



Gender and Water

Thematic Overview Paper

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Please note that the TOPs are a web-based series. However, we feel that those who don't have access to the Internet should be able to benefit from the TOPs as well. This is why we have also made them available as paper versions.

The structure of the TOP web pages is different from that of the paper documents. We have tried to accommodate that by placing the links in footnotes of this document and also by placing information that is not part of the running text of the web version, in the annexes of this paper version.

However, you may still come across some sentences or paragraphs that seem a little strange in this paper version. If you do, then please keep in mind that the TOPs are primarily intended to be web pages.

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Do you need to get up to speed quickly on current thinking about a critical issue in the field of water, sanitation and health?

Try an IRC TOP (Thematic Overview Paper). TOPs are a new web-based initiative from IRC. They combine a concise digest of recent experiences, expert opinions and foreseeable trends with links to the most informative publications, websites and research information. Each TOP will contain enough immediate information to give a grounding in the topic concerned, with direct access to more detailed coverage of your own special interests, plus contact details of resource centres or individuals who can give local help. Reviewed by recognised experts and updated continually with new case studies, research findings, etc, the TOPs will provide water, sanitation and health professionals with a single source of the most up-to-date thinking and knowledge in the sector.

Contents of each TOP

Each TOP consists of:

- An Overview Paper with all the latest thinking
- Case studies of best practice, if applicable
- TOP Resources:
 - links to books, papers, articles
 - links to web sites with additional information
 - links to contact details for resource centres, information networks or individual experts in your region
 - a chance to feedback your own experiences or to ask questions via the Web.

The website will contain a .pdf version of the most up-to-date version and a summary as web pages, so that individuals can download and print the information to share with colleagues.

The TOPs are intended as dossiers to meet the needs of water, sanitation and health professionals in the South and the North, working for national and local government, NGOs, community-based organisations, resource centres, private sector firms, UN agencies and multilateral or bilateral support agencies.

Not all the information will be of interest to everybody. The strength of the TOPs is that you can easily find the parts that matter to you. So, if you want to be up-to-date on what is happening in this important sector, don't search around aimlessly; go straight to the TOP!

How to make the most of this TOP

IRC's Thematic Overview Papers (TOPs) aim to give their readers two kinds of help:

- Easy access to the main principles of the topic — in this case gender and water — based on worldwide experiences and views of leading practitioners
- Links to more detailed explanations and documented experiences of critical aspects of the topic on the world wide web

You can download or print the full PDF document or read the summary on the web site by clicking on the links, starting with introduction. If you wish to short-circuit the full read, the menu at the bottom allows you to hop to any special area of interest you may have within the TOP.

The story so far

A 2003 report on *Gender Perspectives on policies in the Water Sector* (refer to TOP Resources) by the *Gender and Water Alliance (GWA)* provides strong arguments for the contentions that:

1. Involving men and women in influential roles at all levels can hasten the achievement of sustainability in the management of scarce water resources.
2. Managing water in an integrated and sustainable way can contribute significantly to better gender equity, by improving the access of women and men to water and water-related services.

So, successful integrated water resources management (IWRM) needs a 'gender-equitable' approach, and gender-equitable access to water services is best achieved through IWRM-based water policies.

This recognition of the interdependence of gender and water programmes has influenced the international development agenda for some time. There are plenty of international declarations and supporting national policy statements that urge and pledge support for "gender mainstreaming" in water projects. Unfortunately, as GWA's analysis of water policies, legislation and institutional arrangements around the world revealed, it takes more than a signature on a conference declaration to put the globally accepted concepts into widespread practice. Few countries have yet turned their commitments into practical action to ensure full involvement of men and women in water for people, water for food, water for nature, or, perhaps most critical of all, improvements in sanitation for those in greatest need.

There are some bright spots and in this Thematic Overview Paper (TOP) we include Case Studies (refer to Chapter 5) and innovative tools (refer to Chapter 4) that show how the rhetoric can be converted into action. Before that, the TOP reiterates some of the advocacy arguments for gender mainstreaming in the water sector, and the serious problems that arise when gender issues are ignored in water development policy.

It is important to note from the start that the water sector has come further than most in carrying forward the pledges at the fourth World Conference on Women, held in 1995 in Beijing, to make gender mainstreaming a key strategy in all development programmes. The will is there; there are now 'Gender and Water Ambassadors' and networks of committed individuals and organisations pressing the cause; in many cases, they are pushing against an open door; what seems to be lacking is coordinated and concerted action to move gender approaches down through the decentralised institutional chain. Often there are cultural barriers: women representatives, even when their numbers are guaranteed through well-meaning quota requirements, may be inhibited by cultural norms that prevent them from expressing opinions in public meetings that include men. Low self

esteem and preoccupation with other critical family responsibilities can also restrict women's full participation in committees, council meetings and decision-making forums, unless the right support structures are in place to enable and empower their involvement. Innovative approaches are also needed to overcome the handicaps that women face from long-established land and water rights, access to markets, credit arrangements and irrigation practices, all of which favour men.

A fundamental principle of any gender-sensitive approach is that it does not just focus on changing the role of women. It is natural that many of the advocacy messages and policy recommendations should emphasise the need to enhance women's involvement in decision making and management of water programmes. Almost always though there is an implicit change in the established role, behaviour and practices of men. Gender equality does not mean that men and women have to do the same things. It means that the strengths and attributes of both sexes should be used to full advantage. That applies at all levels, from the household to the highest levels of management. Usually it means that power structures, working practices, timings of meetings, legislation and financing systems need to be reviewed to create greater opportunities for women's talents and skills to be mobilised, but without adding to their existing heavy workloads.

GWA identified several countries in which gender principles had permeated water policy and legislation, but many more where they had not gone beyond high-level endorsement of international statements. South

Africa received special praise for the way that it had brought gender and poverty issues into consideration of water rights and planning of water programmes. The GWA report quotes a checklist of questions prepared by Barbara Schreiner, Senior Executive Manager (Policy and Regulation) in South Africa's Department of Water Affairs and Forestry. The questions (see box 1) help to assess whether a water policy incorporates equity on gender and equity for poor men and women. Many countries may find answers to the questions embarrassing; the idea is to monitor them regularly and take corrective action to improve the answers.

In this TOP, we revisit some of the arguments that have led to the

- Are the needs and problems of men and women, and of poor men and women relative to the privileged, known and addressed?
- Are the voices of men and women, and especially poor men and women, heard and do they take part in decision-making?
- Who makes the decisions?
- Who has the information on which decisions are based?
- Who does the different types of work in water supply and water projects? And who is paid for the work?
- Who bears the costs (and how equitably)?
- Who reaps the benefits?
- Who is most at risk and made vulnerable from a lack of water?
- Who is affected negatively by macro-level policies e.g. water pricing and pricing of agricultural products?

Source: DWAF, South Africa, cited in Gender and Water Development Report 2003 (p47).

Box 1: Is your agency's water policy gender-sensitive?

international pressure for gender equity in human and social development. It provides a refresher course for those whose commitment to the gender cause has been frustrated by inaction at government or agency level, and a primer for those coming new to the topic of gender and water. The fact that many of the references in the TOP date back ten years and more is an indication of the difficulties gender advocates have experienced in achieving progress. The Case Studies are newer and they offer cause for hope that more and more countries can follow the South African lead and make their development planning appropriate for all members of society.

The TOP begins with an introduction to the concepts of gender and gender mainstreaming and their importance for the water sector and for the eradication of poverty. It discusses the importance of a gender-sensitive and pro-poor approach in putting into practice international commitments to improving water and sanitation services, and argues for a human rights approach to water.

Chapter 2 focuses on the key issues for gender mainstreaming at national and institutional levels. National statistics, policies and institutions are discussed and there are links to examples of innovative approaches in these areas.

Chapter 3 examines what can happen if gender mainstreaming is missing from programme and project conceptualisation, implementation and evaluation. It outlines what is needed for a gender-aware approach to water sector programmes and projects. An extensive array of international cases illustrate the realities “on the ground”.

Chapter 4 lists a range of methods and tools for gender mainstreaming in the water sector and indicates how these can be easily accessed. Methods and tools are identified for institutions, policy, programmes and projects. Specific resources are also included for environment and natural resources and for irrigation.

Chapter 5 includes four larger case studies of unique approaches to gender equality in the water sector. The first case is about the Women’s Water Networks and the Pakistan Water Partnership; the second describes Nepal Water and Health’s Gender and Poverty Approach, the third is on Gender Responsive Budget Initiatives (GRBIs) in the water sector; and the fourth is an inquiry into the impact of women in power and decision-making and poor women’s water and sanitation priorities.

Chapter 6 gives the TOP conclusions and offers some suggestions for additional research in the areas of gender, poverty and water.

TOP books, papers and articles and TOP websites contain a list of useful websites and documents.

1. Introduction and key concepts

Introduction

What do we mean by 'gender mainstreaming' in the water sector and why do so many people support it? The demand and support for gender mainstreaming of all development sectors, including water, arises from facts like these:

- 1.3 billion people are poor and 70 percent of them are women¹. They constitute a huge, but undervalued, potential to contribute to sustainable development.
- billion people are consuming unsafe water, and most of them are poor women and children.²
- 3.4 million people, mostly children, die annually from water-related diseases. Millions more, primarily women and children, suffer debilitation from water-borne diseases.³
- The cost of water and sanitation-related morbidity and mortality is high. Both can be greatly lowered by improved water supply and sanitation and the promotion of better hygiene.⁴ Women have prime responsibility for family health.
- In most countries, women work approximately twice the unpaid time men do.⁵ Their high contribution to the family's livelihood is not matched by an equal access to water and land.
- Millions of women in the world spend 1-6 hours a day fetching water. As a result they have less time for domestic and productive work, education and rest.⁶ In Kitui, Kenya, rainwater tanks saved women and children over 1200 hours in water collection each year.⁷
- Women are the world's principal food producers and providers and are assuming an increasing role in agriculture, and thus, water management.⁸
- Sub-Saharan Africa is home to 50 million out-of-school children, 27 million of them girls. South Asia has 43 million out-of-school children, including 26 million girls. In more than 45 countries, fewer than 1 in 4 girls are enrolled in secondary school. Better education is directly related to better family welfare including hygiene and health.⁹
- The majority of the world's illiterate adults are women¹⁰. Literacy is linked to better family welfare and health.

The facts above do not just focus on women as a group. They show the situation of poor women in comparison with poor men, and of poor women compared with middle and upper class women. Within the family, they show the differences between boys who go to school

¹ UNDP Human Development Report, 1995

² http://www.unfpa.org/issues/factsheets/pdfs/linking_water.pdf

³ http://www.who.int/docstore/water_sanitation_health/General/factsandfigures.htm

⁴ <http://www.irc.nl/page.php/16>

⁵ http://www.imdiversity.com/Article_Detail.asp?Article_ID=3592

⁶ http://www.unfpa.org/issues/factsheets/pdfs/linking_water.pdf

⁷ http://www.worldbank.org/transport/rural_tr/mt_docs/ntk6c.pdf

⁸ http://www.imdiversity.com/Article_Detail.asp?Article_ID=3592

⁹ http://www.unicef.org/pdeduc/education/girlsedu/girls_ed.htm

¹⁰ http://www.imdiversity.com/Article_Detail.asp?Article_ID=3592

and girls who cannot attend or finish school because they must help with domestic work such as water collection. They point at the differences between daughters-in-law, who do most of the water collection while mothers in law make the management decisions, for example in India. In other words, they depict the gender aspects of water-related development.

Concepts

Although awareness is spreading there is still confusion about gender being understood as simply meaning women. **Gender** is a concept that designates women and men. Gender is not the same as sex. Sex is biologically determined and therefore refers to the biological differences between women and men. When separate statistical figures are given for both sexes, generally called sex-disaggregated data, these may tell us more about the different gender relations based on how different these figures are for men, or boys in comparison to those of women, or girls.

Gender refers to the roles and responsibilities of women and men and the relationship between them. It refers to processes in which mothers and fathers, and society, raise children to adopt the same behaviours and identities as those before them. These roles are not only different (which is logical, as women and men are different), but unequal. They are usually unequal with regard of power and control over decision-making, e.g. in initiating water or sanitation projects and choosing technologies and local managers, assets (e.g. land and water) and freedom of action (e.g. to attend training on maintenance or financial management).

Gender roles and expectations are culturally specific, but they are not static. Because they are not determined biologically, but socio-economically and culturally, **gender dynamics** change over time. Analysis of data from UNESCO's *Education for All Initiative* (http://www.unesco.org/education/efa/ed_for_all/index.shtml) shows for example that in countries with a higher school attendance *and* more gender equality in school entrance, girls have started to achieve results as good as or better than boys:

- Although everywhere attendance was still better for boys than girls, in the countries where less than half of school-age children entered primary school, the 90-100% score for attaining grade five was equally good for boys and girls in only one country;
- In the countries with 50%- 80% school attendance, grade five attainment was equally good for boys and girls in two countries and in three countries girls did better;
- In the countries with 81%-100% school attendance, grade five attainment was equally good for boys and girls in one country while in seven countries girls did better.¹¹

These and other developments towards gender equality have positive impacts on the social and economic conditions of future families and their countries' overall development.

¹¹ Based on data at http://www.worldbank.org/data/wdi2001/pdfs/tab2_13.pdf

Gender equality is thus essential for all development and a necessary condition for poverty eradication. It ensures that women and men enjoy the same status and have equal conditions for realising their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality can be seen as the equal valuing by society of both the similarities and differences between women and men, and the varying roles that they play (Status of Women, Canada, 1996). In the water sector, it means that women and men share contributions, control, assets and benefits equitably and fairly.

Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field (Status of Women, Canada, 1996). In the water sector, for example, women's roles in water and land use and management need to be recognised along with those of men. Gender equity is the process, gender equality the result.

Gender equality is achieved by **gender mainstreaming**, or making gender concepts and approaches a part of all development policies, programmes and processes. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all water sub-sectors: domestic water supply and sanitation, irrigation, hydropower, flood control, river basin management, etc. Mainstreaming of gender ensures that women and men benefit equally and inequality is not perpetuated. It involves assessing the implications for women and men of any planned action, including all legislation, policies and programmes related to water. The ultimate goal is to achieve gender equality *by transforming mainstream policies, procedures and institutions*.

Gender analysis is a systematic way of looking at the different roles of women and men in development and at the different impacts of development on women and men. Essentially, gender analysis asks the 'who' question: who does what, has access to and control over what, benefits from what, for both sexes in different age groups, classes, religions, ethnic groups, races and castes?

Gender analysis also means that in every major demographic, socio-economic and cultural group, data are separated by sex and analysed separately by sex. A gender focus - that is looking at males and females separately, is needed in every stage of the development process. One must always ask how a particular activity, decision or plan will affect men differently from women, and some women or men differently from other women and men (Rani Parker, 1993). Looking at how water management tasks are divided across the sexes and age groups shows for example on which aspects water projects need to work with women or with men, as within families different categories of women, and men, tend to have different tasks, decision-making power and knowledge (van Wijk, 1998).

Relevance of gender for development

There is considerable evidence that an integrated and gender-sensitive approach to the development and management of water and its related issues (water resources, sanitation, hygiene) leads to greater efficiency, effectiveness and equity.

Efficiency - Bringing the combined knowledge, time and capabilities of women and men - including poor women and men - into the management and use of water and wastes has led to greater efficiencies in institutions and policy, programme and project development and implementation.

In Bangladesh, for example, large farmers were the first to benefit from state subsidies to install deep wells with mechanised pumps. When shallow wells and smaller pumps became available, irrigation technology came within reach of the smaller farmers. They used water more efficiently than the large farmers, simply because of the need to survive, and so gained a surplus that they sold to others. Now landless farmers and women have united and bought pumps to sell water for agriculture (van Koppen, 1997). A study of 121 World Bank financed rural water projects showed that user participation was the most significant determinant of project efficiency and effectiveness (Narayan, 1995). Only 17% used a gender approach to bring in women as well as men. These scored consistently better on all indicators of project success except for cost sharing and skills (Table 1). The data did not, however, give information on how the costs and benefits of participation are balanced between women and men.

Table 1: Pearsons Correlations of Benefits with Overall Participation and Women's Participation in 121 World Bank co-financed Rural Water Supply Projects (Narayan, unpublished data)

No.	Category	Overall Participation	Participation of women and men
1.	Project effectiveness	.70	.76
2.	Water system effectiveness	.70	.76
3.	Quality of project design	.66	.72
4.	Quality of project implementation	.69	.76
5.	Transition of system operation	.64	.71
6.	Quality of project O&M	.60	.65
7.	Maintenance after one year	.52	.58
8.	Percentage of recurring costs users pay	.57	.46
9.	Reliability of water system	.53	.54
10.	Project efficiency	.51	.59
11.	Community empowerment	.82	.85
12.	Empowerment of women	.73	.88
13.	Increased client capacity for WS tasks	.81	.79
14.	Health benefits	.51	.57

Effectiveness - Participation of women and men, young and old, rich and poor, in the use and management of infrastructure and in the choice of technologies and local maintenance, management and financing systems, leads in the longer run to greater sustainability and desired impacts.

A comparative study of 88 community-managed water projects in 15 countries showed that those with more and more equitable participation of poor and better off women and men in planning and management scored significantly higher for effective functioning and access to all than those with lower and/or less equitable levels of participation.¹²

Equity - An equity approach leads to the fair and equitable sharing of burdens, responsibilities, opportunities and benefits between women and men, between different social sectors in the community, and between the communities and the different levels of government.

The same study of 88 projects showed that, although in almost all projects both sexes had contributed physically to service establishment, women were generally less well represented on the local management organisations than men and in these organisations tended to spend more time than men on physical work and were less often paid (van Wijk, 2001). Hygiene promotion, on the other hand, is often taken up exclusively with women, thereby overlooking the roles and behaviours of men.¹³

Gender, poverty eradication and international commitments

Along with the recognition of drawbacks and failures due to lack of gender mainstreaming in the water sector, there is also growing awareness that the conventional technical and highly fragmented approach of the water sector has contributed to the global crisis of poor governance and mismanagement of water resources and service delivery. The sub-sectoral approach to water management is one of the reasons for the present water crisis and has led to the call for a more sustainable approach, commonly referred to as Integrated Water Resources Management (IWRM). The Global Water Partnership defines IWRM as follows: "IWRM is a process which promotes the coordinated development and management of water, land and related resources, in order to maximise the resultant economic and social welfare in an equitable manner without compromising the sustainability of vital ecosystems". Although there is as yet no defined methodology for IWRM, the participation of stakeholders is central, because IWRM involves working out consensus policies, procedures and processes and setting up joint management systems to deal with competitive and conflicting uses of water as a resource for human and natural development. Read more about IWRM in another TOP published by IRC (<http://www.irc.nl/page/10431>).

¹² http://www.wsp.org/08_Category_output.asp?Category=Participation%2FGender%2FPROWWESS

¹³ <http://www.irc.nl/page.php/16>

The roots of IWRM can be traced to the International Conference on Water and Environment held in Dublin, Ireland, in 1992. The four key principles adopted in Dublin are:

- Fresh water is a finite and limited resource, essential to sustain life, development and environment.
- Water development and management should be based on a participatory approach, involving users, planners, and policy makers as at all levels.
- Women play a central part in the provision, management, and safeguarding of water.
- Water has an economic value in all its competing uses and should be recognised as an economic good.

While the many actors in the water sector generally support the first three of the Dublin principles, the last decade has witnessed growing conflict about the interpretation and practice of the fourth principle 'water as an economic good'. The conflict has centred on the privatisation of water services and the corporate sector's involvement in demand management and water pricing for profit. In countries such as Bolivia, the Philippines, South Africa, etc. the privatisation of water has had particularly severe impacts on poor women and men, and especially poor women-headed households. Because single women are over-represented among the poor, they are the least able to pay for water.

When the poor women's water supplies were cut off due to an inability to pay, the lack of water led to the inevitable – an increase in water-borne diseases, reduction in affordability of food and nutrition, and an increase in the time spent by women searching for water and away from income generation.

While there is general agreement that an equitable system of water pricing is needed, there is no consensus about the modalities. National governments and municipalities have brought in international corporations from the private sector and have granted them roles in the establishment and delivery of water and sanitation services in the context of public-private partnerships. Both parties are to be blamed for the way the partnerships have been concluded without proper consultations with the ultimate stakeholders – the consumers – and without making the regulators' offices accountable to the consumers. Alternatives of community management of water infrastructure and partnerships between the public sector and communities have not always received sufficient attention (van Wijk and van Dijk, forthcoming).

Recently, the United Nations Committee on Economic, Social and Cultural Rights in an extensive "General Comment" emphasised the entitlements of the human right to water (UNCESCR, 2002). The discussions on the human right to water and gender equity and equality in service provision and management have profound implications for poverty eradication and the empowerment of poor women and girls. This emerges clearly in the Millennium Development Goals (MDGs) on poverty eradication¹⁴:

¹⁴ <http://www.un.org/millenniumgoals>

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- **Poverty eradication:** Access and use of WES (water and environmental sanitation) facilities leads to better health, which in turn leads to less days with disease and greater productivity. Evidence comes among others from the estimates of number of days lost due to water and sanitation-related illnesses. Diarrhoeal disease is the disorder causing the second highest loss in number of Disability-Adjusted Life Years (DALY's) (Murray and Lopez, 1997).
 - **Freedom from hunger:** Research shows that diarrhoeas are highly related to poor hygiene and have a negative impact on nutrition, child growth and mental development (Esrey, 1994, Niehaus et al., 2002, Ori et al., 2003). Poor hygiene is both a poverty and a gender issue as poor women lack the necessary resources for cleanliness, and husbands and mothers in law do not always support good hygiene (van Wijk, 1998). There is also a direct relationship between the availability and use of water for productive purposes and gender relations within households (James et al, 2002, van Wijk, 1998, 2002).
 - **Child mortality:** In southern countries, diarrhoeal disease is still the second most prevalent cause of death from infectious disease of children under the age of five. In countries with high gender inequality, morbidity is still higher for girls than boys, as parents tend to seek medical help more often and more quickly for sons than for daughters.
 - **Universal and equitable access to education:** Access to education for girls is associated among others with less time for water collection (James et al, 2002, van Wijk, 1998) and freedom from diseases that contribute to children dropping out, such as diarrhoeas and worms (Nokes et al., 1992, Paul and Gnanamani, 1998).
 - **Gender equality in education, employment and politics:** These equalities are also related to developments in the water sector. In Northern Pakistan, for example, more than 50% of girls were found to drop out from school in grade 2-3 because the schools in rural areas do not have latrines (Ahmad, 2002). Time for collecting water and preserving hygiene reduces not only women's and girls' opportunities for participating in education, but also for getting gainful employment. Also indirectly, wage employment in the non-agricultural sector is related to more time for education and availability of sanitary facilities in schools. Politically, women who were already members of community water and sanitation committees in Kerala were widely elected to political positions due to the trust they had built up in their capacities and commitment (van Wijk et al., 2002).

If the MDGs and the targets to halve, by 2015, the proportion of people without sustainable access to safe drinking water and sanitation, are to be realized, gender aspects will need to be mainstreamed throughout all the goals, targets and strategies.¹⁵

¹⁵ For a listing of International Commitments on Gender, Poverty and Water see Untapped Connections by Prabha Khosla and Rebecca Pearl, WEDO, 2003. http://www.wedo.org/sus_dev/untapped1.htm

2. Gender Mainstreaming, Water and National Economics, Policies and Institutional Development

Introduction

This Chapter addresses questions as to why a gender-aware and pro-poor approach in the water sector is important for national development policies and institutions. It provides answers that explain the implications of a gender-inclusive approach and gives examples of how to move forward.

Since 1995 and the Fourth World Conference on Women, gender mainstreaming as a strategy has been acknowledged and accepted as a way forward to create equality for women and men at all levels of society. In numerous United Nations and international conferences, governments have committed themselves to poverty alleviation, environmental protection and sustainable development. They have also recognised gender mainstreaming as a cross-cutting issue that is imperative for all development.

However, implementing the many international commitments requires governments to re-evaluate and revise their legislation, policies and the functioning of organisations and operations. Equitable access to water resources and distribution of water cannot be achieved without a holistic and multi-sectoral analysis and access to methods and tools. Above all, however, it requires political will and commitment from the highest to the lowest levels of government and all institutions and organisations involved in water resources use, development and management.

Gender and economics

Issue: Both women and men are contributors to the national economy. Official government economic figures often recognise especially men's involvement in the public and formal economy and tend to underestimate or ignore the contribution to the national economy of poor people, in particular women:

- Women's contributions to the national economy through their unpaid work in the 'care economy' of the family and the home is not calculated as part of the Gross National Product (GNP). Collection of water can be a large part of this work (Malmberg-Calvo, 1994).
- Water-related work of poor people in the informal economy, such as women's processing and selling food and beverages, crafts production, cleaning, small livestock raising, vegetable growing, and men's brick making and water vending, are also not counted in national income accounts (Wijk, 1998). The informal economy is economically important (van Dijk, 2002).

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- Women's critical role in the agricultural sector and food production is also dismissed or easily overlooked as non-productive or of little economic value (Feldstein and Jiggins, 1994).

Women are more often involved in reproductive and informal sector activities and these are not included in national statistics, although they are crucial for maintaining household livelihoods. Because officially women's productive work does not exist, regulations do not favour investments in their businesses, they get no facilities and no collateral for loans and have no access to information, extension and training. These go to men, except for those men working in the informal sector, whose share to the economy is also neglected, including in the water sector (Collignon and Vezina, 2000).

Global: Women's productive use of water, land, time and energy is crucial for livelihoods. Through paid and unpaid labour, they are responsible for 50 percent of the world's food production. In developing countries, this figure is as high as 60 or 80 percent and in some Southeast Asian countries women provide 90 per cent of the labour for rice cultivation (WHO, 2003).

National: In Tanzania, women produce 60-70% of all food consumed. Though they make up 52% of the total population, they account for 70% of the agricultural labour force. About 98% of rural women classified as economically active are engaged in agriculture (Maharaj, N. et al., 2000:12). Despite their production, women are still seldom given their own rights to land and water.

The value of women's work is high. According to the UNDP Human Development Report 1995, women's unvalued and undervalued economic contributions could amount to US\$ 11 trillion per year. Only when the economic uses of water and time in the domestic and informal economic sector become visible will the economic value of investments in these sectors show up.

Ways Forward:

- National governments need to collect data on men's and women's contribution to the national economy, including on the value of domestic care and of water and sanitation-related productivity in the formal and non-formal sectors.
- All national and local data collection should include data on food production, transport and other economically important activities and be disaggregated by sex to reflect the true roles and contributions of both men and women in the national economy. Sex-disaggregated data including on domestic productivity are crucial to develop gender-equitable policies and programmes inclusive of all citizens - rich and poor, women and men, and young and old.

Gender blindness of national policies affecting the water sector

Issue: Current government policies and actions are presented as gender-neutral, but none ever is.

Governments and citizens tend to assume that all government policies and legislation, and the associated budgets and programmes are gender-neutral. In fact, this is never the case. When government legislation and policies do not explicitly mention and incorporate the different roles, responsibilities and realities of men and women, boys and girls, rich and poor, the ensuing programmes and budgets cannot be gender inclusive. Most likely they will benefit some group(s) more than others. This relates to policies and legislation on land and water rights, education, employment, etc. Lack of differentiation hides these impacts.

Global: Equity, effectiveness and efficiency are major reasons for a more gender-sensitive division of education, training and employment in the water sector. Although human resource development initiatives have led to a growing number of women handpump mechanics, latrine masons and engineers in a number of countries, education, training and payment are still biased against women (Borba, 2003).

National: Uganda's key national policy and planning document is the Poverty Eradication Action Plan (PEAP). The plan aims at reducing income poverty to 10% by the year 2017 and to achieve 100% safe water coverage by 2015. However, the objectives, strategies, and targets are gender blind, making no analysis of the different roles and responsibilities of women and men in terms of water and sanitation supply and management. Sanitation and water are not treated as distinct issues and in fact sanitation, like women's other traditional family responsibilities, is designated as a "household" responsibility. Furthermore, households are expected to obtain and maintain their own facilities with only "facilitation and training" support from government. It well known that women are traditionally responsible for the daily functions of household—sanitation, cleaning, washing, water provision, health care and maintenance. The allocation of sanitation to the "household" immediately imposes a burden on women and could contribute to further gender inequality by increasing women's share in the household division of labour (WaterAid and UWASNAT, 2002:5-6).

The Rwandan Poverty-Reduction Strategy Paper (PRSP) is one of the few PRSPs that has developed a gender analysis, including for its expenditures¹⁶. For more information, visit: <http://www.charityadvantage.com/genderaction/Publications.asp>

Ways Forward:

If gender-sensitive approaches are to be successfully mainstreamed into national water sector programmes, some critical actions are needed from governments;

¹⁶ <http://www.charityadvantage.com/genderaction/Publications.asp>

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1. mobilise political will and commitment from the highest to the lowest levels of government;
 2. allocate resources;
 3. involve **all** stakeholder representatives in reviewing and revising the existing policy ;
 4. agree upon transparent procedures
 5. make all information available to all so that well-informed decisions can be made by all;
 6. apply gender-sensitive tools for analysis;
 7. accept accountability

To make, for example, education, training and paid jobs in the water sector as available to women and girls as they are to men and boys, the government would need to undertake a gender analysis of its education policy and then to develop and implement an affirmative action strategy to foster women's access to education with an emphasis on improved access for both poor women and poor men (Box 2). Until this is done, the education policy will not be equal.

Creating equitable interest in a career in the water sector: an example from Botswana

A special programme in Botswana schools introduces both boys and girls to the water and sanitation sector and encourages girls to pursue a career in this sector. Teachers have a guide with forms to assess attitudes towards education and careers for sons *and* daughters, and with activities to stimulate girls' interest in issues such as water quality testing and recycling of waste water and solid waste.

Botswana, Ministry of Education and SIPU International (1994). *Work with water : a guide to careers with water, waste water and environmental protection*, and *A teachers' guide to work with water*. Gabarone, Botswana, Guidance and Counselling Division, Ministry of Education.

Box 2

A gender-sensitive analysis of **budget priorities and public expenditure** is necessary to assess how government policies and programmes have different impacts on women and men, and girls and boys. For example, a gender-responsive budget analysis of the national educational budget would assist in developing a gender-equitable policy and practice. The same principle applies in the water sector itself, as the examples of *Gender Responsive Budget Initiatives (GRBIs)* in Chapter 5 make clear.

Currently, there are over fifty documented GRBIs in the world at national and local government levels. Initially most efforts concentrated on the level of national government budgets and focussed on the Ministries of Agriculture, Education, Health, Finance and Economic Planning. More recent initiatives in countries such as Brazil, Peru and South Africa introduce gender-responsive budget analysis at the level of local governments. GRBIs allow government departments, non-governmental organisations, and other stakeholders to improve gender-sensitive accountability and targeting of services, ensure that ministries and municipalities respond to their constituencies' needs and priorities,

ensure that policies are being implemented with the relevant budgetary allocations and assist in implementing government commitments to international conventions. (Budlender, 2000; Khosla, 2003).

Tools for a gender responsive analysis of budgets and policies include gender-aware policy appraisal, sex-disaggregated beneficiary assessments (as in the case of Public Service Delivery and Budget Priorities), sex-disaggregated public expenditure incidence analysis, sex-disaggregated revenue incidence analysis and sex-disaggregated analysis of the impact of the budget on time use.

Progress in government policies and legislation in the water sector

Issue: Government water policies vary in their gender perspectives

Whether we consider the water sector as a whole, or its various sub-sectors – drinking water and sanitation, irrigated agriculture, wetlands development, fisheries, transport, etc. – many national water policies and legislation still do not:

- make an analysis of the different roles and responsibilities of women and men in water uses and water resources management;
- recognise the relationship between women's access to and influence on water supply and women's economic production;
- distinguish between women's and men's access to and use of irrigation water.

Global. In recent years, a number of governments in the South have begun to include gender perspectives in their water policies and regulations. A review of 71 recent policies, acts and regulations on drinking water supply from 29 countries showed that the majority, 39%, are still gender blind. Another 5% mention women, but only in their welfare roles of carriers and caretakers, and without attention to how managing water and improving water provision and benefits are shared between women and men. Addressing participation of women, or gender participation (i.e. by both women and men) for reasons of efficiency and effectiveness of water projects, and from a perspective of gender equality was found in respectively 19%, 9% and 16% of the cases. An anti-poverty perspective, which stresses the productive uses of water and time by women, or by women and men, was uncommon (1% and 3% respectively). Only 8% had equality for women and men, and for poor consumers explicitly present in their policy or regulations. In other sub-sector, too, there are examples of policies which pay attention to men's and women's uses, rights and management functions of water ¹⁷.

¹⁷ Gender and Water Alliance, 2003. The Gender and Water Development Report 2003: Gender Perspectives on Policies in the Water Sector. <http://www.genderandwateralliance.org/english/annual.asp>

Ways Forward:

- As a rule, consult women representatives of the different user groups in the design of all policies and legislation on water and water management.

National: South Africa's National Water Act promulgated in 1998 incorporates some fundamental aspects of a pro-poor and gender-equitable policy. This could only be achieved after an extensive process of public consultation and negotiations with representatives of various categories of water users including poor black men and women with limited access to water. Some of the measures under the new Act include equitable representation by race and gender in water management institutions, in Water User Associations and processes of public consultation. Water rights are no longer assumed to be tied to land ownership but based on a time-limited authorisation granted by the government. Under the new legislation, there is no link between allocation of water and land title. This is an important legal step for women in South Africa in the sense that land ownership is often vested in men in both formal and customary practices, even though the actual farm decision-makers are women who need direct access and control over water and membership of Water Users Associations in their own name. The law provides for this option and is considered an important step towards gender equality in access to water for farming purposes. (Schreiner et al, 2003:9). A recent analysis of implementation of the policy is presented in the box below.

How is gender policy working on the ground?

The gender policy of the South African Department of Water Affairs and Forestry (DWAF) requires a quota of 50% of women in all decision-making committees as well as equal participation and access to training in projects and in the department itself. Researcher Priscilla Monyai looked at field realities and found both progress and challenges. An important conclusion was that quotas as targets and indicators are not enough. Deeper change is needed. For example, Xhosa cultural norms restrict women from asserting themselves in the presence of men. Married women are not allowed to say their names in public, nor make decisions by themselves. They cannot interact with outsiders such as project implementing agents. Women must divide their time between domestic duties, cultural activities in the villages, and community projects. And male jealousy and marital tensions arise when wives have jobs or leadership positions while husbands are without work. Consequently, few women are involved in projects, and they are thinly stretched. "Change is tough", but it does happen, "when women get a chance to express themselves".

The Peddie water scheme is a BOTT (Build Operate Train and Transfer) scheme. The Amatole District Municipality, 150 km away, is in charge of running the scheme. They carry out routine inspections and hold monthly meetings with the community organisation (CBO) to discuss problems. The CBO 'village water service providers', who work on contract, sell the tokens with which consumers can buy water from the token-operated taps and monitor proper use. They call in the Amatole District Municipality when they meet problems they cannot cope with. The scheme has improved women's lives, because they have clean running water, but women were

not much involved in the meetings, so the decisions were made mainly by men. Although the contractors hired social consultants, social consultation was rushed. People were excited and impatient about getting water and the private contractors did not want to reduce their profits by spending too much time. The result was that women's needs are not met. They wanted connections near their yards, so that they could also grow food and were prepared to see if they could pay the extra costs. However, the option was never properly considered. Some community members also think they should be given more responsibility for the maintenance. "If the pipe breaks, they cannot repair it. The BOTT ends with O for operations".

Monyai believed that the problem had to be tackled in DWAF's top management. When she did her research, the Gender Unit was housed in the Directorate of Special Programmes, which had relatively low status in the organisation. Since then, changes have indeed happened at institutional level:

- DWAF now runs gender training programmes especially in the Eastern Cape, Limpopo, KZN and North West provinces;
- In the Eastern Cape, there is a water sector gender forum;
- The gender unit has been moved, not to the Director-General's office as originally recommended, but to the new Directorate of Transformation – which includes gender, equity, and HIV;
- The Directorate has an education programme that gives priority to women's bursaries;
- Every year progress on transformation is discussed in a meeting chaired by the Minister, and every Directorate in the department has to include transformation issues in its workplan;
- There are now specific performance indicators for gender in the monitoring and evaluation stage of all water projects, although questions of validity and measurement still exist.

Berold, Robert and Ella van Tonder. 2004 Women and water: How is gender policy working on the ground? http://www.wrc.org.za/files/waw_reduced.pdf

Box 3

National: : Following a review of experiences with male and female treasurers in water committees, the government of Niger has included in its national guide on rural water supply the advice to select and train female treasurers. Reasons were the greater trustworthiness and better performance of women treasurers – a fact admitted by the men themselves. The government of Niger also stipulated that women will for the moment pay only one third of the household contribution for maintenance of the rural water supply whereas adult men pay the full contribution. This reflects the lower financial capacity of women compared with men in the households (van Wijk and Francis, 1997).

Mainstreaming of gender equality in donor policies

Bilateral and international support agencies can play critical roles in promoting gender equality in water policies. Deficiencies in gender perspectives seem to be just as common in external support agencies as they are in country programmes.

- External agencies are usually not familiar with the complex social relations in communities in terms of land ownership, control and access to resources, and gender division of labour.
- External agencies tend to see water and sanitation issues as 'technical issues' and thus misunderstand or misinterpret the social, economic and political implications of water and sanitation services provision.
- Donors and agencies must not only 'preach' about gender equality to other countries and communities. They have to incorporate gender equality in their own practices.

Regional: In Burkina Faso, Somalia, Tanzania and Ghana, women have traditionally played key roles in decision-making on use and management of traditional water sources. Collection and recycling of waste is also partly a woman's job. Though men take the formal decisions on new construction and dig new wells, women have found culturally acceptable ways of initiating and mobilising male resources and often carefully manage indigenous domestic water supplies. Yet, indigenous management systems of water and waste are seldom assessed and built upon when installing new water supply and sanitation services. As a result, women's traditional public management roles have gone unrecognised and women have experienced a severe loss in status and hence in management roles with respect to newly introduced water and waste systems. It is not unusual for existing systems to be neglected and holistic water resources management traditions to be overlooked (van Wijk and Francis, 1997).

National: In the wetland improvement project in the highlands of Burkina Faso, many studies have shown up the blindness of agencies to the prevailing female or dual farming systems. Because of their lack of interest in or analysis of the existing management of land, water and crops, and their own biases, the agencies have vested far-reaching decision-making powers in male elites. They have excluded women farmers from membership of forums and leadership positions. Van Koppen (2002:16) blames this blindness for the loss of rights to water and irrigated land, which women possessed earlier, and for declining productivity.

National: An extensive study on gender and water and sanitation services provision in Nepal documents some of the gender barriers existing within the external agencies. For example, there are more men participating in the policy-making bodies; the number of male staff is much higher than the number of female staff; the personnel policies (mostly formulated by men) do not encourage women to join or to continue working in the agencies; the institutional objectives and strategies do not emphasise the strategic needs and concerns of women. The project-management guidelines are not gender-aware; there are no funds available for addressing gender issues; and even in agencies where funds

are not a problem, the male senior staff showed no real interest in allocating funds for gender and development (GAD) activities. Despite all these shortcomings, nobody is responsible for ensuring that gender-related concerns have been effectively addressed, either in the agencies or in the local communities; nor is there any provision to train the agency staff in gender-related aspects of development (Regmi and Fawcett, 2001).

Ways Forward:

In order to develop and implement equitable, sustainable, and environmentally viable programmes and projects in the water sectors, it is crucial to systematically integrate a gender & poverty and environmental impact analysis in the entire project cycle running from design to implementation, monitoring and evaluation. Chapter 3 provides extensive examples of gender implications in the programme and project cycle.

Pro-active and affirmative actions in institutions

Effectiveness and equality in water management greatly depend on whether all different interest groups are represented in decision-making structures and processes. This relates also to the representation in their own rights of the interests of women and men, and especially *poor* women and men.

Issue: Due to centuries of discrimination against women at the individual and institutional levels, women are under-represented in all areas of decision-making.

- Women are half the population in every country. Their interests and priorities (which are not uniform, but then neither are men's) should be reflected in national decision-making processes.
- The dominance of patriarchal tradition reflected in all institutions, traditions, conventions and social norms has systematically excluded women from structures of power and decision-making.
- Water sector institutions are dominated by men who often resist the equal representation of women in decision-making bodies.

Governments, international organisations, institutions such as utilities and boards, and civil society organisations can greatly enhance equal representation through pro-active and affirmative action programmes.

National: The Aqueduct and Sewage Company of Cali, Colombia, (EMCALI) has a total of 1226 staff. They comprise 988 men and 238 women. Only three women hold middle management positions. The rest of the women hold administrative positions as accountants, secretaries, receptionists, and data entry workers. Women get recognition only when they speak another language, have obtained graduate degrees abroad and are very efficient. Men, on the other hand, are promoted with the support of their political godfathers (though there are exceptions). The plant operation activities involve only seven women, whose orders are resisted by men. Internal planning does not take into consideration the practical and strategic needs of women (GWA e-conference, 2002).

Ways Forward:

Many countries, such as France, India, Namibia, Rwanda, Uganda, South Africa, have created constitutional amendments to incorporate quotas or percentage allocation of seats to women in political parties and structures of governance. This has enabled numerous women in a wide range of social and income groups to be elected to political office and to bring women's interests and priorities to the foreground. Read more details in Chapter 5.

National: Anna Gabriela Ross was until recently the Executive President of the Costa Rican Institute for Aqueducts and Sewage Systems. She has pointed out that some 96% of the rural and urban population has access to drinking water in Costa Rica. This was made possible primarily because of the extensive participation of civil society, represented mainly by women. The Costa Rican Institute for Aqueducts and Sewage Systems has developed different programmes in rural and urban schools at different levels, in terms of sanitation, health, water conservation and awareness. Young people, mostly women, have been trained as plumbers. This has given them an opportunity to have an income-generating activity, and to improve the lifestyle of themselves and their families. Ms Ross notes that women, with proper training and experience, can be excellent administrators and are often better and more practical than men. For example, women in managerial positions in Costa Rica have eliminated many unnecessary bureaucratic procedures, thus streamlining processes and resulting in more efficient procedures. From her experience, it can be concluded that women tend to analyse the problems with a more holistic perspective than men. Women consider not only the problem, but also the implications of the different alternative solutions. She concludes that more women are needed in the water sector because of their integrative approaches (Tortajada, 2002:3-4).

Efforts to mainstream gender equality in the water sector have sometimes led to unique initiatives. The Pakistan Women's Water Network and the Pakistan Water Partnership described in Section 5 illustrate one original and successful strategy.

3. Gender Mainstreaming in Programmes and Projects

Introduction

Equitable, sustainable, and environmentally viable programmes and projects in the water sectors need to give ample attention to gender, poverty and environmental sustainability in all the phases of the project cycle. For each stage of the planning cycle, this chapter identifies a number of key issues. The issues are then followed by cases demonstrating how they can be addressed.

When applying an integrated approach one can become confronted with a number of practical problems such as lack of participation by all stakeholders and especially poor women, inadequate data on the socio-economic aspects of the communities as well as existing social relations, the failure of technologies to suit the socio-economic reality and environmental constraints. A gender and poverty analysis will facilitate an inclusive and participatory process, efficient resources-use, and ensure the long-term sustainability of the infrastructure.

Opting for gender mainstreaming is not a one-off (?) initiative or exercise. It requires a fundamental shift in ways of looking at the reality, thinking about solutions and working towards sustainable development. Since institutions, policies, programmes and projects are unique and shaped by their cultural, political and economic realities, this chapter cannot be exhaustive in the presentation of gender sensitive approaches. What is presented here are only examples suitable to be modified for different purposes and situations. For each stage of the planning cycle, the chapter identifies a number of key issues, followed by cases demonstrating how they can be addressed.

Identification and Feasibility Studies

Analysing relationships and processes

Before starting a water-related development project, it is important to understand the power and social relations in the communities in question including factors such as gender, class, wealth, privilege, race, ethnicity, caste, ability and religion. The first questions of inquiry need to examine the roles, responsibilities, processes and workloads of women and men, the rich and poor, boys and girls in terms of their labour in the home, in sustaining families and communities, in food production, in natural resources management, in water use and management – including activities that are remunerated financially and those that are not.

Issue: Women and girls do most of the household tasks including water-related tasks. The traditional division of work, in which women and girls bear the responsibility for most of the household related tasks, including household water management is often taken for granted by men and women themselves. Male managers and technicians in water sector programmes and projects are no exception to this rule.

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- On average, poor women in the developing world walk six kilometres each day to collect water, carrying the equivalent of a suitcase (United Nations, 2002:7).
 - When water sources become contaminated or dry up, women have to devote more time and energy to water collection. Girls are often expected to fetch water for their mothers if the latter are too busy with other work.
 - Women also have to fetch and manage water for livestock and for home gardens that feed the family and/or also bring in income.
 - Men almost never fetch water for domestic uses such as bathing, cooking, washing clothes, etc. If there is transport for water collection, it is used and controlled by men. Women and children carry water.
 - When children and other family members are sick due to contaminated water, it is women who are the primary care givers. It is women who lose time and money from their other activities to take care of the sick.
 - Women play an important but insufficiently recognised role in the irrigation of crops. However, men control the management of irrigation water.

Ways Forward:

Drinking water projects and programmes generally have the reduction of water collection work for women and children as one of their objectives. They can increase the benefits of such reductions by addressing also the sustainability and uses of these time gains. Will, for example, both men and women have sufficient influence on and means for keeping the water supply operational? Will women and girls have opportunities to use their time and energy gains for education, creating own assets and income, or rest and relaxation? Or will they have to spend the extra time on working in the home, or in agriculture without an equivalent share in its proceeds?

Global: Research on the impacts of water projects has shown that women may contribute equally to men, yet have no equal say in decisions during planning and management. Alternatively, women have been burdened unduly, because under a women's focus, most of the unpaid work fell on them and was not shared equally by the sexes (van Wijk, 2001).

National: In Dosso, Niger, the issue of gender was first raised by the external support agency. However, the manager of the community participation programme pointed out that the programme itself had also noted the overburdening of women in the villages. For the water supply, sanitation and hygiene programme it was therefore a matter of common sense to involve women in the water management and get more male support in matters of health and hygiene. The challenge was how to realise a structural change in behaviour - of men and women in the villages, as well as project staff.

To begin with, an investigation was made of gender-determined tasks and authority according to age in the five villages in the programme area. This information formed the input for workshops discussing gender issues related to work and decision making between project staff and target group at all levels. The workshops led to a greater gender consciousness of staff and also resulted in some changes in the practices of the villagers: bathing and toilet education for their children, construction of animal enclosures, buying

additional vegetables. Acceptance and pursuit of gender measures in the programme - organizing separate meetings with women; shared committees; awareness by men of responsibilities in water payments – increased (Labo, 1995).

Broadening water-based interventions to optimize use and benefits.

Issue: Multisectoral uses of water by women and men, the rich and the poor is insufficiently recognized

Traditionally, water-related interventions tend to focus on a single issue of the water sector. For instance, when left to the men, watershed development programs typically focus on irrigation only. Involving women in the planning and implementation of watershed project ensures that the domestic water supply is improved as well. Moreover, poor women are often more dependent on common lands for grazing their livestock and harvesting forest produce. Hence, they will pay more attention to the management of these areas.

National: A project in the state of Rajasthan, India, demonstrates the importance of involving women in watershed development projects that seek to improve the domestic water supply as well. In this project, a surface water-harvesting tank was constructed to provide water for the cattle and recharge of wells and could not be used for domestic water supply. When women were consulted on this issue, they proposed two solutions: to construct a well downstream of the tank for drinking water or a small protected tank below the large tank for domestic use. However, funds were no longer available for these interventions. Involving women in the entire project would have avoided this (Pangare, 2001).

Ways Forward:

When programme developers and project planners address water and land use holistically, rather than sectorally, and recognise that men and women in upper, middle and lower/lowest strata have different practices and interests, development impacts and equity can increase greatly.

National: Village women are responsible for three critical components that sustain life – water, fodder and fuel wood. For them there has always been an integral link between the three. If they have enough water, they will have enough grain to eat and their animals will have fodder. In the village of Rajourgarh, in the Indian state of Rajasthan, women took the lead to harvest rain as a means of alleviating their suffering and securing their livelihoods in the difficult semi-desert environment of their village. After lobbying and gaining support from the village men they identified a site for the harvesting structure, collected money for the rent of tractors and diesel, and together with the men provided volunteer labour for digging and transporting the earth. Along with water harvesting the women imposed a ban on cutting forests. It was soon apparent to all that the forests will rejuvenate if they are protected from illegal harvesting and animals and a process of sustainable water management and harvesting will feed their families in the long run. With less time required to collect water, fodder and fuel wood, girls are now able to go to school, as they are no longer required to assist their mothers with these tasks. Following the example of

Rajourgarh, numerous villages in the area are developing water harvesting structures and revitalizing forests. Many are receiving assistance from the NGO Tarun Bharat Sangh (Gupta, 2003:14-15).

Identifying a hygiene component or programme

Issue: Like responsibility for domestic water management, issues related to hygiene and sanitation are also seen as “women’s issues”.

Hygiene as a preventative strategy to sustain people’s good health is explicitly tied to water and sanitation provision, both, in the home, and in the public area i.e. waste water management and public toilets. Hygiene education and training is usually only geared to women. This focus on women continues to perpetuate gender inequality in terms of the roles, responsibilities and workloads of women and men in the domestic and family domain. Men are not encouraged to change their own hygiene behaviour and take financial responsibility for hygiene in their families. Women and girls are challenged with changing practices of men and boys, tasks which they may not be able to do for cultural reasons. Lack of attention to hygiene behaviour change and gender relations in planning of water, sanitation, health education and primary health care and education programmes lowers their potential health and social development impacts:

- Access to safe water supply and sanitation is fundamental to better health, poverty alleviation and gender and social equity.
- 3.4 million people, mostly children, die annually from water-related diseases (WHO, 2002).
- About 1 in 10 school-age African girls do not attend school during menstruation or drop out at puberty because of the absence of clean and private sanitation facilities in schools.
- While both men and women have the need for and use sanitation facilities, their cleaning and maintenance is always delegated to women and girls.
- During programme and project identification and formulation, there is a need to distinguish gender roles, responsibilities and needs related to sanitation and hygiene and to assess the implications for the types and ways of interventions.

Regional: When invited to state the three main problems with their sanitation installations for excreta disposal, respondents from Guinea and Burkina Faso capital city surveys complained above all about smells and flies. Other causes of discomfort were the emptying of the latrines and lack of privacy. Importantly, more women than men mentioned these sources of discomfort. Women complained more than men about privacy, and many of them said they avoid using the latrines for that reason. Their husbands only complained that they did not find enough water within the toilet to wash after defecating. It was the women’s work to collect this water, and the construction of the toilets increased their water collection work (Allély. D et al.,2002).

Regional: Experiments conducted in Nigeria, Kenya and Zambia suggest that the success or failure of sharing collective sanitation blocks depends mainly on the extent to which there is agreement about who should use them, under what conditions, what is to be done

if neighbouring users have no installations and how to prevent unauthorized use. The other gender dynamic of this is that women from minority groups have no access to the latrines because they simply have no right to use shared installations. This phenomenon has been observed in India, Sudan and Egypt. Widely-reported problems with communal latrines also include the high incidence of attacks on women using them and the difficulty of ensuring the facilities are kept clean and hygienic (Ibid).

Ways Forward:

Global: UNICEF is working with communities and schools to provide sanitary facilities and hygiene education for both boys and girls. The programme has a focus on girls to increase their school attendance as well as ensuring that both girls and boys are responsible for cleaning and toilet maintenance. (http://www.unicef.org/wes/index_schools.html)

Nepal: Man Bahadur Bhujel is a male community worker in the Phaperthum Gender and Poverty (GAP) project in Nepal. There was no tradition of men participating in health issues in the village, but after attending the training he learnt about the gender aspects of many health issues. He convinced the men to participate in health education and they felt it was useful for their daily life. All the men who have received health education training have put into practice what they learnt. Man Bahadur reported that, for example, before his wife tried in vain to convince him to build a drying rack or latrine, but after attending health education he became aware of its importance and no longer needs convincing.

Including or linking with improvements in sanitation

Issue: Women and girls suffer the most from inadequate sanitation facilities

Lack of sanitation facilities or inappropriate sanitary systems have a greater negative impact on women and girls than men and boys:

- Without adequate sanitation facilities and due to increasing deforestation, rural women, with their already long work days are forced to get up before sunrise and walk long distances in search of privacy.
- Due to the lack of adequate sanitation facilities in both urban and rural areas many women risk personal safety when attempting to reach these facilities in the night. Women are at constant risk of sexual and physical assault.
- Public toilets are often built without adequate water supplies.
- The poor, especially the aged and the disabled, cannot afford private toilets even when subsidized.

Ways Forward:

- Since considerations of privacy and dignity are more important for women than men, toilet design, type, location, cost, and affordability discussions need to acknowledge and incorporate these key concerns.
- As women usually have lower incomes than men, and toilets are more often a women's priority than men's, the project would need to seriously consider how the income generating activities linked to sanitation projects promote and target women.

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- Women-headed households are frequently poorer and more vulnerable than those headed by men. Programmes that are based on demand-responsiveness need to be vigilant to the possible exclusion of women-headed households if they are unable to make cash contributions.

Gender analysis in human resources development

Gender awareness for men is as critical to women's empowerment as is providing women with the support and confidence to develop and realize their capacities. Sensitization training and capacity building initiatives on the consequences of gender inequalities also need to focus on men.

Issue: Gender also means targeting men.

- Men often do not realize how gender inequalities frustrate women's aspirations and where, in every day actions, they discriminate against women. Even if men support the general idea of gender equity, they are not sure about its practical consequences. This leads to the token inclusion of women in otherwise male committees and other decision-making bodies.
- Gender specialists and others who work to empower women often overlook the vital step of helping men understand what is expected of them. Building a society based on social justice and equal opportunities for men and women to realise their full potential is a shared responsibility by all.

Gender awareness for men is as critical to women's empowerment as is providing women with the support and confidence to develop and realize their capacities. Sensitization training and capacity building initiatives on the consequences of gender inequalities also need to focus on men.

Global: The empowerment of women may also produce negative effects, such as increasing women's workloads through taking on new activities within the community or the increase in family violence as a male reaction to power changes within the relationship. Analysis of practical and strategic gender needs during the project is important to counteract possible negative results (MUDE, 2003:13).

Ways Forward:

Raising questions about gender, class, caste, ethnic, age, ability and the unequal power between women and men is a complicated matter that needs to be treated with cultural and political sensitivity. Working towards gender equality is with dealing conflict management and aiming at a win-win situation for all stakeholders..

- Involve women's groups in the development and implementation of programmes and projects.
- Develop special programmes on gender sensitization for men.
- Initiatives on gender training need to focus on the daily lives of both men and women. Gender-sensitive and participatory tools such as the "24-hour day" enable both men

and women to understand the gender differentiation of their responsibilities as well as their daily work loads.

- Be aware of possible increases in domestic tensions and provide conflict resolution counselling and support.
- Consider institutional changes and support structures needed to support women due to the impact of changing power relations in the family and community.
- Stress the final goal of a win-win situation by which the coping strategies for the household as a whole have been improved

National: The following results were achieved in Banaskhanta, in Gujarat, India, after a long process of conflict, conflict resolution, and peoples' courage to understand and change. A project on improved access to water for domestic and economic uses greatly benefited both the women and their villages. When asked to describe the benefits of the income the village women now earned from income generating enterprises, only a few men mentioned the welfare benefits, i.e., the value of these projects for women's traditional gender roles, such as better management of the home and greater cleanliness of the children. A majority of the men commented on:

- Economic benefits. (e.g., "We survived this drought because of women's income."),
- Greater equality between the sexes. (e.g., "More and better communication between women and men", "Husbands asking and following advice from their wives", "Men taking over women's domestic tasks when women do paid work or have to go out").
- Changes in women's empowerment. (e.g., "Women are more respected in the household and the community", "Women have more freedom of movement", "They have a greater say in and influence over agricultural and village decisions", "Women now advise men on hygiene").
- Empowerment of poor males. Not only did wives pass on newly acquired agricultural knowledge to them, but the initiatives of the women have further stimulated poor men to take an interest in village affairs and play a more active role. As husbands, they now get more respect in the village because of the improved status of their wives (adapted from James et al., 2002).

Integration of emerged preferences and strategies in project documents

Issue: Women's issues are often discussed in project formulation but do not appear with the same priority in project documents, budgets and logframes.

When teams that formulate projects and carry out feasibility studies consult with the different user groups, there is no guarantee that the findings are reflected in the ultimate choices and strategies consolidated in project documents:

- Often "public meetings" are held with communities to consult them in the development of projects. However, these are often done as a formality to fulfill donor requirements and are not sincere in including "public" opinion and comments for project development.

-
- Women are usually not consulted as a constituency in their own right, and poor women are rarely part of any project design.
 - Project development does not take into account women's practical and strategic needs and how the projects might address these needs.
 - There is rarely a gender-analysis of the programme and project objectives and budgets.

Ways Forward:

- Donor agency policies need to mandate the mainstreaming of gender in water-related initiatives.
- Project design should be pro-poor and gender sensitive.
- Project logframes and mid-term reviews should include gender-sensitive indicators on women's issues - from participation of women in project activity to gender equity in the distribution of project costs and benefits.
- Project design should be flexible so that objectives and activities include poor women's views.
- Evaluation design needs to be sensitive to gender concerns.
- Develop indicators for success on the basis of poor women's needs and priorities.

Design and Formulation

Enhancing a gender approach as part of the planning process

Issue: Discrimination against women, and women's multiple responsibilities make it difficult for women to fully participate in project planning.

A lot of the work that is done by women is not recognized and valued by communities, villages, town and cities and nations. As a result, project plans and planning processes are not adjusted to local gender realities.

- Given the demands of collecting fuel wood, fodder and water, and the responsibility of looking after children, livestock and of cooking meals, women often do not have the time to attend project meetings.
- Poor women who are part of daily wage labour cannot attend project meetings organized during the day.
- It is difficult for women to attend project meetings and trainings outside the village.
- After years of suppression and social control, women find it hard to speak up in public.
- Women face pressure by husbands, male village elders and also elder women when speaking up in public or when they get involved in project activities.

Global: Poor women generally have less access to water supplies and greater constraints on time and labour resources than other women or men. They are likely to be in poorer health and their children are at greater risk of water-related diseases. They therefore could benefit most from improvements that bring water supplies closer to their homes. However

they are least likely to participate in the collective decision-making that will bring this about. [UNDP 2003: 13].

National: Because in a project in Nepal, the male technicians made no attempt to understand gender roles, gender relations, and the factors affecting those roles and relationships in order to devise ways to mobilize both women and men effectively in project activities, it was only men who found time to participate in the project. For example, two women members of the water-users' committee in Gajedi village in west Nepal reported that they had attended only one out of ten local committee meetings held in the previous year, because the meeting place was too far away and there was no one to share their work at home. They said that, although their husbands supported the idea of their participation in such meetings, the men failed to realize that this would be impossible if they did not share the domestic work. These women suggested that the projects should focus more on how to motivate men to share women's work, rather than spending time on trying to involve women in project activities, since their involvement is never meaningful without men's sincere cooperation (Chandra Regmi and Fawcett, 2001:2).

National: Poor women are less likely to be elected to positions on water point committees or village development committees. When asked the criteria used to elect people to positions of responsibility in the village, interviewees in Zimbabwe repeatedly mentioned two qualifications: 1) someone they could respect (for position, influence, hard work or ability to forge consensus over difficult issues), and 2) someone with resources such as a bicycle or cash so they could represent the village at district headquarters when required (UNDP 2003: 13).

Ways Forward:

- Facilitators of the participatory processes need to be aware of these constraints and take corrective action. For instance, women need to be consulted about convenient timings and locations for meetings and they need to be given time to organise help with cooking and looking after children and livestock, so that they can attend project meetings and trainings.
- Women are more likely to participate when they are organized and their capacity, both managerial and technical, is built. Often, external support is needed for women's social empowerment. Training and capacity development should be a continuous process and not only at project start-up.
- Organizing women into social groups (like Self Help Groups) and build their capacity and social security linkages to enable greater participation.
- Provide continuous support to women in transition to social empowerment.
- It is important to support women so that they can take care of most immediate and pressing needs before they address more long-term problems.

National: SEWA, the Self Employed Women's Association started a water campaign in the semi arid part of the state of Gujarat to create better conditions for women's micro-entrepreneurship. After the women decided to start the watershed development program, Reemaben visited the village and we established a watershed committee. "Because the

people put trust in me, the Gram Sabha (village council) decided that I should be the president of the watershed committee. I felt a lot of pressure from the village people because people would get very angry with me if I wouldn't do a good job. Most of the men insisted that women don't know anything about agriculture and that the work would not be done properly. Moreover, we used to quarrel with our husbands if we had to go for a meeting but still we went and now they are happy." [Verhagen and DMI 2000] "I am an agricultural labourer and leader of the Self-Employed Women's Association team of water campaigners. Because of our bad water supply, we could not work more than 3 to 4 hours a week. It was also hard to attend meetings, as I had to fetch water most of the time." (Personal communication Joep Verhagen and Leelaben Parmar, SEWA member and grassroots water campaigner.

Gender sensitive choices and design of water and sanitation technologies

Issue: Women are seldom consulted on the range of technology options and the actual design of the facilities. This goes both for facilities in sanitation and water supply.

In sanitation, although men perceive maintenance of toilets as women's responsibility, women are seldom consulted about toilets or sanitation systems in terms of project development. These decisions are taken by male technicians or by consulting the men in the family or community.

National: In the case of sanitation, consideration of the specific cultural needs of women and children in the design of the latrine, the materials and finishes, along with its location, also assures its future use and maintenance. "The engineer said the space at the bottom was to ventilate the toilet and make cleaning easier because the water could run out; well, the women didn't like to use them, you could see your feet sticking out you see, no-one wants the village to know you are sitting there", female community leader, El Peñon, Dominican Republic, in an exercise to identify elements in latrine design that needed to be changed (MUDE, 2003:10).

National: An additional discomfort in urban settlements is that in South Africa, often toilets are built with the door facing the street – which can cause great embarrassment when the door can't be closed because of the size of the people or their need for assistance, and generally compromises people's preference for privacy. Often these design flaws are the result of inadequate thinking, planning and consultation with the end-users. All too often, important features are decided by technicians, engineers and builders, who tend to be male rather than users. For these reasons it is crucial that women are involved in the planning and implementation of sanitation improvement initiatives. They need to be involved in decision-making processes concerning service level, type of system, design and construction, and they need to have equal access to all the opportunities that funded sanitation projects bring (van der Voorden et al, 2002).

Ways Forward:

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- Women should be consulted right from the beginning of any programme or project on sanitation services.
 - Since women tend to be the ones involved in cleaning and maintaining toilets, women should be involved in deciding the appropriate technology, service level, type of system, design and construction.
 - Since families are not homogenous and decision making is often the prerogative of men, care must be taken to insure that women's voices are heard before making decisions about the financial options for sanitation services, affordability and willingness to pay.

National: In a study on water provision in Nepal, women complained that their water-collection time had increased significantly (sometimes as much as four or five times) after the improved water services had been installed. This is in part because the tap-stands and tube-wells are located along the roadside, where they cannot bathe freely nor easily wash the clothes that they use during menstruation, for fear of being seen by males. In order to avoid this, women in Hile village in east Nepal (which is in the hills and has a cold climate) carry water all the way to their homes several times each day, expending significant amounts of energy to do so. In three villages on the Tarai plain (Motipur, Magaragadhi, and Gajedi) in west Nepal, women reported waiting until dark to undertake these activities. They said that they had not had this problem when they had used more distant traditional sources, where there was no chance of men being around (Chandra Regmi & Fawcett, 2001).

Ways Forward:

- Do not identify and develop water points without consulting women, and especially poor women.
- Adjust the location and design of water points to give women greater privacy.
- Assess the need for and plan the design and management of bathing and laundry facilities, and provisions for vegetable gardening, cattle watering and brick making with women and men
- Obtain also male support to construction and financing of what they may originally see as 'women's facilities'
- Undertake awareness generation campaigns to tackle patriarchal social conventions such as those that prohibit women from using public water points during menstruation.

Implementation

Continuation of learning through participatory planning and review

Consultation and participatory planning and feedback does not end at the end of the planning and design.

Issue: Women are not consulted on issues related to project implementation

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- Although the successful operation and sustainability of a water system often hinges on involving women as the major stakeholders in all stages of its design, construction, and maintenance, women are either not included or included as a token.
 - Including women as tokens does not automatically mean that gender concerns are addressed.
 - If women are included, it is usually the better off women while the poorest women are often left out.

National: “In the 1980s, an irrigated rice project in Northern Cameroon failed to attract farmer interest and approximately a third of the area remained uncultivated. The project failed to understand intra-household conflicts over labour allocation and compensation. Women were not assigned land, but were expected to work in their husband’s rice fields. According to traditional practice, women were entitled to a cash payment from their husbands in return for this work. Many women felt the payment was insufficient and as a result reduced their time devoted to rice cultivation, thereby leaving land unused” [World Bank 2003: 20]

Ways Forward:

A precondition for involving women in a meaningful manner is that a gender analysis is carried out in the early stages of the project and informs project implementation. However, this alone does not suffice. A blueprint approach to the project makes it impossible to accommodate the changing needs of women, their growing capacity, and so on. A ‘learning approach’ to project implementation enhances the continuous consultation of women and therefore will enable them to participate in project implementation.

National “One bilaterally funded watershed management project was initiated in a fragile area of cloud forest in Mindanao [the Philippines]. A lake used to generate electricity was silting up from logging and an increase in horticultural production. There was a need for research on sustainable natural resource management, particularly to reduce soil loss and to engage local institutions in monitoring soil loss and soil recovery.

The project first invited young men to monitor the water to determine if the techniques being used for soil conservation were reducing the silting. However, the men were not effective. Women farmers, as well, were brought in to monitor the water without much success. The project then determined that women were more interested in health issues than soil loss. As women learned about how water quality affected the health of their families and the program expanded to include monitoring for e-coli, women became interested and participated. This led to their further engagement in a wider range of environmental activities. Ultimately, the community’s involvement led to positive outcomes, such as an increase in the adoption of soil conservation technologies by both men and women farmers”. [UNDP 2003:10]

Equal access to training and paid work

Issue: Men do not consider women as being capable of doing work normally done by men and often women's contribution to project remains underpaid or unpaid.

- Although women possess a large array of technologies and capacities to manage and maintain the local natural resource base, their formal participation in the design and management of water-related interventions is often not accepted. Men often do not accept women as their equal partners in areas they conceive to be typically theirs such as agriculture and irrigation.
- New technologies and tools are often developed without consulting women. For instance, tools used for the maintenance of hand pumps are hard to handle for women as they are designed for men who usually are larger than women.
- Poor women have less access to capacity building opportunities and technical training programs and these are hardly ever suited to the specific needs of poor women. Some problems include; timings of the training program are not suitable for women, training programs are not conducted in the vernacular language or are designed for literates, and educational qualifications to participate in training programs are often unrealistically high denying poor women entrance to these programs.

As a result, women have less control over the management of their water supply and such discrimination increases the gender gap.

National: Male project staff in some water projects in Nepal seemed to think that men, in general, are the breadwinners, are more capable than women of doing labour-intensive work, and more suited than women to technical tasks. This leads them to suggest that it is men who should receive technical training and payment for their work. Therefore, the selected projects provided technical training exclusively to men, and recruited men as paid workers and women mainly as volunteers. Even in the few cases where both women and men were recruited for daily wage-labour activities, men were paid a little higher than women. This happened, for example, during the construction phase of the Hile drinking water project. The argument was that men work harder than women and thus they should be paid more. Since the project staff was all men, they agreed with the local men's argument and paid them more than women. On the other hand, women labourers said that men should in fact have been paid less than them, as they spent time chatting and smoking cigarettes, in contrast to the women, who, they argued, were dedicated to their work (Chandra Regmi and Fawcett, 2001).

Ways Forward:

To support women's participation in the design, implementation, and management of water related interventions on an equal level with the men; the following measures should be considered.

- Women need to be supported through a sustained and long-term capacity building program both as formal training and on the job. These capacity building programs

need to be tailor-made to the specific requirements of poor women. For instance, programs should be conducted in the local language and be accessible to women who are illiterate.

- Women need to be given the opportunity to prove themselves to be capable of technical and management tasks. Initially, women need to be supported to break through the stereotypes that they are not capable of succeeding in “non-traditional” work.

National: In many villages in Gujarat, India, hand pumps provided by the Gujarat Water Supply and Sewerage Board (GWSSB) are the sole source of drinking water. However, the GWSSB found it increasingly difficult to maintain these pumps; in some cases, it took 6 months before complaints were attended to. Prompted by its own members who felt they would be able to do it much better, SEWA submitted a bid to maintain 41 hand pumps. Nevertheless, the GWSSB did not allow the women to participate in their training program because they did not meet the required education standards. So, SEWA had to call in another NGO to train the first batch of hand pump mechanics. This did not mean the end of the women’s struggle as the villagers showed even less faith in the women’s skills than GWSSB’s engineers. With active support from SEWA, these barefoot water mechanics managed to gain the trust of the GWSSB and the villages on the basis of their performance alone. Nowadays, SEWA grassroots mechanics maintain more than 1,500 handpumps and they manage to repair defunct pumps within 2 days as compared to 6 weeks that it used to take before (Verhagen, 2002).

Avoidance of negative impacts

Issue: Changing roles of women in the family and the community can sometimes lead to additional problems for women.

The increasing workloads of women who participate in water projects can lead to resistance from men. Often, men’s reaction is further exacerbated when they feel that their traditional power base is being eroded through the growing influence of the women.

- When women are involved in projects, it takes time away from their work and responsibilities for their families.
- As men do not engage in domestic work such as cooking, cleaning, washing clothes, taking care of children, etc. the burden of household work falls on women and children.
- For poor women, the domestic work, and any other work that they can get to just survive and feed their children requires a 24-hour day.

Ways Forward:

- Analysis of practical and strategic gender needs during the project is important to counteract possible negative results.
- Men need to be shown that a more gender sensitive approach is also going to benefit them in the long run.

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- Provide support to men in adjusting to shifting power relations between women and men. For example, in the arena of women's domestic work, men need to learn to take on tasks such as making tea, cleaning, looking after the children, cooking, etc. as women cannot always be at home to do these.

National: Gender sensitisation was one of the objectives of a large-scale watershed development program in South-India. During a gender-training program, time-activity profiles were made with men and women separately. After these profiles were completed, they were discussed and compared with the entire group of men and women. Through discussion, the men understood that they would benefit from an improved drinking water supply as well, as it would free women's time for other, income generating, activities. After that they became more open to the idea that women should be participating in project activities (Personal experience Joep Verhagen)

Operations and Maintenance

Issue: Women in management often improve maintenance and sustainability of domestic water supplies.

When women are in charge of maintaining water systems, they often manage to inspire trust and confidence by their work, thereby increasing collection of fees for maintenance and hence providing sustainable services. Even here, women face problems such as:

- resistance from the male members of the community and family;
- they are perceived as being incapable of doing "men's work" such as financial management and banking;
- unless they are supported with their household responsibilities their continued engagement is difficult;

the men sometimes withdraw from their own responsibilities and leave all physical work and financing to the women.

National: Sustainable operation and maintenance of existing rural systems also presents a major problem for the National Institute for Potable Water and Sanitation (INAPA) of the Dominican Republic. Some systems installed in the east of the country were out of service within a year while others have never functioned. Local (historical) knowledge was not taken into account, the technology used and siting of the system may have been inappropriate. Furthermore, engineers and construction experts carried out the work with no reference at all to the local community¹⁸.

In villages where aqueducts have been built by the community or via Pro-Comunidad (a government agency) they are managed by village water committees. These committees tend to be appropriated by the men, who have different interests and priorities to the

¹⁸ Evaluation and Study of water Sources in the Communities in the Province of Hato Mayor for the Pilot Project in Decentralization of Aqueducts - INAPA 1998/99

women, and they fail to provide a space in which women's voices can be heard, although women continue to be responsible for water management within the family and community (MUDE, 2003:2).

Ways Forward:

Involving women in the operation and management of the local water supply requires measures that are similar to the ones that have been mentioned in the previous sections. However, special attention should be paid to the possible increase of the workloads of women as unlike during the project design and implementation, this increase is of a more permanent character.

National: The existence of a well-managed maintenance fund helps ensure the long-term functioning of the system. "Women in the community feel happier paying the monthly quota knowing that the fund is controlled by a women, they have more confidence that she will save it, rather than the men. You never know how they might spend it." Community leader, Portezuelo, Dominican Republic (MUDE, 2003).

Monitoring and Evaluation

Effective analysis and planning requires gender-disaggregated data collection at all levels. It also requires gender-sensitive indicators to measure the progress or not, on projected outcomes and impacts.

Issue: Women and children's unpaid contributions are often not documented in programme and project activities. This makes it difficult to assess the level and impact of their involvement in the initiative.

- Women's and girl's unpaid labour contributions in the home often facilitate project implementation.
- Women's unpaid labour in projects such as their participation in committees, construction, cooking, community mobilization, etc. is often not documented, or remunerated financially or recognized as critical to project success.

Issue: If data collection is not disaggregated by gender, it will be difficult to assess the positive or negative impacts of the programme or project on women and men, young and old and rich and poor.

- For example, if water provision in an urban slum has lessened the burden of water fetching on women and girls, this could free more girls to go to school. This positive result cannot be assessed without gender-disaggregated data collection, which can assist in measuring the scope of the impact, i.e. how many more girls go to school?
- If water provision services have freed poor women's time to engage in income-generating activities, without gender-disaggregated data, this positive impact will lack empirical evidence and will remain anecdotal.

Additionally, the following issues cannot be measured or monitored without gender-sensitive indicators:

- the impact/effectiveness of activities targeted to address women's or men's practical gender needs i.e. new skills, knowledge, resources, opportunities or services in the context of their existing gender roles;
- the impact/effectiveness of activities designed to increase gender equality of opportunity, influence or benefit. e.g. targeted actions to increase women's role in decision-making; opening up new opportunities for women/men in non-traditional skill areas;
- the impact/effectiveness of activities designed to develop gender awareness and skills amongst policy-making, management and implementation staff;
- the impact/effectiveness of activities to promote greater gender equality within the staffing and organizational culture of development organisations e.g. the impact of affirmative action policies (Derbyshire, 2002:28).

Ways Forward:

Recognizing the need for gender-sensitive monitoring frameworks and indicators, the United Nations Inter-Agency Task Force on Gender and Water is in the process of developing a set of core gender-sensitive indicators for water and sanitation (personal communication with Prabha Khosla, Dec 19, 2003).

For Methods and Tools for Gender-Sensitive Monitoring and Indicators see (link to relevant section in Chapter 4)

4. Case Studies on innovative approaches for integrating women and gender in the water sector

During the last decade, gender has increasingly received more attention. Opinions are divided about the actual impact of gender mainstreaming as it is felt that a number of stakeholders only pay lip service to the mainstreaming of gender. However, some progress has been made, although the extent differs for the various water sub-sectors. This chapter contains four case studies with very different approaches towards gender equality in the water sector. The first case is about the Women's Water Networks and the Pakistan Water Partnership; the second case is about NEpal WAter and Health's (NEWAH's) Gender and Poverty Approach; the third is about Gender Responsive Budget Initiatives (GRBIs) in the water sector; and the fourth case is an inquiry into the impact of women in power and decision-making and poor women's water and sanitation priorities.

Case 1: Women's Water Networks and Pakistan Water Partnership¹⁹

The collaboration between Pakistan's Women's Water Networks (WWN) and the Pakistan Water Partnership (PWP) illustrates a unique and concrete strategy for gender mainstreaming. Working together over a period of three years (2000-2002), the experience highlights the use of gender training and strategic gender actions as a means of gender mainstreaming from the national level to the grassroots.

The two processes - at the national and grassroots - were taking place simultaneously. They are depicted in Figure 1 below.

At the national level, the Gender Equality Umbrella Project (GEUP/UNDP) initiated a dialogue with the Planning Commission of Pakistan. This led to two gender training workshops for the senior staff of the Planning Commission which until then had not been aware and/or committed to a gender approach in national development. The workshops were well researched, designed and led by extremely competent women who were very successful in communicating the gender divide in Pakistan with an emphasis on the loss of the human resources potential due to the marginalization of one half of the population. To their credit, the senior staff of the Planning Commission were quick to realize that a gender equitable society would benefit the whole country - men and women and not only the women. To this effect, the workshop developed a series of recommendations that were and are being implemented.

A key decision maker from this group, the Chief of Environment, became a champion for gender equality and was able to input into the following processes and documents to create greater gender awareness and commitment to gender equity: the World Summit on

¹⁹ The example of Pakistan has been heavily abstracted and edited from a much larger case study, "Mainstreaming Gender for Water through Gender Training and Strategic Gender Actions – Pakistan". The case was presented to the Gender in Court Session at the 3rd World Water Forum in Kyoto, Japan, March 2003.

Sustainable Development (WSSD) Country Report, the Forest Policy, the Draft Policy on Water, and the Draft Poverty Reduction Strategy Paper (PRSP).

At the grassroots, women also recognized that their voices in the water sector has been neglected and decisions were made that affect women adversely. They organized themselves into groups to give voice to their realities. They participated in the “Visioning” exercises for the Pakistan Country Water Partnership. Visioning exercises were taking place in many countries as an organizing strategy for Country Water Partnerships and for the 2nd World Water Forum held in The Hague in 2000. These women’s groups eventually formed themselves into the Women’s Water Networks and expanded the Network in a strategic alliance with the Pakistan Water Partnership (PWP). The PWP is a national multi-sectoral partnership and the WWN is a national women’s network. Common female leadership in the two organizations assisted the coming together of the two networks was. The PWP was also under pressure to demonstrate its commitment to gender equity in its structures, policies programmes, actions and budgetary allocations.

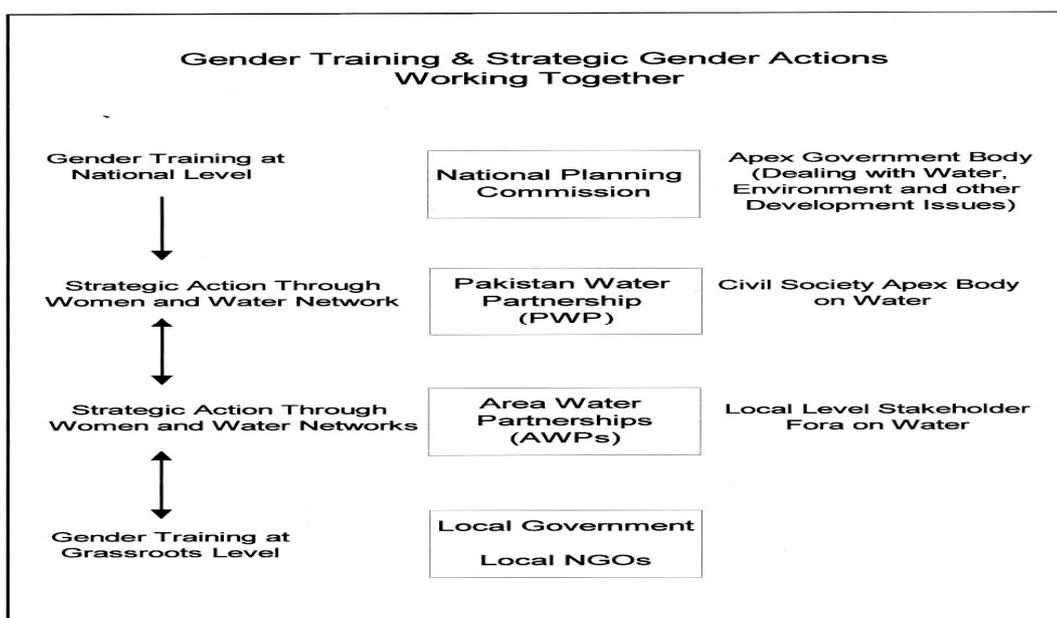


Fig. 1: The gender mainstreaming strategy in the water sector in Pakistan

The WWN recognized that women and men have different roles, responsibilities, tasks, and involvement in decision making in the water sector, and that women have historically and culturally been excluded from decision making. They began by developing the capacity of women to deal with water issues from a strong gender perspective. Over the years, poor women in rural and drought prone areas have been assisted in developing their leadership capacities to be more effective decision makers in drought management. Younger women are entering into water related professions, and hundreds of rural women have undergone gender-sensitization and training. The WWN are contributing to both economic and political empowerment of women and their villages.

Working jointly, the WWN and the PWP developed a series of Area Water Partnerships (AWPs) in three districts of Pakistan. A case study of one of the Area Water Partnerships, the Nara Canal AWP, is given in Box 4 below. As the relationship has developed and the results obtained impressive, the PWP allocated 50 percent of the Area Water Partnership funds to gender mainstreaming. This has dramatically increased women's participation in the AWP, including their role in leadership positions and their participation in national water structures and forums.

Box 4: Establishment and achievement of the Nara Canal Area Water Partnership

The Nara Valley is the part of the old Indus civilization, and the main part of the Nara canal encompasses a part of the old channels of the mythical Saravasti River. The total length is 217 miles (366 km). The system has six separate canal systems with a total discharge capacity of 13,649 cusecs. It irrigates 2.240 million acres (0.914286 million ha) in eight districts of Pakistan. The water resources of its command area consists of rainfall ground water and canal water.

The area, one of the bread baskets of Pakistan, faces a number of problems such as lack of participation (especially by women), inequitable water distribution, expenditures over revenue, water logging and salinity, saline groundwater, shortage of drinking water and lack of proper sanitation. The Nara Canal Area Water Partnership was step to address these issues.

A critical partner of the Nara Canal AWP is the Women Welfare Association (WWA), an NGO based in Sanghar District of the province of Sindh. Since 1986, WWA has been working for socio-economic development of the area in collaboration with communities, line agencies and government departments and is empowering the rural communities, particularly women, through capacity building and poverty reduction programs and water resource development.

Although the NGO had worked previously on the social and political rights of women, its work in gender mainstreaming in the water sector began in 2001 with the initiation of the Nara Canal Area Water Partnership. The vision of the Nara Canal AWP is effective participation and coordination of the stakeholders to ensure proper utilization of resources, water conservation, and improved agricultural production practices. >>

Achievements of Nara Canal AWP in Gender Mainstreaming

Using some of the strategic imperatives of WWN Pakistan, the gender mainstreaming work, has helped women dependent on men, to gain confidence to make their own decisions and participate, plan, and solve the problems of their areas. Specific achievements are:

- Regular consultation has been established with the members to discuss water related issues, including women participants in all discussions (either separately or as part of the main groups).
- Water related information is gathered and disseminated to the members and other related organizations and individuals (with a special focus on women's issues and dissemination to women).
- Eight local Women and Water Networks were established to bring women together on an organized forum and improve their presence, influence, and opportunities in the water sector. These are affiliated to the WWN Pakistan.
- Very significantly, women also become members of the Farmer Organizations (FOs) and Water User Association (WUAs). Already women are office-bearers of two FOs (Mohd Ali Wah Mainor and Heron Minor). These women are playing a pioneering role in the on-going institutional reforms in the water sector.
- Training has been organized for members of the local WWNs to enhance their capacity for IWRM and water rights.
- Committees within community based organizations (CBOs) have been formed for water and sanitation aspects. All these have women members who take part in the decision-making. Around 100 pit latrines have been constructed in collaboration with UNICEF.
- In collaboration with Public Health Department, a water supply scheme has been constructed in Chak (Village) 10 of Sanghar District and operation and maintenance is being carried out by the community, including women.
- A tree plantation with some 10,000 saplings has been established and several awareness programs on reforestation have been organized. Members of the local WWNs have led this initiative.
- A local women's CBO and the Women Welfare Association (WWA) run a new village primary health care and population planning center and financial support of Trust for Voluntary Organizations (TVOs) and the European Commission. It serves 45,000 people of 30 villages and gives health care, mother and child care, health education and population welfare services.
- Awareness programs on conservation of water are given in the schools and colleges of the area by involving water and youth committee members. These have been supported by the local WWN;
- Farmer organizations are assisted on water distribution and operation and maintenance of distribution channels.
- Coordination takes place with the national organizations, district government departments, private and public agencies. Women play a led role in these deliberations.
- Capacity building of political leaders and media personnel on water related issues takes place in collaboration with the district government.

Case 2: Nepal Water and Health's (NEWAH's) Gender and Poverty Approach

When implementing water and sanitation projects in rural Nepal, NEWAH (Nepal Water for Health), a national level NGO in Nepal, had assumed that the development interventions would automatically benefit women and the poor and that community leaders would reflect their needs. However, over ten years of experience during the 1990s showed NEWAH that the richest so-called higher caste men dominate all aspects of these projects and that women, the poor, and socially excluded groups, such as the Dalits, are not represented in key decision-making processes. The better off men are the first to come forward to liaise with project staff and take on the management and ownership of water supply systems. Such domination of water systems by male elites often leads to unequal access to safe drinking water for the better off and the poorest socio-economic groups, and to unsustainable projects. Given the strong links between gender, caste, ethnicity and poverty in Nepal, demand for water supply services by 'the community' are often only the demands of the higher caste and better off men of the community, with little or no prior consultation with women and poorer men, who are often from socially excluded Dalit communities and ethnic groups.

Gender and social equity were identified as a priority concern in NEWAH's Logical Framework. NEWAH staff realized that deliberate actions must be taken to enlarge people's choices, and provide opportunities to voice those choices. An intense process to mainstreaming a Gender & Poverty (GAP) approach was initiated with support from DFID/Nepal and Water Aid/Nepal. In January 1999, NEWAH set up a Gender and Poverty (GAP) unit and hired a gender consultant, initially funded by one of NEWAH's partners, Wateraid UK, to support the GAP unit which then developed a GAP approach as a set of operational principles to address gender and poverty concerns systematically.

A GAP unit was established in both NEWAH's Headquarters and its five regional offices to design and implement a GAP Approach in at least one pilot project in each of Nepal's five development regions. Strategies to integrate a GAP Approach have included gender/caste review of the administrative guidelines and almost all project documents and building gender/caste and poverty sensitivity and analytical skills of all NEWAH staff and project partners and communities through a series of intense orientation sessions on gender and caste equity and NEWAH's GAP strategy. GAP teams were trained to apply a GAP approach in communities, give gender awareness training to partners and communities, and apply PRA methods in a gender-sensitive manner.

The GAP approach, which is being integrated throughout NEWAH's programme, was adopted by 35% of NEWAH's programme villages in 2002. The aim is for 100% integration by 2005.

Key Strategies of NEWAH's GAP Approach

- **Gender awareness training to partners and community.** Regional gender awareness training and GAP approach orientation sessions are held with partners and communities to promote gender-sensitive pro-poor policies. The session build awareness of gender prescribed roles and attitudes that have negative impacts on the family, community and development.
- **Confidence building of women and poor men to participate in projects.** NEWAH trained staff works to encourage women and poor men to attend meetings and to voice their opinions, to build confidence of women and poor men to achieve equal access to project information, training and paid job opportunities, train for technical jobs, take key positions in community management committees, and negotiate with richer/elite groups of men and women for more equitable projects.
- **Consulting women also in design and planning:** Consulting women over location of tap stands and tube wells to meet their practical needs of privacy (when bathing) and convenience (while washing clothes) and revising design for tap stands to include a bathing area and to keep the number of faucets flexible.
- **Well-being ranking of households to identify poor members.** The staff helps community members to identify the poorest households using criteria decided by villagers themselves in order to provide additional support such as paid unskilled labour, free latrines and differentiated financial contributions for O&M, in agreement with the community management committee.
- **Graded rate system of O&M payments according to socio-economic group.** Introducing a graded rate operation and maintenance (O&M) allows the poorer socio-economic groups to pay less than the better off groups, since flat rate water user fee for O&M often penalizes the poor.
- **Gender balanced community project management committees (PMCs):** The agency is proactive in persuading communities of the benefits of a 50/50 gender balance in community management committees, to help ensure that women participate with men in decision making over water resources and to minimize management committees being dominated and controlled by male elites.
- **Health and sanitation education to men as well as women:** Training men also as community health volunteers since they are better able to persuade other men on the benefits of a latrine as, in their role as fathers, they can assist their children in changed hygiene practices, and as men are key to decisions on whether or not to purchase a latrine.

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- **Health and sanitation education to ‘in-school’ and ‘out-of-school’ boys and girls:** Expanding the Child-to-Child approach to ‘out-of-school’ children, since they are not covered under school hygiene and health awareness programmes.
 - **Free latrines to the poorest households.** Because the poorest households cannot afford to purchase permanent latrines and temporary latrines have not been effective, and in the absence of a solidarity approach within the communities, NEWAH constructs free permanent latrines for over 90% of the poorest households, especially the disabled and the elderly.
 - **50% unskilled labour contribution to the poorest households.** During construction, the poorest men and women who contributed unskilled labour receive half of the standard daily labour rate. Poor men and women who are often ‘volunteered’ by elites to contribute unpaid and unskilled labour in water and sanitation projects are often penalized as they are unable to work in their fields or as paid farm labourers during this period, resulting in a loss of income.
 - **Priority for paid project jobs and training to women and poor men.** The agency encourages women to train along with men for paid jobs, such as system maintenance caretakers, paid sanitation masons and paid porters.
 - **Kitchen garden technical training.** The organization has introduced kitchen garden technical training and a small vegetable seed subsidy to all households in response to demand from communities, particularly women (Adapted from: NEWAH, 2003).

Case 3: Gender Responsive Budget Initiatives (GRBI) for the Water Sector

Gender-Responsive Budget Initiatives (GRBIs) are tools that make it possible to analyze budgets to assess whether government policies and programmes will have different, and unequal, impacts on women and men, girls and boys. GRBIs are not about separate budgets for women and men. They involve a gender-sensitive analysis of budget priorities. The exercise enables an analysis of budgets rather than the formulation of budgets. This analysis can then constitute the basis for formulation or amendments of budgets. Additionally, the analysis does not focus only on that portion of a budget seen as pertaining to gender issues or women. A full gender budget analysis examines all sectoral allocations of governments for their differential impacts on women, men, girls and boys. They can go further and look at the sub-groups of the gender-age groupings (Budlender, 2000:1366).

While a change in the government budget is the ultimate objective of most GRBIs, many other gains can be made along the way. In particular, GRBIs are ways of enhancing democracy by enabling public participation and transparency in finance and decision-making and improving governance. GRBIs allow government departments, non-governmental organizations, and other stakeholders to improve accountability and targeting of services, ensure that ministries and municipalities respond to their

constituencies' needs and priorities, ensure that policies are being implemented with the relevant budgetary allocations and assist in implementing government commitments to international conventions (Khosla, 2003:5).

Furthermore, putting water on the gender budget analysis agenda can foster a sustainable and integrated water resources development and management approach as it also involves a multi-sectoral stakeholder approach for budget analysis.

There is a growing lobby in many countries and in some international organizations and networks for GRBI in the water sector. The Netherlands Council of Women has called upon governments

“ to introduce GRBI for the water and sanitation sector as a first step to live up to their commitments to enabling gender equality as laid down in numerous international agreements” (Khosla, 2003: iii). The call for GRBIs has been fuelled by the growing frustration with the slow response of water sector apex bodies and implementing agencies in addressing poor women's needs and gender inequity in the sector. The Tanzania Gender Networking Programme in their pro-poor and gender-sensitive analysis of Tanzania's National Budget 2003-2004 eloquently affirms this call. It states: “ National budgets provide the truest indication of state priorities. The process of allocating scarce resources reveals the Government's highest priorities and identifies their favoured constituents when decision-makers are forced to choose among the policy priorities. Whereas policies and budget guidelines provide standards and set the direction of goals, budgets actually demonstrate political will²⁰.”

A variety of tools exist that can be used to do a gender-responsive budget analysis. And as the process evolves, it also generates new tools and methods. Diane Elson, a leading specialist in this area, has identified some key tools or approaches that facilitate a gender analysis of budgets. These include:

- **Gender-aware policy appraisal**

This is an analytical approach that involves scrutinizing the policies of different portfolios and programmes by paying attention to the implicit and explicit gender issues involved. It questions the assumption that policies are 'gender-neutral' in their effects and asks instead: In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequalities? The approach is useful to assess water policies through a pro-poor and gender-sensitive lens to evaluate who and which sectors are benefiting from the water policy. This tool can also assist in involving women in policy making and implementation.

- **Gender-disaggregated beneficiary assessments**

This approach collects and analyses the opinions of women and men on how current public service delivery meets their needs and how current patterns of public expenditure match their priorities and impact gender relations. The tool can be used to

²⁰ The complete document is available at <http://www.tgnp.co.tz/eagbn-tz.htm>

assess current water and sanitation public services and their relationship to existing budgetary allocations. In cases of water privatization, it can assist in analyzing the implications of pricing policies and their relationship to women's and men's incomes and their access to public services. It can also demonstrate the need for budgetary reallocations for the provision of water services to those who do not have them or are under-serviced. More likely than not the exercise will highlight the lack of services or under servicing of poor women and men, female-headed households, women without title to land, women and men with small land holdings, etc.

- **Gender-disaggregated public expenditure incidence analysis**

Incidence analysis of public expenditure is a useful tool for helping to assess gender distribution of public spending. It can give a sense of how gender-inclusive such expenditures actually are by comparing the distribution of the benefits of public spending on women, men, girls, and boys in general, and in different economic and social categories. The technique is used to compare public expenditure for a given programme, usually with data from household surveys, to reveal the distribution of expenditure between women and men, girls and boys. It can also suggest the gender impact of supposedly gender-neutral budget cuts. A beneficiary analysis of government spending can demonstrate the bias in government spending towards the rich who may have a better access to infrastructure and consume higher quantities of water (e.g. for golf courses, swimming pools or industries), possibly also at a lower cost per litre, as opposed to poor women who consume less water due to their different needs and the lack of access and affordability.

- **Gender-disaggregated revenue incidence analysis**

The manner in which governments raise revenues and the level of revenues raised in relation to the need and demand for public expenditures can have different effects on women and men. Revenue incidence analysis can be used to calculate how much different categories of households and individuals pay in taxes or user fees. Total budgeted revenue can be divided into three categories: (1) direct and indirect taxes, (2) loans and grants, and (3) other revenues such as user fees for government services and inter-governmental income transfers. Governments usually have to borrow money to meet certain conditions before water and sanitation infrastructure is tendered for privatization. One of the problems in paying back these loans through household payments is that equal sharing of income within households is often assumed. This tool is useful in examining loans that the government incurs in terms of privatization of water and sanitation services and their relationship to women's unpaid work in domestic water and sanitation management in the home. It is also a means of distinguishing between women's and men's incomes and payment capacities in cultures where household income is not pooled, but both sexes have their own incomes and payment responsibilities.

- **Gender-disaggregated analysis of the impact of the budget on time use**

Changes in government resource allocation have impacts on the way in which time is spent in households. In particular, cuts in some forms of public expenditure are likely

to increase the amount of time that men and boys and, more frequently, women and girls have to spend in unpaid care work for their families and communities in order to make up for lost public services. Thus, whenever cuts are proposed, the question should be asked: Is this likely to increase the time that women and men spend on unpaid care provision? It has been established without a doubt that millions of women and children spend many hours a day collecting water for consumption, hygiene and sanitation and economic activities within households, and women also spend much time on sanitation. This tool can assist in assessing the impact of expansion or reduction of water and sanitation services on the time use of poor women, men, and children. The time invested or saved has a directed relationship to poor women's options for other activities including income generation. Thus, whenever cuts are proposed, the consequences and impacts for women and men, particularly poor women and men must be calculated and weighed. Priority should be given to ensuring that women do not carry an unfair burden of responsibility in household provisioning. This analysis can make a strong case for water and sanitation services as a priority in Poverty Reduction Strategy Papers (PRSPs).

Box 5: The Tanzania Gender Networking Programme (TGNP)

The TGNP is an example of organizations involved in GRBIs. It is a non-governmental organization which has been engaged in GRBIs since 1997. Its members work in a tripartite coalition that includes government, parliament, and civil society institutions such as universities and other NGOs. With the Ministry of Finance as a key partner they have been working to gender mainstream six sectors of the budget. These include: Health, Education, Agriculture, Water, the Ministry of Community Development, Women's Affairs and Children and Regional Administration and Local Government.

In the water sector, the government of Tanzania privatized the Dar-es-Salaam Water and Sewerage Authority (DAWASA) in 2003. DAWASA was leased to Biwater International of UK for 10-years to manage water supply services jointly with Gauff Ingenieure of Germany. A separate regulatory body, Energy and Water Utilities Regulatory Authority (EWURA) was established in 2001 to take over the role formerly played by DAWASA. Simultaneously, a new Water Policy was launched in March 2003 with the main focus of putting in place an enabling environment for citizens, the private sector, public institutions and other stakeholders to contribute/cost share the costs of water provision and management. This initiative is related to the leasing of DAWASA to the private sector.

As a result of the IMF directives, countries already heavily indebted to Western banks have to borrow more to finance water privatization. In the case of DAWASA this meant that the government had to take out loans of \$145 million for "infrastructure rehabilitation and improvement". The company with the contract will only have to pay \$6.5 million "to cover meters and standpipes." (Mason and Talbot, 2002). While this privatization initiative will clearly further increase the indebtedness of Tanzania its benefits remain to be seen.

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Box 5 continued

According to the TGNP's Mid-Term Expenditure Framework, the following are the main features of the 2003/04 Budget relating to the Water Priority Sector:

- The Water Priority Sector has been allocated Tsh 85.7 billion, of which 17.4 billion is for recurrent expenditures and 68.4 billion for development. The development budget has increased by Tsh 26.8 billion, representing a significant opportunity if the money is utilized for the targeted development activities and actually disbursed on time.
- The sector's funding comes largely from foreign partners. International Financial Institutions have provided \$164.6 for upgrading the water infrastructure. The majority goes to the urban sector. Urban water and sewerage is to receive 8.1 percent and the rural areas are to receive 2.9 percent of the Ministry of Water and Livestock's budget.
- Much of the loans will be directed to support the private company that is taking over for DAWASA. It is questionable whether using loans to do what privatisation cannot do is sustainable.
- A limited safety net was built into this year's Budget to protect the poorest of the poor. Poorest families are to receive 5,000 litres per month without being charged (Minister of Water and Livestock 2003). This measure is too new to know its impacts and needs to be monitored during the implementation process to see who will gain or lose, and if the safety net is sustainable. Civil society organizations continue to question the privatisation of water. They see safety nets as a palliative or gap filling exercise for short-term gains.
- The Mid-Term Expenditure Framework (MTEF) preparatory processes of the Ministry of Water and Livestock has progressively become more gender responsive (c.f. Public Expenditure Report (PER) Water Study, Stakeholders Analysis and planning processes). However, gender responsiveness is not reflected in the budget priorities, since the targeted allocations are still not disaggregated enough to show who will benefit and who will lose.
- The budget allocation and documentation is in need of improvement so that anticipated impacts for poor women and men are clearly displayed. The NGO has called for effective poverty and gender disaggregation of data and impacts.
- Livestock has recently been transferred to the Ministry of Water, and therefore is part of the Water Sector. It is important to trace how this new area is supported. The Livestock policy directs that every local council is to allocate not less than 15 percent of its income to livestock development. Livestock related programmes need to be monitored to ensure that they are not a neglected sub-vote within the Ministry since this is also an area essential to the basic health and welfare of poor men and women.

Source: TGNP <http://www.tgnp.co.tz/eagbn-tz.htm>

Case 4: Implementation the Beijing Declaration on gender in decision-making

The Beijing Platform of Action from the Fourth World Conference on Women in 1995, Section G states that:

"Achieving the goal of equal participation of women and men in decision-making will provide a balance that more accurately reflects the composition of society and is needed in order to strengthen democracy and promote its proper functioning. Equality in political decision-making performs a leverage function without which it is highly unlikely that a real integration of the equality dimension in government policy-making is feasible. In this respect, women's equal participation in political life plays a pivotal role in the general process of the advancement of women. Women's equal participation in decision-making is not only a demand for simple justice or democracy but can also be seen as a necessary condition for women's interests to be taken into account. Without the active participation of women and the incorporation of women's perspective at all levels of decision-making, the goals of equality, development and peace cannot be achieved"²¹.

The above quote from the Platform of Action speaks eloquently to what needs to be done in the water sector to promote women's and men's equal participation in decision making and integrated water resources development and management. Implementation is addressed in strategic objectives G.1 and G.2 of the Platform of Action. They outline steps to be taken by governments, political parties, civil society organizations, international bodies and the United Nations to achieve equal participation of women in decision-making. They are increasingly implemented as part of decentralization and devolution of national government functions to lower tiers of government and through the election of greater numbers of women to political office, including in countries instituting quota systems. The following studies bring data from rural and peri-urban communities located in India, Colombia and South Africa.

Impact of gender balance in decision-making: West Bengal, India

A study by Kabeer (2003) comparing budgetary allocations in village councils in West Bengal, India found that councils led by women were more likely to invest in public goods that had practical relevance to the needs of rural women such as water, fuel and roads. Male-led councils were more likely to invest in education. These effects were consistent with gender differences in expressed policy priorities.

However, women's main preoccupations were also important issues for men. If both male and female expressed preferences were combined, drinking water and roads were the most important issues. While villages with female leadership were more likely to be visited by health workers, male leaders invested more in informal education centres and expressed greater concern about teacher absenteeism.

²¹ Beijing Platform of Action. <http://www.un.org/womenwatch/daw/beijing/platform>

The other important finding was that other women were more likely to participate in local councils when they were led by a woman, more likely to ask a question and significantly more likely to have made a request or complaint in the past six months. Moreover, the fact that women in the reserved seats came from poorer backgrounds and smaller villages than men suggests that such efforts at the local level can help to change the gender and class/caste composition of key policy-making bodies (Kabeer, 2003:189).

Impact of gender balance in decision-making: El Hormiguero, Colombia

A similar experience from the low income urban settlement of El Hormiguero, Colombia underlines the different and positive impact that poor women in political office can make in the lives of poor women in the community. The women in El Hormiguero decided to organize themselves to address the poor quality of their living environment and the lack of services in their community. In an organizing and community building process of many years, the women decided to join the formal government recognized organizations like the Community Action Board²² and proposed Nelly Guapacha as a candidate. Nelly began as the secretary of the Board. She was president for several terms and currently is also the president of the Local Administration Board²³, which represents the centre and the zones. Of this new situation, Nelly comments: "We thought that if I was on the Community Board, we could have more support, and we got more involved in it. At that time, the Community Board was in the hands of men but the community's flag had been lost, the Board's books had been carried away by the river, materials arrived to build dressing rooms at the football field had disappeared. People saw cement arrive, but it was never seen again, the toilets were planned, but never constructed". Men showed little ability to manage and carry out these projects.

Women joining the Community Action Board marked the beginning of a different management style. Nelly comments that, "before, the little money that came was divided into some for Cauca Viejo, some for Cascajal, some for El Hormiguero [three different settlements]; instead we decided to reach an agreement and see where the work was most necessary". In this manner, a significant amount of cash was allocated to substantive works required rather than disbursing funds to little, little, projects (Garcia and Bastidas, 2003:7-8).

²² Community Action Boards are officially recognized and required community governance organizations at the *vereda* (neighbourhood) level.

²³ Local Administrative Boards are officially recognized and required community governance organizations at the *corregimiento* (district) level.

Conclusion

This TOP began by identifying some key concepts about gender and gender mainstreaming and setting out the relevance of a gender-sensitive and pro-poor approach for development in general and the water sector in particular. Additionally, the first chapter posits that improvements in the water sector are an integral part of international commitments to poverty eradication and sustainable development, and that other development targets, such as those on the elimination of hunger, the reduction of child mortality and equal access to education are closely related to gender-sensitive and pro-poor approach in the water sector.

The paper then raised questions about the need for mainstreaming gender and water/water related development, referring to the national economic statistics and to water policies, legislation and institutions. Chapter 2 raised key issues in these areas and brought together examples and case studies from different countries which demonstrate that it is possible to successfully integrate gender perspectives in policies and institutions.

The importance of gender mainstreaming in water related programme and projects was emphasised in Chapter 3, using of a generic planning cycle and raising gender issues relevant to each stage of the cycle. Additionally, the chapter pointed at the negative impacts on programmes and projects of ignoring gender relations and realities and at the positive outcomes of taking these into consideration. Case studies from the literature from numerous countries illustrated both the negative and positive approaches and implications.

Much of the later part of the paper provided a selection, in Chapter 4, of well-trying and tested approaches, methods and tools. They can assist water sector policy makers and practitioners to mainstream gender and gender approaches in policies and programmes of a number of water sub-sectors. Additional resources and tools are identified in the TOP Resources section.

Additionally, Chapter 5 presents four longer case studies, with some sub-cases, that illustrated new and innovative approaches to a water sector that is pro-poor and gender equal.

However, as the practice of gender mainstreaming in the water sector is still nascent, it is also important to identify areas requiring additional research.

Areas for additional research

The Gender and Water Alliance refers to the Beijing Platform of Action which recommends the development of gender-sensitive databases, information and monitoring systems and participatory action-oriented research, methodologies and policy analyses, with the collaboration of academic institutions and local women researchers, on the following (www.un.org/womenwatch/daw/beijing/platform/):

-
- Knowledge and experience on the part of women concerning the management and conservation of natural resources for incorporation in the databases and information systems for sustainable development;
 - The impact on women of environmental and natural resource degradation, deriving from, inter alia, drought, poor quality water and desertification;
 - Analysis of the structural links between gender relations, environment and development, with special emphasis on particular sectors, such as ...fisheries, water resourcesand sanitation;

It also recommends more research in several other subject areas:

- *Privatization and its impacts on poor women and men*
Recognizing the World Bank and corporate sector push for privatization of services and the increasing poverty in the world, it would be important to do some specific research on the implications of privatization of water services on poor women and men. What is happening to their access to water sources? To their access to water services? What is the relationship of cost to accessibility? Who pays for water? The women, the men or is water paid for jointly? What happens to poor women and men when they cannot afford to pay for water? What are the implications of water cut offs? Who is accountable to the poor when private sector companies cut off water?
- *Influence of location and scope of programmes*
The report points out that more research is needed on the differential amounts of water needed to meet gendered needs of populations. Differential water needs of men, women and children in different climatic zones and in different water cultures have implications for design parameters and water allocation, distribution and pricing policies. Different amounts of domestic water are also needed for all primary uses in households, including for small scale enterprises and domestic production of women and men. The rapid urbanisation necessitates more (action) research on how to effectively implement gender-sensitive and pro-poor livelihood approaches in water and sanitation programmes in low income urban areas that are either large, or can be replicated at increasing scales. Urbanisation also means feminisation of poverty: in Latin America, where urbanisation has progressed the farthest (75% of the population is now urban) the majority of households in poor urban areas are women headed (<http://www.worldwatercouncil.org/Vision/Documents/GenderBackgroundPaper.pdf>).
- *Constraints and stimuli to meet women's needs for sanitation*
Access to improved sanitation greatly lags behind that of safe water supply, in spite (or perhaps also because?) of its being a priority area of women. Policy and local research can give insight into the factors which stimulate policy makers to initiate more, and more effective sanitation programmes and make more men in communities finance, but also use latrines and help maintain hygiene.
- *Gender friendly school sanitation*
In school sanitation programmes, more research is needed into the requirements for and impacts of girl and women friendly latrines. School latrines are not always adjusted to the needs of adolescent girls and female teachers. There is also evidence that latrines, if not properly designed, located and supervised, can become places of

harassment, intimidation and misuse, sexual or otherwise, between members of stronger and weaker groups, such as older and younger students of the same sex and male teachers and student girls (GWA, 2003).

- *Gender indicators that cut across water sub-sectors*
There is a growing awareness that segmentation of water sub sectors (water for agriculture, domestic uses, industries, nature, etc.) has been introduced by outsiders is artificial. Local populations use water resources holistically, but different groups have different uses and interests. Projects and programmes are seldom designed and managed for such multi-purpose and differentiated uses within communities and households. Hence, "in researching potential indicators for inclusion in this database, it was found that whilst many indicators dealt with the discreet issues listed above, (Gender, Water for Nature etc.), none dealt with the overlap" of both gender and water/sanitation" (GWA 2003: 87)

Research needs identified by the International Water Management Institute (IWMI) in Sri Lanka that are related to gender and water focus on two major fields
(<http://www.iwmi.cgiar.org/policy/>):

- studying and proposing "best institutional and policy practice" for water management in developing countries;
- creating a lasting network of institutional policy research groups to drive change.

The work of IMWI focuses especially on developments in China, India, Pakistan and South Africa and has the following objectives (emphasis added):

- To understand, through systematic comparative research, the institutional arrangements and policy frameworks that have the highest potential to improve the productivity of water in ways that promote livelihoods for poor men and women, and environmental sustainability;
- To identify, test and evaluate research-based guidelines for water policy reform that lead to more effective management of water in river basins. The avenues explored will include organizational options and roles and support systems for the local management of irrigation.
- To test and validate the application of internationally established best practices so that they are effective in the regional and sub regional contexts

The International Foundation for Science (IFS) in Stockholm supports young developing country scientists who have the potential for becoming the future research leaders and lead scientists in their nations. The criteria for eligibility of IFS support stipulate that the scientist must be young, at the beginning a research career and from a developing country, where the research is conducted.

Gender is an important issue and it is appreciated when woman researchers are applying. In its document "IFS strategy for Strengthening Capacity for Water Resources Research in Developing Countries", IFS states that it supports research related to gender perspectives on water in a number of ways

(<http://www.ifs.se/Docs/IFS%20WaterResourcesResearch.pdf>):

- Make women a central part of the water agenda, by (1) acknowledging women's involvement in economic production and (2) Secure a balanced allocation of water for household needs
- Increase the number of women scientists by facilitating their possibilities to have scientific careers.
- Enhance communication with women stakeholders, by (1) ensuring that communication takes place with both women and men community representatives and (2) taking up issues of public acceptance of women

Support for strengthen the capacity for water resources research targets nine research fields included in water for livelihood, water for agriculture and social and economic dimensions:

- Water for livelihood
 - i) Safe drinking water
 - ii) Sustainable sanitation
 - iii) Pollution abatement
 - iv) Water treatment
- Water for agriculture
 - v) Rainfed agriculture and rainfall harvesting
 - vi) Use of low-quality irrigation water
 - vii) Micro-irrigation technologies
- Social and economic dimensions of water resources management
 - viii) Sustainable management of water resources
 - ix) Gender perspective on water

"Household water provision is still a female responsibility in many societies, especially in the rural areas; moreover, women often have the first-line responsibility for the maintenance of family health. This means that women have a special interest in having access to convenient, reliable and safe water resources close to the homestead as well as having an interest in water and sanitation. Women also have pressing needs for water to enable them to engage in economic production, whether in agriculture, in enterprise, or in other income-generating areas¹³. It is not enough to just integrate women's concerns, they must become a central part of the water agenda. For example it can be assumed that it makes good economic sense, from an efficiency perspective, to ensure that female farmers and small-scale entrepreneurs have the same access to water as male farmers. By accepting men as spokes-people for the entire community, donors and government planners have reduced the number of actors who have a stake in decision-making related to water-resource management" (p. 16).

The implementation gap

Even though there are some strong commitments and some excellent resources to enable gender mainstreaming in the water sector(s), actual implementation and impact on the “ground” appears to be limited. “Resources” refers to enabling materials such as guidebooks, checklists, “how-to” books, policy guidelines, etc. Much of the evidence of there being “little movement on the ground” to translate policy to action is, however, anecdotal. There is a need to identify, analyze and or create empirical data that can allow clarification and demonstration of the problem and identify steps to remove the bottlenecks between commitments and action.

TOP Methods and Tools for Gender Mainstreaming

This chapter outlines a selection of approaches, methods and tools for gender mainstreaming in the water sector. After an overview of the resources available for gender and gender mainstreaming in the water sector, the chapter looks, in particular, at two sets of resources: (1) resources for gender mainstreaming in legislation, policies and institutions, and (2) resources for gender mainstreaming in drinking water and sanitation programmes and projects as well as projects and programmes concerning water and the environment, natural resources and irrigation. In addition to the material presented and reviewed in this chapter, more methods and tools are available in the section with TOP resources.

Gender and gender mainstreaming

Gender Perspectives on Sustainable Development: Briefing Notes

The Division for Sustainable Development of the United Nations Department of Economic and Social Affairs, in collaboration with the Office of the Special Adviser on Gender Issues and the Division for the Advancement of Women, has produced a set of briefing notes on gender and sustainable development. The 4-page briefing notes were developed to cover some of the areas in sustainable development where lack of knowledge and capacity on relevant gender issues and how to address them hindered adequate attention to gender perspectives. The set includes five briefing notes, focusing on gender perspectives in sustainable development, freshwater resources, energy (which includes hydropower), forestry and environmental sustainability of small island states, which face specific problems in the sustained availability of freshwater.

Available From: Division for Sustainable Development (<http://un.org/esa/sustdev/>) Office of the Special Adviser on Gender Issues and the Advancement of Women (<http://www.un.org/womenwatch/>) Division for the Advancement of Women (<http://un.org/womenwatch/daw>)

Gender Training Tool Kit. German Technical Cooperation. Self-help Fund Project. (1998)

This toolkit provides guidelines for participatory gender sensitization training, outlining key concepts in raising gender awareness. The premise upon which the guidelines are based is experiential learning. The toolkit incorporates different techniques, exercises, and games, often utilizing handouts, and prompts people to learn by analyzing and reflecting on their experience. It includes tools for gender sensitization, and for gender sensitive project planning.

Available From: <http://www.genie.ids.ac.uk/docs/gtz/Gen.trng.fin.doc>

Beyond Rhetoric: male involvement in gender and development policy and practice. Gender Training with Men.

A collection of articles on reflections and pointers on gender training for men. The experiences include many different countries and cultures.

Available From: <http://www.brad.ac.uk/acad/dppc/gender/mandmweb/seminar5.html>

UNDP Gender Mainstreaming Learning and Information Packs

Although these Information Packs are meant to be resources for self-training, and for use in workshop situations devoted to gender mainstreaming, they can also be incorporated into workshops on other topics, to strengthen their potential for gender mainstreaming. Each Information Pack contains summary information, along with speaker's notes, handouts, exercises, further reading and linkages to relevant Internet resources.

Available From: http://undp.org/gender/capacity/gm_info_module.html

Mainstreaming Gender In Water Resources Management: Why and How. Background Paper for the World Vision Process. World Water Vision. October 1999.

The paper discusses why a gender approach is essential in the development of effective, efficient and sustainable water systems and strategies, with examples from initiatives in different countries. The paper has simple guidelines for putting a gender approach into action - at the global, international, national/institutional, and project/local/community levels.

Available From: World Water Vision Unit - World Water Council c/o UNESCO, Division of Water Services 1, rue Miollis 75015 Paris, France.
[www.http://iiav.nl/knowhow/water.html#listserv](http://iiav.nl/knowhow/water.html#listserv)

A Gender Perspective in the Water Resources Management Sector: Handbook for Mainstreaming. Helen Thomas, Johanna Schalkwyk & Beth Woroniuk, (Prepared in close cooperation with the Department for Natural Resources and the Environment), Swedish International Development Cooperation Agency, Publications on Water Resources, No. 6, 1996.

This handbook aims to develop awareness, commitment and capacity for integrating gender perspectives into water resources management. It includes an analysis of linkages between gender equality and water resources, to guide sector analysis and policy development and help to set concrete measurable goals, and guidance for mainstreaming gender in different parts of the planning cycle (sector analysis, project formulation/appraisals, annual review and evaluations).

Available From: Swedish International Development Cooperation Agency, 105 25 Stockholm, Sweden. E-mail: info@sida.se

Gender mainstreaming in legislation, policies and institutions

Gender-Based Analysis: A guide for policy-making. Status of Women, Government of Canada, 1996.

This simple, short and useful guide describes the methodology involved in undertaking gender analysis for policy.

Available From:

http://acdicida.gc.ca/cida_ind.nsf/8949395286e4d3a58525641300568be1/a09305fd3bfc0784852568fc0067579f?OpenDocument#8

Gender Manual: A Practical Guide for Development Policy Makers and Practitioners. Helen Derbyshire, Social Development Division, DFID, UK, 2002.

The manual is designed to help non-gender specialists in recognizing and addressing gender issues in their work. It focuses on the processes of gender mainstreaming which are similar in all sectoral and regional contexts, and also similar, in some instances, to other processes of social development and organizational change.

Available From: http://www.dfid.gov.uk/Pubs/files/gender_manual.pdf

How to do a gender-sensitive budget analysis: Contemporary research and practice. Budlender, Debbie and Rhonda Sharp with Kerri Allen. AusAID and Commonwealth Secretariat. Canberra, 1998.

Available From: <http://thecommonwealth.org/gender/index1.htm>

A Quick Guide to Gender Mainstreaming in Finance. Gita Sen. Commonwealth Secretariat, 1999.

Available From: http://unifem.undp.org/economic_security/macro_gender.html

Gender Budgets Make Cents: Understanding Gender-Responsive Budgets, 2002, and Gender Budgets Make More Cents, 2002.

The Commonwealth Secretariat has been involved in issues of gender mainstreaming, gender equity and gender and macro-economic issues for many years. Their web site has a wealth of information on these subjects including on GRBIs. The books mentioned above and others are available from them.

Available From:

<http://www.thecommonwealth.org/gender/htm/whatwedo/activities/macroeconomic/budget.htm>

UNIFEM's Programme on Women's Economic Security and Rights.

Amongst other activities, this Programme has done extensive work on GRBIs.

Additional information available From: http://www.unifem.org/index.php?f_page_pid=19

A Guidebook on Gender Mainstreaming. How Far Have We Gone? National Commission on the Role of Filipino Women, Manila and the Canadian International Development Agency, 2002.

This guidebook is aimed primarily to help the agencies' Gender and Development (GAD) Focal Points, members of their technical working groups and other related GAD committees do their mainstreaming work. It presents the gender mainstreaming evaluation framework (GMEF) which can be used to track their progress and provides them with a holistic view of the gender mainstreaming process. It is also useful to technical people (e.g. planners, monitors, evaluators and analysts) who have a basic knowledge of GAD concepts.

Available From: The National Commission on the Role of Filipino Women.
<http://www.ncrfw.gov.ph/publication/publication.htm>

Gender Scan

Gender Scan is a new tool that is a starting point for organizations implementing an internal change or strategic planning process or both, with regard to gender mainstreaming. It offers a step-by-step approach for an institutional self-assessment and includes a case study of its application.

Available From: <http://www.streamsofknowledge.net/toolbox4.html>

SNV Participatory Gender Audit, By the Gender & Development Training Centre. 2000.

This participatory gender audit is a self-assessment methodology for SNV Netherlands Development Organization programmes that focuses on improving the organization's performance with respect to gender equality and women's empowerment. Its aim is to help participants learn to assess their work, their functioning, and their collaboration with others, as well as to find ways to improve and contextualize what they are doing. This process can lead to proposals for change, thereby translating learning into action. Unlike a regular evaluation, the participatory gender audit is based on self-assessment and not on external evaluation.

Available From: http://snvworld.org/gender/snv-documents_1.htm. Also in French and Spanish.

First ILO Gender Audit

The International Labour Office (ILO) began conducting its first Gender Audit beginning in October 2001 through April 2002. Using a participatory and self-assessment approach to promote organizational learning about gender mainstreaming, the main objective of the

audit was to promote organizational learning at the individual, work unit, and Office levels on how to effectively implement gender mainstreaming in the policies, programmes and structures of the Secretariat of the ILO.

Available From: <http://ilo.org/public/english/bureau/gender/newsite2002/about/audit.htm>

A Quick Guide to Using Gender-Sensitive Indicators. Tony Beck, Commonwealth Secretariat, 1999.

This guide is designed to assist the user in the selection, use and dissemination of gender-sensitive indicators at the national level. It should be of particular use to governments that are establishing and using a Gender Management System and/or developing a national data base on gender-sensitive indicators as well as NGOs, women's groups, professional associations, the academic community and others interested in promoting gender equality.

Available From: <http://thecommonwealth.org/gender/index1.htm>

Gender mainstreaming in programmes and projects

Development Projects in General

A large proportion of the considerable amount of work done so far to incorporate gender concerns into development projects and programmes concern specific tools as part of larger methodologies such as Participatory Rapid Appraisal. The following are participatory methodologies with a wide menu of specific tools that can be used to highlight and focus on gender issues in all types of development projects.

Gender- Sensitive Participatory Rapid Appraisal (PRA)

PRA methods form the basis of many other participatory 'tool kits'. One definition of PRA is "a family of approaches, methods and behaviours that enable people to express and analyse the realities of their lives and conditions, to plan themselves what action to take, and to monitor and evaluate the results." PRA methods include mapping, seasonal calendars, flow diagrams, and matrices or grids, scored with seeds or other counters to compare things. Numerous practitioners have warned that PRA methods can be gender blind. Specific efforts are needed to ensure that they take gender differences and inequalities into account.

Available From: Institute for Development Studies, Sussex, U.K.
<http://ids.susx.ac.uk/ids/publicat/briefs/brief7.html>

Qualitative Information Appraisal (QIA): A. J. James, Leonie Postma and Corine Otte, December 2003.

The QIA is a flexible system to capture and using qualitative information for either one-time appraisal of qualitative issues (especially related to gender, poverty, participation and project sustainability) in project planning and implementation or for continuous monitoring

and adaptive management of on-going projects. It comprises a Quantified Participatory Assessment (QPA) with Stakeholder Meetings and Action Planning Reports that can be carried out at different stages of the project management cycle, to produce MIS and GIS compatible data in large-scale projects. It was developed from the Methodology for Participatory Assessments (MPA) (see under Gender-sensitive assessment, monitoring and indicators below)

Available From: IRC International Water and Sanitation Centre, P.O. Box 2869, 2601CW Delft, The Netherlands. Tel: +31 15 2192949; Fax: +31 15 2190955. Email: postma@irc.nl

Gender-Sensitive Methods and Tools for water and sanitation projects and programmes

ADB Gender Checklist for Water and Sanitation

This publication (also available online) starts by discussing why gender is important in water supply and sanitation projects, and goes on to list key questions and action points in the project cycle, and to explain gender analysis for project design to a policy dialogue.

Available From:

http://www.adb.org/Documents/Manuals/Gender_Checklists/Water/default.asp While the downloadable (pdf) version is free, hard copy orders carry a shipping charge.

Navigating Gender: A framework and a tool for participatory development by Arja Vainio-Mattila, Published by Ministry for Foreign Affairs, Department for International Development Cooperation, Helsinki, Finland (1999)

This manual assists in applying the often-theoretical understanding of gender issues in practical work. It includes key concepts and definitions, as well as introductions to alternative gender analysis frameworks. Using a case study, it illustrates the use of these frameworks for analyzing programme preparing, implementing or evaluating. It can be used both as an individual study guide, and as a basis for discussion in groups.

Available From: http://global.finland.fi/julkaisut/taustat/nav_gender/index.html

Mainstreaming Gender in Water Management: A Practical Journey to Sustainability. UNDP, 2003

This extensive guide includes a useful section on gender mainstreaming within the Project Cycle.

Available From: <http://www.undp.org/water/genderguide/>

Abstracts on Women, Water and Sanitation. IRC International Water and Sanitation Centre.

This is an annual annotated listing of new publications and resources (journal articles, books, research publications and reports) that goes beyond sanitation issues and also

covers information on gender and irrigation, urban water supply, and demand- responsive water supply. From 1998 it has become a web-based resource.

Available From: <http://www.irc.nl/products/publications/ajw/index.html>

A Manual on Mainstreaming Gender in Water, Environment and Sanitation (WES) Programming. The United Nations Children's Fund (UNICEF), Water, Environment and Sanitation Technical Guidelines Series, No. 4, 1998. (Document No. UNICEF/PD/WES/98-4)

This manual presents gender policies and strategy frameworks based on UNICEF principles, details current issues in WES programmes and illustrates how gender issues relate to the sector using case studies, best practices and lessons learnt.

Available From: UNICEF, 3 United Nations Plaza, TA-26A, New York, NY 10017 USA.
email: wesinfo@unicef.org

World Bank/Water and Sanitation Program Toolkit for Gender in WatSan Projects

This webpage provides some checklists of important gender issues to consider when developing projects and sectoral programs. It also has indicators and checklists to help address key gender issues throughout a project cycle. Additional resources including briefing notes on Gender and Development, Toolkits, GenderStats, and training material are provided as weblinks and downloadable (pdf) files.

Available From: <http://www.worldbank.org/gender/resources/checklist.htm>

Gender and Water Supply and Sanitation: Guiding Questions Working Paper. Ministry of Foreign Affairs, Danish Agency for Development Assistance (Danida/S.Q.), 1999.

This document provides 'guiding questions' for the water supply and sanitation sector, including, health and hygiene promotion, and water resource assessment and promotion. It contains questions, actions and examples to include gender dimensions into various topics, including key areas in programme planning and implementation and in monitoring and evaluation.

Available From: UM Information Office, Ministry of Foreign affairs, Asiatisk Plads 2, 1448 Copenhagen. E-mail: info@um.dk

Women, Water and Sanitation: A Guide to the Main Issues and Existing Resources. Water and Sanitation Sector, The Canadian International Development Agency (CIDA), prepared by Hilary Syme, 1992.

An extensive resource that looks at main issues and options for women's participation in water and sanitation projects, with a list of resources available.

Available From: The Canadian International Development Agency, 200 Promenade du Portage, Hull, PQ K1A 0G4 Canada. Email: info@acdi-cida.gc.ca

Working with Women and Men on Water and Sanitation: An African Field Guide.

International Water and Sanitation Centre, Occasional Paper Series, 1994.

This field guide defines concepts and then works through the programme planning cycle. Concepts discussed include Gender, Gender awareness, Gender policy, Partnership, Integrated water supply projects, Environmental problems and Sustainability. The Guide looks at the general stages of a water supply and sanitation project and offers concrete suggestions to involve women and men and ensure their needs and perspectives are included. The document was produced in Africa and was developed through a process that explicitly aimed to draw on the experiences and expertise of Africans. Concrete examples from various countries are provided.

Available From: IRC International Water and Sanitation Centre, P.O. Box 2869, 2601CW Delft, The Netherlands. Tel: +31 15 2192949; Fax: +31 15 2190955. <http://irc.nl>

Gender Issues Sourcebook for the Water & Sanitation Sector. Prepared by Wendy Wakeman, UNDP-World Bank Water & Sanitation Program on behalf of the Working Group on Gender Issues of the Water & Sanitation Collaborative Council, June 1993.

This contains a number of tools to assist implementation of gender-sensitive water and sanitation projects, including guidelines, checklists, sample terms of reference, and participatory methodologies for use at the community and agency level.

Available From: <http://wsp.org/English/index.html>

Gender-sensitive assessment, monitoring and indicators

Methodology for Participatory Assessments (MPA), IRC International Water and Sanitation Centre and Water and Sanitation Program (WSP), Washington.

A participatory methodology developed to collect gender-aggregated data to evaluate gender and poverty sensitivity, demand responsiveness, participation with empowerment and sustainability of water supply and sanitation projects. It uses participatory tools such as social mapping, wealth ranking, card scoring, matrix voting, pocket voting and focus group discussions, to collect information on qualitative issues such as demand responsiveness of the project, poverty and gender-sensitivity of project operations, participation and empowerment of women. It then converts this information into numbers using descriptive ordinal scoring systems.

See: Mukherjee, N. and Wijk van, C. (2003). Sustainability planning and monitoring in community water

supply and sanitation : a guide on the methodology for participatory assessment (MPA) for community-driven development programs. Washington, DC, USA, World Bank. vii, 157 p. : boxes, fig., tabs. Includes references <http://www.wsp.org/pdfs/mpa%202003.pdf>

Available From: The World Bank, 1818 H Street, NW Washington, DC 20433, USA, Tel: (202) 473-3752 Fax: (202) 522-3237, and IRC International Water and Sanitation Centre, P.O. Box 2869, 2601CW Delft, The Netherlands. Tel: +31 15 2192949; Fax: +31 15 2190955 general@irc.nl

NEWAH Participatory Assessment, James, A.J., Michelle Moffat and Raju Khadka, Dec 2003.

The MPA has been adapted for use in rural water supply, sanitation and hygiene projects in Nepal by a national-level NGO in Nepal called Nepal Water for Health (NEWAH), and termed the NEWAH Participatory Assessment (NPA).

Available From: IRC International Water and Sanitation Centre, P.O. Box 2869, 2601CW Delft, The Netherlands. Tel: +31 15 2192949; Fax: +31 15 2190955. Email: postma@irc.nl or Nepal Water for Health (NEWAH), Post Box 4231, Lohsal, Maharajgunj, Kathmandu, Nepal, Tel: (+977 1) 4 377 107-8, Fax: (+977 1) 4 370 078; Email: gap@newah.org.np

Integrating a Gender Dimension into Monitoring & Evaluation of Rural Development Projects - World Bank, 2001

Provides an in-depth overview of the issue, its implications and the questions and steps to consider for gender-sensitive monitoring and evaluation.

Available From: <http://www.worldbank.org/gender/resources/rdvtoolkit.pdf>

Guide to Gender-Sensitive Indicators – Canadian International Development Agency (CIDA)

An extensive guide on the issue, its history and evolution, its implications and how to develop gender-sensitive indicators for the organization as well as the project level.

Available From: http://www.acdi-cida.gc.ca/cida_ind.nsf/8949395286e4d3a58525641300568be1/7b5da002feaec07c8525695d0074a824?OpenDocument

Measuring Performance: Guide to gender-sensitive indicators. UNESCO

Provides a brief overview of the essential characteristics of indicators and the difference between quantitative and qualitative indicators.

Available From:

http://portal.unesco.org/en/ev.php@URL_ID=11485&URL_DO=DO_TOPIC&URL_SECTION=201.html

An extensive list of tools on statistics and indicators on gender issues offered by various United Nations bodies.

Available From: <http://www.eclac.cl/mujer/proyectos/perfiles/inventory1.htm>

Environment and Natural Resources

Although the term 'natural resources' includes water resources, the focus of natural resource management projects is more on understanding the links between different resources, their use and resultant development issues. The often different roles and interests of women and men from different economic and social strata is important in natural resource use, especially in sustaining livelihoods of poor people, given the threats to livelihoods posed by resource over-exploitation.

Women and Natural Resource Management: The Overview of a Pan-Commonwealth Training Module. Commonwealth Secretariat, London, 1996, 67 pp.

This document focuses on issues and strategies to promote the role of women in environment and natural resource management. It has a section on gender, the environment and sustainable development, case studies, and a bibliography.

Available From: Women, Ink. <http://womenink.org>

Environment Sector Guide Questions, Guide to Gender and Development. Produced by AusAID, 1997.

This four-page section of a longer guide on gender and development outlines guiding questions for "key areas of concern" for the design and monitoring of initiatives in the environment sector.

Available From: <http://ausaid.gov.au/publications/general/other/gendrdev.pdf>

A Manual for Socio-Economic and Gender Analysis: Responding to the Development Challenge. Thomas-Slayter, Barbara; Rachel Polestico, Xavier; Andrea Esser; Octavia Taylor; and Elvina Mutua, Tototo Home Industries, Kenya, the Philippines University, October, 1995.

This manual is based on the socio-economic and gender analysis (SEGA) approach, which is an approach to development based on an analysis of the socio-economic factors and participatory identification of women's and men's priorities and potentials. SEGA aims to sensitize practitioners to visualize the interconnected processes of environment, social and economic change and to clarify the relevance of social factors (such as class, caste, gender, age, ethnicity and religion) in determining access to and control over resources. Such an understanding of the relationships among people, social structures, and resource bases, makes it easier to work with communities to change the conditions that hinder their development.

Available (at a price) from: Clark University, IDCE Graduate Program 950, Main Street, Worcester, MA 01610, Tel: 508-793-7201, Fax: 508-793-8820, Email: idcepub@clarku.edu, <http://clarku.edu/departments/idce/publications.shtml>

IUCN Pakistan Strategic Gender Action Plan

IUCN Pakistan recognizes gender equity as an integral element for conservation and sustainable development and is committed to ensuring that gender is an inherent factor in all its programmes and projects. Consequently, gender integration and sensibilization are important factors in its mandate. The ultimate goal is the equitable involvement of men and women in the management of natural resources.

Available From: IUCNP Gender action plan revised.doc

Irrigation and other productive uses

Gender issues in irrigation, traditionally a male-dominated sector, include not only a need to provide greater institutional, economic and political space for women's concerns, but also a greater recognition of the largely unpaid role played by women in irrigated agriculture. This traditional social attitude of 'blindness' to the role of women is unfortunately reflected in a lot of development project planning and implementation, and needs to be corrected.

Socio-economic and Gender Analysis Programme: SEAGA Sector Guide: Irrigation. Food and Agriculture Organization (FAO) and the International Labour Organization (ILO).

The Sector Guide Irrigation addresses application of SEAGA to the irrigation sector, and is part of a larger SEAGA Package, which includes three Handbooks that describe specific tools for use at different levels (the field level, the intermediate level and the marco-level and). All three handbooks draw upon the concepts and linkages detailed in the 'SEAGA Framework and Users Reference'. The purpose of this SEAGA guide in Irrigation (see 12 above) is to support participatory planning of irrigation schemes and the integration of socio-economic and gender issues in the planning process. The ultimate aim is to improve irrigation scheme performance, while strengthening the position of rural women and disadvantaged groups.

Available From: <http://fao.org/sd/seaga/Segirr01.htm>

Gender- Sensitive Irrigation Design. F. Chancellor, N. Hasnip and D. O'Neil (and others), developed by HR Wallingford under contract to the Department for International Development (DFID), United Kingdom, 2000.

This collection of six reports contains detailed findings of a research project on smallholder irrigation in southern Africa, aiming to improve smallholder irrigation through a more gender-sensitive design and operation. It also explores gender-based constraints and

opportunities in existing irrigation developments and suggests strategies to reduce negative impacts and enhance the positive ones.

Available (at a price) from: HR Wallingford Ltd., Howbery Park, Wallingford, Oxon, OX10 8BA, UK. <http://hrwallingford.co.uk>

Irrigation in the Andean Community: A Social Construction. Rutgerd Boelens and Frédéric Apollin, Distributed by the International Water Management Institute (IWMI). This training kit (with video) includes details of inclusive planning of a technical irrigation projects, and provides insights into participatory processes used in gender-balanced, community-based rural development.

Available From: iwmipublications@cgiar.org Also in French and Spanish.

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About IRC

IRC facilitates the sharing, promotion and use of knowledge so that governments, professionals and organisations can better support poor men, women and children in developing countries to obtain water and sanitation services they will use and maintain. It does this by improving the information and knowledge base of the sector and by strengthening sector resource centres in the South.

As a gateway to quality information, the IRC maintains a Documentation Unit and a web site with a weekly news service, and produces publications in English, French, Spanish and Portuguese both in print and electronically. It also offers training and experience-based learning activities, advisory and evaluation services, applied research and learning projects in Asia, Africa and Latin America; and conducts advocacy activities for the sector as a whole. Topics include community management, gender and equity, institutional development, integrated water resources management, school sanitation, and hygiene promotion.

IRC staff work as facilitators in helping people make their own decisions; are equal partners with sector professionals from the South; stimulate dialogue among all parties to create trust and promote change; and create a learning environment to develop better alternatives.

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