# SADC Handbook on Mainstreaming Gender in the Water Sector

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# Foreword

One of the principles of the Southern African Development Community (SADC) is to ensure that a gender perspective is integrated in all its policies, programmes, projects and activities. This SADC Handbook on Mainstreaming Gender in the Water Sector is a contribution to our efforts to ensure that gender is mainstreamed in all our programmes in the water sector.

The Handbook is one of the outputs from the Gender Mainstreaming in Transboundary Water Management in SADC Project whose aim was to ensure that the relevance of gender and social inclusion in transboundary water management is demonstrated and integrated into policy and programming by decision makers and water specialists at different levels.

It is our hope that this Handbook will contribute to the capacity-building of non-gender experts in the water sector to be able to integrate a gender perspective in their work and to address the development needs and concerns of women and men, based on their roles, responsibilities and experiences in the sector.

The Handbook is designed to assist water resource development professionals and institutions in integrating gender in all the stages of a project life cycle: including project preparation, formulation, execution, monitoring and evaluation processes. The primary users of this Handbook are the water ministries staff and field level personnel working in the water sector, or on projects at community level. Professionals from non-governmental organisations and the private sectors could also benefit from this Handbook.

Furthermore, this Handbook is intended to help users to effectively mainstream gender in their day-to-day activities in the sector. The stated pointers in the Handbook will help water resources project planners, policy makers, project implementers and beneficiary communities to understand the basic principles and modalities involved in the gender mainstreaming process.

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We take this opportunity to acknowledge support from the Gender Mainstreaming in Transboundary Water Management in SADC Project management team, in driving the processes leading to the production of the Handbook. We also acknowledge the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the Government of Germany in delegated cooperation with the Government of Australia and the Government of the United Kingdom and Northern Ireland for funding the project.

Dr Stergomena Lawrence Tax
Executive Secretary, SADC

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# Acronyms

| | |
|---|---|
| AMCOW | African Ministers' Council on Water |
| DFID | Department for International Development, UK |
| GAD | Gender and Development |
| GIZ | Deutsche Gesellschaft fuer Internationale Zusammenarbeit |
| GU | Gender Unit of SADC |
| HRBA | Human Rights-Based Approaches |
| IWRM | Integrated Water Resources Management |
| RISDP | Regional Indicative Strategic Development Plan |
| RBOs | River Basin Organisations |
| SADC | Southern African Development Community |
| SSIF | SADC Strategic Implementation Framework |
| TWM | Transboundary Water Management |
| UN | United Nations |
| WD | Water Division of SADC |

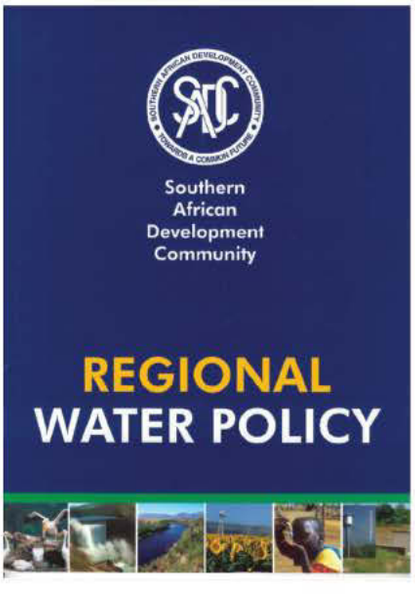
# About this Handbook

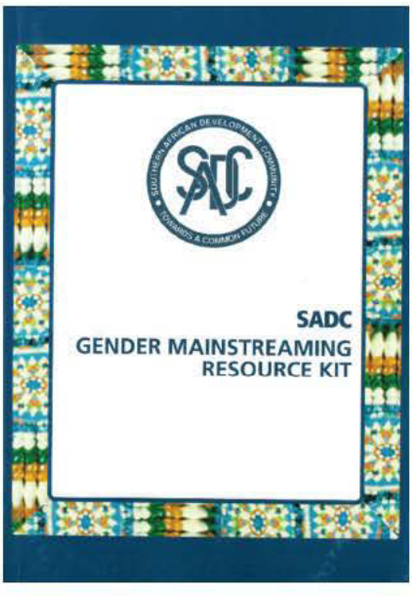
The Southern African Development Community (SADC) Handbook on Mainstreaming Gender in the Water Sector aims to:

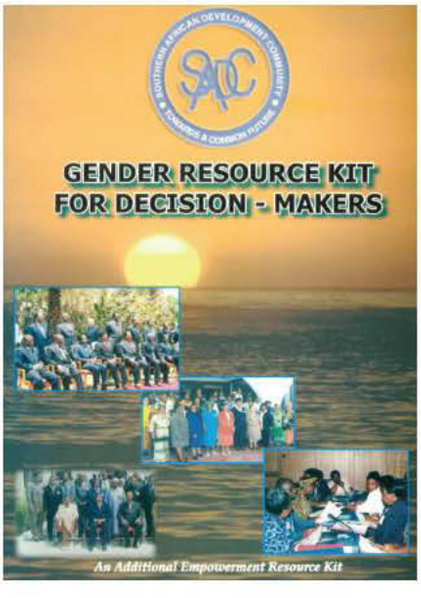
- Show that women have valuable knowledge and capacities that are often not used, and that should be incorporated in the day-to-day work of the water sector.
- Demonstrate the value of gender-specific information as it leads to more comprehensive data that can be used.
- Capacitate non-gender experts in the water sector to ensure gender-responsive projects and other processes, and to address the gender-specific constraints that women and men face, and to ensure their equal participation throughout a project cycle, so as to ensure equal access to project benefits.
- Provide tools to enable the practical, day-to-day application of gender mainstreaming:
  - to ensure that both men and women are involved in Transboundary Water Management (TWM) based on the existing emphasis in the SADC water sector on stakeholder participation
  - in current water-related institutions such as River Basin Organisations (RBOs), river basin community councils, water committees, water utilities, village development committees, etc,
  - in existing and planned water-related projects and processes;
  - within the existing policy environment in TWM;
  - via the capacity development of women and men for effective engagement;
  - for building the capacity of government institutions to mainstream gender at organisational and programme levels; and
  - through the establishment of partnerships with civil society organisations and other institutions working on gender mainstreaming in Integrated Water Resources Management (IWRM).

This Handbook has drawn on experience and best practices from many international and regional organisations seeking to include gender awareness in their work. See references in the text to these, and a complete list in the bibliography.

Below are other SADC publications to which this Handbook relates (details in Chapter 1).



# How to use the Handbook

This Handbook is designed to facilitate practical implementation to enable the mainstreaming of gender concerns into all practices and processes associated with water resources management.

Although the starting point for the Handbook is gender mainstreaming, it acknowledges that mainstreaming as a development strategy could be extended to a broad range of vulnerable groups. Vulnerable groups as a term is associated with social exclusion as a process by which certain groups are systematically disadvantaged because they are excluded and marginalised (intentionally and unintentionally) on the basis of ethnicity, race, religion, sexual orientation, caste, descent, gender, age, disability, HIV status, migrant status, or where they live. Vulnerable people include people with disabilities, children, youth, the elderly, people living with HIV & AIDS, and people living in abject poverty among others.

The Handbook provides tools that can both ensure a gender-aware project cycle, as well as tools to ensure gender-sensitive participation, process facilitation, knowledge and understanding. The Handbook is not cast in stone, but is an adaptable, evolving resource for gender mainstreaming in the water sector. Users are encouraged to comment and contribute, and to further fine-tune and customise the tools so that these can best serve to create gender awareness in their specific circumstances.

It is important not to think about the application of the tools as a 'test', or a measurement of something that is 'wrong.' Rather, the tools are 'thinking aids' to guide the user to analyse gender aspects to the fullest extent possible.

As current gender mainstreaming efforts in IWRM are primarily focused on water and sanitation, the section dealing with the project cycle outlines specific questions related to gender, water and sanitation. In applicable sections of this Handbook, online references for further reading are provided.

Table 1: Summary of annexures

| Annexure | | Information |
|---|---|---|
| 1. | Gender and water-related guiding protocols or instruments | A summary of the most important regional and international protocols or instruments that guide consideration of gender in the water sector. |
| 2. | Gender and water examples | A list of examples of gender mainstreaming in the water sector. |
| 3. | Templates | Templates that can be used for tracking progress during implementation, monitoring and evaluation. |
| 4. | Key terminology | Definitions of the key terms that are used in the Handbook. |
| 5. | Enabling organisational environment | An outline of various factors that will determine the ease or difficulty with which mainstreaming can be implemented. |
| 6. | Gender management system | A summary of the system that plays an important role in the long-term, sustainable implementation of gender mainstreaming as a development strategy. |
| 7. | Gender analytical framework | A summary of the framework that provides the theoretical foundation for the gender tools that are used in a gender analysis. |
| 8. | Gender-aware participatory methods | An outline of a number of participatory methods that could deliver more gender-aware information. |
| 9. | Gender indicators | An outline of gender-related aspects that could be used as a starting point for the formulation of gender-sensitive indicators to measure changes for women and men in the water sector. |

[1]Adapted from the Department of International Development (DFID) in *DFID Social Exclusion Review;* 2005; at http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/2301.pdf.

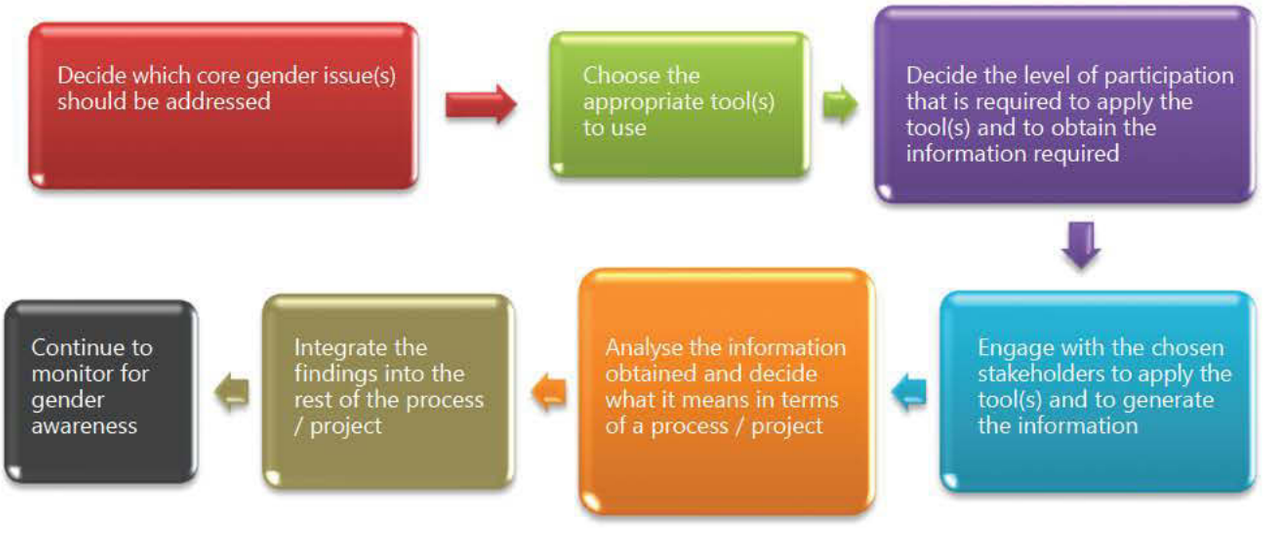
# User map of the Handbook

For ease of use, herewith a summarised outline of the Handbook:

Figure 1: Summarised outline of the Handbook

The following can be used as a general guide for using the Handbook:

Figure 2: Guide for using the Handbook




The use of this Handbook should be closely linked with existing organisational structures in both the gender and water sectors – such as the SADC Gender Unit, which has the responsibility for providing inter-sectoral policy guidance on gender mainstreaming across the SADC sectors, including TWM projects. Similarly, at the Member State level, the importance of the policies of national governments must be recognised.

# CHAPTER 1:

## INTRODUCTION

*Chapter 1 deals with gender in IWRM, and gender and water in the context of the Southern African Development Community (SADC). It outlines the gender and development approach, as well as the human rights-based approach as the overarching gender and development framework of the Handbook. The need for a Handbook on gender mainstreaming in the water sector is described, as well as the aims of the publication, an outline of how to use the Handbook and the methodology used for the development of the Handbook. Finally, gender and gender mainstreaming are defined.*

# 1.1 Gender in Integrated Water Resources Management

This Handbook is contextualised within IWRM as a strategic management approach that recognises the diversity and interdependence of water users in a social, environmental, economic and cultural context. At the same time, it identifies the potential for conflicting demands for increasingly scarce water resources.

Women and men play different roles in relation to IWRM. They have different, and generally unequal, access to water and water-related resources, and they have different, and generally unequal, access to water-related decision-making at all levels. Both women and men are involved in environmental management – but water use, demand, access and control varies between them. Women are often hardest hit by environmental degradation in general and by water scarcity in particular. Women have the main responsibility for sourcing water for households. Scarcity of water can often cause poor women to walk longer distances and/or wait longer periods of time for water. In many societies women often have fewer environmental rights than men, yet they have considerable responsibilities with regards to natural resources management. If, for example, women more often had independent rights to own land, it would enable them to play a more effective role in managing the environment since they would then be able to make independent decisions about their land. This could be to the benefit of natural resource management.

Food and agricultural production are often characterised by very pertinent gender divisions of labour. Men's work tends to be more visible and valued than women's work, since the focus is often on producing for the market and excludes subsistence production which is mostly carried out by women. Almost without exception, women and men have different degrees of access to and control of resources of production, i.e. they have unequal access to land, livestock, credit, time and other inputs and resources. Women and men also often have different and unequal access to water for raising small livestock and growing vegetables, the result of gendered household roles and responsibilities.

Mostly, women are responsible for the collection and storage of water for domestic use, which can be an enormously time consuming task. However, women often do not have equal access to consultation processes about improvements to domestic water supply, to management and decision-making roles, or to paid work in water supply management and maintenance.

Good water management practices should address gender issues at all levels in all water institutions, including the international transboundary level. Such an approach acknowledges the essential role of women as providers and users of water and as guardians of the environment. These roles should be reflected in organisational arrangements for the development and management of water resources.

Some progress has been made in promoting the involvement of women in water management. IWRM's attention is slowly shifting from primarily focusing on women in their domestic functions to acknowledging women's share of power (but not necessarily work) in water planning, management and institutions. Increasingly, the myth of uniformity among women and men is being recognised, i.e. that women and men of different socio-economic and cultural categories have different needs, interests and means in the use, development and management of water resources. Therefore, integrated water resources development and management need to be specific to address the interests of the different groups, their roles, and the impact arising from changes in water management and use may have on them.

# 1.2 Gender in the Southern African Development Community

The Handbook is designed for use within the IWRM and SADC. SADC governments adhere to, inter alia, the Solemn Declaration on Gender Equality in Africa (2004)[2] through which they have reaffirmed their commitment to gender equality as enshrined in the Constitutive Act of the African Union Article 4 which refers to *promotion of gender equality.* Similarly, the African Union Gender Policy (2009) is the gender policy framework in which SADC operates. It aims to establish a clear vision and make commitments to guide the process of gender mainstreaming and women's empowerment to influence policies, procedures and practices that will accelerate the achievement of gender equality, gender justice, non-discrimination and fundamental human rights in Africa.

The SADC Gender Policy (2007)[3] deals in detail with gender across a number of thematic areas, and provides the institutional framework and arrangements for the implementation of the Policy. The Policy makes – amongst other commitments – the commitment to support gender mainstreaming processes and mechanisms.

*The SADC Protocol on Gender and Development (2008)*[4] mainstreams gender into the SADC Programme of Action and Community Building initiatives that guide the sustainable development of the region. The Protocol aims to provide for the empowerment of women, to eliminate discrimination and achieve gender equality by encouraging gender-responsive legislation, policies, programmes and projects. This Protocol entered into force in February 2013.

In 2008, the SADC Secretariat launched the SADC *Gender Mainstreaming Resource Kit*[5], intended for use by the Secretariat as well as to support Member States' gender-related policy and programme work. The Toolkit outlines key gender concepts, the legal and policy framework for gender work in the region and gender mainstreaming across a number of sectors. It also provides a checklist – as part of the chapter on infrastructure and services – on how to deal with water supply and sanitation. It proposes implementation by using the project cycle. The Toolkit firmly places gender mainstreaming at the core of organisational practice at the SADC Secretariat and seeks to assist in standardising gender mainstreaming in all sectors.

This Gender Mainstreaming Handbook builds on the strong foundation provided by the SADC Gender Mainstreaming Resource Kit. The Handbook elaborates the SADC Toolkit by dealing in more detail with gender in IWRM and sanitation. It also provides practical tools that enhance gender awareness in participation, facilitation and strengthening understanding, as well as outlining tips and checklists to guide users throughout a typical project cycle.

With specific reference to water in the SADC region, the 2005 SADC Regional Water Policy[6] addresses gender mainstreaming by stating that women must be recognised as playing a central role in the provision, management and safeguarding of water, and shall be fully involved in the development and implementation of policies, processes and activities at all levels. The policy also states that all SADC water institutions shall implement the principles, goals and objectives of gender mainstreaming in their administration and implementation. The Policy defines gender mainstreaming in water resources management by referring to incorporation of the complex relationship between productive and domestic uses of water, paying attention to the importance of participation in decision making of men and women, and the equitable distribution of benefits from improved infrastructure and management structures. Mainstreaming gender in water resources management is associated with the delivery of development benefits and hence contributes to economic growth and equity. It is also linked to women's empowerment, and brings efficiency, equity and sustainability.

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[2] See http://www.afrimap.org/english/images/treaty/AU_GenderSolemnDec04.pdf for the declaration.
[3] See http://www.sadc.int/files/8414/0558/5105/SADC_GENDER_POLICY_-_ENGLISH.pdf for the policy
[4] See http://www.sadc.int/files/8713/5292/8364/Protocol_on_Gender_and_Development_2008.pdf for the protocol.
[5] See http://www.sadc.int/index.php/download_file/view/2688/211/ for the resource kit.
[6] See http://www.sadc.int/files/1913/5292/8376/Regional_Water_Policy.pdf for the policy.

(Annexure 1, on the attached Memory Stick, provides additional information about gender and water-related guiding protocols or instruments.)

## 1.3 The overarching gender and development framework for the Handbook

The Handbook recognises the importance of the gender and development (GAD) approach, as well as the human rights-based approach (HRBA).

The GAD-approach[7] aims to remove gender inequalities with regard to social, economic, and political imbalances between women and men as a pre-condition for achieving people-centred development. Currently, much of the work in the water sector is informed by this approach. The GAD-approach acknowledges that:

- Gender is not a 'women's issue' but an interpersonal issue between men and women.
- Women and men have different and specific needs.
- Women cannot be treated as a standardised group, because they are affected by various other cross-cutting issues such as class, race, poverty, ethnicity, age, geographical location (i.e. the urban/rural divide), religion and culture.
- Women tend to be disadvantaged relative to men, but that gender differences can also result in men being disadvantaged.
- The nature of gender inequality is often systemic and structural.
- Gender is, therefore, not one-dimensional or simplistic. It is complex and multi-layered, and practices and processes should reflect this.

On the other hand, the HRBA[8] reinforces commitment to human rights as the central core in all policies and programmes. The approach is guided by the following universally accepted human rights principles:

- *universality and inalienability* (meaning that all people have certain rights by virtue of being human and that such rights cannot be taken or given away);
- *indivisibility* (meaning that there is no hierarchy of rights and all rights are equally important be it political, civil, economic, social or cultural);
- *equality and non-discrimination* (meaning that all people have a right to dignity and there can be no discrimination on any basis whether race, colour, sex, ethnicity, age, language, religion, political or other opinion, national or social origin, disability, property, birth or other status as explained by human rights treaty bodies);
- *interdependence and inter-relatedness* (meaning that the realisation of one right is often wholly or partly dependent on another right being present);
- *participation and inclusion* (meaning that all peoples have the right to participate and contribute to the realisation of all their rights and to enjoyment of all their freedoms); and
- *accountability and the rule of law* (meaning that government that is the primary duty bearer must ensure that all laws, norms and practices are in keeping with international human rights standards and instruments.

Although the HRBA acknowledges the human right to water, it does not include the option that water should be for free, as has sometimes been assumed. Access to water should be guaranteed for everybody, and vulnerable people who cannot afford to buy water should be taken care of by the social welfare networks in a society. It cannot be considered to be the responsibility of a water service provider who can only be expected to treat all customers equally.

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7 African Ministers' Council on Water (AMCOW), *Policy and Strategy for Mainstreaming Gender in the Water Sector in Africa*, 2011 & The International Women's Rights Project, *Mainstreaming Gender in the Governance of Transboundary Waters*, 2010.

8 As defined by the United Nations. See their *Human Rights Based Approach Portal* at http://hrbaportal.org/.

# 1.4 The need for a Handbook on gender mainstreaming in the water sector

It is clear from the aforementioned context of gender in IWRM that this Handbook will be an important resource to support a comprehensive approach to water development and management, so as to ensure that women's voices and gender equality concerns are adequately incorporated in development processes within the specific setting of TWM in SADC.

The Handbook will support gender mainstreaming as a strategy that aims to[9]:

- Reduce gender inequalities. It encourages both men and women to jointly participate in and benefit from finding solutions to their development problems; ensuring that their gender-specific needs are satisfied. The link between gender and water and other related development aspects (such as health, education, economic development, etc.) is strengthened through the use of gender mainstreaming as a strategy. As such, women's knowledge about local water and sanitation practices – and their contribution to solving associated problems – are valued. Gender-aware interventions are integral to improving the quality of life (such as reduced physical risk in getting to the water source, less time used for fetching water and carrying out difficult domestic tasks associated with water and sanitation, and more time available for productive employment, etc.).

- Create the conditions for equal participation in planning, implementation and decision-making in interventions. Due to women's traditional roles in water management, their knowledge and experience can be of great value to water-management planning, which means that gender mainstreaming improves water management. For example, women are both productive water users (in such roles as farmers) and the main domestic water users (in such roles as washing and cooking). Women are, therefore in a unique position to contribute knowledge and experiences about water-related environmental and health issues.

- Empower women, leading, for example, to equal gender representation in water management structures, thereby resulting in the more efficient use of resources and problem solving. Gender mainstreaming provides women with a voice, to be taken into account in the same way that men can influence water-related development. Consequently, they are recognised as having skills and knowledge that is outside the scope of their traditional roles. As such, their personal power in their family and community to negotiate meeting of their own needs is strengthened. Women also become confident enough to take up public leadership roles and their relationship with men becomes more equal.

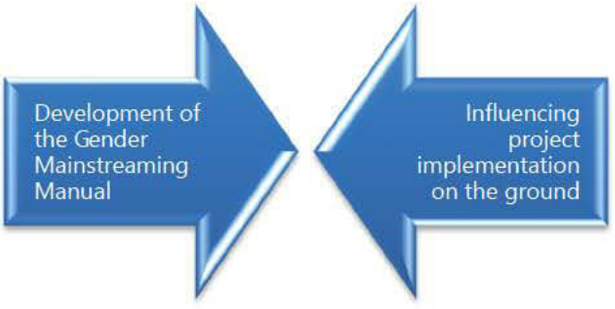
- Enhance service provision and more accurate analysis of natural resources use through better technical design and planning, better accountability and transparency, more sustainable and safe services, the scaling-up of benefits by empowering women, more efficient awareness-raising, and better maintenance and repair of infrastructure. Gender mainstreaming creates the conditions for men and women to have equal access to water resources and benefits. Those responsible for water resources management gain a more accurate picture of communities, patterns of natural resources use, and the nature of households and water users.

- Enhance sustainability through the greater participation of both women and men, thereby increasing project effectiveness. Ensuring both women's and men's participation improves project performance, enhances project results and the likelihood of sustainability.

[9] This is in line with the vision presented in GFA Consulting Group GmbH, *Gender Mainstreaming in Transboundary Water Management in SADC. Inception Report,* 2014.

# 1.5 The methodology used for the development of the Handbook

Figure 3: Process methodology




The development of the Handbook was a parallel process that brought together development of the Handbook and provision of input into the pilot implementation of gender mainstreaming tools on the ground via IWRM pilot demonstration projects in Botswana, Lesotho and Namibia.

As the development of the Handbook took place, identification of entry points of support to the pilot projects that allowed for the testing of tools in the Handbook was also taking place. The overall process methodology was characterised by a parallel, mutually influencing, iterative process between – on the one hand – practical gender mainstreaming support to the pilot projects and – on the other hand – development of the Handbook.

The end result of the process is a practical Handbook of gender mainstreaming tools that could be used by non-gender experts in IWRM, with some aspects already tested by the three above-mentioned pilot demonstration projects.

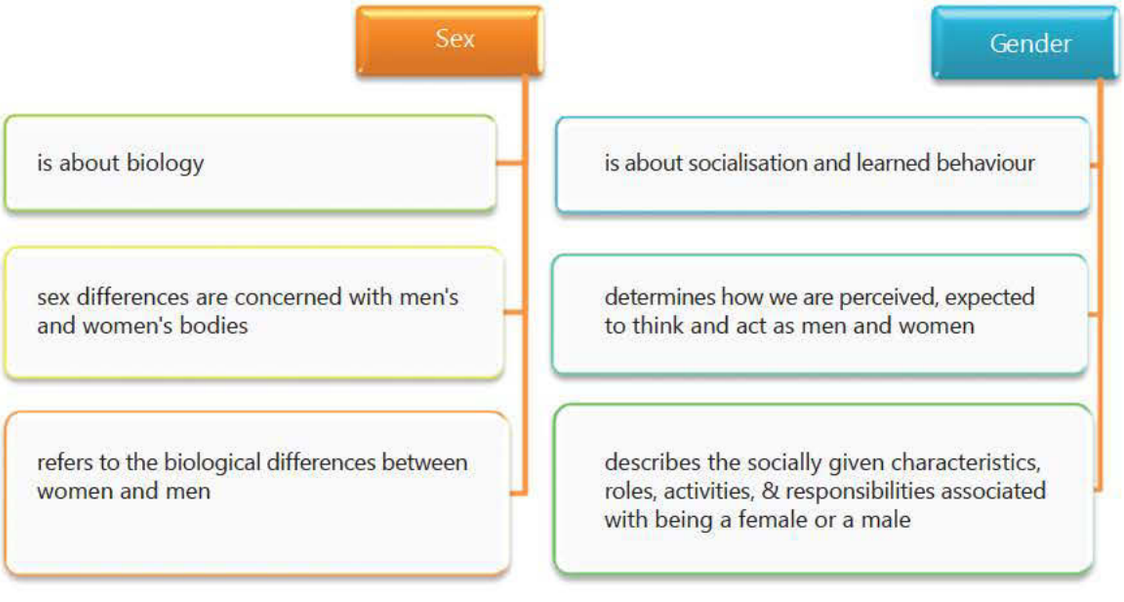
# 1.6 Defining gender and gender mainstreaming

## Understanding 'gender'

'Gender' and 'sex' both refer to men and women but not in the same way.[10] Gender refers to the fact that:

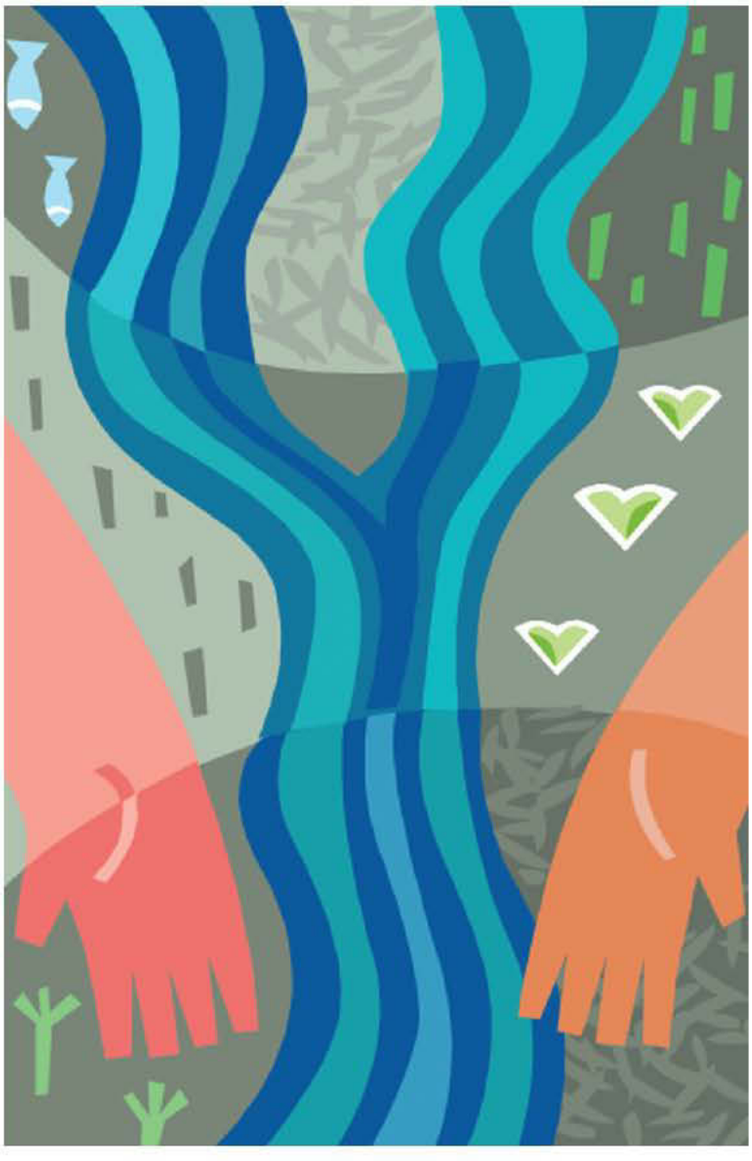
- women and men have different roles, resources and experiences that are not only different, but also often unequal;
- women often have fewer opportunities, less access to resources, lower status, and less power and influence than men;
- these differences are reinforced by factors such as class, race, ethnicity, age and disability;
- gender is an issue that concerns both women and men; and
- achieving gender equality involves working with men to bring about change in attitudes, behaviour, roles and responsibilities.

Figure 4: Differences between sex and gender




[10] Adapted from March, C; Smyth, I and Mukhopadhy, M., *A Guide to Gender-Analysis Frameworks*, 1999 at https://www.ndi.org/files/Guide%20to%20Gender%20Analysis%20Frameworks.pdf.

## Understanding 'gender mainstreaming'



In 1995, at the 4th UN International Conference on Women held in Beijing, gender mainstreaming was established as the internationally agreed strategy for governments and development organisations to promote sensitivity to gender issues.

Gender mainstreaming can be defined[11] as the process of assessing the implications for women and men of any planned action (including legislation, policies, projects or programmes) in any area of work and at all levels (e.g. in all water sub-sectors, such as domestic water supply and sanitation, irrigation, hydropower, flood control, river basin management, etc.). It is a strategy to make the concerns and experiences of women and men an integral part of the design, implementation, monitoring and evaluation of any action or process, so that women and men benefit equally, and inequalities are not perpetuated.

Gender mainstreaming is not about adding a 'woman's component' into existing activities or projects. It goes beyond simply increasing women's participation. It means bringing the experiences, knowledge and interests of women and men to bear on the water development agenda. It is not just about integrating women (or gender issues, or the concerns of vulnerable groups) into an already defined and established agenda in the water sector, but it consists also of transforming this agenda to better reflect women's needs, gender concerns, and the concerns of vulnerable people. Gender mainstreaming is a long-term, transformative process that involves rethinking socio-cultural values and development goals.

### *Viewing a community using gender lenses*

Communities are often seen as a group of people with a common purpose. However, from a gender perspective, a community is not a collection of equal people. It is made up of individuals and groups – diverse women and men – with different levels of power, wealth, influence and ability to express their needs, concerns and rights. In addition, where resources are scarce, those women and men at the lowest end of the power spectrum, i.e. poor women and men – will suffer most. Furthermore, unequal gender power relations often place women in a disadvantaged position. Being gender-aware can help the water sector to allocate limited resources better to meet the needs of different women and men.

[11] Adapted from the definition used by SADC in its *Gender Mainstreaming Resource Kit*, 2008 at http://www.genderlinks.org.za/article/sadc-gender-mainstreaming-resource-kit-2008-09-22.

# CHAPTER 2:

## GENDER MAINSTREAMING TOOLS OVERVIEW

*Chapter 2 introduces a gender approach as the method for the practical implementation of gender analysis through the use of the tools in this Handbook. A summary is provided of the five sets of tools, and background information provided about the use of the tools.*

# 2.1 Framework for gender mainstreaming

A gender approach refers to a specific gender focus, i.e. looking at men and women separately, in every stage of a development process. It is always necessary to ask: *How will a particular activity, decision, plan etc, affect men differently from women, and some women or men differently from other women and men?*

Gender analysis is the practical application of a gender approach – explores and highlights the relationships of women and men as well as the inequalities in those relationships, by seeking to answer six simple questions as illustrated in Figure 6.

Figure 5: The inter-relatedness of the gender approach, gender analysis and gender mainstreaming tools

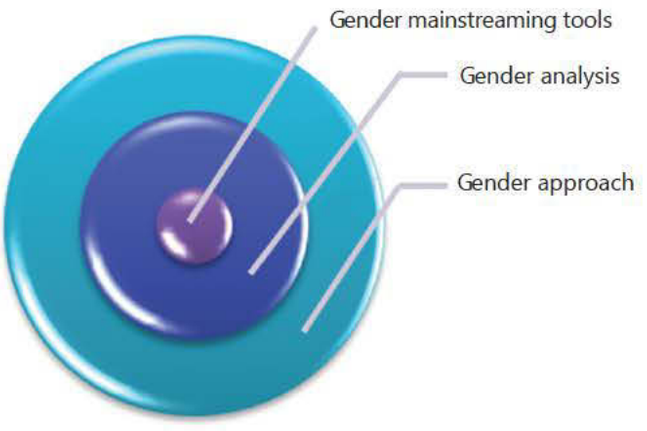
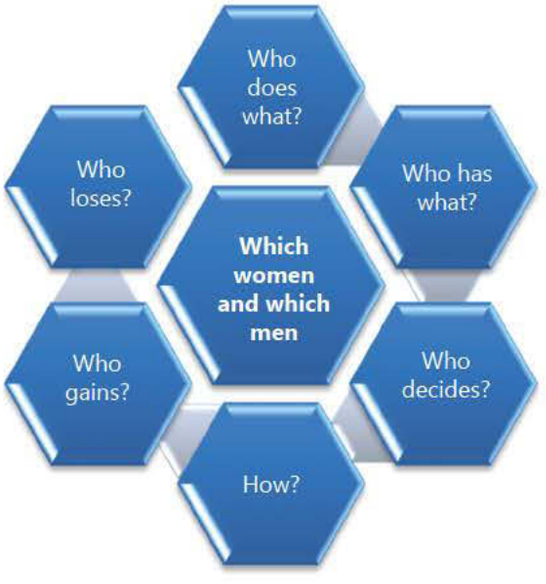
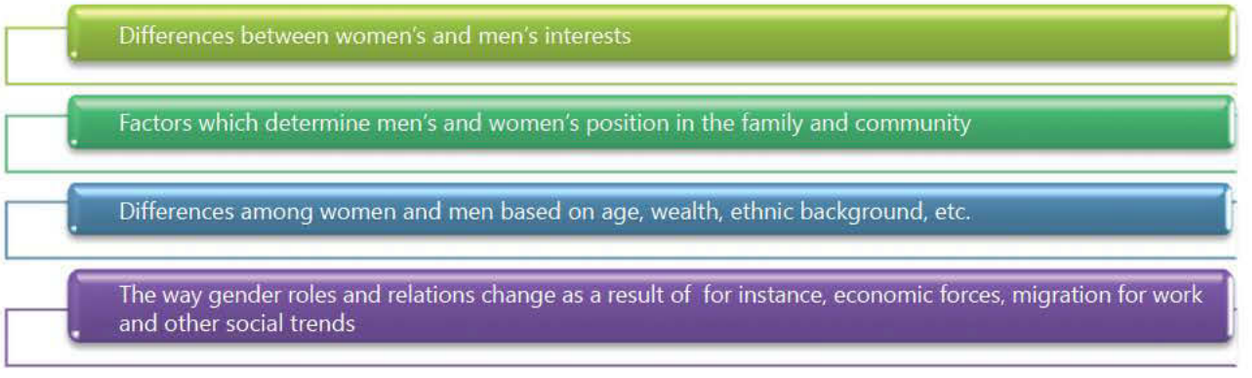



Figure 6: The six key questions of gender analysis




There are a number of gender analytical frameworks that provide the theoretical foundation for the gender tools that are used in a gender analysis. No single one provides the 'only' way to address all development issues. Each one reflects a set of assumptions about what gender means and how it is relevant to development objectives. Each one of them was developed within a particular historical context. The gender mainstreaming tools that will follow can be traced back to these analytical frameworks.

Figure 7: A gender approach pays particular attention to specific topics




There are some widely used frameworks for gender analysis, which include: the Moser Framework for Gender Planning, the Harvard Gender Analysis Framework, the Longwe Empowerment Framework, the IDS Social Relation Framework and others. For more information on the frameworks, please refer to Annexure 7 and to the SADC Gender Mainstreaming Resource Kit.

### *Gender analysis in water and sanitation*

Often, women are more interested than men in improving sanitation, at least partly because of their greater interest in increasing privacy. It is important to understand women's specific concerns in improving water and sanitation facilities, by using a gender analysis. Gender analyses of water and sanitation have shown that, if water supply is inadequate in quantity, is unreliable or inconvenient, the question of water supply may take priority for women over the need for sanitation. Therefore, women may get more readily involved in a sanitation project if their water supply needs have first been met. A gender analysis highlights such specific dynamics that should be taken into account in projects.

## Additional reading:

- Sadan, Mastoera, *Gendered Analysis of the Working for Water Programme: A Case Study of the Tsitsikama Working for Water Project*, online at http://bit.ly/1zyuzBX
- Gender and Water Alliance, *The Gender Approach to Water Management. Lessons Learnt Around the Globe,* online at http://bit.ly/1zwTQfx
- March, Candida; Smyth, Ines & Mukhopadhy, Maitrayee, *A Guide to Gender-Analysis Frameworks,* online at http://bit.ly/1E50MgC

# 2.2 Gender mainstreaming tools

The gender mainstreaming tools are designed to facilitate the practical implementation of gender analysis as well as to give weight to gender mainstreaming and the mainstreaming of the concerns of vulnerable groups.

There are five sets of tools presented in the next five chapters.

Table 2: Overview of the five sets of tools for gender mainstreaming


| | Tool | Page |
|---|---|---|
| **1.** | **Tips to enhance gender aspects during a project cycle** | |
| 1. | Tips for gender-aware project selection | 14 |
| 2. | Tips to enable gender-aware project design and planning | 14 |
| 3. | Tips to enable gender-aware project implementation and monitoring | 16 |
| 4. | Tips to enable gender-aware project evaluation, accountability and learning | 17 |
| 5. | Tips for how to measure the impact of a project on men and women | 19 |
| **2.** | **Checklists for project cycle phases** | |
| 1. | The gender-based division of labour | 21 |
| 2. | Access to and control of resources | 24 |
| 3. | Practical needs and strategic interests | 27 |
| 4. | Capacities and vulnerabilities | 30 |
| 5. | Influencing factors | 32 |
| 6. | Impact | 33 |
| 7. | Training and capacity-building | 35 |
| 8. | Consultation and decision-making | 35 |
| 9. | Monitoring and evaluation | 36 |
| **3.** | **Tools to enhance gender-aware participation** | |
| 1. | Tips to ensure gender-sensitive stakeholder consultation | 42 |
| 2. | Participatory methods to facilitate gender-aware data collection | 43 |
| 3. | Tips to increase women's participation | 45 |
| 4. | Tips to enable gender-aware water governance | 47 |
| **4.** | **Tools to enhance gender-aware facilitation** | |
| 1. | Tips to include gender aspects in terms of reference and procurement | 51 |
| 2. | Tips to ensure gender-appropriate communication | 52 |
| 3. | Tips to ensure gender-sensitive meetings | 54 |
| 4. | Tips to write gender-sensitively | 55 |
| 5. | Tips to ensure gender-sensitive training and capacity-building | 55 |
| 6. | Aspects of introductory gender training | 56 |
| **5.** | **Tools to enhance understanding of gender in organisations** | |
| 1. | Checklists to enable organisational gender assessments | 59 |
| 2. | Checklist to enable policy analysis for gender inclusiveness | 64 |
| 3. | Understanding gender-responsive budgeting | 67 |
| 4. | Understanding gender-disaggregated data | 68 |
| 5. | Understanding gender indicators | 69 |


The project cycle tips and checklists deal with various aspects in a typical project cycle, i.e. conceptualisation, design and planning, implementation, monitoring and evaluation.

Although the last three sets of tools in Table 2 (dealing with participation, facilitation and understanding) are not directly linked to a project cycle, they can also be used during many of the stages of a project cycle.

# 2.3 Using gender mainstreaming tools

Although there are some similarities among tools, each of the tools aims to focus on a specific area of importance that could highlight particular gender aspects affecting vulnerable groups. Using the tools will assist in creating understanding of the issues, facts, and relationships which affect women's and men's lives. The usefulness of the tools lies in their ability to help the user think through a process from a gender point of view. It is entirely possible to combine tools, or to adapt them so that they could work better in a given circumstance.

Ultimately, the choice of a suitable tool will largely depend on:

- the information that must be generated through the use of a tool;
- the phase in the process or project;
- the process or project context;
- the resources available to use the tool(s); and
- the time available.

The next five chapters demonstrate the gender mainstreaming tools in application. Since the Handbook is aimed at enhancing the practical application of gender mainstreaming, three types of tools are available in the Handbook:

***Tips*** are mostly in bullet form and are pointers to assist with immediate day-to-day application.

***Checklists*** are in the form of key questions and are more detailed.

***Information*** is aimed at creating greater understanding of certain gender aspects.

# CHAPTER 3:

## TIPS TO ENHANCE GENDER ASPECTS DURING A PROJECT CYCLE

*Chapter 3 provides tips that will enhance gender aspects during a project cycle. These are:*

3.1 Tips for gender-aware project selection.
3.2 Tips to enable gender-aware project design and planning.
3.3 Tips to enable gender-aware project implementation and monitoring.
3.4 Tips to enable gender-aware project evaluation.
3.5 Tips for how to measure the impact of a project on men and women.

What information do the tips to enhance gender aspects during a project cycle deliver?

The tips are designed to be to-the-point and are practical pointers for immediate application during a typical project cycle, i.e. conceptualisation, design and planning, implementation and monitoring and evaluation, and assignment of accountability and learning. They deal with how to select a project in a gender-aware manner, what to do to make sure that the design and planning of a project are gender-aware, how to take that forward into project implementation and monitoring, how to ensure gender-aware project evaluation, and the measurement of project impact in a gender-sensitive manner, requiring accountability from all parties involved in the project and identifying lessons to inform future projects and programmes.

The design and planning phase of a project is critical to ensure that gender is taken into account, together with the concerns of vulnerable groups, to safeguard their visibility in the rest of the project. The initial considerations that were covered during design and planning must also be taken forward into project implementation and monitoring. In addition to the Checklist in Chapter 4, several templates are included on the separate Memory Stick to facilitate disaggregated data collection that enables gender-aware project tracking (please see Annexure 3).

# 3.1 Tips for gender-aware project selection[12]

The process of selecting a project provides an opportunity, at the inception of a project cycle, to make a project more gender-sensitive, as well as sensitive to the needs of vulnerable groups.

During project selection, pay attention to the following:

- the traditional roles of women, men and vulnerable groups in similar projects;
- factors that could promote the participation of women, men and vulnerable groups in the project;
- constraints that could hinder such participation;
- important organisations, especially women's organisations, active in the project area that could potentially be involved;
- the percentage of woman heads of households in the project area;
- discrimination and unequal opportunity with respect to access, decision-making, management, distribution of resources, etc, that should be taken into account;
- if the target population is organised – especially with reference to women and vulnerable groups;
- existing capacity-building structures – especially those focused on women and vulnerable groups, and working with gender concerns;
- the training and information that women, men and vulnerable groups will need;
- the identification of the felt needs and priorities of men and women (including vulnerable groups);
- a gender-specific assessment of water-related concerns such as health, socio-economic and environmental aspects; and
- reliable baseline information about people's living conditions, especially those of women and vulnerable groups.

# 3.2 Tips to enable gender-aware project design and planning[13]

In order to make the design and planning of a project more gender sensitive – as well as sensitive to the needs of vulnerable groups – make sure that gender is incorporated in the following key aspects:

### Background and justification

Is gender part of the context analysis for the project? Are there clear arguments for gender mainstreaming and gender equality?

---

12 Adapted from African Development Bank and African Development Fund, *Checklist for Gender Mainstreaming in the Water and Sanitation Sector;* Ethiopian Water Resources Training Center and Japan International Cooperation Agency (JICA), *Gender Mainstreaming Field Manual for Water Supply and Sanitation Projects;* IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A guide to Methods and Techniques;* United Nations Development Programme (UNDP) – World Bank Water and Sanitation Programme/PROWWESS, *Gender Issues Sourcebook for Water and Sanitation Projects* & World Bank, *World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

13 Adapted from Ethiopian Water Resources Training Center and Japan International Cooperation Agency (JICA), *Gender Mainstreaming Field Manual for Water Supply and Sanitation Projects;* IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A Guide to Methods and Techniques;* Swedish International Development Cooperation Agency (SIDA), *Handbook for Mainstreaming. A Gender Perspective in the Water Resources Management Sector;* Swiss Agency for Development and Cooperation (SDC), *Towards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming;* UNESCO, UNESCO *Gender Lens. Project Design and Review;* United Nations Development Programme (UNDP) – World Bank Water and Sanitation Programme/PROWWESS, *Gender Issues Sourcebook for Water and Sanitation Projects;* United Nations Development Programme (UNDP) – World Bank, *Involving Women in Sanitation Projects;* World Bank (Agriculture and Rural Development), *Gender Mainstreaming in Water Resources Management* & World Bank, *World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

### Goals

Does the goal of the proposed project reflect the needs of both men and women? Does it seek to address gender issues and gaps through addressing the practical needs of men and women, or does it also seek to address strategic gender interests by transforming the societal institutions (social and other) that perpetuate gender inequality?

### Target groups

Do women as well as men benefit from the programme?

### Objectives

Do the objectives of the project address needs of both women and men?

### Activities

Do planned activities involve men and women? Are any additional activities needed to ensure that the gender perspective in the project is explicit (e.g. gender training, additional research, etc.)?

### Indicator key questions

Have key questions been developed to measure progress towards the fulfilment of each project objective? Do these indicators also measure the gender aspects of each objective? Are indicators gender disaggregated? Are there targets to ensure a sufficient level of gender balance in project activities (e.g. quotas for male and female participation)?

### Implementation

Who will implement the planned project? If partners are involved, are they knowledgeable about gender? Do they have tools and methodologies to implement in a gender-aware way? Will both women and men participate in implementation?

### Monitoring and Evaluation

Does the project's monitoring and evaluation include a gender perspective? Will it examine both the content and process of the project?

### Risks

Have stereotypes or organisational barriers preventing the full participation of women or men in the project been considered? Also, has the potential negative impacts of the project on men and women been considered?

### Budget

Have financial inputs into the project been checked to ensure that both men and women, including vulnerable groups such as people with disabilities, the elderly, child-headed households, etc, will benefit from the planned project? Has the need to provide gender training or to engage short-term gender experts been included in the project budget?

### Partners

Do partners involved in the project have the capacity to work on gender aspects?

### Annexes

Is relevant information on key gender aspects included in annexes to the project information?

### Best practice

Are communication, documentation and learning strategies for informing and sharing with various audiences about the existence, progress and results of the project from a gender perspective developed?

# 3.3 Tips to enable gender-aware project implementation and monitoring[14]

## Criteria for gender-sensitive activities

The following criteria can be used to check if the planned activities for implementation are gender-sensitive:

- The extent to which the activity includes gender-disaggregated data.
- The extent to which there is analysis of gender differences in the planned activity.
- The extent to which the activity explains how actions will result in:
  - women's empowerment;
  - strengthening their access to decision making; and
  - improving their access to water.
- The extent to which the activity identifies gender-specific objectives to be undertaken towards gender equality.

## *Gender-sensitive implementation and monitoring*

To make project implementation and monitoring more gender-sensitive, and sensitive to the needs of vulnerable groups, pay attention to the following:

- Be sure to involve women and men (including vulnerable groups) in key aspects such as:
  - the choice of technology;
  - construction activities;
  - long-term maintenance (be sure to provide adequate training); and
  - decision-making and management structures.
- Acknowledge that people can contribute to the project in different ways, such as in cash, the provision of materials, food, time, etc. They do not necessarily have to contribute their labour for it to be recognised as a valuable contribution.
- Provide training that can prepare people for what is expected of them. Be sure to include a spectrum of socio-economic groups in the training, and remember to make provision for training material for non-literate people. Specifically train women in the construction, operation and long-term maintenance associated with the project. Training should include aspects such as health education so as to maximize the benefits of clean water, as well as instruction on legal matters such as water use rights or land rights related to water.
- Check construction activities related to implementation by determining if:
  - construction work is normally voluntarily or for payment;
  - voluntary labour will add to the existing workloads of women and men;
  - the project can ensure that men and women who provide free or inexpensive labour will receive direct benefits from the project;
  - labour is scheduled at convenient times (whether its voluntary or paid);
  - adequate training has been planned for those providing the labour;

[14] Adapted from Consultative Group on International Agricultural Research (CGIAR) Research Program on Water, Land & Ecosystems (WLE), *Gender Strategy;* Ethiopian Water Resources Training Center and Japan International Cooperation Agency (JICA), *Gender Mainstreaming Field Manual for Water Supply and Sanitation Projects; GTZ, Gender-responsive Project Management. A Practical Guide;* IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A Guide to Methods and Techniques;* United Nations Development Programme (UNDP) – World Bank Water and Sanitation Programme/PROWWESS, *Gender Issues Sourcebook for Water and Sanitation Projects* & United Nations Development Programme (UNDP) – World Bank, *Involving Women in Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

- women are able to contribute to construction without incurring an additional workload; and
- there is compensation for women if they should incur an additional workload and time spent.

- Long-term maintenance: You should keep in mind that the community must be aware of their responsibilities and have the tools and skills needed to undertake maintenance. Issues for consideration include:
  - if women can be given sufficient authority and support from others to effectively be responsible for maintenance;
  - to choose the right women with enough influence, time and interest;
  - the identification of women's training needs;
  - the implications if women are trained (for the project and for the women);
  - women's traditional roles in the community; and
  - the impact on women with regards to the double burden of work and family responsibilities.

Table 3: Activity planning during implementation

| Activity | Men | Women | Vulnerable groups |
|---|---|---|---|
| Site selection | | | |
| Undertaking construction | | | |
| Coordination and administration | | | |
| Follow up of day-to-day activities | | | |
| Periodic evaluation of project performance | | | |
| Technology choice | | | |
| Tariff setting | | | |
| Scheme maintenance | | | |
| Collection of bills | | | |

[15]

# 3.4 Tips to enable gender-aware project evaluation

Efficient, effective, relevant and sustainable

To make project evaluation more gender-sensitive, and sensitive to the needs of vulnerable groups, pay attention to the following:

- Check for project efficiency, i.e. a measure of how economic resources or inputs (such as financial, human, material, time and others) that are required for project implementation, are effectively converted into project outputs. This includes, but is not limited to:
  - The identification of project partners included gender criteria;
  - The selected partners were gender-sensitive and gender-competent or willing to learn;

[15] Adapted from African Development Bank and African Development Fund, *Checklist for Gender Mainstreaming in the Water and Sanitation Sector;* Swedish International Development Cooperation Agency (SIDA), *Handbook for Mainstreaming. A Gender Perspective in the Water Resources Management Sector;* Swiss Agency for Development and Cooperation (SDC), *Towards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming;* UNESCO, UNESCO *Gender Lens. Planning and Execution of Programme Evaluations;* United Nations Development Programme (UNDP) – World Bank, *Involving Women in Sanitation Projects;* World Bank (Agriculture and Rural Development), *Gender Mainstreaming in Water Resources Management* & World Bank, *World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

- Women's organisations were well-represented among the project as partners;
- Agreements, contracts and procedures were gendered;
- Gender training was included,
- Specific actions to mainstream gender were planned for,
- A gender approach was integrated in all activities,
- The operational objectives of the project reflected women's and men's practical needs and strategic interests,
- Activities were planned and resources used to respond equally to women's and men's expressed needs,
- The project results focused on the priorities identified by both male and female beneficiaries,
- Women and men participated equitably in the project cycle and they benefitted equally,
- The work load resulting from the project activities was shared equally by women and men.

- Check for project effectiveness, i.e. the extent to which the project's objectives were achieved. Did the outputs produce the desired outcomes (i.e. the immediate or mid-term results)?
  - Gender competent staff participated in project planning and other key moments of the project,
  - Project partners participated in and agreed on the formulation of gender objectives,
  - Project implementation led to positive changes in the practices, behaviours and power relations between women and men who participated in the project (both as beneficiaries and staff),
  - Gender expectations were met,
  - Project objectives reflected the needs of both men and women, i.e. the objectives were gendered.

- Check for project relevance, i.e. the extent to which the goal or development objective(s) of a project are consistent with women's and men's practical needs and strategic interests. This entails project-relevant comments on the impact of the project, i.e. the positive or negative, intended or unintended, long-term changes for women and men. Key among these include if:
  - The project had gender-disaggregated results to assess its relevance,
  - The results of the project were relevant to the beneficiaries, and made sense to them,
  - All identified women's and men's needs or problems, as well as their strengths and potentials were reflected in the project's development objective(s),
  - The project contributed to greater equality between women and men, and did not reinforce or reproduce inequalities,
  - The project had no negative effects on women and men,
  - The project identified and reinforced positive gender dynamics in the community,
  - Whenever possible, the project was involved in policy dialogue concerning gender issues or supported local organisations working in this field, in order to help create favourable conditions and changes towards gender equality.

- Check for project sustainability. There are strong links among the effectiveness, the relevance and the sustainability of a project. The results or benefits of a project should ensure sustainable gender effects, i.e. effects that last long after the conclusion of the project.
  - The different circumstances of women and men were taken into account (i.e. a differentiated gender approach was used),
  - The project tried to ensure ownership for both men and women,
  - Men and women equally benefitted from the project and had increased access to resources (e.g. income, education, health services, etc.),
  - The project used the principle of 'equitable benefits for both women and men' as a key criterion,
  - The impacts of the project made sense for women and men,
  - The project partners were learning-oriented and willing to put gender issues in the mainstream (i.e. to work towards the institutionalisation of gender),
  - There were supportive framework conditions, e.g. national gender policies, respect for human rights, a culture of dialogue and negotiation, etc.

# 3.5 Tips for how to measure the impact of a project on men and women[16]

## Analyse the change

Knowing how a project affects women, men and vulnerable groups is vital. Not only does it reflect on the planned changes for men and women, but it also comments on the unforeseen results. It is, therefore, very important that such an assessment be done in a gender-aware manner.

Keep the following in mind to plan for a gender-sensitive project impact assessment:

- Document the felt impacts of the project on women and men (including vulnerable people), for example on:
  - time;
  - leadership;
  - resources;
  - labour;
  - organisation;
  - self-confidence; and
  - technical and administrative know-how, etc.
- Include an assessment of unwanted side effects for men and women.
- Ask questions about the changes in the cooperation between men and women as a result of the project.
- Include information that is directly related to water concerns such as the project's impact on health and hygiene. Remember to disaggregate such data so that the differences for women and men are clearly visible.
- Measure the economic impact of the water-related interventions, especially if the project involved related aspects such as land, credit, training, transport, jobs, etc. Be sure to include women and vulnerable groups and don't assume that economic impact primarily concerns men.
- Include questions about time and water use by women who are usually the primary collectors of water.
- Check how the daily activities of women and men were affected by the project (i.e. productive, reproductive and socio-political community activities).

16 Adapted from IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A Guide to Methods and Techniques* & United Nations Development Programme – World Bank Water and Sanitation Programme/PROWWESS, *Gender Issues Sourcebook for Water and Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

# CHAPTER 4:

## CHECKLISTS FOR PROJECT CYCLE PHASES

*This chapter provides checklists that will enhance gender aspects during the phases of a project cycle.*[17] *Please also consider the tips to enhance gender aspects during a project cycle given in the previous chapter and the templates in Annexure 3.*

The following nine checklists are designed to deal with both the design and planning phases of the project as well as the implementation phase in considering the following aspects:

4.1 The gender-based division of labour
4.2 Access to and control of resources
4.3 Practical needs and strategic interests
4.4 Capacities and vulnerabilities
4.5 Influencing factors
4.6 Impact
4.7 Training and capacity-building
4.8 Consultation and decision-making
4.9 Monitoring and evaluation

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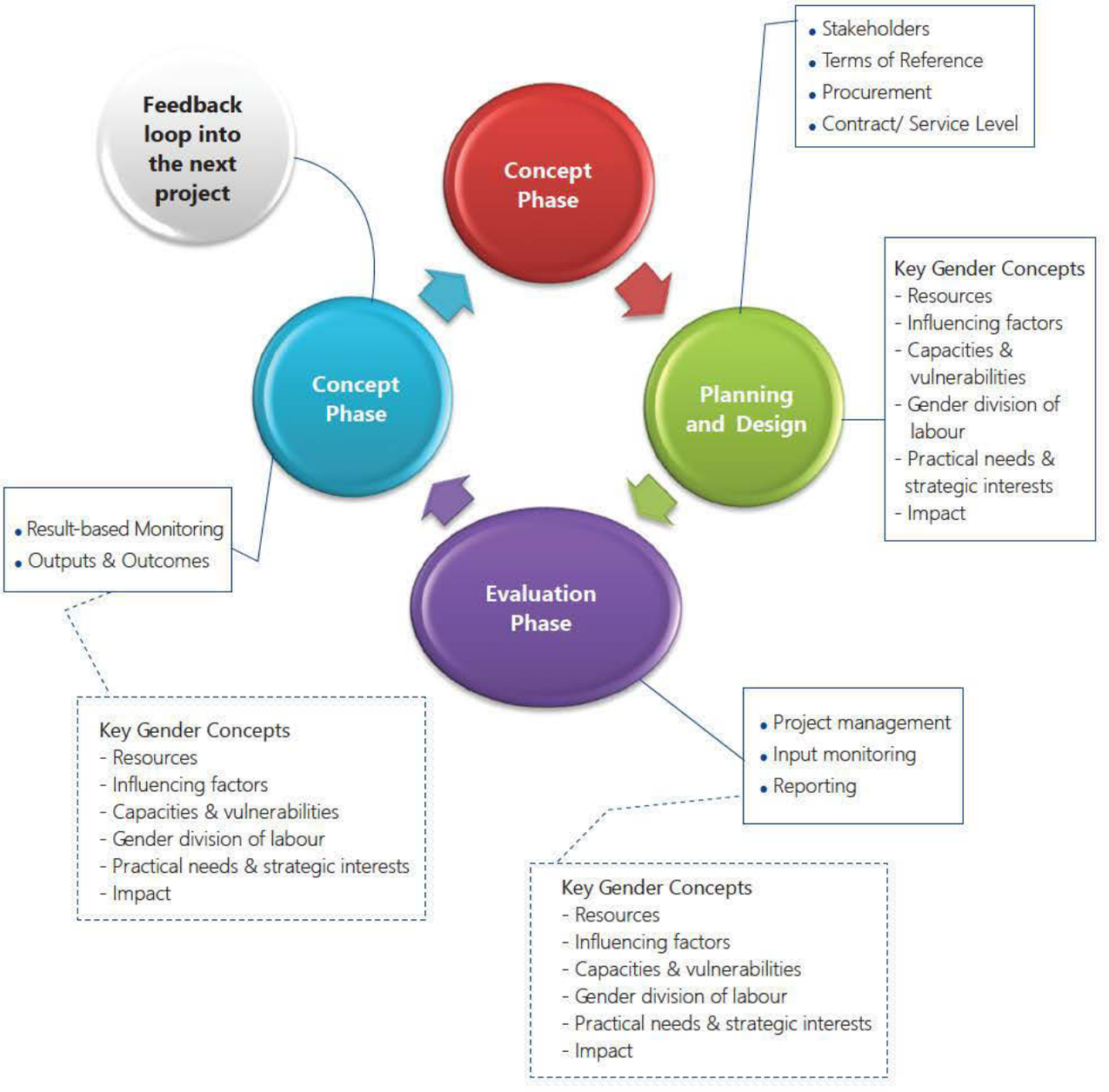
[17] Adapted from AusAID, *Gender Guidelines: Water Supply and Sanitation;* GIZ, *Gender-responsive Project Management. A Practical Guide;* IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A Guide to Methods and Techniques;* IRC International Water and Sanitation Centre, *Gender in Water Resources Management, Water Supply and Sanitation. Roles and Realities Revisited;* March, C; Smyth, I & Mukhopadhyay, M, *A Guide to Gender-analysis Frameworks;* RODECO, *Annexes to the LWDMP Botswana. Procurement and* Implementation; RODECO, *Pilot Project to Demonstrate the Benefits of IWRM in Bokspits at the Local Level through "Learning by Doing". Local Water Development and Management Plan for Bokspits Village, Botswana; SADC, Gender Mainstreaming Resource Kit;* Swedish International Development Cooperation Agency (SIDA), *Handbook for Mainstreaming. A Gender Perspective in the Water Resources Management Sector*; The Water and Sanitation Program, *Mainstreaming Gender in Water and Sanitation;* United Nations Development Programme – World Bank Water and Sanitation Programme/PROWWESS, *Gender Issues Sourcebook for Water and Sanitation Projects;* United Nations Development Programme – World Bank, Involving *Women in Sanitation Projects; Water,* Sanitation and Hygiene (WASH), *For Her it's the Big Issue. Putting Women at the Centre of Water Supply, Sanitation and Hygiene; World Bank, World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects & World Bank, Ten Steps to a Results-Based Monitoring and Evaluation System.* (Please refer to the Bibliography for online addresses.)

The checklists comprise a list of questions designed to generate gender-specific information – as well as information concerning vulnerable groups – that should be taken into account throughout a typical project cycle (see Figure 8).

Figure 8: Schematic project cycle and key gender concepts




# 4.1 Gender-based division of labour

There are, broadly speaking, two kinds of work, productive and reproductive work, the definitions of which are presented in Figure 9.

The gender-based division of labour is a key aspect of gender equality. Often, our gender determines what we do, how we do it, or even if we can do it at all. And our labour – as the single most critical factor in production processes – is one of the key factors that determine our position in society and, hence, our sense of personal power.
In some societies, men are more concerned with water for irrigation or for cattle (i.e. considered part of productive work). They usually have a greater role than women in public decision-making about water and sanitation issues. Women, on the other hand, are usually the primary collectors, users, and managers of water in the household (i.e. considered part of reproductive work).

## *Gender-based division of labour*

School sanitation example from Lesotho: The community was expected to contribute labour towards a school sanitation project, but able-bodied men were often absent and the women in many villages could not cope with digging the planned large pits in the rocky soil, nor did they have the time. Women and vulnerable groups should take part in decisions such as whether the latrine is situated inside or outside the house, its location in relation to the main dwelling, e.g. (at the back, side or front), its orientation, the distance from the house, distance from water sources, and other arrangements.

Water re-use example from Yemen: Women are the primary managers of household water use, and often use and reuse the same water. They save the cleanest and freshest water for drinking, personal washing, cooking, and for washing drinking glasses, food and flour-grinding stones. They save grey water for washing clothes and watering plants. Water that has been used for washing food is given to poultry and cattle while the water used for clothes washing is reused to clean floors and wash dishes.

Figure 9: Comparison of reproductive and productive work

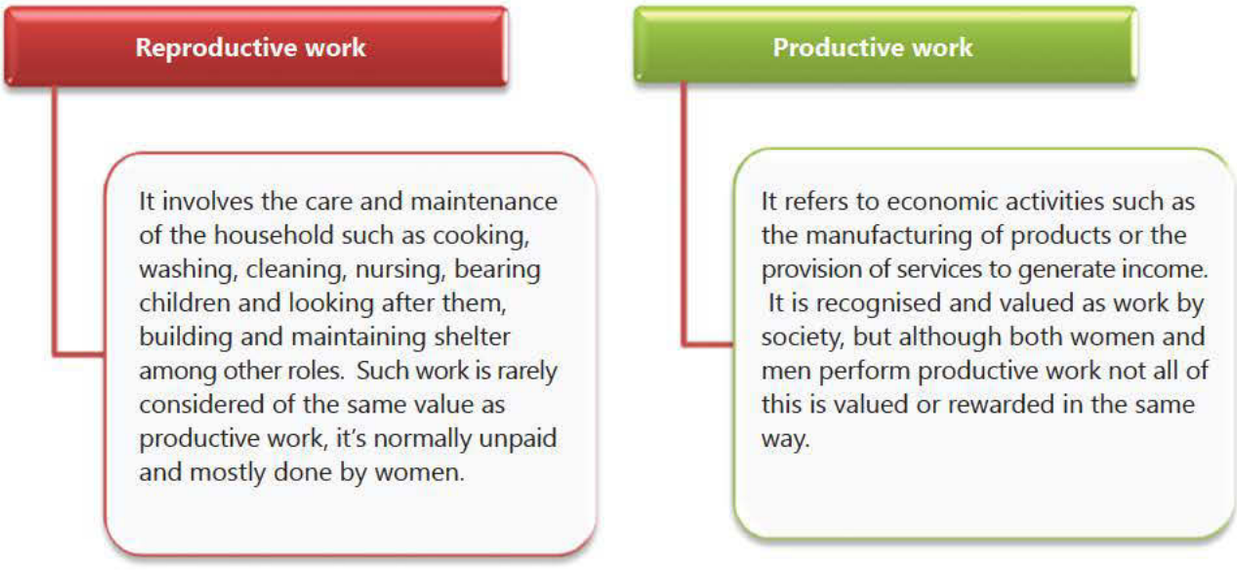



Table 4: Checklist on gender-based division of labour and the project planning phase

| Sector | Project design and planning |
|---|---|
| General | • What are the positive and negative aspects of the gender-based division of labour that the project must take into account?<br>• What are the roles, responsibilities and positions of women, men and vulnerable groups that should be taken into account? |
| Water & Sanitation | • Currently, what do people like and don't like about their water and/or sanitation system? Is there sufficient consideration of decency, and respect for vulnerable groups?<br>• How clean are the surroundings of the installations and whose task (men, women, boys or girls) is it to take care of cleanliness? |

| Sector | Project design and planning |
|---|---|
| Water & Sanitation | • Are there health threats to the family or security threats to women because of the present water and sanitary conditions?<br>• What is the influence of men, women and vulnerable groups on the operations, maintenance and management of the current (unimproved) water and / or sanitation systems?<br>• Planning: What are the expected roles of people with reference to:<br>- collecting and / or transporting, storing and using water;<br>- family hygiene and health; and<br>- sanitary arrangements? |
| Water Supply | • Is it anticipated that water will be available at a closer distance, on the plot or in the house?<br>- Was the water freely available before the project?<br>- If not, how much did it cost? Who pays for it? Who collects the money? Will there be higher household cost for water with the newly designed system?<br>- How willing are the men and women to pay the price for the planned improvement? Or how affordable are the planned installations for men and women given that women often do not earn anything with their reproductive work? |
| Sanitation | • Is it planned that the new sanitary installations will be closer to the house of the user as a result of the project?<br>- Are men and women willing to do their share of work to make this happen (digging the pit, paying for the sanitary installations, etc.)?<br>- Do men and women have different preferences? (for instance preference for a bicycle or TV, instead of better sanitation?)<br>- What will be the benefits for men, women and the family as a whole in terms of health, security for women and time savings?<br>• Is training anticipated, e.g. on health education or hygiene respectively; so as to maximize the benefits of clean water? |

Table 5: Checklist on gender-based division of labour and the project implementation phase

| Sector | Project implementation |
|---|---|
| General | • How is the gender-based division of labour influencing the implementation of the project (positively or negatively)?<br>• How are positive influences used to the advantage of project implementation, and negative influences on project implementation counteracted?<br>• How are the roles, responsibilities and positions of women, men and vulnerable groups affecting project implementation (positively or negatively)? |
| Water & Sanitation | • What is changing as a result of project implementation about what people like and don't like about their water and / or sanitation system?<br>- Are these changes positive or negative?<br>• Are training needs addressed during implementation, e.g. with reference to health education (in order to maximize the benefits of clean water), or on legal matters (such as water use rights or land rights related to water)?<br>- Who is trained – men, women or vulnerable groups?<br>• Does the water and sanitation system require labour from the community to lower the project implementation costs?<br>- If so, whose labour is available and is it paid? |

| Sector | Project implementation |
|---|---|
| Water & Sanitation | - What are the gender implications and the implications for vulnerable groups with respect to labour?<br>• How does project implementation affect the influence of men and women (including vulnerable groups) on the operations, maintenance and management of water and / or sanitation systems?<br>• What is the role of each, and are the roles equal? What is the effect of project implementation on water and sanitation in terms of (a) personal security, (b) health threats (c) difficulties associated with sanitary privacy?<br>• What is the effect of project implementation on those responsible for cleaning or the availability of water for cleaning? |
| Water | • What is the effect of project implementation on the community's roles with regards to (a) water collection and transport, (b) storage and (c) use? (see Annexure 3, Template 1)<br>- Is it positive or negative?<br>• What is the effect of project implementation on the roles of people in family health and hygiene related to water and / or sanitation? (see Annexure 3, Templates 2 & 3)<br>- Is it positive or negative?<br>• Does project implementation change:<br>- the cost of water;<br>- who pays for it; or<br>- who collects the money?<br>• How is the project affecting (a) the distance at which water is available for households (see Annexure 3, Template 15), (b) the cost of water to households (see Annexure 3, Template 16) and (c) the distance between the sanitation facility and the house of the user (see Annexure 3, Template 17)? |
| Sanitation | • What is the effect of project implementation on the roles and tasks of people with reference to sanitary arrangements? (see Annexure 3, Template 3) |

# 4.2 Access to and control of resources

People's relationships with resources are very important. They not only determine the position and status of people in society (and therefore their power), but also their ability to influence decision-making – a key aspect from a gender and social inclusion viewpoint. Two key questions to ask in this regard include: What is the relationship of the people involved in the project with the project resources? And how does this determine their participation and position in the project? The project resources, as assets of the project, are a vital mechanism that will influence gender equality and the social inclusion of vulnerable groups. Project resources, consciously managed in an equitable manner, contribute a lot to empowerment and the creation of equality in a community.

### *Gender differences in use of resources*

A hygiene example from Somalia: To practice better hygiene, women need more water, time, funds and permission to use these resources than men. In the wet season, women will bathe babies daily, prepare at least two meals per day and wash utensils and clothes regularly. Under pressure of water collection and social customs, they will reduce water consumption in the dry season to 10 litres per person per day and less. Towards the end of the dry season, mothers often reduce all washing and bathing and cook only one meal per day.

Table 6: Checklist on access to and control of resources in the planning phase

| Sector | Project design and planning |
|---|---|
| General | • Who (men, women and vulnerable groups) has access to and control over which resources?<br>• How could the different degrees of access to and control over resources influence the power relations among people involved in the project, and what could be the effect of it on the project?<br>• How can it be ensured that women, men and vulnerable groups can equally influence decision-making related to project resources?<br>• How can it be ensured that everyone has adequate access to project information?<br>• How can the information requirements of women and vulnerable groups be dealt with so as to empower and allow them to participate in project implementation? |
| Water & Sanitation | Equipment<br>• Is the existing technology used for sanitation and water supply adequate, affordable and gender-responsive?<br>• How will it be ensured that women and vulnerable groups are involved in the decisions over the type of equipment to be used for sanitation and water supply?<br>Tools<br>• Currently, who has access to the sets of tools, protective clothes etc, for working as plumbers, chainsaw operators, etc.?<br>Training<br>• What kind of training is necessary to operate the existing water supply and / or sanitation installations?<br>• What will change as a result of the project in terms of new ways to operate the installations?<br>• What kind of skills need to be considered in order to achieve the desired impact of the water and / or sanitation project?<br>Cash contributions limiting access to services<br>• Will people be asked to provide cash for buying parts of the water and / or sanitary installations?<br>• Are there public sanitary facilities foreseen that are supposed to sell the services for cash? |
| Water | Land<br>• What is the impact of land rights on access to water? And how will this affect women, men and vulnerable groups?<br>• Do women have direct access to water? If not, what can be done to ensure direct access?<br>• Who owns the land where (a) the water resources originate, (b) where the water points are installed, and (c) where other water-related buildings (e.g. dams, pump stations, administration buildings, etc.) are located?<br>• What changes are expected on the land as a result of the project?<br>• Is training anticipated on legal matters (such as water use rights or land rights related to water)?<br>Buildings<br>• What kind of buildings exist and to whom do they belong (e.g. water kiosk, community cash office, decentralised water treatment plant, storage tanks, etc.)?<br>• What will change with respect to the buildings as a result of the project? Were the community leaders consulted before project commencement? Is the change influencing access and is the change communicated sufficiently? |

| Sector | Project design and planning |
|---|---|
| Water | Equipment<br>• How is equipment (such as water pumps and motors) operated and maintained and who (men or women) is responsible for that?<br>• What kind of planning is done for the renewal or change of equipment, and does that planning impact on men and women differently?<br>• Is training foreseen for the operation and maintenance of equipment, and who is going to select the trainees? |
| Sanitation | Buildings<br>• If public sanitary installations are planned, are toilets for women separated sufficiently enough from the toilets for men?<br>• Are women consulted on the situation and design of the toilets?<br>• Is the relation between design and hygienic use taken into account? |

Table 7: Checklist on access to and control of resources during the project implementation phase

| Sector | Project Implementation |
|---|---|
| General | • How is project implementation changing the access to and control over resources of women, men and vulnerable groups? (see Annexure 3, Templates 18 & 19)<br>• What is the effect on project implementation of the possible different degrees of access to and control over resources as described above?<br>• What is the situation during project implementation in relation to the ability of women, men and vulnerable groups to equally influence decision-making related to project resources?<br>• Do all people (women, men and vulnerable groups) have equal control over the manufacturing of products (e.g. sanitary ware), or services that may be part of project implementation, and the distribution of benefits that result from project implementation?<br>• Is there sufficient access to information on project implementation by women, men and vulnerable groups?' Is anyone excluded? |
| Water & Sanitation | Land<br>• How does the relationship between land rights and access to water & sanitation impact on project implementation? What does it mean for women, men and vulnerable groups?<br>• Does project implementation affect land issues, and how is it solved to accommodate water and sanitation?<br>• Does land ownership impact on project implementation with reference to (a) where the water resources stem from, (b) where the water and/or sanitation points are installed, and (c) where other water and / or sanitation-related buildings (e.g. dams, pump stations, administration buildings, etc.) are located?<br>Buildings<br>• How does implementation impact on the kind of buildings that exist and the ownership of buildings (e.g. water kiosk, community cash office, decentralised water treatment plant, storage tanks, etc.)?<br>Equipment<br>• How does implementation impact on who it is that operates equipment (such as pumps and motors) and responsibility for the operation of such equipment?<br>• Is the technology used as part of implementation for the water and / or sanitation system adequate, affordable and gender-responsive? |

| Sector | Project Implementation |
|---|---|
| Water & Sanitation | • Are women and vulnerable groups involved in the decisions about the type of equipment to be used for sanitation and water supply?<br>Tools<br>• How does implementation impact on who it is that has access to the sets of tools, protective clothes etc, for working as chainsaw operators for instance?<br>Training<br>• What training is required to operate new water supply and/or sanitation installations?<br>• How is project implementation changing the above-mentioned? Are the new skills that are required to achieve the desired impact being provided?<br>Cash<br>• How does project implementation change who it is that collects and manages cash from water sales?<br>• Do beneficiaries provide cash for buying material for the water and / or sanitation system as part of project implementation?<br>• What are the implications thereof for women, men and vulnerable groups?<br>• Are public facilities selling services for cash as part of project implementation? |
| Water | • What is the current situation during project implementation in relation to the use of chlorine to make water drinkable? |
| Sanitation | • Does the sanitation system take the provision of distance between women and men as users into account?<br>• Is health training (such as hand washing) to prevent communicable diseases part of project implementation? |

## 4.3 Practical needs and strategic interests

Practical needs are immediate perceived necessities, often related to inadequacies in living conditions. They are related to women and men's 'conditions', i.e. the material circumstances in which they live. Practical needs are usually met without challenging the existing subordinate position of women in society. Strategic interests on the other hand refer to the long-term causes underlying power positions of women in society. These are linked to the status and 'position', i.e. the relative social and economic standing of women compared to men. To address strategic interests, one – of necessity – requires to improve people's relative positions in society. If women's strategic interests are met, it will enable them to transform existing imbalances of power. Addressing strategic interests contributes to greater equality because it challenges and seeks to address the subordinate position of women in society. Included in this transformative approach are activities that empower women to have more opportunities, greater access to resources, and equal participation in decision-making.

Practical needs include water provision, health-care provision, opportunities for earning an income to provide for the household, provision of housing and basic services, and distribution of food, among others.

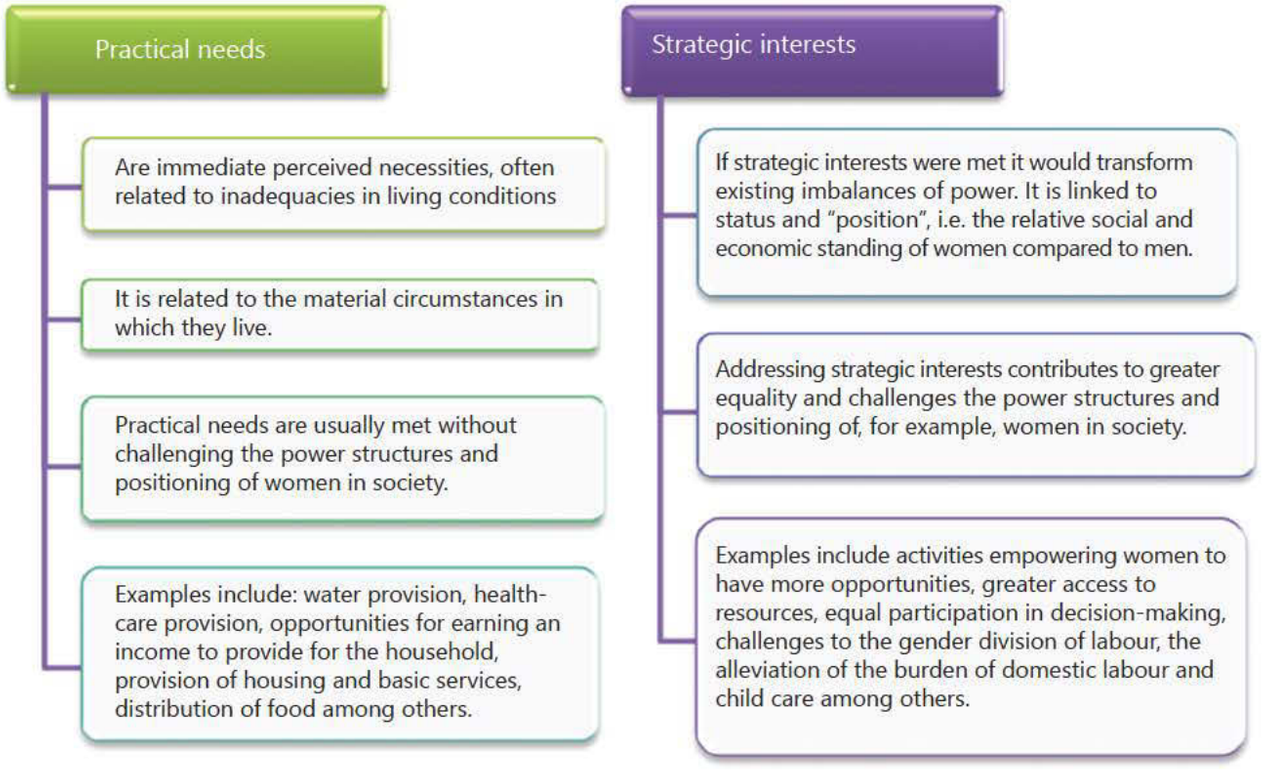
Strategic interests include challenges to the gender division of labour, the alleviation of the burden of domestic labour and child care, the removal of institutionalised forms of discrimination such as laws and legal systems biased in favour of men, the provision of reproductive health services, offering women choice over child-bearing, and measures against male violence.

## *When practical needs affect refusal or acceptance of a technology*

**An example from Nicaragua:** Women did not like to use new latrines because the design of the superstructure allowed their feet to be seen. In other countries, latrines remained unused because the enclosure was too dark, the design or materials used encouraged bats or snakes to nest inside, and children defecated outside because they were afraid of falling down the large opening or because it was too dark inside. Women should be consulted about the suitability of technology and design features for their young children, particularly from the perspective of safety and avoidance of falling. It will be largely up to them whether children are encouraged to use the latrines or not.

**An example from Tibet:** There is what is known as a 'back happy' tap stand, which is an adaptation of the traditional tap stand, with a waist high shelf and an extra, higher tap added. Water can drain off the sloped shelf to the splash apron at ground level. This allows women to fill and carry 15 – 20 litre metal jars of water, without bending from the waist. Women report that this design has improved their quality of life as the task of water carrying is now far less difficult.

Figure 10: Varieties of practical needs and strategic interest




Practical needs and strategic interests can be questioned throughout the project cycle. It is best that these questions are asked in the beginning of the project conceptualisation. However, if this is missed at the conceptualisation stage there is no reason to think that it is too late for addressing practical needs and strategic interests. It is better late than never. Sometimes it might be helpful to wait until a good opportunity arises to use the questions that are presented in Table 8.

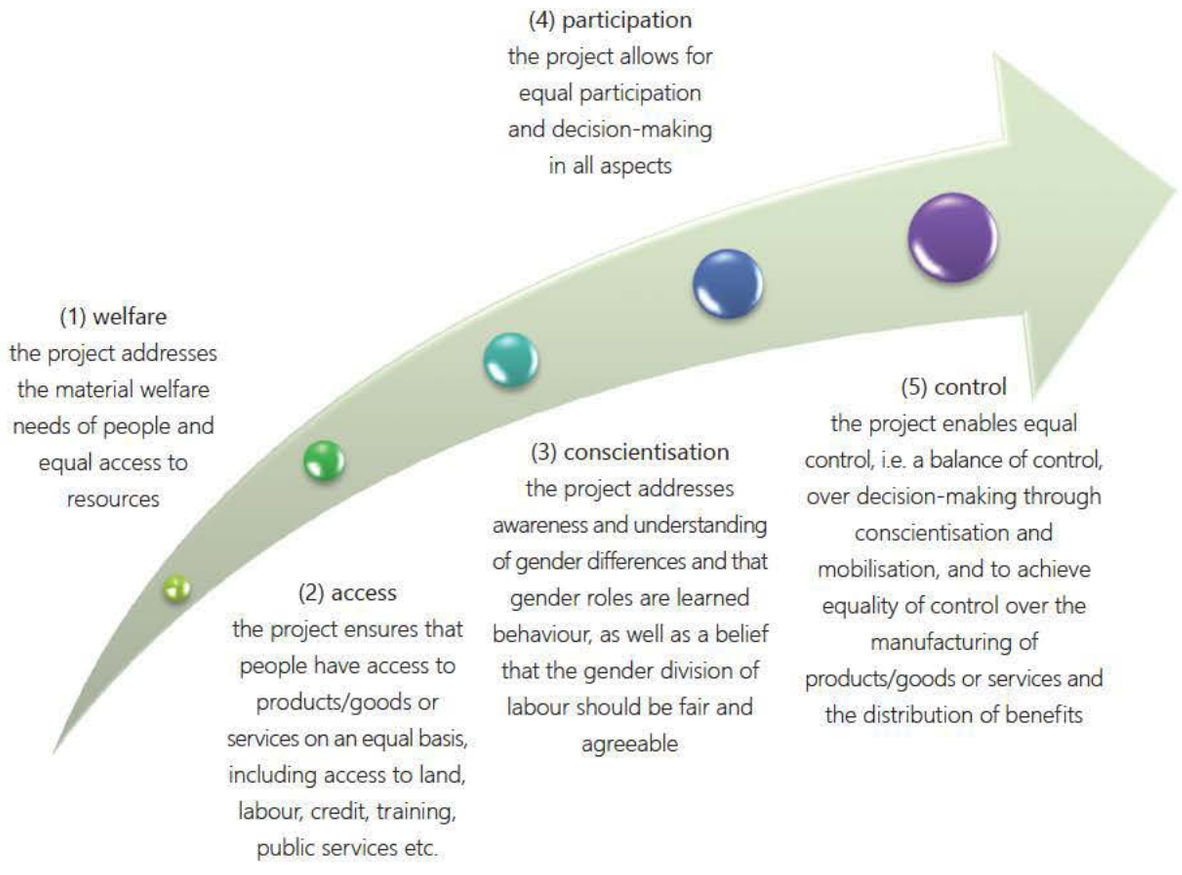
Table 8: Checklist on practical needs and strategic interest

| Sector | Practical Needs |
|---|---|
| General | • What are the practical needs of women, men and vulnerable groups that the project addresses? (see Annexure 3, Template 4) |
| Water & Sanitation | Summary of what is addressed under access, labour, etc.:<br>• How will it be ensured that the delivery of water supply and / or sanitation is acceptable to women, men and vulnerable groups in terms of quality, design elements, adequate access, appropriate technology and cultural acceptability?<br>• Will women, men and vulnerable groups be consulted on the detailed design of the water supply and / or sanitation (e.g. with reference to type of enclosure, building materials, doors, locks, size and type of structure, lighting, siting, orientation, etc.)?<br>- Detailed designs of the installations close to the customers can still be adapted to the needs of the people even at a late stage of the project, for instance, even when the work at the water reticulation network is already quite advanced. It is often even after the end of the real project that the customers apply for house connections or that the necessity to install a water kiosk becomes apparent. Similarly, the water distribution system is normally planned to cater for an increase of water demand projected to the next 10 years. |
| | **Strategic Interests** |
| General | • Will the project address strategic interests such as:<br>- Possible imbalances of power between women, men and vulnerable groups?<br>- The possible subordinate position of women or vulnerable groups relative to men?<br>- Could any of the aforementioned issues negatively influence the project? (How can this be prevented?)<br>• What does empowerment and equality mean in practice, and to what extent does a project support empowerment and equality? These relate to consciousness about gender differences and the impact thereof; awareness about gender roles; equitable participation between men and women; and equitable control over decision-making processes and the distribution of benefits associated with the project. |

## To what extent does the project contribute to empowerment?

Does the project only deal with empowerment on the lowest level (i.e. on the level of the material welfare needs of people), or does it try to ensure that people have access to the factors of production on an equal basis? Can the project try to address awareness and understanding of gender differences and acknowledgment that gender roles are learned behaviour, as well as a belief that the gender division of labour should be fair and based on agreement? Or, overall, is it possible to rate the project on a higher level where it allows for equal participation and decision-making in all aspects, or even enables a balance of control over decision-making, and to achieve equality of control over the factors of production and the distribution of benefits? The more a project aims for empowerment, the greater the inclusion of gender aspects and social will be in the project design and planning.

Figure 11: Degree of empowerment




### *Strategic interest: empowerment*

**An irrigation example from India**: The Self-Employed Women's Association made up of 215,000 poor self-employed women, launched a 10 year water campaign in nine districts. Watershed Committees were established (with at least seven of the 11 members being women, plus a female chairperson). The results included the construction of 15 farm ponds for irrigation purposes, the recharging of 120 tube wells repair of 20 village ponds. As a result of access to the more productive land, women have been able to benefit from growing cash crops, tree planting and other forms of employment.

## 4.4 Capacities and vulnerabilities

The degree to which women and men can actively participate as stakeholders in a project is influenced by two important factors: their capacities and their vulnerabilities. Analysing capacities and vulnerabilities highlights what a project needs to take into account in order to be gender-sensitive.

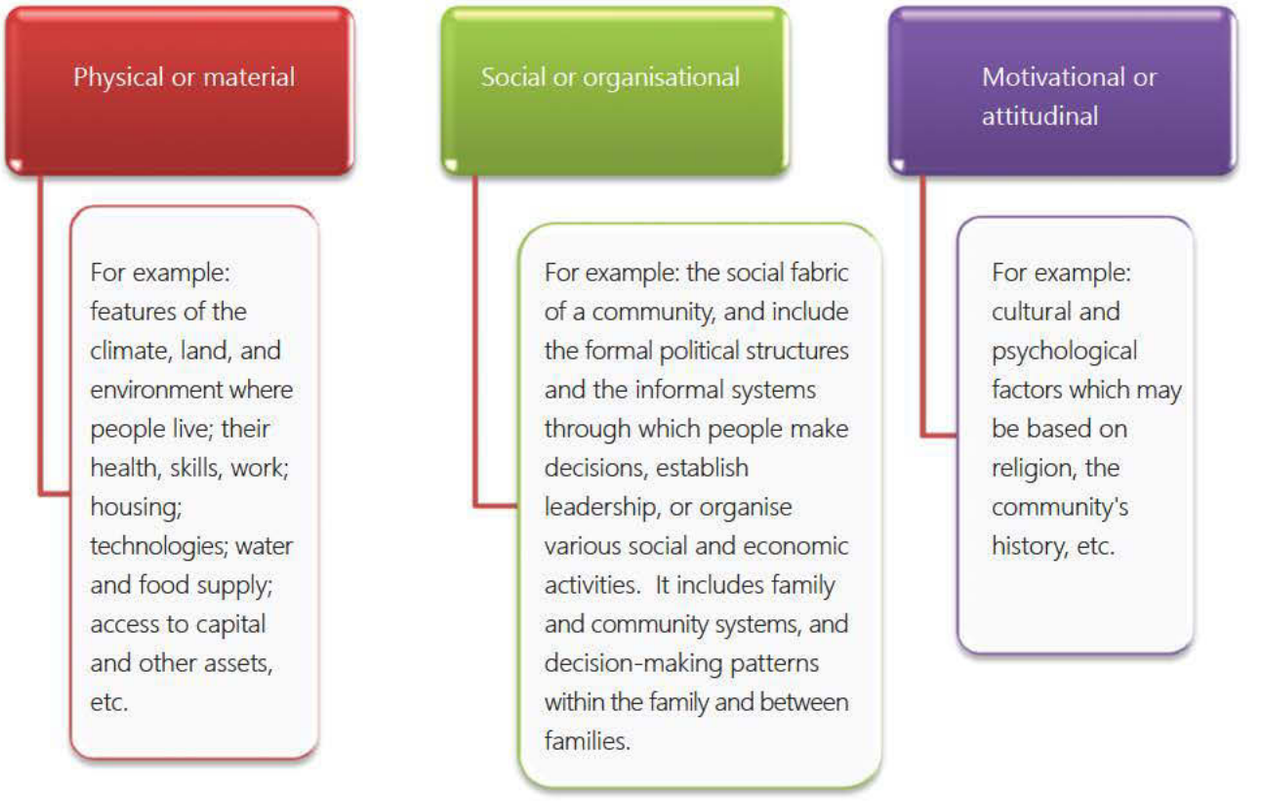
Capacities are existing strengths that women and men bring to a project. They are related to people's material and physical resources, their social resources, and their beliefs and attitudes.

### *Strategic Interest: empowerment*

**An example of growing vegetables in Chile:** A project to support women's involvement in productive activities was started. From May to August, it is not possible to grow vegetables in the area, so they are brought from the centre of Chile at a great cost. The project held a workshop for a group of women to discuss the idea of growing vegetables in low-cost greenhouses made out of plastic sheeting. Now, a number of groups run such greenhouses. The women contribute the wood and labour for the construction and then take turns looking after the vegetables. Here, the project is working at the level of 'access', since it is increasing women's access to, for example, communal land, greenhouses and vegetables.

Vulnerabilities are factors that weaken the ability of women and men to cope with challenges, and make people more susceptible to disasters. Capacities and vulnerabilities can be viewed from different perspectives, as illustrated in Figure 12.

Figure 12: Different perspectives of capacities and vulnerabilities




Taking the perspective from Figure 12 into account, the general questions to be asked are the same in all project phases (see questions in Table 9).

Table 9: Tool to question capacities and vulnerabilities

| Sector | Capacities and Vulnerabilities |
|---|---|
| All | • Which capacities could strengthen the participation of women, men and vulnerable groups in the project?<br>- How can the project benefit from these?<br>• Which vulnerabilities could weaken the participation of women, men and vulnerable groups in the project?<br>- How can these be addressed?<br>• Which capacities are strengthening, and which vulnerabilities are weakening the participation of women, men and vulnerable groups in the implementation of the project?<br>• How does the project benefit from the capacities of stakeholders?<br>• How can the vulnerabilities of stakeholders be prevented from negatively affecting the project? |

# 4.5 Influencing factors

There are various influencing factors that affect women and men, and that determine opportunities and constraints to increasing involvement of women and men in a project.

Influencing factors can include among others:

- community norms and social hierarchies reflected in cultural practices and religious beliefs;
- demographic conditions, age structure;
- institutional structures, including the nature of government bureaucracies, and arrangements for the generation and dissemination of knowledge, skills, and technology;
- general economic conditions, such as poverty levels, inflation rates, income distribution, international terms of trade, and infrastructure;
- internal and external political events;
- legal parameters;
- training and education; and
- the attitude of the community to external visitors / planners / consultants.

Table 10: Tool for questioning influencing factors

| Sector | Influencing Factors |
|---|---|
| General | • What are the positive and negative factors that could influence the involvement of women, men and vulnerable groups in the project?<br>- How can the positive factors be used to contribute to the success of the project?<br>- How can the negative factors be addressed?<br>• Are there any legal, economic, social or cultural barriers to the participation of women, men and vulnerable groups in the project that must be taken into account?<br>- How can negative influences be counteracted?<br>- How can positive influences be used for the benefit of the project? |
| Water & Sanitation | • Are there any social, cultural or practical considerations that affect the water and / or sanitation preferences and practices of women, men and vulnerable groups that must be taken into account?<br>• Are there any social, cultural or practical considerations that affect the sharing of water and / or sanitation facilities among women, men and vulnerable groups that must be taken into account? |

For more details on participation, please refer to Chapter 3, which focuses on tools to enhance gender-aware participation.

### *Influencing factors for participation*

Constraints to participation must be taken into account, including:

- time available for participation;
- location of meetings;
- preference concerning the type of participation (taking into account time, money, materials.); and
- the need for separate meetings of men and women, or female staff to meet with women, etc.

## 4.6 Impact

Looking at differential impact allows a comparison between the current situation and expected impact of the project on people. This includes analyses of the different impacts on the project on women, men and vulnerable groups, as well as the consequent changes as a result of the project.

In order to appreciate the gendered impacts of a project, there is need to understand how the project affects the resources, labour and time of women, men and vulnerable groups. To get people involved in a project (especially women and vulnerable groups), it's critical to assess what could be the possible impact of the project on their resources, labour and time. Ideally, a project should not have any negative impacts on gender and social inclusion in terms of resources, labour and time. However, if it does, it is critical to explore how this needs to be addressed. Furthermore, consider what the project can do to proactively eliminate possible inequalities and contribute to gender equality.

Table 11: Tool for questioning the impact of a project

| Sector | Impact of project |
|---|---|
| General | • What activities that women, men and vulnerable groups are involved in before the project will be affected after implementation of the project? (see Annexure 3, Template 6)<br>- Is the impact felt by women, men, girls and boys as positive or negative?<br>• If the project changes the performance of activities as compared to those without the project, is this considered desirable by most of the stakeholders, and what positive or negative impact could it have on men and women?<br>• What could be the possible impact (see Annexure 3, Templates 7 – 9) of the project on:<br>- the access to resources ;[18]<br>- the labour[19](including with reference to participation in construction); and<br>- the time of women, men and vulnerable groups?; and<br>- what can be done to counteract any possible negative impact of the project?<br>• How does the project contribute to:<br>- the elimination of possible inequalities[20] between women, men and vulnerable groups, and gender equality[21]?<br>• How is project implementation affecting the participation of women, men and vulnerable groups in construction?<br>- Is construction work done voluntarily or for pay?<br>- Does voluntary labour add to the existing workloads of women and men?<br>- Does the project ensure that men and women who provide free or inexpensive labour receive direct benefits from the project?<br>• Whether labour is voluntary or paid, is it scheduled at convenient times?<br>• Is the implementation of the project changing the activities of women, men and vulnerable groups? (see Annexure 3, Template 6)<br>- Are the changes positive or negative?<br>- Is there adequate training for those providing the labour?<br>- How are possible negative impacts of project implementation, as identified above, counteracted? |
| Water & Sanitation | • Is employment created as a result of the project? (see Annexure 3, Template 20)<br>• What is the impact of the involvement of women, men and vulnerable groups in water supply and / or sanitation on their (a) income generation, (b) increased cost of water (c) community work or (d) self-development? (see Annexure 3, Templates 10 – 12).<br>• What could be the impact of the project on who maintains water resources, water supply installations and / or the sanitation system?<br>• Does the project create employment in water supply or sanitation? (see Annexure 3, Template 20)<br>- If so, how many employment opportunities and for whom? |

[18] *Resources* refer to the changes in access to resources (e.g. income, land, credit) as a result of the project, as well as the extent of control over changes in resources (more or less).

[19] *Labour* refers to changes in tasks (e.g. fetching water from the river), the level of skill required (e.g. skilled or unskilled, formal education, training), and labour capacity (i.e. how many people carry out a task, and how much can they do, is it necessary to hire labour, or can members of the household do the work?).

[20] *Inequalities* refer, broadly, to socio-economic and political imbalances among people, and the negative consequences of unequal power relations between people and situations of disempowerment and subordination. This is closely related to questions of participation and the ability to influence decision-making.

[21] *Gender equality* refers to norms, values, attitudes and perceptions required to achieve equal status between women and men. However, it does not aim to eliminate the biological differences between women and men. Equality refers to the equal treatment of men and of women, for example, equal pay for equal work, equal representation of men and women etc,. Equality requires equal enjoyment by women and men of opportunities and rewards.

# 4.7 Training and capacity-building

This aspect deals with the extent to which training or capacity-building during a project is designed and implemented in a gender-aware manner. It includes the actual training material that is used, as well as mechanisms for systematically tracking the number of women, men and vulnerable groups receiving training. For training and capacity-building questions, please also refer to sections 4.6, Tips to ensure gender-sensitive training and capacity-building and 4.7, Aspects of introductory gender training, in this Handbook.

Table 12: Tool for questioning training and capacity-building

| **Sector** | **Training and Capacity-building** |
|---|---|
| General | • Is the design of the training and awareness-building material related to the project gender-sensitive and sensitive to the needs of vulnerable groups?<br>• Are gender equality and the inclusion of vulnerable groups part of the criteria for selecting the training as part of possible interventions?<br>• How many people are trained per category of training? (see Annexure 3, Template 21)<br>• Is delivery of the training or capacity-building interventions gender-sensitive and sensitive to the needs of vulnerable groups? |
| Water & Sanitation | • With specific reference to maintenance related to water supply and / or sanitation:<br>- Is the community prepared for the technical and administrative tasks involved in maintenance?<br>- Do women, men and vulnerable groups get training or capacity-building to be able to deal with maintenance?<br>- Do women, men and vulnerable groups have access to external support when they need it?<br>• How does project implementation change the operation of water supply and / or sanitation installations, including possible training?<br>• Who (women, men or vulnerable groups) is trained in the construction, operation and long-term maintenance of the water supply and / or sanitation system? (see Annexure 3, Templates 22 & 23)<br>• Does the provision of sanitation systems involve health training (e.g. hand washing) to prevent communicable diseases? |

# 4.8 Consultation and decision-making

Paying attention to establishment and membership of the decision-making structures of a project is essential to ensure the inclusion of women and vulnerable groups. Key questions to ask include: What roles do men, women and vulnerable groups play in such structures, and how does decision-making take place? The level of control afforded to women and vulnerable groups in comparison to men indicates the levels of gender-awareness and gender-sensitivity of a project.

Table 13: Tool for questioning consultation and decision-making

| Sector | Consultation and decision-making |
|---|---|
| General | • Who is represented in the decision-making structures of the project (e.g. the project team / project committee (see Annexure 3, Template 24)<br>- What roles do men, women and vulnerable people play?<br>- Is training to fulfil their roles (as treasurers, for example) provided?<br>• Who is in managerial roles (men, women and vulnerable people)?<br>• Are managerial and technical training opportunities available to women, men and vulnerable groups in the various decision-making structures?<br>• What is the actual influence of women, men and vulnerable groups in project implementation? An indicative response scale could include pointers captured in Figure 13.<br>• Is there equal control among women, men and vulnerable groups in all forms of decision-making as part of project implementation?<br>- Who controls decision-making processes?<br>• Is a separate women's committee to enable women's participation in decision-making necessary during project implementation? |
| Water & Sanitation | • What influence do women, men and vulnerable groups have on the<br>- (a) operations of water supply and sanitation;<br>- (b) maintenance of installations; and<br>- (c) management of water and / or sanitation services?<br>• Are women, men and vulnerable groups actively involved in the detailed design of the water supply and / or sanitation system, for example the type of location, enclosure, building materials, doors, locks, size and type of structure, lighting, siting, orientation, etc.?<br>• Are women, men and vulnerable groups involved in ongoing decisions of the project over the type of equipment to be used for the water supply and / or sanitation system? |

# 4.9 Monitoring and evaluation

Monitoring is an all-encompassing activity that starts at the beginning of the project and lasts until sometime after the project, and when a final evaluation is done. Monitoring can refer to tracking the inputs, activities, outputs and outcomes of a project. The recommendation and general tendency in projects is to place a stronger focus on monitoring technical results. However, due to the focus of this Handbook, emphasis is placed on gender related monitoring while water and sanitation related monitoring is excluded.

Table 14: Tool for questioning gender monitoring

| Sector | Monitoring of Gender Aspects |
|---|---|
| General | • Does the project have explicit gender equality objectives that need to be monitored?<br>• Is the implementation of the project successful in relation to the participation of women and vulnerable groups?<br>- How many women, men and vulnerable groups are actively participating in the implementation of the different aspects of the project? (see Annexure 3, Template 25)<br>• Are gender aspects and the considerations of vulnerable groups reflected in ongoing project reporting and on the agendas of ongoing project meetings?<br>• Does the project have gender-sensitive indicators for monitoring implementation?<br>• Is gender disaggregated data used in all project information and communication?<br>• How do external consultants / service providers engage during project implementation in terms of gender awareness and sensitivity to vulnerable groups?<br>• Does the community know how to participate in the project? |
| Water & Sanitation | • Is it possible to monitor the project's impacts, with respect to improvement of water supply and sanitation services, separately on men and women? |

If a project manages to be gender-aware and aware of the concerns of vulnerable groups during its earlier phases, then the final phase is to ensure awareness during evaluation. This checklist provides key questions that should enable the evaluation of mainstreaming of gender concerns, and the concerns of vulnerable groups, throughout a project.

The checklist on evaluation deals with key questions across the following aspects:

| | |
|---|---|
| Context: | The project context information i.e. the background conditions that could have influenced the unfolding of the project. |
| Inputs: | The resources used for the project, such as financial, human and material resources. This describes what goes into a project. |
| Activities: | The tasks or activities that are performed in order to transform the project inputs into outputs. |
| Outputs: | The short-term results of the project activities. |
| Outcomes: | The actual changes as a result of the project, i.e. the visible development changes. |
| Impact: | The overall long-term effect of the project. |

The following evaluation questions are a repetition of many questions that were asked for the earlier phases of the project cycle, but they are differently sorted. Think about women, men and vulnerable groups, and ask persons who were involved in implementation of the project the following questions:

## (a) Project context

- Did the project have gender-sensitive indicators for monitoring?
- Did the project inform the community how to participate?
- Was access to project information by the community sufficient?
  - Was anyone excluded?
- Was the project negatively influenced by (a) the possible imbalances of power between people, (b) the possible subordinate position of women or vulnerable groups or (c) empowerment concerns?
  - How were the negative impacts counteracted?
- Did the community have capacities that strengthened, or vulnerabilities that weakened, their participation in the project?
  - How did the project either benefit from these capacities, or conteract the vulnerabilities?
- Were there positive or negative factors that influenced involvement of the community in the project?
  - How did the positive factors contribute to the success of the project, or how were the negative factors counteracted?
- Were there legal, economic, social or cultural barriers to the community's participation? (see Annexure 3, Template 5)
  - If so, how were these counteracted?
- How did the relationship between land rights and access to water affect the project?
- How did the extent to which women have direct access to water affect the project?
- How did land ownership affect the project with reference to (a) where the water resources originate, (b) where the water and / or sanitation points were installed, and (c) where other water related buildings (e.g. dams, pump stations, administration buildings, etc.) were located?
  - Did the project change any of the aforementioned?
- Were there social, cultural or practical considerations that affected the water and / or sanitation preferences and practices or the sharing of water and / or sanitation facilities of people?
- If so, how was this dealt with?

## (b) Project inputs

- Was gender awareness and sensitivity to vulnerable groups part of the selection criteria of external consultants / service providers that the project used?
- Were there guidelines dealing with gender and vulnerable groups for external consultants / service providers? Was there an outline of what the project expected of them in this regard?
- How were women's organisations or organisations representing vulnerable groups involved in the project?
- How did the possible different degrees of access to and control of resources of the community affect the project and influence the power relations among people involved in the project?
- How did the gender-based division of labour influence the project?
  - If the influence was positive, could it be used to the advantage of the project?
  - If the influence was negative, could it be counteracted?
- What kind of skills did the water supply and / or sanitation require?
  - Whose skills did the project use?
- Did beneficiaries provide cash for buying material for the water supply and / or sanitation?
- Was the technology used for the water supply and / or sanitation adequate, affordable and gender-responsive?
- Did the water supply and/or sanitation require labour from the community to lower the project costs?
  - If so, whose labour was available, and were the people compensated for it?

## (c) Project activities

Project activities refer to the tasks or activities that are performed to transform the project inputs into outputs.

- Did the project adequately reflect gender aspects and the considerations of vulnerable groups in ongoing project reporting and the agendas of ongoing project meetings?
- Did the project successfully address people's practical needs? (see Annexure 3, Template 4)
- Did the project address (a) possible imbalances of power, (b) the possible subordinate position of women or vulnerable groups, and (c) empowerment concerns?
- Was the design of all training and awareness-building material, and the design and delivery of training or capacity-building interventions, gender sensitive and sensitive to the needs of vulnerable groups?
- How many people were trained per category of training? (see Annexure 3, Template 21)
- Were managerial and technical training opportunities available to both women and men in the various decision-making structures of the project?
- Was the water supply and / or sanitation system acceptable to the community in terms of quality, design elements, adequate access, appropriate technology and cultural acceptability?
- Was the community consulted on the detailed design of the water supply and / or sanitation system?
- Were the specific needs of women, people with disabilities, elderly people, children etc, taken into account in terms of – for example – the technical working of pumps, and/or the type of equipment to be used for the sanitation?
- Was the system for potable water complemented with training on health education so as to maximize the benefits of clean water?
- Were users trained on legal matters such as water use rights or land rights related to water?
- Were women and vulnerable groups consulted as part of the supply and installation of infrastructure, for example, rainwater harvesting infrastructure (tanks and gutters)?
- Who was trained in the construction, operation and long-term maintenance of the water supply and/or sanitation system? (see Annexure 3, Templates 22 & 23)
- Did the provision of sanitation involve health training (e.g. hand washing) to prevent communicable diseases?

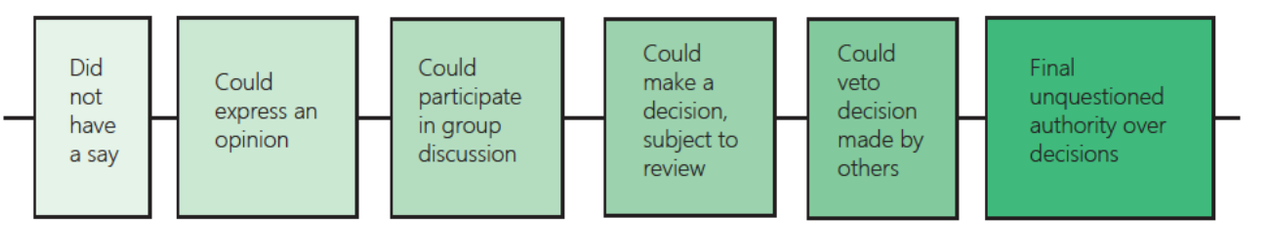
## (d) Project outputs

- Did people have equal control over the manufacturing of products/goods or services that were part of the project and the distribution of project benefits?
  - Who controlled what?
- Did the project create employment for the community? (see Annexure 3, Template 20)
  - If so, how much and for whom?
- Did the project change how chemicals are used in order to treat the water to make it potable?
- How did the project change who it is that collects cash from water sales?
- What changed as a result of the project about what people like and don't like about their water facilities and/or sanitation system?
- Is the sanitation for women far away enough from that for men?
- How did the project effect land issues, and how was it solved to accommodate the water and / or sanitation system?

## (e) Project outcomes

- Did the project deliver on its gender equality objectives?
- Was the project successful with regards to the participation of women and vulnerable groups? (see Annexure 3, Template 25)
  - How many women and vulnerable groups (compared to men) actively participated throughout the project?
- Were gender-disaggregated data (i.e. data that make a clear distinction between men and women) used in all project information and communication throughout the project cycle?
- Who was in the decision-making structure(s) responsible for water supply and/or sanitation? (see Annexure 3, Template 24)
  - What roles did they play?
  - If necessary, was training to fulfil their roles provided?
  - Who was in managerial roles?
- What was the overall influence of the different community groups in the project?

Figure 13: Degree of influence through participation




*Source: Involving Women in Sanitation Projects, UNDP 1990*

- Was there equal control among people regarding all forms of decision-making in the project?
  - Who controlled the decision-making processes related to the project?
- Was there need for a separate women's committee to enable women's participation in decision-making?
- What influence did the community have on (a) the operations, (b) maintenance and (c) management of the water and/or sanitation services?
- Did the project affect the distance at which water is available for households (see Annexure 3, Template 15), and the cost of water to households? (see Annexure 3, Template 16)

- What is the community's sanitation situation now?
  - Is there any danger for personal security?
  - Are there any health threats?
  - Are there any difficulties with regards to personal privacy?
- Did the project change who is responsible for cleaning the sanitation system, and did it affect the availability of water for cleaning?
- Did the project affect the distance between the water provision system and the sanitation and the houses of the users? (see Annexure 3, Templates 15 & 17)

## (f) Project impact

- Did the project contribute to:
  - raising awareness and understanding of gender concerns and vulnerable groups?
  - the elimination of possible inequalities between people? and
  - gender equality?
- Did people's access to, and control over resources change as a result of the project? (see Annexure 3, Templates 18 & 19).
- Did the project change the activities of the community, i.e. what people do? (see Annexure 3, Template 6).
  - Are the changes positive or negative?
- How did the project affect the:
  - resources;
  - labour;
  - time;
  - income generation;
  - community work; and
  - self-development of people? (see Annexure 3, Templates 7–12).
- How were potential negative impacts counteracted?
- Was maintenance of installed systems adequately addressed?
  - Is the community prepared for the technical and administrative tasks involved in maintenance?
  - Did they get training or capacity-building to be able to deal with maintenance?
  - Do they have access to external support when they need it?
- How did the project affect the kind of buildings that exist and the ownership of buildings (for example: water kiosk, community cash office, decentralised water treatment plant, storage tanks, etc.)?
- How did the project affect on who operates equipment (such as pumps and motors) and is responsible for the operation of such equipment?
- How did the project change the operation of the water supply installation and / or sanitation system?
- Did the project affect who it is that maintains water resources, the water supply installation and / or sanitary system?
- Did the project change the roles of people in relation to:
  - water collection and transport;
  - storage;
  - use;
  - family health related to water;
  - family hygiene; and
  - sanitary arrangements? (see Annexure 3, Templates 1 – 3).
- Are the changes positive or negative?
- How did the project affect those who maintained the water supply and/or sanitation system?

# CHAPTER 5:

## TOOLS TO ENHANCE GENDER-AWARE PARTICIPATION

*Chapter 5 provides tools that enhance gender-aware participation.*

These are:

5.1 Tips to ensure gender-sensitive stakeholder consultation.
5.2 Participatory methods to facilitate gender-aware data collection.
5.3 Tips to increase women's participation.
5.4 Tips to enable gender-aware water governance.

This chapter asks:

What information do the participation tools deliver?

What is the aim of using the tools that deal with participation? What information could be generated?

Participation tools aim to develop the manner in which broader gender-aware stakeholder participation and consultation is achieved. Key questions include: How – for example – do you specifically increase women's participation if they are underrepresented? Some gender-aware participatory methods are discussed. The chapter also addresses gender-inclusive decision-making, as it pertains to project structures associated with water governance.

# 5.1 Tips to ensure gender-sensitive stakeholder consultation[22]

### What is stakeholder analysis?

Stakeholder analysis is a tool for understanding the context within which a project is located. It is an examination of the perspectives of people who have potential interests in a project or who can influence a project. Stakeholder analysis identifies the various groups of stakeholders along with their degree of involvement. It highlights the different roles played by men and women in a community. It also indicates their motivation for participating in a project. Stakeholder analysis is useful for clarifying the interests, decision-making roles and potential collaboration or conflicts among different stakeholders or role-players in a project.

### Key questions to consider

The following questions can be used as a guide to brainstorm a list of potential stakeholders. Once this list is established, you can then discuss what interests (or stakes) the stakeholders have, as well as their relationship with other stakeholders in the project.

- Which organisations and groups work with the community? (Remember to also list groups working with women's interests and the interests of vulnerable groups.)
- Are they organised according to issues, e.g. water use, economic, social, environmental, etc.?
- What is the relative importance of the organisations in relation to the community and to the project at hand?
- Which groups assist the community to overcome key constraints (e.g. related to water, land, livestock, health, lack of income, etc.)?
- Are any of these groups specifically dealing with gender or women's concerns, or the specific issues of vulnerable groups?
- What services do they provide (e.g. information, training, projects, credit, etc.)?
- What does the aforementioned information mean in terms of the project?
- Are there groups exclusively for women or men?
- Are certain groups (such as women or vulnerable people) excluded from some of the organisations?
- If so, what are the implications of their non-participation, and the implications for the project?

### Gender-aware consultation

Pay special attention to the following tips that could make a big difference to the extent to which stakeholder consultation is gender-aware:

- consult with and provide information to women's groups;
- undertake community walk-throughs or draw community maps with women and men separately;
- consult with women separately when it's difficult for them to speak in public;
- consult with women and men of different socio-economic status and different ethnic or cultural backgrounds;
- meet with women working within relevant water agencies;
- consult with international and local non-governmental organisations and volunteers working in the water sector;
- consult with government agencies involved in women's affairs and gender equality; and
- consult with university and other research organisations working in the gender and water sectors.

[22] Adapted from AusAID, *Gender Guidelines: Water Supply and Sanitation*; Socio-Economic and Gender Analysis Programme (SEAGA), *Rural Households and Resources. A SEAGA Pocket Guide for Extension Workers, and World Bank, World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

### Understand women's specific positioning

It is vital to understand women's specific positioning with regards to their:

- educating role;
- tasks in collecting, storing and using water;
- traditional contribution to design, maintenance and management of facilities;
- informal management role at community level;
- access to provisions, relative to men;
- household use of water; and
- productive / profitable use of water and waste (e.g. vegetable gardening, fertilizer, fuel, building material).

Also keep in mind:

- the competitive demands on women's time and energy in general;
- the share of time and energy devoted to water-related aspects;
- the negative impact of this workload on women's other tasks (such as childcare, vegetable gardening, weeding, harvesting, etc.); and
- the negative impact of this workload on women's opportunities to engage in new activities (such as income generation, community work and self-development).

### Focus on roles

During consultation with the community, pay particular attention to men's and women's roles in terms of aspects such as:

- user-friendly designs (e.g. the type of wells, pumps, storage tanks);
- appropriate technology (e.g. hand pumps) to ensure technical feasibility and sustainability;
- locally available resources that should be kept in mind;
- choice of technology, service levels and design;
- arrangements for local construction and maintenance;
- establishment of community management bodies;
- local management and financing;
- planning and implementation of education programmes;
- protection of water resources and ecological conditions;
- optimisation of project benefits especially for women and vulnerable groups;
- establishment of community-managed monitoring systems; and
- the community's social and economic infrastructure.

# 5.2 Participatory methods to facilitate gender-aware data collection[23]

## *About participatory processes*

Participatory processes do not automatically recognise inequalities and differences between women and men. They are not by definition gender sensitive. Specific attention to gender differences and inequalities is required if participatory development is to involve women as well as men in a manner that brings about gender equality.

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23 Adapted from Ethiopian Water Resources Training Center and Japan International Cooperation Agency (JICA), *Gender Mainstreaming Field Manual for Water Supply & Sanitation Projects;* Canadian International Development Agency (CIDA), *Accelerating Change. Resources for Gender Mainstreaming;* Hamdy, A and Quagliariello, R, *Gender Mainstreaming in Water Management: A Challenge to Sustainable Development, 3rd Arab Water Regional Conference: Research Advancement in Managing Limited Water Resources;* International Development Research Centre (Sustainable Use of Biodiversity Program Initiative), *Guidelines for Integrating Gender Analysis into Biodiversity Research;* IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A guide to methods and techniques;* Socio-Economic and Gender Analysis Programme (SEAGA), *Rural households and resources. A SEAGA pocket guide for extension workers;* Swiss Agency for Development and Cooperation (SDC), *Towards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming;* United Nations Development Programme – World Bank, *Involving Women in Sanitation Projects & World Bank, World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

In planning such processes, it is worthwhile to keep the following in mind:

- possible gender power imbalances in a community;
- the nature of intra-household and intra-family relations;
- various possible constraints to women's and men's participation;
- the different abilities of men and women to participate; and
- men's and women's perceived benefits of participation.

## Enabling factors for the use of participatory tools

Using participatory methods could be challenging in many ways and adequate planning should go into designing such processes. There are several enabling factors for the use of participatory tools that must be understood and put in place. Keep the following in mind:

### Appropriate tools

One of the most important factors in the successful use of a tool is selecting the right one for the right job. This implies adequately assessing a situation to determine what gender equality issues are present before selecting a participatory tool to use.

### Tools that add value

Individuals need to believe that the tools they are using will actually improve performance. The tools selected must be perceived by all parties involved as relevant for what needs to be done.

### Skills

Facilitating gender-sensitive participatory processes requires experience, skills and the ability to deal with possible conflict.

### Sufficient training and ongoing support

Appropriate training programmes should be developed to ensure confidence and effectiveness in the use of participatory tools.

### Management support

Key decision-makers should be included in the development, adaptation and training for the use of participatory tools. Their support is crucial to the successful adoption and sustainability of tools.

### Time

Plan and allow adequate time for the project. Be alert to the fact that it could result in a longer process than usual.

### Flexibility and adaptability

The selection and order of methods to be used should be based on the context-specific circumstances of a project. Avoid the 'one-size-fits-all' approach. Responding adequately to specific contexts requires flexibility and innovative thinking.

### Consultative approach

Participatory tools may have to be adapted or new ones may have to be developed to suit the needs of a specific situation. Adaptation or development processes should be consultative to develop tools that are 'owned' by all parties involved.

### Follow-up

Follow-up sessions with participants should be planned to allow for response to the information received and to provide feedback about the project process.

## Potential obstacles

It is important to identify potential obstacles that could make it difficult for men or women to participate. Once identified, develop strategies to address the difficulties so that they do not entirely prevent women or men – especially vulnerable groups – from participating.

Potential obstacles could be identified through asking the questions:

- Can women speak openly in public?
- Are women likely to talk freely in a mixed group together with men?
- Should separate discussion groups for women and men, and / or different groups of women and men (for example, subgroups according to age) be used?
- Are women and men likely to be available at the same time to attend meetings?
- If a household survey is necessary, when are both women and men likely to be at home?
- If a public meeting is planned, when are women and men most likely to attend?
- If it's necessary for people to travel to attend a meeting, will women as well as men come?
- If only community leaders are invited to a meeting, how gender representative will it be?
- If the venue for the meeting is associated with men, or women, may it affect gender-balanced participation?
- Are the communication channels that are used to invite women and men to participate, gender-aware?

Please refer to Annexure 8 for participatory methods that can be used to collect gender-aware project data.

*Additional reading:*

- Gender and Water Alliance, *Gender Scan Methodology for Water Utilities*, online at http://bit.ly/1JosZTf

# 5.3 Tips to increase women's participation[24]

## How to increase women's participation

One of the real challenges projects face is to increase women's participation. Yet, the degree to which gender concerns are dealt with in a project will be affected by the extent to which women directly participate. Often, levels of women's participation are low – despite our best efforts. The question is 'Why?' Keep the following practical considerations in mind when developing ways to enhance women's participation in a project.

- Identify barriers and constraints to women's participation so as to be able to develop specific strategies to address these. For example: where male opposition is a barrier, it could help to consult with male leaders in the community to explain why women should participate. This could help obtain men's support.

24 Adapted from African Development Bank and African Development Fund, *Checklist for Gender Mainstreaming in the Water and Sanitation Sector;* IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A guide to methods and techniques;* IRC International Water and Sanitation Centre, *Gender in Water Resources Management, Water Supply and Sanitation. Roles and Realities Revisited;* United Nations Development Programme – World Bank Water and Sanitation Programme/PROWWESS, *Gender Issues Sourcebook for Water and Sanitation Projects;* United Nations Development Programme – World Bank, Involving Women in Sanitation Projects & World Bank, *World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

- Special measures may be needed to ensure that women know about the project. Be sure to use information channels that will reach women. Women will need information about the reasons and means for them to take part in the project. A gender approach in communication is required. Reaching men effectively is also important to ensure that women have the freedom to attend meetings and to participate in a project. For example: if women have low levels of literacy, printed information can be supplemented by personal contacts, the use of non-print media, and meetings with women's groups.

- Although both men and women should be interviewed when gathering information, holding separate meetings with women could facilitate freer discussions. Small neighbourhood meetings will also facilitate women's participation. For example; women may find it easier to speak for themselves in separate meetings rather than through men. The strategy of women interviewing women will also put women at ease.

- Think about the practical arrangements of a meeting, such as:
  - seating arrangements;
  - the timing of the meeting;
  - the venue or place;
  - awareness of and invitation to attend;
  - the facilitation of "speaking out" (e.g. the use of discussion breaks, a spokeswomen);
  - the use of participatory techniques; and
  - the use of the local language or dialect.

For example; seating arrangements should try to ensure that women are not forced to sit in the back where it could be difficult for them to hear or speak out. Meetings must be held at a time and place suitable for women, e.g. not at the time when the main meal of the day is being cooked.

- Involving women is crucial in matters related to their own roles, knowledge and interests as it relates to water aspects. For example; ensuring adequate representation of women can give women a greater say in decisions about operations, management, financing, and sharing arrangements, and at the same time facilitate inclusion of their knowledge in the project.

- Try to link women's planned activities in the project with their traditional work. For example: women's traditional tasks can be expanded to include newer roles. Women may also feel encouraged to participate when project activities are linked with the possibility of generating income.

- Women should choose their own representatives so as to ensure trust, ease of contact, leadership capacities and feasibility. Grass-roots organisations and groups can help facilitate and legitimize women's participation. Think about:
  - local NGOs that work with women in the area;
  - national women's organisations that have good grassroots linkages;
  - government ministries that work with women in the area; and
  - local women with management level experience.

- Have female project staff. They could serve as an encouragement for women to get involved in the community. Overall, raise the gender awareness of all project staff.

- Make use of a female intermediary who can contact and gather women. She has to be someone who, by virtue of her training and position (e.g. as midwife or schoolteacher), is acceptable. She should be someone who has sufficient respect, status, commitment and confidence to take on this role.

## Potential constraints

Keep the following potential constraints for women's participation in mind:

- culture will prescribe the kinds of activities that are considered appropriate for women and which are not (determined by social class, age, etc.);
- skills limitations;
- low literacy levels;
- competing demands on women's time and energy (including their existing workload);
- the social rules that determine women's public and private roles;
- lack of mobility / freedom of movement;
- lack of information;
- difficulty or impossibility of attending predominantly male meetings, especially in male meeting places;
- lack of communication skills or ability to speak the language in which officials meetings take place; and
- unfamiliarity with the public sphere / little experience in public meetings.

# 5.4 Tips to enable gender-aware water governance[25]

### *What is water governance?*

Water governance refers to the range of political, social, economic and administrative systems that are in place to develop and manage water resources and the delivery of water services. It involves the mechanisms, processes and institutions, through which stakeholders voice their priorities, exercise their legal rights, meet their obligations, and resolve their differences.

Figure 14: Water governance impact

Good governance plays a very important role in improving the livelihoods of men and women (especially vulnerable groups). It could lead to more equitable water resources development and greater access to water.

Weak water governance impacts negatively on communities, particularly vulnerable women and men as a result of unreliable services, limited access and higher costs for services.

25 Adapted from African Development Bank and African Development Fund, *Checklist for Gender Mainstreaming in the Water and Sanitation Sector;* IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A guide to methods and techniques;* IRC International Water and Sanitation Centre, *Gender in Water Resources Management, Water Supply and Sanitation. Roles and Realities Revisited;* International Women's Rights Project, *Gender and Water on the Road to Rio* and International Women's Rights Project, *Mainstreaming Gender in the Governance of Transboundary Waters.* (Please refer to the Bibliography for online addresses.)

## Water governance

**An example from Peru:** A project promoted gender-responsive governance in communities where local governments had been running these services, characterised by failing infrastructure, weak management and poor communication with stakeholders, in particular with women. The project created a public-private partnership through an alliance among the municipality, a private operator and an overseeing neighbourhood community board. By creating the board, a permanent mechanism for citizen oversight in the management of services was put in place. A gender component assessed and used appropriate communication channels amang women and men, the operator and the municipality. It also established a quota of 50 percent women on the boards. Services have improved markedly since these steps were taken, demonstrating how investing in communication and participatory approaches can facilitate gender mainstreaming and improve service delivery.

To make the various mechanisms, processes and institutions that are designed to develop and manage water resources and the delivery of water services more gender-sensitive, the following should be addressed:

Figure 15: Improving women's involvement in water governance

## Enabling women to participate in water governance

Ensuring that women are part of the project management or decision-making structures of a project, and that such structures are gender-sensitive is part of responsible water governance. To facilitate the selection of women for water governance structures, the following measures could be used:

### Define the tasks

There may be some responsibilities and tasks that are more appropriately done by a woman than a man. For example, communication with other women, management of health and hygiene aspects and financial management.

### Determine the requirements for the job

Clarify the basic expectations for someone who is needed in a project management structure. Then identify the type of women that have the basic requirements for the job.

### Identify and contact possible candidates

If the kind of woman that is required has been determined, identify and contact women, and, when they are interested, help them obtain community support for taking up the positions. Include several women in the management structure for mutual support.

### Consult with local women

It will be best to undertake the above tasks together with women from the community where the project is located as they know the local situation well and can help identify, contact and support suitable local candidates.

### Provide training

In most cases, women representatives will need special training such as leadership skills, confidence building and communication. Undertake a skills analysis to determine where the selected women need training and skills development, and support.

### Also keep the following in mind:

- the selected women should represent the interests of various socio-economic groups in the community,
- they must have sufficient time and mobility to do the work;
- their position must be respected by both men and women;
- they should have the support of their families;
- it works well to select single women because of their greater freedom of movement;
- a strong personality will be an advantage;
- previous experience with organisational work will also be an advantage.

*Additional reading:*


- The International Women's Rights Project, *Mainstreaming Gender in the Governance of Transboundary Waters*, online at http://bit.ly/1c1dRA6

# CHAPTER 6:

## TOOLS TO ENHANCE GENDER-AWARE FACILITATION

*Chapter 6 provides tools that will enhance gender-aware facilitation. These are:*

6.1 Tips to include gender aspects in terms of reference and procurement.
6.2 Tips to ensure gender-appropriate communication.
6.3 Tips to ensure gender-sensitive meetings.
6.4 Tips to write gender-sensitively.
6.5 Tips to ensure gender-sensitive training and capacity-building.
6.6 Aspects of introductory gender training.

This chapter asks:

What information do the facilitation tools deliver?

What is the aim of using the tools that deal with facilitation? What information could be generated?

Facilitation tools aim to enhance the way in which processes are supported, which in turn largely determines the extent to which gender-awareness is specifically addressed. All projects deal with terms of reference and procurement. This provides an opportunity to introduce gender-awareness right from the start of a process. How project information is communicated can impact greatly on the degree to which a project can reach women. Consequently, any form of meeting can be organised in such a way that women's ability to fully participate is increased. The way in which project information in the form of, for example, a report, deals with gender concerns is often gender insensitive, and tips are outlined to address this. Finally, often projects have some capacity-building or training component, which also provides an opportunity to focus on gender concerns and increasing women's participation. This is addressed, in addition to providing an outline of the kind of issues that should form part of introductory gender training.

# 6.1 Tips to include gender aspects in terms of reference and procurement[26]

## What to consider in terms of reference

Drafting terms of reference for a project provides the ideal opportunity to ensure that gender aspects are included – right from the start. If gender can be included in what is expected of service providers (whether internal or external), then chances are so much better that it will be included in the actual project.

Consider the inclusion of the following aspects in terms of reference:

- gender issues are integrated in the project objectives;
- gender-sensitive indicators and the collection of both gender-disaggregated data and qualitative information from women and men are a requirement;
- specific reference to gender and appropriate questions to investigate differences in participation, benefits and results, etc. between women and men are included;
- the obligation to assess changes in gender relations is explicitly mentioned;
- the obligation to make links between the inclusion of a gender perspective and successful project outputs, outcomes and impact must be explicit;
- mention is made of the necessity to undertake a gender analysis, i.e. an analysis of how gender is relevant to all project components including:
  - men's and women's preferences for water sources, sanitation facilities, design and siting etc;
  - men's and women's possible roles in ongoing operations, particularly whether women will be excluded or whether the project is likely to place a burden on women;
  - the skills and resources needed for men and women to fully participate in the project; and
  - the skills and resources needed to improve opportunities for men and women.
- gender strategies are formulated, i.e. strategies for ensuring that men and women have equal access to opportunities created by a project;
- experience in the practical implementation of gender strategies is a prerequisite for service providers / project partners;
- experience in monitoring and evaluating the impact of gender strategies is a prerequisite for service providers / project partners;
- the resources needed to implement the project's strategies, and monitoring and evaluation requirements are identified, such as:
  - project staff with experience in gender analysis and implementation;
  - use of a gender specialist to coordinate gender activities;
  - use of a local non-governmental organisation with experience in gender analysis, gender strategy formulation and implementation; and
  - gender-awareness raising activities for project staff.
- gender expertise is included on the project team (including expertise in gender analysis and gender strategy formulation);
- gender guidelines and other relevant information are provided to all members of project teams, regardless of whether there is a gender expert on the team;

26 Adapted from AusAID, *Gender Guidelines: Water Supply and Sanitation*; Swiss Agency for Development and Cooperation (SDC), *Towards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming* & UNESCO, UNESCO Gender Lens. *Development of Terms of Reference (TORs) of UNESCO Surveys and Research.* (Please refer to the Bibliography for online addresses.)

- all participating project role-players are supported with **practical understanding** of how gender issues are relevant in a project;
- gender issues and their importance to project sustainability are **explained**;
- there is **experience in assisting** communities and participating project role-players to promote the participation of both men and women;
- the **inclusion of women in the project** is actively sought by developing their skills and leadership ability through:
  - helping men to understand how women's involvement will improve project outcomes;
  - requiring women to be involved in planning (e.g. the selection of technology, design, siting of facilities, etc.);
  - providing training opportunities specifically targeted at women;
  - encouraging a greater role for women in water management; and
  - building the capacity of local non-governmental organisations to provide ongoing support to women.
- **consultation with groups** who work in gender and development is outlined;
- the use of **local specialists** (preferably women) for consultation and data collection (e.g. non-governmental organisations, community-based organisations, a university or other research organisation), is specified;
- the data collectors and analysts used have proven **experience in gender analysis**;
- there is a **gender balance** of male and female data collectors;
- **the different needs** (i.e. practical and strategic), roles, knowledge and experience of women and men is taken into account; and
- the gender **lessons learned from the project will be documented and distributed**, as well as be fed into other similar projects.

### *Gender in procurement*

Use gender as a criterion for selection by stating that the non-compliance with gender-specific legislation or guidelines will lead to disqualification.

- Use **preferential procurement** to include women and vulnerable groups (such as people with disabilities) as service providers.
- Describe '**equality of opportunity**' in the criteria for the allocation of certain contracts. Thus, the delivery of 'equality of opportunity' becomes part of the evaluation criteria of tenders and procurement.
- Use **gender as criterion in implementation**, for example, by making gender-balance in a team a requirement.
- Procurement processes and items should take into consideration the **special needs** of women, people with disabilities, the elderly and other vulnerable groups.

## 6.2 Tips to ensure gender-appropriate communication[27]

### Gender-appropriate channels of communication

How information about a project is communicated, and what is communicated, can play a significant role in determining women's participation, as well as the involvement of vulnerable groups. Keep the following in mind with reference to the design of gender-appropriate channels of information for a project.

[27] Adapted from IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A guide to methods and techniques;* Swiss Agency for Development and Cooperation (SDC), T*owards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming & United Nations Development Programme / World Bank Involving Women in Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

- **Women don't necessarily get information from men**
  Don't assume that information given to men will automatically reach women, or vice versa. Often, men will not mix public matters with private matters and so men will not necessarily discuss a water supply or sanitation project at home.

- **Women and men are different audiences**
  When designing communication activities, keep in mind that there are real differences between men and women with reference to:
  - literacy levels;
  - general knowledge;
  - interests;
  - motivation;
  - self-esteem;
  - use of and/or access to the media; and
  - personal communication patterns (with whom they talk, when, where, and on what subjects).

- **Women are not a homogenous group**
  Remember that women are not identical, and that any form of communication should take cognisance of the fact that women have differential lived realities as mothers, daughters, wives, sisters, young, elderly, poor, wealthy, urban, race, rural, and from different cultural, ethnic, religious backgrounds among others. All of these characteristics influence how women receive and use information.

- **Different communication channels**
  Men and women do not use the same information channels, such as printed information (e.g. posters, announcements, etc.). It is important to identify which channels will mainly reach men and which ones are more appropriate for women. It may require special timing (e.g. of radio broadcasts) and places (for distribution, display, etc.). Take into account that women often have lower literacy levels and less experience with pictures (i.e. visual literacy).

- **Test what you want to use**
  Information should be:
  - accessible;
  - understandable;
  - acceptable; and
  - applicable.

- Design and use material that is user appropriate, and avoid using material that is too general, academic or unrealistic to be applied. It is good if information material can be pretested as this can reveal flaws.

- Also think about aspects such as:
  - timing;
  - frequency;
  - intensity;
  - duration; and
  - content.

### Communication

**An example from Honduras**: For information on a latrine project, men visited meetings and demonstrations, while women relied on information from the radio and from other women.

**An example from Tanzania**: Posters with water-related health messages in a project were hung in public offices and other places where women don't often go.

# 6.3 Tips to ensure gender-sensitive meetings[28]

## Enhanced participation by women in meetings

A number of factors could impact on the level of attendance and participation of women at meetings (or similar gatherings). By addressing these simple, yet powerful issues, women's active participation could be greatly enhanced.

### Time and place

Make sure the meeting is organised for a time and place which also suits women. Don't hold meetings at times when women have to prepare food or are working in the field. Also avoid holding meetings at places that are too distant or culturally inappropriate.

### Size and setting

Smaller meetings are easier for women to attend and speak out in than in large mass meetings.

### Announcement and encouragement

Ensure that information about the place and purpose of a meeting reaches women quickly and in good time. Use information channels that are appropriate for women. Encourage women to attend.

### Seating arrangements

Try to avoid to have women sitting at the back of the meeting room or outside. For example: arrange the meeting room in such a way that men sit on one side, women on the other. Alternatively arrange the meeting room in a circle or square so no one sits at the back. This will help women to hear what is said. This way, women can also sit next to each other in groups, making it easier for them to react than when scattered around, or sitting at the back.

### Meeting language

In rural settings in particular, women often do not speak the official language of a meeting. Rather, hold the meeting in the local language or – if that is not possible – include interpretation by a person who speaks the local language.

### Facilitating the meeting

Often reactions from the participants are stimulated by the way the meeting is facilitated. It will help if the meeting is facilitated in a non-authoritarian style, and the facilitator encourages opinions and questions from the floor. It will also help if information is discussed in smaller groups, and a spokeswoman for the women participants is identified.

### Use of participatory techniques

Try to make use of techniques such as having a discussion following a short story, a play or puppet show, making a communal painting, a series of drawings showing various options etc, to help to make discussions easier. Alternatively, hold separate meetings with men and women, or hold a follow-up meeting with women only for more detailed discussion and feedback.

28 Adapted from IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A Guide to Methods and Techniques.* (Please refer to the Bibliography for online addresses.)

# 6.4 Tips for gender sensitive writing[29]

Just adding a sentence or two about women at the end of a chapter or an isolated chapter about gender is not good enough.
To ensure you write in a gender sensitive way, check the following:

- The process methodology used should be clear and explicit, and refer to the extent to which gender was specifically considered.
- Quantitative and qualitative data about progress made for women and men should be included.
- Information / data should not be general remarks that are unsupported by evidence.
- Include gender-specific recommendations and other comments about actions that should be taken to ensure that gender issues are properly addressed.
- Be aware of the language that is used, since language is not gender neutral:
  - women and men should be equally addressed and neither should be excluded;
  - 'gender' should not be used as a synonym for 'women';
  - no sexist formulations or stereotypes should be used; and
  - writing should be gender-sensitive.

# 6.5 Tips to ensure gender-sensitive training[30]

## Understanding capacity

Capacity simply means that someone has the ability to fulfil certain identified functions. Capacity refers to both the increased ability of people (especially women and vulnerable groups) to successfully participate in the unfolding of a project, as well as the technical skills or abilities of people to be actively involved in the day-to-day operations of, for example, a sanitation system or the maintenance of rainwater tanks. An increase in capacity, therefore, implies an improved ability to fulfil functions. Individuals, organisations, systems and entire societies have capacity. Capacity-building for gender mainstreaming involves strengthening technical skills and facilitating attitudinal change. It is a long-term process of change, and takes place at different levels.

## How to ensure gender-aware capacity-building and training

Building the capacity of women and men to be involved in a project is an important step, especially if what is required is the ability of people to ensure the sustainability of a project after its official completion. To ensure that training and capacity-building meet the needs of both men and women it should be designed so that:

- there are provisions that a certain minimum percentage of women and vulnerable people are recruited for training;
- there are provisions to ensure that all qualified applicants have an equal chance to be selected;

29 Adapted from Swiss Agency for Development and Cooperation (SDC), *Towards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming.* (Please refer to the Bibliography for online addresses.)

30 Adapted from United Nations Development Programme – World Bank, *Involving Women in Sanitation Projects;* IRC International Water and Sanitation Centre, *Gender in Community Water Supply, Sanitation and Water Resource Protection. A Guide to Methods and Techniques;* Development Assistance Committee (DAC), *DAC Source Book on Concepts and Approaches Linked to Gender Equality &* Canadian International Development Agency (CIDA), *Accelerating Change. Resources for Gender Mainstreaming.* (Please refer to the Bibliography for online addresses.)

- both women and men are trained in the use of new technology, operationalisation and maintenance; and
- possible constraints to women's participation in training are minimized, such as:
  - location / venue;
  - time;
  - educational requirements;
  - childcare arrangements; and
  - length / duration of training programme.
- if attending the training means that women have to travel far, special arrangements are facilitated to make it possible for women to attend, e.g. transport, permission (e.g. by a community leader) and arrangements for child care;
- women do not have to stay away from home for long periods;
- some training facilitators are female, particularly in settings where men cannot train women;
- the training facilitator is selected based on a strong background in gender issues;
- the content of training or capacity-building is relevant to women's and men's needs (including the needs of vulnerable groups);
- communication channels are established to inform women and men about training events;
- the current workloads of women and men are taken into account;
- the background and roles of women and men in a project are known and taken into account;
- training is experiential and participatory;
- the contents and methods used are practical and realistic;
- if women have a low level of literacy, training methods and materials are appropriately adapted; and
- training encourages interaction and mutual support among men and women (including vulnerable groups).

## 6.6 Aspects of introductory gender training[31]

Most processes or projects can benefit from some form of introductory gender training that can provide a basic understanding of what gender and gender mainstreaming are. Since the precise content of such a session will be determined by any number of factors unique to the specific project or process, what is offered here is an outline of some of the most important gender-related issues that should be considered for inclusion.

When planning an introductory gender training session, consider including the following aspects:

- the concepts of gender and development within the framework of the particular project at hand;
- a distinction between 'sex' and 'gender';
- explore the formation of gender identities and how it is maintained, as well as its implications for women and men in society;
- the concept of 'gender relations' and 'power relations' and what they mean for men and women;
- why gender equality is not a women's issue, and why "gender" should not be used as a synonym for 'women';
- men's role in gender equality;
- practical needs vs. strategic interests;
- the gender division of labour and gender roles;
- access to and control over resources;
- how the impact of a project or process is different for women and men (i.e. differential impact);

[31] Adapted from African Women's Development and Communication Network, *A Curriculum for the Training of Trainers in Gender Mainstreaming;* Swiss Agency for Development and Cooperation (SDC) *Towards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming; Canadian International Development Agency (CIDA), Accelerating Change. Resources for Gender Mainstreaming & GTZ, Manual for Training on Gender Responsive Budgeting.* (Please refer to the Bibliography for online addresses.)

- a distinction between ‘equality’ and ‘equity’;
- the gender and development approach in contrast to the women in development approach;
- what gender mainstreaming means;
- a gender approach and gender analysis and how these are linked to the use of gender mainstreaming tools;
- why participation and decision-making are important for women;
- gender-sensitive indicators;
- gender-disaggregated data / information.

*Additional reading:*

- Cap-Net, Gender and Water Alliance & United Nations Development Programme, *Why Gender Matters. A Tutorial for Water Managers*, online at http://bit.ly/1dKDztK

- Gender and Water Alliance, *Training of Trainers Modules: Gender Mainstreaming in Integrated Water Management*, online at http://bit.ly/1GX6qon

- African Women's Development and Communication Network, *A Curriculum for the Training of Trainers in Gender Mainstreaming*, online at http://bit.ly/1DP3k2j

# CHAPTER 7:

## TOOLS TO ENHANCE UNDERSTANDING OF GENDER TECHNIQUES

*Chapter 7 provides tools that will enhance understanding of certain key gender techniques. These are:*

7.1 Checklist to enable an organisational gender assessment.
7.2 Checklist to enable policy analysis for gender inclusiveness.
7.3 Understanding gender-responsive budgeting.
7.4 Understanding gender-disaggregated data.
7.5 Understanding gender indicators.

This chapter asks:

What information will the tools for understanding deliver?

What is the aim of using the tools that deal with understanding? What information could be generated?

Tools for understanding are aimed at creating an appreciation of a number of gender-related aspects that users may often come across. Basic information is provided about organisational gender assessment, policy analysis, gender-responsive budgeting, gender-disaggregated data and gender indicators.

# 7.1 Checklists to enable an organisational gender assessment[32]

The capacity of an organisation to incorporate a gender equality perspective in their work is a fundamental cornerstone of mainstreaming. Within the framework of this Handbook, 'organisation' is defined broadly to include water utilities, water departments in a ministry, projects, committees (such as village development committees) that are responsible for water use and with, management.

## Organisational aspects to consider

In order to understand the capacity of an organisation to incorporate gender equality into its work, as well as to strengthen that capacity, the following aspects are important:

- The level of senior management's commitment to gender equality and how it translates into practice is a very important indicator of organisational commitment to advancing the position of women.

- Organisations evolve to develop their own organisational culture and that also determines attitudes, perceptions and practices about gender equality. Organisational culture is influenced by profiles of staff members, their personal and professional beliefs, organisational mandates, and the mandates of funders. In other words, organisational culture comprises a complex set of conditions and factors which need to be analysed as part of an organisational gender assessment. Certain factors could increase the likelihood of the successful integration of gender equality in an organisation. These include:
  - flexibility and openness to new ideas;
  - willingness to change and incorporate diverse input;
  - accountability structures that ensure that staff comply with policy directions; and
  - recognition and value given to a wide range of professional skills.

For gender equality to be sufficiently dealt with, an organisation needs dedicated gender structures. In the absence of such structures, gender will remain an 'add-on' responsibility for someone. As such, it will be very difficult to mainstream gender into the everyday operations of the organisation.

Table 15: Commitment to gender equality in the organisational culture and structures

| Topic | Key questions to assess gender |
|---|---|
| Commitment | - Does the organisation 'walk its talk' on gender by 'doing' what it 'says'?<br>- Is there a real commitment to reflect on progress in gender equality and to take steps to improve performance?<br>- Are senior and middle management committed, responsible and accountable for gender equality outcomes?<br>- Has the commitment to gender equality resulted in any review of policies, programmes and personnel management practices, etc.? |

[32] Adapted from Development Assistance Committee (DAC), *DAC Source Book on Concepts and Approaches Linked to Gender Equality;* Hunt, J. *Understanding Gender Equality in Organisations: A Tool for Assessment and Action;* Swiss Agency for Development and Cooperation (SDC), *Towards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming & International Women's Rights Project, Mainstreaming Gender in the Governance of Transboundary Waters.* (Please refer to the Bibliography for online addresses.)

| Topic | Key questions to assess gender |
|---|---|
| Culture | - How does information flow in the organisation (formally and informally)?<br>- How does the flow of information reach women and men?<br>- What are the main shared values of the organisation?<br>- How do the shared values relate to gender equality?<br>- To what extent can women and men influence decision-making and access decision-making structures?<br>- What is the attitude towards female and male staff?<br>- What is the incidence, or perception thereof, of sexist remarks and sexual harassment?<br>- Is the organisation open to new ideas?<br>- Is the organisation willing to change?<br>- Is there accountability for gender equality?<br>- To what extent are certain practices (e.g. working late) valued and do these practices result in discrimination against women or men? |
| Structure | - Does the organisation have a gender desk, unit or focal point that is responsible for gender equality?<br>- If there is one, where is it located within the organisation?<br>- Is it strategically located, with clear links to senior management?<br>- Is there a specific person in senior management who is responsible for ensuring that gender issues are adequately addressed?<br>- Does the staff responsible for implementing gender have gender and development expertise?<br>- Does the staff responsible for gender have adequate resources? |

Does the organisation take gender seriously and try to duplicate good practice, or is gender mainstreaming paid only lip-service? How an organisation deals with knowledge, learning and sharing says a lot about the degree to which it will be able to positively engage with gender concerns.

There should be a clear and explicit link between the focus of the organisation and the goal of equality between women and men. Often an organisation assumes that its work is gender neutral and that it will have the same impact on women and men. The overlap between their objectives and inequalities between women and men is not considered. People working in a specific organisation need to be aware of how and why equality concerns are relevant in their areas of work.

Table 16: A learning organisation and its mission or mandate

| Topic | Key questions to assess gender |
|---|---|
| Innovation | - Does the organisation have systems and processes for sharing gender lessons and good practice?<br>- Is good practice in relation to gender recognised and valued?<br>- Does the staff have the skills to undertake gender analysis of their day-to-day projects and activities?<br>- Are staff members resourced, supported and encouraged to gain gender analysis skills? |
| Mission / mandate of organisation | - Is there a clear link between the mission / mandate of the organisation and the promotion of gender equality?<br>- Does the organisation make the connection between its development focus and gender equality?<br>- How is this connection visible?<br>- Does the organisation acknowledge that gender equality is a development goal?<br>- How does the organisation's assumptions about gender neutrality affect efforts to mainstream gender?<br>- What are the links between the organisation's stated objectives and known gender inequalities in its area of work? |

| Topic | Key questions to assess gender |
|---|---|
| Mission / mandate of organisation | - Are people aware of gender implications in their individual areas of work?<br>- If staff are not aware of gender implications, what is done to address this?<br>- Is the mandate for a commitment to gender equality shared and understood within the organisation?<br>- Is the staff of the organisation held accountable for gender equality goals and targets in their portfolios of work?<br>- Does the organisational vision and mission statement acknowledge the inequalities between women and men?<br>- Is there equal representation of women in the senior management structure of the organisation? |

Good general development practices such as clear planning, monitoring and reporting procedures, and consultation with target groups can support the integration of equality objectives and help to create an environment where gender integration is more likely. Thus, it is important to understand the current organisational norms and procedures, and to judge if there is sufficient flexibility to modify routines so that gender equality objectives can be better met.
It is important to know who holds what position within an organisation in order to understand the current situation and be able to facilitate change. For instance, it is critical to ask the question; *'Who in the organisation are in positions to influence gender equality and efforts towards mainstreaming?'* Information about champions for gender should be included in an organisational assessment. Building gender competence and awareness of all stakeholders and at all levels is crucial.

Table 17: Organisational routines, procedures and projects

| Topic | Key questions to assess gender |
|---|---|
| Routines and Procedures | - Do the organisational practices support the integration of equality objectives or weaken it?<br>- Do the organisational practices create an environment that is favourable for the integration of gender?<br>- Do organisational norms and procedures support gender equality and mainstreaming?<br>- Is the organisation flexible enough to be able to positively respond to gender equality challenges? |
| Projects | - Does the organisation know the impact of its activities and how this may differ for women and men?<br>- Does the organisation understand what gender analysis is?<br>- Are there appropriate tools for assessing who benefits from projects and activities?<br>- Do projects and activities use gender-disaggregated data?<br>- Does the organisation monitor and evaluate the impact of its activities on women and men? |
| Current staff | - Are senior managers all of a similar age, background and perspective?<br>- Is there a potential pool of 'innovators' who could champion efforts to raise the profile of gender equality issues?<br>- Who are the opinion leaders?<br>- What new skills would be most useful to people in specific positions?<br>- Can these new skills be acquired by the current staff or is there a need to bring in new staff?<br>- What is the attitude of senior management staff to gender issues?<br>- Which external organisations or people have an influence on the organisation?<br>- What are the decision-making bodies?<br>- Who are the champions for gender equality? |
| Competence | - Who in the organisation is gender competent and what is their level of competence? (Which women / men, with what responsibility and in which sectors etc)?<br>- What specific skills and tools do staff need to carry out their work in a gender-aware way?<br>- What existing capacity-building initiatives include gender?<br>- Where else can gender be included in capacity-building initiatives?<br>- Who among the institutional trainers is gender-competent?<br>- What incentives are there to motivate staff to be (more) gender- competent?<br>- Which staff have gender included in their job descriptions? |

## Gender policy and equal opportunities

The extent to which gender is included in the policies of an organisation is a strong indicator of mainstreaming. The participation of women and men in policy formulation and decision-making is another useful indicator, since women and men often bring different points of views to the process.

This refers to the creation of a safe and practical environment for women and men to work in (e.g. transport issues, working hours, travel conditions and commitments for fieldwork, toilets, childcare responsibilities and others). This is also critical for gender mainstreaming. It is insincere and not efficient to promote gender in programmes and projects, but to ignore the need to institutionalise it within the organisation. The practical needs and strategic interests of women and men must be identified as part of a gender-oriented organisational assessment.

Table 18: Gender policy and equal opportunities in organisations

| Topic | Key questions to assess gender |
|---|---|
| Gender policy | - Is there a gender policy or is gender integrated in other policies?<br>- How is the gender policy implementation monitored?<br>- Is senior management explicitly committed to gender?<br>- How does this commitment translate into practice?<br>- How do external factors influence gender in the organisation?<br>- What role do women and men play in policy formulation and decision-making?<br>- Are there processes to build ownership of, commitment to, and understanding of, the policy?<br>- Does the policy have a focus on women's human rights, gender equality and women's strategic interests?<br>- Is there accountability to policy goals and objectives in the organisational structures, procedures and decision-making processes? |
| HRM and equal opportunities | - What is the current gender balance in staffing at different post levels in the organisation?<br>- Is there an equal opportunities policy?<br>- What gender issues or gaps does the policy address and how is it implemented?<br>- Is gender a criterion in the selection of partners, consultants, and staff and other human resources<br>- What working conditions or requirements may discriminate against the employment of women or men in certain positions?<br>- Is being a woman – or being a man – considered an advantage or an inconvenience for certain jobs or tasks?<br>- To what extent are equal opportunities discussed in relation to programme efficiency and sustainability?<br>- Are commitment to gender equality and gender analysis skills important considerations for the recruitment of staff?<br>- Is the assessment of gender and development competence part of performance appraisals? |

Gender mainstreaming requires financial resources for training, and the development of tools, seminars, and campaigns. An assessment of the available resources to address gender equality within an organisation is therefore critical. It will help if there is a gender unit or focal person with clear terms of reference to effectively do this assessment. Training in gender mainstreaming and advocacy as an on-going process are important, as is having professional support for gender-mainstreaming efforts.

The extent to which organisational procedures and day-to-day tools are gender aware is a good indication of the level of gender-awareness in an organisation. Even illustrations and language (e.g. the use of he/she) in material have to be checked so content does not stereotype gender relations. Existing tools and procedures often need to be revised (or new ones need to be created) to provide better gender-disaggregated data. Gender should be included in systems and procedures, and effective gender-disaggregated information systems developed. It would help a great deal if there are indicators for monitoring policy progress in implementing gender as well as monitoring if gender checklists and guidelines are developed.

Table 19: Gender budget, resources and tools in organisations

| Topic | Key questions to assess gender |
|---|---|
| Budget | - What percentage of programme and project budgets are allocated for mainstreaming gender?<br>- What percentage of human resource development budgets is allocated to gender mainstreaming?<br>- What are the so-called 'gender budgets' used for?<br>- How are budgets reviewed for their gender-sensitivity?<br>- How are the budgets monitored?<br>- How is gender-budgeting included in policy dialogue and dialogue with stakeholders and partners?<br>- Is there funding for capacity-building on gender?<br>- Is there funding for gender actions on the ground? |
| Resources | - What is the task of a designated gender focal person (GFP), if there is one?<br>- What resources does the GFP have at his/her disposal?<br>- Is other staff gender-aware?<br>- Is sensitivity to gender included in job descriptions and assessed as part of regular job evaluations and performance management?<br>- Does the organisation have access to support for the implementation of gender mainstreaming? |
| Tools | - What initiatives have been taken so far to mainstream gender in day-to-day tools and procedures?<br>- What gender guidelines are available to staff to help them transform their existing tools and procedures, or create new, more gender-aware tools and procedures?<br>- Is attention to gender included in routine organisational systems and procedures (e.g. information systems, appraisals, planning and monitoring)?<br>- Does the staff have guidelines on gender mainstreaming? |

Principally, all staff should be responsible for integrating gender into their work. It is important to ensure that the responsibility for gender is not:

a) given to junior staff with no real power;
b) given only to women;
c) located only in social sectors; and
d) concentrated in the hands of a few people.

Some organisations have more flexibility to act on gender equality, while others are more vulnerable to outside pressure. Efforts to increase the capacity of an organisation to address gender equality will require understanding of what the organisation does and how it functions to identify entry points and develop strategies to ensure that gender equality considerations become part of the normal day-to-day routine.

Table 20: Gender responsibility in organisations and external pressure

| Topic | Key questions to assess gender |
|---|---|
| Gender responsibility | - Who is responsible for gender?<br>- What decision-making status do they have?<br>- How are they perceived by the rest of the staff?<br>- What are they responsible for?<br>- Does the staff responsible for gender have terms of reference, skills, resources, incentives and management support?<br>- How are staff members involved in policy and/or programme planning?<br>- What mechanisms ensure the sharing of gender lessons within and between the organisation and its partners (e.g. networks)? |

| Topic | Key questions to assess gender |
|---|---|
| External Pressure | - To what extent does the organisation have flexibility to address gender equality?<br>- Is the organisation under pressure to either address it, or to try not to give serious attention to it?<br>- Which entry points could be used to introduce gender equality and mainstreaming in the organisation?<br>- Which strategies could be developed to address gender mainstreaming? |

# 7.2 Checklist to enable policy analysis for gender inclusiveness[33]

A gender-aware policy assessment analyses a policy from a gender perspective by asking, broadly speaking, if it is likely to reduce or increase gender inequalities. Similar questions could be asked to check for the inclusion of vulnerable groups. The ability to assess policies for their gender implications and its implications for vulnerable groups (such as young people), child-headed households or people with disabilities, is an important mainstreaming skill.

## *A step-by-step approach*

The following steps outline a practical approach to assess either an existing or a new policy for the degree to which it is gender-sensitive, as well as sensitive to the concerns of vulnerable groups.

### Step 1: Identify, define and refine the issue (analyse the situation from the point of view of women and men)

Policy analysis usually begins with identifying a problem or an opportunity with reference to a policy. It involves determining the nature, scope and importance of the issue within the context of the current policy environment. Key questions in this regard may include:

- What is the issue?
- Who is it an issue for – men, women or both (including vulnerable groups)?
- Why is it an issue?
- What is the root cause of the issue?
- What factors are influencing this issue?
- Which specific gender issues or gaps are considered?

### Step 2: Define the desired or anticipated outcomes (assess the gender-responsiveness of a policy)

The desired goals and anticipated outcomes for the policy must be understood. This involves an examination of the degree to which the policy meets or impedes other development policies or objectives. Illustrative questions might include:

- What outcomes must be achieved with the policy?
- For whom – men or women (including vulnerable groups)?

33 Adapted from GTZ, *Manual for Training on Gender Responsive Budgeting;* IRC International Water and Sanitation Centre, Gender and Water; Parker, R. *Gender Analysis Frameworks; Status of Women Canada, Gender-based Analysis. A Guide for Policy-making,* Swiss Agency for Development and Cooperation (SDC), *Towards Gender Equality. Capitalization of SDC Experience in Gender Mainstreaming* & The Water and Sanitation Program, *Mainstreaming Gender in Water and Sanitation. Gender in Water and Sanitation.* (Please refer to the Bibliography for online addresses.)

- What outcomes do women, men and vulnerable people expect from the policy?
- What is the priority that the policy addresses?
- Whose views are taken into account – men or women (including vulnerable groups)?
- How do the identified outcomes meet or hinder other values, objectives or policies?
- What outcome indicators measure the policy outcomes?
- Are the indicators gender-sensitive and sensitive to the concerns of vulnerable groups?
- What monitoring and accountability processes are in place to ensure the outcomes?
- Are they gender-sensitive and sensitive to the concerns of vulnerable groups?
- What factors contribute or detract from the outcomes?
- Is the policy formulation process gender-sensitive and sensitive to the concerns of vulnerable groups?
- Are the objectives of the policy gender-sensitive and sensitive to the concerns of vulnerable groups, looking at:
  - gender-disaggregated data;
  - the presence of gender specific objectives; and
  - the inclusion of gender in assumptions or risks, etc.?
- Are the policy strategies relevant to women and men?
- Does the policy address issues related to women's participation, representation and the promotion of gender equity?
- Does the policy address barriers facing both men and women?

### Step 3: Define the information and consultation inputs

A key enquiry entails assessing what knowledge is needed, and what sources can best provide it. This involves the identification of available and relevant data sources, as well as partners in data gathering and analysis. Possible questions might include:

- What do we need to know about the issue that the policy addresses?
- What information is necessary to ensure that the perspectives of women and men (including vulnerable groups) are taken into consideration?
- How are women and men (including vulnerable groups) involved in determining what information is needed?
- Were women and men (including vulnerable groups) consulted and engaged in the policy development process?
- How were they consulted?
- Was the process inclusive?
- What information sources are available?
- Who was consulted?
- Were women's and gender organisations, and organisations representing vulnerable groups, consulted
- Should the scope of the policy be redefined in light of the availability and appropriateness of the information?

### Step 4: Conduct research

This stage clarifies the research that is needed for the policy development, as well as the type of analysis (e.g. cost / benefit analyses, a social gendered impact study, etc.).

- What is the analysis seeking to determine (e.g. cost / benefit analyses, a social gendered impact study, etc.)?
- Who determines the research question(s) – men or women (including vulnerable groups)?
- What is the research question?
- Is the research question formulated in a gender-sensitive way, and is it sensitive to the concerns of vulnerable groups?
- How do women and men (including vulnerable groups) affect the research design?

- Who is involved in the research and the research design, and how are they involved – men or women (including vulnerable groups)?
- What methodology is used?
- Is it participatory and gender-responsive?
- What type of analysis is done, and is it participatory and gender-responsive?

### Step 5: Develop and analyse options

At this stage, the options that came to the fore as a result of the research are formulated, and the implications and outcomes of options are identified and analysed. Illustrative questions might include:

- What options are indicated by the available information (as a result of the research)?
- What do the options mean for women and men (including vulnerable groups)?
- How do the values of the community limit the range of available options?
- How does each of the options meet or hinder existing policies?
- Does each of the options present a "real" alternative for men and women?
- What are the direct and/or indirect implications of each option for women and men (including vulnerable groups)?
- Are there any unintended outcomes for men and women, including for vulnerable groups?
- What factors will positively and negatively affect the implementation of each option?

### Step 6: Make recommendations and seek decisions

The recommendation of policy options should be collaborative. The basis for the recommendation is derived from the analysis of options, and the recommendation is presented in terms of both its favourable and unfavourable impacts and implications to women and men. Key questions might include:

- Who will be involved in choosing the policy option – men or women (including vulnerable groups)?
- On what basis will the recommendation be made?
- Are gender aspects, and the concerns of vulnerable groups, part of what is taken into account?
- What are the underlying assumptions and values for women and men that are implicit in the option being recommended?
- Does the recommended option try to avoid unintended gendered outcomes and / or restraints?
- What aspects of the policy environment impact on the recommendation, and what are the implications thereof for women and men (including vulnerable groups)?

### Step 7: Communicate the policy

The next step is communicating the recommended or chosen option. The timing, choice of media, language, and community involvement are all important to ensure that the intent of the policy is understood. The participation of partners is also a key part of communication about the policy to the public. Insightful questions could include:

- What is the message that is being communicated?
- Is it the same for women and men (including vulnerable groups)?
- To whom is it communicated – men, women and vulnerable groups?
- What is the main message to be communicated to each group, i.e. men, women and vulnerable groups?
- How is it being communicated?
- What is being done to ensure that the process of communication is gender-sensitive, and sensitive to the communication needs of vulnerable groups?

### Step 8: Assess the quality of analysis

As a final step, it is important to review the analysis process. Considerations in this regard might include:

- Is the policy analysis and advice appropriate and effective with reference to women, men and vulnerable groups?
- How is accountability for the policy process established?
- Who is accountable for the policy?

*Additional reading:*

- Gender and Water Alliance, *Policy Development Handbook for Gender and Water Alliance Members and Partners*, online at http://bit.ly/1bv82dL

# 7.3 Understanding gender-responsive budgeting[34]

## What is gender budgeting?

A gender-sensitive analysis of budget priorities and expenditure can assess different impacts of budget prioritisation on women and men. The term is usually used in the context of budget priorities and public expenditure to assess government policies and programmes. This is not about creating separate budgets for women and men, but rather enabling an analysis of existing budgets. A gender budget analysis does not focus only on what is seen as the budget pertaining to gender issues or women, but examines all allocations for their differential impacts on women and men. A change in the budget per se is the ultimate objective, but gender budgeting also enhances democracy by enabling public participation and transparency in finance and decision-making, as well as improving governance broadly. It enables the improvement of accountability and targeting of services, as well as ensuring that there is a response to the needs and priorities of women and men.

## The misconception of the gender-neutral budget

Budgets are almost never gender-neutral, and almost always gender-blind. This means that there is no recognition of the distinctions between women and men in budget making processes and considerations. It also means that a budget, for example, incorporates biases in favour of the existing gender relations and, therefore, tends to exclude women. Although budget documents may appear gender-neutral (i.e. having no differential positive or negative impact for gender relations or equality between women and men), expenditure (i.e. how budgets are used) have a different impact on women compared to men – often to the disadvantage of the former. This is due to a number of gendered factors, namely:

- the socially determined roles of women and men in society;
- the division of labour;
- women's and men's different responsibilities and capabilities; and
- the different constraints that women and men face.

All of these factors usually leave women in an unequal position in relation to men – with less economic, social and political power.

34 Adapted from Canadian International Development Agency (CIDA), *Accelerating Change. Resources for Gender Mainstreaming; GTZ, Manual for Training on Gender Responsive Budgeting & IRC International Water and Sanitation Centre, Gender and Water.* (Please refer to the Bibliography for online addresses.)

## Gender-responsive budgeting

If the normal use of gender-blind budgets is problematic, what alternatives do gender-responsive budgets propose? A gender-responsive budget implies the following:

Table 21: Gender and budgets

| |
|---|
| mainstream the gender dimension into all stages of a budget cycle |
| analyse the impact of any form of expenditure or method of raising incomce on women |
| take other categories of inequality (e.g. age, religion, ethnicity, place of residence etc.) which can be incorporated into gender responsive analyses into account |
| focus not on whether an equal amount is spent on women and men, but whether the spending is adequate to women's and men's needs |
| reprioritise expenditure and income, taking into account the different needs and priorities of women and men |
| a gender responsive budget, but NOT a separate budget for women |

*Additional reading:*

- GTZ, *Handbook for Training on Gender-responsive Budgeting*, online at http://bit.ly/1FBTJAH

# 7.4 Understanding gender-disaggregated data[35]

## What does gender-disaggregated data mean?

It is often true that men and women play very different roles with regards to water and that – most often – women and girls are responsible for identifying water sources, and fetching water as well as managing water use at home. To design gender-sensitive water related projects it is crucial to gather information from both men and women. Otherwise you run the risk of getting only half the picture, and inadequately understanding the circumstances. Obtaining information from men and women, and analysing the data so that it very specifically reflects the differences between women and men, enhances the chances to better identify the different problems and needs of men and women that should be addressed.

35 Adapted from Ethiopian Water Resources Training Center and Japan International Cooperation Agency (JICA), *Gender Mainstreaming Field Manual for Water Supply & Sanitation Projects;* IRC International Water and Sanitation Centre, *Gender and Water;* United Nations Development Programme – World Bank Water and Sanitation Programme/PROWWESS, *Gender Issues Sourcebook for Water and Sanitation Projects* & United Nations Development Programme – World Bank, *Involving Women in Sanitation Projects.* (Please refer to the Bibliography for online addresses.)

Table 22: Gender-disaggregated information

| Gender aspect | Disaggregated information |
|---|---|
| Gender roles in relation to water use and management | When you design the water supply facility, you need to consult with women who are responsible for fetching water. Men may be negatively affected due to the increased workload of construction, while women may be positively affected due to the reduced workload of fetching water. |
| Access to and control over resources | When the project involves payment, you need to know who is controlling household expenditure. Otherwise you may end up with women unable to pay, or men complaining about increased expenditure. |
| Water demand by men and women | Men and women may have different ideas and experiences of water use and management. Men's priorities may be water for their livestock, while women could prioritise water for household use. |

## The consequences of not disaggregating data

If data is not disaggregated by gender it will be difficult to assess the positive or negative impacts of a project on women and men. If information is simply treated as if there is no distinction to be made between men and women, then it will be very challenging to know for certain how something is affecting women or men, or on both.

### Gender-disaggregated information

If improved water provision has lessened the burden of water fetching on women and girls, this could free more girls to go to school. This positive result cannot be assessed without gender-disaggregated data collection which can assist in measuring the scope of the impact, i.e. how many more girls go to school because they no longer have to use a lot of time to fetch water?

If improved, water provision services give poor women more time to engage in income generating activities. However without gender-disaggregated data showing how many poor women are engaged in which specific income generating activities, this positive impact lacks empirical evidence and remains hearsay.

# 7.5 Understanding gender indicators[36]

## What are indicators?

Indicators are pointers – criteria or measures which make it possible to assess the impacts or performances of development actions geared towards the improvement of people's lives. An indicator can be a measurement, a number, a fact, an opinion or a perception that points at a specific condition or situation. Indicators measure changes in that condition or situation over time.

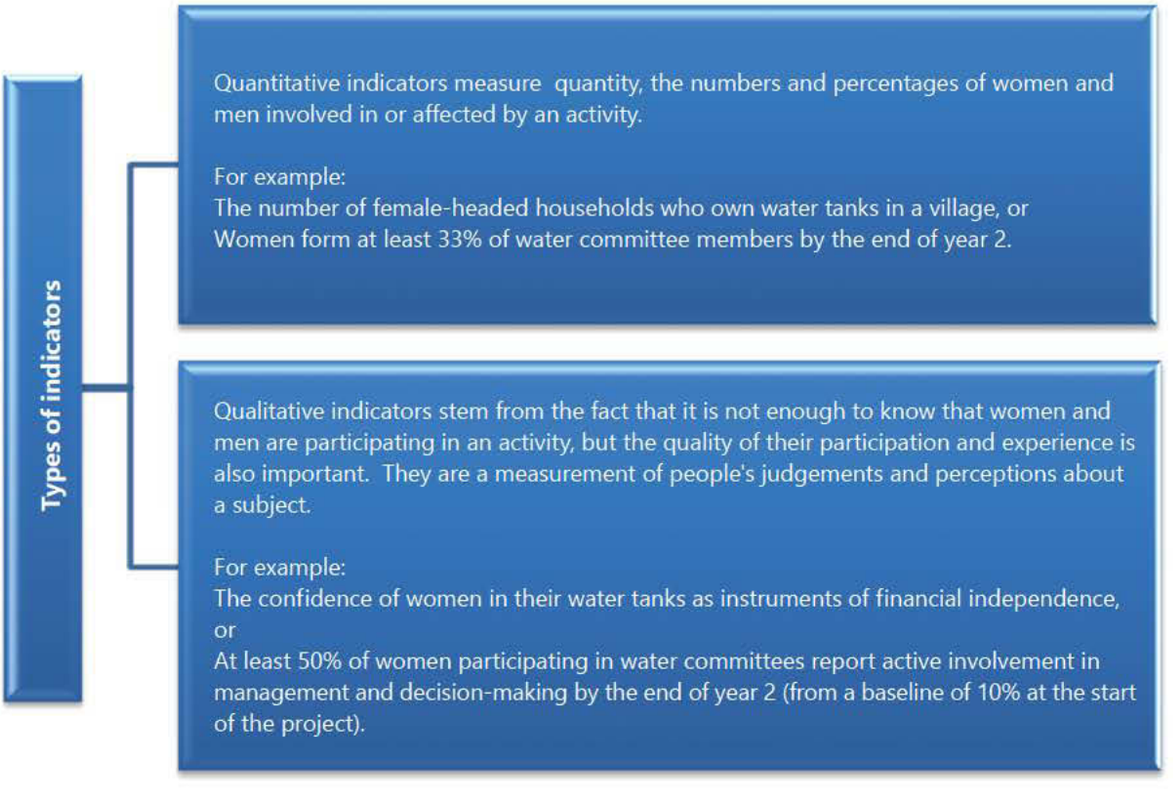
36 Adapted from African Development Bank and African Development Fund, *Checklist for Gender Mainstreaming in the Water and Sanitation Sector*; Asian Development Bank, *Tool Kit on Gender Equality Results and Indicators;* AusAID, *Gender Guidelines: Water Supply and Sanitation*; Canadian International Development Agency (CIDA), *Guide to Gender-Sensitive Indicators;* Ethiopian Water Resources Training Center and Japan International Cooperation Agency (JICA), *Gender Mainstreaming Field Manual for Water Supply & Sanitation Projects;* UNESCO, UNESCO Gender Lens. *Development of Terms of Reference (TORs) of UNESCO Surveys & Research,* United Nations Development Programme – World Bank, *Involving Women in Sanitation Projects;* United Nations Development Program (UNDP) and Center of Arab Women for Training and Research (CAWTAR), *Gender and Water Management in Tunisia* & UN-HABITAT, *Framework for Gender Mainstreaming Water and Sanitation for Cities.* (Please refer to the Bibliography for online addresses.)

Gender equality indicators are measures of performance that require the collection of gender-disaggregated information on who participates in and benefits from development projects. They measure the following:

Figure 16: Gender indicators

Gender indicators can be either quantitative or qualitative.

Figure 17: Characteristics of gender indicators




## Criteria for the selection of indicators

The following criteria could be used as guidelines for the selection of gender indicators:

- develop indicators in a participatory fashion: include all stakeholders;
- indicators must be relevant to the needs of the user, and must be formulated at a level that the user can understand;
- all indicators should be sex-disaggregated;
- use both qualitative and quantitative indicators;
- indicators should be easy to use and understand;
- define indicators clearly;
- don't choose too many indicators;
- indicators should be technically sound;
- indicators should measure trends over time.

Please refer to Annexure 9 for guidance in the formulation of gender indicators.

*Additional reading:*

- Canadian International Development Agency (CIDA), *Guide to Gender-Sensitive Indicators*, online at http://bit.ly/1Jehz4r

- Asian Development Bank, Tool Kit on *Gender Equality Results and Indicators*, online at http://bit.ly/1Q6W4Xi

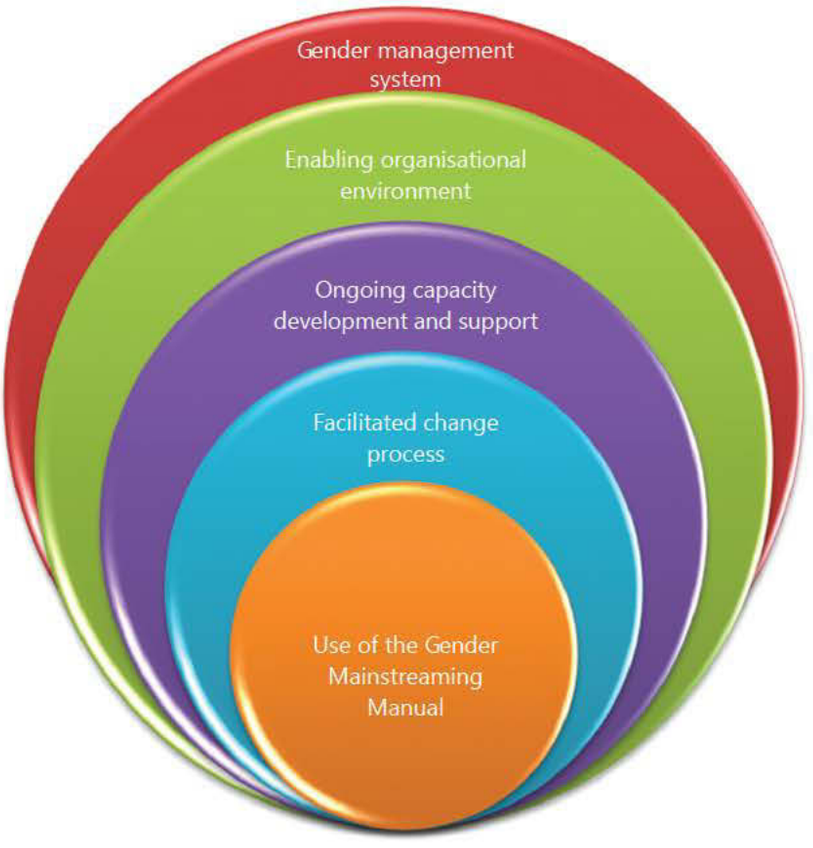
# CHAPTER 8:

## CONCLUSION

*Gender mainstreaming is not only a way to achieve gender equality and equity goals, but a way to better take into consideration the needs and interests of diverse groups of women and men, and to ensure their participation in IWRM.*

*Working with the gender mainstreaming tools in the Handbook should be framed by an understanding that this approach can lead to sustainable change in water resources management only through context-specific action. This requires that action is underpinned by the deliberate use of gender-aware participatory methods that can reflect women's and men's perspectives, needs and interests. Furthermore, the advancement of women to reduce historical gender inequalities is critical as a specific action to redress the effects of gender imbalances of the past. And similarly, it is vital to continuously strengthen and build the capacity, skills, knowledge and commitment of the water resources management sector to be able to implement gender mainstreaming.*

Figure 18: The wider context of gender mainstreaming




It is important to keep in mind that the successful use of the Handbook is dependent on how well it is linked to four critical aspects as illustrated in Figure 18. Gender mainstreaming should be part and parcel of a facilitated change process. It is a radical departure from doing 'business as usual'. The organisational impact of mainstreaming as a development strategy should not be underestimated. For mainstreaming to be successful, it should be closely facilitated as a change process.

As a result, ongoing capacity development and support with the use of the mainstreaming tools are vital. Change happens over time, and the users of the Handbook will require additional capacity and support to be able to stick to the commitment to work differently.

The long-term sustainability of mainstreaming as a strategy is dependent on two further factors: the degree to which the organisational environment within which it is going to be implemented is supportive (see Annexure 5), and the degree to which mainstreaming is linked to an overarching gender management system that can provide overall strategic direction and support (see Annexure 6).

Finally, the sustained implementation of gender mainstreaming will result in more effective solutions because women – as the largest category of water users in the world – have vast experience in managing community water resources. Women are a huge potential resource for the planning and implementation of water projects. Including women and men in project planning and implementation will lead to more efficient solutions. This is because when women and men share the costs, burdens and benefits of water resource management, it results in enhanced community involvement and in the optimal use of time, money and other resources. As such, gender mainstreaming will bring about equitable solutions because gender-aware water projects offer opportunities to address inequalities between women and men in access to resources, services and influence. Gender mainstreaming will also result in the promotion of women's empowerment.

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# ANNEXURES

Please refer to the attached Memory Stick for the following annexures:

Annexure 1: Gender and water-related guiding protocols or instruments
Annexure 2: Gender and water examples
Annexure 3: Templates
Annexure 4: Key terminology
Annexure 5: Enabling organisational environment
Annexure 6: Gender management system
Annexure 7: Gender analytical frameworks
Annexure 8: Gender-aware participatory methods
Annexure 9: Gender indicators

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