being developed by Sida focuses on a mainstreaming strategy which requires that a gender perspective is included in policy development, policy dialogue and development interventions.

The Platform for Action adopted by the Fourth World Conference on women in Beijing, 1995, identified the linkages between gender equality, natural resource management and the environment as one of the „critical areas of concern” in efforts to promote gender equality. Sida will support the development of new strategies and approaches to improve the focus on gender equality in relation to natural resource management and the environment in development cooperation policies and programmes.

Within the framework of natural resource management there is a need to develop clearer understanding of the linkages between gender equality and water resources management. Understanding why and how gender is important and relevant to water resources management is crucial for mainstreaming a gender perspective into development cooperation policies and programmes in this area. Development cooperation planners, administrators and consultants need assistance to identify and understand these linkages in order to carry out adequate sector analyses and to include a gender perspective in policy development and policy dialogue as well as in the planning and development of different types of support.

This handbook has been developed by Sida's Department for Natural Resources and the Environment in close collaboration with the Gender Equality Unit to further the development of awareness, commitment and capacity for working with a gender perspective in water resources management. Support was received from a team of gender specialists, Helen Thomas, Johanna Schalkwyk and Beth Woroniuk, who were responsible for producing the handbook in consultation with Sida personnel and consultants.

The handbook is composed of three parts:

- i) An analysis of the linkages between gender equality and water resources management which should guide sector analysis and policy development and help set concrete measurable goals.
- ii) „Talking points” to guide policy dialogue on gender in relation to water resources management taking the starting point in both social justice and effectiveness rationales.
- iii) Guidance for mainstreaming gender in different parts of the planning cycle: sector analysis, project formulation/appraisals, annual reviews and evaluations. This part of the handbook has not been developed as a conventional checklist. It is comprised of a series of questions which should be asked at different phases of the planning cycle as well as comments on why these questions are relevant and possible actions to be taken. It aims to develop awareness of the questions that need to be asked rather than to attempt to give answers.

It is not possible to develop generic guidelines which are completely adapted to all national and institutional contexts. While this handbook was developed specifically to stimulate further development within Sida, it is hoped that they will also prove useful to other actors, for example to national partners and NGOs.

A handwritten signature in black ink, appearing to read 'Johan Holmberg', with a stylized flourish at the end.

Johan Holmberg
Director of the Department for Natural Resources and the Environment

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Questions for Sida staff at four key moments in the programming cycle:

- 3.1** sector analysis
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How to use this Handbook

What Is This Handbook? This handbook is a reference tool to assist staff to mainstream a gender equality perspective in the water resources management sector. They build on Sida's work to date and incorporate insights from development programming around the world, academic research, and international agreements (such as the Beijing Platform for Action).

It is meant to stimulate thinking and to provoke discussion. **Not all questions are relevant at all times.**

Why Has It Been Prepared? The handbook has been prepared in response to requests from staff for further assistance in applying a gender equality perspective in specific sectors and at different stages of the programme cycle.

Who Should Use It? The handbook can be used by Sida staff at headquarters and country offices. Some of Sida's partners (government ministries, implementing agencies and contractors) may also find it useful, particularly as a means of better understanding Sida's approach to gender equality.

When Is It Useful? The different components of the handbook should be useful at different times. The **Overview: Gender Equality and Water Resources Management** provides an introduction to key issues in the sector from a gender equality perspective. This should help to introduce key insights and arguments.

The other four sections (**sector analysis, project formulation/appraisal, annual review/monitoring, and evaluation**) can be used at the corresponding stages of the programming cycle. The general overview complements each of these sections.

How Might It Be Used? This handbook is designed to be a working document. Ideally, staff will consult it as they move through the programming cycle.

This handbook does not provide a set recipe to be followed at all times. It is designed to raise issues and promote active learning and thinking on the relevance of a gender perspective and the goal of gender equality to different types of programming.

Staff may find it useful to review specific sections from time to time, rather than working through the entire handbook in one sitting.

Staff may also find it useful to add specific examples of best practices, case studies or terms of reference, so that the handbook becomes increasingly useful.

1 Overview: Gender Equality and Water Resources Management

This overview aims to facilitate the development of „gender spectacles” for those working in the water resources management (WRM) sector. It does not aim to provide an exhaustive review of gender equality issues in the sector, but rather to set out a starting point for the analysis. Specific examples are given to encourage ongoing reflection and further exploration of programming options.

1. Why do we need a gender perspective in water resources management?

Integrated water resources management can be people centred

People have different needs, interests, and access to and control of resources based on a variety of factors including gender. An integrated approach to WRM recognises these differences and the disparate priorities they create for women and men. Successful integrated water resources management calls for a cross-sectoral approach to the planning, development, use and protection of water resources. This integrated approach combines institutional, managerial, social, gender and economic aspects with technical analysis and problem solving, presenting opportunities for people-centred programming that respond to the various needs of all on an equitable basis.

... but this does not automatically include a gender perspective

However, a people-centred approach does not ensure that a gender perspective is taken into account. Although the important role women play in domestic water supply has long been recognised in development programming, analyses of women’s participation in the management of water resources have tended to overlook women’s responsibilities in the productive sphere. Women may simply be seen as users of water for domestic purposes.

For example, while women farmers share an interest with men in the development and maintenance of irrigation systems, women must balance these interests in the productive sector with their needs for water resources for domestic purposes. The compromises that women must make in the allocation of their time and resources will have an impact on development planning.

Gender differences exist...

Gender differences and inequalities must be taken into account if development interventions are to be effective in serving the needs of women as well as men, and to lend weight to the long-term inter-sectoral effort to achieve gender equality.

and include:

Gender differences affecting WRM include:

- ... responsibilities*

> **Household responsibilities.** Women are almost universally responsible for managing domestic water supplies (with extensive health and social benefits accruing to the whole household). Domestic needs for water resources may conflict with productive needs, creating tensions for women.
- ... uses*

> **Productive uses of water resources.** Women manage water resources for productive uses alongside men. These productive uses vary from community to community. For example, women may be responsible for subsistence agricultural production while men may be primarily engaged in commercial agricultural production, creating differences in their respective needs for WRM programming.
- ... access and control*

> **Access and control over resources.** Although women may have access to certain resources, it cannot be assumed they retain control over how a resource is to be used or allocated. Women formally own very few of the world's resources and usually have to mediate their access through male family members.
- ... priorities*

> **Priorities for the development and management of water resources.** For example, women may want domestic water supply and irrigation structures close to their households to more effectively divide their time between productive and domestic responsibilities whereas men may be more mobile.
- ... ability to participate*

> **Bargaining power and decision-making.** Women tend to play a less public role in community decision-making. While it can be taken for granted men will participate in public decision making, women may be reluctant to speak or risk conflict.

Gender equality has been endorsed globally

Recognition of the impact of gender inequalities and the important role women can and should play in WRM is increasing. It is an issue that is emphasised, for example in Agenda 21, and the Dublin Statement. More recently governments have restated this recognition. At the UN Fourth Conference on Women governments agreed to support women's contribution to conservation and management of natural resources by promoting „an active and visible policy of mainstreaming a gender perspective in all policies and programmes including, as appropriate, an analysis of the effects on women and men, respectively, before decisions are taken”¹.

2. Key issues of gender equality in water resources management

Although water had traditionally been seen as a ‚free good‘, providing little incentive for development planners to incorporate economic or social factors into their basic analysis, it is now recognised as a finite resource which is vulnerable to non-sustainable uses and exploitation.

This shift in perception has generated a set of issues for debate about planning, development and management of water resources; gender equity must be looked at in this context.

2.1 *Water as an economic good:*

Commoditisation to include:

This principle implies the conceptualisation of water as a scarce and vulnerable resource requiring efficient management to ensure long-term supplies. Thus water can be commoditised based on principles of supply and demand, and a market value determined for its uses and sale. Infrastructure can be developed through investment from public and private sources, where users pay and/or share in the development, operation and maintenance costs.

As women and men have different uses and responsibilities for the management of water resources, certain gender aspects have to be taken into account in the process of commoditisation:

... all uses

- > Non-productive uses of water (e.g., for health and sanitation purposes), which tend to be the responsibility of women, should be incorporated into the assessment of relative economic values of water resources for all uses; this approach also permits an understanding of the interdependence and interaction of productive and domestic water uses;

... recognise equitable rights

- > The development of water „markets“ implies the need for legally recognised and transferable property rights over water. It cannot be assumed that women have the same capacity or ability as men to defend rights to water resources. Often, informal rights already exist (particularly for women) which may be used as a basis for new structures which recognise all users' rights more equitably.

2.2 *Management of water resources by demand:*

Demand-driven WRM acknowledges

Based on the principle of water as an economic good, the focus of water resources management is on the „users“ who retain responsibility for the management, development and protection of resources in their community.

- ... all types of demands* > It cannot be assumed that women can express their need for water resources in terms of „demands”. Health or sanitation benefits at the household level, for example, are more difficult to express in terms of economic value.
- ... differences in bargaining power* > Women generally have less bargaining power than men at the household level and rarely have equal access to decision-makers at the community or government level, limiting their ability to express their „demands”. Special measures may therefore have to be taken in programme design to ensure that women’s demands as water users are recognised on a par with those of men.
- ... means to express demands* > „Demands” for water resources can also be based on ability to pay, which for women may be very restricted. Women may have little or no control over household cash income, making their **ability** to pay less than the **willingness** to pay.

2.3 Management at the lowest appropriate level:

- Access to decision-making* This approach – in which those using water resources play an active role in management and decision-making – can result in greater cost-effectiveness, and increased appropriateness and sense of ownership of infrastructures and technologies. It is frequently based on new institutional arrangements, moving away from a national level for planning and financing of infrastructures to a regional or grass-roots level.
- ... differs* > Men and women do not have equal access to decision-making processes within communities, and special measures may have to be taken to ensure the equitable representation of women’s needs and priorities.
 - ... requiring special measures* > For women to fully participate in new water management structures, timing and location of user or O&M committee meetings may have to take into consideration other responsibilities, such as food preparation or seasonal tasks. If excessive demands are placed on women’s time and labour – which is always in short supply – women may choose not to participate or may have to reduce their time allocated to other tasks such as food preparation or child care.
 - ...and analysis of all hierarchies of power* > It cannot be assumed that all women and all men share interests in resource allocation or management. Existing access to and distribution of resources can be based on hierarchies that cut across gender differences. However, some patterns do hold, for example, female-headed households tend to have less bargaining power in communities than male-headed households.

2.4 Government as promoter rather than provider:

Government can facilitate equitable access

In the context of WRM, there is a shift away from public-sector planned, built and operated infrastructures to those based on management by demand and promoting user participation in community-based planning and management.

- > Women's specific uses of water may require special protection through government regulations. This might include, for example, guaranteed cheap and secure access to water for domestic use under an integrated privately funded scheme to renovate irrigation services to commercial farmers.
- > The creation of a policy and regulatory environment for water resources management that supports gender equality will depend on analytical capacities within government and regulatory institutions.

3. Mainstreaming gender equality in water resources management programming:

Recognizing gender-based differences and addressing inequalities raise issues such as...

There are two overlapping dimensions to a strategy of mainstreaming gender equality into WRM programming: the identification of means to address *differences* in needs and priorities that arise from differences in the activities and responsibilities of women and men; and the identification of opportunities to address *inequalities* in access to and control over water resources.

Both dimensions can be taken into consideration in programming:

depth of analysis

- > **In projects that seek to promote the protection of water catchment areas and the management of river basins:** Is planning for the project based on an integrated analysis of productive and domestic uses for water resources? Does this analysis recognise the different needs and priorities of women and men? During the process of trading off competing demands for water resources, have the different capacities of women and men to express their needs been taken into account? Have special efforts been made within project activities to ensure that women's voices are heard? Have databases been developed which are gender-disaggregated? Can these databases be used to monitor the differential impacts of programming on women and men?

capacities to participate

- > **In projects that seek to establish or strengthen local capacity for planning, construction and management of water resource-based infrastructures:** Are water user or O&M

committee meetings held at times or locations that encourage women's attendance? Do the agendas of these meetings reflect women's priorities and needs for water resources as well as those of men? Have special measures (such as the creation of regulations) been considered to protect women's interests in highly volatile and conflict situations which may arise due to scarce resource allocations? Have existing and traditional mechanisms to allocate scarce resources been considered in conjunction with new systems to foster women's participation?

employment equity measures

- > **In projects that recruit and employ workers in the construction or O&M of infrastructures:** When employment opportunities are planned, will the recruitment process include measures to ensure that women are informed of the opportunities and paid at rates equal to those of men? Will facilities be provided for women workers? Are technical, supervisory and higher-paid jobs (and any associated training) offered to women, as well as labouring work? Are there links to other sectors (such as education) to promote the movement of women into non-traditional occupations?

differences in environmental impacts

- > **In projects seeking to protect environments from the effects of water-borne pollution:** Will recommended changes in production practices to control pollution affect the responsibilities and time burdens of men and women differently? Are industrial pollutants causing women's health problems recognised by regulatory boards?

modifying research agendas

- > **In projects strengthening the institutional capacity to carry out research and development in WRM:** Do research agendas and management practices reflect priorities of both women and men? Do technical staff have the capacity to integrate gender considerations into the socio-economic aspects of research work carried out, particularly the differential impacts of structural interventions and appropriateness of new technologies?

building knowledge and capacities within institutions

- > **In projects that seek to strengthen human resources and planning at the national level:** Do the skills identified as requirements for technical staff include socio-economic and gender analysis? Does the project include strategies for increasing the database and training to develop skills in socio-economic and gender analysis? Has the rationale for supporting gender equality in long-term, macro-level policy planning and implementation been introduced?

- > In **projects that support training institutions and provide technical and administrative training**: Does the project include measures to promote an equitable representation of women in both technical and administrative/managerial training? Are there long-range strategies to promote women as water engineers? Have the timing and location of sessions been adapted to women's needs?

4. What is to be achieved by incorporating a gender perspective into a WRM strategy?

In summary, the incorporation of gender perspectives into WRM strategies requires attention to the complex relationship between productive and domestic uses of water resources, to the importance of participation in decision making for all, and to the equitable distribution of benefits from improved infrastructures and management systems.

Themes that might be pursued in a WRM strategy that incorporates a gender perspective include:

- > improved gender-disaggregated data and research to provide a **more accurate assessment for planning purposes of WRM problems, needs and priorities, to facilitate differentiated monitoring of impacts of interventions on women and men, and to promote a people-centred approach to WRM**;
- > an **expanded role for women in decision-making concerning WRM** in communities and at policy and planning levels, which in turn will increase women's economic and political autonomy;
- > an **equitable distribution of costs and benefits associated with WRM interventions** that promote far-sighted utilisation of water resources recognising women's and men's roles and responsibilities;
- > an **equitable distribution of employment opportunities** arising from the construction and O&M of infrastructures;
- > a **reduction in the burdens placed on women in securing access to water resources**, particularly for domestic uses, while improving opportunities for economic growth and more secure livelihoods.

Endnote

¹ *Platform for Action*, UN Fourth Conference on Women, Beijing 1995, paragraph 252

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Key Citations:

Platform for Action – paragraph 252

In addressing the lack of adequate recognition and support for women's contribution to conservation and management of natural resources and safeguarding the environment, governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, including, as appropriate, an analysis of the effects on women and men, respectively, before decisions are taken.

Guiding principles on Water and Sustainable Development from the *Dublin Statement*, 1992

- Fresh water is a finite and vulnerable resource, essential to sustain life, development and the environment. Its effective management demands a holistic approach linking social and economic development with protection of natural ecosystems;
- Water development and management should be based on a participatory approach, involving users, planners and policy-makers at all levels. This implies raising awareness of the importance of water among policy makers and the general public and decision-making at the lowest appropriate level;
- **Women play a central part in the provision, management and safeguarding of water. This pivotal role of women as providers and users of water and guardians of the living environment has seldom been reflected in institutional arrangements for the development and management of water resources;**
- Water has an economic value in all its competing uses, and should be recognised as an economic good. Within this principle, it is vital to recognise first the basic right of all human beings to have access to clean water and sanitation at an affordable price.

2 The Rationale for taking a Gender Perspective in the Water Resources Management Sector: Some Talking Points

From an efficiency/effectiveness perspective

Using a gender analysis supports development effectiveness:

Communities interacting with a water resource base are not homogenous. People have different needs, interests and access to and control over resources based on a variety of factors including gender. An integrated approach to WRM which combines technical analysis, problem solving and people-centred programming recognises these differences. A gender analysis will assist in understanding the full picture and will provide a project with a better chance of meeting its objectives than one based on incomplete information.

Operational cost effectiveness and sustainability of WRM investments can be increased when all uses for the water resources by all members of a community are reflected in the design of programming:

Women are responsible for multiple uses of water resources, as principal decision-makers regarding domestic uses and sharing responsibility with men for productive uses. The appropriateness of new infrastructure and technologies is enhanced when all decision-makers are consulted and their various priorities reflected in programme design.

Similarly long term sustainability can be enhanced by a greater sense of „ownership” and responsibility for infrastructures and community management systems which pass on direct benefits to all users.

From an equitable development perspective

Over 100 countries endorsed the Dublin Statement in 1991 which recognises that women play a central part in providing, managing and safeguarding water resources.

Development cooperation agencies have made a commitment to ensuring that institutional arrangements for the development and management of water resources reflect the pivotal role women play.

Equitable development implies that women receive a fair share of development resources and benefits.

Past experience in WRM has demonstrated that even a people-centred approach does not automatically ensure women's needs and priorities are reflected in programming, limiting the possibility of project resources and benefits accruing equitably between women and men. Without an understanding of the different starting points of women and men (responsibilities, resources, priorities) and explicit consideration of gender equality issues, there is no guarantee that women will receive a fair share of development resources. WRM programming presents particular challenges as there is often conflict around the allocation of scarce resources.

Equitable development implies that the value women place on different uses of water resources will be respected.

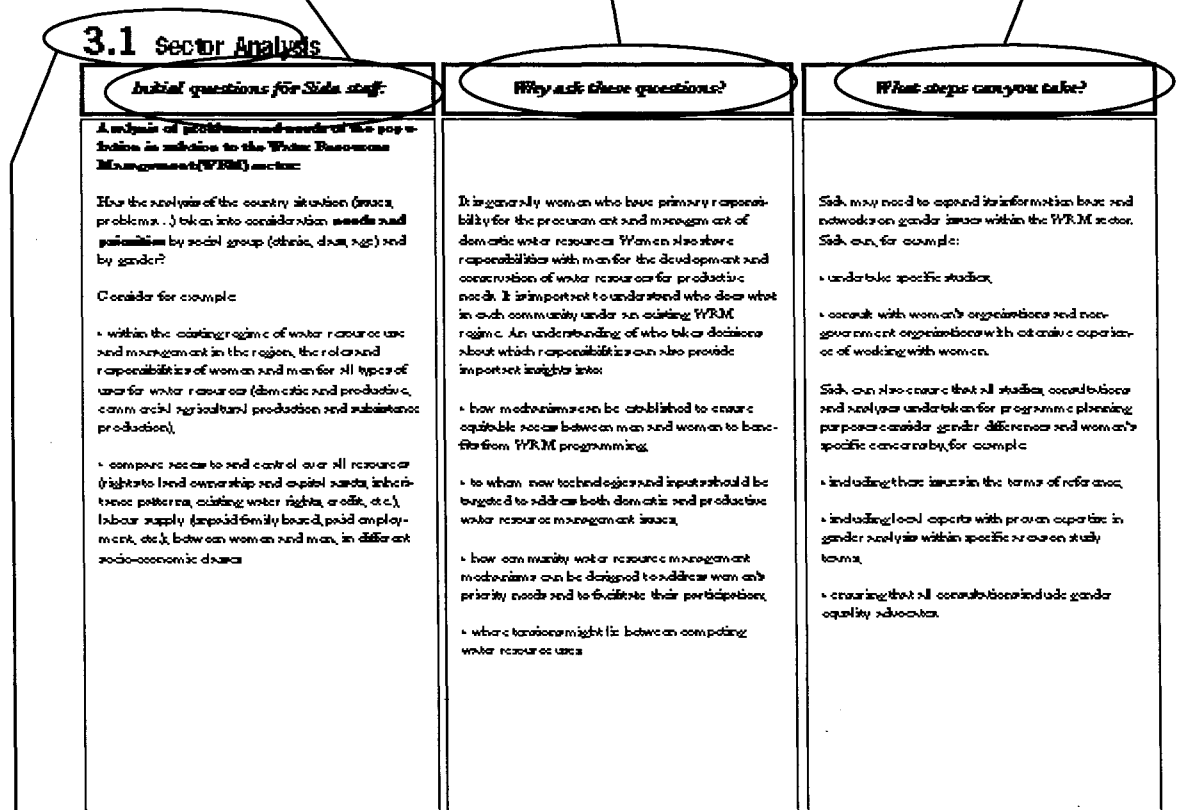
Stressing the economic value of water resources can mask the social, health and other benefits of improved management and conservation systems. If priorities for WRM programming acknowledge the relative values accorded to productive and domestic uses by both women and men as users, more equitable management structures can be established.

3 An Explanation of the Handbook Structure

This column contains questions for Sida staff to ask themselves (WHAT?)

This column explains why these questions are relevant and important (SO WHAT?)

This column provides advice on what to do with the answers to the questions in the first column (NOW WHAT?)



Gender Equality and Water Resources Management
Sector Analysis

Chapter 2.1 Page 1

This indicates the moment or stage in the programming cycle to ask these questions:

- sector analysis
- project formulation/appraisal
- annual review/monitoring
- evaluation

3.1 Sector Analysis

<i>Initial questions for Sida staff:</i>	<i>Why ask these questions?</i>	<i>What steps can you take?</i>
<p>Analysis of problems and needs of the population in relation to the Water Resources Management (WRM) sector:</p> <p>Has the analysis of the country situation (issues, problems...) taken into consideration needs and priorities by social group (ethnic, class, age) and by gender?</p> <p>Consider for example:</p> <ul style="list-style-type: none"> • within the existing regime of water resource use and management in the region, the roles and responsibilities of women and men for all types of uses for water resources (domestic and productive, commercial agricultural production and subsistence production); • compare access to and control over all resources (rights to land ownership and capital assets, inheritance patterns, existing water rights, credit, etc.); labour supply (unpaid family based, paid employment, etc.); between women and men, in different socio-economic classes. 	<p>It is generally women who have primary responsibility for the procurement and management of domestic water resources. Women also share responsibilities with men for the development and conservation of water resources for productive needs. It is important to understand who does what in each community under an existing WRM regime. An understanding of who takes decisions about which responsibilities can also provide important insights into:</p> <ul style="list-style-type: none"> • how mechanisms can be established to ensure equitable access between men and women to benefits from WRM programming; • to whom new technologies and inputs should be targeted to address both domestic and productive water resource management issues; • how community water resource management mechanisms can be designed to address women's priority needs and to facilitate their participation; • where tensions might lie between competing water resource uses. 	<p>Sida may need to expand its information base and networks on gender issues within the WRM sector. Sida can, for example:</p> <ul style="list-style-type: none"> • undertake specific studies; • consult with women's organisations and non-government organisations with extensive experience of working with women. <p>Sida can also ensure that all studies, consultations and analyses undertaken for programme planning purposes consider gender differences and women's specific concerns by, for example:</p> <ul style="list-style-type: none"> • including these issues in the terms of reference; • including local experts with proven expertise in gender analysis within specific areas on study teams; • ensuring that all consultations include gender equality advocates.

<p>Initial questions for Sida staff:</p> <p>Analysis of existing national policies and programmes in the WRM sector:</p> <p>Are national programmes and investments in the WRM sector likely to extend benefits and opportunities equitably to women and men? Do the criteria used for prioritising investments take account of gender differences in resources, needs and priorities with respect to water resource use, management and development?</p> <p>Are there lessons from previous water resource-related programmes (domestic water supply and sanitation, irrigation and flood control) or other parallel sectors (such as forestry or agriculture) regarding the promotion of gender equality objectives?</p> <p>What national commitments have been made to women's rights and gender equality (constitutional guarantees, international conventions such as CEDAW, Beijing Platform for Action, national policy statements on women's position or gender equality)? Are there national institutions and organisations that could support the development of gender-aware approaches in water resource management?</p>	<p>Why ask these questions?</p> <p>Current policies influencing the management and preservation of water resources and other macro issues will influence the constraints and opportunities women face in improving their access to and control over water resources. Such policies can range from food subsidies affecting cropping patterns and hence demands on water resources for productive use, or national policies on targeting of government health care and sanitation funding to water resource issues. Changes in policies can be used to redress gender imbalances and assist in effectively directing resources to all water users and managers, which include women as well as men. Dialogue on these issues can be assisted by reference to national commitments to improving the position of women. In many of Sida's partner countries, the national constitution and the adoption of international conventions provides a basis and a justification for pursuing women's rights and gender equality issues (e.g. repealing discriminatory laws affecting women's rights to resources such as land and water; adopting community development policies which recognize the need to integrate domestic water resource issues with those concerning productive uses of water in industrial processes or irrigation systems). Many countries have also established national policies on the position of women or gender equality that state general principles as well as sectoral objectives. These may have been updated in preparation for the 1995 UN Fourth World Conference on Women. Many have also established a government ministry or office of women's affairs that acts as an advocate for gender equality and gender responsiveness in the programmes of sectoral ministries. National and local women's organisations and women's studies centres are other resources or potential partner institutions.</p>	<p>What steps can you take?</p> <p>In its policy dialogue with partners, Sida can emphasise the relation between gender equality goals and effective targeting of national resources. There are many examples in the WRM sector that can be used to demonstrate these points. National commitments to promoting gender equality, such as the Beijing Platform for Action, are also useful in policy dialogue.</p> <p>Sida can consult with national institutions such as the ministry responsible for the status of women, women's organisations and women's studies centres, about issues and experiences in promoting gender equality in the WRM sector. It can also encourage its partners within the sector to undertake such consultations.</p>
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<p>Initial questions for Sida staff:</p>	<p>Why ask these questions?</p>	<p>What steps can you take?</p>
<p>Analysis of the ministries associated with WRM and other government institutions:</p> <p>Do national and local institutions/partners have the capacity to identify and address gender issues in the sector? For example:</p> <ul style="list-style-type: none"> • do they have access to information on gender-related issues in the sector? • do planners and managers have the skills to formulate and analyse questions on the socio-economic and gender aspects of WRM? Do training strategies pursued by these institutions include content which integrates a gender perspective? • has the institution developed processes for public participation and community empowerment in planning for WRM issues that seek the views of both women and men? Do these processes involve women and men equally in decision making? • do links exist with women's organisations and women's studies centres concerned with gender issues in this sector? • how strong is the political will and what is the extent of resources available to respond to key gender equality issues? <p>What is the capacity (strengths and weaknesses) of the national women's machinery to assist with the mainstreaming of gender equality issues into line ministries concerned with WRM?</p>	<p>If national and local institutions lack the capacity to identify and address gender issues, donor actions will remain isolated initiatives with limited long-term impact.</p> <p>Analyses of how organisations adopt new perspectives have identified the importance of policy advocates. These are people within an organisation (i.e., the Ministry of Water Resources Management, Community Development and Social Welfare, local government engineering board) who are willing and able to promote a gender perspective, who have the knowledge and skills to demonstrate its relevance to the organisational mandate and goals, and who can identify opportunities and allies to push the issue forward. The identification of individuals who are taking on this role, or potentially could do so, is a means by which to support processes already under way and to assist Sida staff in developing their analysis and strategies in the sector.</p> <p>It is important that training content includes components which promote the use of gender analysis of impacts of policies, structural interventions, effectiveness of community consultation techniques, etc.</p>	<p>Consider how Sida initiatives to strengthen planning and management in the sector could contribute to building institutional capacity for gender-aware WRM planning at the national or local level – through for example:</p> <ul style="list-style-type: none"> • identifying gaps in data and information and possible strategies to overcome these gaps. In the short term, this may require undertaking a special study, or in the longer term a review of data sources or modifications to methods of data collection or presentation. • building skills relevant to gender analysis by including gender issues in WRM training programmes; • assisting in the development of effective processes for public participation that ensure the views of both women and men are expressed; • supporting research by national institutions or women's organisations on gender issues in WRM (particularly in areas that link macro-level policy implementation and impacts with experiences at a micro level) to provide a stronger basis of information and analysis on these issues.

<i>Initial questions for Sida staff:</i>	<i>Why ask these questions?</i>	<i>What steps can you take?</i>
<p>Analysis of employment and training in the sector:</p> <p>Are the employment and training strategies being pursued by national partners or NGOs promoting gender equality?</p> <p>Do partner national institutions promote equal access to employment and training opportunities for women? Are training courses appropriate to encourage women's increased participation, particularly in non-traditional sectors (engineering, construction)?</p>	<p>Institutions may require encouragement to ensure that women are trained in non-traditional skills, and also to place women in positions of potential influence concerning the prioritising of gender equality issues.</p>	<p>Consider the opportunities through which Sida can support and strengthen gender equality in employment in partner institutions. This is of particular significance in organisations providing services with direct contact with women (sanitation services, health care, agricultural extension following the introduction of new irrigation technologies) through for example:</p> <ul style="list-style-type: none"> • supporting partner institutions in analysing the gender balance in employment in the sector and identifying barriers to equal participation by women, particularly in non-traditional sectors (engineering, construction); • encouraging partners to analyse comparable effectiveness of male and female officers in the delivery of services to all types and classes of water users in households and commercial enterprises; • ensuring that any technical and managerial training financed by Sida for personnel in the WRM sector includes measures to ensure equitable participation by women, particularly in non-traditional sectors.
<p>Analysis of opportunities:</p> <p>Generally within the sector, where are the possibilities for change that will promote gender equality? Can these be integrated into the priority areas identified by government ministries?</p> <p>Are there other donor initiatives in this area that Sida could complement and build upon?</p>	<p>Although programming may be driven by interests articulated by partner organisations, it is useful to have a sense of the overall opportunities and possibilities to promote gender equality.</p>	<p>Programming options which offer greater potential for addressing gender equality issues could be prepared in advance of discussions with partner governments. Those participating in discussions should also be aware of trends in other macro level gender equality issues which intersect WRM, such as health, education, transportation, infrastructure, agriculture, to ensure that the linkages between these different areas are integrated into discussions.</p>

3.2 Project Formulation/appraisal

<p><i>Initial questions for Sida staff:</i></p>	<p><i>Why ask these questions?</i></p>	<p><i>What steps can you take?</i></p>
<p>Consultation:</p> <p>Who has been consulted concerning the project objectives and design? Did the consultation specifically raise gender equality issues?</p> <ul style="list-style-type: none"> • were both women and men consulted? • which women? which men? staff within the government bureaucracy or NGOs? members of the target group representing all types of water users? • how was the consultation organised? did the consultation process facilitate maximum input from women? were the meetings held at times most convenient for women to encourage their participation? 	<p>Consultation and participation are themes that have been emphasised by Sida in all aspects of development cooperation. In considering these processes from a gender perspective, it is important to ask who has been consulted, what have they been consulted about, whose needs have been identified as important, and whether the methodology of consultation influenced women's participation levels and the findings.</p> <p>For example: if a technical solution to resolve deteriorating water supply for agricultural production is being considered, have women been consulted regarding the impact that changes in the WRM regime may have on the supply and protection of water resources for domestic uses? Community meetings held at a village level may be dominated by the views of men and special measures may be necessary to ensure that women's voices are heard.</p>	<p>In addition to consultations undertaken by Sida in the initial planning stages, Sida can include a specific requirement to consult with women and women's organisations in its contracts and terms of reference with consultants and implementing agencies.</p> <p>Solid research on the gender implications of government policy options can be funded, which stress the need to link macro-level policy with impacts at the micro level.</p> <p>Sida can also assist partners to understand the rationale for consultations and to develop methods for undertaking consultations that ensure that women can attend and that their views are heard.</p>

Initial questions for Sida staff:	Why ask these questions?	What steps can you take?
<p>Gender Analysis:</p> <p>Does the initial analysis for project planning include gender perspectives? This is:</p> <ul style="list-style-type: none"> • is the project planning based on an understanding of gender differences in the target group (roles and responsibilities, uses for water resources, access to and control over resources, priorities for development and management, ability and capacity to participate)? • did project planning include an assessment of community contributions anticipated (labour, time, resources), who (men or women) would make these contributions, and their capacity to respond to the expectations? • do institutional assessments consider institutional capacity on WRM and gender-equality issues? 	<p>A gender analysis is an important basis for specifying objectives and strategies, which otherwise may be based on (implicit or explicit) assumptions that may not turn out to be valid.</p> <p>Although the analysis and design of programmes and projects may be prepared by national partner organisations rather than Sida, Sida can provide assistance and support to partners in undertaking such an analysis and also review the issues in its own appraisal process.</p>	<p>Sida can provide assistance to partners in undertaking gender analyses for programmes and projects by identifying and/or financing the requisite expertise. Willingness to do this can be suggested at an early stage of dialogue on programme and project possibilities and can be justified by national commitments to gender equality, such as the Beijing Platform of Action, or recognition of the Dublin Statement.</p> <p>In project appraisal by Sida, the team undertaking the appraisal (whether composed of Sida staff or consultants) should include a member with expertise on gender issues in the WRM sector; where the appraisal is contracted to consultants, their responsibility to consider gender factors can be included in terms of reference.</p>
<p>Project Objectives:</p> <p>Do the project objectives specify what the project seeks to achieve in relation to gender equality and women's participation?</p> <p>Have the gender equality concerns been considered in relation to the main issues of the project?</p> <p>Have targets and indicators been established to clarify these objectives and to facilitate monitoring?</p>	<p>Care should be taken to ensure that the gender equality objectives specified are related to the main concern of the project or the impact it seeks to achieve. All too often, gender integration has been pursued by adding a component that is not directly related to the main objective.</p> <p>For example: in a project aimed at improving agricultural water resource management and conservation, gender equality objectives should be related to addressing both women's needs and priorities as co-managers of agricultural activities as well as principal managers of domestic water resources.</p>	<p>If a clear analysis of gender implications has been conducted during the sector analysis, then the development of specific objectives will be greatly facilitated.</p> <p>Consultations with gender equality experts and advocates may assist in the identification of appropriate objectives, realistic targets and indicators based on experiences and lessons learned.</p>

<p>Initial questions for Sida staff:</p> <p>Implementation Strategy:</p> <p>How will objectives for gender equality and women's participation be pursued in the project? Have specific strategies been identified?</p> <ul style="list-style-type: none"> • have the obstacles that may keep women from benefiting or participating been identified and appropriate strategies developed? • have the budgetary implications of the gender equality elements of the project been anticipated? • does the project management structure and budget provide the necessary expertise on gender issues, equality and women's rights? 	<p>Why ask these questions?</p> <p>Often gender equality provisions are seen to be „self-implementing“ and insufficient resources are allocated. In other cases, the project design provides for an exploration of possible strategies on gender equality issues as part of project implementation rather than design, without providing a contingency fund or flexibility to finance the strategies once they are developed. In both cases, good intentions are frustrated.</p> <p>A clear strategy or plan on how gender equality objectives will be reached is required.</p> <p>The need for technical expertise is often underestimated. Specific skills and experience are required for high-quality project design and for leadership during implementation. These are professional skills and should be recognized as such.</p>	<p>What steps can you take?</p>
<p>Expectations of the implementing agency:</p> <p>Does the implementing institution or agency have a commitment to gender equality and to achieving positive outcomes for women through the project?</p> <p>Are the responsibilities and expectations concerning gender equality clearly spelled out in any agreements or contracts?</p>	<p>The implementing institution's understanding of and commitment to achieving project objectives on gender equality, and its ability to be flexible and innovative in the pursuit of these objectives, will be an important factor in the project's success in this area.</p> <p>Accountability on these issues is facilitated when responsibilities are clearly specified in each agreement and contract.</p>	<p>Review project plans and contracts to ensure that they include explicit consideration to the means (how will it be done?) of implementing gender equality objectives, and provide for the technical expertise and budget for the resources required.</p> <p>A realistic estimate of the resources required to achieve gender equality components is vital to ensure respect from partner and contracted organizations.</p>
		<p>Discuss gender equality objectives and women's participation with national partners and implementing agencies (including contractors). Be prepared to explain how these issues relate to the overall objectives of the project.</p> <p>Sida staff could seek out potential gender equality advocates and provide them with support (moral support, access to networks, training, etc.). Their efforts to demonstrate to their colleagues how and why gender is a relevant and crucial variable could be supported and seen to be rewarded.</p> <p>Definitions and expectations could be agreed upon. The responsibilities of each party then could be clearly stated in decisions with measurable indicators developed for monitoring.</p>

<p>Initial questions for Sida staff:</p>	<p>Why ask these questions?</p>	<p>What steps can you take?</p>
<p>Reporting and monitoring:</p> <p>Does the reporting and monitoring system for the project provide for gender-disaggregated data collection on participation in various aspects of the project and on the indicators selected to monitor change and impact? Will both women and men be involved in identifying indicators to monitor change and impact, and will both be involved in providing feedback?</p>	<p>The collection of gender-disaggregated data is essential for monitoring changes brought about by the project and for identifying both achievements and obstacles.</p> <p>Feedback from both women and men is important for the same reason that consultations with both are important in project planning: gender differences in activities and resources may result in differences in impacts.</p>	<p>Agree with partner(s) on the key gender-disaggregated data collection needs and the methods for analysis and reporting. Key indicators for monitoring and reporting should support the analysis of:</p> <ul style="list-style-type: none"> • participation rates of women and men in project activities (e.g, consultations, community water-user committees, research, decision-making) • changes in WRM systems and impacts on agricultural productivity for women and men, health status of household.

<p>Initial questions for Sida staff:</p>	<p>Why ask these questions?</p>	<p>What steps can you take?</p>
<p>Revision and renewal of projects:</p> <p>Have the objectives and design of a programme or project being considered for renewal been assessed from a gender perspective? That is, are questions being asked in the review and renegotiation process about:</p> <ul style="list-style-type: none"> • project efforts and achievements to date in addressing issues of concern to women and gender equality? • whether the project objectives and implementation strategy require modification to reflect concepts and approaches agreed in Dublin (1991), Agenda 21, the Beijing Platform for Action? • whether the partner or implementing agency has developed an awareness of or commitment to WRM and gender equality concerns? 	<p>The questions in this section are most effectively raised at the initial design stage of a project, but can also guide thinking when a programme or project is in progress or will be continued in a new phase. While options may be more restricted when the main elements of project design and objectives are already in place, small changes at this stage could still have important impacts.</p>	<p>Possible steps include:</p> <ul style="list-style-type: none"> • review the programme or project in light of the questions above to determine the extent to which a gender perspective has been applied and to identify potential opportunities for positive action; • if an evaluation is to be undertaken as part of the assessment and project extension process, identify the information required to address gender issues in the project and ensure that this is included in evaluation terms of reference (see section on Evaluation); • seek out individuals in partner institutions and project staff who would be internal allies in identifying and advocating project modifications to address issues of women's participation and gender equality in the WRM sector; • seek out other potential sources of ideas and support such as the government office or ministry of women's affairs, or women's advocacy organisations; • build on recent commitments to women, WRM and gender equality such as the guiding principles from the Dublin Statement, Agenda 21, the Beijing Platform for Action in dialogue with partners.

3.3 Annual Review

<p><i>Initial questions for Sida staff:</i></p>	<p><i>Why ask these questions?</i></p>	<p><i>What steps can you take?</i></p>
<p>Preparation for the review:</p> <p>Have there been any important changes relevant to gender equality issues since the last review?</p> <p>For example:</p> <ul style="list-style-type: none"> • new legislation, government policies or commitments on equality (such as the Beijing Platform for Action, legislation regarding land tenure which may improve women's rights to water resources, increased targeting toward women for community-based funding of domestic water supply)? • the formation of new women's networks or organisations or a changed profile/capacity of existing organisations? • changes in economic and social conditions or trends that affect resources, priorities and needs for WRM (for example: impact of HIV/AIDS on the ability of communities to provide basic services, increased rural-urban migration changing employment and labour patterns)? <p>Or have there been other developments that provide new opportunities, such as:</p> <ul style="list-style-type: none"> • new information or knowledge arising from research or ongoing projects that suggest promising approaches or strategies? 	<p>These questions assist in assessing whether or not the original analysis is still valid and in identifying whether programme modifications should be made. Such modifications might address problems and issues identified in the course of programme implementation or might be proposed to take advantage of new opportunities that have arisen.</p>	<p>Preparations for the Annual Review could include:</p> <ul style="list-style-type: none"> • consultations with women's advocacy organisations (both state and non-state) to identify changes or concerns that could be investigated further, either prior to or in the course of the Annual Review; • inclusion of these issues in the terms of reference of any background studies or analyses to be undertaken for the Annual Review; • discussions by Sida staff on programmes and projects in light of this analysis and identification of possible programme modifications or additions; • preliminary discussions with partners on these possible modifications; • identification of gender-related issues that should be formally discussed during the Annual Review, and the results that Sida would like to achieve through those discussions (what outcomes or agreements on programme modifications or new initiatives would staff like to see?).

Initial questions for Sida staff:	Why ask these questions?	What steps can you take?
<p>Are gender equality concerns on the agenda for the Annual Review? Do gender equality concerns form an integral part of several agenda items?</p> <p>Who will speak to the issue?</p> <p>What are Sida's goals for raising this issue during the Annual Review?</p>	<p>If these issues are not explicitly included on the agenda, they may be overlooked. It is important to have one agenda item (not at the end of the meeting) where gender equality concerns are explicitly discussed and agreements reached concerning progress towards goals. This does not mean, however, that there is no discussion of gender issues throughout the other items. Both types of discussion should occur.</p> <p>Given the complexities of this issue, it is important that a senior person be given responsibility for the issue to re-enforce the priority given by Sida. There should be clear reasons for raising the issues: why are these issues being discussed and what are the desired „outputs“ of the discussion.</p>	<p>Consider:</p> <ul style="list-style-type: none"> • initial discussions of the agenda with partners • terms of reference for the Annual Review • information needs to fully address the issue • clarification of discussion goals • briefing needs for spokespersons (do they have the information and the arguments to be persuasive on this issue)?
<p>Analysis of projects:</p> <p>In the analysis of each project:</p> <ul style="list-style-type: none"> • Have short-term targets relating to gender equality been reported on and met? • What has supported the achievement of these targets? • If they have not been met, why not? What measures can be taken to address the obstacles encountered? • Are the original targets still relevant? 	<p>This is an essential step in monitoring project implementation. It is an opportunity to assess progress to date and decide whether or not changes in basic project design are required.</p> <p>Although the best moment to integrate a gender perspective is during the design phase, it is not too late to introduce changes during implementation.</p>	<p>The analysis may reveal a need to rethink project strategies where the project falls short of anticipated objectives.</p> <p>If information required to assess project development is not available, there may be a need to develop new indicators.</p> <p>The Annual Review process also provides the opportunity to achieve agreement with national partners on any changes to project strategies that may be required.</p>

<p>Initial questions for Sida staff:</p>	<p>Why ask these questions?</p>	<p>What steps can you take?</p>
<p>Approaches taken by partners:</p> <p>Do the partner institutions and Swedish implementing organisations have a clear understanding of the gender-related issues and objectives of the project?</p>	<p>This is a moment to ensure that all partners are on the same path with respect to gender equality objectives. Is support required to ensure that partners understand this objective and are capable of implementing these aspects of the project?</p>	<p>Sida could consider how it might assist national partners and implementing institutions to be more innovative in the integration of a gender perspective into WRM policies. Sida for example, could provide gender training, facilitate the establishment of linkages between policy implementing institutions and other actors (for example: linkages between non-government organisations effective in integrating gender perspectives into their community-based work and local, regional or national government institutions formulating WRM policies).</p>

3.4 Evaluation

<p><i>Initial questions for Sida staff:</i></p>	<p><i>Why ask these questions?</i></p>	<p><i>What steps can you take?</i></p>
<p>Purpose of evaluation:</p> <p>Do the terms of reference for the evaluation clearly specify the gender equality issues and questions to be addressed in the evaluation? Do they clearly identify what Sida and its partner(s) want to learn about gender issues?</p>	<p>A „lesson learned” from experience is that evaluation terms of reference must include explicit and feasible directions for the analysis of gender issues in order to produce a report that is helpful for future planning purposes.</p> <p>The long-standing policy of integrating a gender perspective in all Sida projects provides a rationale for including related issues in evaluations, even if specific objectives on women’s participation or gender equality are not included in project documents. Given that evaluations often provide the basis for an extension or further phase of cooperation, they provide a critical opportunity to identify what can be learned from past efforts and achievements and to build on this in accordance with Sida’s gender policy.</p>	<p>The type of information required to address gender equality issues in the specific project area should be discussed with partners and stakeholders.</p> <p>Clear and specific terms of reference can be formulated once there is agreement on what should be learned. This could include a range of issues, as suggested below.</p>

<p>Initial questions for Sida staff:</p> <p>Project design and implementation:</p> <p>Will the evaluation review the process of project design and implementation? Is it clearly specified that this evaluation should consider the extent to which Sida's gender policy has been followed? Will the evaluation look at how this project has contributed to the achievement of Sida's gender objectives?</p>	<p>Why ask these questions?</p> <p>This is important to specify as evaluations are frequently limited to an assessment of objectives as stated in project documents rather than broad issues of Sida policy. Thus the opportunity to learn from experience about what works and what is necessary for successfully integrating a gender perspective is missed.</p>	<p>What steps can you take?</p>
<p>Basic questions about the process of project design and implementation could include:</p> <ul style="list-style-type: none"> • <i>Initial Analysis:</i> Was the project based on an understanding of gender differences in roles and responsibilities of women and men for both productive and domestic uses of water resources? Did project planning include an assessment of differences and similarities in the needs and priorities of women and men? • <i>Baseline data:</i> Was project planning based on gender-disaggregated data? Was adequate data collected at the planning stage to allow an assessment of change or improvement on the basis of gender at the evaluation stage? • <i>Consultation and decision making:</i> Did women participate to the same extent as men in decision making in project planning and implementation? • <i>Gender equality objectives and strategies:</i> Did the project plan specify objectives and strategies with respect to women's participation and gender equality? Were project implementors able to respond to issues that arose during the implementation? 		

<p><i>Initial questions for Sida staff:</i></p>	<p><i>Why ask these questions?</i></p>	<p><i>What steps can you take?</i></p>
<p>Project resources and activities:</p> <p>Will the evaluation review resources and activities directed to target groups? Is it clearly specified that this analysis should identify the extent to which women as compared with men benefited from or participated in project inputs and activities? Is it clearly specified that the analysis should consider the appropriateness and implementation of initiatives to address gender equality objectives?</p>	<p>These concerns are often omitted if the requirement is not specific in the directions to the evaluation team.</p>	<p>The types of questions for evaluators to address varies with the types of inputs and activities of each project. For example:</p> <ul style="list-style-type: none"> • in a project that strengthened community-based decision-making: were women included in the process (both as organizers and community participants) and were women's needs and priorities included in final decision-making? • in a project that provided technical assistance (Swedish or nationals): were female experts used and encouraged to provide positive role models? Was the technical assistance supportive of a gender-responsive approach? • in a project aimed at strengthening the institutional capacity of a specific institution: were activities to enhance the institution's capacity to integrate a gender perspective included (gender-disaggregated data collection, policy analysis, policy dialogue)?

<p>Initial questions for Sida staff:</p> <p>Project outcomes with respect to WRM:</p> <p>Will the evaluation consider project outcomes with respect to differences in needs and priorities for women and men? Do directions to the evaluators clearly specify that the analysis should consider outcomes by gender?</p>	<p>Why ask these questions?</p> <p>These questions are important for the development of a better understanding of the way in which particular interventions support both women's participation and the achievement of gender equality objectives in this sector.</p>	<p>What steps can you take?</p> <p>Specific questions must be developed for each type of intervention. Examples include:</p> <ul style="list-style-type: none"> • how has the project affected the ability of women and men to participate in the management of water resources? • have decisions regarding new technologies introduced by the project reflected different priorities associated with domestic and productive water resource uses, and the specific needs of women and men for each type of water resource use? • in promoting a community-based „management of water resources by demand” approach, has the project affected the ability of women to access water resources for domestic needs associated with health and sanitation, and which cannot be expressed in terms of economic value? • Have efforts to strengthen government research institutions affected the manner in which research agendas are developed, and do technologies produced respond to both women's and men's needs and priorities for WRM?
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<p>Initial questions for Sida staff:</p> <p>Socio-economic impacts:</p> <p>Will the evaluation consider the project's impacts on such factors as gender differences in access to and control over resources, opportunities and incomes?</p>	<p>Why ask these questions?</p> <p>WRM initiatives can generate major social changes. Analysis of the influence of these interventions on gender relations and gender equality issues are an important source of information for future planning.</p>	<p>What steps can you take?</p> <p>Specific questions need to be formulated for each project. Examples might include:</p> <ul style="list-style-type: none"> • how has the project contributed to building equitable gender relations in the society? Has the intervention affected patterns of land use, access to and control over water resources and other productive assets, provided employment opportunities, etc. in a manner that has improved women's status and met their immediate needs? • are the communities benefiting from government services which respond more credibly to their needs? Who are those services reaching?
<p>Evaluation process/methodology:</p> <p>Does the evaluation process or methodology provide for the types of information and data-gathering that would allow a gender analysis?</p> <p>Does the evaluation plan provide for consultations with women and men on their views about project results and impacts? Is it specifically required that data collected be disaggregated by gender?</p> <p>Do the terms of reference require that the evaluation team includes a member with the requisite skills to undertake the gender analysis and provide leadership on this issue?</p>	<p>These processes for ensuring that the views of both women and men are obtained and that gender-disaggregated data is collected must be built into the planning of the evaluation if it is to be done in a cost-effective manner.</p> <p>Experience indicates that an adequate gender analysis requires that the evaluation team includes a member with specific and demonstrated expertise on gender analysis. This task cannot be relegated to a junior member.</p>	<p>Review the evaluation terms of reference and the evaluation plan.</p> <p>Support the development of national evaluation expertise in the area of gender equality.</p> <p>Provide support to team members with the specific responsibility for gender equality aspects of the evaluation so that they can effectively and efficiently carry out their responsibilities. All team members must understand that gender equality is a serious Sida priority.</p>

<p>Initial questions for Sida staff:</p> <p>Lessons learned:</p> <p>Does the evaluation call for the identification of specific „lessons learned” about gender equality issues in any of the areas above and recommendations for future projects?</p>	<p>Why ask these questions?</p> <p>This may seem obvious – given that the task is an evaluation – but it is often not done even where data has been gathered. Thus, to avoid losing an opportunity to learn from experience, the evaluation terms of reference should specify a requirement to discuss lessons learned with respect to gender equality issues through the project and the evaluation.</p>	<p>What steps can you take?</p> <p>This is a consideration in both reviewing the terms of reference and judging whether the report is complete and adequate.</p> <p>There may also be scope for the communication and discussion of the lessons learned through seminars and other forms of meetings.</p>
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4 Best Practices

5 Own Notes

Previous publications on Water Resources:

1. Water and Security in Southern Africa
Leif Ohlsson, University of Gothenburg
3. Study of Water Resources in Zimbabwe
Åke Nilsson and Amanda Hammer
4. A Liquid More Valuable Than Gold
Pierre Frühling
5. Towards an Ecological Approach to Sanitation
Uno Winblad



SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
S-105 25 Stockholm, Sweden
Tel: +46 (0)8-698 50 00. Fax: +46 (0)8-20 88 64
Homepage: <http://www.sida.se>

ISBN: 91 586 7486 1