



RESOURCE GUIDE

Mainstreaming Gender in Water Management





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Foreword

Throughout the developing world, the water and gender scenario is all too familiar: women labour to provide water for household needs while men make decisions about water resources management and development at both local and national levels. We believe projects, programmes and policies that address gender inequalities will enhance both water resources management and human development opportunities for both men and women.

In many cases the analysis of gender perspectives in relation to water resources must be context-specific. Productive versus domestic use of water, women's and men's access to and control over water, and land, credit and extension services are examples of issues that need to be addressed. The now abundant literature about gender relations in water management has been inventoried for easy access by all users. In the process, many valuable resources have been identified and compiled. But gaps in information have also emerged, showing the need for further research in this sector.

The initial UNDP Resource Guide for Mainstreaming Gender in Water Management was launched during the 3rd World Water Forum in Kyoto in 2003. The feedback received since then has shaped this second, totally revised version introduced in March 2006 during the 4th World Water Forum in Mexico. The new edition is available in four languages: English, French, Spanish and Arabic. Most sections of the latter three versions are translations from English, but some are original texts specific to the language region. Such an approach gives scope for much wider distribution and utilization of the Resource Guide.

This edition of the Resource Guide divides the resources among thirteen water sub-sectors, to facilitate access for specific purposes and water uses. Introductions to the sectors describe current debates and gender issues. References, resources (including manuals and guidelines), case studies and relevant websites are all grouped by sub-sector. The Gender and Water Alliance writers of this document tried to keep in mind easy reading and clear categorization throughout the writing process. Nevertheless, readers are advised to browse through the whole Resource Guide when in search of useful and interesting documents.

With this Resource Guide, UNDP, GWA, IRC, Cap-Net and GWP seek to assist water professionals, politicians, gender specialists and others in their efforts to provide improved access to water for poor women, children and men all over the world. We welcome users' assistance in the form of comments, additions, case studies and other feedback for future editions and for the regular updating of the website version of the Resource Guide at www.genderandwater.org/

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Acknowledgements

We are very pleased with the outcome of the excellent collaboration on this second edition of the Resource Guide for Mainstreaming Gender in Water Management. This new edition has been greatly expanded and improved. It includes sub-sector overviews, additional resources and case studies, all of that in four languages, and some of the resources in five languages. Most of the texts are translated from English, some from Spanish and French.

Many people, women and men, and organisations have made significant contributions to the completion of this work, and we are indebted to all those who worked so hard to achieve it. We thank all those who strengthened the new contents by giving feedback and suggestions for improvements when invited to do so via the various e-mail listservs and web sites. The Gender and Water Alliance is honoured to have been entrusted to update the Resource Guide by the organisations providing the necessary finance: The Swedish International Development Agency (SIDA) and the United Nations Development Programme (UNDP).

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Serious attempts have been made to acknowledge all authors of case studies which were selected to be included in full in the Resource Guide. If sometimes this has not been adequate, we request authors to notify GWA so that we can make corrections in the website and in the next version.

We thank the partner organisations in this endeavor for their valuable contributions: UNDP, IRC, Cap-Net and GWP. IRC has taken on herself the technical process of producing the web pages and CD-Rom, without which all the writing would not have been accessible. Cap-Net gave useful advice and took care of reproduction.

The Resource Guide will be updated regularly and is available in the GWA website www.genderandwater.org as well as via links in the partners' websites. All comments and additions are welcome.

Joke Muylwijk
Executive Director
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Acronyms and Abbreviations

CapNet	Capacity Building for Integrated Water Resources Management
CBOs	Community-Based Organisations
FAO	Food and Agriculture Organisation
GRBIs	Gender-Responsive Budget Initiatives
GWA	Gender and Water Alliance
GWP	Global Water Partnership
IRC	International Water and Sanitation Centre
IUCN	The World Conservation Union
IWRM	Integrated Water Resources Management
MDGs	Millennium Development Goals
NGOs	Non-Governmental Organisations
O&M	Operations and Maintenance
UNEP	United Nations Environment Programme
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
WATSAN	Water and Sanitation
WSSD	World Summit on Sustainable Development

Chapter 1 Introduction to the Guide

1.1. What is this Resource Guide?

This is the second edition of the Resource Guide on Mainstreaming Gender in Water Management, first published by the United Nations Development Programme (UNDP) in 2003. The Guide is a reference document to assist water and gender practitioners and professionals as well as persons responsible for gender mainstreaming, and anybody else who is interested in the water sector. It is a compilation of newer resources – documents, papers, books, case studies, tools and toolkits - on gender mainstreaming in Integrated Water Resource Management (IWRM). It is meant to support action and further reading and research. New sector overviews have been added, particularly those relating to current issues and debates.

1.2. Why was it developed?

The Guide was developed in response to an identified need for information on gender mainstreaming in IWRM. While considerable information exists, it is dispersed among different institutions and organizations, making it difficult to know where to get specific resources for particular aspects of gender mainstreaming in the water sectors. This Guide supports the efforts of those trying to mainstream gender in their programmes and projects and those seeking to improve their knowledge and skills in gender and IWRM.

1.3. What are its objectives?

The resource guide is meant to:

- Facilitate access to available literature and resources regarding gender and IWRM;
- Improve the sustainability and effectiveness of water-related activities through incorporation of gender equality and social equity analysis;
- Improve understanding and awareness of gender concepts through an easy reference to existing materials, cases, and tools; and
- Improve approaches to the planning, implementation, management and monitoring of IWRM.

1.4. How was it developed?

The development of the Resource Guide has been an interactive process involving consultants, water practitioners, gender specialists and programme officers working in different water sectors and in different continents. The compilation of this 2nd edition was coordinated by the Gender and Water Alliance (GWA) with the technical contribution of the International Water and Sanitation Centre (IRC). The GWA, IRC, CapNet, UNDP and the Global Water Partnership (GWP) collaborated in this effort while the UNDP provided the financing.

1.5. How should it be used?

The Resource Guide is not a set of guidelines, nor is it a step-by-step tool kit for gender mainstreaming. It is a reference guide that should be used in conjunction with the texts and materials to which it refers. It gives a brief overview and summary of issues within the different sub-sectors of IWRM and is designed to raise awareness and promote learning and analysis on the relevant social equity and gender issues. Chapters and sections make it easy for those interested in particular topics to specifically zero in on them. It may be useful to review those sections of interest first, rather than trying to read the Guide from cover to cover. Other sections provide users with additional materials and resources that are valuable for a holistic approach to water resources management.

Chapter 2 Gender and Integrated Water Resources Management (IWRM)

2.1. Introducing IWRM

Integrated Water Resources Management (IWRM) is a systematic process for the sustainable development, allocation, and monitoring of water resources. The concept and principles of IWRM were articulated at the International Conference on Water and Environment held in Dublin in 1992 and in Chapter 18 of *Agenda 21*, a consensus document from the United Nations Conference on Environment and Development (UNCED), held in Rio also of 1992.

IWRM is a cross-sectoral holistic approach to water management, in response to the growing competing demands for finite freshwater supplies. It is an approach that aims to ensure the coordinated development of water, land and related resources to optimize economic and social welfare without compromising the sustainability of environmental systems (Global Water Partnership, 2000). Policy makers, analysts, international organizations and governments have sought consensus on principles to guide the setting of priorities, policy making and the elaboration of specific initiatives in IWRM. Key principles include:

- Water should be treated as an economic, social, and environmental good.
- Water policies should focus on the management of water as a whole and not just on the provision of water.
- Governments should facilitate and enable the sustainable development of water resources by the provision of integrated water policies and regulatory frameworks.
- Water resources should be managed at the lowest appropriate level.
- Women should be recognised as central to the provision, management and safeguarding of water.

The application of IWRM as a philosophy, policy, and implementation guideline can assist in addressing the:

- Need for improved water governance and for increased coordination and collaboration among various water sectors, such as drinking water supply and sanitation, irrigation, and ecosystem maintenance.
- Potential competition and conflicts among different stakeholders from all sectors and among individuals, communities, and governments.
- Environmental degradation that is threatening all life on the planet.
- Gender and social disparities in terms of equitable access to and control over resources, benefits, costs, and decision making between women and men.
- Need for sustainable water resources development as a key to poverty eradication.

2.2. Introducing Gender

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. 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 political, economic and societal spheres, so that women and men equally and inequality *by transforming the mainstream* (ECOSOC, 1997, emphasis added).

In the area of water resources management, an uncoordinated and sectoral approach has resulted in environmental degradation from overexploitation of water resources, inappropriate allocations among competing uses, inequitable distribution of benefits and burdens, and inadequate operation and maintenance of infrastructure. Inadequate involvement of both women and men has hindered programmes and projects aimed at addressing sustainability in water resources management. Community participation and management approaches have failed to address these issues, largely because communities are often seen as a collection of people with a common purpose.

The reality is that a community is not a collection of equal people living in a particular geographic region. It is usually made up of individuals and groups who command different levels of power, wealth, influence and ability to express their needs, concerns and rights. Communities contain competing interest groups. Where resources are scarce, there is competition for supplies, and those at the lowest end of the power spectrum - poor women and men - will go without. Unequal power relations place women in a disadvantaged position. Applying a gender analysis helps water sector agencies allocate their resources better to meet the needs of different women and men and marginalized groups.

People-centred approaches do not always ensure that gender perspectives are taken into account. Thus, a deliberate strategy of gender mainstreaming can be useful to ensure that these issues [what issues?] are part of analysis, programme and project planning, implementation, and evaluation. More importantly, gender mainstreaming can assist in bringing about institutional and organisational change necessary to ensure gender equality as an on-going commitment.

2.3. Defining Gender

Gender refers to the different roles, rights, and responsibilities of men and women and the relationship between them. Gender does not simply refer to women or men, but to the way their qualities, behaviours, and identities are determined through the process of socialization. Gender is generally associated with unequal power and access to choices and resources. The different roles of women and men are influenced by historical, religious, economic and cultural realities. These roles and responsibilities can and do change over time.

In this Guide, the use of the term gender also recognises the intersection of women's experience of discrimination and violations of human rights not only on the basis of their gender but also from other power relations that result from race, ethnicity, caste, class, age, ability/disability, religion, and a multiplicity of other factors including whether they are indigenous.

Women and men are defined in different ways in different societies; the relations they share constitute what is known as gender relations. Gender relations constitute and are constructed by a range of institutions such as the family, legal systems, or the market. Gender relations are hierarchical relations of power between women and men and tend to disadvantage women. These hierarchies are often accepted as 'natural' but are socially determined relations, culturally based, and subject to change over time. Gender relations are dynamic, characterised by both conflict and co-operation, and mediated by other axes of stratification, including caste, class, age and marital status or position in the family.

Sex differences such as the ability to give birth are biologically determined and are different from socially prescribed gender roles.

Recognising the above, a gender analysis refers to a systematic way of looking at the different impacts of development on women and men. Gender analysis requires separating data by sex and understanding how labour is divided and valued. Gender analysis must be done at all stages of the development process; one must always ask how a particular activity, decision, or plan will affect women differently from men (Parker, 1993).

2.4. The Historical Framework of Gender

Women and Gender approaches in development have evolved over past decades.

Until the early 1970s, development policies addressed the needs of poor women entirely in the context of their role as wives and mothers. Known now as the ‘welfare’ approach, the focus was on mother and child health, childcare, and nutrition. It was assumed that the benefits of macro-economic strategies oriented towards modernization and growth would trickle down to the poor, and that poor women would benefit as the economic position of their husbands improved. Women were passive recipients of benefits. Water and sanitation services were defined in the context of health care and hygiene, which were seen as women’s responsibilities.

From the 1970s and 1980s, the Women in Development (WID) approach aimed to integrate women into the existing development process by targeting them, often in women-specific activities. Women were usually passive recipients in WID projects, which often emphasized making women more efficient producers and increasing their income. Although many WID projects improved health, income, or resources in the short term, they did not transform unequal relationships, and a significant number were not sustainable. A common shortcoming of WID projects was that they did not consider women’s multiple roles or that they miscalculated the elasticity of women’s time and labour.

From the late 1980s on, the Gender and Development (GAD) approach was developed with the objective of removing disparities in social, economic, and political balances between women and men as a pre-condition for achieving people-centred development. Much of the work in the water sectors today is informed by this approach. However, there are many perspectives in this approach and no one blueprint for enabling equality and equity in water resources management.

Both WID and GAD approaches are still in use.

In recent years, a gender and empowerment approach has attempted to transform existing gender relations by stressing women’s self-empowerment.

2.5. Principles of IWRM and their Gender Implications¹

Integrated Water Resources Management (IWRM) offers an opportunity to create a paradigm shift in water resources management. The global environmental crisis, growing poverty in urban and rural areas, and continued gender inequalities all point to the need for a different governance approach to water use and management.

¹ Adapted from: Wijk-Sijbesma, 1998 and Thomas et al., 1997.

Applying this approach requires cohesion among the different institutions, policy, and regulatory frameworks and deliberate measures that take account of environmental sustainability and an intersectional analysis. Gender in this context is not a sufficient point of analysis without also considering intersecting identities of race, class, caste, ethnicity, age, ability, and geographical location.

- **Water should be treated as an economic, social, and environmental good.**
 - Freshwater is valuable and limited. Water supply services and infrastructure are economic activities, while at the same time, access to basic water supply is a fundamental human right. Water use for sanitation and domestic purposes, which tends to be the responsibility of women, should be incorporated into the assessments of economic values of the use of water. Women often have no rights to land and water, and development efforts may negatively affect their livelihoods.
 - Water supply needs to be paid for, taking into account people's ability to pay. Women's interests and gender relations are often overlooked. If charges for domestic water supply have to be paid, both men and women should be involved in determining the rates. Even though women often do not have control over cash, they are still expected to pay for water and sanitation, more than men, because they are the main users and it is considered their responsibility. A gender and social equity analysis of demands is required.
 - Access to basic amounts of water supply as a social good and human right needs to be included in policies and planning. Increased charges for water should not apply to meeting basic human needs and should not reduce water consumption for cooking and hygiene.

- **Water policies should focus on the management of water and not just on the provision of water.**
 - The private sector can play a role in providing water supply services for greater efficiency. National governments need to retain responsibility for oversight of water quality and for regulating and monitoring private providers. The government is also responsible for ensuring that the water supply needs of the whole population are met. Companies solely interested in making a profit will not be concerned about low-income households, domestic water users and those who use water sources and water catchments for their basic necessities of life. Women are heavily represented in these categories.
 - With increased privatisation, capacity building of local communities becomes more important, and it should be ensured that women and men benefit equally in and from it.

- **Governments should facilitate and enable the sustainable development of water resources through the provision of integrated water resources policies and regulatory frameworks.**
 - Holistic water management is needed because actions taken in one water sector have an impact on water availability, quantity and quality in another. Such impact is different for men and women between and even within households, according to sex, age and status.
 - At higher levels coordination within countries and ministries is necessary, including at lower levels, and women's interests and rights need to be taken into account.

- **Water resources should be managed at the lowest appropriate level.**
 - Participation by all stakeholders leads to better water management. Because of women's traditional roles in water resources management, they have knowledge which should be included in planning and practice.
 - The lowest level is most important to ensure that decisions are supported by those who implement water projects on the ground. These are often women. Female-headed households tend to have less bargaining power in communities than male-headed households. A specific effort to include them is needed.
- **Women should be recognised as central to the provision, management and safeguarding of water.**
 - Campaigns to reduce water wastage should target men and women and especially industries and institutions that waste water.
 - Women's skills and knowledge are crucial for the effective and efficient management of water.
 - More attention is needed to control pollution and to improve water quality and sanitation for the benefit of women who collect domestic water and to improve health.

2.6. Why use a gender perspective in Integrated Water Resources Management?

A gender perspective in IWRM is necessary for a variety of reasons, as outlined in the sections below.

2.6.1. Concern for effectiveness and efficiency in water sector programmes and projects.

Involving both women and men in integrated water resources initiatives can increase project effectiveness and efficiency. Participation by both women and men improves project performance and improves the likelihood of sustainability. In other words, a project is more likely to achieve what planners hope it will achieve if women and men (both rich and poor) are active participants and decision makers.

In addition to a vast body of anecdotal evidence, three specific studies have looked at this issue:

Voice and Choice for Women - Linkages on Demand, Gender and Poverty from 44 Water Schemes in Asia and Africa. A research project of the UNDP/World Bank Water and Sanitation Programme.

Preliminary findings appear to validate the hypothesis that water services will be better sustained and used by the communities if institutions and policies enable the communities (men and women, rich and poor) to initiate the service, take informed decisions about the type of service management and financing systems and build capacities to maintain and manage the services so that burdens and benefits are equitably shared (see www.wsp.org/English/index.html).

A World Bank review of 121 rural water supply projects

This review found that women's participation was among the variables strongly associated with project effectiveness. Furthermore, it was found that the failure to take gender differences and inequalities into account can result in failed projects. For example, in India, compost pits located outside villages went unused, and women continued to deposit waste near their homes - even when fined for doing so - because they did not wish to be seen

carrying loads of refuse to the outskirts of the village. If there had been consultation with women, perhaps this problem could have been avoided (Narayan, 1995).

IRC study of Community Water Supply and Sanitation projects

A study by the International Water and Sanitation Centre (IRC) of community water supply and sanitation projects in 88 communities in 15 countries found that projects designed and run with the full participation of women are more sustainable and effective than those that do not involve women as full partners (Wijk-Sijbesma, 2001).

Although research has tended to focus on the water supply and sanitation sector, the same trend can be seen in other water sectors as well. The positive impact of paying attention to gender issues can be seen in the Philippines Communal Irrigation Development Project. This project exceeded physical development targets and appraisal estimates of irrigation intensity and paddy yields. The project's success has been attributed to the full participation of the intended beneficiaries. The project partly draws on a tradition of farmer-built irrigation systems and responds to a cultural context in which women exercise independent land rights. The project's success in the community was attributable to: Recruitment of community organizers, two-thirds of whom are women; ensuring membership of both spouses in water user associations; and actively encouraging women to assume leadership roles. It was also noted that women's membership facilitated the payment of fees, because women controlled family finances (Quisuimbing, 1994).

2.6.2. Concern for environmental sustainability

Women and men around the world play distinct roles in managing plants and animals, in use of forests, drylands, wetlands and agriculture. Moreover, gender roles are differentiated in collecting water, fuel, and fodder for domestic use, and in generating income. Due to their distinctive engagements with the natural environment, women's experience and knowledge are critical for environmental management (UNEP, 2004). Using a gender perspective and enabling the integration of women's knowledge of the environment will increase the chances of environmental sustainability.

A watershed management project was initiated in a fragile area of a cloud forest in Mindanao, Philippines. A lake used to generate electricity was silting up from deforestation and soil erosion. There was a need 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 whether the techniques being used for soil conservation were reducing the silting. However, the men were not consistent in monitoring. 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 programme expanded to include monitoring for *e coli* bacteria, 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 techniques by both men and women farmers (Diamond, et al., 1997).

2.6.3. Need for an accurate analysis of water resources use

Social and economic analyses are incomplete without an understanding of gender and social differences and inequalities. With a gender analysis, planners gain a more accurate picture of communities, natural resource uses, households and water users. Understanding the differences among and between women and men (who does what work, who makes which

decisions, who uses water for what purpose, who controls which resources, who is responsible for different family obligations, etc.) is part of a good analysis and can contribute to more effective results.

In Bangladesh, despite the widespread perception that gender issues were not relevant in the impact of floods and flood prevention plans, there are several ways that differences and inequalities among women and men are relevant. Women are responsible for the production and processing of farm food products and for the preparation of food resources in households in rural Bangladesh. Water-related hazards, such as early flash floods, can damage not only the fields producing crops, but also food stores and processing equipment, driving up the prices of food staples. Any disruption in food supply will impact a woman's ability to eke out a living from existing resources. Women's lack of mobility also limits alternative strategies for coping with stress on family resources, especially if she is the head of household owing to male migration or desertion (Thomas et al, 1993).

The differences and inequalities between women and men influence how individuals respond to changes in water resources management. Understanding gender roles, relations, and inequalities can help explain the choices people make and their different options.

In Alto Piura, Peru female farmers complained that they always had to irrigate at night, in spite of the official rule that night turns should be equally distributed among irrigators. Since male irrigators had better relations with the irrigators' committee and with the water delegate, they were often more successful in negotiating day turns (from Zwarteveen 1997). If a project aims to provide all irrigators and farmers with equitable access to water resources, then strategies are required to deal with this specific difficulty faced by women.

Gender relations and inequalities influence collective responses to water resource management issues. Women and men tend to organize in different ways. Women often face specific obstacles to participating in a project, joining a water-users committee, or providing input into a consultation session.

Poor women are less likely to be elected to positions on water committees or village development committees. When asked about the criteria used to elect people to positions of responsibility in the village, interviewees in Zimbabwe repeatedly mentioned two qualifications: i) someone they could respect (for position, influence, hard work or ability to forge consensus over difficult issues), and ii) someone with resources such as a bicycle or cash who could represent the village at district headquarters when required. In addition to not meeting those qualifications, poor women generally have greater constraints on time and labour resources than other women or men. They and their children are likely to be in poorer health and 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 (Cleaver, 1998).

2.6.4. Concern for gender equality, equity and empowerment

Without specific attention to gender issues and initiatives, projects can reinforce inequalities between women and men and even increase gender disparities. Although many initiatives are thought to be 'gender neutral', this is rarely the case. Projects and programmes often bring new resources (training, tools, technology, etc.). Whether someone is male or female can influence whether he or she can take advantage of these opportunities. Programmes need to

enable both women and men to benefit equally from water initiatives. Gaps between rich and poor women can often increase as a result of development interventions.

An initiative can also serve to reinforce existing inequalities, even when there may be opportunities to help support people's efforts to build more equitable societies and economies. The importance of specific attention to gender and diversity issues is all the more critical given the generally low profile of these issues among many water professionals.

2.6.5. Realisation of international commitments by governments and partners

Governments and development agencies have made commitments to support equality between women and men and to use a gender perspective in all programmes and projects, including those related to water and the environment. Specific commitments include:

- The results of and follow-up to the International Drinking Water Supply and Sanitation Decade (1981-1990) were discussed in consultations in New Delhi in 1990. Although these consultations were limited on the discussion of gender issues, there was a clear call for an increase in women's decision-making and management of water resources.
- The *Dublin Statement* (1992), endorsed by over 100 countries, recognises that women play a central part in the provision, management, and safeguarding of water resources. It recognises the pivotal role of women as providers and users of water and guardians of the living environment and for this reality to be reflected in institutional arrangements for the development and management of water resources.
- Principle 20 of the *Rio Declaration* (1992) states, "Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development". *Agenda 21* (1992) contains a chapter on women and sustainable development (Chapter 24) and a chapter on water management (chapter 18).
- The *Beijing Platform for Action* (1995) highlighted environmental issues as one critical area of concern - "gender inequalities in the management and safeguarding of natural resources and in the safeguarding of the environment". Three strategic objectives were agreed: (1) To involve women actively in environmental decision making at all levels; (2) To integrate gender concerns and perspectives in policies and programmes for sustainable development; and (3) To strengthen or establish mechanisms to assess the impact of development and environmental policies on women.
- The Johannesburg Plan of Implementation of the 2002 World Summit on Sustainable Development (WSSD), para 25(a), includes agreement by governments to: "... support capacity-building for water and sanitation infrastructure and services development, ensuring that such infrastructure and services meet the needs of the poor and are gender-sensitive."
- In December 2003 the General Assembly proclaimed (resolution 58/217), the period 2005 to 2015 as the International Decade for Action, 'Water for Life', and called for a focus on the implementation of water-related programmes and projects, "whilst striving to ensure women's participation and involvement in water-related development efforts ...".
- The Millennium Development Goals, which have the same time frame as the 'Water for Life' Decade, include 2015 targets on gender equality and empowerment of women, as well as on safe water and sanitation.

2.6.6. Participatory processes in IWRM initiatives need to recognise inequalities and differences between women and men

Experience demonstrates that participatory processes and 'attempts to involve poor people' do not automatically include women. Attention to gender differences and inequalities is

required if participatory development initiatives are to involve women as well as men. Specific issues include:

Power relations in communities. Communities are not harmonious groups with a common set of interests and priorities. There are often strong divisions along the lines of age, religion, class and gender. These power differentials make it difficult for some people to voice opinions that contradict the views of those in power. Power differentials may even affect *who* participates in specific meetings. Outside officials may invite only ‘community leaders’ (generally men) to participate in consultations.

Intra-household and intra-family relations. Some women may find it difficult to speak out in front of their husbands or fathers. They may also believe that discussions relating to family matters (even issues relating to workloads) are not for public forums.

Different constraints to participation. Men and women have different responsibilities and workloads. Women often have less time to devote to new activities. Attending specific meetings may raise problems for women if meetings are set for the times of the day when they tend to be occupied with household responsibilities or childcare. Additionally, formal or informal membership norms in community institutions can also deny women the right to participate.

Different abilities to participate. Given gender biases in education, women and men often have varying literacy levels. Men may also have more experience putting their arguments forward to outsiders and feel more confident dealing with new people than women.

Perceived benefits of participation. Women and men may make different calculations about the costs and benefits of their involvement in participatory processes. Given the already high demands on most women’s time, they often have little time to participate fully. Participatory methods are only as good as the people who use them. It is now clear that there is more to participation than a series of exercises. When they are done well, gender-sensitive participatory processes challenge organizations in many ways.

Challenges to Participatory Processes

Skills	Organizations need to develop the skills to facilitate gender-sensitive participatory processes. This requires experience, skills, and the ability to deal with conflict, should it arise.
Time	Participatory processes can take a long time and may require support over a period of years.
Flexibility and Adaptability	The selection and sequencing of tools for participatory processes should be based on specific circumstances. Responding adequately to specific contexts requires flexibility.
Support	Participants, both women and men, require support as they explore new issues. It is irresponsible for an outside organization to encourage people to raise issues of gender inequalities and then not remain to engage with the consequences.
Follow-up	Can the organization respond to the issues raised? If development cooperation organizations are serious about participatory processes, they must be prepared to act on the priorities identified and issues that emerge.

2.6.7. Participatory methods used to introduce gender equality issues

Beginning in 1992, the German development cooperation agency, GTZ assisted the Zambian Ministry of Agriculture, Food and Fisheries to integrate a participatory approach into its extension service. Extension officers used participatory methods to assess farmers’ priorities, which led them towards a multi-sectoral approach to the programme. They used seasonal

calendars to plan extension activities at times convenient to farmers. They began to involve farmers in monitoring and evaluating of the outcome of extension efforts. However, an evaluation revealed that women were not benefiting from the improved participatory approach to extension services provision. The staff began to make concerted efforts to address the problem and involve women in the programme. As awareness grew, two three-day workshops helped couples to analyse gender relations in their households. The case study raises several key points:

- Gender is not always the sensitive topic some claim it to be. With the right methods, attitudes, and approaches, local people and staff members welcome discussion about it.
- Gender is not a foreign, theoretical concept, and women and men can address it.
- Gender should be inherent in participatory approaches, but it is not automatically addressed without specific efforts (Frischmuth, 1998).

2.6.8. Participatory methods illustrate different perceptions of well-being

The use of gender-sensitive participatory methods in Darko, Ghana, identified differences between women and men in their understanding of poverty. These methods documented people's own perceptions of intra-household relations and provided a far better understanding of the situation and changes underway than would have been possible through data collection on externally selected indicators. Men and women prepared separate social maps of the village and carried out wealth and well-being rankings. Differences in the two discussions were analysed and the findings are outlined below.

- Men's criteria of wealth centred on assets like a house, car, cattle and type of farm. They considered crops grown by men, but not those of women. Initially they left those with no assets out of the ranking altogether. They then moved on from wealth to a discussion of well-being, using 'god-fearing' as the main criterion.
- Women started with indicators like a house, land and cattle but moved to analyse the basis of agricultural production. Again they considered only 'female' crops and did not mention cocoa or other cash crops grown by men. Contrary to common perceptions, women focused on marketed crops, and not on subsistence food crops.
- Women's criteria for the 'poorest' were related to a state of destitution, and the lack of individual entitlements or health-related deprivation. Men focused on the absence of assets.
- Each group had its own perception of well-being. Women tended to identify factors for women, while men focused on men. Neither group looked at the household as a unit for analysing welfare.
- For both women and men, being wealthy did not always mean being better off. In the men's analysis none of the rich were 'god-fearing' and two houses with no assets had 'god-fearing' people. As for the women, the biggest vegetable producers (seen as an indicator of being well-off) were not in the richer categories (Shah, 1998).

2.7. Mainstreaming Gender in Water Management

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels (global, national, institutional, community, household). 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 political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality by transforming the mainstream (UNESCO, 1997 in GWA 2003a).

Operationalising gender mainstreaming involves:

- Understanding the gender-differentiated systems for access to resources, labour, water uses, water rights, and the distribution of benefits and production. Sex-disaggregated data and the documentation of unpaid labour are important.
- Focusing on gender relations, not just women. Although many analyses draw attention to women (since it is generally women who face disadvantages and women's views that tend to be overlooked), a gender analysis looks at the relations (differences, inequalities, power imbalances, differential access to resources, etc.) between and among women and men and how these are negotiated. The position of women cannot be understood in isolation from the broader relationships between women and men.
- Understanding that gender is a factor that influences how people respond both individually and collectively. Men and women face different obstacles and draw on different resources when attempting to participate on a water committee, confront a local official or attend a training session.
- Understanding the gender dimensions of institutions at all levels in society (within the household, community-based organizations, water users associations, local governments, national civil services, etc.). These formal and informal institutions play fundamental roles in water resources management, yet they have gender dimensions: Who makes what decisions? Does the structure facilitate or hinder women's participation? Is there the capacity to reduce inequalities between women and men in the institutions? How are different needs and perspectives negotiated inside institutions? Are institutional policies developed in an inclusive and gender-sensitive manner?
- Confirming or rejecting assumptions in each specific context, ideally using participatory methodologies. Assumptions from one country or project cannot be carried over into another region or initiative. Furthermore, power relations, working arrangements, and resource availability can change over time. The specificity of each situation must be investigated.

2.7.1. Getting the initiative or project right

To ensure that the analysis increases the positive impacts of water programmes and that the overall objective to support the advancement of women is reflected in all IWRM initiatives, the following should be considered:

- Incorporating the insights from the analysis into project design. For example, it is not enough to document women's priorities. Their views should influence the priorities and objectives of the initiative.
- Giving importance and recognition to women's responsibilities and views. For example, often women's uses of water are given less importance than men's (they are not documented, women's uses are not given priority, they are not visible to planners, etc.).
- Making links to key expected results of the initiative. There should be a clear analysis that links the gender analysis to the overall objectives of the project. If the project is focusing on flood control, the gender dimension should look at how women are consulted, involved and affected by various options for flood control (rather than a side initiative on small-scale credit for women).
- Identifying concrete objectives. During the project design phase, objectives relating to gender equality should be clearly specified (rather than kept general, such as 'incorporate gender equality issues into the project').
- Developing indicators to track success towards meeting the results. General indicators should be disaggregated on the basis of sex (instead of total number of people consulted, there should be a breakdown between women and men).

2.7.2. Gender-sensitive monitoring and evaluation indicators

Programme and project interventions have not led to sustained and sustainable development. Benefits and costs that accrue from an intervention are also not always disaggregated by sex and socio-economic class; consequently, it becomes difficult to understand the effects of those interventions on different groups. A monitoring and evaluation process that has gender-sensitive indicators and involves men and women not as informants but as participants will result in a better understanding of who in the community has benefited, who bears the costs and what motivates different groups to act. Furthermore, a monitoring process that involves men and women ensures that monitoring becomes a self-management tool rather than a policing instrument, thus leading to collective action.

If data collection is not disaggregated by sex, 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 for women and girls, this could free more girls to go to school. This positive result cannot be assessed without sex-disaggregated data collection, which can assist in measuring the scope of the impact, i.e., the increased enrolment of girls in school. If water provision services have freed poor women's time to engage in income generating activities, without sex-disaggregated data, the 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).

The Canadian International Development Agency has developed 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 (CIDA, no date).²

² Canadian International Development Agency (CIDA), No date. *Guide to Gender-Sensitive Indicators*. Available at: http://www.acdicida.gc.ca/cida_ind.nsf/8949395286e4d3a58525641300568be1/7b5da002feacc07c8525695d0074a824?OpenDocument

2. 8 Additional Resources

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Wijk-Sijbesma, C.A. van, Mukherjee, N. and Gross, B., 2001. *Linking sustainability with demand, gender, and poverty: A study in community-managed water supply projects in 15 countries*. International Water and Sanitation Reference Centre, Washington, D.C. and Delft, the Netherlands.

Zwarteveen, M., 1997. 'Water: From Basic Need to Commodity: A Discussion on Gender and Water Rights in the Context of Irrigation,' *World Development*, 25(8): 1335-1349.

Additional Resources

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The purpose of this background paper is to provide an analytical framework and illustrative cases on the linkages between water, gender and poverty alleviation in the MENA region in preparation for the forthcoming flagship MENA development report on water. This paper argues that it makes economic sense to make sure that women and female farmers and small-scale entrepreneurs have the same access to water as men and male farmers both for domestic and irrigation purposes, while at the same time highlighting the challenges and limits of doing so.

Ahmed, S. (Ed.), 2005. *Flowing Upstream – Empowering Women through Water Management Initiatives in India*, Centre for Environment and Education, Ahmedabad. Foundation Books, New Delhi.

Alléy, D. Drevet-Dabbous, J. Etienne, J. Francis, A. Morel À L’Huissier, P. Chappé, G. Verdelhan Cayre, 2002. *Water, gender and sustainable development : Lessons learnt from French co-operation in sub-Saharan Africa*. pS-Eau, Ministère des Affaires étrangères, Agence française de développement and World Bank.

Aureli, A. and C. Brelet, 2004. *Women and Water: an ethical issue*. UNESCO series on Water and Ethics, Essay 4. UNESCO, Paris, France.

Examines the ethical issues arising from the special role of women in water use, including the role of women in natural resource management, and fresh water as a fundamental human right.

Available at: <http://unesdoc.unesco.org/images/0013/001363/136357e.pdf>

Bennett, V., Davila-Poblete, S. and M. Nieves Rico (Eds.), 2005. *Opposing Currents: The Politics of Water and Gender in Latin America*, University of Pittsburgh Press, Pittsburg.

Boelens, R. and P. Hoogendam (Eds), 2002. *Water Rights and Empowerment*, Assen (the Netherlands), Koninklijke Van Gorcum.

CapNet, No date. *Tutorial on Integrated Water Resources Management*.

This is a brief and succinct introduction of the rationale for IWRM and the key principles behind it. The on-line tutorial provides arguments and examples to make the case for IWRM and to counter those who may oppose it on institutional or sectoral grounds.

Available at: http://www.cap-net.org/iwrn_tutorial/mainmenu.htm

CEDARE, 2004. Status of Integrated Water Resources Management (IWRM) Plans in the Arab Region. Available at: <http://www.arabwatercouncil.org/firstmeet/IWRMstudy.pdf>

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Eglal Rached , Rathgeber, Eva, Brooks, David, Rathgeber, Eva, 1996. *Water Management In Africa And The Middle East: Challenges And Opportunities*, IDRC.

In this book, scientists take stock of the crisis, identify key issues and trends, and map out strategies for further research and action. They take a close look at the problems that beset different regions: from drought-prone East Africa to the Middle East — where water is a major factor in regional conflicts — to tropical areas — where water quality is a concern and water-borne diseases are endemic. They examine the roles of governments, international agencies, NGOs, and community organization, and look at the costs and effects of large-scale projects for irrigation and drinking water supply. Finally, they identify means to affect closer cooperation between governments and communities, and to bring more attention to water conservation, without which strategies to manage water in Africa and the Middle East will be neither sustainable nor equitable. The contributors are, for the most part, scientists who live and work in Africa and the Middle East, and who deal on a daily basis with the water crisis in those regions of the world.

Available at: http://www.idrc.ca/en/ev-9334-201-1-DO_TOPIC.html

Fong, M.S., W. Wakeman and A. Bhushan, 1996. *Toolkit on Gender in Water and Sanitation*, Gender Toolkit Series No. 2, Gender Analysis and Policy, Poverty and Social Policy Department, UNDP-World Bank Water and Sanitation Program, TWUWS, The World Bank, Washington, D.C.

Gender and Water Alliance (GWA), 2002. *The Gender Approach to Water Management. Lessons Learnt Around the Globe*.

Findings of an electronic conference series convened by the Gender and Water Alliance. It provides very useful and insightful discussions and contributions by members on the challenges to gender mainstreaming in the water sectors as well as examples of successful and difficult experiences in doing so. Discussions were held in English, French, Spanish and Portuguese.

Available at: <http://www.genderandwater.org/page/300>

GWA, 2003. *The Gender Approach to Management: Lessons learned around the globe*. Gender and Water Alliance. Available at: <http://www.genderandwater.org/page/156>

GWA, 2003. *The Gender and Water Development Report: Gender perspectives on policies in water sector*. Published by WEDC for the GWA, Loughborough University, Leicestershire, UK.

This report is a first step in examining the development of gender-sensitive policies. It looks at how the fine rhetoric on gender mainstreaming that won favour in the Hague is being translated into policy by governments and donors two years later. GWA members have looked critically at changes in water legislation, policies and programmes around the world, to assess whether they respond to the gender messages.

Available at: <http://www.genderandwater.org/page/156>

GWA, 2003. *Tapping into Sustainability: issues and trends in gender mainstreaming in water and sanitation*. A background document for the Gender and Water Session, 3rd World Water Forum, Kyoto, Japan. March.

This document gives a glimpse of the work that has taken shape in gender mainstreaming at all levels through shared knowledge and action with a range of stakeholders including governments, NGOs, research centers, universities, and community based organisations'. It also provides an analysis of the remaining gaps for enhancing gender mainstreaming. Despite some progress, there is a continued sense that not enough is being done, and that there has not been effective translation of theoretical concepts about gender into tangible action and measurable changes on the ground. How can we identify and seize opportunities both to strengthen and consolidate current work, while continuing to push and expand the gender agenda? How do we become more strategic, more powerful in linking the important issues of gender with development, and in truly integrating and mainstreaming these issues into our daily work?

Available at:

http://www.generoyambiente.org/ES/articulos_estudios/docs/gwalibro.pdf

GWA. 2003. *Gender Mainstreaming in IWRM. Training of Trainers Modules*. Gender and Water Alliance.

These are six training modules. They cover the ABCs of gender, gender and IWRM, and gender mainstreaming project cycles and institutions. They are useful for a wide range of constituencies and are also adaptable for use either together or as individual training modules.

Available at: <http://www.genderandwater.org/page/766>

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GWP, 2003. 'Poverty Reduction and IWRM'. *TEC Background Paper No. 8*, GWP, Stockholm.

Green, Cathy with Sally Baden, 1994. *Water Resources Management: a macro-level analysis from a gender perspective*. An issues paper prepared for the Gender Office, Swedish International Development Cooperation Agency (SIDA). Institute of Development Studies, Brighton, UK.

Drawing on the wider body of research concerning gender and the environment, this paper suggests some ways in which the conceptual framework adopted by the World Bank is deficient in terms of gender analysis. This paper summarises the approach embodied in water resources management policy and then provides a critical look at some of the key themes and policy directions from a gender perspective.

Available at: <http://www.bridge.ids.ac.uk/cf/searchres.cfm>

Green, C. and Sally Baden, 1995. "Integrated Water Resources Management: A Gender Perspective", *IDS Bulletin*, Vol. 26, No. 1.

Hamdy, Atef, 2005. *Gender Mainstreaming in the Water Sector: Theory, Practices, Monitoring and Evaluation*. CIHEAM.

Lahiri-Dutt, Kuntala, 2006. (ed.) *Fluid Bonds: Views on Gender and Water*. Stree Publications, Kolkata, India.

Khosla, Prabha, 2002. *MAMA-86 and the Drinking Water Campaign in the Ukraine, for the Gender and Water Alliance*. Asian Development Bank, Dhaka Workshop on Water and Poverty, September.

The paper describes the water sector organising of MAMA-86 in the Ukraine. It outlines their various campaigns and successful strategies in water provision, water quality and quantity, pricing and access and control over water resources.

Available at:

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Khosla, Prabha. Christine van Wijk, Joep Verhagen, and Viju James, 2004. *Gender and Water. Technical Overview Paper*. IRC International Water and Sanitation Centre.

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. This paper revisits some of the arguments that have led to the 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.

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The book explores the Islamic perspective on a number of proposed water management policies, such as lifeline water tariffs, water conservation, wastewater reuse, community-based water management, fair pricing, and water markets. These measures are generally accepted, with certain provisos, to lead to more equitable, efficient, and sustainable water management. By studying these issues in the context of Islam, workshop participants were able to derive Islamic water management principles that were in harmony with currently accepted principles of sustainable water management.

Available at: <http://www.idrc.ca/openebooks/924-0/>

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This paper examines some of the concerns that have motivated African governments and donors to become involved with water projects. Although there is general recognition of the needs of "communities" for reliable water systems, it is argued that the different attitudes, perspectives, and needs of women and men with respect to water access and use have been given little focused attention by environmental planners and water-resource managers in Africa. More specifically, it is suggested that throughout the 1970s and 1980s, although concerted efforts were being made to increase water accessibility, little effort was made to integrate the economic roles of women into water-resource planning.

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Basé sur l'expérience de la coopération française, cet ouvrage présente les évolutions majeures survenues depuis les années 1970 en matière de rencontres internationales, recherche, terminologie, d'approches spécifiques visant à intégrer les femmes aux processus de développement.

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Spanish Language Resources

Género y Agua, Informe de Desarrollo sobre Género y Agua 2003. *Perspectivas de Género en las Políticas del Sector de Agua*. Gender and Water Alliance. Publicado para la Alianza de Género y Agua.

El análisis del manejo sostenible de los recursos hídricos y la equidad de género en el campo del manejo del agua, provee de argumentos para afirmar que: i) Involucrar a hombres y mujeres en roles influyentes en los diferentes niveles de decisión puede acelerar la consecución de la sostenibilidad en el manejo de los escasos recursos hídricos, ii) La gestión del agua realizada de una manera integrada y sostenible, puede contribuir significativamente a mejorar la equidad de género porque aumenta el acceso a los recursos hídricos y a los servicios relacionados con el agua, tanto de mujeres y hombres para cubrir las necesidades básicas. Así se aborda el progreso que los gobiernos y las agencias de cooperación han logrado en la aplicación de estos argumentos.

Disponible en: www.es.genderandwater.org

IDRC - CIED PERU, 2002. *Perspectiva de Género y Rol de la Mujer en la gestión de los recursos Hídricos en el Altiplano*.

Presenta diferentes experiencias sobre conceptos, metodologías y actividades que permiten la implementación de los proyectos de agua y saneamiento y de riego en las zonas andinas de Latinoamérica, resaltando las experiencias exitosas en la búsqueda de incorporar la perspectiva de género. Disponible en: <http://www.ciedperu.org/Publicaciones/frapublica.htm>

UICN y HIVOS, *La Fuerza de la Corriente. Cuestión de cuencas hidrográficas con equidad de género*. Disponible en:

<http://www.aprchile.cl/pdfs/La%20Fuerza%20de%20la%20corriente.pdf>

WSP – GWA, 2005. *Construyendo una Visión para la Acción. Avances y desafíos de la transversalización del Enfoque de Género en la Gestión Integrada de los recursos Hídricos en América latina*. Bolivia.

Ofrece recomendaciones importantes para la construcción de una visión común en América Latina sobre la transversalización del enfoque de género en la gestión integrada de los recursos hídricos, visión que puede servir como un conjunto de lineamientos orientadores para las instituciones y organizaciones interesadas en contribuir a la construcción de una sociedad más justa, donde hombres y mujeres gocen del beneficio de una mejor calidad de vida.

Disponible en: <http://www.es.genderandwater.org/page/2209>

http://aprchile.cl/pdfs/lac_construyendo.pdf

Chapter 3

3.1 Introduction

This Chapter consists of thirteen sector-specific overviews that briefly examine gender and its intersection with water in particular sectors. The objective of the sector overviews is to highlight the linkages and connections between diversity, gender, and water in the relevant water sector. Case studies follow each sector overview. The cases further elaborate the relationship of gender to each sector theme. And finally, each sector overview is accompanied by a list of resources for further reading and research in that particular sector.

Sector overviews include the following:

3.2 Gender, Governance and Water Resources Management

3.3 Gender, Water and Poverty

3.4 Gender, Sanitation and Hygiene

3.5 Gender, Domestic Water Supply and Hygiene

3.6 Gender and Water Privatisation

3.7 Gender, Water and Agriculture

3.8 Gender, Water and Environment

3.9 Gender and Fisheries

3.10 Gender and Coastal Zone Management

3.11 Gender and Water-Related Disasters

3.12 Gender and Capacity Building

3.13 Gender and Planning Tools

3.14 Gender-Responsive Budget Initiatives for the Water Sectors.

For case studies on the above topics, please check the website at <http://www.genderandwater.org>

3.2. Gender, Governance and Water Resources Management

Introduction

Since the 1990s, the international community has recognised and accepted that good governance plays a significant role in improving the livelihoods of people. Weak water management impacts negatively on poor men and women through unreliable services, limited access to services, and higher costs for inefficient and ineffective services which sometimes subsidize the rich. Improved water governance can lead to equitable water resources development and access for all. Persistent development problems, as well as the current and predicted water crises, reflect failures in governance (UNDP, 2002). There appears to be a correlation between weak water governance, persistent poverty and inadequate access to water for vulnerable groups, leading to stunted development.

Good governance can have positive impacts on gender inequalities, including the following:

- Ensuring that poor women and men's human rights and fundamental freedoms are respected, allowing them to live with dignity;
- Introducing inclusive and fair rules, institutions and practices governing social interactions to improve outreach to the vulnerable, such as poor men and women;
- Ensuring that women are equal partners with men in decision making over development, use, technology choice, financing, and other aspects of water management;
- Ensuring that the environmental and social needs of future generations are reflected in current policies and practices; and
- Focusing water development policies toward eradicating poverty and improving the livelihoods of women and men.

Given that water is key to meeting most of the Millennium Development Goals, the solution is not only in developing new technologies and increasing supply, but also in managing the available resource effectively, efficiently and equitably. It also entails a rational assessment of the competing demands for water and equitable allocations based on a list of priorities that take into account the needs of all stakeholders.

It is against this background that there has been a move towards water reforms aimed at improved water resources management. During the World Summit on Sustainable Development, held in Johannesburg in 2002, world leaders set a target for all countries to develop IWRM and water efficiency plans by 2005. It is through the IWRM planning process, with multi-stakeholder consultations, that issues of equity, access and creation of an enabling environment can be addressed. The major challenge has been the meaningful involvement of women and men from the grassroots.

Challenges of gendered approaches in water governance

Water governance refers to the range of political, social, economic and administrative systems that are in place to regulate the development and management of water resources and provision of services at different levels of society. The involvement of women water users in stakeholder consultations and forums demands specific attention and approaches. The current tools used in multi-stakeholder consultations are mainly suited for an educated, literate group, and will require adaptation for use at the local level. Poor women face cultural constraints that prevent women from speaking in public and economic constraints against allowing the poor to voice their needs.

Water has been classified as an economic good, and has a cost attached to its development, distribution, operation and maintenance. While the principle of paying for water is justified, and sometimes necessary, poor women are often not able to afford the tariffs that have been set. Access to safe and affordable water is also a basic human right and this right should also inform discussions on the economic value of water. It has been acknowledged that those who cannot pay should at least pay in kind — but for the poor there is an opportunity cost to this when their time could have been used for earning income. Often when free labour is required, women usually provide it, but if there is paid work it usually goes to men.

The efficacy of IWRM derives from institutional frameworks with sufficient capacity to manage water resources. It is assumed that the institutions will be accountable and transparent. However, there is little attention to gender concerns in the water governance structures or processes. This problem needs to be addressed and constraints to mainstreaming gender in water institutions identified. Institutions are grounded in norms, culture, market systems and policies that often perpetuate gender inequalities (Odgaard, 2002). Poor women and men's practical and locally important knowledge is rarely recognized or tapped, and many lack the skills necessary for participating in committees. For most poor women and men, time is a valuable resource and its use in meetings has to be balanced with their domestic and income generating activities.

Power relations also influence the way water is allocated and the choice of technology. An irrigation pipeline is generally associated with productive use of water, and men have more influence than women over the utilization of the resources. A hand-dug well on the other hand is generally associated with women's domestic use of water. While this use can be considered productive, and provides benefits to women and men, it may not be given a priority. The decision-making mechanisms and politics associated with water allocations have different implications for men and women.

The natural environment shapes the way poor women and men access water and the way they relate to water management structures. Frequent droughts or perennial scarcity of water means that the poor often do not have access to water or have to use poor quality water. Women and men in marginalized areas lacking in infrastructure, and removed from central government will access water through different local systems, rather than through organized services provided by governments. This further implicates their level of participation in decision-making compared to those who are more centrally located.

An emerging challenge in governance is the issue of children's rights. In sub-Saharan Africa, the HIV/AIDS pandemic has created a rise in the number of child-headed households. Decision-making in governance has always assumed that there will be adult men (and sometimes women) as heads of households. Children heading households may be under age and unable to express their choices in public because of their low socio-economic status. Water governance needs to take account of the needs and roles of children in water services provision.

Community management has been identified as a mechanism for ensuring effective water governance at the local level, especially for common property resources. It is often assumed that the local institutions are inclusive and take care of fair distribution of resources. However, in reality, communities consist of different categories of men and

women in different positions of power aiming to improve their own situations. Effective water governance needs to incorporate a differentiated analysis of community and community management.

The Way Forward

Good water governance designed to ensure effective water resources management that allows for decision making from all stakeholders, including poor women and men, should provide access to safe and affordable drinking water and basic sanitation for all, and meet water needs for improved livelihoods. It would also allow for the development of an enabling environment including supportive policies, legal instruments and fair pricing structures.

Currently there is little evidence to suggest that water management has deliberately and consciously addressed gender concerns. Thus effective gender-sensitive water management will require:

- A conscious effort to consult with men and women during the planning processes. This can be achieved through use of gender-inclusive participatory tools designed to engage grassroots women and men.
- A focus on gender in IWRM should not only target civil society, but should also address all water management structures and institutions, recognizing the different constraints faced by men and women, and ensuring that there is equity.
- Capacity building at all levels is a critical component of water governance and for the incorporation of gender concerns.
- Issues of gender, governance and water management should not be viewed as women's issues only but should be recognized as broad issues of power relations, control and access to resources by disadvantaged groups, who may be women, children or men.
- The importance of social aspects of water management also needs to be taken into account. Women play a central role in managing water for social, hygiene, health and productive uses.

Four Key steps of a gender-approach in governance³

Information

Context-specific information about women and men's different experiences, problems and priorities is essential to effective gender mainstreaming. Statistical information should be routinely disaggregated into women and men's experiences, with gender analysis being part of the situational analysis. This will assist in identifying inequalities where they exist and in making a case for developing policies that address these inequalities.

Consultation, advocacy and decision making

It is important that women and marginalized groups have a strong voice to ensure that their views are taken into account. This means promoting the involvement of women and men in consultation and decision making from the community to the highest levels of management.

³ Adapted from Derbyshire, 2002.

Action to promote gender sensitive beneficiary groups

Action to promote greater equality in decision making and opportunity for poor women and men should be based on context specific sex-disaggregated data and gender analytical information.

Action to promote gender sensitive organisations

Gendered approaches in water governance will depend on the skills, knowledge and commitment of staff involved in implementation and management. Developing appropriate capacity in staff as well as addressing gender difference and inequality in organisations is crucial to creating inclusive water sector organisations.

Water governance cannot be good governance if there is no deliberate attempt to address the institutions, policies, legal frameworks and technology instruments that perpetuate gender inequalities. A gender approach in governance should be an integral part of setting up governance structures and mechanisms.

References

Beltrán, Elizabeth Peredo 2004. *Water, Privatisation and Conflict: The Women of Cochabamba Valley*. Heinrich Böll Foundation.

Anna Grossman A, N. Johnson, et al, 2003. *Diverting the Flow: A Resource Guide to Gender, Rights and Water Privatisation*.

This publication is a resource guide for policymakers, and human rights, environmental, and economic and gender justice advocates working on global policy, to examine the impact that the privatisation of goods and services like water has on the livelihoods of women, particularly poor women.

Available at: <http://www.wedo.org/files/divertingtheflow.pdf>

Aguilar, Lorena. 2004. *Fact sheet: Gender Indicators*, IUCN - Community Conservation Coalition.

Fact sheets about the linkages of the gender equity approach and gender indicators, supported in lessons learned in international initiatives.

Available at :

http://www.iucn.org/themes/spg/portal/seminar/background_papers/iucn_documents/gender/protected_areas.pdf

Begum Shamsun Nahar et al, 2002. *Workshop Report on Pro Poor Water Governance, Gender and Water Alliance*.

This is a summary of a workshop hosted by GWA and gives an overview of the important elements of gender and governance. This report will be of particular use to practitioners, government officials and policy makers.

Available at: www.genderandwateralliance.org/page736

Cap-net (undated) *The Importance of Local Ownership, Partnership and Demand Responsiveness*.

This is a brief and succinct introduction to water governance issues giving the rationale for water management and key principles for it. It is useful for those wanting to advocate for governance and convincing those who are still opposed to the principles. There are other documents on this site that give a background to IWRM in clear simple language easily understood by all. It is useful for academics, researchers, policy makers, NGOs, Government officers, water managers and utilities.

Available at: <http://cap-net.org/captrainingmaterials>

Derbyshire, H, 2002. *Gender Manual: Practical Guidelines for Development Policy Makers*, DFID, www.dfid.go.uk/pub

A practical handbook that outlines the concepts of gender, aiming at assisting non-gender specialists with addressing gender issues. It gives key areas for gender mainstreaming. The book is useful for policy level NGO staff, government officers, researchers and academics.

Cleaver, Frances, 1998. *Moral ecological rationality, institutions and the management of communal resources*.

This thesis gives a conceptual overview of water resources management at the local level giving practical examples from working with a local community. It is useful for researchers, academics and policy makers.

Available at: www.indiana.edu/iascp

Cleaver Frances and D. Elson, 1995. *Women and Water Resources: Continued Marginalization and New Policies*, London: International Institute for Environment and Development, Gatekeeper Series No 49.

The article gives an insight into some of the gender issues that need to be considered when introducing IWRM. It is a useful publication that looks at IWRM from a gender perspective throwing caution to the commoditization of the resource. It is useful for practitioners, policy makers, researchers, academics and water managers.

Global Water Partnership (GWP), no date, *Catalyzing Change: a Handbook for Developing integrated water resources management (IWRM) and Water Efficiency Plans*, Technical Committee

This succinct booklet gives the principles of IWRM and how to carry out water efficiency plans. The document can be downloaded from the web page making it easy to access. The book is useful for water managers, utilities, government officers, NGOs and policy makers.

Available at: <http://www.gwptoolbox.org/en/content/toolcategory>

Global Water Partnership, no dated. *Sharing Knowledge for Equitable Efficient and Sustainable Water Resources Management: Tool Box*

The toolbox gives the principles of IWRM, guiding the use to the key principles as well as justification for the necessity of IWRM. It is a good way of understanding the principles and useful for convincing those who may be opposed to IWRM.

Available at: <http://www.gwptoolbox.org/en/content/toolcategory>

MAMA-86, 2002 *Drinking Water in Ukraine: Communication and Empowerment for Local and International Action*. 3rd Edition. Kyiv.

Allély, D, O. Drevet-Dabbous, J. Etienne, J. Francis, A. Morel à l'Huissier, P. Chappé, and G. Verdelhan Cayre, (2002). *Water Gender and Sustainable Development: Lessons learnt from French co-operation in sub-Saharan Africa*. Paris, France : Drevet-Dabbous Groupe de recherche et d'échanges technologique.

Schreiner, Barbara, Barbara van Koppen and Kathy Eales, 2003. '*Gender Mainstreaming in Water Policy and Legislation: the Case of South Africa*'. Paper developed for the Gender in Court Session at the 3rd World Water Forum, Kyoto, Japan.

A paper that gives an overview of progress in water reforms in South Africa from a gender perspective. It is useful as a case study example.

Available at: <http://www.dwarf.org.za>

United Nations Development Programme (UNDP), 2002. *Deepening Democracy in a fragmented World*, Human Development Reports various years.

These are a series of global reports that show progress in human development. and are generally useful in understanding growth trends. The reports have growth indexes from around the world and some data may have gender-desegregated information.

Available at: <http://hdr.undp.org>

United Nations Development Programme (UNDP), 2002, *Dialogue on Effective Water Governance, Update*.

The dialogue gives an insight into the governance debate, defining key principles of water governance and helps in clear understanding of the subject. It is useful document for advocacy and assisting those who may still not be convinced on water management.

Available at: www.undp.org

Also available at: <http://www.gwp.org>

WEDO, 2003. *Diverting the Flow: A Resource Guide to Gender, Rights and Water Privatisation*. Women's Environment and Development Organization, New York.

A useful resource for analysing the rights of women and vulnerable groups within the context of privatisation. The book enhances understanding of issues related to water rights, policies and legislation. It is particularly useful to government officials, water managers, utilities, academics and NGOs.

Available at: http://www.wedo.org/sus_dev/diverting1.htm

Also available at: www.trinity.edu/departments/soc_anthro/faculty.html

Murshid, Sharmeen, 2000. *Water Discourse: Where Have All the Women Gone?*

Available at: www.iiav.nl/nl/ic/water/water_vision.html

Spanish language resources

Mujeres de la Alianza Social Continental, 2004. *Las Mujeres en la defensa del Agua como Derecho Fundamental*. Disponible en: REBRIP / CUT – Rua Caetano Pinto. 575 – Brás CEP 03041-000 São Paulo – SP – Brasil Tel: (55) 11 2108 9129 e-mail: secr.asc@cut.org.br

La presente publicación presenta dos estudios realizados por el Comité de Mujeres de la Alianza Social Continental, para contribuir a la elaboración de una propuesta de estrategia de acciones y políticas desde la visión de las mujeres, en defensa de uno de los recursos más importantes y preciados para la vida: el agua. Se presenta los resultados y problemáticas surgidas de los estudios de caso de Bolivia y Brasil llevadas a cabo el 2003.

El conflicto generado por la privatización del agua en Cochabamba, Bolivia en el 2000, es un caso que ejemplifica claramente los procesos de privatización del agua, muestra los grados de impacto y la diversidad de factores y tensiones en las que desarrolla la problemática. Además evidencia una contradicción que existe en torno al agua en el mundo de hoy: privatización versus bien común.

El otro estudio de caso analiza los impactos de la privatización de servicios relativos al agua sobre los derechos de las mujeres, a través de un proyecto realizado en las represas del río Xingu de la región amazónica del Brasil. El proyecto fue el motivo por el que las mujeres de Altamira y de la Transa masónica en Pará, se movilizaron durante muchos años para impedir su construcción

Las propuestas de acciones pretenden contribuir a la lucha de las organizaciones de mujeres en el mundo para evitar que las políticas neoliberales sigan trabajando con el agua, profundicen los impactos negativos, impulsen la no valoración los saberes locales para la gestión del agua y las implicaciones negativas de la privatización en los derechos de las mujeres,

Gender and water Alliance, 2003. *Género y Agua, Informe de Desarrollo sobre Género y Agua. Perspectivas de Género en las Políticas del Sector de Agua*. Gender and Water Alliance.

El contenido es un aporte al análisis de los avances en políticas de género y agua en diferentes países. Un documento que es un primer paso en el proceso central de la promoción de género que se está traduciendo en políticas por los gobiernos y donantes en los últimos años.

Comentarios:

El análisis del manejo sostenible de los recursos hídricos y la equidad de género en el campo del manejo del agua, provee de argumentos para afirmar que: i) Involucrar a hombres y mujeres en roles influyentes en los diferentes niveles de decisión puede acelerar la consecución de la sostenibilidad en el manejo de los escasos recursos hídricos, ii) La gestión del agua realizada de una manera integrada y sostenible, puede contribuir significativamente a mejorar la equidad de género porque aumenta el acceso a los recursos hídricos y a los servicios relacionados con el agua, tanto de mujeres y hombres para cubrir las necesidades básicas. Así se aborda el progreso que los gobiernos y las agencias de cooperación han logrado en la aplicación de estos argumentos.

Disponible en: www.es.genderandwater.org

Soto, Betty, María Esther Udaeta, Gloria Lizárraga, 2004. *Políticas Públicas de Género, Auditoría de Género: Sectores de Saneamiento Básico y Riego de Bolivia*.

El libro presenta una investigación que muestra los avances y el desarrollo de la incorporación de la perspectiva de género y equidad en las políticas públicas, coadyuvando a la lucha contra la pobreza, la superación de la marginalidad y el impulso al capital social.

Comentario:

Las políticas públicas según el texto son las posiciones que toma un gobierno respecto a un problema determinada y su importancia radica en que define medidas concretas que orientan las acciones y recursos para la solución de los problemas, para lo cual es importante la participación ciudadana, que las políticas respondan a las demandas y necesidades de la mayoría.

Los resultados de la investigación muestran a nivel bisectorial que las políticas de género en el país han desarrollado los macro lineamientos que fueron la base para la formulación de políticas sectoriales. Los enfoques de género sectoriales no dejan visualizar la integración de equidad de género en sus políticas.

Permite identificar los efectos en hombres y mujeres de la población de las políticas sectoriales, a nivel de las y los profesionales operativos a través de la ejecución de programas, proyectos que han generado diversas experiencias, que no se encuentran sistematizadas. Las y los usuarios de los sistemas de agua y riego demuestran una gran sensibilización por el tema de género y una práctica de la equidad a nivel comunal y familiar, por lo que se hace necesario tomar en cuenta esos avances en la formulación de políticas a partir de las diferencias existentes a nivel local entre hombres y mujeres ricos y pobres de ámbito rural y urbano

El instrumento metodológico ha permitido analizar y llevar adelante la auditoría con objetividad, lo que se demuestra por los resultados claros y concretos y permite concluir que existe un estancamiento de la Transversalización del género en los sectores auditados.

Disponible en: www.sias.gov.bo

BID, no date, *Plan de Acción del BID para la integración de Género*

This Gender Mainstreaming Action Plan seeks to reactivate efforts and generate new energy around the advances achieved to date. The Plan builds on accumulated experience indicating that promoting gender equality and investing in women's capabilities are fundamental for improving the impact of development interventions in Latin America and the Caribbean. Investing in women - in their access to information, resources, opportunities and spheres of political decision making - contributes to poverty reduction, economic growth and good governance at the local and national levels.

The Action Plan brings together the commitments of all operations divisions and relevant departments of the Bank in the development of actions that aim to improve equality between men and women. The likelihood of success implementing this Plan is high because it represents a collaborative agreement

and shared commitment between different members of the institution, including the high levels of the Administration, professional staff and assistants involved in the design, supervision, monitoring and evaluation of operations supported by the Bank.

Disponibile

en:

<http://www.aprchile.cl/pdfs/Plande%20Accion%20para%20Integracion%20generoSbid.pdf>

Villalobos, Guiselle Rodríguez, Montserrat Blanco Lobo y Francisco Azofeifa Cascante. 2004. *title ?*

This book intends to highlight the importance of biodiversity in the broadest sense of the term, by making visible and illustrating the differentiated relations that women and men establish with nature and the consequences thereof in regard to development promotion. This document is basically focused on the recognition of the Convention on Biological Diversity (CBD) and the National Biodiversity Strategies (NBS), as participation and awareness-raising mechanisms of our societies to build a new form of relation between human beings and their environment.

[Download Document in Spanish](#)

[Download Document in English](#)

Berrón Sañudo, Linda, ed. 2005. *Everything Counts! Valuing Environmental Initiatives with a Gender Equity Perspective in Latin America.*

Compilation of a selection of thirty experiences from Brazil, Chile, Costa Rica, Cuba, Ecuador, El Salvador, Mexico, Peru and two international experiences about the outcomes in making the linkages between gender and environment, as people working in social sciences include ecological considerations, and the inclusion of the gender equity approach in all technical processes of conservation and management of the resources.

[Download Document in Spanish](#)

[Download Document in English](#)

UICN. 2004. *Everything Counts! Valuing environmental initiatives with a gender equity perspective in Latin America*

El objetivo de este documento es reconocer los esfuerzos que se realizan desde diversos lugares de mundo por mejorar las condiciones de vida de mujeres y hombres, y en especial, de las relaciones que establecen entre ellos, en el uso y beneficio que proporcionan los recursos naturales del medio en que viven. Muestra, este conjunto de 30 experiencias, el avance en la vinculación entre ambiente y género, tanto por la apropiación de la dimensión ecológica por parte de las personas que trabajan en los temas sociales, como también por la redimensión de los procesos técnicos de conservación y uso de los recursos

[Download Document in English](#)

R.Meinzen-Dick, M. Zwartveen. 1997. *Gendered participation in water management: issues and illustrations from water users' associations in South Asia.*

Este documento se preparó para el Taller Sobre Agua y Mujer, del Instituto Internacional del Manejo de la Irrigación 15-19 Septiembre 1997, Sri Lanka

[Download Document in English](#)

Kunst, Sabine, Tanja Kruse, 2001. *Integrating gender perspectives : realizing new options for improved water management. Cross-cutting thematic background paper.*

El llamado a un enfoque holístico y sensible al género para el manejo hídrico debe ser reiterado como punto inicial del desarrollo sostenible. Los esfuerzos deben buscar objetivos paralelos: el mejoramiento de la vida diaria y de las condiciones de vida, y el planeamiento a largo plazo para un futuro ambientalmente sostenible. La transversalidad de género en relación con el agua es definida por la Visión Mundial del Agua (World Water Vision).

[Download Document in English](#)

Green, C. and S. Baden. 1994. *Water Resources Management: A Macro-level Analysis from a Gender Perspective*.

Este reporte argumenta que la nueva política requiere urgentemente asegurar que los aspectos relacionados con el género no se sobreestimen en el manejo del agua.

[Download Document in English](#)

Ruijgh-van der Ploeg, Martinez. 2000. *Water and conflict : the role of women and men. Presentation of good practices two perspectives on the importance of decision-making and (gender) equity for sustainable water management*.

Las mujeres y los hombres pueden trabajar juntos hacia la equidad de género en la toma de decisiones sobre el manejo sostenible del recurso hídrico. Esto requiere cambios en las reglas del juego de los procesos de toma de decisiones, cambios en la forma en que se selecciona, presenta y distribuye la información sobre el manejo del agua. Si tenemos un conocimiento más amplio acerca de las contribuciones que las mujeres hacen y pueden hacer en el manejo del agua, será mucho más sencillo efectuar los cambios que se sugieren y evaluar su efectividad.

[Download Document in English](#)

Case studies (check website <http://www.genderandwater.org>)

Inputs to Thematic Paper on water and sanitation: Case studies from the Interagency Gender and Water Task Force (Marcia Brewster, Task Manager)

- A. New Models for Financing Local Water Initiatives
- B. Institutional Development and Political Processes
- C. Capacity-building and Social Learning
- D. Application of Science, Technology and Knowledge

A river for solution, Women, Men and Water in the El Naranjo River Basin, Guatemala

One Hand Does not Tie a Bundle”: Women’s Participation Transform Water Management, Nkouondja, Cameroon

This case illustrates that women’s involvement in local water management increases creativity.

From Purdah to Participation, Pakistan

This case illustrates:

- Women can sometimes offer more practical solutions in water management
- Involvement by women can dynamise community development
- Traditional leaders can be won over through patient effort to include women
- Success based on women’s involvement can lead to changes in attitudes in both women and men

3.3. Gender, Water and Poverty

Introduction

Water is essential to human beings and all forms of life. But pollution and lack of access to clean water is proliferating the cycle of poverty, water-borne diseases, and gender inequities (Khosla and Pearl, 2003). Water is an entry point for sustainable development, poverty eradication, human rights, reproductive and maternal health, combating HIV and AIDS, energy production, improved education for girls and a reduction in morbidity and mortality. And yet there are still 1.1 billion people without access to safe drinking water and 2.6 billion without access to adequate sanitation. This situation has an enormous negative impact on women and children.

There is deepening poverty worldwide, and the most vulnerable groups are women and children. Women experience poverty differently than men, as they are generally treated unequally. It is estimated that, of the 1.3 billion people living in poverty around the world, 70% are women. Women work two-thirds of the world's working hours, produce half of the world's food, and yet earn only 10% of the world's income and own less than 1% of the world's property (UN Millennium Campaign, 2005).

Why gender, water and poverty?

In 1997, the Human Development Report revealed that countries with the lowest gender-related development indices (Sierra Leone, Niger, Burkina Faso and Mali) also had high poverty rates and little access to water, health and education. Other, countries with high poverty rates (Bolivia, Colombia, Guatemala, Honduras, Nicaragua and Paraguay) also had high rates of social, gender and ethnic inequality (Schreiner, 2001).

Women are more vulnerable than men to chronic poverty due to gender inequalities in various social, economic and political institutions. Such inequalities can be found in the andocentric distribution of income, control over property or income and access to productive inputs (such as credit), decision-making resources and water resources, rights and entitlements. Women are also subject to bias in the labour markets and social exclusion.

Linkages among gender, water and poverty

- Access to water of sufficient quality and quantity will reduce the incidence of water-washed and water-borne diseases, improve health and productivity for women and attendance in schools for children.
- When there is competition for water resources, women and the vulnerable often lose their entitlements.
- Women's development priorities for water resources may be for sources nearer homes so that they are able to balance their productive and reproductive roles. If they are not consulted, then these priorities will not be considered.
- Improved livelihoods and food security for women and the disadvantaged are also dependent on access to sufficient water resources.
- Participation in water management can also improve the dignity of women through giving them a voice and choice. It also improves targeting and efficiency

According to the United Nations Development Programme, five years after world leaders signed a commitment towards reducing poverty, "the gap between MDG targets for halving poverty and projected outcomes is equivalent to an additional 380 million people

in developing countries living on less than a dollar a day (2005).” Women and children carry an unequal burden of deepening poverty.

Definitional Misconceptions

Poverty is multi-dimensional, location specific and varies by age, culture, gender and other socio-economic aspects. Perceptions of poverty also differ from women to men: for example, in Ghana men defined poverty as the inability to generate income, while women viewed it as food insecurity (Narayan, 2000).

Poverty is not only about material deprivation; it also includes a lack of voice or power, vulnerability to crises and other adverse situations and limited capacity to cope with such vulnerabilities. If water resources are located far away from homes, women and girls have to walk further to collect water, thus reducing the time available for productive work. Effective water management offers social networks for women through management committees, but very often women end up doing unskilled and unpaid work related to water management. Continuing to link poverty to material well-being masks other dimensions of poverty, such as powerlessness and exclusion for decision making.

Measuring poverty: the gender dilemma

The traditional methods of measuring poverty have been through Gross Domestic Product or household income statistics, masking gender differentials within the household. Participatory poverty assessments (PPAs) are an instrument for including poor people’s views in the analysis of poverty and the formulation of strategies to reduce it through public policy interventions (Norton, 2001).

Gender, Poverty and Environment: A three-way interaction

While separate Millennium Development Goals have been set for poverty, gender and the environment (encompassing water and sanitation), they are interrelated and there is a three-way interaction among them. Water is essential for the well being of human beings, vital for economic development and a basic requirement for the health of ecosystems. Clean water for domestic purposes is essential for human health and survival and, combined with improved sanitation and hygiene, it will reduce morbidity and mortality especially among children. Water is also vital for other facets of sustainable development such as environmental protection, food security, empowerment of women, education of girls and reduction in productivity loss due to illnesses. Water is a catalytic entry point for developing countries in the fight against poverty and hunger, and for safeguarding human health, reducing child mortality and promoting gender equality and protection of natural resources (UN Millennium Task Force on Water and Sanitation, 2005).

The HIV and AIDS pandemic, which is both a cause and a consequence of the vulnerability that is characteristic of poverty, has driven some countries to adopt home-based care approaches as health institutions fail to cope with the demand for services. The home-based care approach implies that there should be water of sufficient quality and quantity to avoid secondary infections as well as to reduce the burdens of care-givers, who, in most cases, are women and girls.

Some Policy Implications

In IWRM, water is viewed as both an economic and a social good, and thus in some cases it can be considered a commodity responding to the principles of supply and demand. It thus has a market value determined for certain uses (Thomas, Schalkwyk and Woroniuk,

1996). The water sector is often divided into productive and non-productive water uses. The non-productive uses of water (health, domestic chores and sanitation) tend to be the responsibility of women and are not considered in economic assessments. These should be incorporated into the assessment of relative economic values of water resources to allow for the understanding and consideration of the interdependence between productive and domestic water.

Water as a commodity implies that the development of water resources should be based on demand. However, poor women are generally unable to express their demands for services, nor do they have the capacity to defend their rights, especially if there are recognizable and transferable property rights over water. In addition, children-headed households have even lower capacity to express demand and defend their rights.

In order to meet the water demands of poor women, governments must collect sex-disaggregated data and develop gender-sensitive indicators in all sectors, including water, sanitation, agriculture and irrigation. The use of participatory tools is also important for engaging the voiceless and less educated who may have difficulties understanding written text. Only this way can priorities of the poor be heard and understood.

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IWRM TOOLBOX

the toolbox provides a framework for IWRM planning which in it gives a reference for water governance. The water governance instruments such as policy framework, institutional arrangements and legal instruments are described here.

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This gives research methods and indicators for measuring the impact of poverty reduction. Four country studies from India, Bangladesh, Ghana, and Uganda are presented. The report describes the research process and summarises key findings. Incorporates gender perspectives and gives some interesting examples and analysis of gender differences. Raises some questions about the importance of quantitative indicators to communities and describes the use of meta-indicators.

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have the same access to water as men and male farmers both for domestic and irrigation purposes, while at the same time highlighting the challenges and limits of doing so.

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This publication shows how international, national and local decision making bodies to direct investments can use road maps.

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This paper presents an overview of the relationship between gender, poverty and water. The first section explores how, in every corner of the globe, women play a central role in managing water supply and distribution. It also examines how access to water and sanitation has implications for women's health and economic activities. Case studies highlight water projects and initiatives that have succeeded in elevating women's status.

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Esta publicación revela el papel de la mujer en las actividades que realiza en forma cotidiana, haciendo hincapié su relación con un sistema de agua potable, el uso y consumo del agua, su participación en la organización que administra el servicio, el aporte de su fuerza de trabajo, el nivel de decisión y su cosmovisión. Resultados obtenidos a través de un estudio que muestra datos estadísticos y un análisis de género, como un aporte para estimular el debate en torno a la participación de la mujer en los sistemas de agua.

Espejo, Norah y Ineke van der Pol, 1994. *“Mejor, cuando es de a dos”* – Guía de campo – La Haya Holanda, IRC - CINARA. Primera Edición,

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French Resources

Khosla, P. and Pearl, R., 2003. *“Connections inexploitées : genre, eau et pauvreté”* Women's Environment and Development Organization (WEDO), New York.

Donnant un aperçu de la relation entre genre, eau et pauvreté, ce rapport évoque le rôle central des femmes dans la gestion et la distribution de l'eau. Il examine comment l'accès à l'eau et à l'assainissement a des implications sur la santé, les activités économiques des femmes et le développement durable dans son ensemble.

Disponible au:

www.gallup-international.com/ContentFiles/news_detail.asp?id=22

http://www.wedo.org/sus_dev/untapped1.htm [en anglais]

Web-sites

UNDP, Human Development Reports

This site has various human development reports with development index from around the globe. It is relevant for all levels within the development sphere and gives good reference statistics

[http:// www.hdr.undp.org](http://www.hdr.undp.org)

UNIFEM

The site provides articles on women and gives an insight into the impact of privatisation on women. It argues that privatisation has led to lack of access for women as water becomes too expensive.

http://www.unifem.org/attachments/stories/at_a_glance_water_rights.pdf.

WELL Resource Centre Network for Water and Sanitation sheets

This site provides global and regional briefing notes of gender and the relationship with all the other MDGs. Aside from these global and regional annexes, there are also country-briefing notes looking at poverty, education, hygiene and sanitation. The fact sheets provides statistical information

www.lboro.ac.uk/well/resources/fact

UNFPA

Information on food, water, gender and equity can be obtained from this site. Poverty is looked at from the perspective of food security and irrigation

www.unfpa.org/sustainableenvironment

IWMI

The site has case studies and best practices on gender poverty and irrigation. It is particularly valuable as it gives a cross section of experiences from across the globe.

<http://www.iwmi.cigar.org/pubs>

ADB (Asia Development Bank)

This site provides information on poverty reduction strategies, poverty and development indicators and also gives resources and case studies on poverty. It also has statistical information on poverty around the Asia region.

<http://www.adb.org/poverty/default>

Development Gateway

The site is recommended for its statistical data that is tabulated by regions, by sector and by country. It gives the latest information on trends from around the globe.

<http://www.topics.developmentgatewaya.org/poverty>

IRC

This site provides resources related to gender in general and also sector specific issues. It also produces a yearly journal on water and women. It is a very useful site that has resources on gender, water and sanitation.

www.irc.nl/page

IDS Institute of Development Studies

The site provides information on participation, gender, and poverty. It covers a wide range of topics and provides statistical information on global poverty trends. The resources are suitable for practitioners largely dealing with participation in development, researchers

www.ids.ac.uk/ids/particip

INSTRAW

The United Nations International Research and Training Institute for the Advancement of Women.

www.un-instraw.org

WHO

WHO and UNICEF have jointly been monitoring access and coverage of water supplies and sanitation globally. The site provides fact sheets, figures and global statistics on the state of water and sanitation.

www.who.int/entity

UNEP

Promotes environmental understanding, and increases public knowledge about environmental factors and problems of future generations. The site has useful information and publications on gender and poverty.

www.unep.org

Save the Children (UK)

The site provides water stories and activities that are being undertaken from around the globe where save the children are operating.

www.savethechildren.org.uk/fairshares

Case studies (check website <http://www.genderandwater.org>)

Gender and Economic Benefits from Domestic Water Supply in Semi-Arid Areas, SEWA

Addressing Water and Poverty at the Grassroots: A Case Study of Area Water Partnerships and Women and Water Networks in South Asia

Rural Women Securing household water through installation of water cisterns- Rakin Village-Jordan

3.4. Gender, Sanitation and Hygiene

Introduction

Water supply, sanitation and hygiene promotion and education must be considered as an integrated unit if real progress is to be made in improving the health and well-being of the poor. Sanitation and health are subjects that have been intimately associated with women and water supply or lack of it. Globally, more people have access to water than to sanitation facilities. According to the WHO-UNICEF Joint Monitoring Programme, at the end of 2002, 1.1 billion people lacked access to safe drinking water, and 2.6 billion – 40 per cent of the world's population -- did not have access to a sanitary means of excreta disposal. As a result, each year more than 2.2 million persons in developing countries die from diseases associated with lack of access to safe drinking water, inadequate sanitation and poor hygiene. The social and environmental costs of ignoring the need to address sanitation (including hygiene, wastewater collection and treatment) are far greater than the costs of incorporating sanitation and hygiene education into water supply programmes.

A focus on gender differences is of particular importance with regard to hygiene and sanitation initiatives, and gender-balanced approaches should be encouraged in plans and structures for implementation. Access to adequate and sanitary latrines is a matter of security, privacy, and human dignity, particularly for women. However, even in places with adequate latrine coverage, the availability of sanitation facilities does not necessarily translate into effective use, because of taboos, culture norms and beliefs.

Hygiene promotion and education are often missing between the construction and long-term sustainable use of latrines. As men generally control household income, hygiene promotion and education need to be targeted at them to ensure that resources are available for the construction and maintenance of sanitary facilities. To make programmes sustainable, cost recovery strategies for sanitation projects can be linked to income generating activities for the poor.

Women are acutely affected by the absence of sanitary latrines:

- When women have to wait until dark to defecate and urinate in the open they tend to drink less during the day, resulting in all kinds of health problems such as urinary tract infections (UTIs).
- Women can be sexually assaulted or attacked by wild animals when they go into the open for defecation and urination.
- Hygienic conditions are often poor at public defecation areas, leading to worms and other water-borne diseases.
- Girls, particularly after puberty, miss school due to lack of proper sanitary facilities.

Policy Overview

At the policy level, sanitation lags far behind water resources, and in many interventions sanitation and environmental hygiene are added as an afterthought. At the 2002 World Summit on Sustainable Development (WSSD) in Johannesburg, however, sanitation was elevated to an unprecedented level of political priority. For the first time, the world leaders agreed on a target to reduce by half the proportion of people who lack basic sanitation by the year 2015. Thus, sanitation was added to the water supply target as part of the Millennium Development Goals. In response, for instance, the Government of

Bangladesh has initiated a campaign to attain 100 per cent sanitation coverage by 2010. However, hygiene still does not get the attention it needs in policy documents.

In the sanitation sector, there are encouraging efforts being made to mainstream gender in sanitation programmes in South Africa, Zambia and Zimbabwe. Current sector policies are being supplemented with specific strategies to reflect gender concerns. These countries are currently implementing programmes for gender mainstreaming in the water and sanitation sector, including training programmes aimed at a variety of levels.

In Ghana, a national environmental policy was formulated by the Ministry of Local Government in May 1999. The document indicated that sanitation is for the public good, and is therefore the responsibility of all citizens, communities, private sector enterprise, NGOs and government institutions. Following the WSSD, Senegal was one of the first countries that created a ministry directly responsible for sanitation and hygiene promotion (now called the Ministry of Health and Hygiene). While the roles of men and women may not be specified in these national policies, the responsibilities of individual households and community-based organizations (CBOs) are included.

Key Actors in the Sector

At the national government level, line ministries, such as the ministries of health, water resources and social services are key actors and have important roles to play in ensuring that sanitation, hygiene promotion and education and gender are incorporated into water resources and health policies. The line ministries should be motivated and willing to address gender in sanitation policies and legal frameworks.

At the community level, hygiene and sanitation are considered a women's issue, but they impacts on both genders. Yet societal barriers continually restrict women's involvement in decisions regarding sanitation improvement programmes. Thus, it is important that sanitation and hygiene promotion and education are perceived as a concern of women, men and children, not only of women. Separate communication channels, materials, and approaches have to be developed to reach out to men and boys. It is also important to target community leaders for gender sensitisation; this would facilitate mainstreaming gender in sanitation and hygiene promotional activities.

Attention and funds should be focused on sanitation and hygiene in schools, in order to reduce transmission of water-related diseases and implement hygiene and health education. School children are key change agents because they can influence their parents and will be tomorrow's adults. When they learn sanitation-related behaviours, such as hand washing, they can bring about change in their families and communities, leading to health improvements and higher school attendance of girls. It is critical that school sanitation and hygiene programmes address both boys and girls.

One problem that has been observed is that the latrine designs, especially for primary and secondary schools, are mainly prepared by male masons. The tendency therefore has been to construct latrines which are not sensitive to the special needs of girls. This has resulted in girls staying away from schools when they are menstruating, even when their schools have latrines. Moreover, it is important that separate sanitary latrines are constructed for boys, in order to prevent boys from taking over the latrines that are meant for the girls.

A study in Senegal of over 5,000 schools showed that 53 per cent of schools had no water supply and 46 per cent had no sanitation facilities. Only half of the schools had separate facilities for boys and girls (Republic of Senegal and UNICEF, 2002). In India, a survey carried out among school children revealed that about half the ailments found were related to unsanitary conditions and lack of personal hygiene (UNICEF and IRC, 1998).

Gender Mainstreaming in the Sector

While promoting an integrated approach to water resources management, separate sanitation and hygiene strategies should be designed to address the needs of both men and women for hygiene promotion and sanitation improvements.

Given the importance of gender issues in sanitation and hygiene, specific institutional arrangements are necessary to ensure that gender is considered an integral part of efficient and effective implementation of projects and programmes. Financing is one of the major constraints to expansion of sanitation services, partly because most policies delegate financing to local governments. Governments, NGOs, small-scale providers, development partners and male community leaders are important actors who should make sure that gender is addressed in policy formulation and that legislation and by-laws go through a gender review before they are adopted.

Finally, it is vital to take women's needs into account in planning and implementing sanitation projects. For example, in South Africa, the use of the Aqua Privy ignored the needs of women. The toilets faced the street, causing embarrassment and harassment. When the latrine tank was full, it was a woman's task to empty it and women performing this task were seen to be unmarriageable.

Providing urban sanitation to informal settlements is a unique challenge. Urban problems tend to be more complex and involve many issues beyond the traditional aspects of water supply and basic sanitation. For example, many people in slum areas lack legal title to the land they occupy and have little or no political voice. Most poor urban dwellers, unlike their rural counterparts, must pay cash for their sanitation and water services and thus may have to settle for wholly inadequate facilities that they can afford.

The results of surveys and studies can be very instructive. For example, in a research study conducted by NETWAS International in Kenya (2003), the results suggested that women's educational level is related to hygiene practices. Women with some primary school education tended to have some hygienic behaviours, but better-educated women were more likely to have hand washing knowledge, skills and practice, as well as consistent latrine use. Educated women and girls can thus be used as agents of change.

It is important to note that improving sanitation is a process affecting individuals and households, not a top-down directive. Women and men must be meaningfully consulted and involved in sanitation and hygiene education programme planning, implementation and follow-up.

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Shordt, Kathleen and Sandy Cairncross, 2004. *Sustainable hygiene behaviour and the effectiveness of change interventions: Findings of a multi-country research study and implications of water and sanitation programmes*, Booklet 2. International Water Sanitation Centre (IRC). Available at: publications@irc.nl

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IRC, 1994. *An African Field Guide*.

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: <http://irc.nl>

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Additional Resources

Coates, S, 1999. *A Gender and Development Approach to Water, Sanitation and Hygiene Programmes*, a WaterAid Briefing Paper. Available at: www.wateraid.org

Eales, Kathy, 2005. *Bringing pit emptying out of the darkness: A comparison of approaches in Durban, South Africa, and Kibera, Kenya*. London: Building Partnerships for Development (BPD), Sanitation Partnership Series.

Much attention has been focussed in recent years on partnerships in the water and sanitation sector. However, as is often the case when sanitation is bundled with water, much of the spotlight has been on water. Consequently, while we increasingly understand the circumstances in which partnerships to provide drinking water are successful, much less is really known about sanitation. One often encounters the false assumption that what applies to 'water' partnerships (or solid waste partnerships) will hold true for those catering specifically for sanitation. In order to gain a better understanding of where partnerships fit in the debates around sanitation, BPD set out in 2004 to work with a series of sanitation-specific case studies. The first challenge was to find such partnerships, less easy than first supposed; eventually Dar es Salaam, Durban, Maputo, Maseru and Nairobi were chosen.

This paper is one of a series that looks at sanitation partnerships in poor urban communities, and questions when and why partnership may be appropriate or inappropriate to the delivery of on-site sanitation services.

IRC/SEU, 1996. *The community managed sanitation programme in Kerala: Learning from experience*. Delft: IRC and Kerala: Socio-Economic Unit.

Schordt, Kathleen and Sandy Caincross, 2004. *Sustainability of hygiene behaviour and the effectiveness of change interventions*, Booklet 2, Delft: IRC.

The booklet is on findings and implications for water and sanitation programmes from a multi-country research study. The research was to see the link of sustainability of hygiene behaviour after a hygiene promotion intervention. Countries in the research included Ghana, Kenya, Sri Lanka, India, Nepal and Uganda with guidance from IRC and London School of Hygiene. The booklet describes how the study was conducted and its findings. Booklet 1 outlines the methodological lessons learnt.

Available from: publications@irc.nl

Khan, Mohammad Taimur Ali, 2005. *Livelihoods and gender in sanitation, hygiene and water services among the urban poor*, London: DFID.

Mathew, T, 1998. "New Skills, New Lives: Kerala's Women Masons", *Waterlines*, 17(1), pp. 22-24.

Simpson, Mayling, Ron Sawyer and Lucy Clark, 1997. *The PHAST initiative: Participatory Hygiene and Sanitation Transformation, a new approach to working with communities*, UNDP-World Bank Water and Sanitation Program, WHO Geneva

This is an information document to the water and sanitation sector. It is a participatory hygiene and sanitation transformation, an innovative approach designed to promote hygiene behaviours, sanitation improvements and community management of water and sanitation facilities using specifically developed participatory techniques. The document describes the underlying principles of the approach, the development of the specific participatory tools and results of the field tests done in four African countries.

NETWAS, 2003. *Iguacu Action Plan: Key findings for the rapid study for the WASH programme in Soweto & Korogocho villages in Nairobi, Kenya*. Network for Water and Sanitation, NETWAS

SIDA, 1997. *Health – Sanitation: Handbook for mainstreaming a gender perspective in the Health Sector*. Available from: [www.sida.se/sida/articles/91PO - 9199/9182/gender.pdf](http://www.sida.se/sida/articles/91PO-9199/9182/gender.pdf)

UASNET (Uganda Water and Sanitation NGO Network) and WaterAid Uganda, 2002. *Mainstreaming Gender in Sanitation and Hygiene*.

Paper presented at sanitation and hygiene conference held in South Africa. The theme of this paper is the mainstreaming of gender in sanitation with a purpose to facilitate incorporation of gender. The paper focuses on the concept of mainstreaming and the status of sanitation in Uganda, the progress made in this field, gaps and lessons learnt.

Available from: http://ww.wateraid.org/documents/g_uganda_cs.pdf

Voorden, Carolien Van der and Kathy Eales, 2002. *Mainstreaming Gender in South African Sanitation Programmes: A Blind Spot or Common Practice?*

Paper prepared for the AfricanSan Conference, South Africa 2002.

WHO, UNICEF, UNIHABITAT, UN/DESA, UNEP, 2004. *The sanitation challenge: Turning commitment into reality*.

This document looks at international sanitation development targets, legislation and commitments, building capacity, gender and equity issues, and progress on monitoring.

Available at: http://www.who.int/water_sanitation_health/hygiene/sanchallengecomp

Wright, Albert M, 1997. *Toward a Strategic Sanitation Approach: Improving the Sustainability of Urban Sanitation in Developing Countries*. UNDP/World Bank Water and Sanitation Programme. Available from: wsp@worldbank.org or www.wsp.org

WSSCC and WHO, 2005. *Sanitation and Hygiene Promotion: Programming Guidance*. Geneva: Water Supply and Sanitation Collaborative Council (wsscc@who.int) and the World Health Organisation (bookorders@who.int).

This document is a collaborative product, based on an earlier UNICEF Handbook, which looks at setting in place a process whereby people (women, children and men) can develop and sustain a hygienic and healthy environment for themselves. It argues that the objective of policy-makers should be to establish a consistent set of rules under which all sanitation and hygiene promotion projects and investments can be made, such that they all work towards an agreed long-term vision for improved health and dignity for the entire population, particularly women and adolescent girls.

Case studies (check website <http://www.genderandwater.org>)

Case Study on Gender and Sanitation, and Gender and Domestic Water Supply in Zimbabwe

Togo: Integrating Gender into the Promotion of Hygiene in Schools SSHE

India: From Alienation to an Empowered Community - Applying a Gender Mainstreaming Approach to a Sanitation Project, Tamil Nadu

3.5. Gender, Domestic Water Supply and Hygiene

Introduction

Women are the main users and managers of domestic water supply, and traditionally they maintain domestic water sources, fetch water, and use it in and around the house. However, men, and especially the male leaders, often control these sources and make the major decisions related to location and type of facilities available. The differentiated gender roles are often reinforced by official efforts to improve domestic water supply, despite widespread evidence that water systems function better when both women and men are actively involved in planning, construction, operation and maintenance of water facilities and sources. Only when women are directly involved in a meaningful way will their needs be addressed and solutions found that are appropriate and sustainable. Involving women in domestic water management also has the potential of addressing gender imbalances in society.

Conventional approaches in the water supply sector are generally not gender-sensitive and have undervalued women's needs and contributions to the sector. Women's knowledge about water sources and their multiple uses of water are not given significant recognition. When women have more control over their access to water, they will have more time for child care and economic activities that will improve their families' quality of life.

Good hygiene is essential for a sustainable and safe water supply; half of the contamination of water happens after fetching it. Water might be stored in dirty pots or water sources can become polluted, because people are watering livestock from the same source. However, while hygiene promotion and education typically focus on women and girls, men are often the ones who take major decisions in the household. As men and boys often serve as role models, they should be involved in hygiene promotion and education programmes. To be more gender sensitive, such programmes need to target men and boys through culturally appropriate channels.

The Role of Women in the Drinking Water Supply Sector

The drinking water supply sector has a long history of examining the roles of women, because of the visibility of women carrying water over long distances in many countries. The effort to expand access to water supply has also led the way in evolving a gender-based approach that takes account of changing social structures, and their effects on the way that women and men use and manage water resources. Considerable successes have been achieved in incorporating a gender analysis into local drinking water supply programmes. A large number of participatory toolkits have been developed for this purpose.

However, a lot still remains to be done:

- Gender has not been mainstreamed in the engineering and technical design of water supply systems nor in the management of the sector at all levels;
- Staff of line departments are seldom sensitised towards the needs of women and prefer to deal with their male counterparts in the villages and slums;
- A disproportionate part of investments goes to large, multi-village schemes that offer less opportunity for participation, in particular by women (GWA 2003).
- Outcomes of gender analysis have seldom been incorporated into project designs and operation and maintenance practices;

- Women at the local level often face fierce competition from the men who prefer to use limited supplies of water first for agriculture and for their animals; and
- Hygiene is still usually considered to be women's domain though men have an important role to play as decision-makers and role models.

Moreover, the important positive economic linkages resulting from improved access to water for women are not often recognised, when considering the development and provision of drinking water infrastructure. Improving access to drinking water and sanitation can make an enormous difference to the economic well being of households, as women gain time and energy to engage in economic and personal activities.

Economic Benefits Of Domestic Water Supply

From a research project on gender and economic benefits of domestic water supply carried out by the Self-Employed Women's Association (SEWA) in India, IRC International Water and Sanitation Centre and the Foundation of Public Interest (FPI), it was demonstrated that improved water supply combined with micro-enterprise development and capacity building programmes for women has much potential to alleviate poverty in semi-arid areas. The calculations were made in terms of the costs of reduced water collection time and the potential benefits of this reduced time.

An area where a lot still needs to be done is inclusion of men and boys into hygiene promotion and hygiene education programmes. Hygiene is essential to ensure the safety and sustainability of domestic water supply, as it relates directly to how domestic water supply facilities are used and to the priority given to operation and maintenance thereof. To reach men and boys culturally appropriate communication material, channels, and strategies need to be identified and developed.

Policy Overview

Many policies have addressed the roles of women, or the division of responsibilities between women and men, but they do not have a comprehensive and consistent gender focus. Gender concerns have penetrated into many national water sector policies and there has been a recognisable shift from policies concerned with women in development to those encompassing gender mainstreaming. Nonetheless, gender still does not penetrate deeply into policies and legislation (GWA, 2003).

From a social equity perspective, it can be seen that inequality remains a serious problem among social groups, and between women and men within these groups. Yet very few policies recognise both social and gender inequalities in combination, and do not address them in a comprehensive manner. Many policies mention participatory approaches for small-scale water supply systems managed by user committees. Where they give attention to women or gender, the emphasis is on participation of women or equality between men and women in decision making. Very few mention the inclusion of marginalized social groups or the roles of men, which are thought to be implicitly included.

Water sector reforms in many countries have created many new institutions, some of which may include a gender unit, but these have not really affected the way the institutions work. In Uganda, a Water Sector Gender Strategy was introduced in 2003 that stipulates targets for involving women at all levels of water management. While this is a laudable initiative, it is difficult to measure the effects of the strategy on the ground.

There is need for more attention to be paid to the roles and positions of men and why they may or may not be supportive of improving gender equality in the sector.

Other positive examples include affirmative action policies incorporated into regulations of water ministries in Lesotho, Uganda and South Africa, specifying percentages of staff who should be women. The 1996 South African Constitution explicitly states that every citizen has the right to basic amounts of drinking water and sanitation, and recognises equality of men and women. In the Dominican Republic, there is a regulation of the National Water Authority, requiring that at least 40 per cent of the water committee must be women.

Key Actors in the Sector

In many countries the state has moved away from water provision and is focusing on poverty reduction policies and creating an enabling environment for other actors to provide water and sanitation. Private-sector enterprises, particularly small-scale local service providers, have an important role to play. However, the framework in which they operate should be clearly spelt out. This is particularly so when the private sector takes over water supply systems in urban or peri-urban areas, and the interests of low-income communities require special attention.

Within households and communities, men, women and children have different tasks related to water and hygiene. Unequal power relations shape the daily practices. Within households different categories of women have different responsibilities. Because of ignorance about hygiene in some cultures, daughters-in-law, who do most of the cooking, are forbidden to wash their hands or use the toilet, because it is seen as a luxury they do not deserve.

Involvement of local communities in the planning, implementation, operation and maintenance (O&M) of drinking water supply is essential for the quality and sustainability of the systems. However, within communities men tend to dominate the decision-making, even though women are the main users. NGOs and community-based organizations (CBOs) have key roles to play in facilitating the planning, implementation and O&M in a gender-sensitive and equitable manner.

Gender Mainstreaming in the Sector

Gender is a critical factor in ensuring sustainability and hence overall success of water projects. Gender mainstreaming is a way to ensure that there is adequate representation of men and women in operation, maintenance and management of programmes and projects.

Some of the challenges to gender mainstreaming in the sector are the following:

- There is need to have an integrated and holistic approach to rural and urban development reform, so as to empower women and enable them to influence the design and location of the services to meet their domestic and economic requirements.
- There is also a need to involve experienced CBOs and NGOs with communities and local governments in providing water supply and supporting micro-enterprise development in the re-formulation of current policies.
- The promotion of private-sector development of natural resources should take into account women's knowledge and subsistence activities for economic development.
- There is need to build capacity of sector professionals to mainstream gender, including among NGOs, CBOs, and managers.

- To enable sound water management, water and sanitation services should be provided at fair and reasonable rates. Payment systems should be flexible to reflect that women and men in different economic groups have different income sources and mobility.

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Gender and Water Alliance, 2003. *Tapping into sustainability: Issues and trends in gender mainstreaming in water and sanitation. A background document for the Gender and Water Session, 3rd World Water Forum, Kyoto, Japan*. Available at: <http://www.generayambiente.org/ES/articulos estudios/docs/gwalibro.pdf>

International Water and Sanitation Centre (IRC), 1994. Occasional Paper series. *Working with women and men on water and sanitation: An African Field Guide*. Available from: <http://irc.nl>

Maharaj, Niala, 2003. *The Global Approach to water management: Lessons learnt around the globe*. Findings of an electronic conference series convened by the Gender and Water Alliance, Delft, Netherlands. Examines emerging lessons from 82 case studies on gender mainstreaming in the water sector. Available at: <http://www.genderandwateralliance.org/english/advocacy.asp>

WEDC, 2004. *The Gender Millennium Development Goal: What Water, Sanitation and Hygiene can do*. Briefing Note 4, London Water Engineering & Development Centre (WEDC) Available at: www.lboro.ac.uk/well/

Wijk-Sijbesma, C. van, 1998. *Gender in water resources management: Roles and realities revisited*, Technical series 33-E, The Hague: International Reference Centre for Water and Sanitation.

Additional Resources

ADB, *Checklist for water and sanitation*

This publication 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 from project design to a policy dialogue.

Available at:

http://www.adb.org/or/documents/manuals/gender_checklists/water/default.asp

Ahmed, S. 2002. "Mainstreaming gender equity in water management: institutions, policy and practice in Gujarat, India," in *Natural Resources Management and Gender: A Global Source Book*. Amsterdam: KIT (the Royal Tropical Institute) and Oxford: Oxfam.

Alter, R. C. 2001. *Water for People: Stories about People and Development in the Himalayas*, New Delhi: Orient Longman.

This is the story of a Himalayan community and their struggle for a better quality of life both for themselves and the environment which shelters them. Women in these mountain villages play a critical role in developing and maintaining community (piped) water supply schemes as well as addressing local health and education needs.

Colleen Lowe, Morna, 2000. *Mainstreaming gender in water and sanitation: Literature review for the South African Department of Water and Sanitation*, Gender Links.

This paper is a review of international, regional and national literature on mainstreaming gender in the water and sanitation, forms part of the study on gender mainstreaming. Commissioned by the South African Department of Water Affairs and Forestry (DWAFF).

The review is divided thematically as follows:

Key gender concepts

Key lessons of gender mainstreaming in water and sanitation

Best practices of gender mainstreaming in water and sanitation

Available at: <http://www.gdrc.org/uem/water/gender/genderingwatersanitation.pdf>.

Danida, 1999. *Gender and Water Supply and Sanitation: Guiding Questions Working Paper*.

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

DFID, 2002. *Gender issues in the management of water projects*. Available at: http://www.wateraid.org/documents/g_gender_issues.pdf

DFID, WSP, India Case, Community Management field notes: *Sustainable community management of a multi-village water supply in Kolhapur, Maharashtra, India: Small Private Initiatives (SPI) in the water and sanitation in India*.

This is a series of field notes on small private initiatives in the water and sanitation sector in India. It is designed to document a few successful urban and rural experiences focusing on the poor.

DFID, 1998. *Guidance manual for water supply and sanitation programmes*.

A manual prepared by Water and Environmental Health at London and Loughborough and published by the Water Engineering and Development Centre (WEDC), Loughborough University, UK.

Available at: Water Engineering and Development Centre (WEDC), Loughborough University, UK

Diana, Makule, 1997. *Water and Sanitation for all: Partnerships and Innovations: Gender Perspective*. Ministry of Water, Tanzania.

The paper was presented in the 23rd WEDC Conference on gender issues in water and sanitation, the case of Tanzania. It provides an overview on the situation of water and sanitation to enable the reader to comprehend the reality of what Tanzanian women are going through. The paper does not go into detail on the reason that sum up to the actual situation of water and sanitation in Tanzania.

Available at: Water Engineering and Development Centre (WEDC), Loughborough University, UK

FINNIDA, 1993. *Looking at gender, water supply and sanitation*. Finnish International Development Agency (FINNIDA), Helsinki

FINNIDA, 1994. *Looking at gender, water supply and sanitation*. Finnish International Development Agency (FINNIDA), Helsinki

IRC, International Water and Sanitation Centre, *Abstracts on women, water and sanitation*.

Annual annotated listing of new publications and resources (journal, articles, books, research publications and reports) that goes beyond sanitation issues and also gender and water. From 1998 it has become a web-based resource.

Available at: <http://www.irc.nl/products/publications/azw/index.html>.

InterAgency Taskforce on Gender and Water, The UN Commission on Sustainable Development, 12th Session. *A gender perspective on water resources and sanitation: Background Paper 12, 1996*.

Paper covers issues such as equitable access to resources, participation, resources mobilization, pricing and privatization, water resources and conflict. It also includes recommendations for actions by governments, communities and civil society as well as donors and international organizations.

Available at :

www.un.org/eas/sustdev/csd/csd12/documents/bgrounddocuments/bground2.pdf www.eldis.org/static

Khosla, Prabha, Christine Van Wijk, Joep Verhagen, and Viru Jmes, 2004. *Gender and Water*, Technical Overview Paper, IRC. Available at: <http://www.irc.nl/page/15499>

Rathgeber, Eva M, International Development Research Center, *Women, men, and water resource management in Africa*.

This paper examines some of the concerns that have motivated African governments and donors to become involved with water projects. Although there is a general recognition of the needs of “communities” for reliable water systems, it is argued that the different attitudes, perspectives, and the needs of women and men with respect to water access and use have been given little focussed attention by environmental planners and water resource managers in Africa. More specifically, it is suggested that throughout the 1970s and 1980s, although concerted efforts were being made to increasing water accessibility, little effort was made to integrate the economic roles of women into water resource planning.

Available at: <http://www.idrc.ca/books/focus/804/chap3.html>

Regmi, S.C and B Fawcett, 1999. “Integrating gender needs into drinking water projects in Nepal,” in C. Sweetman (ed.) *Women, Land and agriculture*, Oxford: Oxfam.

Regmi, S.C and B. Fawcett, 2001. “Men’s roles, gender relations, and sustainability in water supplies: Some lessons from Nepal”, in C. Sweetman (ed.) *Men’s involvement in gender and development policy and practice: Beyond Rhetoric*. Oxford: Oxfam working papers

Regmi, S.C. and B. Fawcett, 2001. *Gender implications of the move from supply-driven to demand-driven approaches in the drinking water sector: A developing country perspective*.

The paper was presented at the first South Asia Forum on Water, Kathmandu, November, 2001. The article argues that lack of gender in the international water policies can marginalise poor rural women in the developing countries from the benefits of improved water services. Water supply improvements implemented under such policies neither empower women, a prerequisite for development, nor do they achieve sustainable practical benefits for women and men.

Singh, N, G. Jacks and P. Bhattacharya, 2005. "Women and community water supply programmes: An analysis from a socio-cultural perspective," *Natural Resources Forum*, Vol. 29, pp. 213-23.

Singh, N, P. Bhattacharya, G. Jacks and J. E. Gustafsson, 2004. "Women and modern domestic water supply systems: Need for a holistic perspective," *Water Resources Management*, Vol. 18, pp. 237-248.

UNICEF, 1998. *A Manual on Mainstreaming Gender in Water, Environment and Sanitation (WES) Programming*. Water, Environment and Sanitation Technical Guidelines Series, No 4.

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

Available at: wesinfo@unicef.org

UN DESA, DAW, 2005. *Women 2000 and beyond: Women and Water. Gender perspective, Natural resources, Rights, Access, Sanitation, Health, Economics*. Available at: <http://www.un.org/womenwatch/daw/public/feb05.pdf>

WEDC, 2004. *The Environmental Sustainability Millennium Development Goal, What Water, Sanitation and Hygiene Can Do: Briefing Note 6*, Water, Engineering and Development Centre (WEDC), Loughborough University, U.K. Available at: <http://www.lboro.ac.uk/wedc/>

WEDC, 2004. *The HIV/AIDS Millennium Development Goal, What water, sanitation and hygiene can do: Briefing note 5*, Water, Engineering and Development Centre (WEDC), Loughborough University, U.K. Available at: <http://www.lboro.ac.uk/wedc/>

WEDC, 2004. *The Child Health Millennium Development Goal, What water, sanitation and hygiene can do: Briefing note 3*, Water, Engineering and Development Centre (WEDC), Loughborough University, U.K. Available at: <http://www.lboro.ac.uk/wedc/>

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

White paper on Water Policy, South Africa, 1997.

Paper represents the policy of the South African Government. It focuses on important part of the review and reform of the water law in South Africa.

Available at: http://www.policy.org.za/html/govdocs/white_paper.html#contents

World Bank, 1999. *Rural Water Supply and Sanitation in India*. New Delhi: Allied Publishers.

French language resources

pS-Eau, 2003. *L'intégration du genre dans la gestion de quatre infrastructures Hydrauliques du Programme d'Appui Institutionnel au secteur Eau (PAI-Eau) dans la région de Sikasso, au Mali*. Helvetas Mali et le pS-Eau – Session « Gender in court », 3ème Forum mondial de l'eau, Kyoto, mars 2003
<http://www.pseau.org/outils/biblio/ouvrages>

pS-Eau, 2003. *Projet hydraulique villageoise au Togo*. Helvetas Mali et le pS-Eau – Session « Gender in court », 3ème Forum mondial de l'eau, Kyoto, Mars 2003.
http://www.pseau.org/outils/biblio/ouvrages/genre_cas3_eau_togo.doc

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Le Programme d'Appui au Développement du Secteur de l'Eau et de l'Assainissement en Milieu Rural PADEAR est un programme basé sur un modèle participatif. Dans le cadre de ce programme, l'implication des femmes à toutes les étapes de décision (depuis l'identification des besoins, la conception du projet jusqu'à la réalisation et à l'organisation de la gestion du projet) est une des stratégies privilégiées

http://www.pseau.org/outils/biblio/ouvrages/genre_cas4_eau_ass_benin.doc

Sidibe, M. and S. Dembele, 1990. *Collaboration au niveau du pays dans le secteur de l'eau et de l'assainissement : une étude de cas République du Mali-Bamako* DNHE, CREPA, Ouagadougou.

Spanish language resources

Espejo, Norah and Dr. Betty Soto, sin dato. *Género en el sector agua y saneamiento de la Región Andina: Hallazgos, Recomendaciones y Propuesta Estratégica*, Programa de Agua y Saneamiento Región Andina (PAS-AND), World Bank Office, Lima

Diagnosis of Gender in the Water Supply and Sanitation Area in Bolivia and Perú, to allow institutions and other organizations of the sector to mainstream gender effectively in WSS projects in the Region.

Disponible en:

<http://www.aprchile.cl/pdfs/Genero%20en%20el%20sector%20saneamiento%20andino.pdf>

Guzmán Esaine, Jessica Niño de, y Mercedes Zevallos Castañeda, sin dato, *Metodología e Instrumentos para su inclusión en Proyectos de Agua y Saneamiento*. Programa de Agua y Saneamiento, América Latina y el Caribe, World Bank Office, Lima. Disponible en: http://www.aprchile.cl/pdfs/and_genero.pdf

Case studies (check website <http://www.genderandwater.org>)

The initiative on gender mainstreaming in water and sanitation projects through the well sinking programme, Zimbabwe 2003

Nicaragua: Gender Equality as a Condition for Access to Water and Sanitation

Nigeria: Using Gender Mainstreaming Processes to Help Protect Drinking Water Sources of the Obudu Plateau Communities in Northern Cross River State

Ghana: Gender Integration in a Rural Water Project in the Samari-Nkwanta Community

Egypt: Empowering Women's Participation in Community and Household Decision-making in Water and Sanitation

3.6. Gender and Water Privatization

Introduction

During the late 1970s and early 1980s, the global economic recession led international financial institutions such as the World Bank (WB) and the International Monetary Fund (IMF) to redirect their policies and demand macro-economic adjustment, economic stabilisation and market development policies from countries requesting loans. The economic crises during the early 1980s and the shift toward market-based economies across the world in the early 1990s, highlighted inefficiencies in state-owned companies and the potential role of the private sector in economic growth and development. This marked the beginning of the current trend to privatise state-owned enterprises, public companies and their services.

It was argued that private investment and funding were needed to supplement government efforts to respond to the enormous challenges of meeting growing demands for drinking water and sanitation in the coming decades. Moreover, in a typical city in the South, 40% to 60% of water is lost due to leakages and ‘theft’; privatisation was expected to cut these losses and increase efficiency of delivery systems. In light of the rapidly increasing urban population, it is important to understand how privatisation affects the poor, and in particular poor women, and how negative impacts can be addressed.

The Human Right to Water

In November 2002, the UN Committee on Economic, Social and Cultural Rights (in its General Comment 15) ruled that access to an adequate amount of clean water for domestic and personal use is a fundamental right to which all people are entitled. The Comment also emphasises the obligation of States to fulfil progressively the right to water, without discrimination, which guarantees physical access for all to the minimum essential amount of water that is sufficient and safe for personal and domestic uses. Water is to be treated as a social and cultural good, and not primarily as an economic good. This recognition implies that countries should not be forced to rely on markets or the private sector or reduce subsidies, but should provide universal access to basic amounts of drinking water and sanitation.

The costs of privatisation

While privatisation has generally been used to mean the transfer of water services from state-owned to private companies, at the same time, it has meant that governments have had to take on new responsibilities to regulate the private companies or make up for the social protection that had previously been provided by state-owned companies. Private sector companies may seek to recover their investments, not looking beyond the contract period, or withdraw if they fail to meet expected profit margins. Operation and maintenance are likely to suffer in such cases, and governments will foot the bill for this negligence.

Despite all that has been said and written about the privatisation of essential services such as drinking water and sanitation, there is limited quantitative information available on the real effect of privatisation on women, as different from that on men. However, there is a great deal of information on women’s ability to resist private expropriation of their fundamental rights.

Gender-related effects of privatisation

Experiences reviewed generally highlight three gender-related issues:

- Privatisation can be more damaging for women working in privatised services;
- Privatisation means, among other things, an increase in water user rates and thus affects poor people negatively, particularly poor women and female-headed households;
- Privatisation fails to take into account community water management experiences and a gender perspective.

In order to maximise profits, private companies try to recover their start-up capital as quickly as possible by increasing water user rates and cutting back on wages and jobs, with women and unskilled workers being most vulnerable to salary cuts and loss of benefits. This happens particularly in countries where governments do not strengthen labour laws and other regulations, and where the negotiating power of trade unions or associations is weak. Consequently, and to avoid these kinds of situations, governments should conduct a more in-depth analysis of the impact of privatisation on people previously working in State-owned water and sanitation companies.

Privatisation of water supply services can have serious negative impacts on the service levels of poor households, and in particular of female-headed households:

- To maximise the returns on invested capital, private companies might prefer to invest in areas that are economically better off and ignore poor neighbourhoods and illegal settlements in particular.
- An increase in water tariffs can lead to the discontinuation of services to poor households. Home-grown vegetable gardens, which often supplement the women's income and households diet, are also affected when water user rates are increased.
- Privatisation schemes that grant companies the exclusive right to provide drinking water services severely affect community drinking water systems, where women's contribution in terms of labour is significant. It is a form of expropriation of water sources in peri-urban and rural communities.

The real cost of water services and the increase in water user rates as a result of privatisation

In Chile, research was conducted on the variation in the average water rates charged by water and sanitation companies throughout the country since water and sanitation services were privatised in 1990. The study shows that 68 percent of all earnings from water rates, which should be invested in improving the systems and/or services - reducing losses, introducing technology, renewing facilities, etc. - were not being invested in these activities, according to figures and results on these companies as shown by the indicators and statistics of the regulating body, even though the private companies had committed themselves to do so. The study also found out that water user rates had increased from 1989 to 2003, i.e., over a period of 14 years, by 314 per cent.

If we consider that one in three households is currently female headed, this has a dramatic impact on more than five million people who rely on women for their subsistence.

This situation is further compounded by the negative impact on health of drinking poor-quality or contaminated water, which results in an increase in water-related disease. This is especially crucial for older women and children who head households in AIDS-infected areas of Africa. Finally, when water user rates increase, women have to allocate a larger proportion of the household income to pay for the water bill, at the expense of food, health, clothing and education. All this is likely to dissappropriately affect poor women.

The “War over Water” in Cochabamba, Bolivia, in 2000

This popular uprising, where women played a significant role in the defence of the right to water, was not only about urban water users challenging an increase in water user rates. The conflict went far beyond that: privatisation of water in a country such as Bolivia - with almost 40 per cent of its rural population living from subsistence farming and close to 70 per cent of the indigenous population living in poor communities with a traditional culture of community water management – violated the water rights of indigenous peoples and affected their self-management systems, that were developed as an alternative to the failure of the government to provide this service. What triggered the conflict was the passing of a law that the government approved to permit privatisation without previously consulting with the people.

As indicated in the above example, privatisation can have a negative impact on indigenous people, and peri-urban and rural women, who are usually responsible for providing food and water to their households. They are highly affected by the degradation of water resources and ensuing damage to ecosystems.

Conclusion

People, including the poor, are willing to pay a reasonable, fair price for a quality service. However, clear rules and regulations are needed to ensure that privatisation does not negatively affect poor households, and in particular women and female-headed households

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United States: Refusing to Back Down produced by Food & Water Watch

Uruguay: Privatization With Protest produced by Food & Water Watch

3.7. Gender, Water and Agriculture

Why is gender a concern for agriculture?

Agricultural systems and the roles, rights, relations and responsibilities of men and women who farm, differ according to agro-ecological and cultural contexts. While women play a critical role in agriculture in the developing world accounting for about 70-80 per cent of household food production in Sub-Saharan Africa, 65 per cent in Asia and 45 per cent in Latin America (World Bank, 1996), managing land, water and livestock resources, often in the absence of men, they are not always recognized as 'farmers'.⁴ Social norms, institutional arrangements and the growing liberalization of agricultural marketing systems (Baden 1998) have an impact on gender-based disparities.

In most developing countries women's lack of access to land rights whether as private property (inheritance), usufruct rights on common property resources or direct purchase/lease from the market, has an impact on their livelihood strategies, food security and social status (Agarwal 1994). Independent or joint land tenure for women can provide them with access to collateral for bank loans (agricultural credit) in their own names or access to agricultural extension services and information systems which are typically targeted to men. But land reforms in several countries, while important for the poor and landless, have generally targeted male household heads, excluding women from legal tenure, which in turn, affects their claims to water for irrigation and their participation in community institutions (Deere and Leon 1998, van Koppen 1998).

Gender and access to irrigation

Irrigated agriculture provides some 40 percent of the world's food and consumes about 75 percent of the world's renewable freshwater resources (GWA 2003: 30). However, while most farmers depend on traditional systems of irrigation, investments in irrigation worldwide have tended to focus on large-scale projects (dams, canals) benefiting rich farmers often at the cost of small and marginal farmers who have been evicted, displaced, or had their land expropriated (www.fao.org/sd). These projects coupled with intensive private-owned micro-irrigation (tube-wells, bores) have led to severe environmental damage – water-logging and saline intrusion – and competition over the availability and quality of water for domestic purposes. Overexploitation of groundwater and growing

⁴ Although this sector overview primarily focuses on water for irrigation, the contribution that water makes to livelihoods based on livestock rearing is significant (Hoeve and van Koppen 2005). While gender relations regarding livestock vary across different cultural contexts, in general women are responsible for livestock care and maintenance and need access to water for a number of tasks including fodder cultivation, bathing buffaloes, dairying, animal deliveries and cleaning sheds (Upton 2004).

pollution from leaching of fertilizers and pesticides compels women (and girls) to walk further to collect safe water for their domestic needs.

Irrigation planning and policies have typically ignored gender differentiated needs and priorities as they have focused on the construction and maintenance of systems, the efficient distribution of water and increased agricultural output, rather than the nature of crops grown or the impact of irrigation on labour markets or the co-existence of productive and consumptive water uses (Cleaver 1998). For example, small women farmers in rain-fed agricultural areas in Africa use less water for nutritious crops than is used in male farming systems growing one or few crops often including ‘thirsty’ ones like sugar and rice. But increasingly, particularly during extended periods of drought, crop choice is also a function of other factors such as access to labour (many men migrate) and animal draught power as livestock are severely affected by water scarcity (lack of fodder and water for drinking or bathing cattle).

Recent attempts at the devolution of irrigation management to the local level, such as participatory irrigation management (PIM) policies, only target ‘landowners’, typically male household-heads as members of Water User Associations (WUAs) responsible for decision-making on the distribution and management of water. The rural household is perceived as a unit of congruent rather than conflicting interests and women in this model are seen to benefit indirectly as co-farmers through their husbands’ rights to water.

However, while women may share similar irrigation related needs on family plots – sufficient water for growing one or more crops a year – there may be differences of opinion regarding the timing and timeliness of water delivery (Zwarteveen 1997). Women often have to balance other household tasks along with irrigation and usually find it difficult to irrigate at night, particularly if they are single women, because of social norms defining mobility and security concerns. Female-headed households usually have to hire (male) labour to help with irrigation or depend on social networks of family and friends during the peak season. Moreover, female farmers who grow the same crops as men, and should be entitled to receive an equal amount of water, find it difficult to claim and receive their water entitlement, especially when water is scarce.

Sometimes irrigation can lead to food insecurity because of the shift to cash crops, thus increasing household dependency on the market and devaluing indigenous knowledge systems. For example, in the Gambia traditional swamp rice farming practices and knowledge are being lost as more land is pushed into irrigated fruit and vegetable production for export purposes (www.fao.org/gender). Research in Malawi shows that children of cash crop cultivators are less well nourished than those of small women subsistence farmers.

Irrigation also has an impact on female labour participation, albeit mixed, providing employment opportunities for women on their husband’s plots (unpaid, extra work) or as agricultural labourers on land belonging to large farmers. At the same time, the introduction of irrigation in dry-land or rain-fed areas may reduce distress migration, particularly by women, as it enables families to grow a second or third crop (Ahmed 1999). Women also use irrigation water for other purposes, such as watering cattle, washing clothes and utensils in canals or watering their kitchen plots gardens.

Gender-sensitive technology is another important, but seldom considered factor, for enhancing women's access to irrigation. In a study of peri-urban agriculture in Nairobi, a growing income-generating opportunity, many women farmers found the water pumps in use too costly and not easy to operate or manage (Hide and Kamani 2000). Women find themselves excluded from male networks, remaining at the back of queues for spare parts and repairs (Chancellor et al. 1999). In contrast, in water-rich areas of eastern India, the non-profit organisation International Development Enterprise (IDE) changed its marketing strategy based on market research to target the purchase and maintenance of treadle pumps to small and marginal women farmers (Prabhu 1999).

Mainstreaming gender in community irrigation management institutions

Despite the growing recognition of the different needs of women irrigators, their participation in community water management associations is limited or lower than men's for a variety of social and institutional reasons. Formal membership is often restricted to those who legally own irrigated land, or are household-heads, or sometimes a combination of both factors. Since these categories largely apply to men, women farmers are not considered eligible for membership although in many cases they are cultivating and managing land in the absence of men who have migrated. Policy changes in the context of irrigation devolution policies in India increasingly stipulate a quota for women's membership on the executive committee of Water User Associations (WUAs), despite the fact that they may not be legally members. Although such nominal participation does not give women voting rights it does allow them to articulate the specific concerns of women farmers; such as the time and timeliness of water delivery. Single women, widows, and women from marginalized households find it easier to approach women committee members if they are facing water distribution problems, and women are more efficient in collecting water user fees and resolving WUA conflicts.

However, prevailing beliefs about appropriate male and female behaviour – for example, talking in public meetings in front of male elders – restricts active female participation in much of the South Asian agrarian context. In the Chhattis Mauja irrigation scheme in Nepal women claimed that they never attended meetings of the WUA because they were not able to raise their concerns and needs. Many of these women found it easier to 'steal' water (free-riders) than participate in formal institutional structures (Zwarteveen and Neupane 1996). Urban irrigators in several African cities prefer not to formalize their activities because for many it is an opportunistic activity and for some (many of them women), it is illegal. Poor urban women engaged in group gardens on landholdings without tenure (encroached river-beds) in the Gambia and Zambia have little access to water taps and are dependent on wastewater discharged from treatment plants.

While it is clear that access to irrigation is a source of power and conflict, the role of participatory and gender-sensitive external facilitators in capacity building and communication processes in order to encourage the articulation of socially inclusive rights and obligations is critical. Examples of the 'social construction' of irrigation in the Ecuadorian Andean community illustrate the importance of multi-stakeholder decision-making involving diverse social groups (Boelens and Appolin 1999). The Irrigation Sector tools developed by FAO (2001) provide irrigation engineers, government agencies and NGOs with participatory planning frameworks that can improve the performance of irrigation schemes while strengthening the position of rural women and disadvantaged groups. In addition, many civil society organizations are beginning to use 'models' of successful WUAs where the participation of women farmers and other marginalized

groups has made a difference to the sustainable management of water for agriculture and to negotiations on changes in legislation that will essentially de-link access to water from land ownership.

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By considering women as a heterogeneous group among the different water user groups, this report seeks to understand the factors that influence the involvement of *mestizo* (mixed race) women in irrigated agriculture in two private irrigation canals in the province of Carchi, Ecuador. After an introduction to the study area, this report describes the users, their needs, and the different water uses of the two irrigation systems. Further, the degree of women's involvement in irrigated agriculture is defined. Finally, factors that limit women's involvement in irrigated agriculture and their participation in water user associations are identified. A typology based on "household life stage" and household composition is used to explain women's involvement in irrigated agriculture. Water user's relation to the resource and women's previous rural/urban background are analyzed for the different types of households. Women's participation in agriculture was higher in female-headed households. In households where the couple had small children, women's participation in agriculture was limited by family obligations. In households where an old couple lived by themselves, women were either too old or too sick to participate as they used to in agricultural activities. Finally, in households where the couple had no small children, women preferred to engage in other activities where they could control their income. It was also found that women with a rural background are more likely to participate in agricultural activities than those with an urban background. The study suggests that it is only by taking a closer look at the intra-household dynamics and urban/rural background that affect women in each of the different types of households, that we can properly explain women's involvement in irrigated agriculture.

Bell, C, 2002. *Water for Production: An Overview of the Main Issues and Collection of Supporting Resources*, BRIDGE Report No. 64, Brighton: Institute of Development Studies.

This report provides key considerations and recommendations for development organizations working on water management issues. Further areas of research are also outlined. It also provides supporting resources to help agencies increase gender awareness in this sector and related sectors, including best practices, lessons learned, check lists produced by a variety of development organisations to aid gender awareness in the water sector.

Available at: <http://www.ids.ac.uk/bridge/>

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This training kit and video provide insights into participatory processes used in gender-balanced, community-based rural development. The kit documents detailed steps involved in the inclusive planning of a technical irrigation project, and highlights how initial investments in infrastructure determine water rights for both women and men. Although the documentation notes that there are no blanket prescriptions, it does point out that: "an irrigation system is much more than a physical facility; it is a social construction. Therefore it is indispensable to undertake processes of research, capacity building and communication that will make it possible to inter-relate the participatory construction of infrastructure with the creation and consolidation of their organization, and with the system of rights and obligations."

Available at: iwmipublications@cgiar.org

Boelens, R. and M. Zwarteveen, 2002. "Gender dimensions of water control in Andean irrigation," in Boelens, R. and P. Hoogendam eds. (2002) *Water Rights and Empowerment*, Assen (the Netherlands): Koninklijke Van Gorcum.

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These six reports detail the findings of a research project into smallholder irrigation in southern Africa. The objective was to improve smallholder irrigation through greater gender-sensitivity in design and operation. The approach employed was to identify the gender-based constraints and opportunities in existing irrigation developments, investigate their origins and formulate strategies to reduce negative impacts and increase positive ones.

Cipollini, E, 2005. *Rapport d'évaluation sur la Performance de certains Groupements d'Intérêt Collectif d'irrigation en Tunisie, Projet de développement agricole et rural intégré Siliana – Tunisie, Fonds International de Développement Agricole (FIDA)*.

Easton, P, and R. Margaret, 2000. "Seeds of Life: Women and Agricultural Biodiversity in Africa," in *Indigenous Knowledge Notes*, World Bank, August 23rd.

FAO, 1997. *Gender and Participation in Agricultural Development Planning: Key Issues from Ten Case Studies*.

Wide ranging case study examples from Africa, Asia and Latin America including national policy making, local level planning and projects focusing on livestock, forestry and conservation. The document covers entry points, tools and methods, capacity building, gender information, linkages and institutionalization. Summarizes key lessons learned and gives a list of best practice guidelines.

Available at: www.ifpri.org/2020/nw/report/2020nw-rp02.pdf

FAO, 1999. *Participation and Information: The Key to Gender Responsive Agricultural Policy*.

This document is a synthesis of several documents (including 10 case studies) which gives an overview of issues including: types of agricultural planning; tools and methods to analyse diversity; social and

economic trends - impact on rural women's livelihoods and work. This document can be considered as a good introduction to the debate around policy making and planning.

http://www.fao.org/sd/seaga/index_ar.htm

Available at: www.fao.org/docrep/x2950e/x2950e00.htm

FAO, 2001. *Socio Economic and Gender Analysis (SEAGA) Irrigation Sector Guide*

The purpose of the guide 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. SEAGA 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. The objective of the SEAGA approach is to close the gaps between what people need and what development delivers.

The SEAGA approach has three guiding principles:

- 1) Gender roles are key;
- 2) Disadvantaged people are priority;
- 3) Participation is essential.

The Irrigation Sector Guide Irrigation is just one piece of the complete SEAGA Package. Three Handbooks are available that describe specific tools. The "Field-level Handbook" is written for development practitioners who work directly with local communities. The "Intermediate-level Handbook" is for those who work in institutions and organizations that link macro-level policies to the field level, including government ministries, trade associations, educational and research institutions and civil society groups. The "Macro-level Handbook" is for planners and policy makers, at both national and international levels. All three handbooks draw upon the concepts and linkages described in detail in the "SEAGA Framework and Users Reference".

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Available at: (Wageningen UR Library)

http://sfx.library.wur.nl:9003/sfx_local?sid=SP:AR&id=pmid:&id=&issn=&isbn=&volume=&issue=&spage=&pages=&date=1990&title=&atitle=Women%20participation%20in%20irrigation%20management%3a%20A%20case%20study%20of%20housewives%20in%20Huay%20Aeng%20Tank%20irrigation%20project%2e&aulast=Nirundon-Tapachai&pid=%3CAN%3E96079951%3C%2FAN%3E%3CAU%3ENirundon%20Tapachai%3C%2FAU%3E%3CDT%3EMonograph%3bNumerical%20Data%3bThesis%20or%20Dissertation%3bSummary%3bNon%20Conventional%3C%2FDT%3E

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http://sfx.library.wur.nl:9003/sfx_local?sid=SP:AR&id=pmid:&id=&issn=&isbn=&volume=&issue=&spage=&pages=&date=1997&title=&atitle=%5bRole%20of%20women%20in%20Nort%20East%20of%20Thailand%20on%20water%20management%3a%20A%20case%20study%20at%20Banphua%2c%20Tambon%20Phralap%2c%20Amphoe%20Muang%2c%20Khon%20Kaen%20province%5d%2e&aulast=PatcharinLaphanun&pid=%3CAN%3E2000064268%3C%2FAN%3E%3CAU%3EPatcharin%20Laphanun%3C%2FAU%3E%3CDT%3EMonograph%3bSummary%3bNon%20Conventional%3C%2FDT%3E

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Available at: www.fao.org/docrep/007/ad904e/ad904e0d.htm or idrinfo.idrc.ca/archive/corpdocs/117290/quitobook.pdf

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- 1) Ensuring success of the initiative;
- 2) Ensuring environmental sustainability;
- 3) Ensuring that women benefit as well as men.

It documents a series of false, yet common, assumptions in irrigation planning and provides two concrete examples that demonstrate why attention to gender equality issues is important.

Spanish Language Resources

17 casos de experiencias exitosas de mujeres productoras usuarias de INDA, Chile,

<http://www.es.genderandwater.org/page/2317>

http://www.es.genderandwater.org/redir/content/download/2342/30172/file/Pdf_17casos_INDAP.pdf

This report is about successful experiences of women in agriculture and productive development as farmers, producers and exporters, supported by a governmental agency, which enabled them to overcome poverty and get a worthier life.

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<http://www.fao.org/sd/SPdirect/WPre0060.htm>

FAO, Oficina Regional para America Latina y El Caribe. La mujer en el desarrollo rural, various resources. Disponible en:

<http://www.fao.org/Regional/LAmerica/mujer/>

Case studies (check website <http://www.genderandwater.org>)

Sex/class Conflict in Community Water Management, Machakos, Kenya

Mainstreaming Gender in Participatory Irrigation Management: The Case of AKRSP

3.8. Gender, Water and Environment

Introduction

The different roles and responsibilities of women and men in water resources use and management are closely linked to environmental change and well-being. This is true both for how women and men affect the environment through their economic and household activities and how the resulting environmental changes affect people's well-being. Understanding these gender differences is an essential part of developing policies aimed at both better environmental outcomes and improved health and well-being.

Gender Relations and Challenges in the Management of the Environment

Women play a critical role in the field of environment, especially in the management of plants and animals in forests, arid areas and wetlands (see box). Rural women in particular maintain an intimate interaction with natural resources, the collection and production of food products, fuel biomass, traditional medicine and raw materials. Poor women and children especially may collect grasshoppers, larvae, eggs and birds' nests to sustain their families (Van Est, 1997). In Burkina Faso, for example, rural women depend on the fruits, leaves and roots of native plants to feed their families; supplementing agricultural grains such as millet and sorghum. Over 800 species of edible wild plants have been catalogued across the Sahel alone (Easton and Ronald, 2000, in UNEP, 2004).

Women and Wetlands in West Africa

Wetlands are fundamental ecosystems for the maintenance of life in West Africa. For centuries people have depended on wetlands for services such as food, water, natural resources and transport. For women, wetland ecosystems and the goods they yield sustain rural livelihoods. The main economic activities undertaken by woman in wetland areas are:

Wild resources provide materials for utensils and construction, and contribute to improved diets and health, food security, income generation and genetic experimentation.

Fishing is done throughout the year using different equipment for different seasons. The flooding of the wetland due to dams, diversions and climate change reduces fishing revenues.

Agriculture includes dry-land farming of sorghum and millet, seasonally flooded rice farming, flood-retreat farming (mainly cowpeas) and irrigated farming. Rice is the most important crop grown in seasonally flooded areas.

Dry season grazing of sheep, goats and cattle occurs when pastoralists move into the area during the dry season.

In the urban centres, the women process fish products, particularly the steaming of fish and oyster breeding. Recently several women's organizations have been getting involved in urban agriculture (market gardens).

Source: Diop, M. D., 2004.

As their knowledge is transmitted through generations, girls and women often acquire a thorough understanding of their environment, and more specifically of its biodiversity. Their experience gives them valuable skills required for the management of the environment. Women have an important role to play in preserving the environment and in managing natural resources to achieve ecologically sustainable production (UNEP, 2004).

Despite women's assumed special relations to nature it should be stressed that all people depend on the environment, and all should share the responsibility for sustainable use of water and other natural resources.

Challenges

Public participation in decision making

Public participation in environmental management is increasingly seen as a vital component of environmental policies. Several major international conferences in the 1990s, including the United Nations Conference on Environment and Development (Rio de Janeiro, 1992) and the Fourth World Conference on Women (Beijing, 1995), acknowledged women's contributions to environmental management and proposed actions to strengthen women's role in decision making. However, from the local to the international level, women have had limited involvement in the formulation, planning, and execution of environmental policy. When women do contribute to environmental management, it is usually at the local level. For example, women in Bangladesh, Mexico, the Russian Federation and the Ukraine have been involved in planning and management of freshwater resources through women's groups and cooperatives. They mobilize communities and resources to conserve and protect supplies of clean, accessible water.

Environment vulnerability

The impacts of the degradation of the environment on people's everyday lives are not the same for men and women. When the environment is degraded, women's day-to-day activities, such as fuel and water collection, require more time, leaving less time for productive activities. When water becomes scarce, women and children in rural areas must walk longer distances to find water, and in urban areas are required to wait in line for long hours at communal water points.

Despite their efforts, women living in arid areas tend to be categorized among the poorest of the poor, and have absolutely no means to influence real change. They are often excluded from participating in land development and conservation projects, agricultural extension activities, and policies directly affecting their subsistence. Men make most decisions related to cattle and livestock, and even in households headed by women, men still intervene in the decision-making process through members of the extended family. However, because of the important contribution of women, the fight against the degradation of arid areas requires a gender-inclusive approach.

Access To and Control over Resources

In many countries, rights are linked to women's marital status; widowed or divorced women often lose those rights. Even in countries where the law guarantees women and men equal access to land, women may not be aware of their rights, or customs may exclude women from *de facto* ownership. In, Burkina Faso, Cameroon and Zimbabwe, for example, women have the legal right to own land and trees but, in practice, men control nearly all of the property.

Such insecure land tenure influences how different groups use natural resources. Women, the poor, and other marginalized groups are less likely to invest time and resources or adopt environmentally sustainable farming practices on land they do not own. In the eastern Democratic Republic of Congo, researchers found that men usually plant permanent tree crops, such as coffee, on household land where they have secure tenure.

Women's food crops are relegated to rented, steeply sloped land with erosive soils. Because tenure is not secure, women have little incentive to invest in soil conservation.

These restrictions on women's land rights hinders their ability to access other resources and information. Unable to use land as collateral to obtain loans, women have difficulty in adopting new technology and hiring labour when needed. In addition, women may not be able to access other support services, such as extension and training programmes. Agricultural extension agents have traditionally focused on the male farmers, even where men are working off the farm and women are the primary cultivators (Population Reference Bureau, 2002).

Watershed management

Women do sometimes participate in watershed management, for example, by maintaining forest cover to reduce soil erosion, flooding and silting of reservoirs and waterways. However, training programmes on the technical and scientific aspects of watershed development are usually aimed at men. Training for women tends to be concentrated on practical issues such as tree planting. Ultimately this means that women do not have the necessary skills, knowledge and confidence to participate in community decision-making and to assume leadership roles in management of watershed development (Pangare 1998, in FAO 2003). Gender analysis has not been a component of most watershed development projects.

Similarly the impact of displacing local populations to accommodate large dam projects has rarely been analysed from a gender perspective (Baruah 1999, in FAO 2003). In some cases, planners actually have been aware of the costs of not incorporating gender concerns into relocation plans but they have rarely acted accordingly. In the Narmada Dam project in Gujarat, India, where populations were displaced from the area that was flooded, it became more difficult for women to collect the forest and biomass resources needed for subsistence. All available water was channeled into the dam and the adjoining land was inaccessible to local populations (FAO, 2003).

Towards the integration of gender

Women's status in conserving biodiversity may be enhanced through the following types of actions to integrate gender concerns into environmental planning:

- Improve data collection on women's and men's resource use, knowledge of, access to and control over resources. Collecting sex-disaggregated information is a first step toward developing gender-responsive policies and programmes.
- Train staff and management on the relevance of gender issues to water resources and environmental outcomes.
- Establish procedures for incorporating a gender perspective in planning, monitoring, and evaluating environmental projects.
- Ensure opportunities for women to participate in decisions about environmental policies and programmes at all levels, including as designers, planners, implementers, and evaluators. Women need official channels to voice their environmental concerns and contribute to policy decisions. Several countries have introduced affirmative actions to this end.
- Foster commitment at all levels—local, national, and international—to integrate gender concerns into policies and programmes which will lead to more equitable and sustainable development. At the international level, the Women's Environment and Development Organization (WEDO) initiated "Women Action 21" at the United

Nations Conference on Environment and Development (Rio, 1992), as well as a more recent version, “Action 2015 - women for a healthy and peaceful planet” for WSSD (Johannesburg, 2002).

- Incorporate a gender perspective into national environmental policies, through a gender policy declaration that demonstrates the government’s commitment; a reference document for technical staff working on national programs; and a framework for action to develop the capacity of both women and men to address gender concerns.

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The resettlement of the Kadazandusun indigenous community of Kampung Tampasak in Penampang, Sabah, to construct the Babagon dam has altered the lives of the community. Women, men and children in the resettled community have begun to experience increased social, economic, cultural and psychological stresses, which are accentuated by the compulsory acquisition of their ancestral lands and resources. Resettlement has resulted in a restructuring of gender relations, livelihoods, value

'Gender and Environment' <http://www.genderandenvironment.org/> is IUCN's learning community dedicated to research, documentation, and exchanges of experiences that promote the mainstreaming of gender equity perspectives in the environmental management initiatives.

WEDO <http://www.wedo.org/> is an international advocacy organization that seeks to increase the power of women worldwide as policymakers at all levels to achieve economic and social justice, a healthy and peaceful planet, and human rights for all.

Case studies (check website <http://www.genderandwater.org/>)

Meeting Women's and Men's Water Needs in the "El Naranjo" River Watershed
Organization

3.9. Gender and Fisheries

Introduction

The important involvement of women in natural resource-based livelihoods and resource management in the developing world has long been acknowledged, but rarely been valued equally with the contribution of men. In fisheries, women have traditionally been occupied in pre- and post-harvest processing of seafood products and marketing the catch.

Women and men are engaged in complementary activities in fisheries. In most regions, the large boats used to fish off-shore and in deep-sea waters have male crews, while women manage smaller boats and canoes. Many more women engage in fishing with rudimentary equipment, wading along the shores collecting shellfish and seaweed. In artisanal fishing communities, women are mainly responsible for performing the skilled and time-consuming tasks that take place on-shore, such as net making and mending, processing the catch and marketing it.

Gender aspects of fisheries

In many countries, it is mostly rural women who are engaged in inland fishing. In Africa, they fish the rivers and ponds. In Asia, where fish and seafood are an integral part of the diet of many cultures, women are active in both artisanal and commercial fisheries. In parts of India, women net prawns from backwaters. In Thailand and Laos, they fish in canals. In the Philippines, they fish from canoes in coastal lagoons. Women have also assumed a leading role in the rapid growth of aquaculture. They often perform most of the work of feeding and harvesting fish and shellfish, as well as in processing the catch. Women in Lesotho and other southern African countries participated in an [Aquaculture for Local Community Development Programme](#), sponsored by FAO, and became managers of small household ponds. The fish produced in these ponds are either eaten by the family or sold to purchase other foods. Often elderly women and children collect shellfish along the shores, adding to family income and nutrition (FAO, 2004).

In some regions, women have become important fish entrepreneurs. For example, in the European Union, women control 39 per cent of the fish industry, administering and controlling significant sums of money and generating substantial returns for their household and community (Aguilar, 2002). As such, women earn, administer and control significant sums of money, financing a variety of fish-based enterprises and generating substantial returns for their household as well as the community.

Key issues about gender and fisheries

The lack of documentation on women's role in fisheries can be explained by a number of factors. First, production goals continue to dominate national policy agendas. Thus, research attention continues to be focused on the catching sector (male dominated) rather than the processing and marketing sector (female dominated). Second, research is often 'gender-blind' and fails to see the broader livelihoods picture. This is compounded by researchers who are often unable to include women in interviews and discussions for cultural reasons, or because they are persuaded that male family members are best placed to speak for them. Third, at the national level, fisheries data is often aggregated with the agriculture sector and there is no sex-disaggregated data, making it doubly difficult to extract information pertinent to the fisheries sector in general, and to gender in particular.

The sexual division of the work in the fisheries sector means that women are especially present in downstream activities (including pre-financing fishing activities), but they are rarely present in

the main catching activity. Nevertheless, reduced catches and the worsening economic situation of fishing communities have implications for women in fishing activities.

The problem of direct access to the resource is complex: more often than not there is no real cultural reason for preventing women from fishing, save that as a hard, physical activity it is considered more suitable for men. It might also be uncomfortable for women to be present on the male-dominated fishing trawlers for days at a time. One can find women active in some inshore fisheries or lagoons, such as in Sao Tomé, the Gambia, and Senegal. However, even when they are owners of dugouts, women may employ men to fish in order to supplement their supply of fish during the lean season. This then poses the problem of how to control the men, who sometimes try to cheat them by landing their catch at other beaches, or abandon the dugouts or the nets at other sites. Examples from the Tanji community in The Gambia and the Ipata-Jebba communities in Nigeria show that the women have vocalised their need for a jetty to force men to land fish at designated points (Horemans and Jallow, 1997).

Bennett et al. (2004) noted the gender differentiation over the control of property and assets where women often earn more than the men. These women often reinvest their resources into the fisheries sector, not only because they consider it a family heritage, but also in hopes of being the first recipients of the catch. Nevertheless, experience has shown that women often find themselves in a no-win situation because of their lack of control and decision-making power.

The researchers (Bennett et al., 2004) acknowledged that the ability to influence how those resources are managed is a problem. Women rarely have access to the process of management, although their downstream activities also depend on these resources. Indeed, it was acknowledged that women were rarely represented in the formal institutions of fisheries management or in the local village councils, which manage fisheries resources. In the case of Niger, following a project on equality between men and women, two women were finally admitted to the council of village elders. What this made clear was that access to the resource and access to financial capital are secondary in importance to access to power structures and information. The latter can ultimately be a very powerful tool for those engaged in market and commerce-based activities. In Senegal, many fisher-women are ostensibly in a far stronger position than men. They often own the capital and the means of production, and men are in their employment. The problems arise in the ability of women to be able to exercise their power in a fruitful way and to access the real power structures that influence the decision-making processes related to fisheries management at local, regional and national levels.

Gender sensitive measures in the fisheries sector

Since the beginning of the International Decade for Women in 1975, efforts have been made to improve the living conditions of women and to correct the imbalances between men and women. The approach concentrated on:

- providing formal education, adult literacy classes, training and extension services;
- providing informal education in child care, sanitation, and nutrition;
- introducing improved technologies and methods to ease women's burdens and increase their efficiency;
- developing opportunities for more income-generating activities and access to credit; and
- encouraging women to be active in community activities, decision-making, and project implementation and monitoring.

Such support activities have been directed to fishing projects for women in fishing communities. Fisheries projects have contributed to women developing and exercising leadership and sharing in decision-making that affects their future and that of their community.

Improvements in infrastructure

Some assistance has been directed to improving the technology and facilities available to women. The improvement in road and market infrastructure in several African countries has eased the burden on women in their marketing and distribution of fishery products. Some of the infrastructure development has been directed specifically at women. The improvements have shortened the travel time and transaction periods, which not only made their operations more efficient, but also gave them more time to take care of their families. The efficiency has increased their incomes which are spent mainly on food and other household needs. Technical and financial supports are important elements for domestic, social and economic activities. The support can be in technological research, extension and training, banking services, or credit facilities.

Management initiatives

Another way to get fisher-women actively involved is by introducing management initiatives into fishing areas used specifically by women. For example, implementing management strategies in mangrove areas, sandflats and lagoons along the shore can assist women to identify the types of species available, the changes affecting them and how these problems may be addressed. They will also be able to contribute to solving the identified problems by taking individual actions.

Networking

Women can also actively take part in national and regional networks of practitioners working in the area of community management. Through this forum there can be avenues for exchange of information and lessons learnt from the field.

Research

Areas of research that could contribute to improving gender balance in the fisheries sector are:

- Assessment of country needs, especially in gender aspects of fisheries management;
- Documentation of traditional knowledge, institutions and skills on women's participation in the fisheries sector;
- Assessment and documentation of customary management systems and how these have changed/ or have been modified;
- Fishing trends and seafood consumption patterns in rural coastal communities;
- Development of success indicators from management projects already implemented;
- An inventory of targeted species and distribution patterns at the local level; and
- Assessment of factors that affect fish abundance and distribution and ways of addressing identified problems.

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Spanish Language Resources

Condiciones de trabajo adversas y un futuro incierto enfrenta mujeres trabajadoras en las plantas procesadoras de pescado, chilenas. (no date, author)

In this report it is explained in a quantitative way how workers, especially women, have bad working conditions in an industry that has grown extensively in the last years mainly in their production for exports.

Disponible en:

http://www.icsf.net/jsp/publication/samudra/pdf/spanish/issue_22/art09.pdf

Trabajadoras versus modelo exportador: Las estrellas sin Brillo (no date, author)

La agroindustria y la salmoneicultura son los sectores más dinámicos de la economía chilena. Sus utilidades alcanzan cifras que hipnotizan a los promotores del libre mercado. Sin embargo, sus cuantiosos retornos se explican por el bajo costo de la mano de obra que utilizan. Sus empleados, principalmente mujeres, son sometidos a tratos inhumanos, que vulneran los derechos más básicos consagrados en el Código del Trabajo.

Disponible en:

<http://www.clasecontraclase.cl/scripts/documentos-descargar.php?id=108>

El papel de la mujer en la pesca. Comisión Europea. (no date)

The study addressed the promotion of equal opportunities and rights for men and women. The rationale for the study was to analyse gender mainstreaming in fisheries development by:

- Examining the roles of women in the fisheries sector of the communities dependent on fisheries
- Providing an analysis of the obstacles and the potential related to women's contribution to the socio-economic development and diversification of these communities; and
- Identifying ways and means for the promotion of equal opportunities for women in the fisheries sector.

Disponible en:

http://europa.eu.int/comm/fisheries/doc_et_publ/liste_publi/studies/women/summary_es.pdf

http://europa.eu.int/comm/fisheries/doc_et_publ/liste_publi/studies/women/index.htm (English)

Red Latinoamericana de las mujeres del sector pesquero.

This website promotes the sharing of information, experiences, knowledge and aims to develop specific projects related with women participation in this sector.

Disponible en:

<http://mujeres.infopesca.org/articulos.htm>

Beltrán Turriago, Claudia Stella *El rol de la mujer colombiana en la pesca y la acuicultura.*

Disponible en: <http://www.laneta.apc.org/cgi-bin/WebX?230@229.G0WiaPGuxlc^0@.ee738e8>

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"Estudio de la Situación de la Mujer en el Sector Pesquero Uruguayo". Disponible en:

http://mujeres.infopesca.org/publicaciones/pdf/pub_uruguay.pdf

"Informe Preliminar de la Segunda Reunión de Puntos Focales de la Red Latinoamericana de las Mujeres del Sector Pesquero - Acuícola". Disponible en:

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http://mujeres.infopesca.org/novedades/nov_1_resumen.htm

Key Web Sites

FAO The Food and Agriculture Organization of the United Nations leads international efforts to defeat hunger. The gender and food security page offers information on diverse subjects: agriculture, division of labor, environment, forestry, nutrition, fisheries, rural economies, population, and education.

www.fao.org/Gender/

ICSF-Women Program The International Collective in Support of Fishworkers (ICSF) is an international non-government organization that works towards the establishment of equitable, gender-just, self-reliant and sustainable fisheries, particularly in the small-scale, artisanal sector. ICSF draws its mandate from the historic International Conference of Fishworkers and their Supporters (ICFWS), held in Rome in 1984, parallel to the World Conference on Fisheries Management and Development organized by the Food and Agriculture Organization of the United Nations (FAO).

www.icsf.net

Case studies (check website <http://www.genderandwater.org>)

Gender and the Protection of Freshwater Resources, Tanzania

3.10. Gender and Coastal Zone Management

Introduction

Sustainable coastal-marine zone management and conservation require a clear understanding of the differences and inequalities between women and men, because their needs and interests are often quite different in relation to aquatic resources. Access to and control over these resources, the resulting benefits and related decision-making are all differentiated by gender.

Gender Equality Issues Relevant in Coastal Zones

On the coast, as in many environments, both men and women play important but different productive, economic and social roles. There are differences in resource use patterns, access to land, natural resources, equipment, labour, capital, outside income, and education, and in the control that women and men exert over these resources (Anon, 1998 in van Ingen et al., 2002).

One of the most documented differences between the work of women and men in coastal zones is the segregated nature of the fishing industry. Studies show that men tend to fish offshore or in major inland water bodies, while women fish close to shore. Women tend to be more involved than men in post harvest activities, particularly in small-scale fisheries. These differences are important, as women's tasks have often not been counted in economic analyses or received the same level of investment (for example, in terms of technological support, credit, or training). Women's economic activities may also be more difficult to categorise than men's. Women tend to juggle multiple activities (such as combining aquaculture with vegetable gardens or fish smoking), whereas men's work is often clearly focused on one set of inter-related activities.

Women and men have also different access to and control over land and water in coastal zones. There may be conflicts between usufruct rights and legal rights or traditional tenure and formal tenure. Women tend to have access to land through male family members (husband, father, or brother), rather than hold titles in their own names. Tenure has proved to be important as it influences who can make formal decisions about land use, who is consulted on development plans, and who has access to other supportive services such as credit and extension services.

Often coastal zone management decisions are made without the perspective and leadership of female stakeholders and professionals. Women are still the minority decision-makers in political processes, because women tend to have less access than men to formal decision-making authorities and to local decision-making structures, including those related to coastal management.

In terms of environmental risks, it is important to highlight the increasing vulnerability of coastal zones, particularly for some women. For example, the Indian Ocean tsunami of late 2004 had different effects on women and on men, due to the strong gender-based division of labour of productive and reproductive activities in the areas it struck. Men have traditionally taken care of fishing and marketing, while women are responsible for fish processing. Therefore more men were away in the sea, while women were along the shores, resulting in a very high death toll for women and children. However, many relief and rehabilitation efforts continue to focus more on men than women. Understanding and measuring the gender differences is essential for an effective response. An age- and sex-disaggregated analysis of the composition of the survivors as well as the constraints to rehabilitating the livelihood options open to both genders will facilitate a sustainable response (AFPIC, 2005).

Mainstreaming Gender

Improving governance and planning

- Planners can borrow tools from gender analysis to work with women and men to collect information on gender differences in resource use, access to decision making and community priorities. It is important not to stereotype men's and women's interests. Sex-disaggregated information must be collected and incorporated into coastal zone plans and projects. Often when women's priorities are not included in programmes or projects they stop participating in them.
- It is important also to expand civil society access to coastal governance. Gender and population issues bring new civil society partners to the table for coastal governance at local, national and international levels. However, capacity building may be necessary to make effective use of this access. For example, the Tambuyog Development Centre in Palawan, Philippines, provided leadership, public speaking, advocacy and environmental awareness training for rural women engaged in coastal management activities.
- Changing resource use and management
- In order to predict policy impacts, policy analysis and gender-related information will be needed on resource use and access, household demographics, migration, markets, employment and decision-making. With such information it is less likely that coastal zone policies will have a negative impact on women in general, and on those households headed by women.
- Gender-based knowledge should be used for management of coastal resources. Female resource users often possess different knowledge about marine, coastal and estuarine biodiversity than men. In many countries, it is mostly women who are engaged in inland fishing. In Africa, women fish in rivers and ponds. In parts of India, women net prawns from backwaters. In Laos and Thailand, women fish in canals. In the Philippines, women fish from canoes in coastal lagoons. Collecting shellfish, seaweed, and coastal edible plants for people and cattle is the work of women, children and elderly women who all have useful biological knowledge.

Habitat Restoration Projects

As everyday users of resources, women can also easily identify changes to habitats, species abundance and distribution and can single out factors relating to these changes. Women can also be instrumental in all forms of habitat restoration. An initial point in most management initiatives has been the introduction of practical activities, in which the communities become involved. This is then expanded to other management initiatives. Habitat restoration can include mangrove re-planting, coral re-planting, shore vegetation re-planting, and other such activities. Regeneration at that level can then motivate involvement in wider management issues. In the coastal zone of Senegal, many initiatives on mangrove restoration are developed with women villagers in cooperation with international and regional conservation organisations such as the IUCN and Wetlands International. Involvement of women in mangrove swamp restoration and maintenance, using their knowledge about biodiversity in these coastal ecosystems, will also benefit coastal households and enable sustainable coastal zone management.

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Key Web Sites

The **Women's Aquatic Network** is a private, non-profit organization incorporated in 1985 in the District of Columbia to bring together women and men with interests in marine and aquatic policy, research, legislation, and other areas. WAN facilitates the interaction of women and men with interests in marine and aquatic affairs in an atmosphere that encourages information exchange; identifies individuals, groups, organizations, programs, and/or employment opportunities that could benefit members in their field(s) of interest and expertise and provides a forum for discussion of topical issues in marine and aquatic affairs.

www.womensaquatic.net/

The **Coastal Resources Center** at the University of Rhode Island is dedicated to advancing coastal management worldwide. In addition to assisting in the development and implementation of coastal management programs in Rhode Island and the United States, the Center is active in countries throughout the world promoting the sustainable use of coastal resources for the benefit of all.

www.crc.uri.edu/comm/htmlpubs/ic/

The **International Center for Research on Women (ICRW)** was created in 1976 to fill gaps in understanding the complex realities of women's lives and their role in development. ICRW is a

private, nonprofit organization dedicated to improving the lives of women in poverty, advancing equality and human rights, and contributing to broader economic and social well-being. ICRW accomplishes this, in partnership with others, through research, capacity building and advocacy on issues affecting women's economic, health and social status in low- and middle-income countries.

<http://www.icrw.org/>

Case studies (check website <http://www.genderandwater.org>)

3.11. Gender, Climate Variability and Water-Related Disasters

Introduction

All over the world natural climatic variability exacerbated by human-induced climate change are putting societies, particularly women, the poor and vulnerable, at greater risk.⁵ While drought and floods are seen as normal recurring features of our climate, their impact is heightened by human interventions such as the overexploitation of groundwater or construction of embankments in flood-prone areas, increasing population density and changing land use patterns arising from intensive agriculture, deforestation and the expansion of human settlements in hazard-prone areas. In areas subject to periodic drought and flooding, women and men have developed complex adaptive strategies, differentiated by gender, to cope with seasonal climate change, including spatial mobility, migration and institutional arrangements to manage water and land resources, crops and livestock diversification (Moench and Dixit, 1994; Yamin et al., 2005).

Understanding gender, vulnerability and disasters

Although poverty is a core dimension of vulnerability – all poor people are vulnerable – not all vulnerable people are poor (ActionAid, 2005: 7). Vulnerability is a more dynamic concept than poverty as it captures the changing degree of susceptibility to loss caused by exposure to disaster or unequal risk of individuals, communities and systems. The contextualization of climate change within everyday, overlapping “geographies of vulnerability” (Fordham, 1999) recognizes the role of pre-existing, interlocking systems of physical and social space in structuring vulnerability. These include: the location and nature of dwellings; access to physical infrastructure, information and communication systems; patterns of social capital; and the ability of different groups or individuals to secure alternative livelihoods and ensure the flow of resources – financial, social and political – to maintain livelihood security (Twigg, 2001).

Throughout the world, poor women, children and the elderly carry disproportionate ‘vulnerability bundles’ which place them in the highest risk category, even amongst communities marginalised by caste, ethnicity, race or religion (Wisner et al., 2004). Women’s differential work, lack of control over productive resources and limited access to common coping mechanisms such as formal credit facilities, (micro)-insurance, or survival skills (e.g. swimming in flood-prone areas) as well as restricted mobility (e.g. the practice of *purdah* or seclusion) heighten the impact of disasters for them. In addition, women’s rights are often violated in disaster processes when mitigation, relief and rehabilitation efforts do not consider the differential disaster impacts, capacities and needs across diverse social categories (Ariyabandu and Wickramasinghe, 2003: 45).

The differential impact of drought and floods on gender relations

Droughts have direct impacts on rural livelihoods through crop failure or lower yields, which can lead to urban migration, hunger and in extreme cases starvation, and indirect consequences when, for example, water scarcity can lead to the spread of disease because of inadequate safe water for human consumption, sanitation and hygiene. Floods are recurrent phenomena in many parts of the world and some types of floods, for example, periodic riverine floods, can have positive impacts: the maintenance of ecosystems and biodiversity in floodplains and deltas; ensuring fish migration and groundwater recharge; riverine transport; and access to fertile soils. In recent decades, the effects of increasing population, unplanned urban settlements, deforestation,

⁵ Natural climatic variability refers to variations in the amount and distribution of rainfall, while human-induced climatic change can be caused by the impact of say greenhouse gas emissions on global warming.

removal of wetlands, and inappropriate structural solutions have resulted in floods – especially urban flash floods - that have had serious negative impacts on livelihoods, land use, houses and public infrastructure in both developing and developed countries. Although there are limited sex-disaggregated data on the impact of floods and droughts, there is a growing body of qualitative and quantitative empirical material on gender-differentiated impacts, as summarized below:

Economic impacts

Increased time spent on unpaid work

- Women spend more time and energy on domestic water collection in drought-prone areas which affects the time available for productive work (Enarson, 2000);
 - Women's workload increases after a flood as they have to help with house repairs, cleaning and maintenance in addition to their routine work (Nasreen, 2000).
 - Loss of assets and entitlements
 - Women farmers lose food security when floods destroy their land, seeds stored and livestock;
 - Families may be forced to sell household assets or pawn women's jewellery;
 - Food consumption patterns and access to food may be gender differentiated.
 - Reduced opportunities available for productive work
 - In both rural and urban flood-prone areas women labourers may lose sources of paid work as fields or workplaces are inaccessible (Enarson and Morrow, 1998);
 - Women who do not migrate often end up doing government drought relief work which is very arduous and impacts their health (Fernando and Fernando, 1997);
 - Seasonal or long-distance male out-migration puts an added burden on women to manage land often without the security of tenure or access to critical inputs.
-
- Social impacts
 - Education
 - Extended drought years can have an impact on enrolment/retention rates;
 - In flood-affected areas schools remain closed until waters recede, while schools located on higher land may be used as temporary community shelters.
 - Health, hygiene, water supply and sanitation
 - During drought periods limited water available for personal hygiene affects women's ability to bathe regularly, particularly during menstruation;
 - Limited access to sanitation after floods compels many women, especially the elderly, to eat and drink less to avoid going through the arduous task of finding a safe place for defecation or urination, leading to an increased incidence of UTI-related diseases;
 - Often girls in community shelters go in groups as it provides more security in an uncertain environment.
-
- Conflicts and gendered violence
 - An increase in conflicts between women at water queues in drought prone areas has been well documented (see: www.utthangujarat.org);
 - Marginalised women, such as dalits and adivasis in India face additional sexual harassment (Malekar 2000) and are often pushed into sex work.

Adaptive strategies: building community resilience

Historically, women and men in drought and flood-affected communities have evolved their own strategies and coping mechanisms to prepare their families, protect assets and ensure livelihood security. These include seed storage and the preparation of dry foods to support families during floods and for cultivation later. Community-based natural resource management initiatives can be

developed around soil and water conservation (e.g. watershed management). Livelihood diversification, whether into non-farm based micro-enterprises or seasonal migration, is also an important strategy for generating income to prepare for drought or flood (Little et al., 2004; Verhagen and Bhatt, 2003). Drought proofing, such as roof rainwater harvesting in the semi-arid Jordan Valley and the high plains of East Africa, South and Southeast Asia has had a significant impact on household water security (www.idrc.ca/en/env-91395-201-1-DO_TOPIC).

NGOs and other civil society organisations play an important role in enabling households and communities to acquire skills, assets and resources necessary to adapt to ongoing change and restructure their livelihoods. For example, the mobilisation of women and the formation of Self Help Groups (SHGs) to encourage savings and access to micro-credit and micro-insurance before or after a disaster have proved advantageous for many women who would otherwise have had to pawn their jewellery or sell their livestock. In Zimbabwe, the Association of Women's Clubs, in partnership with Oxfam, has been helping rural women to diversify their income, learn new skills and support a micro-credit revolving fund (www.oxfamamerica.org/emergency/art3158.html).

In addition, many NGOs are facilitating women's participation in mixed community level institutions responsible for natural resource management, building leadership skills for disaster mitigation and linking disasters to livelihood, rights and human security.

The role of the state in disaster mitigation

Although the Hyogo Framework for Action (ISDR, 2005) calls for a gender perspective to be integrated into all disaster risk management plans, policies and decision-making processes, in most countries, the state's response to disasters has been short-sighted – for example, drought relief through food-for-work programmes or compensation for flood affected households. Typically, such efforts are characterised by corruption and poor planning, despite the huge amounts spent on disaster management agencies. Civil society participation, particularly of gender-sensitive professionals who can identify gender differentiated needs, priorities, skills and capacities before and after disasters is important (see: <http://www.gencc.interconnection.org/contact.htm>). Initiatives such as the multi-stakeholder Dialogue on Water and Climate launched in 2001 by a consortium of international agencies, is primarily focusing on how water resources can be managed in a world of increasing hydrological variability (see: <http://waterandclimate.org>).

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Aguilar, L., 2004. *IUCN Fact sheet: Climate Change and Disaster Mitigation – Gender Makes the Difference*.

Fact sheet about the linkages of the gender equity approach in climate change and disaster mitigation initiatives, supported in lessons learned in international initiatives.

[Download Document in Spanish](#)

[Download Document in English](#)

Ariyabandu, Madhavi, M. and Maithree Wickramasinghe, 2003. *Gender Dimensions in Disaster Management: A Guide for South Asia*, Colombo: ITDG (Intermediate Technology Development Group) South Asia Publications. Available from: ITDG South Asia, 5 Lionel Edirisinghe Mawatha, Kirulapone, Colombo 5, Sri Lanka.

This resource guide looks at the specific vulnerabilities and capacities of women and men and the gender and social dynamics of disaster situations which are not often visible. The book is targeted at policy makers and development practitioners in South Asia, whose contribution is vital for effective disaster risk management and sustainable development in the sub-continent.

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Available at:

<http://www.earthprint.com/show.htm?url=http://www.earthprint.com/cgi-bin/ncommerce3/CatgoryDisplay?cgrfnbr=141335&cgmenbr=27973&orgnbr=100&home=yes>

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Key Web Sites

Durvog Nivaran

A Sanskrit word meaning disaster mitigation, this web-site advocates alternate perspectives on disasters and looks into their social dimensions. The site contains research on the issues of livelihoods and disasters, case studies containing best practices on community based disaster risk reduction from South Asian countries, information on the publications of the network, and a photo gallery depicting various disaster situations.

<http://www.duryognivaran.org>

The Intermediate Technology Development Group

This web-site contains information on ITDG's approach to strengthen the ability of poor people to use technology to cope with threats from natural disasters, environmental degradation and civil conflict by: strengthening the ways that people who live in fragile environments cope with the environmental degradation which threatens their livelihood opportunities; improving vulnerable communities' ability to prepare for, survive and rebuild homes and livelihoods after natural disasters; preventing and managing conflicts over scarce natural resources and competition for common property resources.

<http://www.itdg.org/>

Gender and Disaster Network:

This is an education project initiated by women and men interested in gender relations in disaster contexts. The network intends to document and analyse women and men's experiences before, during and after disasters, situating gender relations in a broader political, economic, historical and cultural context.

<http://www.anglia.ac.uk/geography/gdn>

The British Columbia Provincial Emergency Programme web-site has made this entire workbook on disaster preparedness and response among women's services available on-line. "It Can Happen to your Agency – Tools for Change: Emergency Management for Women's Services prepared by the B.C. Association of Specialised Victim Assistance and Counselling Programmes focuses on how women's service agencies can prepare to meet the problems and increased demands for services that will accompany any disaster.

http://www.pep.bc.ca/management/Women_in_Disaster_Workbook.pdf

CRID: Regional Disaster Information Center maintains an international collection of Spanish and English-language documents, with a growing collection of gender and disaster writing. See:

www.crid.or.cr/

RADIX: Radical Interpretations of Disaster Includes gender-sensitive analysis of disaster vulnerability, response, and prevention.

www.anglia.ac.uk/geography/radix http://online.northumbria.ac.uk/geography_research/radix

Case studies (check website <http://www.genderandwater.org>)

Bangladesh: Gender Mainstreaming Processes in Community-based Flood Risk Management

3.12. Gender, Water and Capacity Building

Introduction

Building the capacities of different stakeholders is essential for mainstreaming gender at all levels of the water sectors. Grassroots women often lack the capacity to participate in a meaningful way in the planning, implementation, and operation and maintenance of water resources, water supply and sanitation programmes. Water sector institutions are generally dominated by men at management levels. Well-directed capacity building programmes targeted for women are needed to alleviate this situation, while programmes targeted for men are needed to sensitize them to the specific needs of poor women.

However, capacity building needs to go beyond individuals. El-Awar (2003) defines capacity building as “a process by which individuals, groups, institutions, organisations and societies enhance their abilities to identify and meet development challenges in a sustainable manner.” In many countries, there is a need to strengthen institutional capacities in the water sectors. Many countries lack the capacity even to spend the budget allocated for water and sanitation programmes. In particular, institutional capacity building is needed for stakeholders in the water resources and sanitation sectors to translate policy intentions into concrete gender-sensitive programmes.

Capacity building and gender mainstreaming in Integrated Water Resources Management (IWRM)

The contemporary view of capacity building goes beyond the conventional perception of capacity building as training. It includes the creation of an enabling environment through policy frameworks, institutional reforms, and human resources development.

The concept of mainstreaming gender in Integrated Water Resources Management (IWRM) is gaining ground in the water sectors, raising the interest of government agencies, non-governmental organisations, donors and technical support agencies for supporting gender approaches. Nonetheless, the understanding of the concept of gender mainstreaming and the capacity to implement it in policies and within national and local organisations is very slow and requires a lot of effort and time.

Many water professionals have an engineering education, with little experience in incorporating gender and social equity approaches in their work. Therefore, capacity building provides concrete tools to integrate a gender perspective in their work, through using gender-sensitive socio-economic surveys and training methods.

Across the developing world, women have less access to formal education than men. As a result, women are under-represented at the institutional level, and grassroots women find it difficult to participate in decision making or to take up paid operation and maintenance tasks. Well-designed capacity building programmes are needed to rectify this. Capacity building targeted for women at the grassroots level should be seen as a process rather than a one-time effort. It requires well-designed training programmes to develop skills that do not require literacy, are based on the needs expressed by the women, and provided by well-trained gender-sensitive trainers. Too often, the wrong people are trained in operation and maintenance, and the women who are trained are not given practical on-the-job training.

However, even when training programmes are well designed, the actual implementation of the training programmes needs to be given due attention. Programmes should be planned at a time

and location convenient to women, and training material has to be appropriate and accessible for the trainees. In South Africa, to ensure proper maintenance of the water projects, Mvula Trust required that all water committees had to have at least 30 per cent women. The committee members received on-the-job training in maintenance, and had to be consulted when decisions were made on changes in design, location or technology. This process was adopted by the Department of Water Affairs and Forestry.

In many villages in Gujarat, India, handpumps 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, and in some cases, it took six months to attend to complaints. Prompted by its own members who felt they could better do the maintenance, SEWA submitted a bid to maintain 41 handpumps. Nevertheless, the GWSSB did not allow the women to participate in their training programme, because they did not meet the required education standards. As a result, SEWA called in an NGO to train the first batch of handpump 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 the GWSSB engineers. With active support from SEWA, these barefoot water mechanics managed to gain the trust of the GWSSB and the villages based on their performance alone. Now SEWA grassroots mechanics maintain more than 1,500 handpumps, and they manage to repair defunct pumps within two days, compared to six weeks that it took previously.

Source: Verhagen and SEWA, 2002.

Key actors

Several key actors play a pivotal role in capacity building to mainstream gender in water sectors. At the international level, international organisations, agencies, donors and NGOs play an important role in providing support in creating the required enabling environment for integrated water resources management. International institutions, such as the Gender and Water Alliance (GWA) and IRC International Water and Sanitation Centre, actively support the development of local knowledge and resources to facilitate the dissemination of knowledge and information. NGOs have been involved in building capacity of CBOs and community members. Though many good practices have emerged from the NGO experience, their coverage is low as the replicability of their programmes is limited.

At the national level, there is a growing recognition of the need to strengthen capacities, and many countries—for instance India and Nepal—are in the process of setting up specialised training or knowledge institutes for the water sector. However, these centres tend to have little outreach to stakeholders at the intermediate and community levels.

Capacity building tools in mainstreaming gender in IWRM

Capacity building tools to enhance the mainstreaming of gender in IWRM can be used to assess the capacity of the staff and identify gaps where capacities need to be further developed. *Institutional development tools* assist institutions such as ministries, departments and NGOs, to develop tools for gender mainstreaming at the institutional level. These tools can be used to ensure that internal gender policies and strategies are reflected in recruitment, training programmes and the general practice of the institutions. Indicators should be developed to monitor progress towards achieving gender-related goals.

Social capacity development tools demonstrate how decentralisation and empowerment of local communities can be beneficial for women and girls. They show that the opportunities given to

women to participate actively in project management will enhance their capabilities to participate actively in project and community development.

In the Small-Scale Water Resources Development Sector Project in Bangladesh, social capacity building has enabled easy access to institutional positions for the women from farming, fishing and landless families and has extended opportunities for women to be member of the Water Management Cooperative Association (WMCA). It allows the allocation of a 30 per cent quota to ensure women's participation in WMCA and for one female to be a member of the First Management Committee.

Source: Begum, 2002.

Participatory learning tools offer creative tools to investigate issues of concern to poor women and men related to planning, implementing, and evaluating development activities. They challenge prevailing biases and preconceptions about people's knowledge. The tools used range from visualisation, to interviewing and group work. The common theme is the promotion of interactive learning, shared knowledge, and flexible, yet structured analysis. These tools have proven valuable in a wide range of sectors and situations, in both the North and the South.

References

Abrams, Len, no date. *Capacity Building for water supply and sanitation development at local level*. A paper delivered at the Second UNDP Symposium on Water Sector Capacity Building, Delft, Netherlands.

Available at: http://www.thewaterpage.com/capacity_building.htm#5

Begum, Shamsun Nahar, 2002. *Gender, Water and Poverty, Experiences from Water Resource Management Projects in Bangladesh*. Paper presented at a Regional Workshop on Water and Poverty, September 22-26, 2002, Dhaka, Bangladesh

Available at: http://www.genderandwateralliance.org/english/mainstreaming_Dhaka.asp

El Awar, Faraj, 2003. *Capacity Development Approaches and Tools for Water Demand Management (WDM) Implementation in the Middle East and North Africa*. Paper written for the International Development Research Centre (IDRC, Canada) for WDM II Consultative Meeting 18-19 January 2004, Cairo, Egypt.

Available at:

http://www.idrc.ca/uploads/user-S/10983457021Capacity_Development_Report.doc

Gender and Water Alliance, 2003. *The Gender and Water Development Report: Gender Perspectives on Policies in the Water Sector*. GWA, the Netherlands.

Available at: <http://www.genderandwater.org/page/690>

Verhagen, Joep and the Self-Employed Women's Association (SEWA), 2001. *SEWA's Barefoot Water Technicians in Sabarkantha*. Part 1 of Women's Struggle for Water, a series of notes and posters on SEWA's Water Campaign. Ahmedabad, India: SEWA.

Additional Resources

Alaerts, G.J, F.J.A. Hartvelt & F.-M. Patorni, 1999. *Capacity building as knowledge management: purpose, definitions and instruments*, eds. Water sector capacity building: concepts and instruments. Proceedings of the second UNDP symposium on water sector capacity building, Delft.

Akerkar, Supriya, 2001. *Gender and Participation, Overview Report*, BRIDGE, Institute of Development Studies, University of Sussex, UK.

This report looks at convergences between approaches to gender and to participation, how these have been played out, and how they have been or could be constructively integrated into projects, programmes, policies, and institutions. A background is given on the concepts of gender and participation, why there has not been more interaction in the past, and attempts for learning across these two approaches. The report also, looks at efforts to combine participatory methodologies and gender in projects and describes ways in which the two have been used to influence policy and to what extent measures have been institutionalised.

Blanco, Lara and Giselle Rodríguez, 2000. *Practising What We Preach: Management and Decision-Making Processes with Equity*. Towards Equity Series, No.7. San José: World Conservation Union and Arias Foundation.

Boezak, Sonja, Ra'ida Al-Zubi, Paola Brambilla, Elena Krylova and Emma Bell, 2002. *Report N° 65 on Gender Websites*, prepared for the Swiss Agency for Development and Cooperation (SDC), BRIDGE, Institute of Development Studies, University of Sussex, UK.

This compilation of websites was commissioned by the Swiss Agency for Development and Cooperation (SDC). The websites listed cover the five thematic areas that SDC's work focuses on: social development; conflict prevention; governance; work and income; and natural resources and the environment. Included are sites in English, French, Spanish and Russian. Websites that cover a range of issues are categorised under the social development section, so check this section for more websites on conflict prevention, governance, work and income, and natural resources and the environment.

Canadian International Development Agency (CIDA), no date. *Accelerating Change: Resources For Gender Mainstreaming*. Available at: 200 Promenade du Portage Gatineau, Quebec, K1A 0G4, Tel: (819) 997-5006 Toll free: 1-800-230-6349 Fax: (819) 953-6088, E-mail: info@acdi-cida.gc.ca

This Manual is the tangible resource that emerged from the proceedings of the Technical Workshop on Gender Mainstreaming, Sanur, Indonesia, February 2000. This Manual is an attempt to capture many of the lessons learned during the workshop and to reflect on the depth and breadth of experience that participants brought to the table. It is intended to be a practical resource for those engaged in mainstreaming gender equality in a variety of contexts. It should be taken as a toolkit of concepts, insights, frameworks and strategies drawn from the exchanges at the workshop. One of the most important realizations to emerge from the workshop was that there is no right answer that will apply to every society. Nevertheless, sharing successes, failures, and all those experiences that fall in between, will lead to the strengthening of capacities for those engaged in the pursuit of gender mainstreaming wherever the Manual is used.

Centre for Strategic and International Studies (CSIS) and Sandia National Laboratories (SNL), 2005. *Addressing Our Global Water Future: A White Paper by The CSIS and SNL*. Washington D.C: SNL, U.S. Department of Energy's National Nuclear Security Administration and CSIS.

This White Paper addresses the growing global challenges of dealing with the devastating effects of increasing water scarcity and declining water quality. The second section deals with building capacities and building solutions, the paper analysed the effective integrated water resource management and the community participation. The principles of this approach can be applied at any level and at any scale, depending on the circumstances. As such, participatory, integrated water projects can improve gender equality, foster democratic institutions, and improve tenuous or uncertain cross-border relations.

Available at: http://www.sandia.gov/water/docs/CSIS-SNL_OGWF_9-28-05.PDF

El Anwar, Faraj, 2004. *Capacity Development Approaches and Tools for Water Demand Management: Implementation in the Middle East and North Africa*, A paper prepared for the Water Demand Management II Consultative Meeting, January 18-19, 2004, Cairo, Egypt.

Guijt, Irene, 1996. *Questions of Difference: PRA, Gender and Environment – A Training Guide*. London: International Institute for Environment and Development

Gender and Water Alliance, 2003. *Gender Mainstreaming in Integrated Water Resources Management: Training Of Trainers Package*.

This training package is intended for managers, planners and trainers who are concerned with policy development and implementation of integrated water resources management programs and projects. The main objective of this training package is to provide program and project staff with a sufficiently detailed account of the gender approach in integrated water resources management to help them in implementing their activities.

Available at:

http://www.cap-net.org/captrainingmaterialsearchdetail.php?TM_ID=101

GWA, 2003. *Tapping into Sustainability: Issues and Trends in Gender Mainstreaming in Water and Sanitation*. A Background Document for the Gender and Water Session, Third World Water Forum, Kyoto, Japan.

Available at: <http://www.genderandwater.org/page/156>

Hill, C.L.M, 2003. *Guide for Gender-Disaggregated Data in Agriculture and Rural Development*, FAO, SEAGA.

This is a manual of facilitation materials for building capacity of those involved in producing agricultural data and statistics.

Available at: <http://www.fao.org/seaga/downloads/En/GDDEn.pdf>

Keller, Bonnie, Anne-Lise Klausen and Stella Mukasa, 2000. *The challenge of working with gender, experiences from Danish-Ugandan development cooperation*, Danish Ministry of Foreign Affairs (Danida).

This study on Danish-Ugandan development co-operation was commissioned by Danida as a contribution to the five-year follow-up of the Fourth Global Conference on Women held in Beijing, 1995. It recognises that many other countries are grappling with similar issues and that experiences can be usefully shared in order to achieve the goals of gender equality and economic empowerment. This publication stresses opportunities and challenges, rather than 'best practices.' It describes and analyses experiences, pitfalls encountered, achievements and challenges for the future, with particular reference to three Danish-supported programmes in Uganda. Focused skills transfer is necessary to ensure that efforts devoted to capacity building for gender analysis and gender planning are directly applicable to the specific working contexts of those who participate in training activities. Creating linkages between programmes and institutions will promote more efficient use and co-ordination of the resources invested in gender training.

Available at: http://www.siyanda.org/docs_genie/danida/challenge.pdf

Lacirignola, Cosimo, Atef Hamdy and Mladen Todorovic, no date. *Regional Action Programme on Water Resources Management: An Overview of Actions towards Better Water Use in Mediterranean Agriculture*, Centre International des Hautes Etudes Agronomiques Méditerranéennes (CIHEAM).

The Regional Action Program on "water resources management" (RAP-WRM) represents a part of a larger programme developed by Centre International des Hautes Etudes Agronomiques Méditerranéennes (CIHEAM) and its four institutes within the framework of EU activities. The overall objectives of the whole programme are human resources development, institutional capacity building and the improvement of regional cooperation in the agricultural sector through training, promotion of research and communication of scientific and technical information, with particular emphasis on sustainable agriculture and the transition to a more open and competitive market economy.

Available at: <http://ressources.ciheam.org/om/pdf/b44/03001793.pdf>

Lidonde, R.A, D. de Jong, N. Barot, B.S. Nahar, N. Maharaj and H. Derbyshire, 2003. *Advocacy Manual for Gender & Water Ambassadors*, GWA, Delft, Netherlands.

Guidelines for lobbying, speeches, and conferences, training module and case studies.

Available at: <http://www.genderandwater.org/english/advocacy.asp>

Liao, Mary E, 2004. *Gender and Water Demand Management: Diagnostic Study (Regional Water Demand Initiative for the Middle East and North Africa project)*, Cairo: International Development Research Centre (IDRC).

The overall purpose of this Diagnostic Study is to review gender and water demand management issues in the countries of the Middle East and North Africa (MENA) region, and to explore ways in which gender may be mainstreamed within the WaDImena project. The review seeks to justify the importance of gender issues and relevance to water demand management in Middle East and North Africa region, to identify the most salient and relevant theoretical methodological research gaps in gender and water demand management. It also seeks to provide an analysis of needs and priorities at the level of research, policy and development support needed to further the agenda of gender and water demand management and to identify means to alleviate the gaps and address the priorities for gender and water demand management in MENA region.

Available at: http://www.idrc.ca/wadimena/ev-66734-201-1-DO_TOPIC.html

Moser, Caroline O. N, 1993. *Gender Planning and Development: Theory, Practice and Training*. New York: Routledge.

Parker, A. Rani, 1993. *Another Point of View: A Manual on Gender Analysis Training for Grassroots Workers*. New York: UNIFEM.

Rose, Lidonde, 2001. *Gender and participation*. A paper presented at the 27th WEDC Conference held in Lusaka, Zambia.

It gives a background to the development of the Methodology for Participatory Assessment.

Available at: <http://www.lboro.ac.uk/wedc/papers/27/5%20-%20Institutional%20Issues/11%20-%20Lidonde.pdf>

Schalkwyk, J. 2000. *Exercises in Gender Mainstreaming*, Gender in Development, Monograph Series, UNDP Gender in Development Programme.

This set of five group exercises has been prepared for use in the GIDP Capacity Building Support Programme. The overall purpose of these exercises is to give workshop participants (generally gender focal points) some experience and confidence in identifying relevant gender equality issues. The exercises are based on hypothetical "case studies" in different UNDP areas of policy interest (poverty, governance, human rights, post-conflict initiatives, water resources).

Swiss Agency for Development and Cooperation (SDC), 2005. *Gender and Training: Mainstreaming gender equality and the planning, realisation and evaluation of training programmes*, Berne, Federal Department of Foreign Affairs.

The paper provides detailed information and practical incentives for mainstreaming gender equality in the planning, realisation and evaluating of training programmes.

Available at: Swiss Agency for Development and Cooperation (SDC), Federal Department of Foreign Affairs (DFA), 3003 Bern ; www.deza.admin.ch; Tel.: 031 322 44 12; Fax: 031 324 13 48; info@deza.admin.ch

Available in English, German, French and Spanish.

Thomas, H, J. Schalkwyk and Beth Woroniuk, 1996. *A Gender Perspective in the Water Resources Management Sector: Handbook for Mainstreaming*, Stockholm: Swedish International Development Cooperation Agency, Publications on Water Resources, No.6.

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).

UNEP, 2003. *Empowering Women in Water Management and other Development Initiatives. A Training Manual: Focusing on Rainwater Harvesting*. Earth Care Africa Monitoring Institute, Nairobi, Kenya.

WEDC, 2001. *Practical Guide to Mainstreaming Gender in Water Projects: Guidelines for Water Engineers and Managers*, Loughborough University, UK.

User-friendly guide for engineers and managers, together with a training pack and set of case studies to enable design of projects that meet the needs of women and men.

Available at: wedc.lboro.ac.uk/projects/new_projects3.php?id=19

Zaldaña, Claudia, 2000. *In Unity There is Power: Processes of Participation and Empowerment*. Towards Equity Series No. 5. San José: World Conservation Union and Arias Foundation.

Spanish language resources

Heiland, Stephanie, Betty Soto and Malin Ljunggren, 2003. *Género en Saneamiento Básico. Sistema Modular de Capacitación*.

Módulo de capacitación que focaliza el nivel institucional, para que los actores asuman una transversalización real del enfoque de género en los proyectos de agua y saneamiento, para la toma de conciencia, modificar actitudes y orientar decisiones que mejoren las condiciones de vida y de los hogares más pobres de áreas peri urbanas. Los contenidos son formativos y parten de los conceptos básicos que hacen al género, para introducir luego el género en saneamiento básico, el estado actual del género y las herramientas para transversalizar el enfoque de género en proyectos de agua y saneamiento.

Disponible en: www.anesapa.org/Centrode documentaci3n/Documentos-sistemaModular

Pimentel, Noris, 2000. *Mujer y Medio Ambiente – Técnicas y ejercicios para el Trabajo*, República Dominicana.

Una iniciativa con alto enfoque didáctico que contiene técnicas y ejercicios para trabajar el tema de mujer y medio ambiente, desde la perspectiva de género. Intenta dar respuesta a una necesidad planteada sobre todo por las mujeres que realizan capacitación sobre el tema de mujer y medio ambiente. El planteamiento parte de que la sociedad vive una marcada desigualdad entre hombres y mujeres, que ambos poseen sentidos y visiones diferentes frente a la naturaleza, los que debemos conocer para programar una intervención equilibrada.

Aguilar, Lorena, Ivania Ayales and Guiselle Rodriguez, 1997. *Género y Figura no son hasta la sepultura – Guía para la construcción de relaciones de equidad en iniciativas de desarrollo sostenible*. Unión Mundial para la Naturaleza (UICN), Área Social, Oficina regional para Meso América.

Presenta una iniciativa práctica para hacer un trabajo comunitario a nivel de proyecto con perspectiva de género en Centroamérica. Presenta una serie de diez instrumentos conceptuales para la integración del enfoque de género y el desarrollo sostenible. Incluye además técnicas de trabajo y algunos lineamientos para la construcción de una ética basada en valores y propósitos donde la concepción y la unión que se logre establecer entre género, sostenibilidad y participación, cobren gran relevancia.

A pesar de los muchos aportes para la construcción de género, se ha avanzado mucho en el plano conceptual. El documento aporta en el plano metodológico e instrumental, y plantea tres lineamientos fundamentales: i) trabajo enfocado hacia relaciones inter genéricas, ii) toma como punto de partida la reflexión grupal y iii) el/la facilitadora cobra sentido al leer el contexto y las relaciones entre los seres humanos.

Escalante, Ana Cecilia, María del Rocío Peinador, Lorena Aguilar, Ana Elena Badilla, 1999. *Ojos que no ven ... Corazones que sienten: Indicadores de equidad*, Unión Mundial para la Naturaleza, Fundación Arias Para la Paz y el Progreso Humano.

Esta publicación une las áreas de género y medio ambiente, a través de un proceso que pretende facilitar y apoyar a organizaciones e iniciativas de desarrollo rural de la región, asegurando la incorporación de la perspectiva de equidad de género en su quehacer institucional. Se enmarca en herramientas e instrumentos que permiten incorporar la perspectiva de equidad de género en el ciclo de un proyecto.

Fundación Arias para La Paz y el Progreso Humano, no date. *Manual de Capacitación para personal técnico de la Cooperación Holandesa: Derechos de las mujeres a la tierra, agua y recursos naturales, una visión latinoamericana* (version preliminar).

Aunque el manual es sintético se aprecia la amplitud del tema de los derechos humanos de las mujeres a la tierra, el agua y recursos naturales en los países de las regiones Andina y Centroamericana.

REPEM, no date. *Red de Educación Popular entre Mujeres – Talleres de formación: Género y Presupuestos*.

The Popular Education Network amongst Women of Latin America and the Caribbean, REPEM (Red de Educación Popular entre Mujeres), has dedicated one of its training manuals on macro and micro-economics to gender sensitive budgets. After contextualizing the issue within the framework of globalization and macroeconomic policies, Alma Espino analyzes the allocation of public funds from a gender perspective. Jeanine Anderson provides interesting and complementary analysis to traditional gender budget approaches by looking at women's social and political assets. Carmen Zabalaga provides insights on gender budget work at the municipal level in Bolivia and Irene Sarasúa takes us through a series of case studies worldwide, drawing on the existing gender budget literature.

Disponible en: http://www.idrc.ca/es/ev-66822-201-1-DO_TOPIC.html

French Language Resources

Centre Régionale pour l'Eau Potable et Assainissement (CREPA), pas de date, *Rapport de l'atelier de définition de cadre méthodologique de recherche en approche genre dans le secteur de l'Approvisionnement en Eau Potable, Hygiène et Assainissement* (AEPHA)

Cet atelier constitue une étape importante dans le processus d'appropriation des outils de recherche en approche Genre dans le secteur de l'eau, l'hygiène et de l'assainissement pour les personnes ressources du CREPA.

CREPA, pas de date, *la politique du genre dans l'hydraulique villageoise, l'assainissement et la protection des ressources en eau : un guide méthodologique et technique*.

C'est un rapport final sur le séminaire de sensibilisation des cadres féminins à la problématique de l'eau potable et de l'assainissement. Ce rapport met en exergue la participation communautaire dans tout programme dans le secteur eau.

Disponible au: Centre Régionale pour l'Eau Potable et Assainissement (CREPA), Ouagadougou, Burkina Faso.

Centre Régionale pour l'Eau Potable et Assainissement (CREPA), pas de date. *Rapport de l'atelier de définition de cadre méthodologique de recherche en approche genre dans le secteur de l'Approvisionnement en eau potable, hygiène et assainissement* (AEPHA)

Cet atelier constitue une étape importante dans le processus d'appropriation des outils de recherche en approche Genre dans le secteur de l'eau, l'hygiène et de l'assainissement pour les personnes ressources du CREPA.

Disponible au: Centre Régionale pour l'Eau Potable et Assainissement (CREPA), Ouagadougou, Burkina Faso.

CREPA, Ouagadougou, pas de date, *La politique du genre dans l'hydraulique villageoise, l'assainissement et la protection des ressources en eau : un guide méthodologique et technique*.

Disponible au: CREPA, Ouagadougou, Burkina Faso.

CREPA, Ouagadougou, *Rapport final: séminaire de sensibilisation des cadres féminins à la problématique de l'eau potable et de l'assainissement.*

Il met en exergue la participation communautaire dans tout programme dans le secteur eau.

Disponible au: CREPA, Ouagadougou, Burkina Faso.

Key Web Sites

Capacity Building for Integrated Water Resources Management (Cap-Net):

Cap-Net is an international network for capacity building in IWRM. It is made up of a partnership of autonomous international, regional and national institutions and networks committed to capacity building in the water sector.

<http://www.cap-net.org>

The Gender and Water Alliance (GWA):

The Capacity building program of the Gender and Water Alliance was organised to develop and implement new tailored and improved methodologies, tools and materials for training and capacity building.

<http://www.genderandwater.org>

Global Environment Monitoring System (GEMS):

Global Environment Monitoring System provides a modular approach to training in monitoring and water quality management. A training guide describes a series of courses that are offered through the GEMS Water Programme and our partners. The training programme is oriented toward assisting developing countries in setting up basic capabilities for water resources management or in modernizing existing programmes.

http://www.gemswater.org/capacity_building/index-e.html

World Bank Capacity Building Activities (WB):

Capacity building is central to the World Bank's support in the water supply and sanitation (WSS) sector. The World Bank's support to countries follows a learning-by-doing approach that combines capacity building, reforms, and investments. World Bank capacity building activities are targeted mainly at clients of the World Bank, i.e., policy makers and government officials. However, partners of the World Bank - such as development experts, media representatives, and representatives of bilateral and multilateral organizations, staff of nongovernmental organizations, and others - can also participate in many of the Bank's learning programs

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTWSS/0,,contentMDK:20262460~menuPK:533815~pagePK:148956~piPK:216618~theSitePK:337302,00.html>

Case studies (check website <http://www.genderandwater.org>)

Gender and Capacity Building, and Gender and Environment in Brazil

South Africa: Women in Sanitation and Brick Making Project, Mabule Village

Pakistan: Initiative of One, Relief for All – Women's Leadership in the Banda Golra Water Supply Scheme

3.13. Gender Planning and Tools in Water Sectors

Introduction

A framework for gender analysis shows how to carry out such an analysis step-by-step, helping to raise questions, analyse information, and develop strategies and policies that bring in the realities of both women and men. A gender analysis framework assists in analysing the different roles and responsibilities of women and men and the difference in their access to and control over resources. The analysis assists planners and decision-makers to understand how policies and programmes can be changed to encourage equal involvement of women and men and to ensure that they address gender equality. Furthermore, it can clarify why some programmes, projects and policies have a negative impact on women. Gender should be mainstreamed from the earliest possible point in the programme or project cycle, as it can fundamentally affect the entire programme or project concept and implementation.

A gender analysis should inform the entire policy and programme making process. A gender-sensitive approach is not one isolated activity, carried out at one point in plan development. A gender-sensitive approach usually starts with a clear policy statement which defines the goals of gender planning; thereafter, it needs to be incorporated throughout the planning, implementation, and evaluation processes.

Gender Planning

Gender Planning refers to the process of planning development programmes and projects to make them gender sensitive, taking into account the impact on various gender relations, roles and needs and on different women and men involved. It involves the selection of appropriate approaches to address not only women and men's practical needs, but also identifies entry points for challenging unequal relations and strategic needs.⁶

Mainstreaming gender in planning, implementation, and evaluation of programmes and projects is not only meant to involve both women and men in the project, but also to ensure their active participation throughout the planning, implementation, and evaluation stages. Women and men should gain equally as participants and beneficiaries of the programmes. Moreover, this process leads to an increase in the efficiency and sustainability of the programmes and enables monitoring of related goals to empower women and promote gender equality.

Excluding women from the project or programme design may have adverse effects. For example, in Nepal, the lack of consideration of women's needs in project planning resulted in inadvertently increasing women's burdens. In all the communities involved in the study, women complained that their water collection time significantly increased (nearly four or five times) after they received the improved water services. This is because the tap-stands and the tube wells were located along the roadside, where women were unable to bathe and wash clothes freely, without being seen by male passers-by. In order to avoid this, women in Hile village in east Nepal carry water all the way to their homes several times each day, spending significant amounts of time on this activity. In three villages, women reported waiting until dark to bathe and wash clothes. The women complained that the surveyors had not involved them in the design or location of the tap-stands or tube wells.⁷

⁶ Gender Briefing Kit, Gender Terminology, UNDP.

⁷ Shibesh Chandra Regmi and Ben Fawcett, 1999. "Integrating gender needs into drinking water projects in Nepal", *Gender and Development*, 7 (3): 2.

Gender planning tools and methodologies such as gender analysis, social mapping and sex-disaggregated data, are tools that enable the analysis of whether the interventions have responded to the different needs of women and men or not. The objective of using gender analytic tools in planning is not only to increase the success of programmes and projects by fitting them more closely to women's and men's current needs, but also to improve women's status and increase their participation in decision-making at different levels.

Key actors in the Sector

Planning takes place at different levels of government ministries and agencies, in international organisations, in private companies, NGOs, women's groups, and in individual households. All these actors are key to the overall planning process. It is important to pay attention to diversity, which includes men and women, as well as different age groups, classes, castes, ethnicities, etc. Some marginalised groups can be left out of interventions if specific efforts are not made to reach them.

Planners attempt to develop national, regional and district plans, programmes and projects that are compatible with the goals, strategies and policies set by policy makers. Planners may be economists, managers, social scientists or technical specialists employed in the planning units of the ministry or its various agencies or in national or international NGOs and organisations. Successful programmes have taken into consideration all stakeholders' needs and interests and have used a participatory approach and gender planning in the programme's activities.

Planning Tools for Gender Mainstreaming in Water Sectors

Paying attention to gender relations and using gender-sensitive tools for planning can contribute to better project planning and management, and can increase the success of water programmes and projects. Attention to gender is particularly valid for water sectors, because women and men have very different responsibilities, access to and control over water resources.

Tools such as *gender analysis* for a particular project or programme area can increase understanding of the socio-economic and cultural context of the programme, including the interests and needs of women and men and their different priorities, knowledge, attitudes and practices related to water services. For example, introducing the 'user-pay' system for water services may result in a significant burden for women, as they usually have the main responsibility for providing water, but not the main income. Also, women may receive training, but may be prevented from putting their new skills and knowledge into practice by cultural or social factors.

Social mapping is a tool that can provide information about the community regarding its composition, resources available, activities, access and use of the water resources. Mapping can help identify who has access, use and control over water resources by gender, class and ethnic group, for example. Such a tool can increase the input of the community since they are the experts on the local situation. It is an excellent tool for collecting sex-disaggregated data that indicate preferences for water source, location and design of facilities and cultural preferences related to sanitation. Social mapping as an exploratory and planning tool can be used by the project staff to highlight inequalities and gaps in accessing water resources at the community level as well as to assess the impact of interventions at the community level. It is an excellent way to engage the community, both women and men, in the project.

Sex-disaggregated data is extremely useful as a tool, but not sufficient in itself. While it is recognised that gender concerns need to be mainstreamed into national statistics, the categories

of data collection need to be examined to ensure they reflect the realities of women's and men's lives and relations. There is a need to create indicators to reflect more accurately women's unpaid labour and work in the informal sector, for example. Standard official statistics have tended to ignore such measures, underestimating women's economic contributions.⁸

Related to the issue of sex-disaggregated data is the question of gender-sensitive indicators, which enable the monitoring of change and the measurement of benefits to women and men of given policies or programmes. For instance, gender-sensitive indicators can measure the impact and the effectiveness of activities targeted to address women's or men's practical needs.

The *histogram* is yet another tool, which allows getting an overview of the situation in the community and identifying important historical events within the community that may have affected water resource management and poverty. It can also assist communities in analysing factors that have an impact on their present problems. The histogram tool is different from a trend analysis, as it covers several events (political, economic, and social changes or natural disasters) that have occurred in the past in the community. It is useful to understand the dynamics of natural and social changes over time that may explain factors influencing current problems within the community. Such a tool requires the participation of all members in the community, particularly older women and men.

A *pocket chart* allows the researcher to collect qualitative socio-economic and sex-disaggregated data and quantify them at an individual and community level. In addition, it helps identify and assess not only the needs and priorities for men and women, but also the benefits and the changes in representation and leadership positions.

Welfare ranking can be used to help communities carry out their own socio-economic classification system. It can elicit the community's own indicators of relative well-being (such as education, food, water, health, status, assets, infrastructure and employment). It is a good tool for the communities' self-assessment and identification of the approximate percentage of different levels of socio-economic groups. This tool is useful to monitor whether poor women and men continue to have a voice in decision-making and access to water resources.

Gender-sensitive approaches and tools for planning in water sectors are important to achieving efficiency, social equity and gender-equality goals. Targets, such as those contained in the Millennium Development Goals for water and sanitation, are unlikely to be achieved unless gender perspectives are integrated into planning, implementation and monitoring activities.

Guidelines, handbooks, and "tool kits" exist to help planners integrate gender concerns at every stage of development activities. These useful resources combine general concepts, techniques, tools and models to facilitate gender equitable approaches in planning.

⁸ Watch, H. and Hazel Reeves, 2000. Gender and Development: Facts and Figures, Report No.56, Bridge, Institute of Development Studies, UK.

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March, C. et al., 1999. *Key Concepts: A Guide to Gender Analysis Frameworks*. Oxford: Oxfam.

Moser, C, 1993. *Gender Planning and Development: Theory, Practice and Training*. London: Routledge,

Oxaal, Zoë and Sally Baden, 1997. *Gender and Empowerment: Definitions, Approaches and Implications for Policy*. Briefing paper prepared for the Swedish International Development Cooperation Agency (SIDA), BRIDGE, Institute of Development Studies, Report no. 40. University of Sussex, Brighton, UK. Available at: www.ids.ac.uk/bridge

Watch, H. and Hazel Reeves, 2000. *Gender and Development: Facts and Figures*, Report No.56. Bridge, Institute of Development Studies, UK.

Additional Resources

Aguilar, Lorena, 1999. *A Good Start Makes a Better Ending: Writing proposals with a Gender Perspective*. Towards Equity Series, No.1. World Conservation Union and Arias Foundation, San José.

The author proposes a series of preconditions that contribute to the design of a project proposal containing the basic ingredients needed to facilitate the incorporation of a gender equity perspective.

Available at: <http://www.generoyambiente.org/busqueda/busqueda.php>

Aguilar, Lorena, Gustavo Briceño, and Ilesia Valenciano, 2000. *Seek and Ye Shall Find: Participatory Appraisals with a Gender Equity Perspective*, Towards Equity Series, No.2. World Conservation Union and Arias Foundation, San José.

KIT/Oxfam, (2002). *Natural Resources Management and Gender: A Global Source Book*. (Critical reviews and annotated bibliographies series)

The book reflects experiences with mainstreaming gender and natural resources management. It examines diverse natural resources from different perspectives including security of women's rights to common property resources and land (West Africa), mainstreaming gender in water policy and institutions (India), gender responsive planning in wetland development (Uganda), empowering women in natural resource management (Pakistan) and development of gender policies for environmental policies (Mesoamerica). The chapters are complemented by an extensive annotated bibliography comprising books, journals, electronic documents and Web resources.

Available at: KIT (Royal Tropical Institute), P.O. Box 95001, 1090 HA Amsterdam, the Netherlands, E-mail: publishers@kit.nl, Website: www.kit.nl

Alfaro, María Cecilia, 1999. *Unveiling Gender: Basic Conceptual Elements for Understanding Equity*, World Conservation Union and Arias Foundation, San José.

Alfaro Quesada, Cecilia, 2002. *If We Organize It We Can Do It: Project Planning with a Gender Perspective*. Towards Equity Series, No.3. World Conservation Union and Arias Foundation, San José.

Athill, Catherine, no date. *Toolkit: An Integrated Resource for Implementing the Gender Management System Series*. London: Commonwealth Secretariat.

The Gender Management System (GMS) is a holistic approach to gender mainstreaming developed by the Commonwealth Secretariat. It aims to bring about fundamental and lasting change in society as a whole by transforming the structures that create and perpetuate gender inequality. It starts with organisational change in government, institutions, civil society, the private sector and international governmental organisations. The aim of the GMS Toolkit is to help people responsible for gender mainstreaming, to enable them to put the Gender Management System Series of manuals into practice and provide a range of tools to make the manuals more accessible.

AusAID Guide to Gender and Development Water Supply and Sanitation, 2000. *Gender guidelines water supply and sanitation* supplement to the guide to gender and development, AusAID, (updated April 2005). Available at: www.ausaid.gov.au

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

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 at: <http://thecommonwealth.org/gender/index1.htm>

Beck, Tony, no date. *Using Gender- Sensitive Indicators: A Reference Manual for Governments and Other Stake holders*. London: Commonwealth Secretariat.

This reference manual is part of the Gender Management System (GMS) Series, which provides tools and sector-specific guidelines for gender mainstreaming. This manual is intended to be used in combination with the other documents in the series, particularly the Gender Management System Handbook, which presents the conceptual and methodological framework of the GMS. This reference manual has been produced to assist member governments in meeting their commitment to implementing the Plan of Action. It is designed to assist the users in the selection, use and dissemination of gender-sensitive indicators at the national level.

Brambilla, Paola, 2001. *Gender and Monitoring: A Review of Practical Experiences*, Paper prepared for the Swiss Agency for Development and Co-operation (SDC). BRIDGE, Institute of Development Studies University of Sussex, Brighton BN1 9RE, UK.

This report aims to provide a practical tool that can be used to integrate a gender approach into existing monitoring and evaluation mechanisms. This paper looks at how indicators can be made gender-sensitive, who should be involved in this process, and when during the project cycle. Case studies follow of implementation of such approaches at field level (projects and programmes), institutional and government level.

Available at: <http://www.ids.ac.uk/bridge/>

Canadian International Development Agency (CIDA), 1997. *Guide to Gender-Sensitive Indicators*.

This Guide explains why gender-sensitive indicators are useful tools for measuring the results of CIDA's development initiatives. It concentrates in particular on projects with an end-user focus, and shows how gender-sensitive indicators can and should be used in both gender integrated and WID-specific projects, and in combination with other evaluation techniques.

The key questions addressed here are: What are gender-sensitive indicators? Why should CIDA use them? What are the types of such indicators? What are their limitations? How can they be used at the branch and region/country levels and in particular in projects with an end-user focus?

A companion volume, [A Project level Handbook](#) is available as a quick reference guide for people working in the development field.

Available at:

[http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy/\\$file/WID-HAND-E.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy/$file/WID-HAND-E.pdf)

[http://w3.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy/\\$file/WID-GUID-E.pdf](http://w3.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy/$file/WID-GUID-E.pdf)

Dayal, R, C.A. van Wijk-Sijbesma, and N. Mukherjee, 2000. *METGUIDE: Methodology for Participatory Assessments with Communities, Institutions and Policy Makers: Linking Sustainability with Demand, Gender and Poverty*. (UNDP-World Bank, Water and Sanitation Programme).

Derbyshire, Helen, 2000. *Gender Manual: A Practical Guide for Development Policy Makers and Practitioners*. London: DFID.

This gender manual is designed to help non-gender specialists in recognising and addressing gender issues in their work. The intention is to demystify gender, make the concept and practice of gender mainstreaming accessible to a wide audience, and clarify when to call in specialist help. The manual 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 organisational change.

Available at: <http://www.genie.ids.ac.uk/gem/>

Direction Générale de l'Inventaire des Ressources Hydrauliques (Ouagadougou- Burkina Faso), 2005. *Implication de la femme dans la mise en œuvre du Plan d'Action pour la Gestion Intégrée des Ressources en Eau (PAGIRE)*. Available at: www.eauburkina.bf

Fong, M.S., W. Wakeman and A. Bhushan, 1996. *Working on Gender in Water and Sanitation: Gender Toolkit Series No. 2*. (UNDP-World Bank, WSP). Available at: <http://www.worldbank.org/gender/know/wstlkt4.pdf>

Gender and Development Training Centre, Netherlands Development Organisation (SNV), 2000. *Manual for the Participatory Gender Audit*. Haarlem, the Netherlands.

This manual, developed by Dutch NGO SNV (Netherlands Development Organisation), contains tools to carry out participatory gender audits of the organisation's programmes. It is a self-assessment methodology aiming at improving the organisation's performance with respect to gender equality and women's empowerment.

Available at: <http://www.snvworld.org/cds/rgGEN/Chapter%201/AuditManualEngDefinit.doc>

Gender and Water Alliance (GWA), 2003. *Training of Trainers Package: Gender Mainstreaming in Integrated Water Resource Management*. Available at: <http://www.genderandwater.org/page/766>

GWA, no date. *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 at: <http://www.streamsofknowledge.net/toolbox4.html>

Gezellschaft für Technische Zusammenarbeit (GTZ), 1998. *Gender Training ToolKit*, German Technical Cooperation Self-help Fund Project.

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.

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

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 at: <http://www.ncrfw.gov.ph/publication/publication.htm>

Rathgeber, Eva M., no date. "Water Management in Africa and the Middle East: Challenges and Opportunities", in *Women, Men, and Water-Resource Management in Africa*, IDRC.

This paper examines some of the concerns that have motivated African governments and donors to become involved with water projects. Although there is general recognition of the needs of communities for reliable water systems, it is argued that the different attitudes, perspectives, and needs of women and men with respect to water access and use have been given little focused attention by environmental planners and water-resource managers in Africa. More specifically, it is suggested that throughout the 1970s and 1980s, although concerted efforts were being made to increase water accessibility, little effort was made to integrate the economic roles of women into water-resource planning.

Available at: http://www.idrc.ca/fr/ev-9334-201-1-DO_TOPIC.html OR
http://www.idrc.ca/fr/ev-31108-201-1-DO_TOPIC.html

Rocheleau, D., B. Thomas-Slayter and D. Edmunds, 1995. "Gendered Resource Mapping: Focusing on Women's Spaces in the Landscape", *Cultural Survival Quarterly*, 18(4).

Rodríguez, Guiselle et al, 1999. *Taking the Pulse of Gender: Gender-sensitive Systems for Monitoring and Appraisal*, World Conservation Union and Arias Foundation, San José.

Rodríguez Villalobos, Rocío, 1999. *Module 8: Sharing Secrets: Systematization from a Gender Perspective*, World Conservation Union and Arias Foundation, San José.

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

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

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

United Nations Environment Programme (UNEP), 1997. *UNEP Project Manual: Formulation, Approval, Monitoring and Evaluation*. UNEP, Nairobi.

Southern African Development Community (SADC), 1999. *Gender Mainstreaming at SADC: Policies, Plans and Activities*.

The gender plans, activities and policies in the region are outlined and the steps which have been taken by the various governments to establish institutional frameworks for gender mainstreaming.

Available from: SADC Gender Department, Private Bag 0095, Gaborone, Botswana, www.sardc.net

Thomas, Helen, Johanna Schalkwyk and Beth Woronuk, 1996. *A gender perspective in the water resources management sector: Handbook for mainstreaming*. Publications on Water Resources, No. 6 (Stockholm, Swedish International Development Cooperation Agency).

This handbook for mainstreaming contains specified questions to be asked at each stage of the project cycle which cover issues ranging from how consultation is designed, how specific indicators of gendered involvement are used, to whether budgets are allocated to ensure gender-equitable approaches. Such resources are to be welcomed although it should be emphasised that they will only be practical if used in a self-critical, reflective manner, adapted to specific contexts rather than utilised as routine checklists.

Available at: <http://www.sida.se/shared/jsp/download.jsp?f=WaterRes6%5B1%5D.pdf&a=2527>

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

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
Available at: <http://clarku.edu/departments/idce/publications.shtml>

Tortajada, Cecilia, 2002. *Contribution of Women to the Planning and Management of Water Resources in Latin America*. Research Report.

Available at: <http://www.thirdworldcentre.org/home/akbiswas/www/epubli.html>

Wilde V. and Vaino-Mattila A, 1996. *Gender Analysis and Forestry Training*, Rome, Food and Agriculture Organization of the United Nations (FAO).

A complete training package, based on experience in Asia, with overview of importance of gender analysis; guidelines on planning and conducting training programmes; using RRA to develop case studies; training notes and materials, including case studies; lessons learned from the testing process. Practical and thorough - helpful for people with little training experience or to give ideas of where to start.

Available at: geap.ifas.ufl.edu/pgeapbib.html - siteresources.worldbank.org/INTGENDER/Resources/Toolkitgenderagri.pdf

Spanish resources

IDRC, CIED PERU, 2002. *Perspectiva de Género y Rol de la Mujer en la gestión de los recursos Hídricos en el Altiplano*.

Presenta diferentes experiencias sobre conceptos, metodologías y actividades que permiten la implementación de los proyectos de agua y saneamiento y de riego en las zonas andinas de Latinoamérica, resaltando las experiencias exitosas en la búsqueda de incorporar la perspectiva de género.

Disponible en: <http://www.ciedperu.org/Publicaciones/frapublica.htm>

GWA, WSP, 2005. *Construyendo una Visión para la Acción. Avances y desafíos de la transversalización del Enfoque de Género en la Gestión Integrada de los recursos Hídricos en America latina. Bolivia*.

Ofrece recomendaciones importantes para la construcción de una visión común en América Latina sobre la transversalización del enfoque de género en la gestión integrada de los recursos hídricos, visión que puede servir como un conjunto de lineamientos orientadores para las instituciones y organizaciones interesadas en contribuir a la construcción de una sociedad más justa, donde hombres y mujeres gocen del beneficio de una mejor calidad de vida.

Disponible en: <http://www.es.genderandwater.org/page/2209>

Banco Interamericano de Desarrollo (BID), 2003. *Plan de Acción del BID para la integración de Género (Marzo 2003 - Junio 2005)*, Preparado por SDS/WID en colaboración con la Red de Género del Banco Interamericano de Desarrollo (BID) Departamento de Desarrollo Sostenible Unidad de la Mujer en el Desarrollo Washington, D.C.

The Action Plan brings together the commitments of all operations divisions and relevant departments of the Bank in the development of actions that aim to improve equality between men and women. The likelihood of success implementing this Plan is high because it represents a collaborative agreement and shared commitment between different members of the institution, including the high levels of the Administration, professional staff and assistants involved in the design, supervision, monitoring and evaluation of operations supported by the Bank.

Disponible en: <http://www.iadb.org/sds/doc/PlandeAccionparaIntegraciongeneroS.pdf>

FAO, no date. *Participación y Género en la Planificación del Desarrollo Agrícola. preparado por Jeanne Koopman, Consultora, Servicio de la Mujer en el Desarrollo (SDWW), Dirección de la Mujer y la Población de la FAO.*

Disponible en: <http://www.fao.org/sd/SPdirect/WPre0060.htm>

FAO, no date. *Oficina Regional para America Latina y El Caribe. La mujer en el desarrollo rural, various resources.*

Disponible en: <http://www.fao.org/Regional/LAmerica/mujer/>

French Resources

Direction Générale de l'Inventaire des Ressources Hydrauliques, Ouagadougou, 2005.
Implication de la femme dans la mise en œuvre du Plan d'Action pour la Gestion Intégrée des Ressources en Eau (PAGIRE).

Le présent document constitue une source d'inspiration pour les acteurs opérant dans la gestion des ressources en eau.

Disponible au: www.eauburkina.bf

Case studies (check website <http://www.genderandwater.org>)

Water for African Cities: A Partnership between United Nations Human Settlements Programme (UN-HABITAT) and the Gender and Water Alliance (GWA)

Uganda: Mainstreaming Gender into Policy: Examining Uganda's Gender Water Strategy

3.14. Gender Responsive Budgeting in the Water Sectors

Introduction

Innumerable conventions, declarations, plans of action, and commitments have been made for women's empowerment, for equality between women and men, for the cultural and economic rights of women and men, for the human rights of women and men, and for equality and equity in access to resources and in decision making power. Over the last 30 years, the water sectors have also made many such commitments.

While gender equality incorporating an intersectional analysis in water institutions and policies is beginning to take place, it has been slow. Furthermore, the implementation of these new inclusive and equitable policies of the last 10 to 20 years has been constrained by a range of factors - from the lack of political will and commitment, to the lack of an integrated approach to water resources management, to continued cultural, economic and political discrimination against women and girls.

Gender Responsive Budget Initiatives (GRBIs) provide concrete tools for putting conventions, policies, and commitments into practice.

GRBIs were developed in recognition of the gender blindness of macro-economic policies and budgets.⁹ The first gender-responsive budget was introduced in Australia in 1984. Macro-economic policies and budgets do not recognise women's unpaid labour and thus do not recognise or value the different contributions of women to the national economy as compared to men's contributions. The national budget is the key document to any country's development priorities. If a government's national budget is not gender-sensitive, it is most likely missing women's roles and contributions to national development efforts and thus not serving women's needs and priorities. Women and men in all countries have different roles and responsibilities and often unequal access and control over resources and decision making; thus, budgets affect them differently.

Gender-Responsive Budget Initiatives

Gender-Responsive Budget Initiatives (GRBIs) analyse policies, taxation, revenues, expenditures, and deficits from a gender perspective. They 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 and 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 of budget amendments. 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

⁹ See the work of Diane Elson.

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).

Gender-Responsive Budgets in the Water Sectors

Putting water on the agenda for gender budget analysis can foster a sustainable and integrated water resources development and management approach as it also involves a multi-sectoral stakeholder approach to budget analysis. The call for GRBIs has been fuelled by the growing frustration with the slow response of senior decision makers and implementing agencies to address poor women's needs and gender inequity in the water sectors. The Tanzania Gender Networking Programme (TGNP) in its pro-poor and gender-sensitive analysis of Tanzania's National Budget (2003-2004) eloquently affirms the need for GRBIs. According to the TGNP, 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 will.¹⁰

Key Actors in the Sector: Who can do GRBIs?

Different levels of government and their relevant ministries and departments along with women's groups and other civil society partners are key actors in gender-responsive budget initiatives. In countries where GRBIs are active and have been the most successful, the exercise was led and coordinated by the relevant ministry, a women's agency or NGO and/or a research centre or university. For case studies on GRBIs see the books produced by the Commonwealth Secretariat.¹¹ These are not case studies about the water sectors, but a range of other sectors and levels of government where gender budget analysis was undertaken.

GRBIs for Gender Mainstreaming the Sector

GRBI tools such as the *gender-disaggregated beneficiary assessment* can assess current water and sanitation public services and their relationship to existing budgetary allocations. In cases of water privatization, it could also assist in analyzing the implications of pricing policies and their relationship to women's and men's incomes and 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-served. Such an 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.

Disaggregated analysis of the impact of the budget on time use is a tool that can demonstrate how the time taken by women to undertake certain tasks that would normally be provided by the state are in fact a subsidy to the state. For example, women generally fill in shortcomings in services by investing more of their time to ensure that the basic needs of families and children are met. In cases where water becomes inaccessible, women spend longer hours in collecting water from more distant water sources, revert to water recycling and conservation methods, and invest more of their time towards meeting basic household needs. If calculated in monetary terms, the

¹⁰ <http://www.tgnp.org>

¹¹ See <http://www.thecommonwealth.org/Templates/Colour.asp?NodeID=34006>

value of women's time amounts to a considerable subsidy to a service that the state should primarily be responsible for providing.

Gender disaggregated public expenditure benefit incidence analysis is yet another useful tool. As privatization of water usually excludes water and sanitation infrastructure, which is mainly left for government investment and loans, a beneficiary analysis of government expenditure would demonstrate the bias in government spending towards the rich. The rich consume more quantities of water for golf courses, swimming pools, and industry infrastructure, as compared to poor women who consume less water due to their different needs and their inability to pay for water.

Disaggregated tax incidence analysis enables the examination of taxation policies at the market and household levels. At the household level, women's unpaid work in water provision and management constitutes both a social and economic tax. Even within a privatized water management context, sanitation mostly remains a government responsibility that uses revenues to finance these investments. In the market context, women in the informal sector and as owners of small enterprises pay taxes, regardless of whether water infrastructure is meeting their needs.

Few GRBIs have specifically focused on the many dimensions of the water sectors. For example, gender-responsive budgeting could be used for provision of water and sanitation services, equitable access to water for irrigation, or integrated water resources management (IWRM). GRBIs in South Africa have raised the issue of the lack of water services provision for many poor women in rural areas, along with the general lack of other basic services such as electricity. More recently, in Tanzania, the TGNP has demonstrated the usefulness of GRBIs in the analysis of the budget of the Ministry of Water and Livestock.¹² The effectiveness of GRBI in areas such as gender violence and policing, agriculture, health services, education, taxation, pensions, food subsidy policies, and land distribution demonstrates its value for IWRM.

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Budlender, Debbie, 2000. "The Political Economy of Women's Budgets in the South", *World Development*, 28(7). pp 1365-1378.

Elson, Diane, 2002. *Gender Responsive Budget Initiatives: Some Key Dimensions and Practical Examples*. Paper presented at the conference on "Gender Budgets, Financial Markets, Financing for Development", February 19th and 20th 2002, by the Heinrich-Böll Foundation, Berlin. Available at:

http://www.idrc.ca/en/ev-66707-201-1-DO_TOPIC.html

Elson, Diane, 2002. "Integrating Gender into Government Budgets with a Context of Economic Reform", in Debbie Budlender, Diane Elson, Guy Hewitt and Tanni Mukhopadhyay, *Gender Budgets Make Cents: Understanding Gender-Responsive Budgets*. London: Commonwealth Secretariat.

Khosla, Prabha, 2003. *Water, Equity, and Money: The need for gender-responsive budgeting in water and sanitation*. The Netherlands Council of Women.

Available at: http://www.gender-budgets.org/en/ev-80859-201-1-DO_TOPIC.html

¹² For a case study on TGNP and GRBI with the Ministry of Water and Livestock see Section 7 of *Gender and Water Technical Overview Paper* Prabha Khosla, Christine van Wijk, Joep Verhagen, and Viju James. IRC. December 2004. <http://www.irc.nl/page/15499>

Additional Resources

ACFODE, 2005. *Gender Budget Training Manual*. Kampala, Uganda.

The following is a Gender Budget Training Manual created by ACFODE of Uganda to guide trainers who are involved in building capacities of policy makers and other stakeholders at District and Sub-county levels in Gender Budgeting. The overall objective is to ensure that Plans and Budgets at Districts and Sub-counties address the needs of disadvantaged groups, especially women.

Available at: http://www.idrc.ca/gender-budgets/ev-81782-201-1-DO_TOPIC.html

Coopoo, Sikhander. No date. *Women and Local Government Revenue*. Idasa, South Africa.

Available at: www.idasa.org.za/gbOutputFiles.asp?WriteContent=Y&RID=474

Budlender, Debbie, 2004. *Budgeting to Fulfill International Gender and Human Rights Commitments*. UNIFEM.

Available at: http://www.idrc.ca/uploads/user-S/11141152661CEDAW_Southern_Africa_Brochure.pdf

Budlender, Debbie. and Guy Hewitt, 2003. *Engendering Budgets: A Practical Guide to Understanding and Implementing Gender-Responsive Budgets*. London: The Commonwealth Foundation.

The gender responsive budget programme is now a well-established initiative from the Commonwealth Secretariat, attracting considerable interest among governments, civil society and development agencies keen to participate in the programme. Work on gender responsive budget initiatives has already taken place in over twenty Commonwealth countries. This sourcebook will be of particular use to practitioners, researchers, government officials and NGOs.

Available at: http://www.thecommonwealth.org/shared_asp_files/uploadedfiles/%7BFBF59912-40C3-47A6-89C2-F3E5A0EA9B74%7D_Engendering%20Budgets%20final%20doc.pdf

Budlender, Debbie, Diane Elson, Guy Hewitt and Tanni Mukhopadhyay, 2002. *Gender Budgets Make Cents: Understanding Gender-Responsive Budgets*. London: Commonwealth Secretariat.

This publication provides a comprehensive understanding of GRB initiatives and will be invaluable to governments, NGOs, donors and other agencies working to integrate a gender analysis into public expenditure policies and budgets. Divided into four sections, the book provides a conceptual and theoretical framework, traces the evolution of work in this area, assesses the role of different stakeholders and highlights lessons learned to date. A profile of known activities at country level shows how gender responsive budgets have been used as a pivotal tool with which to assess budgetary performance and impact.

Available at:

http://publications.thecommonwealth.org/publications/html/DynaLink/cat_id/33/category_details.asp

Budlender, Debbie and Guy Hewitt, 2002. *Gender Budgets Make More Cents. Country Studies and Good Practice*. London: Commonwealth Secretariat.

This book documents 'good practice' in gender budget work from across the globe. Practitioners share their first-hand experiences and in-depth knowledge of the why, where and how of gender responsive budget (GRB) initiatives. They reflect on both the challenges and successes of initiatives in the Andean region, Australia, Korea, Mexico, the Philippines, Rwanda, Scotland, South Africa and the United Kingdom. A chapter on the Commonwealth Secretariat's involvement in developing and implementing GRB initiatives is also included to suggest the role that can be played by external agencies at the national, regional, and international level. This book will be useful to people from multilateral and bilateral agencies and civil society, and inspire them to take forward gender budget work in their own country and organisation.

Available at:

http://publications.thecommonwealth.org/publications/html/DynaLink/cat_id/33/category_details.asp

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

This document draws data from countries which already have gender-sensitive budgets in place or those which are initiating them (Australia, South Africa, Mozambique, Tanzania, Tasmania, Sri Lanka, Barbados). It shows the diversity of approaches in different countries, and covers the issues, methods and strategies for the first year of implementing the exercise. It has a strong practical orientation, built on a sound research base, and includes theory, examples and discussion questions. The book is the basis for a series of structured workshops for civil servants from different departments.

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

Hurt, Karen and Debbie Budlender, (eds.) 2000. *Money Matters Two. Women and the local government budget*. Idasa. South Africa.

Inter-Parliamentary Union, UNIFEM, UNDP, and WBI, 2004. *Parliament, the Budget and Gender*.

This reference tool/handbook, available in English, French and Arabic, is the sixth in a series produced by the Inter-Parliamentary Union (IPU) which seeks to advance parliament's own capacity to make a positive impact on the budget, and to equip parliament, its members and parliamentary staff with necessary tools to examine the budget from a gender perspective.

English available at: http://www.idrc.ca/gender-budgets/ev-85201-201-1-DO_TOPIC.html

Arabic available at: http://www.idrc.ca/gender-budgets/ev-85203-201-1-DO_TOPIC.html

French available at: http://www.idrc.ca/gender-budgets/ev-85202-201-1-DO_TOPIC.html

Public Administration Research and Consultation Centre (PARC) and the Egyptian National Council for Women, No date. *Performance-based Budgeting from a Gender Perspective*

This resource book explains performance based budgeting and ways of integrating gender into those budgets. The book, produced in Arabic, also provides a number of examples and practical tools.

Arabic language available at: http://www.idrc.ca/gender-budgets/ev-86435-201-1-DO_TOPIC.html

Sen, Gita, 1999. *A Quick Guide to Gender Mainstreaming in Finance*. London: Commonwealth Secretariat. Available at: http://unifem.undp.org/economic_security/macro_gender.html

Spanish Language Resources

GTZ, UNIFEM, UNFPA, *Sin Fecha. Presupuestos Públicos y Género en América latina y el Caribe*, Disponible en: <http://www.presupuestoygenero.net/s28/>
<http://www.presupuestoygenero.net/s28/paginas/mapa.htm>

UNIFEM, 2003, *Documento Metodológico sobre el Análisis del Presupuesto Público con Enfoque De Género*.

Este documento, recoge la sistematización de experiencias de análisis de presupuesto y la propuesta metodológica obtenida a través de la adaptación de herramientas desarrolladas por UNIFEM-Región Andina en Bolivia, Ecuador, y Perú, durante el periodo 2001-2003.

Disponible en:

http://www.idrc.ca/uploads/userS/11000383911Documento_metodologico_Final_enviado_por_AyB.pdf

UNIFEM RA y FLACSO, 2005. Hacia la transparencia y la gobernabilidad con equidad. Presupuestos sensibles al género en la región andina. Quito, Ecuador.

Este libro documenta, en seis capítulos, el proceso que UNIFEM-RA siguió para impulsar esas iniciativas en Bolivia, Ecuador y Perú, mediante su programa DESafios, sobre derechos económicos y sociales (DES), y como una herramienta para lograr el empoderamiento de las mujeres mediante el ejercicio de esos derechos.

Disponible en: http://www.pnud.cl/pdf/discursos/dis_35.pdf
<http://www.docentes.up.edu.pe/EMoron/herram.pdf>

Key Web Sites

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. For additional information on macro-economics and gender-responsive budgets see:

<http://www.thecommonwealth.org/Templates/Colour.asp?NodeID=34005&int2ndParentNodeID=33895&int3rdParentNodeID=33899>

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

For many years UNIFEM has been active providing financial and technical assistance for innovative programmes and strategies that promote women's human rights, political participation and economic security. The Programme economics and reducing women's poverty has supported extensive work on GRBIs in all world regions.

http://www.unifem.org/gender_issues/women_poverty_economics/

UNIFEM, The Commonwealth Secretariat and IDRC.

This Gender Responsive Budgets Initiatives (GRBI) website is a collaborative effort between the [United Nations Development Fund for Women \(UNIFEM\)](#), [The Commonwealth Secretariat](#) and Canada's [International Development Research Centre \(IDRC\)](#), to support government and civil society in analysing national and/or local budgets from a gender perspective and applying this analysis to the formulation of gender responsive budgets. The initiative strives to promote the global objectives and cross-regional information sharing through the formation/support of a network, further development of concepts, tools and training materials, global training of trainers, South-South exchanges, and collaboration with international and regional organizations.

http://www.idrc.ca/en/ev-64152-201-1-DO_TOPIC.html

This site is also available in French and Spanish.

Chapter 4 Gender Mainstreaming the Project Cycle¹³

Among the shortcomings in development programmes and projects is that issues of gender, poverty and environment are often included solely as an afterthought. If gender issues are addressed at project conception, they can more easily be incorporated in the design, implementation and evaluation. Programmes that do not take into consideration the differing needs of the rich and poor and men and women during all its phases run the risk of being ineffective, inefficient and unsustainable. This chapter presents a generic project cycle that can be adapted to suit local contexts and demonstrates the gender aspects that need to be considered at each phase of the project cycle. Country officers supporting national programmes, project offices, gender experts and those interested in gender within project implementation can use the generic project cycle. It is important for the project to be clear on the objectives in relation to gender and equity issues.

Some questions that need to be asked are:

- How are the needs of men and women reflected?
- Who has been consulted?
- How was consultation done to facilitate input from men and women of different social classes?
- Is the project plan based on an understanding of gender differences in the target group?
- Has the project taken into consideration the expected changes in needs for time, labour and finance commitments?
- Have gender-sensitive indicators been identified to clarify objectives and facilitate monitoring?
- How will objectives for gender equality and women's participation be pursued in the project? Have specific strategies been identified?
- Have obstacles that may hinder the participation of men and women from all sectors of society been identified and strategies put in place to deal with these?
- Does the project management structure provide the necessary expertise on gender and diversity?
- Have the budgetary implications of diversity and gender been considered?
- Does monitoring provide for sex-disaggregated data collection on participation in various aspects of the project and on the selected indicators? (adapted from SIDA, 1996)

Issues and Questions to consider when gender mainstreaming the Project Cycle

4. 1. Programme and Project Identification

Step 1: The external support agency participates in the programme or project identification.

This includes an assessment of key development programmes and trends including those addressed by global conferences and conventions.

Issues and Questions

How can the external support agency support the fulfilment of national commitments to both gender equality and sustainable development?

¹³ Sources for material consolidated in this Chapter are identified in the list of references at the end.

Can the external support agency help identify opportunities where efforts to support sustainable resource use (especially water) overlap with efforts to support equality between women and men?

Does the overall cooperation framework draw on analysis of how gender inequalities have an impact on environmental issues?

Have government institutions responsible for gender equality been involved in setting priorities?

Have women's organisations and gender equality advocates been involved in setting priorities?

Step 2: Analysis of policies

Issues and Questions

Have gender and diversity issues been given attention in the analysis of existing national policies and programmes in the IWRM sector?

Are national programmes and investments in IWRM likely to extend benefits and opportunities equitably to women and men and especially poor women and men?

Step 3. Engagement of key government officials and other stakeholders in a dialogue on the policy framework for national development

Issues and Questions

Have government institutions responsible for gender equality been involved and consulted?

Have women's organisations and gender equality advocates been involved and consulted?

Have there been discussions with organisations with an expertise in IWRM as to their interest and capacity in dealing with gender issues?

Have efforts been made to ensure women's participation at all levels?

In grassroots consultations?

As water professionals?

At all levels of government?

Has there been an analysis of the obstacles to diverse women's participation and have strategies been developed to overcome those barriers?

Step 4. Assessment of design issues in projects at the community level

Issues and Questions

Technical design. Have both women's and men's views about technology options and design features been sought?

User contributions. Have differences between women's and men's willingness and ability to contribute labour, materials or money been determined?

Time/Workload considerations. Does the initiative increase women's/men's/girls'/boys' workload both during and after construction? Does the demand for women's and girls' unpaid labour increase? Are there conflicting demands?

Operation and Maintenance. How are operating and maintenance rights and responsibilities shared between diverse women and men? Do these reflect their use of the service system?

4.2 Formulating Programmes and Projects

Step 5: Assessing projects to strengthen institutional capacity

Issues and Questions

Gender issues in capacity building projects.

What is the existing capacity of institutions and individuals to work with a gender perspective?

What is the capacity of institutions and individuals to promote women's participation at all levels?

What is diverse women's capacity to participate in diverse tasks in technical fields, in decision making positions, and at the community level?

Do policies exist to guide the institutions?

Step 6: Gender considerations in project development

Issues and Questions

Have gender differentials in existing water rights been identified?

Have existing patterns of access and control of water sources been analysed and addressed?

Has consideration been given to legal frameworks and institutional reform so as to work towards equitable access for both women and men to productive resources?

Have needs, roles and workloads of women and men been assessed?

Step 7: Understanding the context and baseline data

The participants in programme or project design should initially establish a common understanding of the situation including socio-economic, gender and bio-physical characteristics.

Sufficient data, sex-disaggregated wherever possible, must be gathered at this stage to establish a baseline for the project.

A stakeholder analysis is recommended.

Issues and Questions

In looking at the water sectors, has the analysis taken into consideration needs, resources, and the different priorities of communities marginalized due to caste, age, disability/ability, class, etc.? For example,

Within the current water usage and management, are the different roles and responsibilities of women and men in water use and management documented and understood (domestic and productive, commercial agricultural use, subsistence production, the urban informal economy, etc.)?

Compare access to and control over all resources related to water between women and men in different socio-economic classes (rights to land ownership and capital assets, inheritance patterns, credit, etc.); labour supply (unpaid family labour, paid employment, etc.).

Step 8: Create a vision and define problems to be addressed

The underlying causes of problems will often be perceived differently by different stakeholder groups including individual women and men. Experience in participatory processes can prove helpful in establishing a broad understanding of the situation.

During the process of defining problems, the participants could also research similar experiences in the country or elsewhere.

Issues and Questions

Who has been consulted and how were they involved in the consultation process? Were both women and men consulted? Were there specific attempts to involve gender equality advocates and specialists (academics, researchers, policy analysts)? Was the consultation process organised so as to maximize input from women and gender equality advocates?

Step 9: Identification of alternative strategies

A wide range of stakeholders should carry out an exploration of alternative strategies so that innovative approaches or new opportunities do not get overlooked and potential risks are identified.

Issues and Questions

In looking at alternative strategies, consider the possible benefits of strategies that promote women's participation and work toward sustainable water resource management.

Step 10: Selecting the most promising strategy

Before deciding on a programme or project strategy, it is important to consider the implications of possible solutions in terms of likely impacts, opportunities that could be seized, and trade-offs between choosing one strategy over another.

Risks. Interventions imply certain risks and can have positive or negative effects.

Opportunities. The defined scope of the proposed intervention may inhibit the search for measures that mitigate negative effects. Looking for opportunities can pave the way for creative solutions.

Trade-offs. It is important that trade-offs and opportunity costs between different strategies be understood.

The capacity of the concerned organisations, institutions and individuals to carry out activities effectively, efficiently and sustainably must also be examined.

Issues and Questions

In looking at trade-offs, is specific care taken to ensure that women do not lose?

Does the risk analysis look at possible and different negative and positive affects on women and men, young and old?

Has there been an analysis of the opportunities for change and potential to both recognise women's participation and ensure equitable benefits for women and men, young and old?

In looking at the capacity of ministries and institutions associated with the initiative, do they have the capacity to identify and work with gender issues? For example:

Do they have access to information on gender-related issues in the sector?

Do they have the skills to formulate and analyse questions on the gender dimensions of IWRM?

Has the institution developed a strategy for public participation and community empowerment that seeks to understand the views and priorities of both women and men?

Step 11: Defining objectives and outputs

Participants should work out the programme support for project design; that is, a hierarchy of objectives, outputs, activities and inputs.

Issues and Questions

Consider whether or not it is appropriate to have specific objectives relating to gender. If there are not concrete expected results related to gender, then gender tends to 'fade out'. Usually efforts tend to focus on the expected results as defined in project planning documents.

Step 12: Using the logical framework

The logical framework is a matrix that summarizes the main elements in programme and project design.

Issues and Questions

Are gender issues clearly set out in the logical framework?
Are there specific indicators identified to monitor results relating to diversity and gender equality?
Will indicators be disaggregated on the basis of sex?

Step 13: Determining activities

Once the outputs have been agreed to, the activities that will produce these outputs must be determined.

Issues and Questions

What activities are required to ensure attention to gender issues?
Is training required?
Is it necessary to research specific issues or draw in particular stakeholders?
Experience has shown that careful planning is required to ensure that the gender focus is not lost.

Step 14: Determine the management arrangements.

As part of project formulation, it is essential to determine how activities will be carried out so that the programme support or project objectives can be achieved within the established limits of time, quality and costs.

Issues and Questions

Does the implementing agency or institution have a commitment to gender equality and to achieving positive outcomes for women through the project?
Are the responsibilities and expectations concerning gender aspects in the project clearly spelled out in project documents, agreements or contracts?

Step 15: Specifying indicators for monitoring and evaluation

Indicators assist in determining the extent to which a programme or project is achieving its expected results.

Through the consultative process outlined above, the participants agree on how progress towards achieving the objectives is to be measured, and what the indicators of success will be.

The monitoring and evaluation arrangements must be determined during the formulation of the programme or project and its objectives.

Issues and Questions

In projects involving community-based initiatives, have both women and men participated in the creation of indicators?

Are there indicators to track progress toward meeting specific objectives relating to women's participation, the capacity of organisations to work with a gender perspective, reduction in women's time obtaining water, etc.?

Step 16: Identifying external factors and risks

External factors are events or decisions that are beyond the control of the managers of the programme or project and which nonetheless affect the achievement of the objectives, the production of the outputs, the implementation of the activities, and the delivery and utilization of the inputs

Issues and Questions

Women's ability to participate in the initiative may be influenced by a variety of factors outside the control of the programme managers such as discriminatory attitudes, child care and domestic responsibilities, literacy, lack of time, etc.

Step 17: Identifying prior obligations

A common way to minimize risks is to provide for activities to begin only after certain conditions have been met.

Issues and Questions

It is important to monitor whether initial conditions relating to gender issues have been met. For example, if the plan stated that a gender specialist was to be hired, was this done?

4.3 Implementation

Step 18: Ensuring good participation

Issues and Questions

Are government institutions responsible for gender equity and equality represented during implementation?

Is there representation from organisations with an expertise in IWRM in the project team? Have women been given a chance to participate in technical fields and in decision-making positions?

Does the initiative increase women's/men's/girls'/boys' unpaid workload during construction beyond what was initially predicted?

4. 4 Monitoring and Evaluation

Step 19: Monitoring

Issues and Questions

In preparation for annual reporting and reviews, analyse important changes in the last year, for example:

New legislation, government policies or commitments on gender equality (these could relate to land tenure, credit, NGO policies, etc.);

New women's networks or organisations or changed profile/capacity of existing organisations;

Changes in economic and social conditions or trends that affect priorities, resources, and needs in the WRM sector.

Are data for monitoring disaggregated by sex?

Step 20: Evaluation

Issues and Questions

Do the evaluation 'terms of reference' clearly specify the gender issues and questions to be addressed in the evaluation?

Will the evaluation consider project outcomes/results with respect to differences in needs and priorities of women and men?

Does the evaluation team have the expertise to look at gender issues in the specific context of the project (irrigation, water supply and sanitation, wetlands, etc.)?

In conducting the evaluation, will evaluators:

Disaggregate data by sex?

Seek the input of both women and men and analyse differences and similarities?

- Will the evaluation identify 'lessons learned' relating to working with a gender perspective in water resources management so these can be transmitted throughout the organisation?

References

Fong, Monica S., Wendy Wakeman and Anjana Bhushan, 1996. World Bank Toolkit on Gender in Water and Sanitation: Gender Toolkit Series No. 2, Gender Analysis and Policy, Poverty and Social Policy Department; UNDP-World Bank Water and Sanitation Program, Transportation, Water and Urban Development Department.

Ministry of Foreign Affairs, DANIDA/S.Q., 1999. *Gender and Water Supply and Sanitation: Guiding Questions*. Working Paper, August. (mimeo)

Swedish International Development Cooperation Agency (SIDA), 1996. *A Gender Perspective in Water Resources Management Sector*. Stockholm.

Thomas, Helen, Johanna Schalkwyk and Beth Woroniuk., 1997. *Handbook for Mainstreaming: A Gender Perspective in the Water Resources Management Sector*. SIDA in close consultation with the Department for Natural Resources and the Environment.

Additional Resources

GTZ, 1998. *Gender Training Tool Kit*. Self-help Fund Project.

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

UNDP, (no date). *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 at: http://undp.org/gender/capacity/gm_info_module.html

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

WaterAid, 2002. *Indicators for a gender-sensitive approach to Sanitation Programmes and Services*. Available at: http://www.wateraid.org/documents/g_indicators_san.pdf

WaterAid. 2002. *Indicators for a gender-sensitive approach to Water Supply Services*. Available at: http://www.wateraid.org/documents/g_indicators_water.pdf

French Language Resources

Van Wijk-Sybesma C, 1996. *La politique du genre dans l'hydraulique villageoise, l'assainissement et la protection des ressources en eau : un guide méthodologique et technique*. Centre international de l'eau et de l'assainissement (IRC)

Centre régionale pour l'eau potable et assainissement (CREPA), 1992. *Rapport final du séminaire de sensibilisation des cadres féminins à la problématique de l'eau potable et de l'assainissement*. Bamako. CREPA, Bamako, Mali.

Spanish Language Resources

ANESAPA – PROAPAC – GTZ, 2003. *Género en Saneamiento Básico. Sistema Modular de Capacitación*.

Los contenidos son formativos y parten de los conceptos básicos que hacen al género, para introducir luego el género en saneamiento básico, el estado actual del género y las herramientas para transversalizar el enfoque de género en proyectos de agua y saneamiento.

Disponible en: www.anesapa.org/Centrode documentaci3n/Documentos-sistemaModular

HIVOS – Unión Mundial para la Naturaleza, Fundación Arias Para la Paz y el Progreso Humano, 1999. *Ojos que no ven ... Corazones que sienten: Indicadores de equidad*. UICN, San José de Costa Rica

Esta publicación une las áreas de género y medio ambiente, a través de un proceso que pretende facilitar y apoyar a organizaciones e iniciativas de desarrollo rural de la región, asegurando la incorporación de la perspectiva de equidad de género en su quehacer institucional. Se enmarca en herramientas e instrumentos que permiten incorporar la perspectiva de equidad de género en el ciclo de un proyecto.

Programa de Agua y Saneamiento, América Latina y el Caribe, *Metodología e Instrumentos para su inclusión en Proyectos de Agua y Saneamiento*. World Bank Office, Lima, Peru.

Methodologies and instruments for gender mainstreaming in water supply and sanitation projects.

Disponible en: http://www.aprchile.cl/pdfs/and_genero.pdf

Chapter 5 Gender Mainstreaming in Water Sector Policies and Institutions

What is a gender policy?

A gender policy is a public statement of a country's or an organisation's commitment to taking gender issues seriously, and a framework for what this means in the context of the organisation's work. A gender policy in water resources management relates to both of the following:

- the organisation's work: - i.e. women's and men's involvement in the planning, construction, operation, maintenance and management of domestic water supply, irrigation, sanitation or environmental protection;
- the organisation's internal culture and staffing – issues affecting female and male staff at work; for example, recruitment, promotion and training opportunities for female and male staff, sexual discrimination and harassment, and issues such as child care, paternity or maternity leave, and safe travel arrangements (Gender and Water Alliance, 2003).

Why develop a gender policy?

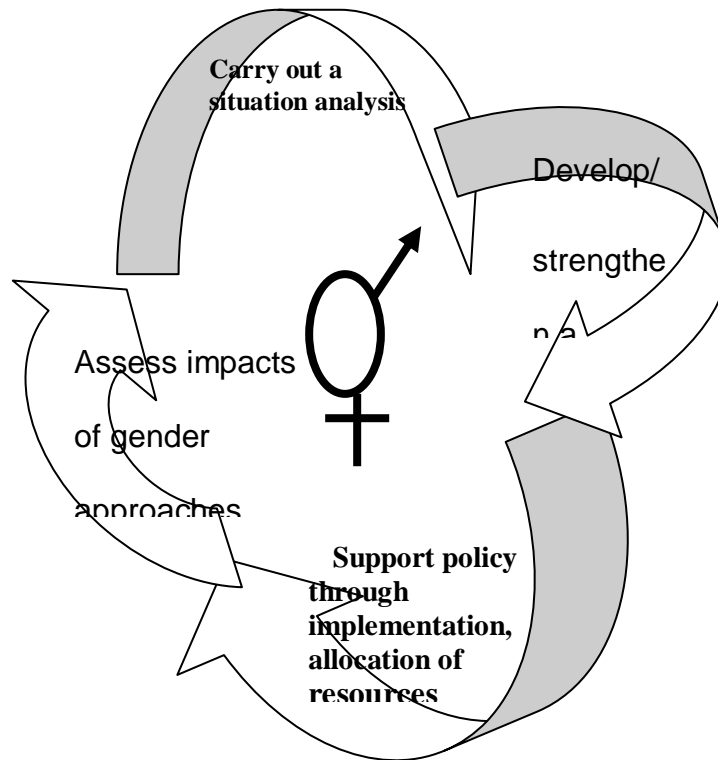
The development of a gender policy is a useful and common starting point for focusing attention on gender issues in an organisation and its work. For organisations which have already taken some steps towards promoting gender sensitivity (for example, through providing staff with training and guidelines), development of a gender policy is an opportunity to consolidate and formalise the steps they have taken, and think strategically about the future. A gender policy provides:

- a valuable opportunity to involve staff and other key stakeholders in thinking through why gender and social equity are important to the organisation's work and what the implications are for practice;
- a public statement of the organisation's commitment to taking gender issues seriously;
- agreed gender-related action and indicators of change;
- an instrument of accountability against which to evaluate the organisation's performance.

Gender policy development and implementation require an on-going strategy for the capacity building of all members and partners of the institution or organisation.

Policy development is not a one-off process. It is important to re-visit gender policies that have been in existence for some time, evaluate performance, review lessons learnt, and develop and launch revised policy commitments accordingly. The figure below illustrates how policy formulation should be a continuous process.

Policy formulation should be a continuous process



Policy Components

Three distinct components are important for an effective gender policy:

- Situational analysis – examining gender issues concerning beneficiary groups and the organisation itself. The latter includes an examination of staff knowledge, skills, commitment and practices in relation to gender issues, and an examination of gender issues affecting staff (such as gender differences in promotion opportunities or sexual harassment at work).
- The policy itself – this should be devised on the basis of the situation analysis and comprise an explanation of why the organisation considers gender issues to be important, the organisation's vision of gender-sensitive practice, and the various ways in which this understanding will influence the organisation's work.
- An implementation strategy or action plan – this sets out in detail how the policy will be implemented over a specific time period, including activities, budgets, responsibility and indicators for monitoring and evaluation.

Policy documents are usually public documents. Strategies and action plans are usually internal documents. Some organisations include aspects of their situation analysis in public documentation; others confine public documentation to the policy itself. Policies vary enormously in length – from two to several pages depending on what organisations choose to include in them.

Enabling Institutions

The implementation of a policy will depend to a large extent on a supportive institutional framework. It is therefore necessary to pay attention to the organization itself. Developing appropriate understanding, commitment and capacity as well as addressing issues of gender inequality within an institution or organization is a long-term process of organisational change. Activities such as capacity building, budget allocation, setting of indicators and monitoring need to be undertaken. The table below summarizes some of the organisational pressure points important for implementing gender-sensitive policy.

Table: Organisational Points for Gender Mainstreaming Institutions

Category of inquiry	Issues to consider	Steps to be taken for organizational change
WORK PROGRAMME		
Policy and Action plans Gender policies: Attention to gender in all policies.	<ul style="list-style-type: none"> • Is there a gender policy? • When was it developed and who was involved? • Does it use sex-disaggregated data? Is its implementation being monitored? 	If there is no gender policy but a desire to address inequalities between men and women, then follow steps outlined above.
Policy Influencing	<ul style="list-style-type: none"> • What is the attitude of senior management staff to gender issues? Who are formal and informal opinion leaders? • Which external agencies or people have an influence on the organization? • What are the decision making bodies? 	<ul style="list-style-type: none"> - Assess who are the champions for gender equality and equity - Engage all relevant and potential staff and management. - Create a participatory and inclusive environment for policy development.
Human Resources - Gender Focal Staff - All staff	<ul style="list-style-type: none"> • Is there a designated gender unit/focal person? • What do they do? With what resources? Are other staff members gender-aware? • Is sensitivity to gender included in job descriptions and assessed at job evaluations? 	<ul style="list-style-type: none"> - Have clear TORs for the unit/focal persons. - Establish training in gender mainstreaming and advocacy as an on-going process with action targets. - Have professional backstopping support. - Involve focal units as an integral part of existing processes and programmes.
Financial /time resources - Gender equality initiatives on the ground - Staff capacity building initiatives	<ul style="list-style-type: none"> • Is there funding for capacity building on gender? • Is there funding for gender actions on the ground? 	<ul style="list-style-type: none"> - Allocate budgets for staff capacity building and for actions on the ground. - Allocate time for actions at the operational level. - Develop indicators to monitor progress.
Systems procedures and tools	<ul style="list-style-type: none"> • Is attention to gender included in routine 	<ul style="list-style-type: none"> - Include gender in systems and procedures - Develop sex-desegregated information

	<p>systems and procedures (information systems, appraisals, planning and monitoring)?</p> <ul style="list-style-type: none"> • Have staff been issued with guidelines on gender mainstreaming? 	<p>systems</p> <ul style="list-style-type: none"> - Include gender in staff TORs and interviews. - Have indicators for monitoring policy progress in implementing gender. - Develop checklists and guidelines
WORK CULTURE		
Staffing statistics	<ul style="list-style-type: none"> • What are the numbers of men and women at each level in the organization and according to roles and sectors? • Check employment and hiring policies. 	<ul style="list-style-type: none"> - Have gender sensitive recruitment policies that are not discriminatory, even though gender is not about balancing numbers - Provide staff access to decision making processes.
Women and men's practical and strategic needs	<ul style="list-style-type: none"> • Does the organization create a safe and practical environment for women and men e.g., transport, toilets, childcare, and flexibility of working hours? 	<ul style="list-style-type: none"> - Analyze the organisation with respect to its sensitivity to the different needs of women and men. - Look at organisational assets such as equipment, furniture, toilet design and accessibility, etc. Are they suitable for women and men?
Organisational culture	<ul style="list-style-type: none"> • How does information flow and to what extent are women and men included in the communication chain? • What are the main shared values? Do they relate to equality? And specifically to gender? • Is decision making centralized or decentralized? • What are the attitudes towards female/male staff? 	<ul style="list-style-type: none"> - Adopt an organisational culture that values women and men's perspectives equally. - Explicitly state the organisation's commitments to gender equality in all policies and programmes. - Decentralise decision making to allow both women and men a voice in organisational decision making.
Staff perceptions	<ul style="list-style-type: none"> • What are the male and female staff perceptions towards gender? 	<ul style="list-style-type: none"> - Conduct gender capacity building and awareness raising programmes, especially where gender is seen as just one of the donor requirements and not an organisational value.
Policy and actions	<ul style="list-style-type: none"> • Does the organization have equal opportunity policies? What does the policy cover? How is it promoted and implemented? 	<ul style="list-style-type: none"> - Pay attention to equality within the structure, culture and staffing of organisations as well as in the programmes, policies and procedures. - Assess and evaluate continuously using gender-sensitive indicators to enable a comprehensive review.

Source: Adapted from Derbyshire, 2002.

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Glossary

Adaptation (adaptive capacity and adaptive strategies) refers to the ability of livelihood systems to cope with or adapt to change by reducing their vulnerability through strategies such as livelihood diversification by developing the requisite skills and capacities as well as access to supporting resources such as micro-credit.

Disaster is a serious disruption of the functioning of a community or society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community to cope using its own resources. A disaster is a function of the risk process: hazards + vulnerability.

Empowerment is about people – both women and men – taking control over their lives: setting their own agendas, gaining skills, building self-confidence, solving problems and developing self-reliance. No one can empower another: only the individual can empower herself or himself to make choices or to speak out. However, institutions including international cooperation agencies can support processes that can nurture self-empowerment of individuals or groups.

Gender is the culturally specific set of characteristics that identifies the social behaviour of women and men and the **relationship** between them. Gender, therefore, refers not simply to women or men, but to the relationship between them, and the way it is socially constructed. Because it is a relational term, gender must include women **and** men. Like the concepts of class, race and ethnicity, gender is an analytical tool for understanding social processes (Status of Women, Canada, 1996).

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).

Gender Equality means that women and men enjoy the same status. Gender equality means that women and men have equal conditions for realizing their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality is therefore the equal valuing by society of both the similarities and differences between women and men, and the varying roles that they play as for example the different roles of women and men in water resources management.

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. Equity leads to equality.

In the water sectors gender equity often requires specific policies that focus on the technical capacity development of women and the hiring and promotion of women in water resources management to address their historical disadvantage in decision making in these sectors.

Gender Mainstreaming is the process of accessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. 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 political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality [*by transforming the mainstream*] (ECOSOC, 1997, emphasis added).

Gender Relations constitute and are constructed by a range of institutions such as the family, legal systems, or the market. Gender relations are hierarchical relations of power between women and men and tend to disadvantage women. These hierarchies are often accepted as “natural” but are socially determined relations, culturally based, and are subject to change over time.

Hazard is a natural or human-made phenomenon that may cause physical damage, economic loss and threaten human life and well-being.

Integrated Water Resources Management or IWRM is a process which promotes the coordinated development and management of water, land, and related resources in order to maximize the resultant economic and social welfare in an equitable manner without compromising the sustainability of vital ecosystems. (Global Water Partnership/Technical Advisory Committee.)

Intersectionality is about recognising that women experience discrimination and violations of human rights not only on the basis of their gender but also from other power relations that are due to their race, ethnicity, caste, class, age, ability/disability, religion, and a multiplicity of other reasons including if they are indigenous.

Livelihoods comprises the capabilities, assets (material and social) and activities required for a means of living. A livelihood can be said to be sustainable when it can cope with and recover from stress and shocks, and maintain or enhance its capabilities and assets without undermining the natural resource base.

Resilience is the capacity of a system, community or society to resist or to change in order that it may obtain an acceptable level in functioning and structure. This is determined by the degree to which the social system is capable of organising itself, and the ability to increase its capacity for learning and adaptation, including the capacity to recover from a disaster (self-organise).

Risk is the expected damage or loss due to the combination of vulnerability and hazards. People are considered at risk when they are unable to cope with a disaster.

Stakeholders are those who have an interest in a particular decision, either as individuals or as representatives of a group. This includes people who influence a decision, or can influence it, as well as those affected by it.

Vulnerability defines a set of conditions and processes resulting from physical, social, economic and environmental factors which increase the susceptibility of a community to the impact of hazards.