

**GENDER MAINSTREAMING TOOLKIT FOR  
WATER AND SANITATION ACTORS**  
GENDER MAINSTREAMING IN THE PROJECT CYCLE  
AND WITHIN INSTITUTIONS

## Acronyms

AU	-	African Union
CEDAW	-	Convention to Eliminate All Discrimination Against Women
ECOSOC	-	Economic and Social Council
GMSF	-	Gender Mainstreaming Strategy Framework
GWA	-	Gender and Water Alliance
ICESCR	-	International Covenant on Economic, Social and Cultural Rights
JPOI	-	Johannesburg Plan of Implementation
KWAHO	-	Kenya Water for Health Organization
LVWATSAN	-	Lake Victoria Water and Sanitation
MDG	-	Millennium Development Goals
MSF	-	Multi-Stakeholder Forum
RGA	-	Rapid Gender Assessments
UN	-	United Nations
WAC	-	Water for Africa Cities
WATSAN	-	Water and Sanitation
WSSD	-	World Summit on Sustainable Development

## Contents

Executive Director’s Foreword.....	5
Acknowledgements.....	6
Acknowledgements.....	6
1.0 Introduction.....	7
Box 1: Gender Mainstreaming Strategy Framework: Guiding Principles.....	11
2.0 Section 1: Understanding Gender Mainstreaming concept.....	12
2.1 What is Gender?.....	12
2.3 A Gender approach to water and sanitation management.....	14
Section 2: International and Regional Legal Frameworks.....	20
Section 3: Practical steps to gender mainstreaming in water and sanitation.....	23
Gender Mainstreaming in the Project Cycle.....	23
i. Project Identification and Preparation Phase.....	25
ii. Design, Planning and implementation.....	25
iii. Implementation.....	26
iv. Monitoring and Evaluation.....	30
Section 4: Mainstreaming Gender into Institutions.....	32
Section 5: Development of an Institutional Gender Policy.....	35
Gender Policy Components.....	36
Section 6: Gender Budgets.....	38
What is gender budgeting?.....	38
What is mainstreaming gender equality in budget processes for water and sanitation?.....	38
Why is it important?.....	38
The key guiding questions where WATSAN budgets are concerned.....	39
7.0 Conclusion.....	41
Resources.....	42

## Executive Director's Foreword

Most cities and towns in developing countries are currently faced with the challenge of providing sufficient clean water and access to decent sanitation to poor people. This is especially the case in Africa, a region with the poorest record of access to clean water and improved sanitation, and where 72 percent of the urban population lives in slums.

To assess water and sanitation needs in Africa, UN-HABITAT, in partnership with the Gender and Water Alliance (GWA), conducted 2 Rapid Gender Assessments (RGA) in the Water for African Cities and the Lake Victoria secondary towns..

The two RGAs highlight that women and children are disproportionately burdened with the task of fetching water, often queuing for long hours early in the morning and late at night. With all these efforts, there is still no guarantee that the water is safe. Water related diseases are among the most common causes of illness and death affecting the poor in Africa. The results of these assessments provide a clear indication of what needs to be done to achieve more sustainable provision of water and sanitation services to the urban poor, especially women.

From the two RGA findings, UN-HABITAT is working closely with policy makers and key stakeholders to develop pro-poor gender sensitive policies for water and sanitation. Training and capacity building activities are being organised in all the participating cities and towns to enhance the understanding of practitioners on the importance of gender in water and sanitation services.

These assessments provide recommendations for addressing gender equality and equity and gender roles in the context of an integrated approach to water resources and waste management. They also address specific measures that need be taken by public utilities to make a real difference in the daily lives of the urban poor.

This publication is a step towards strengthening the institutional and individual capacity to undertake gender mainstreaming in the water and sanitation programmes. It is in recognition of the fact that for the water sector actors to realize their commitment to implement gender-sensitive WATSAN management practices, there is need for adequate information on what should be done and how to do it.

I acknowledge with special thanks the governments of Canada, the Netherlands, Norway and Sweden for their support of the UN-HABITAT Water and Sanitation Trust Fund. I also would like to acknowledge the expertise of the Gender and Water Alliance and its partnership with UN-HABITAT.

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## Acknowledgements

This Gender Mainstreaming Toolkit for Water and Sanitation sectors was prepared by Water Sanitation and Infrastructure Section I in the UN HABITAT. Its priority is to ensure that water and sanitation sector actors are enabled to incorporate the needs and concerns of women and men in programmes and policies in Africa.

The in-depth analysis was made by the consultant Ms Annabel Waititu, supported by Caroline Mungara who took time to consult and review the two Rapid Gender Assessments from the 17 African Cities and 7 towns from the Lake Victoria region.

This Gender Mainstreaming Toolkit for Water and Sanitation sectors would not have been possible without the overall guidance of Bert Diphoom, Chief of the Water Sanitation and Infrastructure Branch, Graham Alabaster as the Programme Manager who coordinated the execution of the process and provided critical advice on how to mainstream gender in the two programmes. The programme was followed up and enriched by the contribution of Robert Goodwin, Chief Technical Adviser of Lake Victoria Water and Sanitation Initiative (LVWATSAN), Daniel Adom, Chief Technical Adviser of Water for African Cities, and Lucia Kiwala, Chief of Gender Mainstreaming in UN-HABITAT for their substantive inputs. Many thanks to Richard Mgonja, Consultant with LVWATSAN, and Laban Onongno, National Chief Technical Adviser of LVWATSAN, Helda Wandera, Mary Musyoki both Programme Administrative Assistants, for their inputs, comments and assistance.

Angela Hakizimana, the Gender Officer of Water for African Cities Phase II (WAC II) and Lake Victoria Water and Sanitation Initiative (LVWATSAN), and the consultant Ms. Annabell Waititu, designed the process and provided substantive frameworks for the Tool kit.

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## 1.0 Introduction

The Rapid Gender Assessments (RGAs) conducted in the Water for African Cities and the Lake Victoria secondary towns by the UN HABITAT and the Gender and Water Alliance (GWA), among prove that gender relations (between women and men) play key roles in access to and control over water resources and sanitation services. Indeed information and data generated over time show the differentiated impacts of access to water and sanitation in the lives of men and women. It also shows that an approach that takes gender into account in the water and sanitation sector leads to efficient, effective and equitable and sustainable management of water resources. One project taking such an approach is

One of the lessons learnt from the RGAs above is that the needs and priorities of women and men for water and sanitation are different and are determined by the roles and responsibilities of each. The many years invested in promoting and awareness creation on the importance of gender mainstreaming has resulted in its appreciation among the development agencies particularly in areas of policy, advocacy and implementation.

However, due to the limited understanding and capacity for gender mainstreaming in the project activities, the water and sanitation sectors has not effectively been able to respond to problems caused by gender inequality in the sector. Knowledge and awareness of how gender affects access to water and sanitation is needed so that practitioners can effectively address gender issues and therefore achieve the goals of sustainable development.

## 1.1 Some Gender Terminologies

**Gender** refers to the social attributes and opportunities associated with being male and female and the relationships between them, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age. Gender is an analytical tool for understanding social processes

**Gender Equality** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.

**Gender Equity** is the process of being fair to men and women. It means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities

**Mainstream** relates to the principal, dominant ideas, attitudes, practices or trends. It is where choices are considered and decisions are made that effect economic, social and political options. It is where things happen. The mainstream determines who gets what and provides a rationale for the allocation of resources and opportunities.

**Mainstreaming** is the term used to describe the integration of any policy prescriptions into national development policy and programmes at all levels and throughout all sectors. In particular,

**Gender Mainstreaming** is a strategy for making the concerns and experiences of men, women, boys and girls an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that everyone can benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender "equality."

A **gender approach** implies that attitudes, roles and responsibilities of men and women are taken into account, that it is recognized that both sexes do not necessarily have the same access to, or control over, resources, and that work, benefits and impacts may be different for both groups. The gender approach requires an open mindedness and aims at the fullest possible participation of both women and men.

A **gender perspective** means generating strategies for changing the unequal relations of men and women to resources, decision-making and rights. It is not sufficient to have just a single 'gender person' focusing on these issues. Gender is often side-streamed rather than mainstreamed, due to lack of understanding and the will to change.

**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.

**Empowerment of women** concerns women gaining power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality.

**Sex** describes the biological differences between men and women, which are universal and determined at birth.

**Sex-Disaggregated Data** is data that is collected and presented separately on men and women.

**Gender Practical needs** arise from roles assigned to a particular gender and is easy to meet

**Strategic needs** – arising from positions held in society. They take more time, planning and affirmative action.

**Gender Lens** is an overarching tool to look at the different needs and realities of women and men at each stage of the development of policies, plans and programs. The application of a gender lens is not an “add on” but is a cross-cutting tool to ensure an analysis of gender related impact is included in decision making

**Gender Analysis** is the collection and analysis of sex-disaggregated information. Men and women both perform different roles. This leads to women and men having different experience, knowledge, talents and needs. Gender analysis explores these differences so policies, programmes and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of distinct knowledge and skills possessed by women and men





## 1.2 The Toolkit

This publication is a step towards strengthening the institutional and individual capacity to undertake gender mainstreaming in the water and sanitation programmes. It is in cognizance of the water sector commitment to implement gender-sensitive WATSAN management practices, and urgent need for capacity to realize this commitment. It is a practical guideline on how to mainstream gender and vulnerability concerns into institutional and programme/project development. It can also be used for conducting gender analysis. It contains the correct questions that need to be considered in determining the implications of the sector activities for women and men, girls and boys.

This publication also highlights the strong linkages between gender, poverty, vulnerability and access to water and sanitation.

### 1.1 Why this Tool kit?

The purpose of the toolkit is to provide water and sanitation sector actors with;

- an understanding of gender
- practical guidelines on how to mainstream gender in the WATSAN sector, both at the programme and institutional level.
- Checklist of issues to be taken into consideration when integrating gender in each phase of the project including when undertaking a gender analysis

### 1.2 *Who is the Toolkit for?*

The target audience for this toolkit include;

- Staffs of water sector implementing institutions in the WAC and LVWATSAN programmes
- Members of the Multi-stakeholder Forums
- Staffs of the Municipal Councils
- Staffs of Non-governmental Organizations
- Gender Experts supporting gender mainstreaming in the sector will also benefit from this toolkit.

The toolkit is however prepared with a broader intention of helping water and sanitation sector actors across the board who are intending to integrate gender in their day to day activities. It has drawn much experience from the work of the UNHABITAT in water and sanitation but has also incorporated a wide range of other sector actors' experiences including that of Gender and Water Alliance. has greatly contributed to given their valuable contribution to the gender mainstreaming in the water and sanitation sector globally. The toolkit has been simplified to ensure easy use by staff in program management, technical work and monitoring and evaluation among others.

### 1.3 *The Toolkit development Process:*

The toolkit process has benefited from the past activities that the UN HABITAT has undertaken in its efforts to mainstream gender including the Expert Group Meetings (e.g. the Mombasa (Kenya) experts group meeting held in June 2005, the Rapid Gender Assessments, the informal discussions with key staffs, implementing partners including the multi-stakeholder forums, gender mainstreaming training workshops of the implementing teams and key stakeholders, the UNHABITAT/GWA joint activities among other processes.

The publication has drawn much from experiences and recommendations of various gender workshops and interactive sessions. In addition, it has also benefited from existing information and documents by other like-minded institutions. This document has also been subjected to discussions and reviews by Gender Focal Points at the UN HABITAT Water Branch.

## Box 1: Gender Mainstreaming Strategy Framework: Guiding Principles

UN-HABITAT is committed to supporting cities communities with demonstrated commitment towards the poor. Special considerations are given to initiatives that aim at reducing the burden of women and children in accessing safe water and adequate sanitation. This pivotal role of women as providers and users of water and guardians of the living environment has seldom been reflected in institutional arrangements for the development and management of water resources. Acceptance and implementation of these principles require positive policies to address women's specific needs and to equip and empower women to participate in decision making, programming and implementation of water and sanitation programmes in ways defined by them. UN-HABITAT's GMSF is guided by the following principles:

### GMSF Guiding Principles<sup>1</sup>

#### *Ownership and sustainability*

*By bringing to light the differences in the way in which women and men experience water and sanitation in cities, this framework aims at raising awareness among local actors, practitioners and operators on the need to respond to these experiences, thus engendering ownership and sustainability of projects by all stakeholders at community level. The framework recognizes that participation of both women and men in planning and decision making processes are the key elements for ownership and sustainability of water and sanitation projects at community level.*

#### *Empowerment and Efficiency*

*The GMSF will build capacities for both women and men, allowing them to participate effectively in the planning of water and sanitation projects. It will also enable them make use of their talents and /or their time through volunteerism to fully contribute in the implementation at all levels. A key element in achieving efficiency is to recognize and enable the specific contributions of women in water and sanitation projects at community level. To this end therefore, UN-HABITAT's commitment to the demand-led approach must translate into people being empowered so as to be able to make informed decisions.*

#### *Equity*

*From the perspective of the framework, women and men, irrespective of their status, must participate as equals in decision making, priority setting and resource allocation processes. A key practical means of realizing these principles is to ensure that sex-disaggregated data is used as the basis for planning a service delivery.*

#### *Partnership*

*Water and sanitation challenges in African and Asian cities are increasingly complex and require partnership and shared responsibilities between the public, private and civil sectors. In implementing its GMSF, UNHABITAT will work in close partnership with multi stakeholder's forums comprising members from local authorities and civil society. Dialogue, and consensus, active and genuine participation in collective decision making, will characterize this partnership and will be based on the above principles. Partnership between development agencies and the donor community is also essential for mobilizing sufficient financial and technical resources to meet goals. This partnership is also important in effecting a real change at the grassroots level. Funds allocated for the gender mainstreaming should be sufficient to go beyond research and workshops into concrete projects with demonstrable impact on the lives of women, men and children.*

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<sup>1</sup> UN HABITAT, 2006 - Framework for Gender Mainstreaming: Water and Sanitation for Cities

## 2.0 Section 1: Understanding Gender Mainstreaming concept

### 2.1 What is Gender?

In order to understand the term *gender mainstreaming*, it is essential to understand the concept of *gender* itself. This concept is one that makes it possible to distinguish biologically founded, sexual differences between women and men, from the culturally determined differences between the roles given to or undertaken by women and men in a given society. The concept focuses on relations that are socially constructed and not biologically defined. It is a culture-specific definition of femininity and masculinity, varying in time and space. It is easy to understand the biological differences between men and women as these are universal but the socially constructed differences are not always so easily discernible as they vary from country to country and even from community to community.

As such, gender should not be mistaken to mean women or sex. The following table shows the difference between gender and sex;

Sex	Gender
Biological attributes	Socially constructed/
Its Natural	Learned
Universal	Societal expectation for male and female
Roles determined by natural endowment & cannot change	Changeable and varies from time to time

As pointed out, the biological differences between men and women may be easy to discern and understand because of their universality as opposed to the socially constructed differences. They are diverse and are affected by a number of factors such as age, class, race, ethnicity, religion and ideologies, in addition to the geographical, economic and political environment. In addition, defined roles may be flexible, rigid, similar or different as well as complimentary or conflicting.

***Gender*** is about the social differences or roles accorded to women and men. These roles are learned over time, they change over time, and depend on culture, education, class, economic and political environment

These roles and relationships are learned through a socialization process; they change over time and have wide variations within and between cultures. Policies and social structures are instrumental in institutionalizing the maintenance and replication of the social construction of gender.

## 2.2 What is Gender Mainstreaming

**Gender Mainstreaming** is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects (*Office of the Special Advisor on Gender and Advancement of Women Department of Economic and Social Affairs (OSAGI)*).

The Ecosoc Resolution defines gender mainstreaming as; "...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between women and men is not perpetuated. The ultimate goal is to achieve gender equality."

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*Mainstream relates to the principal, dominant ideas, attitudes, practices or trends. It is where choices are considered and decisions are made that effect economic, social and political options. It is where things happen. The mainstream determines who gets what and provides a rationale for the allocation of resources and opportunities.*

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### **Gender Mainstreaming in Water and Sanitation**

Gender mainstreaming in water management for sustainable livelihoods can be defined as the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally, and inequalities are not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality, but adequately recognizing and addressing gender divisions, roles and identities also contributes to the effectiveness, efficiency and sustainability of water management (*GWA*).

Mainstreaming includes gender-specific activities and affirmative action, whenever women or men are in a particularly disadvantageous position. Gender-specific interventions can target women exclusively, men and women together, or only men, to enable them to participate in and benefit equally from water development and management efforts. These are necessary temporary measures designed to combat the direct and indirect consequences of past discrimination. Mainstreaming is not about adding a 'woman's component' or even a 'gender equality' component into existing activities or projects. It goes beyond increasing women's participation; it means bringing the experiences, knowledge, and interests of women and men to bear on the water development agenda (*GWA*).

#### ***Issues of particular concern to women in water and sanitation***

- Equitable access to water and sanitation
- Involvement, participation and equity
- Affordable cost of services
- Appropriateness of technology
- Security and safety of the infrastructure
- Privacy
- Health and Hygiene

- High social, economic and opportunity costs (Time spent collecting water - walking distance to the nearest source and the waiting time to get the actual service, time spent tending to the sick, money spent on treating WASH diseases, etc)
- Reliability of services



*A water point in Kibera: Photo By KWAHO*

### 2.3 A Gender approach to water and sanitation management

A gender approach to water and sanitation management implies that the attitudes, roles and responsibilities of women and men are taken into account at all levels of project cycle. It also ensures that both women and men have equal access to, control over and benefit from WATSAN resources and services. The gender approach requires the fullest possible participation of both women and men.

The gender approach highlights the following;

- Differences between women and men's interests including those for water and sanitation even within the same household and how these (interests) interact and are expressed.

#### *Case Study: Different needs*

**Rabia Kouser, CBM, Bahawal Pur Project Implementation Unit: In Basti Odan in Pakistan, we consulted the men who told us that they didn't want water. So we went and spoke to the women. They said "Yes, we're ready, we want it, we will contribute. The women then went and spoke to the men – fathers, husbands – and they literally dragged them to the meeting. When we first conducted the meeting to discuss the project there were several hundred women and only a handful of men. Some of the men were watching videos in the shop and said they weren't interested. Some women went up to them and scolded them, asking them to participate. The water source in the village was 3 hours away. Many of the women were laborers who broke stones with hammers for road construction. They told us "although our hands are injured we will do the labor to get water." (GWA)**



- The conventions and hierarchies which determine women and men's position in the family, community and society at large. *For example, at the community level, water and sanitation committees have demonstrated how inaccessible positions of power are to women.*
- The difference between women's and men's access to water and sanitation services and benefits based on age, economic status among others.
- The way gender roles and relations change, often quite rapidly, as a result of social, economic and technological trends.

***A gender approach to water and sanitation focuses on:***

- Women and men and not on women in isolation;
- Ensuring that women and men's different needs and interest are reflected in development, design and implementation of water and sanitation programmes;
- Enhancing equitable access and benefit derived from water and sanitation efforts;
- Enhancing equality, equity and justice;
- Addressing both practical and strategic gender needs of women.

It is evident that a sound gender approach would ensure that the complementary nature of women's and men's roles and responsibility is encouraged to the best effect. It also ensures that the creativity, experience and knowledge of both genders, contribute to making water and sanitation more accessible to the users. In addition, it highly contributes to the effectiveness and efficiency of water and sanitation projects.

*A gender equality approach does not mean that women and men are the same. It implies equal treatment, equal access to water resources and sanitation services at all levels. This requires that programmes and actions are tailored towards meeting the women's and men's; girl's and boys' specific needs for water and sanitation.*

**Why a gender approach to water and sanitation?**

A gender approach to water and sanitation leads to achieving the goals of sustainable development. In regard to water and sanitation sector, the proven gains of a gender approach include efficiency, effectiveness, equity and affordability. This is because the approach concerns itself with the needs of all the users and seriously considers the implication of each action on each of the users.

**WATER**

- ✓ Women are the major water and sanitation managers at the home and community levels;
- ✓ Women, and to a lesser extent children are primarily drawers and users of water for household use;
- ✓ Women and men have differentiated uses, roles and responsibilities for water;
- ✓ Women and children suffer the most from water related impacts of inadequate access to water - water borne and hygiene related diseases, conflicts, socio-economic and opportunity costs and the many hours spent in a day collecting water;
- ✓ High school drop out rates particularly for girls have been recorded as a result of inadequate access to water and sanitation;
- ✓ There is a persistent assumption that the managers of businesses for which irrigation water

is an input are men;

- ✓ Water technologies are not always appropriate for women and the vulnerable groups;
- ✓ The location of water points poses restraint to women's, vulnerable's and children's use.

## **SANITATION**

- ✓ Women, children and vulnerable have special sanitation needs and technical designs should reflect these needs;
- ✓ While men participate in the decision making around the type and building of the sanitation facilities, its maintenance is seen as the responsibility of women since domestic cleaning is culturally assigned to women;
- ✓ Women play a key role in teaching and supervising young children's use of the sanitation facilities. It is evident that designs determine the use of these facilities;
- ✓ The location of the latrine can be a major determining factor in women's use of the facility for reasons of security and privacy. In one East African country, women did not use toilets built along the road so that they would be easier for officials to inspect because they did not like to be seen entering or leaving the toilets;
- ✓ Sharing of latrines can also be a deterrent to their use by women; RGA in the Lake Victoria showed that shared latrines led to parallel use of polythene bags "flying toilets" as women swore never to share toilets with men;
- ✓ Women are mostly responsible for cleaning sanitation facilities and in most cases they are not supplied with protective clothing or cleaning materials.

The gender approach also contributes to the achievement of water justice and the human right to water. The right to water entitles every individual to adequate access to safe water. It is the state's obligation to do everything possible to realize this right for everybody, without discrimination.

### **2.4 Gender Analysis?**

Gender analysis examines the relationships between females and males. It examines their roles, their access and control of resources and the constraints they face relative to each other.

It refers to the variety of approaches, and methods used to assess and understand the differences in the lives of women and men, girls and boys and the relationships between and amongst them including: their access to water and sanitation and related opportunities, their roles in water and sanitation management, and the constraints they face relative to each other. It is a process that identifies the varied and different roles and responsibilities that women, men, girls and boys have in the family, the community, and in economic, legal, political, and social structures.

Gender analysis is the first and most critical step for a gender mainstreaming strategy. It precedes any gender mainstreaming action to help determine areas and methods of intervention.

*In addition to gender, religion, ethnicity, education, disability, sexual orientation, class and so on, also play a role in reinforcing or giving rise to inequalities that need to be addressed when developing and implementing any water and sanitation programme. Gender analysis not only makes women's and men's differing needs and problems visible but also brings to a realization that they are not a homogenous group. This ensures that policies and programmes are not based on incorrect assumptions and stereotypes but on everyday life situation of women and men.*

**a) What to consider in gender Analysis.**

	Critical questions	Remarks
Gender roles	Who does what in water and sanitation management, where, when, with whom.  (Appreciation of these roles and realities will help Water and sanitation actors to better plan and design WATSAN programs)	A full understanding of gender roles within the given society and consideration of women and men's specific needs, interests and priorities is necessary to achieve and sustain the goals of any project.
Access & control	Who has access to water and sanitation, who has decision making power over its use	This will inform the right interventions
Women's and men's needs	What are the differences between women's and men's water and sanitation needs (both practical and strategic gender needs? Who needs what type of a sanitation facility, who needs what amount of water? What opportunities exist to meet the actual water needs? What constraints hinder access to these services and goods?	Gender needs and interests focus on the redressing of inequalities and a more equitable society
Policy approaches	Practical or Strategic Gender Approach? How are women's and men's needs met? Who has access to what? Who has control over what? Is reduction of gender inequity a goal? Who participates in what, with whom, how? Where? When? And to what end?	Both strategic and practical gender needs have to be met if gender equality goal is to be met. (Welfare, anti-poverty, Equality, empowerment)

**What information does Gender Analysis portray?**

- the different needs, priorities, capacities, experiences, interests, and views of women, men, girls and boys;
- the different patterns and levels of involvement that women, men, girls and boys have in economic, political, social, and legal structures;
- who has access to and/or control of resources, opportunities and power;
- who does what, why, and when;
- who is likely to benefit and/or lose from new initiatives;
- entails a close examination of a problem or situation;
- involves collection and analysis of sex-disaggregated information;
- examines the differences, commonalities and interactions between women and men;
- examines specific problems and challenges faced by women and men differently;
- examines women's and men's specific activities, conditions, needs, access to and control over resources, and access to development benefits and decision-making;
- studies the linkages of other factors in the larger social, economic, political and environmental context;
- Analyzes women and men's experiences, knowledge and talents.



Because men and women both perform different roles, they may have different knowledge, experience and talents. These are identified at the analysis level to ensure they are well incorporated during the project implementation.

#### **i. Why apply gender analysis?**

Understanding the socio economic situation and gender issues, opportunities and challenges in the target project areas is integral to sound policy analysis, and is essential for effective interventions. Well targeted projects and activities that meet the needs of the locals/beneficiaries and take into account the reality of gender roles and relations have a higher likelihood of sustainability and effective poverty reduction impacts.

The choice of appropriate technology has always been male dominated. For instance, in the survey of low-income neighbourhoods, and in interviews with an average of 400 poor women in Longwa, Gwarandok and Fudawa, (in Jos, Nigeria) 52 percent of the women said they were never consulted about the siting of the water standpoints; 70 percent of women showed readiness to acquire skills for water harvesting, drip irrigation, and forestation should these be available; and in most projects, women were not consulted on decisions concerning the site, budget, or formulation of the scheme, and its operation and maintenance.

In formal employment male dominance is also rampant in the Water and sanitation sector. Example: A survey was carried out on the number of male and female employees by profession in the engineering directorate of the Lusaka Water and sewerage company (LWSC). Out of a total of 40, there were 37 males with engineering degree and only 3 women. 16 men had diplomas compared to 6 women. Very few women work as managers, technicians, and engineers.

Gender analysis explores these differences so policies, programmes and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of distinct knowledge and skills possessed by women and men

#### **ii. When do you apply gender analysis?**

Gender analysis is best applied at the earliest possible stage of a programme or activity to inform and shape the identification, design and planning of the most appropriate intervention. Gender analysis provides information and data on the differential impact of a specific programme or activity on females and males and on gender relations. Thus gender analysis is vital throughout the entire development process. The analytical findings and recommendations should be integrated at each stage of programme and activity planning, implementation, monitoring and evaluation.

*Gender analysis is best applied at the activity identification and design phases of the project cycle, and thereafter built into ongoing monitoring and evaluation*

## b) Key Questions to help Understanding the gendered water and sanitation situation

The gender analysis provides an understanding of the existing gendered situation in regard to water and sanitation, constraints and opportunities for access. As a result, the WATSAN projects can set realistic priorities and decide on appropriate actions towards meeting the water and sanitation needs of women and men, girls and boys.

Gender analysis	Key questions
Analysis Baseline	<ul style="list-style-type: none"><li>• Have existing water supply and sanitation practices been thoroughly investigated, including which types of technology and what water sources are used by who, when?</li><li>• Have findings been distinguished for different user categories: men, women, and occupational income groups?</li><li>• Have women and men been asked what they like about their current water and sanitation facilities and what they do not like?</li><li>• Have poor women been directly approached as informants on their own particular roles, needs, problems and possibilities?</li><li>• What are the key constraints to women's and men's access to WATSAN services and benefits?</li><li>• Has this been done appropriately- e.g. female interviewees in an informal setting, asking how things are actually done rather than who is officially in charge?</li><li>• What is women's, men's girls' and boys' roles in the provision of water, sanitation and family hygiene?</li><li>• Do women encounter any difficulties in ensuring their own sanitary privacy?</li><li>• What are the socio-economic and opportunity costs of the current WATSAN situation and who bears the most costs?</li><li>• What are the competitive demands on women's time and energy in general?</li><li>• How do water and sanitation impact on these competitive demands?</li><li>• Who and where are the poor, vulnerable groups in the community and what are their special needs for water and sanitation?</li></ul>

Gender analysis identifies key issues of gender at the policy, institutional and project management levels. It helps in analyzing and informing action to address inequalities that arise from the different roles of women and men, or the unequal power relations between them and the consequences of these inequalities on their ability to access water and sanitation services.

## Section 2: International and Regional Legal Frameworks

The Importance of applying a gender approach to water management dates back to the 70s when the growing debate on environmental issues intersected with the emergence of studies on women's role in development. The 1992 Agenda 21 has explicitly called for the need for a gendered approach to the management of freshwater. The Dublin Principles for Water present a shared vision on sustainable water management. In particular, the 2<sup>nd</sup> and 3<sup>rd</sup> principles constitute, without exception, the cornerstone of all international commitments to improved water management. They state:

### *The Dublin Principles for Water*

1. *Freshwater is a finite and vulnerable resource, essential to sustain life, development and the environment.*
2. *Water development and management should be on a participatory approach, involving users, planners and policy makers at all levels.*
3. *Women play a central role in the provision, management and safeguarding of water.*
4. *Water has an economic value in all its competing uses*

### **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 (UNHABITAT/COHRE)

The Millennium Development Goals and the World Summit 2002 have reaffirmed these commitments and have laid much emphasis to gendered approach to water management. At the world summit on sustainable development in 2002, world leaders committed themselves to a gender approach within the international water management policy and practice. The political declaration stated (Principle 18) “.....*We are committed to ensure that women's empowerment and emancipation and gender equality are integrated in all the activities encompassed within Agenda 21, the millennium Development goals and plan of implementation of summit*” this was buttressed by the UN general comment 15 of the UN Committee on Economic, Social and Cultural Rights – which stated that “the human right to water is indispensable for leading a life in human dignity. It is a prerequisite for the realization of other human rights. Of note are General Comment 16 which made

ICESCR more relevant to women by taking cognizance of the factors that adversely affect their right to equally enjoy economic and social rights including the right to water.

Following a series of international commitments including the Agenda 21, principle number 20 recognises the role of women and states; Women have a vital role in environmental management and development . Their full participation is therefore essential to achieve sustainable development. It goes ahead and commits a whole chapter on the roles of women as a major group in sustainable development.

World Summit on Sustainable Development (WSSD) Johannesburg Plan of Implementation (JPOI) 2002, on poverty eradication section (d) commits to;

*Promote women's equal access to and full participation in, on the basis of equality with men, decision-making at all levels, mainstreaming gender perspectives in all policies and strategies...;*

The Beijing **Platform for Action** (at the Fourth World Conference on Women in Beijing in 1995) agreed to demonstrate a political commitment on the part of governments to work towards equality between women and men and to pursue **gender mainstreaming** as a strategy for achieving equality. It states that

*" ... to ensure effective implementation of the Platform for Action and to enhance the work of the advancement of women...the United Nations system and all other relevant organizations should promote an active and visible policy of mainstreaming a gender perspective, inter alia, in the monitoring and evaluation of all policies and programmes., so that before decisions are taken, an analysis is made on the effects of women and men, respectively"*  
(Para.292)

The ECOSOC Resolutions (1997 & 2006), reinforced these commitments and the UN Secretary General in his communication of October 13, 1997, to Heads of UN Funds and Agencies, calling on them to ensure that specific strategies are formulated to bring gender issues into the mainstream of organisational activities. The UN system was directed to adopt specific steps to ensure gender differences are fully taken into account when applying the dimension of gender to policy formulation, i.e.:

- (a) *Formulate specific strategies for ensuring that gender issues are brought into the mainstream of activities;*
- (b) *Systematically use gender analysis of information disaggregated by sex and age, sector-specific gender surveys and gender-sensitive studies on particular issues in the preparation of reports or in operational activities;*
- (c) *Prepare medium-term plans and programme budgets in such a manner that a gender perspective is apparent.*

Such an approach would promote gender equality, with equal visibility, empowerment and participation of both sexes in all spheres of public and private life, with full participation of women and men in society.

There are several African Initiatives geared towards reaffirming the international commitment by the AU including the AU Solemn Declaration on Gender Equality in Africa which in first part states; **"Reaffirming** our commitment to the principle of gender equality as enshrined in Article 4 (l) of the Constitutive Act of the African Union, as well as other existing commitments, principles, goals and actions set out in the various regional,

*continental and international instruments on human and women's rights, including the Dakar Platform for Action (1994), the Beijing Platform for Action (1995), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW - 1979), the African Plan of Action to Accelerate the Implementation of the Dakar and Beijing Platforms for Action for the Advancement of Women (1999); the Outcome Document of the Twenty-third Special Session of the United Nations General Assembly Special Session on the Implementation of the Beijing Platform for Action (2000); UN Resolution 1325 (2000) on Women, Peace and Security; and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003)";*

Millennium Development Goal number 3 is an international commitment by governments to promote gender equality and empower women.

### **Women's Right to Water**

*The human right to water has been defined as the right to access, both physically and economically, a sufficient quantity and quality of water necessary to meet basic human needs. The right to water is more implicit in Articles 11-12 of the International Covenant on Economic, Social and Cultural Rights (ICESCR). These articles were bolstered by General Comment 15 by the UN Committee on Economic, Social and Cultural Rights – which amounts to an interpretative instrument for these articles – by stating that “The human right to water is indispensable for leading a life in human dignity. It is a prerequisite for the realization of other human rights.” General comment 16 made ICESCR more relevant to women by taking cognizance of the factors that adversely affect the right of men and women to equally enjoy economic, social rights including the right to water. The right to water is expressly provided for in the Convention on the Rights of the Child and the Convention to Eliminate All Violence Against Women (CEDAW). Global non-binding instruments are appreciably more explicit on the right to water. These include the Stockholm Declaration, the Mar del Plata Action Plan, Dublin Statement, Agenda 21 and Millennium Declaration with the oft-cited MDG 7 which aims to reduce the proportion of people without access to safe drinking water by half by 2015.*

*However, the emphasis from some corners to treat water as an economic good does not augur well for the women's right to water. The argument that people will never value water unless they are asked to pay for it can be used to deny the poor women and men access to water. This is because under privatization, price is purely determined by supply and demand as private corporations don't have a social contract with the citizens<sup>2</sup>.*

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<sup>2</sup> Annabell Waititu and Monday Businge, 2008 – Gender International Law and Justice on the right to water.



### Section 3: Practical steps to gender mainstreaming in water and sanitation

Any intervention in the water and sanitation sector must be informed by a comprehensive assessment of gender issues within the context under which the programme is being implemented. The gender issues identified from the assessments should then be integrated into the technical analyses and into the project activities. This means systematically analyzing and addressing in all project phases, the specific needs of women and men.

*Gender mainstreaming is a tool to better understand the causes of inequalities between women and men in our societies and how these inequalities affect our development agendas at all levels. The goal of gender mainstreaming is to achieve equality between women and men. ( )*

#### Gender Mainstreaming in the Project Cycle

A project cycle is a useful tool for understanding the various stages that any project will probably go through. It provides a sequence of the series of necessary and predefined activities carried out for each project. The process comprises different types of activities taking place at different times during the execution of the project. The *project cycle* has six stages, each stage links with the preceding one and leads forward to the next one.

This section presents a practical guide to mainstreaming gender in each stage of the project cycle in order to ensure that development interventions in the water and sanitation sector are gender-sensitive. It also provides the key steps to identifying data needs for gender mainstreaming right from analysis to monitoring and evaluation.

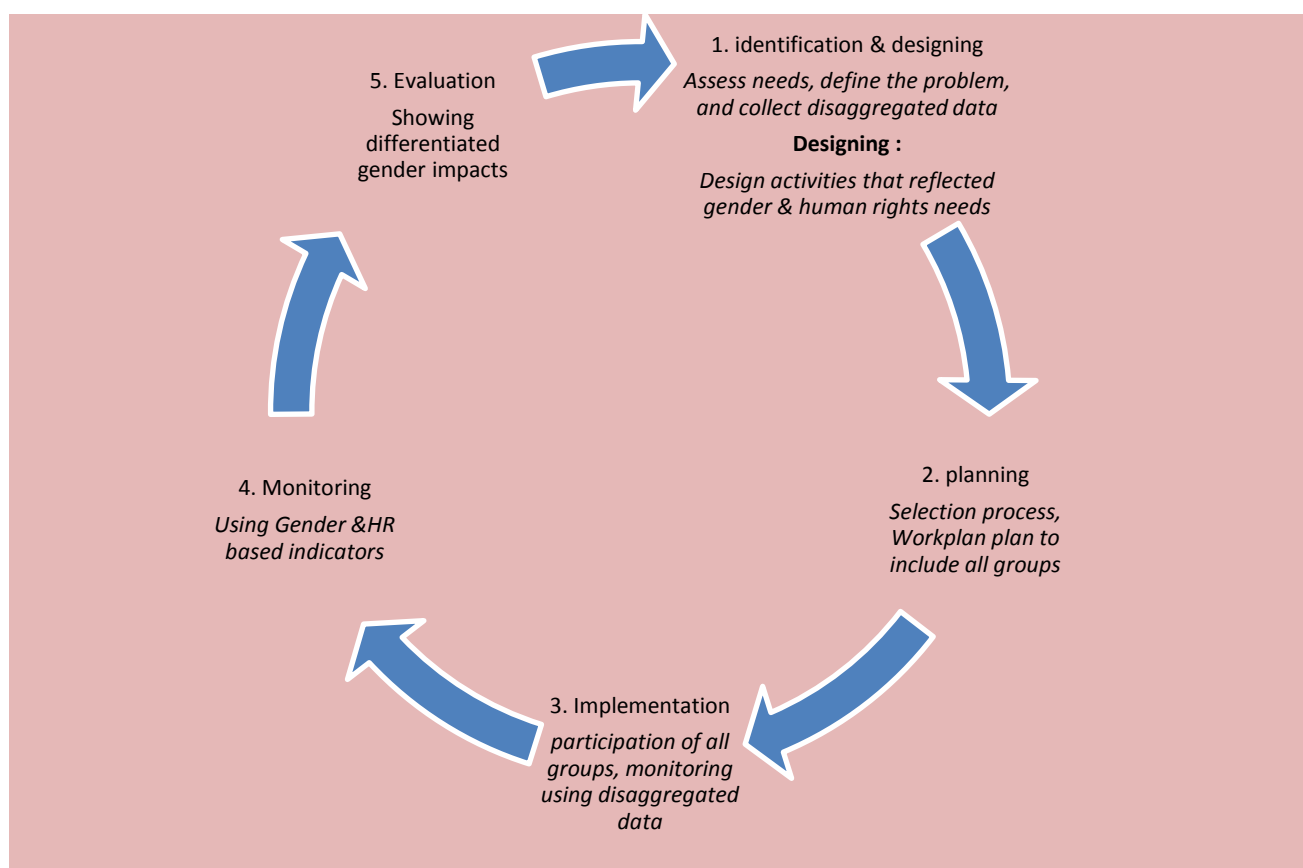
*If a gender perspective is to be integrated throughout the entire project cycle, it is imperative that gender analysis be undertaken throughout at each phase of the project to ensure that gender needs are taken on board right from the onset and throughout the project life.*

*A consideration must be given to women and men's specific interests, needs and priorities for water and sanitation.*

The Project Cycle is the representation of the stages involved in identifying, developing and implementing a project. The major phases or stages in the project cycle are illustrated in the diagram below and are as follows:

- **Project identification stage** – initial phase or stage and concerned with definition of the problem, generating project ideas and identification of interventions. Identification phase is marked with various assessments to determine on the ground situation.
- **Project formulation stage** – the process of searching for viable development initiatives aimed at responding to specific issues and concerns. This is also the phase where the project is prepared including the development of a time frame for the operational phase of the project.
- **Project implementation stage** – the phase where the project is carried out or implemented. It signals the operational phase of the project where tasks and activities are carried out in sequence based on a time frame.

## Phases of a project cycle



- **Project monitoring stage** – is the systematic observation and documentation of the project’s implementation based on a pre-determined plan. Oftentimes, this is done during the whole process of project planning and implementation but may also be done in tandem with project evaluation.
- **Project evaluation stage** – refers to the internal assessment of information gathered during monitoring to determine whether the actual implementation complies with the plan and objectives of the project, and to see whether intervention is required.

■ *Mainstreaming gender into the project cycle implies systematically identifying the consequences of a proposed project on the different groups of women and men as a matter of course, and addressing any negative outcomes as the project is developed.*

The section below provides detailed information and definition of each of the five phases and how gender can be integrated into each phase. These phases include identification and preparation, planning, implementation, monitoring and evaluation.



## i. Project Identification and Preparation Phase

*Wide consultations must be undertaken with all stakeholders including local implementing teams, beneficiaries (women, men, and girls and boys). Consultations and participation are requirements for the achievement of social justice. They are central components to all approaches aimed at promoting gender equity and equality.*

The first step in the project cycle is to identify an issue that the project can address. The identification stage is where choices are made about different projects and activities. Ideas about these projects or activities can come from a wide variety of sources, including beneficiaries and stakeholders in the respective project area. For this to be achieved;

Gender analyses are integral to the project identification process because they help to describe the context of the identified problem. By understanding the level at which a problem originates (e.g. policy, cultural, technological, governance, participation, institutional mechanisms, etc), project planners are at a better position to define the problem and suggest possible solutions. However, the following questions are necessary to determine if the gender needs have been considered in the identification stage.

<b>Identification</b>	<ul style="list-style-type: none"><li>• Did the needs assessment look into the special or different problems and needs of the women in the community?</li><li>• For the problem selected for project intervention, how does this project affect women and men differently?</li><li>• Were the poor women, men and vulnerable groups involved in conducting the needs assessment and were they asked for their opinion on their problems and needs?</li><li>• Has there been an assessment of women's position in terms of such possible problems as their heavier work burden, relative lack of access to resources and opportunities or lack of participation in the development process?</li></ul>
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## ii. Design, Planning and implementation

*It is critical that the Activity design process is carried out with the full participation of key stakeholders.*

At this stage, a project is designed to address the problems identified. Planners need the gender analysis results to clearly identify target group(s) and to carefully consider assumptions about intended beneficiaries. The project objectives, activities, inputs and expected outputs need to be consistent with the gender context for both women's and men's vulnerabilities, otherwise the project is unlikely to address the underlying factors that contribute to inequitable access to water and sanitation in the given area. Specific interests and needs of women and men must be differently and well incorporated.

Design/Planning	<ul style="list-style-type: none"><li>• Are there formal or informal barriers to poor women's and men's and the vulnerable groups participation in planning? If so, what plans have been made to limit these barriers?</li><li>• Do men and women feel a need for the project? If so, what are their</li></ul>
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respective priorities?

- Is the design acceptable to women in terms of: quality, design; adequate access; appropriate technology and access; cultural acceptability?
- Is the project intervention aimed at all users of water and sanitation services in the target community?
- Have the women in the affected community and target group been consulted on the most appropriate way of overcoming the problem?
- Is the identified intervention strategy likely to address the varying needs of women, men and the vulnerable groups. Or is likely to overlook any of the user's needs – particularly those of women and the vulnerable members of the community.
- Has the strategy addressed with both women's practical and strategic needs. For example, is the strategy concerned merely with delivering benefits to women, or does it also involve their increased participation and empowerment, so they will be in a better position to overcome problem situations?

### **Case Study: Benefits of involving women in design and planning**

The women of the Sewukan in Megalen District of Java in Indonesia took part in a consultation on community water systems. In spite of a degree of prejudice about women's lack of technical knowledge, they identified useful technical alterations to existing design errors which were the basis of modifications to the new water systems. Further improvements were made in the form of more equitable distribution facility. Prior to taking part in the consultation process, women in the community had not been accustomed to publicly discussing issues other than those relating to social and religious topics. Their input to this project resulted in the establishment of more community committees in other neighborhoods which participated in the project design and in monitoring the quality of construction<sup>3</sup>.

### **iii. Implementation**

It is necessary that the implementing institution examine first its capacity to mainstream gender in the project. For example

- ✓ Personnel: Does the project staff have sufficient gender skills and understanding to implement the project effectively? If the capacity is not there, there may be need for training and also outsourcing;
- ✓ Policies and strategies: Are there policies, implementation strategies and plans to support a gendered approach – if there isn't it may be necessary to develop them for the existing gender roles and interests of both men and women.

### **Women participating in Solid Waste Management**

Most urban slums in Africa suffer from inadequate refuse collection, disposal systems and drainage systems. Waste water from bathrooms and kitchens flow freely into the environment creating pools of dirty water and heaps of solid waste within the residential areas, school compounds, and pathways. The

<sup>3</sup> UNICEF, GWA, WSSCC & Norway – For her it is the Big Issue

Municipal council of Homabay has entered into partnerships with women groups on waste management. In this partnership, women collect waste from households at a fee and drop it to the nearest council's collection points. In this way, women not only participate in the management of waste environmental protection, but this provides an opportunity for income generations.

The following table assesses activities of the implementation phase of the project cycle in a water and sanitation context. A key question that should be kept at the back of one's mind is whether women and men equally involved in all stages and at all levels of the operation?

Implementation	Siting of facilities	<ul style="list-style-type: none"> <li>✓ Are the facilities appropriately located particularly for women?</li> </ul>
	Designing facilities	<ul style="list-style-type: none"> <li>Have women and vulnerable groups been consulted/ had a hand in the detailed design: for example in the case of <u>Latrines</u>- the type of enclosure, building materials, doors, size or type of super structure, lighting, location, orientation.</li> <li><u>Water</u> - In case of water facilities, technology type, location, type of hand pump(if relevant), etc</li> </ul>
	Construction	<ul style="list-style-type: none"> <li>✓ Have women and men been consulted about the techniques to be employed, for example, whether to use small contractors or self employed labour for production of materials such as bricks, thatch, etc.</li> <li>✓ Can women participate in voluntary activities without being disproportionately burdened?</li> <li>✓ Are women equally participating in paid up activities</li> <li>✓ Are women equally free to participate in all aspects of construction: for example, digging, erecting walls; laying pipes, plumbing, supervisory, manufacture of materials to be used in construction; as well as housing/feeding labourers from outside the area.</li> <li>✓ Are women and men equally remunerated?</li> </ul>
	Training	<ul style="list-style-type: none"> <li>✓ Are poor women, men and vulnerable groups receiving training?</li> <li>✓ Are women trained in the actual construction, operation and long-term maintenance of the system?</li> <li>✓ Have all the project personnel received gender sensitive training?</li> </ul>
	financing	<ul style="list-style-type: none"> <li>✓ Do funding mechanisms exist to ensure programme continuity?</li> <li>✓ Are women and men equally involved in making decisions on how these resources are spent?</li> <li>✓ Are the poor women, men and the vulnerable groups accessing resources</li> <li>✓ Are there any budgetary allocations to address gender issues?</li> </ul>

#### **Box 4. Condominial Sanitation System in Somgande, Burkina Faso**

For most growing cities of Africa, finding sustainable and affordable solutions to the sanitation needs of the urban poor is a challenge that requires innovative solutions. In partnership with ENDA-RUP and local municipal authorities, and with the full involvement of the beneficiary community in all stages of the initiative, the WafC programme in Burkina Faso is piloting a low-cost small bore condominial sewerage scheme that is meeting with much success in the neighborhood of Somgande, an informal settlement in the Nongr' Mason District of Ouagadougou.

Household connections to the system are made affordable with the establishment of a revolving fund through the Burkina credit union 'Fédération des Caisses Populaires' (FCPB). The micro-credit loans are handled by a local management committee. Together with ENDA-RUP the management committee evaluates loan requests which are then approved by the city council and the national water and sanitation authority (ONEA), and the loan issued by the FCPB. A combined monthly connection and maintenance fee is fixed at 4500 Francs CFA (10 USD) to be repaid over a 36-month period. Of the total paid in the three year period, 150,000 francs go to the initial connection while 12,000 francs are spent on maintenance. After the three year period, the monthly fee drops to 200 francs per month per household, to cover maintenance costs. Once the infrastructure is in place, ownership of the network is transferred from ENDA-RUP to ONEA, together with the project beneficiaries.

The effluent from the treated sewage shall be used for use in forestry, local brick manufacturing and urban agriculture. A local youth organization has been selected to maintain and manage the plant, including the resale of the treated effluent.

Currently, about 350 households have been facilitated to benefit from the system. It is planned to increase the coverage to many more households in the community due to popular demand.

The Burkina Faso experience has demonstrated the importance of close involvement by the city council in mobilizing public support for the project. The active participation of the local management committee has also been a key success factor.

Maintenance	<ul style="list-style-type: none"> <li>✓ Do men and women participate equally in maintenance of both water and sanitation facilities? In particular, are men encouraged to assist in maintaining sanitation facilities?</li> <li>✓ Do both men and women carry water for pour flush facilities and for general latrine cleaning?</li> <li>✓ Do men and women participate in decisions for upgrading and improvements?</li> <li>✓ Do women and men have individual or organized influence on the operations, maintenance and management of water and sanitation services? What roles do women and men play in these areas?</li> </ul>
Information	<ul style="list-style-type: none"> <li>✓ Have women's groups been approached to assist with information; motivation; reinforcement and/or maintenance activities?</li> <li>✓ Is women's and men's access to project information sufficient? Does the choice of channels through which information is disseminated inadvertently exclude or by pass women?</li> </ul>
Participation in management	<p>What percentage of women WATSAN committees and what role do they play?</p> <p>Can women participate in line with their own potential, without harm, and present new tasks and opportunities?</p> <p>Are women's capacities to engage in public consultation processes enhanced so that they can contribute meaningfully?</p> <ul style="list-style-type: none"> <li>✓ Are women's knowledge and experience effectively harnessed and employed?</li> <li>✓ Are participatory techniques employed to ensure the above?</li> </ul>

### Box 3. Promoting Rainwater Harvesting to Augment WDM in 3 major cities of Ethiopia

In many urban areas of Ethiopia, natural limitations on water supply are exacerbated by mismanagement, leading to a situation of extreme scarcity. Achievement of the MDGs is further hampered by lack of awareness on alternative freshwater sources and absence of appropriate actions to promote affordable and socio-culturally acceptable freshwater augmentation practices. In light of these persistent problems, UN-HABITAT and the Ethiopian Rainwater Harvesting Association (ERHA) initiated a project entitled “*Promoting Rainwater Harvesting (RWH) to Augment Sustainable Water Management in Three major Cities of Ethiopia (Addis Ababa, Dire Dawa and Harar)*.”

The project aimed to help promote rainwater harvesting and utilization by raising awareness about the technique and challenging misconceptions as to its viability. The public awareness component consisted of demonstration activities, promotional events and skill building workshops. At a higher level, the programme aimed to facilitate the mainstreaming of rainwater harvesting at local and national levels by facilitating its integration within the regular planning. In addition to ERHA, a number of additional partners have played key implementing roles, including the Water and Sanitation Authorities in the three towns, the educational bureaus and the Hararghe Catholic Secretariat (HCS).

In addition to the awareness raised and the more than 3000 schoolchildren, elderly persons and orphans benefiting directly from the pilot installations, the programme has led to the inclusion of RWH budgets and plans within the regular municipal budgets of the 3 cities. Demand for RWH schemes are furthermore reported to have notably increased in Addis Ababa, Dire Dawa and Harar since the programme began.



Photo by UNHABITAT

A pilot project to address the drinking water needs of Orphan-Headed Households in Uganda was completed in December 2007 and is having an immediate impact in providing safe drinking water to over 1,500 persons. In addition the project provided skills training to 1,560 persons and helped to set up 36 micro-credit schemes which will facilitate a replication of the pilot project to other areas.

#### **iv. Monitoring and Evaluation**

The final step in the project cycle is monitoring and evaluating whether the intended impact is being achieved or has been achieved, if not what has been the determining factor of the situation? The gender sensitive indicators developed at the beginning of the plan development should be used to track progress.

The assessment will take into consideration if the project has:

- Had a positive or negative impact on women and men?
- Challenged stereotyped perceptions or gendered norms in the community served?
- Given women and men real choices that are different from the baseline?
- Established who benefited from interventions and their roles in doing the work;
- Established the power relations between those who implement activities and those who have power on benefits;
- Established if benefits are commensurate with contribution to the project.

Monitoring	<ul style="list-style-type: none"> <li>✓ Does the project's monitoring and evaluation system explicitly measure the project's separate effects on women and men? Is data collected to assess changes in women and men's involvement in the project and their access and control over management and resources?</li> <li>✓ Are poor women and men taking an active role in the monitoring progress? Are they providing data and their views on the project achievements?</li> <li>✓ Is the data feedback to the community being targeted to all types of users? How? With what effect?</li> <li>✓ Are there methods for monitoring the progress in reaching poor women and vulnerable communities? For instance, by monitoring their increased income, increased occupation of leadership roles, increased utilization of credit facilities, increased participation in project management and implementation, increased influence over decision making processes.</li> </ul>
Evaluation	<ul style="list-style-type: none"> <li>• In what way does the project increase women's socio-economic situation?</li> <li>• Do they use saved time for other activities? If so, what activities and why?</li> <li>• In what way does the project increase women's access to and control of resources? Have women been consulted in identifying these?</li> <li>• Does the project increase or reduce women's access to or control of resources and benefits?</li> <li>• Might it adversely affect women's situation in some other way?</li> <li>• What are the short and long term effects on women and men?</li> </ul>

*The focus of gender mainstreaming should not only be to correct inequity but also as a means to create more effective development.*

It is however worth noting that successful gender mainstreaming will largely depend on an appropriate and supportive institutional framework to do so. This calls for the need to pay attention to the organization's capacity to bring this goal into reality. It requires appropriate understanding, commitment, capacity and institutional mechanisms to facilitate the process. Activities such as capacity building, budget allocation and critical determinants for gender mainstreaming.



## Section 4: Mainstreaming Gender into Institutions

Gender mainstreaming is never automatic. It calls for institutional reforms since requires revisiting and reviewing the organizational culture. This would therefore:

- Mean change of attitudes, developing additional skills, reallocating resources and acquiring new working methods and tools;
- Involve revising or formulating new policies and programmes, changing approaches, practices and adjusting allocation of resources;
- Place new demands on the respective institutions and the staff as well. It requires capacity development and empowerment to ensure that the goals for gender mainstreaming are realized.

*At the institutional level, a gender perspective means generating strategies for changing the unequal relations of men and women to resources, decision-making and rights.*

### 4.1 Steps towards institutionalizing Gender

To institutionalize gender, there is a wide array of measures, approaches and practical actions that an institution can adopt to bring about this change. Following are some key actions:

1. Undertake an institutional analysis (on the current gender sensitivity situation)
  - a. Structural mechanisms within the organization - such as gender policies, strategies, gender staff/committees, gender monitoring frameworks, operating procedures.
  - b. Gender capacities - Information to consider includes perceptions and attitudes of staff, skills for gender programming, management support for integrating gender issues and the gender balance in the overall staffing and decision-making processes.

#### **Key guiding questions**

- Have gender sensitive approaches been integrated in the organization
  - Is the policy actively implemented?
  - Is there sufficient budget for this?
  - Does each project plan incorporate attention to gender sensitive approaches?
  - Are indicators developed and used to measure the outcome of activities related to gender sensitive approaches
2. If the above are absent, some practical steps to strengthen institutional framework for gender mainstreaming are necessary such as;
    - ✓ Raising awareness of the importance of gender issues among the staffs and key stakeholders. This is geared towards
      - creating appreciation for gender mainstreaming;
      - enlisting commitment by all to embrace gender issues at all levels of institutional and project management;
    - ✓ training of staffs to ensure capacity and skills for gender mainstreaming and in particular to;
      - carry out gender and social analysis;
      - apply the findings of gender and social analysis to the institution's portfolio;

- undertake systematic monitoring and evaluation of gender-specific programme impact and;
  - systematic reporting of gender-relevant lessons learned, and subsequent programme adaptation.
- ✓ Development of Institutional policies, strategies, mainstreaming tools, to ensure that gender becomes a central part of the organization practice.

The table below summarizes some of the organizational pressure points important for implementing gender-sensitive policy.

**Table: Organizational Points for Gender Mainstreaming in Institutions**

Category of inquiry	Issues to consider	Steps to be taken for organizational change
<b>WORK PROGRAMME</b>		
<b>Policies, strategies and Action plans</b>	<ul style="list-style-type: none"> <li>● Is there a gender policy?</li> <li>● When was it developed and who was involved?</li> <li>● Does it use sex-disaggregated data? Is its implementation being monitored?</li> </ul>	If there is no gender policy but a desire to address inequalities between men and women, then follow steps outlined below.
<b>Human Resources</b> - Gender Focal Staff - All staff	<ul style="list-style-type: none"> <li>● Is there a designated gender unit/focal person?</li> <li>● What do they do? With what resources? Are other staff members gender-aware?</li> <li>● Is sensitivity to gender included in job descriptions and assessed at job evaluations?</li> </ul>	<ul style="list-style-type: none"> <li>- Have clear TORs for the unit/focal persons.</li> <li>- Establish training in gender mainstreaming and advocacy as an on-going process with action targets.</li> <li>- Have professional backstopping support if it is necessary.</li> </ul>
<b>Financial /time resources</b> - Gender equality initiatives on the ground - Staff capacity building initiatives	<ul style="list-style-type: none"> <li>● Is there funding for capacity building on gender?</li> <li>● Is there funding for gender actions on the ground?</li> </ul>	<ul style="list-style-type: none"> <li>- Allocate budgets for staff capacity building and for actions on the ground.</li> <li>- Allocate time for actions at the operational level.</li> <li>- Develop indicators to monitor progress.</li> </ul>
<b>Systems procedures and tools</b>	<ul style="list-style-type: none"> <li>● Is attention to gender included in routine systems and procedures (information systems, appraisals, planning and monitoring)?</li> <li>● Has the staff been issued with guidelines on gender mainstreaming?</li> </ul>	<ul style="list-style-type: none"> <li>- <b><i>Include gender in systems and procedures</i></b></li> <li>- Develop sex-disaggregated information systems</li> <li>- Include gender in staff TORs and interviews.</li> <li>- Have indicators for monitoring policy progress in implementing gender.</li> <li>- Develop checklists and guidelines</li> </ul>



<b>WORK CULTURE</b>		
<b>Staffing statistics</b>	<ul style="list-style-type: none"> <li>• What are the numbers of men and women at each level in the organization and according to roles and sectors?</li> <li>• Check employment and hiring policies.</li> </ul>	<ul style="list-style-type: none"> <li>- Have gender sensitive recruitment policies that are not discriminatory, even though gender is not about balancing numbers</li> <li>- Provide staff access to decision making processes.</li> </ul>
<b>Women and men's practical and strategic needs</b>	<ul style="list-style-type: none"> <li>• Does the organization create a safe and practical environment for women and men e.g., transport, toilets, childcare, and flexibility of working hours?</li> </ul>	<ul style="list-style-type: none"> <li>- Analyse the organization with respect to its sensitivity to the different needs of women and men.</li> <li>- Look at organizational assets such as equipment, furniture, toilet design and accessibility, etc. Are they suitable for women and men?</li> </ul>
<b>Organizational culture</b>	<ul style="list-style-type: none"> <li>• How does information flow and to what extent are women and men included in the communication chain?</li> <li>• What are the main shared values? Do they relate to equality? And specifically to gender?</li> <li>• Is decision making centralized or decentralized?</li> <li>• What are the attitudes towards female/male staff?</li> </ul>	<ul style="list-style-type: none"> <li>- Adopt an organizational culture that values women and men's perspectives equally.</li> <li>- Explicitly state the organization's commitments to gender equality in all policies and programmes.</li> <li>- Decentralize decision making to allow both women and men a voice in organizational decision making.</li> </ul>
<b>Staff perceptions</b>	<ul style="list-style-type: none"> <li>• What are the male and female staff perceptions towards gender?</li> </ul>	<ul style="list-style-type: none"> <li>- Conduct gender capacity building and awareness raising programmes, especially where gender is seen as just one of the donor requirements and not an organizational value.</li> </ul>
<b>Policy and actions</b>	<ul style="list-style-type: none"> <li>• Does the organization have equal opportunity policies? What does the policy cover? How is it promoted and implemented?</li> </ul>	<ul style="list-style-type: none"> <li>- Pay attention to equality within the structure, culture and staffing of organization as well as in the programmes, policies and procedures.</li> <li>- Assess and evaluate continuously using gender-sensitive indicators to enable a comprehensive review.</li> </ul>

*Source:* Adapted from Derbyshire, 2002.

## Section 5: Development of an Institutional Gender Policy

*'Policies are sets of procedures, rules and allocation mechanisms that provide the basis for programmes and services. Policies set priorities and provide the framework within which the resources are allocated for their implementation'.*

Policy, whether documented or implicit, forms the basis on which any institution's approach to gender is shaped. For this reason, it is essential that water and sanitation institutions ensure that gender dimensions are taken into account in any policy development or standard setting in which it engages.

### What is a Gender Policy?

A gender policy is a public statement of an organization's commitment to taking gender issues seriously, and a framework for what this means in the context of the organization's work. A gender policy in water resources management relates to both the following:

- the organization's work: - i.e. women and men's involvement in the planning, development, operations, maintenance and management of domestic water supply, irrigation, sanitation or environmental protection;
- the organization'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 necessary and common starting point for focusing attention on gender issues in an organization and its work. For organizations 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 formalize 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 organization's work and what the implications are for practice;
- A public statement of the organization's commitment to taking gender issues seriously;
- Agreed gender-related actions and indicators of change;
- An instrument of accountability against which to evaluate the organization'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 organization. Policy development is a continuous process and not a one time off. The figure below illustrates how policy formulation should be a continuous process.

## Implementing gender Mainstreaming policy Process



### Gender Policy Components

Three distinct components are important for an effective gender policy. They include;

- Situational analysis – examining gender issues concerning beneficiary groups and the organization 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 organization considers gender issues to be important, the organization’s vision of gender-sensitive practice, and the various ways in which this understanding will influence the organization’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, time-bound targets, budgets, responsibility and indicators for monitoring and evaluation.

### Case Study: Gender mainstreaming in the Uganda Water Sector

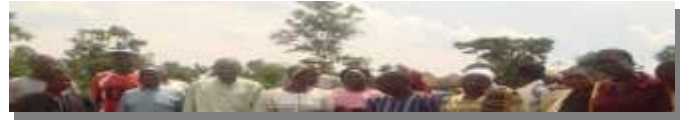
In 1999 the Government announced a National Gender Policy. The Policy recognizes women and children “as the main carriers and users of water. It brings in the importance of gender responsiveness in terms of planning, implementation and management of water and sanitation initiatives” (Uganda National Water Development Report 2005). The Directorate of Water Development (DWD) is the government sector lead agency responsible for managing water resources, co-coordinating and regulating all sector activities and consists of the Director's office and three technical departments namely Rural Water and Supply Department, Urban Water and Sewerage Department and Water Resources Management. The DWD soon recognized the need for an explicit strategy towards mainstreaming gender and in 2003 published an explicit strategy to help mainstream gender into its plans and activities as outlined in the National Gender Policy.

The Water Sector Gender Strategy aims at enhancing gender equity, participation of both women and men in water management, and equal access to and control over water resources in order to alleviate poverty. The Strategy specifically addresses the plight of women who are faced, by among other constraints: walking long distances to fetch water; inadequate participation in the decision making process e.g. low representation on Water User Committees; lack of access to relevant information, say regarding the possible technology options, rationale for levying of water user fees, etc; inadequate security at and to the water points for children and women who are vulnerable to rape, harassment and torture. The Strategy also sets out clear aims, rationales and targets. It is designed to provide guidelines to water sector stakeholders on how to mainstream gender in their work plans and for the planning and implementation of water and sanitation programmes within the decentralized districts. Accordingly, the DWD in its strategy paper sets the gender goals as under:

- ✓ Women and men will be represented in all decision-making forums of the water sector.
- ✓ Commitment will be secured from top management and investors in the sector to work towards greater gender equality.
- ✓ Institutions feeding personnel into the sector will collaborate to incorporate appropriate gender curriculum and improved admission targets by 25 per cent. Recruitment criteria and procedures will be altered for gender sensitivity.
- ✓ The Participatory Hygiene and Sanitation Transformation (PHAST) tool will be adopted to integrate hardware water supply with awareness building on gender at the community level, hygienic use of water and community based monitoring of water supplies.

*Achieving gender equity requires equality of outcomes for women and men. This implies the recognition of different needs, preferences and interests, which affect the way women and men benefit from policies and budgetary allocations.*

## **Section 6: Gender Budgets**



Gender mainstreaming budgeting is an attempt to assess institutional or government development priorities. The budgets examine how policies impact women and men and within that, certain groups of women and men. The intention is not to look at whether or not the same amounts are spent on women and men, rather at what the impact of spending is on men and women. It also involves determining whether budgets respond adequately to the needs of both.

Achieving gender equity requires equality of outcomes for women and men. This implies the recognition of different needs, preferences and interests, which affect the way women and men benefit from policies and budgetary allocations.

### **What is gender budgeting?**

Gender Budgeting is a dissection of the institutional/Government budget to establish its gender-differential impacts and to translate gender commitments into budgetary commitments<sup>4</sup>. Gender budgeting refers to the process of designing, planning, approving, executing, monitoring, analyzing and auditing budgets in a gender-sensitive way. It involves analysis of actual expenditure and revenue on women and girls as compared to on men and boys.

*Gender budgeting is a term used to describe initiatives that used gender as a lens from which to analyze budgets not only at the institutional levels but at all levels. It is a tool or means for achieving gender equality and women's empowerment.*

### **What is mainstreaming gender equality in budget processes for water and sanitation?**

It involves examining decision making behind budgetary functions, with an aim of making budgetary processes more transparent and accountable concerning gender; and ensuring that water and sanitation user needs are adequately reflected.

Commitment to gender mainstreaming can only be realized with adequate budgetary allocations. Budgets are one of the most influential tools for organizations because without funds, policies or programmes cannot be implemented. They influence the overall objectives of a project and reflect the strategic priorities by the organization.

### **Why is it important?**

It is imperative to know that failure to allocate human and financial resources to gender activities can reduce the efficiency of the programs and policy implementation. Because project implementation is largely determined by the source of funding, budgets can either promote gender equality or exacerbate inequalities. GSB calls for including equity in budget planning, and examining impact of budget decisions on the situation of men and women migrant.

<sup>4</sup> Budgeting for gender equity-A step forward

Gender responsive budgeting (GRB) is about ensuring that government budgets and the policies and programs that underlie them address the needs and interests of individuals that belong to different social groups. Thus, GRB looks at biases that can arise because a person is male or female, but at the same time considers disadvantage suffered as a result of ethnicity, caste, class or poverty status, location and age. GRB is not about separate budgets for women or men nor about budgets divided equally. It is about determining where the needs of men and women are the same, and where they differ. Where the needs are different, allocations should be different." Debbie Budlender 2006

### The key guiding questions where WATSAN budgets are concerned

- i. What is the current water and sanitation situation of men, women, boys and girls in terms of access, needs, interests, and constraints?
- ii. Who has control over decision-making on spending in this area of water and sanitation?
- iii. What hinders or constrains women, men, boys or girls from accessing or benefiting from the current water and sanitation interventions?
- iv. Do women and men have equal access to this programme, its benefits, and services?
- v. What interventions can be undertaken to address the constraints? And are these constraints being equally addressed?
- vi. Have adequate resources been allocated for the planned interventions to address the gender gaps?
- vii. Do the proposed development plans or any other programmes reduce, leave unchanged or widen the prevailing gender gaps?
- viii. Is water and sanitation service delivery adapted to the needs and interests of and constraints faced women, men, boys, and girls and vulnerable groups including the disabled, elderly and pregnant women among others?
- ix. Are women and men consulted equally in the development and delivery of policy and programs?
- x. What are the long-term costs and consequences of not using gender analysis addressing women's inequality?

### Examples of gender-specific expenditure:

- ✓ Expenditure on female sanitation in primary schools, e.g. female urinal;
- ✓ Expenditure on programmes that encourage men to participate in water and sanitation at household and community levels;
- ✓ Expenditure on responsive water and sanitation technologies - for example, fitting sanitation facilities with supportive mechanisms to enable the elderly, disabled and the sick to conveniently use the facilities with ease;
- ✓ Expenditures on sanitary bins for female facilities, providing school girls with sanitary towels, etc;
- ✓ Expenditure on women empowerment programmes to increase women's participation in technical jobs like Engineering, plumbing, pipe-laying.

### The UN HABITAT Micro-credit /revolving fund for water and sanitation

The micro credit/revolving fund scheme is in line with the focus of WAC II's priority of achieving sanitation for the urban poor. This component aims at accelerating access to improved sanitation facilities for the poorest female headed households within the programme area. This does not only reduce poverty, but goes a long way in empowering women to participate and contribute to water and sanitation development, mitigate the environmental impact of slum urbanization on fresh water resources.

### **Selected indicators for tracking progress and achievements<sup>5</sup>**

1. Development and usage of guidelines and tools for gender integration by Institutions.
2. Adoption of an affirmative policy on representation of women and men
3. Proportion of staffs and water committees members trained on gender mainstreaming
4. Number of local women' and vulnerable groups trained and participating in water and sanitation management programmes including maintenance of water and sanitation facilities.
5. Number of poor women, men and vulnerable groups participating in decision making positions within water and sanitation utilities.
6. Level of adoption/inclusion of gender sensitive norms and standards in the working and practices of water and sanitation institutions

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<sup>5</sup> UN HABITAT, 2006 – *Gender Mainstreaming Strategy and Action Plan - Water for Asian Cities Programme*



## 7.0 Conclusion

### Benefits of Gender Mainstreaming in water and sanitation

Direct practical benefits from improved access to water supply and sanitation include better health for women and girls due to improved quality and increased quantity of water. Other direct benefits include enhanced dignity, and less exposure to hazards associated with water fetching such as opportunistic gender-based violence, water-borne diseases, animal attacks, and physical problems due to heavy water loads. Direct benefits for children include enhanced school performance due to fewer illnesses as well as reduced absenteeism and drop out by adolescent girls who have a greater need for sanitation facilities at school during menstruation. Water programmes with a focus on, for example, irrigation or fisheries primarily intend to contribute to household food security (UN Millennium Project Task Force on Water and Sanitation,2005;Fisher,2006;UNDP,2006)<sup>6</sup>.

The RGA have clearly demonstrated the critical need for gender responsiveness to water and sanitation development and management. This responsiveness in water and sanitation has huge potential for guaranteed sustainability, increased efficiency, effectiveness and equity.

Gender mainstreaming puts people at the centre of development. It provides the understanding that communities are not a collection of people with a common purpose but individuals and groups with different needs and competing interests. Addressing the different interests of men and women in WSS activities improves the quality and sustainability of water and sanitation projects.

#### Benefits of gender mainstreaming

- Better planning given that everyone is consulted – it helps to identify clear needs, and therefore responsive strategies are arrived at;
- Increased participation by both men and women in decision making, service provision, resource management;
- Equitable access to water and sanitation services;
- Effectiveness and efficiency in water sector programmes and projects. It improves, project performance and likeliness of sustainability, Sustenance of water supply systems;
- Enhances environmental sustainability. Women’s and men’s experiences are different and participation of both in ecosystem management leads to sustainable response mechanisms;
- It leads to greater to Gender equality, equity and empowerment of particularly women
- Socio-economic benefits – education and health;
- Realization of sustainable development as articulated in the international commitments.

<sup>6</sup> Saskia Ivens, 2008, Gender and Water Alliance – Does increased Access to water empower women.



## Resources

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