



UNITED NATIONS DEVELOPMENT PROGRAMME

Mainstreaming Gender in Water Management

A Practical Journey to Sustainability: A Resource Guide

Preface

The quest for development has led to a consensus that participation by both men and women - not as objects of development but as equal partners – is essential for sustained interventions. This has encouraged the promotion and use of gender-sensitive approaches in water and sanitation programmes and, more recently, in Integrated Water Resources Management (IWRM). Forums such as the International Drinking Water Supplies and Sanitation Decade Review (1990), the Dublin Conference (1992), the World Summit on Sustainable Development (1992), the Beijing Conference (1995) and the World Water Conference (2000) have endorsed these concepts.

The United Nations Development Program (UNDP) has developed a new strategy, drawing on such global thinking on issues of IWRM. The strategy is linked to four UNDP focus areas: poverty alleviation, livelihoods, environmental protection and gender equality. As part of its ongoing efforts to support both IWRM and gender mainstreaming strategies, as well as contribute to more effective integrated water resources management initiatives, UNDP's Environmentally Sustainable Development Group (ESDG) has prepared this 'Resource Guide for Mainstreaming Gender in Integrated Water Resources Management'. Launched under the ESDG-wide Global Programme (as part of the Bureau for Development Policy's (BDP) efforts to develop programmes and policy tools to be used primarily by country offices to enhance UNDP programming), this initiative of the water programme is closely integrated into an overarching strategy on gender and environment within UNDP.

While a lot of effort has been invested in developing gender mainstreaming materials, a major challenge facing programme officers and water and gender specialists is that such information and materials are anchored in different institutions, resource centres, Web sites and organizations. Without a proper guide as to where to find specific information, mainstreaming gender becomes debilitating. It is against this backdrop that UNDP has developed a Resource Guide summarizing the concept of gender in IWRM and guiding the user to existing materials and tools.

The resource guide is by no means exhaustive and is not meant to duplicate, but rather to support previous efforts by consolidating available materials. UNDP and its partners will aim to continually update the guide in order to keep abreast of new materials, information and concepts.

Developed in consultation with stakeholders in various regions and supported by the Gender Water Alliance, gender specialists and practitioners, the guide consists of five parts:

1. An introduction and overview notes on gender mainstreaming in IWRM,
2. A guide to existing tools and materials,
3. Briefing notes on:
 - Bringing a gender perspective to water sector capacity building
 - Equality between men and women
 - Institutional capacity to promote gender in IWRM Projects
4. Case studies and good practices
5. A guide to gender mainstreaming within the project cycle

A Practical Journey to Sustainability should prove useful to development practitioners, gender and water specialists, project managers, researchers and scholars concerned with gender and water.

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The views expressed in the guide may not necessarily reflect the views of UNDP or of other institutions with which the organization is affiliated.

The Resource Guide's Web site www.undp.org/water/genderguide will be updated as additional tools and insights are identified. Your comments on the entire guide are not only welcome, but also very much solicited. Please send correspondence to:

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1.0 Overview Notes

a) What is this Resource Guide?

This guide is a reference document to assist staff in mainstreaming gender within the context of Integrated Water Resources Management (IWRM). It builds on existing initiatives by summarizing the available tools and materials on gender mainstreaming in IWRM. It is meant to stimulate further reading and research.

b) Why has it been developed?

The guide has been developed in response to an identified need. While a lot of information exists on gender mainstreaming in IWRM, this information is dispersed in different institutions and organizations, making it difficult to know where to get specific information. This guide supports the efforts of those trying to mainstream gender in their projects and those seeking to improve their knowledge and skills in gender and IWRM.

c) What are its objectives?

The resource guide is meant to:

- Improve the sustainability and effectiveness of water-related activities through incorporation of gender equality perspectives throughout the project cycle.
- Improve approaches to the planning, implementation, management and monitoring of IWRM.
- Improve understanding and awareness of gender concepts through an easy reference to existing materials and tools.

d) How it was developed?

The development of the resource guide has been an interactive process involving consultants, gender specialists, practitioners and programme officers. Valuable feedback was received from the Gender Water Alliance, which not only acted as a sounding board but also had technical input. An initial draft guide was produced in 2000 and wide consultation took place within several different regions. The consultative process then led to the revision of the initial document and a technical team also volunteered in reviewing the final document.

e) How should it be used?

The resource guide is not a set of guidelines, nor is it a step-by-step tool kit for gender mainstreaming. It is a reference guide that should be used in conjunction with the texts and materials to which it refers. It gives a brief overview and summary of issues within the different categories of IWRM and is designed to raise awareness and promote learning and analysis on the relevant social equity and gender issues. There are different sections, making it easy for those interested in particular topics to specifically zero in on those. It may be useful to review those sections of interest rather than trying to read the guide from cover to cover. Once interest is raised, users may then turn to the referenced materials for more detailed information.

f) For whom is it meant?

The primary target groups for the resource guide are programme managers, gender specialists and researchers within the field of IWRM.

Introduction

1.1

Introducing IWRM

Integrated Water Resources Management (IWRM) is a cross-sectoral policy approach to respond to the growing demands for water in the context of finite supplies. It is an approach that aims to ensure the coordinated development of water, land and related resources to optimize economic and social welfare without compromising the sustainability of environmental systems (The Global Water Partnership (GWP), 'Integrated Water Resources Management', TAC Background Papers No. 4, GWP, Stockholm, 2000).

Policy makers, analysts, international organizations and governments have sought consensus on principles to guide the setting of priorities, policy-making and the elaboration of specific initiatives. Key points include:

- Water should be treated as an economic, social and environmental good;
- Water policies should focus on the management of water and not just on the provision of water;
- Governments should facilitate and enable the sustainable development of water resources, including a regulatory framework;
- Water resources should be managed at the lowest appropriate level; and
- There should be recognition that women play a central role in the provision, management and safeguarding of water.

UNDP's water strategy draws on the thinking behind the global IWRM policy discussion and focuses on capacity-building for the governance of water resources and the aquatic environment. It is also linked to four UNDP focus areas: poverty reduction, livelihoods, environmental protection and gender equality.

1.2

Introducing Gender

Poor targeting, inequitable distribution of benefits and burdens, and poor operation and maintenance structures have hindered development projects aimed at addressing issues of sustainable development in water resources management. Community participation and management approaches have failed to address these issues largely because communities are often seen as a collection of people with a common purpose.

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

People-centred approaches do not always ensure that gender perspectives are taken into account. Thus a deliberate strategy of gender mainstreaming can be useful to ensure that these issues are part of analysis, project planning and evaluation.

<p>1.3 Defining Gender</p>	<p>Gender refers to the roles and responsibilities of men and women and the relationship between them. Gender does not simply refer to women or men, but to the way their qualities, behaviours and identities are determined through the process of socialization. These roles and responsibilities are culturally specific and can change over time. Gender is seen as the social construction of men's and women's roles in a given culture or location.</p> <p>Gender roles are distinguished from sex roles, which are biologically determined. Gender refers to the socially determined roles played by women and men. These different roles are influenced by historical, religious, economic, cultural and ethnic factors. As women and men are defined in the weave of specific social fabrics, the relation they share constitutes what is known as gender relations.</p> <p>Within this overall context, UNDP has defined its gender approach as:</p> <p><i>Taking account of gender concerns in all policy, programme, administrative and financial activities, and in organizational procedures, thereby contributing to a profound organizational transformation. Specifically... bringing the outcome of socio-economic and policy analysis into all decision-making processes of the organization, and tracking the outcome. This includes both the core policy decisions of the organization, and the small, everyday decisions of implementation.</i>¹</p>
<p>1.4 The historical framework of gender</p>	<p>Gender approaches in development have evolved over past decades:</p> <p>In the 1950s & 60s, the welfare approach saw women as passive recipients of benefits.</p> <p>In the 1970s and 80s, the equity and efficient approach challenged women's subordinate position and attempted to increase women's participation in water supply and sanitation.</p> <p>In recent years, a gender and empowerment approach has attempted to transform existing gender relations through a more equal control of resources and a more equal sharing of water-related work burdens.</p>
<p>1.5 Why use a gender perspective in IWRM?</p>	<p>A gender perspective in IWRM is necessary for a variety of reasons:</p> <ol style="list-style-type: none"> 1) Concern for project effectiveness and meeting project results 2) Concern for environmental sustainability 3) Need for accurate analysis of natural resources use 4) Concern for equality and the interconnectedness of gender equality within UNDP's mandate to support sustainable human development 5) Support for the commitments of partner countries 6) Participatory processes in IWRM initiatives do not automatically recognize inequalities and differences between women and men
<p>→ 1.5.1 Project effectiveness</p>	<p>1. Involving both women and men in integrated water resources initiatives can increase project effectiveness.</p> <p>Experience now demonstrates that ensuring both women's and men's participation improves project performance. Involving both women and men enhances project results and improves the likelihood of sustainability. In other words, a project is more likely to achieve what planners hope it will achieve if women and men (both rich and poor) are active participants</p>

¹ Gender in Development Programme, *Programming Through the Lens of Gender*, UNDP, New York, 1995.

and decision makers.

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

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

Preliminary findings appear to validate the hypotheses that water services will be better sustained and used by the community if institutions and policies enable the communities (men & women, rich & poor) to:

- Initiate the service, take informed decisions about the type of service management and financing systems and build capacities to maintain and manage the services so that burden and benefits are equitably shared.²

ii) a World Bank review of 121 rural water supply projects

This review found that women's participation was among the variables strongly associated with project effectiveness.³ Furthermore, it was found that the failure to take gender differences and inequalities into account can result in failed projects.

As an example, in India compost pits located outside villages went unused and women continued to deposit waste near their homes - even when fined for doing so - because they did not wish to be seen carrying loads of refuse to the outskirts of the village. If there had been consultation with women, perhaps this problem could have been avoided.⁴

Although research has tended to focus on the water supply and sanitation sector, the same trend can be seen in other water sectors as well.

Field insight

The positive impact of paying attention to gender issues can be seen in the Philippines Communal Irrigation Development Project. This project exceeded physical development targets and appraisal estimates of irrigation intensity and paddy yields. The project's success has been attributed to the full participation of the intended beneficiaries. The project partly draws on a tradition of farmer-built irrigation systems and responds to a cultural context in which women exercise independent land rights in the community by:

- Recruiting community organizers, two-thirds of whom are women;
- Ensuring membership of both spouses in water user associations; and
- Actively encouraging women to assume leadership roles.

It was also noted that women's membership facilitated the payment of fees, because women controlled family finances.⁵

² Information on the study is available at www.wsp.org/English/index.html

³ Narayan, D., *The Contribution of People's Participation: Evidence from 121 Rural Water Supply Projects*, The World Bank, Washington, D.C., 1995.

⁴ Fong, M. et al, *Toolkit on Gender in Water and Sanitation*. Gender Toolkit Series No. 2, Gender Analysis and Policy, Poverty and Social Policy Department, UNDP-World Bank Water and Sanitation Program, TWUWS, The World Bank, Washington, D.C., 1996.

⁵ Quisumbing, A. R. *Improving Women's Agricultural Productivity as Farmers and Workers*, World Bank Discussion Paper Series No. 37, 1994. Quoted in FAO, *SEAGA Sector Guide: Irrigation*, 1998. Available at www.fao.org/sd/seaga

→ 1.5.2

Environmental Sustainability

2. Using a gender perspective and ensuring women's involvement can support environmental sustainability.

Through the greater participation of both women and men, sustainability projects can have an increased profile. There is widespread interest in and commitment to a "new development paradigm that integrates environmental sustainability with gender equality and justice within and between generations".⁶

Field Insight

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

The project first invited young men to monitor the water to determine if the techniques being used for soil conservation were reducing the silting. However, the men were not effective. Women farmers, as well, were brought in to monitor the water without much success. The project then determined that women were more interested in health issues than soil loss.

As women learned about how water quality affected the health of their families and the program expanded to include monitoring for e coli, women became interested and participated. This led to their further engagement in a wider range of environmental activities. Ultimately, the community's involvement led to positive outcomes, such as an increase in the adoption of soil conservation technologies by both men and women farmers.⁷

→ 1.5.3

Good analysis

3. Social and economic analysis is incomplete without an understanding of gender differences and inequalities.

With a gender analysis, planners gain a more accurate picture of communities, natural resource uses, households and water users. Understanding the differences among and between women and men (who does what work, who makes which decisions, who uses water for what purpose, who controls which resources, who is responsible for different family obligations, etc.) is part of a good analysis and can contribute to more effective initiatives.

Although each specific situation should be understood on its own terms, there are many issues that should be explored:

- Women and men tend to have different uses, priorities and responsibilities for water resources. There are also trends along gender lines in terms of access and control over water and water rights. If planners do not have an accurate picture of who uses water for what purposes, they are not working with complete information.

⁶ United Nations, The Beijing Platform for Action, 1995, Par 248.

⁷ Diamond, N. et al, *A Working Session on Communities, Institutions and Policies: Moving from Environmental Research to Results*. WIDTECH (funded by the Office of Women in Development, Bureau for Global Programmes, Field Support and Research, U.S. Agency for International Development), Washington, D.C, 1997. Sited in Working Party on Gender Equality, OECD-DAC, *Reaching the Goals in the S-21: Gender Equality and the Environment*, 1998. Available at: www.oecd.org/dac/Gender/pdf/wid993e.pdf

- Gender differences and inequalities mean that women and men experience changes in water availability, services or water policies differently. Thus an initiative should be studied for its differential impact on women and men to ensure that all implications are clearly understood and there are no unintended negative repercussions.

Field Insight

In Bangladesh, despite the widespread perception that gender issues were not relevant in the impact of floods and flood prevention plans, there are several ways that differences and inequalities among women and men are relevant.

Women are not only responsible for and full participants in the production and processing of food in the farming systems in rural Bangladesh, but also for the preparation and management of food resources within all households. Water-related risks, such as early flash floods, can damage more than the fields producing crops, but also food stores and processing equipment, driving up the prices of food staples. Any disruption in food supply will impact a woman's responsibility to eke out existing resources. Women's lack of mobility also limits alternative strategies she could adopt to cope with stress on family resources, especially if she is, de facto, the head of household owing to male migration or desertion.⁸

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

Field Insight

Peruvian female heads of households were less successful in negotiating water turns. In Alto Piura, female farmers complained that they always had to irrigate at night, in spite of the official rule that night turns should be equally distributed among irrigators. Since male irrigators had better relations with the irrigators' committee and with the water delegate, they were often more successful in negotiating day turns.⁹

If a project aimed to provide all irrigators and farmers with equitable access to water resources, then strategies are required to deal with this specific difficulty faced by women.

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

Field Insight

Poor women are less likely to be elected to positions on waterpoint

⁸ Thomas, H., *Building Gender Strategies for Flood Control, Drainage and Irrigation in Bangladesh*, 1993. In SIDA, *Workshop on gender and water resources management. Lessons Learned and Strategies for the Future*, 1994. Two Volumes. (Report from a seminar held in Stockholm, 1-3 December 1993).

⁹ Quoted in Zwartveen, M., 'Water: From Basic Need to Commodity: A Discussion on Gender and Water Rights in the Context of Irrigation,' *World Development*, 1997, Vol. 25, No. 8, pp. 1335-1349.

¹⁰ Cleaver, F., 'Incentives and informal institutions: Gender and the management of water', *Agriculture and Human Values*, 1998, 15, pp. 347-360.

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

Poor women generally have less access to water supplies and greater constraints on time and labour resources than other women or men. They are likely to be in poorer health and their children are at greater risk of water-related diseases. They therefore could benefit most from improvements that bring water supplies closer to their homes. However they are least likely to participate in the collective decision-making that will bring this about.¹⁰

→ 1.5.4

A concern for equality and ...

UNDP's commitment to sustainable human development

4. Without specific attention to gender issues and initiatives, projects can reinforce inequalities between women and men and even increase imbalances.

Although many initiatives are thought to be 'gender neutral', this is rarely the case. Projects and programmes often bring new resources (training, tools, technology, etc.). Whether someone is male or female can influence whether or not they can take advantage of these opportunities. An initiative can also serve to reinforce existing inequalities, even when there may be opportunities to help support people's efforts to build more equitable societies and economies.

The importance of specific attention to gender issues is all the more important given the low profile of these issues among water professionals in general.

Ensuring the integration of a gender perspective is part of UNDP's commitment to sustainable human development.

Both the advancement of women and protection of the environment play crucial overlapping (and ideally reinforcing) roles in UNDP's overall strategy.

"Gender equality is an intrinsic dimension of equitable and sustainable human development. We must apply in our own work the messages of the 1995 and 1996 Human Development Reports to promote gender equality of capacities and opportunities if we are to make a difference in poverty eradication and sustainable livelihoods, environmental regeneration and governance."¹¹

¹¹ UNDP, *Direct Line 11: Gender Equality and the Advancement of Women*, 22 November 1996.

→ 1.5.5

**Commitments of
Partner
Governments and
Development
Agencies**

5. Partner governments and development agencies have made commitments to support greater equality between women and men and to use a gender perspective in environmental initiatives.

Specific commitments include:

- The results and follow-up of the International Drinking Water Supply and Sanitation Decade were discussed in *New Delhi* (1990). Although this discussion has been criticised in recent years for not going far enough on gender issues, there was a clear call for an increase in women's decision-making and management of water resources.
- The *Dublin Statement* (1992), endorsed by over 100 countries, recognized that women play a central role in providing, managing and safeguarding water resources. It calls for the pivotal role of women as providers and users of water and guardians of the living environment to be reflected in institutional arrangements for the development and management of water resources.
- Principle 20 of the *Rio Declaration* (1992) stated, "Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development". *Agenda 21* (1992) contains an entire chapter on women and sustainable development (Chapter 24). The importance of gender was reaffirmed by the World Summit on Sustainable Development (WSSD) in 2002.
- The *Beijing Platform for Action* (1995) highlighted environmental issues as one critical area of concern ("gender inequalities in the management and safeguarding of natural resources and in the safeguarding of the environment"). Three strategic objectives were agreed to: (1) involve women actively in environmental decision-making at all levels; (2) integrate gender concerns and perspectives in policies and programmes for sustainable development; and (3) strengthen or establish mechanisms to assess the impact of development and environmental policies on women.
- At the Millennium Summit in 2000 world leaders agreed on the *Millennium Development Goals* (MDGs). A specific gender target sets out to eliminate gender disparities in primary and secondary education preferably by 2005, and at all levels by 2005. www.undp.org/mdg

→ 1.5.6

**Participatory
processes**

Experience shows that participatory processes and 'attempts to involve poor people' do not automatically include women. Attention to gender differences and inequalities is required if participatory development initiatives are to involve women as well as men. Specific issues include:

- **Power imbalances in communities.** Communities are not harmonious groups with a common set of interests and priorities. There are often strong divisions along the lines of age, religion, class and gender. These power differentials make it difficult for some people to voice opinions that contradict general views. Power differentials may even affect who participates in specific meetings. Outside officials may only invite 'community leaders' (generally men) to participate in consultations.
- **Intra-household and intra-family relations.** Some women may find it difficult to speak out in front of their husbands or fathers. They may also believe that discussions relating to family matters (even issues relating to workloads) are not for public forums.

- **Different constraints to participation.** Men and women have different responsibilities and workloads, with women often having less time to devote to new activities. Attending specific meetings may raise problems for women if meetings are set for times of the day when women tend to be occupied. Women's responsibilities for childcare may also make it difficult to participate.
- **Different abilities to participate.** Given gender biases in education, women and men often have varying literacy levels. Men may also have more experience putting their arguments forward to outsiders and more confidence dealing with new people.
- **Perceived benefits of participation.** Women and men may make different calculations about the costs and benefits of their involvement in participatory processes. Given the already high demands on most women's time, they often find little time to participate.

Participatory methods are only as good as the people who use them. It is now clear that there is more to participation than a series of exercises. When they are done well, gender-sensitive participatory processes challenge organizations in many ways:

Skills: Organizations need to develop the skills to do this type of work. Facilitating gender-sensitive participatory processes requires experience, skills and the ability to deal with conflict, should it arise.

Time: Participatory processes can take a long time and may require support over a period of years.

Flexibility and adaptability: The selection and sequencing of methods should be based on the specific circumstances. Responding adequately to specific contexts requires flexibility.

Support: Participants (women and men) require support as they explore new issues. It is extremely irresponsible for an outside organization to encourage people to raise issues of gender inequalities and then not support the consequences.

Follow-up: Can the organization respond to the issues raised? If development cooperation organizations are serious about participatory processes, they must be prepared to act on the priorities identified and issues that emerge.

Two examples of gender-sensitive participatory methods

Participatory Methods Used to Introduce Gender Equality Issues

Beginning in 1992, the German development cooperation agency, GTZ¹² assisted the Zambian Ministry of Agriculture, Food and Fisheries to integrate a participatory approach into their extension service. Extension officers used participatory methods to assess farmers' priorities, which led them towards a multi-sectoral approach to development. They used seasonal calendars to plan extension activities at times convenient to farmers. They began to involve farmers in monitoring and evaluating the outcome of extension efforts.

However an evaluation revealed that women were not benefiting from the improved participatory approach to extension. The staff began to make concerted efforts to address the problems of women and involve them in the process. As awareness grew, two three-day workshops helped couples to analyse gender relations in their households.

The case study raises several key points:

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

Source: *With a Participatory Approach, Gender is not a Sensitive Issue. ID21 Report* (www.id21.org), 14 April 1998. Based on a case study by C. Firschmuth.

Participatory Methods Illustrate Different Perceptions of Well-Being

The use of gender-sensitive participatory methods in Darko, Ghana identified differences between women and men in their understanding of poverty. These methods documented people's own perceptions of intra-household relations and provided a far better understanding of the situation and changes underway than would have been possible through data collection on externally selected indicators.

Men and women prepared separate social maps of the village and carried out wealth and well-being rankings. Differences in the two discussions were analysed:

- Men's criteria of wealth centred on assets like a house, car, cattle and type of farm. They considered crops grown by men and not women's crops. Initially they left those with no assets out of the ranking altogether. They then moved on from wealth to a discussion of well-being, using 'god-fearing' as the main criterion.
- Women started with indicators like a house, land and cattle but moved to analyse the basis of agricultural production. Again they considered only 'female' crops and did not mention cocoa or other crops grown by men. Contrary to common perceptions, women focused on marketed crops and not on subsistence food crops.
- Women's criteria for the 'poorest' were related to a state of destitution, and the lack of individual entitlements or health-related deprivation. Men focused on the absence of assets.
- Each group had its own perception of well-being. Women tended to identify factors for women, while men focused on men. Neither

¹² Deutsche Gesellschaft für Technische Zusammenarbeit

group looked at the household as a unit for analysing welfare.

- For both women and men, being wealthy did not always mean being better off. In the men's analysis none of the rich were 'god-fearing' and two houses with no assets had 'god-fearing' people. As for the women, the biggest vegetable producers (seen as an indicator of being well off) were not in the richer categories.

Source: Shah, M. K., "Gendered Perceptions of Well-being in Darko, Ghana," 1998. In Guijt and Shah (eds.) *The Myth of Community: Gender Issues in Participatory Development*. (Cited below)

1.6

What is meant by a 'gender approach' in IWRM?

All governments made commitments to the women and gender equality goals in the Beijing Platform for Action (1995), and recognized gender mainstreaming - "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels" (ECOSOC 1997) - as the principal means to achieve these objectives. UNDP endorses this approach, and includes the advancement of women as a core thematic area within its Sustainable Human Development (SHD) framework.¹³

We noted that gender refers to the socially determined division of roles and responsibilities and power between men and women. These socially constructed roles are usually unequal in terms of power, decision-making, control over assets and events, freedom of action, ownership of resources and so on.

For this reason, gender usually is fundamentally about power, subordination and inequality, and gender mainstreaming is about changing these to secure greater equality in all its social manifestations for the disadvantaged members of society (poor men and women).

Gender mainstreaming implies that:

- Attitudes, roles and responsibilities of men and women are taken into account, recognizing that both sexes and different social classes do not have the same access to and control over resources and that work, benefits and impacts may be different for the different socio-gender groups.
- Considering the needs, roles, capacities, benefits and burdens of men and women, rich and poor, young and old becomes the norm rather than the exception.

There are three elements in an approach to gender and IWRM. Each of these elements supports both project efficiency and a concern for gender equality.

Three elements of a gender approach in IWRM

- 1) In every initiative, programmers and analysts should take steps to

¹³ Gender in Development Programme (GIDP/UNDP), 1999. UNDP: Gender Equality and the Advancement of Women (mimeo). Available at www.undp.org/gender/policy/policy.html

	<p>understand the differences and relations among and between women and men in each specific context under consideration (in other words, carry out a gender analysis). Ideally this should be done in a participatory fashion and both women and men should be involved.</p> <ol style="list-style-type: none"> 2) Based on this analysis, all initiatives should incorporate women's and men's perspectives, needs and interests and, where possible, promote the advancement of women (in other words, reduce gender inequalities). 3) Participatory approaches that facilitate the equitable participation of women and men (especially at decision-making levels) should be used.
<p>→ 1.6.1 Getting the analysis right</p>	<p>Using a gender analysis involves:</p> <ul style="list-style-type: none"> • Understanding the gender-differentiated systems for access to resources, labour, water uses, water rights, and the distribution of benefits and produces. Sex-disaggregated data and the documentation of unpaid labour are important. • Focusing on gender relations, not just women. Although many analyses draw attention to women (since it is generally women who face disadvantages and women's views that tend to be overlooked), a gender analysis looks at the relations (differences, inequalities, power imbalances, differential access to resources, etc.) between and among women and men. The position of women cannot be understood in isolation from the broader relationships between women and men. • Understanding that gender is a factor that influences how people respond both individually and collectively. Men and women face different obstacles and draw on different resources when attempting to participate on a water committee, confront a local official or attend a training session. • Understanding the gender dimensions of institutions at all levels in the society (within the household, community-based organizations, water users associations, local governments, national civil services, etc.). These formal and informal institutions play fundamental roles in water resources management, yet they all can have gender dimensions: Who makes what decisions? Does the structure facilitate or hinder women's participation? Is there the capacity to reduce inequalities between women and men? How are different needs and perspectives negotiated inside institutions? • Confirming or rejecting assumptions in each specific context, ideally using participatory methodologies. Assumptions from one country or project cannot be carried over into another region or initiative. Furthermore power relations, working arrangements and resource availability can change over time. The specificity of each situation must be investigated.
<p>→ 1.6.2 Getting the initiative or project right</p>	<p>Ensuring that this analysis increases the impact of UNDP water programmes and that the overall objective to support the advancement of women is reflected in UNDP IWRM initiatives involves:</p> <ul style="list-style-type: none"> • Incorporating the insights from the analysis into project design. For example, it is not enough to document women's priorities. These views should influence the priorities and objectives of the initiative.

	<ul style="list-style-type: none"> • Giving importance and recognition to women’s responsibilities and views. For example, often women’s uses of water are given less importance than men’s (they are not documented, women’s uses are not given priority, they are not visible to planners, etc.) • Making links to key expected results of the initiative. There should be a clear analysis that links the gender analysis to the overall objectives of the project. If the project is focusing on flood control, the gender dimension should look at how women are consulted, involved and affected by various options for flood control (rather than a side initiative on small-scale credit for women). • Identifying concrete objectives. During the project design phase, objectives relating to gender equality should be clearly specified (rather than kept general, such as ‘incorporate gender equality issues into the project’). • Developing indicators to track success towards meeting the results. General indicators should be disaggregated on the basis of sex (instead of total number of people consulted, there should be a breakdown between women and men).
<p>→ 1.6.3</p> <p>Involving both women and men, with an emphasis on increasing women’s participation at decision-making levels</p>	<p>Much of the emphasis in international agreements focuses on increasing the involvement of women in water initiatives. Although this is a vital goal, it does not come without challenges.</p> <p>Participation has its obstacles. Poor women often find it difficult to participate in community-based initiatives given their immediate survival needs. The difficulties faced by poor women and the costs of participation should be clearly understood and addressed.</p> <p>Participatory methodologies are not always gender-neutral. Communities are not necessarily always democratic. Organizations often favour one group at the expense of another. Some people have a greater ability to participate compared to others (for example, the ability to speak out in a public meeting). All these issues argue for a gender approach to participation.</p>
<p>→ 1.6.4</p> <p>Monitoring and evaluation should have gender-sensitive indicators</p>	<p>Programme and project interventions have not led to sustained and sustainable development. Benefits and costs that accrue from an intervention are also not always disaggregated by gender and socio-economic class; consequently it becomes difficult to understand the effects of those interventions on different groups.</p> <p>A monitoring and evaluation process that has gender-sensitive indicators and involves men and women not as informants but as participants will gain a better understanding of who in the community has benefited, who bears the costs and what motivates different groups to act. Furthermore, a monitoring process that involves men and women ensures that monitoring becomes a self-management tool rather than a policing instrument, thus leading to collective action.</p> <div style="border: 1px solid black; padding: 10px; margin-top: 10px;"> <p>Field Insight</p> <p><i>The Water and Sanitation Programme (WSP), in collaboration with the International Water and Sanitation Centre (IRC) and various governments, in 2000 developed and piloted a Methodology for Participatory Learning (MPA). The methodology is a participatory assessment of water and sanitation programmes using gender- and poverty- sensitive indicators. Using the methodology, some findings</i></p> </div>

indicate that:

- *Better-sustained services are significantly associated with better gender and poverty sensitivity in the demand-responsiveness of projects, user influence and control over project implementation, sharing of burdens and benefits, during operations and user satisfaction.¹⁴*
- *The use of participatory, gender- and poverty-sensitive monitoring approaches ensures that all members of the community - rich, poor, men, women - express their views as to how they perceive the interventions.*
- *The process utilises both qualitative and quantitative indicators.*

1.7

Further Reading

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

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

Hannan-Andersson, Carolyn, *Gender Perspectives on Water Resources Management: Domestic Water Supply and Environmental Sanitation*, Stockholm, Swedish International Development Cooperation Agency (SIDA), 1995.

Maharaj, Niala et al, *Mainstreaming Gender in Water Resources Management: Why and How*, Background Paper for the World Vision Process, Paris, World Water Vision and World Water Council, 1999.

Swedish International Development Cooperation Agency (SIDA), *A Gender Perspective in the Water Resources Management Sector: Handbook for Mainstreaming*, (Helen Thomas, Johanna Schalkwyk & Beth Woroniuk prepared in close cooperation with the Department for Natural Resources and the Environment), Publications on Water Resources, No. 6, 1997.

Gender Water Alliance (GWA), *The Gender Approach to Management: Lessons learned around the globe*, 2003.

Gender Water Alliance (GWA), *The Gender and Water Development Report 2003: Gender perspectives on policies in water sector*, 2003.

Gender Water Alliance Web site (www.genderandwateralliance.org), CD-ROM on various case studies around the globe.

Van Wijk-Sijbesma, C., *Gender in Water Resources Management, Water Supply and Sanitation – Roles and Realities Revisited*, The Hague, International Water and Sanitation Council, 1998.

2.0 Guide to Resources on Gender and IWRM

Contents	<ul style="list-style-type: none"> • Introduction • General Resources on Gender and Integrated Water Resources Management • Gender and Domestic Water Supply and Sanitation • Gender and Irrigation • Gender and Coastal Zone Management • Gender and Fisheries • Gender and Capacity Building • Gender Analysis Tools 	
<p>2.1 Introduction</p> <p>The UNDP-ESDG Water Programme developed this guide to support country offices and UNDP partners in governments and non-government sectors in designing, implementing and evaluating relevant programmes and projects. Given the wide range of existing tools and resources, this guide aims to provide direction on what might be useful in different circumstances.</p> <p>We have attempted to list documents that are relatively accessible, with an emphasis on materials available in electronic form. We have drawn on numerous sources, in particular, Mainstreaming Gender Equality in the 21st Century Goals on Environment [DCD/DAC/WID (98/99)]. This report was prepared by the Swedish International Development Cooperation Agency (SIDA) for the OECD/DAC Working Party on Gender Equality in 1998 and is available electronically at www.oecd.org/dac/Gender/pdf/wid993e.pdf</p>		
Category	Title and overview	<ul style="list-style-type: none"> • the organization that produced the document • situations where the document might be useful • intended or possible target audiences

<p>2.2 General Resources on Gender and Integrated Water Resources Management</p>	<p>? <i>Gender Perspectives on Sustainable Development: Briefing Notes</i></p> <p>The Division for Sustainable Development of the United Nations Department of Economic and Social Affairs, in collaboration with the Office of the Special Adviser on Gender Issues and the Division for the Advancement of Women, has produced a set of briefing notes on gender and sustainable development. The set includes five briefing notes:</p> <ul style="list-style-type: none"> ▪ Gender perspectives in sustainable development; ▪ Gender perspectives on freshwater resources; ▪ Gender perspectives on energy; ▪ Gender perspectives on forestry; ▪ Gender perspectives on environmental sustainability of small island states. <p>The briefing notes were developed to cover some of the areas in sustainable development where lack of knowledge and capacity on relevant gender issues and how to address them hindered adequate attention to gender perspectives. The briefing notes are four pages long and contain three sections.</p> <ul style="list-style-type: none"> - The first section introduces the linkages between gender perspectives and the issue being discussed; - The second section provides some ideas on what might need to be done differently as a result of understanding these linkages; - The third section provides a resource listing with good references, Web sites, etc., to assist in developing a deeper understanding of how to bring gender perspectives to the centre of attention in relation to the issue/sector under discussion. 	<p>Available from: Division for Sustainable Development www.un.org/esa/sustdev/</p> <p>Office of the Special Adviser on Gender Issues and the Advancement of Women www.un.org/womenwatch/osaqi/</p> <p>Division for the Advancement of Women www.un.org/womenwatch/daw</p> <p>Useful for: ✓ The briefing note on freshwater resources covers gender issues in integrated water resource management at the local as well as national policy levels. Gender differences and inequalities in relation to uses and priorities for water, access to income and other financial resources, access to land, and capacity to participate and be involved in management decisions are raised. Gender aspects of water pricing, management, involvement of civil society and national capacity to implement international commitments are also briefly addressed. The section on resources covers handbooks and guidelines available, as well as research papers, advocacy publications and Web sites.</p> <p>Intended audience: ✓ Policy makers, water specialists and project managers</p>
	<p>? <i>Women and Water Resources: Continued Marginalisation and New Policies.</i> Frances Cleaver and Diane Elson, IIED, Gatekeeper Series No. 49, London, 1995.</p>	<p>Available from: International Institute for Environment and Development 3 Endsleigh Street London WC1H 0DD, UK</p>

	<p>This short booklet provides an overview of some of the pitfalls in the current discussions of Integrated Water Resources Management and gender issues, highlighting “the potential threats posed by the new policy climate to women’s roles in water resources management and the likely consequences for equity and efficiency.” The authors argue that without specific consideration of the differences and inequalities between women and men, it is possible that several of the new policy trends could end up making women’s situation worse.</p> <p>It concludes that it is important for policy makers to recognize, understand and take into account the following:</p> <ul style="list-style-type: none"> • that all data should be disaggregated by sex; • that markets and meetings structure the system but that the situation of women and men in relation to these differs; • that matching ability to pay and willingness to pay may require redistribution of income to women; • that not only water but also women’s time is an economic good - and that markets are likely to undervalue women’s time; and, • that gender barriers to effective and equitable management of water resources are more likely to be overcome if women are organized into movements for change. 	<p>Email: iieduk@gn.apc.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and current discussions on integrated water resources management ✓ Policy discussions <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Policy makers, water specialists, etc.
	<p>? Mainstreaming Gender In Water Resources Management: Why and How. Background Paper for the World Vision Process. World Water Vision, October 1999.</p> <p>Prepared as part of the World Water Vision process, this paper looks at why a gender approach is essential in the development of effective, efficient and sustainable water systems and strategies.</p> <p>In addition, the paper includes:</p> <ul style="list-style-type: none"> • examples from specific initiatives (India, Tanzania, Guinea Bissau, and Bangladesh); 	<p>Available from: World Water Vision Unit - World Water Council c/o UNESCO, Division of Water Services 1, rue Miollis 75015 Paris, France</p> <p>Fax: 33 (0) 1 45 68 40 72</p> <p>www.iiav.nl/knowhow/water.html#listserv</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and water

	<ul style="list-style-type: none"> • simple guidelines for putting a gender approach into action - at the global, international, national/institutional, and project/local/community levels; • a discussion of the benefits of 'gendered freshwater management'. 	<p>resources management</p> <ul style="list-style-type: none"> ✓ Policy discussions <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Policy makers in international and national institutions ✓ Professionals in water-sector organizations ✓ Individuals working on sustainable development and conservation strategies
	<p>? <i>A Gender Perspective in the Water Resources Management Sector: Handbook for Mainstreaming.</i> Helen Thomas, Johanna Schalkwyk & Beth Woroniuk, (Prepared in close cooperation with the Department for Natural Resources and the Environment), Swedish International Development Cooperation Agency, Publications on Water Resources, No. 6, 1996.</p> <p>This handbook, comprising three sections, aims to develop awareness, commitment and capacity for integrating gender perspectives into water resources management.</p> <p>The handbook includes:</p> <ul style="list-style-type: none"> • an analysis of linkages between gender equality and water resources, which should guide sector analysis and policy development and help to set concrete measurable goals; • talking points to guide dialogue of gender in relation to water resources management, taking the starting point in both social justice and effectiveness rationales; and • guidance for mainstreaming gender in different parts of the planning cycle (e.g. sector analysis, project formulation/appraisals, annual review and evaluations). 	<p>Available from: Swedish International Development Cooperation Agency 105 25 Stockholm, Sweden</p> <p>email: info@sida.se</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and water resources management ✓ Developing and implementing projects ✓ Policy discussions <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies ✓ Water specialists and gender specialists
	<p>? <i>Abstracts on Women, Water and Sanitation.</i> International Water and Sanitation Centre (IRC).</p> <p>Despite the title, this annual annotated listing of new publications and resources goes beyond sanitation issues. For example, Volume 8 contains information on gender and irrigation, urban water supply, and demand-</p>	<p>Available from: www.irc.nl/products/publications/ajw/index.html</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Finding specific new articles or publications ✓ Gaining a sense of new research and discussions

	<p>responsive water supply. The resources include journal articles, books, handbooks, research publications and donor organization documents.</p> <p>Although the Annual Abstract Journal has been published in hardcopy since 1991, starting in 1998 it has been available only through the Internet.</p> <p>Also see www.irc.nl/home/pben/pbengend.htm for a listing of the IRC's English publications.</p>	<p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Water specialists, researchers and gender equality specialists ✓ People with time to track down new resources
	<p>? <i>Social and Gender Considerations in Water Management: South of the Sahara.</i> M. Manundu, The International Development Research Centre (IDRC), People, Land and Water Programme, May 1997.</p> <p>This study looks at the Yatta irrigation scheme in Machakos District, about 60 miles from Nairobi, Kenya.</p> <p>It reviews current water use policy, including coverage targets, tariff and metering policies and demand projects. It investigates several water management issues from a gender perspective and finds that:</p> <ul style="list-style-type: none"> • women are not equal partners when communities create property rights; • women's unequal participation in family decision-making often means they are in a disadvantaged position when trying to reduce time and labour collecting family water supply; • almost all households irrigate at night and this causes problems for women (e.g. fear of attack, conflict with household commitments such as childcare, etc.); • women are grossly underrepresented in water management committees and have had trouble seeking redress to their problems. <p>Several solutions are proposed, including supporting increased participation by women in water supply design and demand management activities.</p>	<p>Available from: www.idrc.ca/plaw/gende-ea.htm</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Providing an example of a research project that worked with both social and gender dimensions in understanding water management in a specific context <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Water specialists, researchers and gender equality specialists ✓ People with time to read a detailed case study
	<p>? <i>A Manual on Mainstreaming Gender in Water, Environment and Sanitation (WES) Programming.</i> The United Nations Children's Fund (UNICEF), Water,</p>	<p>Available from: UNICEF 3 United Nations Plaza TA-26A New York, NY 10017 USA</p>

	<p>Environment and Sanitation Technical Guidelines Series, No. 4, 1998. (Document No. UNICEF/PD/WES/98-4)</p> <p>This manual is divided into two parts. Part I “reviews major policies, conventions and tools which form the basis of UNICEF’s approach to achieving gender equality. It will help the user become familiar with gender policies and strategy frameworks that are grounded firmly in basic UNICEF principles. It will also help the user grasp the current issues in WES programming and understand how gender issues relate to the sector.”</p> <p>The eight sections of Part II that address the incorporation of gender into specific WES programming are as follows:</p> <ul style="list-style-type: none"> • Considering gender in allocation of resources • Gender: a key component of community participation • Gender mainstreaming in sustainable management of services • Gender issues and technology options • Financing options • Gender-sensitive institutional arrangements/human resource development • Gender issues in policy development • Building political will to support gender equality in WES programmes <p>Each of these sections ends with a list of ‘strategic considerations’ that summarize the discussion in question form.</p> <p>Throughout the manual, field-based examples, best practices and lessons learned are provided.</p>	<p>email: wesinfo@unicef.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Working at the project design level <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ UNICEF programme and project officers responsible for water, environment and sanitation improvements ✓ NGO and government agency planners and implementers of Water, Environment and Sanitation (WES) programmes ✓ Supervisors and officials in agencies and organizations employing the above categories of staff ✓ Others with responsibilities for catalysing stronger WES approaches and strategies in their countries
	<p>? <i>A Gender Perspective on Water Resources Management.</i> Carolyn Hannan-Andersson, Department for Policy and Legal Issues, Swedish International Development Cooperation Agency (SIDA). Prepared for the INSTRAW/DDSMS Special Event on Women and Natural Resources Management held at the Beijing International Conference Centre, 12 September 1995.</p> <p>This short paper sketches out the importance of involving women as well as men in water resources management not only to improve</p>	<p>Available from: Swedish International Development Cooperation Agency 105 25 Stockholm, Sweden</p> <p>email: info@sida.se</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and water resources management <p>Intended audience:</p>

	<p>women's situation, but also as an essential element for effective development, utilisation and management of water resources.</p> <p>"There is an increasing urgency in the need to mainstream a gender perspective at the overall water resources level because of the new emerging international perspectives on water resources."</p> <p>The paper concludes that it is no easy task to mainstream a gender perspective into the framework of commonly accepted international principles relating to IWRM, partly because the framework does not give adequate attention to people, let alone women.</p> <p>"What needs to be done is 'unpack' each of the principles in terms of the sociocultural aspects, including gender."</p>	<ul style="list-style-type: none"> ✓ People involved in broad policy discussions ✓ Water specialists and gender specialists
	<p>? Workshop on Gender and Water Resources Management: Lessons Learned and Strategies for the Future. Report from a seminar held in Stockholm, 1-3 December 1993.</p> <p>This two-volume set reproduces papers from a 1993 workshop on gender and water resources management. Also included is an overview essay/introduction to the papers and the workshop report.</p> <p>The workshop lays the basis for a gender-sensitive framework to explore various issues within the integrated water resources management sector.</p> <p>Papers covered various topics including: concrete case studies of water initiatives (HESAWA in Tanzania, an urban drinking water project in Latin America and peri-urban water supplies in Malawi); thematic overviews (irrigation, wetlands, river basin planning, and sanitation); a review of water and gender issues in Agenda 21; and one institutional case study.</p>	<p>Available from: Swedish International Development Cooperation Agency 105 25 Stockholm, Sweden</p> <p>email: info@sida.se</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and water resources management ✓ Providing inputs into a new framework on gender and water resources management <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Those involved in broad discussions of water policy ✓ Water specialists and gender specialists
	<p>? Gender in Water Resources Management, Water Supply and Sanitation: Roles and Realities Revisited. Christine van Wijk-Sijbesma, International Water and Sanitation Centre, Technical Papers Series, 1998.</p> <p>From the abstract:</p>	<p>Available from: International Water and Sanitation Centre P.O. Box 93190 2509 AD The Hague The Netherlands</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Background on these

	<p>“This book investigates how gender is present in the newly emerging principles on the sustainable management of water resources. The book also reviews how these gender-specified principles are currently applied in the water supply, sanitation and hygiene sector.... A gender approach in sanitation recognizes and responds to male-female differences in demand, work and opportunities in the different population strata... The use of a simple gender analysis instrument, which is described in the book’s first chapter, has helped in analysing developments and is recommended for mainstreaming gender as part of programme planning, appraisal and monitoring and evaluation.”</p>	<p>themes.</p> <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Researchers, policy makers.
<p>2.3 Gender and Domestic Water Supply, Sanitation and Hygiene</p>	<p>? Toolkit on Gender in Water and Sanitation: Gender Toolkit Series No. 2. Monica S. Fong, Wendy Wakeman and Anjana Bhushan. Gender Analysis and Policy, Poverty and Social Policy Department, UNDP-World Bank Water and Sanitation Program, Transportation, Water and Urban Development Department Water and Sewerage Division (TWUWS), 1996, 107 pp.</p> <p>This ‘toolkit’ is designed to provide Bank staff with practical tools to incorporate gender issues into water and sanitation programmes and projects. It sets out why attention to gender is important and how this attention can be ensured.</p> <p>The three main sections of the publication cover an introduction to gender issues in the water and sanitation sector, ten lessons from concrete experience and specific ‘good practices’.</p> <p>The ten lessons are:</p> <ol style="list-style-type: none"> 1) Gender is a central concern in water and sanitation. 2) Ensuring both women’s and men’s participation improves project performance. 3) Specific, simple mechanisms must be created to ensure women’s involvement. 4) Attention to gender needs to start as soon as possible. 5) Gender analysis is integral to project identification and data collection. 	<p>Available from: The World Bank 1818 H Street, NW Washington, DC 20433 USA</p> <p>Tel: (202) 473-3752 Fax: (202) 522-3237</p> <p>Also available at: www.worldbank.org/gender/know/wstlkt4.pdf</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Developing and implementing projects ✓ Training and awareness-raising on the links between gender differences/ inequalities and water/sanitation initiatives <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies

	<p>6) A learning approach is more gender-responsive than a blueprint approach.</p> <p>7) Projects are more effective when both women's and men's preferences about 'hardware' are addressed.</p> <p>8) Women and men promote project goals through both their traditional and nontraditional roles.</p> <p>9) Non-governmental organizations and especially women's groups can facilitate a gender-balanced approach.</p> <p>10) Gender-related indicators should be included when assessing project performance.</p> <p>The extensive appendices include sample terms of reference for consultants, references, and diskettes with Powerpoint Slides to support presentations.</p>	
	<p>? <i>Gender and Water Supply and Sanitation: Guiding Questions Working Paper.</i> Ministry of Foreign Affairs, Danish Agency for Development Assistance (Danida/S.Q.), 1999.</p> <p>This document provides 'guiding questions' for the water supply and sanitation sector. For Danida, this sector includes:</p> <ul style="list-style-type: none"> • Water supply, primarily for domestic use, in rural and urban areas • Sanitation and sewerage services • Health/hygiene promotion • Water resource assessment and promotion <p>Questions, actions and examples to include appropriate gender dimensions into various topics are outlined including:</p> <ul style="list-style-type: none"> • Problems, needs and priorities • Water rights • Technical design/water and sanitation • User contribution • Time • Labour • Operations and maintenance 	<p>Available from: UM Information Office Ministry of Foreign affairs Asiatisk Plads 2 1448 Copenhagen K</p> <p>E-mail: info@um.dk</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Checklist to either prompt consideration of specific issues or to confirm whether or not appropriate actions have been taken ✓ Providing ideas and options to support the mainstreaming of a gender perspective <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Planners designing water supply and sanitation projects ✓ Development co-operation agency staff reviewing project proposals

	<ul style="list-style-type: none"> • Representation and decision-making • Extension services and training • Health and hygiene <p>The document concludes with notes on key areas in programme planning and implementation and in monitoring and evaluation.</p>	
	<p>? <i>Women, Water and Sanitation: A Guide to the Main Issues and Existing Resources.</i> Water and Sanitation Sector, The Canadian International Development Agency (CIDA), prepared by Hilary Syme, 1992.</p> <p>An extensive resource aimed at CIDA staff that looks at women's participation in water and sanitation projects. The goal of the guide is to "illuminate the main issues and options for CIDA staff and development partners as they advance a complementary process: the development of sustainable water and sanitation projects in which women play a vital role from beginning to end." CIDA-specific and international resources are carefully documented.</p>	<p>Available from: The Canadian International Development Agency 200 Promenade du Portage Hull, PQ K1A 0G4 Canada</p> <p>email: info@acdi-cida.gc.ca</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Background information and guide to resources before 1992 <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies
	<p>? <i>Working with Women and Men on Water and Sanitation: An African Field Guide.</i> International Water and Sanitation Centre, Occasional Paper Series, 1994.</p> <p>This field guide defines concepts and then works through the programme planning cycle. Concepts discussed include:</p> <ul style="list-style-type: none"> • Gender • Gender awareness • Gender policy • Partnership • Integrated water supply projects • Environmental problems • Sustainability <p>The Guide looks at the general stages of a water supply and sanitation project and offers concrete suggestions to involve women and men and ensure their needs and perspectives are included. The stages</p>	<p>Available from (\$) ¹⁵: International Water and Sanitation Centre P.O. Box 93190 2509 AD The Hague The Netherlands</p> <p>email: general@irc.nl</p> <p>or</p> <p>Women, Ink www.womenink.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Working directly with communities and water projects management ✓ Developing training initiatives <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Planners and field workers directly involved in planning and implementing water and sanitation projects and programmes.

¹⁵ (\$) indicates the publication is available for a fee.

	<p>include:</p> <ul style="list-style-type: none"> • Identification • Preparation • Planning • Training of community members • Implementation • Management and operation • Monitoring and evaluation <p>The document was produced in Africa and was developed through a process that explicitly aimed to draw on the experiences and expertise of Africans. Concrete examples from various countries are provided.</p>	
	<p>? <i>Gender Issues Sourcebook for the Water & Sanitation Sector.</i> Prepared by Wendy Wakeman, UNDP-World Bank Water & Sanitation Program on behalf of the Working Group on Gender Issues of the Water & Sanitation Collaborative Council, June 1993, 110 pp.</p> <p>This loose-leaf binder brings together a number of tools to assist development practitioners implement gender-sensitive projects in the water and sanitation sector. These tools include guidelines (for use in various circumstances), checklists, sample terms of reference, and participatory methodologies for use at the community and agency level.</p>	<p>Available from: UNDP World Bank Water and Sanitation Programme</p> <p>Can be ordered at www.wsp.org/English/index.html</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and water resources management ✓ Developing and implementing projects <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies

<p>2.4 Gender and Irrigation</p>	<p>? More Jobs per Drop: Targeting Irrigation to Poor Women and Men. Barbara Van Koppen, Royal Tropical Institute, The Netherlands, 1998.</p> <p>This book “analyzes the role of governmental and non-governmental irrigation agencies in including or excluding poor men and especially poor women as right holders, using a review of literature from across the world plus two in-depth field studies on irrigation support for rice cultivation. In Southwest Burkina Faso, where rice cultivation is a female cropping system, a state-financed rice valley development project is studied. In Bangladesh, where irrigated rice cultivation is a male cropping system, the focus is on NGO-supported ownership of private pumps by groups of functionally landless women who sell the water as well as using it to irrigate their own household land. This empirical basis is then used to identify factors that are critical to effective targeting of organizational, technical and financial support by agencies.” (Excerpted from the back cover of the book.)</p>	<p>Available from (\$): Royal Tropical Institute Postbus 95001 1090 HA Amsterdam</p> <p>or</p> <p>Women, Ink www.womenink.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Providing an extensive discussion of the links between gender, irrigation programmes and poverty <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Researchers, irrigation specialists, gender specialists ✓ Those developing poverty elimination programmes
	<p>? Gender-Sensitive Irrigation Design. F. Chancellor, N. Hasnip and D. O’Neil (and others), developed by HR Wallingford under contract to the Department for International Development (DFID), United Kingdom, 2000.</p> <p>These six reports detail the findings of a research project into smallholder irrigation in southern Africa. The objective was to improve smallholder irrigation through greater gender-sensitivity in design and operation.</p> <p>“The approach employed was to identify the gender-based constraints and opportunities in existing irrigation developments, investigate their origins and formulate strategies to reduce negative impacts and increase positive ones.”</p>	<p>Available from (\$): HR Wallingford Ltd. Howbery Park, Wallingford, Oxon, OX10 8BA, UK</p> <p>www.hrwallingford.co.uk</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Planning and design of irrigation initiatives ✓ Development of policy related to smallholder irrigation <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Professional teams and community promoters developing irrigation projects
	<p>? Irrigation in the Andean Community: A Social Construction. Rutgerd Boelens and Frédéric Apollin, Distributed by the International Water Management Institute (IWMI).</p> <p>This training kit and video provide insights into participatory processes used in gender-</p>	<p>Available from : Email: iwmipublications@cgiar.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Training ✓ Community-based planning of irrigation initiatives

	<p>balanced, community-based rural development. "The kit documents detailed steps involved in the inclusive planning of a technical irrigation project, and highlights how initial investments in infrastructure determine water rights for both women and men."</p> <p>Although the documentation notes that there are no blanket prescriptions, it does point out that: "an irrigation system is much more than a physical facility; it is a social construction. Therefore it is indispensable to undertake processes of research, capacity building and communication that will make it possible to interrelate the participatory construction of infrastructure with the creation and consolidation of their organization, and with the system of rights and obligations."</p> <p>Available in both English and Spanish.</p>	<p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Professional teams, community promoters and rural leaders developing irrigation projects
	<p>? Socio-economic and Gender Analysis Programme: SEAGA Sector Guide: Irrigation. Developed by the Food and Agriculture Organization (FAO) and the International Labour Organization (ILO).</p> <p>The purpose of the guide is to support participatory planning of irrigation schemes and the integration of socio-economic and gender issues in the planning process. The ultimate aim is to improve irrigation scheme performance, while strengthening the position of rural women and disadvantaged groups.</p> <p>The SEAGA approach and principles: SEAGA stands for Socio-economic and Gender Analysis. It is an approach to development based on an analysis of the socio-economic factors and participatory identification of women's and men's priorities and potentials. The objective of the SEAGA approach is to close the gaps between what people need and what development delivers. For that purpose three different levels are distinguished: field (household and community), intermediate (structures, institutions, river basin) and macro (legal and national and international policy) levels.</p> <p>The SEAGA approach has three guiding principles:</p>	<p>Available from : www.fao.org/sd/seaga/Segirr01.htm</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and water resources management ✓ Developing and implementing projects <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Professionals involved in the planning, design and implementation of irrigation programmes - irrigation engineers, members of multi-disciplinary identification and formulation missions, staff of rural development projects, government employees, staff of NGOs, and engineering and consulting firms

	<p>1) Gender roles are key; 2) Disadvantaged people are priority; 3) Participation is essential.</p> <p>The SEAGA Package: "The Sector Guide Irrigation", which addresses application of SEAGA to the irrigation sector, is just one piece of the complete SEAGA Package. Three Handbooks are available that describe specific tools. The "Field-level Handbook" is written for development agents who work directly with local communities. The "Intermediate-level Handbook" is for those who work in institutions and organizations that link macro-level policies to the field level, including government ministries, trade associations, educational and research institutions. The "Macro-level Handbook" is for planners and policy makers, at both national and international levels. All three handbooks draw upon the concepts and linkages described in detail in the "SEAGA Framework and Users Reference".</p>	
	<p>? <i>Irrigation & Equality Between Women and Men.</i> Prepared by B. Woroniuk and J. Schalkwyk for Swedish International Development Cooperation Agency (SIDA), 1998, 2 pp.</p> <p>This short 'tip sheet' or 'briefing note' highlights issues to look for when bringing a gender perspective to irrigation initiatives.</p> <p>It points out that a gender equality perspective is important in irrigation initiatives for at least three reasons:</p> <ol style="list-style-type: none"> 1) ensuring success of the initiative; 2) ensuring environmental sustainability; 3) ensuring that women benefit as well as men. <p>It documents a series of false, yet common, assumptions in irrigation planning and provides two concrete examples that demonstrate why attention to gender equality issues is important.</p>	<p>Available from: Swedish International Development Cooperation Agency 105 25 Stockholm, Sweden</p> <p>email: info@sida.se</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and coastal zone management ✓ Communicating key ideas quickly <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies ✓ Could also be used as background for discussion with partners
	<p>? <i>Research Papers</i> from the International Water Management Institute (IWMI) IWMI has full-text versions of research</p>	<p>Available from: www.cgiar.org/iwmi/reps.htm</p>

	<p>papers available on its Web site (hard copies are also available).</p> <p>Three papers, in particular, discuss interesting case studies of gender relations in irrigation initiatives</p> <ul style="list-style-type: none"> • Free-Riders or Victims: Women's Nonparticipation in Irrigation Management in Nepal's Chhattis Mauja Irrigation Schemes. Margreet Zwarteveen and Nita Neupane, 1996. • A Plot of One's Own: Gender Relations and Irrigated Land Allocation Policies in Burkina Faso. Margreet Zwarteveen, 1997. • Gender Issues and Women's Participation in Irrigated Agriculture: The Case of Two Private Irrigation Canals in Carchi, Ecuador. Elena P. Bastidas, 1999. 	<p>email: iwmipublications@cgiar.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ More detailed discussions of specific cases <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Those with a specific interest in following up gender dimensions irrigation projects and exploring issues in more depth
	<p>? Gender Analysis and Reform of Irrigation Management: Concepts, Cases, and Gaps in Knowledge. Proceedings of the Workshop on Gender and Water, 1997, Habarana, Sri Lanka.</p> <p>This collection of papers provides detailed discussions on gender analysis and irrigation. Specific papers include:</p> <ul style="list-style-type: none"> • What Gender Analysis Can Contribute To Irrigation Research And Practice In Developing Countries: Some Issues • Mexico's Two Principal Hydro-Agricultural Policies from a Gender Perspective • Gender Participation in Water Management: Issues and Illustrations from Water User Associations in South Asia • Rice Cultivation and Gambian Women 	<p>Available from: International Water Management Institute P.O. Box 2075 Colombo, Sri Lanka</p> <p>email: SriLankaiwmi@cgiar.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ More detailed discussions of specific cases <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Those with a specific interest in following up these issues and exploring issues in more depth

<p>2.5 Gender and Coastal Zone Management</p>	<p>? Women, Men and Living Aquatic Resources: Guidelines for incorporating a Gender Perspective in the Development of Coastal Areas. Swedish International Development Cooperation Agency's Working Group on Gender and Fisheries, Development Studies Unit, Department of Social Anthropology, Stockholm University.</p> <p>This short document identifies six key issues:</p> <ul style="list-style-type: none"> • A distinction must be made between women's and men's use of aquatic and coastal resources. • Relative to men, women often have much less control over the natural resources in the coastal zone. • Complex land, coastal and water tenure systems complicate gender access to resources due to a mixture of traditional rights of use and possession and modern ownership regulations. • The level of technology in both fisheries and aquaculture is critical. • Women's work does not correspond to the compartmentalisation of different ministries and of national sectoral planning. • Two major instruments used in national and regional planning for coastal zones are collection of statistics and marine research. Both of these are directed mainly at male dominated activities. Sub-sectors in which women dominate tend to be under-recorded. <p>The document offers a short list of suggestions for policies and strategies, institutions and implementation of initiatives.</p> <p>These guidelines are based on a more detailed working paper by the Working Group on Gender and Fisheries entitled Women, Men and Living Aquatic Resources - A Gender Perspective on Development of Coastal Areas. December 1994, Goteborg, Sweden.</p>	<p>Available from: Swedish International Development Cooperation Agency 105 25 Stockholm, Sweden</p> <p>email: info@sida.se</p> <p>Useful for: ✓ Highlighting several key issues in summary form</p> <p>Intended audience: ✓ Staff of development cooperation agencies</p>
	<p>? Coastal Zone Management & Equality Between Women and Men. Prepared by B. Woroniuk and J. Shalkwyk for Swedish International Development Cooperation</p>	<p>Available from: Swedish International Development Cooperation Agency 105 25 Stockholm, Sweden</p>

	<p>Agency, 1998, 2 pp.</p> <p>This short 'tip sheet' or briefing note presents a summary of gender equality issues in coastal zone areas, outlines research gaps and provides an initial list of gender equality issues in programmes dealing with coastal zones.</p> <p>The note points out that although each situation must be investigated on its own terms, issues to look for include:</p> <ul style="list-style-type: none"> • Women and men tend to do different work in coastal zones; • Women tend to have less access than men to formal decision-making authorities and be less involved in local decision-making structures; • Women and men have different access to and control over land and water in coastal zones; • Women and men tend to have different domestic responsibilities; and • Other, more general, differences and inequalities between women and men may also be relevant. 	<p>email: info@sida.se</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links between gender equality issues and coastal zone management ✓ Communicating key ideas quickly <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies ✓ Could also be used as background for discussion with partners
<p>2.6 Gender and Fisheries</p>	<p>? Gender and Food Security: Fisheries. Food and Agriculture Organization Web site</p> <p>This Food and Agriculture Organization (FAO) Web site has a brief outline of gender issues in fisheries with an emphasis on food security issues. Also included is a list of FAO documents on gender and fisheries with full text versions of some documents.</p> <p>The Web site also has a link to FAO good practices on gender, some of which deal with fisheries.</p>	<p>Available from:</p> <p>www.fao.org/gender/en/fish-e.htm</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Providing a brief overview of some of the issues a gender perspective raises in fisheries activities <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ People working at both the project and policy levels.
	<p>Women and Fisheries Development. Produced by Communications Branch, The Canadian International Development Agency (CIDA), January 1993, 12 pp.</p> <p>This booklet sets the general rationale for the consideration of a gender approach in fisheries programming (with an emphasis on transformation and change in the fishing sector). It outlines common faulty assumptions and proposes eight suggestions:</p>	<p>Available from: The Canadian International Development Agency 200 Promenade du Portage Hull, PQ K1A 0G4 Canada</p> <p>email: info@acdi-cida.gc.ca</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Understanding the links

	<ol style="list-style-type: none"> 1) Ensure that project design and planning include appropriate information on the gender division of labour in the fishing sector; 2) When publicity about a project or a set of opportunities takes place, publicity channels and mechanisms should consciously seek to reach men and women equally; 3) From early project planning through implementation, project personnel should work with groups in which women as well as men can participate; 4) Provide training to those traditionally in the sector, or likely to carry out the work; 5) Ensure that credit for investment in the sector is equally available to women; 6) Caution in using income statistics or male incomes to measure family and community benefit; 7) Particularly in aquaculture, avoid adding to women's time and responsibility without commensurate increases in income and areas of direct control; 8) In projects directed mainly at women as a target group, or concerned with community development, nutrition and poverty alleviation, both men and women should be directly involved. 	<p>between gender equality issues and water resources management</p> <ul style="list-style-type: none"> ✓ Developing and implementing projects <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies
	<p>? Women in Fishing Communities - Guidelines. Food and Agriculture Organization (FAO), 1988, 63 pp.</p> <p>The guidelines are "meant to ensure that women as part of fishing communities are adequately addressed by projects, project activities and FAO Regular Programme activities." Checklists cover:</p> <ol style="list-style-type: none"> 1) the general situation of women in small-scale fisheries; 2) fish production; 3) fish processing; 4) fish marketing; 5) non-fisheries activities; 6) community activities and social services; 7) organizational, technical and financial support; 	<p>Available from:</p> <p>FAO Headquarters Viale delle Terme di Caracalla 00100 Rome, Italy</p> <p>Email: FAO-HQ@fao.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Providing overview and detailed discussion of the role of women in fisheries <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies and project managers

	<p>8) household food security;</p> <p>9) population activities;</p> <p>10) impact of new technologies and economic and social structures.</p>	
<p>2.7 Gender and Capacity Building</p>	<p>? <i>Bringing a gender perspective to water sector capacity building: A Discussion Note</i></p> <p>This note was prepared for ESDG-UNDP for discussion of the International Network for Water Sector Capacity Building (CAPNET) [UNDP/NEDA/IHE]. Its objective was to promote discussion and raise questions about how and why a gender perspective is relevant in this initiative.</p> <p>The note has two major sections:</p> <ul style="list-style-type: none"> • a general discussion on the issues a gender perspective raises in capacity-building initiatives in the water sector and, • specific questions relating to three sets of activities: technical support, applied research and networking. <p>One table outlines gender competency issues in water sector capacity building (for both water resources managers and for gender and water specialists). Another table unpacks 'institutional capacity' and provides questions on institutional capacity to work with a gender perspective in IWRM.</p>	<p>Available from: Global Water Programme, UNDP/ESDG</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Providing an initial starting point to consider how gender issues are relevant in capacity building projects <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Staff of development cooperation agencies ✓ Background for discussion with partners
	<p>? <i>Methodology for Participatory Assessments</i></p> <p>The manual for researchers and academics wishing to collect gender aggregated data in the context of poverty, demand responsive approaches. It comes with a codebook, which has been pilot tested in Tanzania. The tools that are contained in the manual are as follows:</p> <ol style="list-style-type: none"> 1. Community data inventory 2. Community social inventory <ol style="list-style-type: none"> 2.1 Social Classification 2.2 Mapping access to service (Social map) 2.3 Planning for transect walks and focus group discussions including sampling 	<p>Available from: The World Bank 1818 H Street, NW Washington, DC 20433 USA</p> <p>Tel: (202) 473-3752 Fax: (202) 522-3237</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Data collection throughout the project cycle for planning <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Researchers ✓ Academics ✓ Extension workers ✓ Project managers

	<ol style="list-style-type: none"> 3. Review of service management <ol style="list-style-type: none"> 3.1 Management and decision-making 3.2 History of participation 3.3 Training assessment 3.4 Gender division of tasks and time 4. Transect walk <ol style="list-style-type: none"> 4.1 Source management 4.2 Quality of works ranking 4.3 Rating of service by user groups 4.4 Meetings with unserved population 5. Focus group meeting by class and gender <ol style="list-style-type: none"> 5.2 Benefits (Practical and Strategic) and value for costs 5.3 Division of contributions 5.4 Voice and choice 6. Community review assembly 	
<p>2.8 Gender Analysis Tools (with an emphasis on the environment and natural resources management)</p>	<p>? <i>A Manual for Socio-Economic and Gender Analysis: Responding to the Development Challenge.</i> Thomas-Slayter, Barbara; Rachel Polestico, Xavier University, the Philippines; Andrea Esser; Octavia Taylor; and Elvina Mutua, Tototo Home Industries, Kenya, October, 1995, 278 pp.</p> <p>This extensive manual outlines the SEGA (socio-economic and gender analysis) approach, details participatory tools and strategies, provides ten specific case examples and offers suggestions to measure effectiveness.</p> <p>The SEGA approach aims to enable a development professional “to conceptualise social and community change in new ways by,</p> <ol style="list-style-type: none"> a) encouraging him or her to visualise the interconnected processes of environment, social and economic change and, b) clarifying the relevance of social factors (i.e. class, caste, gender, age, ethnicity and religion) in determining access to and control over resources. 	<p>Available from (\$):</p> <p>Clark University IDCE Graduate Program 950 Main Street Worcester, MA 01610</p> <p>Tel: 508-793-7201 Fax: 508-793-8820 Email: idcepub@clarku.edu</p> <p>www.clarku.edu/departments/idce/publications.shtml</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Providing a basis for using gender analysis in a participatory manner with specific communities <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Field workers trying to gain an understanding of social and gender dimensions of resource management

	<p>The SEGA approach encourages the development professional to analyse social relations. When he/she understands the relationships among people, social structures, and resource bases, it becomes possible to work with a community to change the conditions that hinder development."</p>	
	<p>? <i>Women and Natural Resource Management: The Overview of a Pan-Commonwealth Training Module.</i> Commonwealth Secretariat, London, 1996, 67 pp.</p> <p>As part of a training package, this document focuses on issues and strategies for promoting women's role in the environment and natural resource management. Complementary elements of the training programme include training manuals for the four Commonwealth regions and a training video - "Women of the Rainforest".</p> <p>The manual includes an introductory section on 'gender, the environment and sustainable development', case studies from Commonwealth members, and a bibliography.</p>	<p>Available from: Women, Ink. www.womenink.org</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Designing training, raising awareness on the linkages between environmental sustainability and gender equality issues <p>Intended audience:</p> <ul style="list-style-type: none"> ✓ Field workers trying to gain an understanding of social and gender dimensions of resource management
	<p>? <i>Environment Sector Guide Questions, Guide to Gender and Development.</i> Produced by AusAID, 1997.</p> <p>This four-page section of a longer guide on gender and development outlines guiding questions for "key areas of concern" for the design and monitoring of initiatives in the environment sector.</p>	<p>Available from: www.ausaid.gov.au/publications/general/other/gendrdev.pdf</p> <p>Useful for:</p> <ul style="list-style-type: none"> ✓ Identifying possible questions to ask <p>Intended audience</p> <ul style="list-style-type: none"> ✓ Staff and contractors with AusAID, but also relevant for other organizations

3.0 Briefing Notes

The briefing notes outlined in this chapter are meant to assist the user in understanding some of the pertinent issues in using a gender approach within IWRM. The chapter also highlights the capacities and competencies needed for gender mainstreaming and issues that need to be addressed (such as control over resources, strategic and practical needs). The chapter is not all-embracing as it is meant to provoke thought and propel further research.

3.1 Bringing a gender perspective to water sector capacity building

3.1.1 Background

This note was originally prepared for ESDG-UNDP for discussion of the *International Network for Water Sector Capacity Building* (CAPNET) [UNDP/NEDA/IHE]. Its objective was to promote discussion and raise questions about how and why a gender perspective is relevant in this initiative. It is hoped, however, that the issues raised will be relevant in other initiatives looking at capacity-building in the water resources management sector.

3.1.2 What are the issues a gender perspective raises in a capacity-building initiative?

A concern for gender issues in Integrated Water Resources Management (IWRM) can raise various issues in a capacity-building initiative.

- ***What does 'a gender perspective' mean in this context?***

One recent review of gender issues in water initiatives pointed out there is still confusion around the term 'gender' in IWRM.

Despite a change in terminology from 'women and water' to 'gender and water' there is little evidence that this has involved a substantial conceptual shift for many. There is little evidence that a relational concept of gender has really been integrated into water resources management, outside specialist research agencies. Many people working in the sector still understand a gendered approach as being about the promotion of more women in activities and in securing greater benefits for women. Such a view is problematic in a number of ways.¹⁶

Thus, there is a need to clarify this term and its implications early on in the initiative.

A starting point for this discussion is a consideration of the questions relating to the differences and inequalities between and among women and men (including their priorities; work; responsibilities; access and control over resources; preferences; access to decision-making within the family, community and state structures; and relationships). Ideally these questions are raised in conjunction with other social differences including class, age, ethnicity, religion as well as environmental sustainability.

These gender differences and inequalities should be brought into the analysis of the proposed impacts or results of a specific project or programme, including such topics as:

- Who benefits and who loses? (Which men? Which women?)

¹⁶ Cleaver, F. & R. Kessler, *Gender and Water*, Prepared for the Global Water Partnership, November 1998. (mimeo)

- Whose needs are met?
- Who participates and how (as decision-makers or as workers)?
- The potential of the project or programme to narrow gender imbalances or inequalities?

• ***How can the initiative promote the capacity to work with a gender perspective as one of the core, crosscutting capacities to be developed?***

Ideally, the capacity to work with a gender analysis or perspective should be included as one of the core capacities to be developed in the consideration of all other IWRM issues. To demonstrate this point, **this example** provides discusses relevant gender dimensions in river basin management.

Thus, this capacity to identify gender issues should be one of the basic capacities for both individuals and institutions.

The objective is not to turn all water resources managers into 'gender experts'. Rather the focus should be on assisting professionals to understand how and why gender inequalities and differences affect success of programs; the implications for their responsibilities, tasks and areas of expertise; and where to go for assistance. In addition, there is a need to encourage specific expertise on gender issues.

Gender issues as a crosscutting theme in IWRM sectors:

Protection of water catchment areas and management of river basins

- Is planning for the project based on an integrated analysis of productive and domestic uses for water?
- Does this analysis recognize the different needs and priorities of women and men?
- In assessing the tradeoffs between competing demands for water, have the different capacities of women and men to express their needs been taken into account?
- Do project activities include measures to ensure that women's voices will be heard?
- Have sex-disaggregated databases been developed, and can they be used to monitor impacts on women and men respectively?

Source: SIDA, 'A Gender Perspective in the Water Resources Management Sector', *Handbook for Mainstreaming*, Department for Natural Resources and the Environment, Stockholm, 1997.

• ***What are the elements of institutional capacity to work with a gender analysis/perspective that could be promoted through a capacity-building initiative?***

Many organizations have adopted a commitment to a gender perspective at the level of rhetoric but then not followed this commitment through. There are many different views on what a 'gender-sensitive orientation' might involve and the level of ambition inherent in this commitment. (Some organizations might view this commitment as limited to supporting women's participation, rather than using a broader interpretation, as outlined above.)

There is now considerable international literature on institutions and how they can support or obstruct the adoption of gender-responsive policies and programmes. Drawing on this to develop guidelines can assist organizations in their efforts to strengthen their overall institutional capacity to work with gender issues and to develop criteria to assess organizational commitments to this theme.

One possible framework for understanding institutional capacity to work with a gender perspective could build on a framework that explored gender equality issues in relation to environment

capacity development.¹⁷ Ideally, this framework should be elaborated for different types of institutions, as the questions vary with different organizational mandates.

- ***How can the initiative generate increased interest in the gender dimensions of integrated water resources management?***

All too often in international and national discussions of IWRM there is little consideration of gender issues.¹⁸ General initiatives have the potential to raise the profile of gender issues and look for ways to increase demand for the inclusion of gender perspectives in the broad areas of technical support, research and networking, as well as devote specific attention to specialist knowledge and expertise. There may be room to encourage the consideration of gender issues, share lessons learned and facilitate access to research, tools and improved understanding.

- ***How can the initiative promote increased involvement of women professionals in IWRM fields?***

The under-representation of women among water resource professionals has been cited as an issue in many international documents. This capacity-building initiative could take specific steps to promote the development and advancement of women professionals.

This is a separate issue from strengthening the capacity to work with a gender perspective, as (with proper training and information) both men and women are capable of working with a gender perspective. As well, evidence has shown that not all women are interested in and prepared to use a gender perspective in their work

¹⁷ These five elements of capacity were originally set out in a study of the capacity of the Government of Bangladesh to work with women and development issues [Sogra, Khair Jahan, Johanna Schalkwyk et al. *Institutional Review of WID Capability of the Government of Bangladesh – Final Report: Mainstreaming Women's Development*, Ministry of Women and Children's Affairs, Government of Bangladesh, Dhaka, 1996.]. A later study on gender perspectives in environmental programming built on these aspects as they applied to environmental programming [Woroniuk, B. et al, *Mainstreaming Gender Equality Perspectives in Bilateral Development Focused on the Environment*. DAC, Prepared by SIDA for the OECD/DAC Working Party on Gender Equality, 1998.]

¹⁸ Cleaver and Kessler (op cit) note that "even within the water sector the evidence is that gender is not a priority." p. 4.

Table 1: Gender Competency Issues in Water Sector Capacity Building

<i>Issue</i>	<i>Specific elements</i>	<i>This could include:</i>
Competencies required by water resource managers	Understanding why gender differences and inequalities are relevant in specific situations	<ul style="list-style-type: none"> • Understanding the links between gender inequalities/differences and sustainability of water resources management initiatives • Understanding the importance of disaggregating groups such as 'the poor' or 'landless' and differentiating along gender lines (as well as class and ethnicity, as relevant) • Understanding the need for an approach that looks at overall social and economic context • Understanding the importance of a gender assessment before a project can be initiated
	Identifying when specific actions are required	<ul style="list-style-type: none"> • Knowledge of fundamental entry points for the consideration of a gender equality perspective including: <ul style="list-style-type: none"> – Initial analysis – Stakeholder involvement/ participatory approaches – Evaluation
	Knowing where to go to for additional support and expertise	<ul style="list-style-type: none"> • Knowledge of existing tools, checklists, guidelines, videos, resource centres and other resources • Knowledge of national and international expertise to draw on (networks, consultants, academics, etc.) • Knowledge of existing legislation, policies and institutional frameworks
	Knowing how specific tools are applied	<ul style="list-style-type: none"> • Knowledge of what tool are available and when they are most appropriate for any given situation
Competencies required by gender and water specialists	Capacity to apply general frameworks in specific situations	<ul style="list-style-type: none"> • Ability to work in specific situations and demonstrate how and why a gender perspective is both relevant and important • Ability to carry out a gender analysis within the scope of a specific initiative (including identifying what elements of a gender analysis are most relevant, where to go for data/information, how to involve and encourage the participation of both women and men stakeholders, etc.) • Ability to work with participatory methodologies that ensure the participation of both women and men in a meaningful fashion • Ability to integrate other perspectives with a gender approach, primarily poverty and environmental perspectives
	Capacity to link technological development to gender access	<ul style="list-style-type: none"> • Ability to assess whether a technology is can be used easily by different gender groups

Table 1: Gender Competency Issues in Water Sector Capacity Building

<i>Issue</i>	<i>Specific elements</i>	<i>This could include:</i>
	Capacity to work with technical specialists and make insights relevant to them	<ul style="list-style-type: none"> • Ability to function in a multi-disciplinary team and to demonstrate to technical specialists the relevance of a gender perspective in each specific situation
	Capacity to communicate concepts and relevancy	<ul style="list-style-type: none"> • Ability to act as an advocate for the inclusion of gender analysis as a crosscutting theme • Ability to make the rationale for the inclusion of a gender perspective concrete and relevant for different audiences (policy makers, technical specialists, etc.)
	Promotion of men as gender and water specialists	<ul style="list-style-type: none"> • Just as women outsiders often find it easier to meet with women participants, men have a role to play in working with other men • The analytical skills involved in ensuring that a gender perspective is taken into account can be developed by men as well as women

Table 2: Institutional Capacity to Work with a Gender Perspective in IWRM

<i>Issue</i>	<i>Specific elements</i>	<i>Possible Relevance (depending on mandate of each institution)</i>
Institutional strength to tackle gender and IWRM issues	Understanding and commitment: clarity about the relevance of gender issues in IWRM at both senior decision-making levels and throughout the institution, and commitment to pursuing this perspective	<ul style="list-style-type: none"> • Commitment to working with a gender perspective among the institution's leadership. How is this manifested? Are staff members provided with the resources to do this work? • Staff awareness of how and why gender issues are relevant to their area of expertise (compared to the situation where responsibility for gender issues rests with one sub-programme or marginal unit). • Existence of a formal policy statement on gender issues within the organization. • Within government institutions: consideration of the government commitments (relating to women and water resources) made in international fora such as UNCED, Beijing, Dublin, etc.
	Structures and mechanisms: to ensure that gender issues are raised in decision-making process and monitored throughout implementation	<ul style="list-style-type: none"> • Consideration of what a 'commitment to a gender-sensitive orientation' means for this particular institution. For example, a teaching institution could look at how gender issues are dealt with in its curriculum, in addition to supporting greater representation by female students. • How the organizational structures facilitate shared institutional responsibility for gender issues. • If the institution has a policy commitment to gender issues, is there an action plan (complete with resources) to ensure that the policy is implemented?
	Analytical planning and management skills: to identify and respond to gender issues relevant to the institution's mandate	<ul style="list-style-type: none"> • Staff at all levels should have awareness and/or skills to identify how and why gender dimensions are important and relevant to their work. • Is specific gender expertise available within the institution? Does the institution have access to this expertise through external contacts?

	<p>Information, data and research: the availability of necessary inputs (such as women's and men's access and control over water, gender-differentiated water uses, differential participation in community-based organizations, etc.) and sex-disaggregated data.</p>	<ul style="list-style-type: none"> • Collection of sex-disaggregated data or documentation of case studies. • Existence of information on how and why gender differences and inequalities are relevant in specific areas of work (land tenure issues, control over resources, division of labour in agricultural activities, differential use of water resources, unequal participation in decision-making positions throughout government structures, etc.). • For research institutes: <ul style="list-style-type: none"> - existence of research guidelines to support the adoption of a gender perspective throughout general research?¹⁹ - in addition to the integration of a gender perspective into all research initiatives, is there specific research on gender-related issues?
	<p>Participatory mechanisms: through which women and equality advocates can participate in decision-making about policies, institutional priorities, programmes and evaluations</p>	<ul style="list-style-type: none"> • Linkages outside the organization including women's organizations with similar interests or international networks that bring a gender perspective to the institution's mandate. • In working with participatory mechanisms, does the institution ensure that these mechanisms are well understood by other partners?

This note was originally produced for the Swedish International Development Cooperation Agency, 1998 (reproduced with permission)

¹⁹ [For example, the International Development Research Centre (Ottawa) has developed research guidelines on gender and biodiversity research - see www.idrc.ca/biodiversity/tools/gender_e.cfm]

Equality between women and men

Gender equality issues

An understanding of IWRM is incomplete without a clear understanding of the differences and inequalities between and among women and men – their priorities, activities, resources, and access to decision-making.

- **Women and men tend to do different work.** There is generally a marked gender division of labour in any economic activities.

One example of gender division of labour that has been well documented is the difference between the work of women and men in the fishing industry. Studies show that men tend to fish offshore or in major inland water bodies, while women tend fish close to shore. As well, women tend to be more involved than men in post-harvest activities, particularly in small-scale fisheries. These differences are important, as women's tasks have often not been counted in economic analyses or not received the same level of investment (in terms of, for example, technological support, credit, or training).

Women's economic activities may also be more difficult to categorise than men's. Women tend to juggle multiple activities (such as combining aquaculture with vegetable gardens or fish smoking), whereas men's work is often clearly focused on one set of interrelated activities.

- **Women tend to have less access than men to formal decision-making authorities and are less involved in local decision-making structures.** They may have less contact and experience dealing with local governments or ministry officials. This imbalance may mean that women are not consulted on coastal plans or that they may have difficulties in ensuring that their interests are represented.

Although women's political participation tends to be higher at local rather than national levels, women are still the minority decision-makers in political processes.

- **Women and men have different access to and control over land and water in general.** Although all generalizations should be tested and confirmed in each situation, there is a tendency for men to have more secure land and water rights than women. There may be conflicts between use rights and legal rights or traditional tenure and formal tenure. Women tend to have access to both land and water through male family members (husband, father, or brother) rather than holding titles in their own names. Tenure has proved to be important, as it influences who can make formal decisions about land use, who is consulted on development plans, and who has access to other supportive services (credit and extension, for example).
- **Women and men tend to have different domestic responsibilities.** Women more than men tend to balance responsibility for the home (e.g. food preparation, child care, and cleaning) with their responsibilities to earn incomes. These responsibilities may limit the time women have available to pursue opportunities as well as limit their mobility. They also influence what women define as priorities for local investment (women may put clean water ahead of road construction, for example).
- **Other, more general, differences and inequalities between women and men may also be relevant.** Depending on the specific circumstances, it may be important to understand and investigate other gender equality issues. For example, biases in the educational system may mean that illiteracy is more prevalent among women than men. This could make it more difficult

for women to participate in training activities or gain access to information. Alternatively, there may be cultural restrictions on women's mobility that could also limit participation.

- **Ensuring environmental sustainability.** Although there is no guarantee that the inclusion of women as well as men as beneficiaries and active participants in irrigation initiatives will produce better environmental results, experience shows that the potential for sustainability grows with increased involvement of all affected parties.
- **Women's and men's productive uses of irrigated water.** Water projects often favour men's uses of irrigated water. Planners often only document women's domestic water needs (washing, food preparation, cleaning, etc.) and overlook women's other uses for water: farming, raising animals, and producing products for the market.

Table 3: Assessing Equality Issues

Issues	This may include:	Elements
Workload/burdens	<ul style="list-style-type: none"> Assessment of how reproductive, productive and sociocultural roles are divided between men and women 	<ul style="list-style-type: none"> What constitutes activities/labour in the community? Which is paid labour and which is not? How are the activities divided between men and women? What are the implications on how a project can be designed?
Access and control over resources	<ul style="list-style-type: none"> Access and control profile of the natural resources, markets and sociocultural resources of men and women 	<ul style="list-style-type: none"> What is the socio-political position of women relative to men? Who makes decisions? What are the influencing factors?
Benefits	<ul style="list-style-type: none"> Assessment of the benefits perceived by different gender groups 	<ul style="list-style-type: none"> What are the main differences between the benefits identified by different gender groups? What benefits are not being recognized by other gender groups? Are their strategic needs being met? What can be done to make sure strategic needs of different gender groups are met?
Practical and strategic gender needs	<ul style="list-style-type: none"> Assessment of practical and strategic gender needs of men and women 	<ul style="list-style-type: none"> What are the issues identified by different gender groups? How are current institutional frameworks and legislation addressing these? What issues are being addressed by on-going projects? What issues are not being addressed and why?

References

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- Zwarteveen, M. Z., *Gender Issues, Water Issues: A Gender Perspective to Irrigation Management*, Sri Lanka, IIMI, 1994.

Institutional Capacity to promote Gender in IWRM Projects

Safe, adequate and sustainable water supplies for all is one of the main social goals enunciated at both global and regional levels. One quarter of the world's population lacks clean water, while one million people die from water-related diseases annually. As population growth escalates, so will the demand for fresh water. The demand is further exacerbated by the fact that there are competing activities for the resource, such as industry, agriculture, livestock and wildlife. The multiple uses of a water source in any given area can be incompatible, both in terms of amounts of water required and effects on the resources. There is, therefore, a need to encourage processes that ensure the coordinated development of water, land and related resources to optimize economic and social welfare without compromising the sustainability of environmental systems (The Global Water Partnership (GWP), 'Integrated Water Resources Management', TAC Background Papers No. 4, GWP, Stockholm, 2000).

To address these issues in a manner that ensures sustainable water resources, there is a need to guarantee:

- Basic services for all
- Integrated water management for multiple use
- Equity across gender and class
- Sustainable ecosystem management
- Public standards on service quality
- Accountability for sustainable use and management of freshwater

It has also been recognized that incorporating a gender perspective throughout water resources management initiatives and frameworks leads to effective use of water by different gender groups, efficiency, in that benefits will be recognized by more people, equitable share of responsibilities, opportunities and benefits and sustainability of the initiative and environmental security.

Organizations that promote the above must have enough capacity to understand the issues on the ground, analyse trends in the sector, advocate for implementation of concepts that promote gender equity and sustainability of projects and compile experiences for purposes of developing case studies, best practices and for benchmarking.

Organizations capable of the above are organizations that know that community participation is not enough without gender considerations. Community participation presupposes that a community is made up of a homogeneous group of individuals who have the same interests and needs and would work towards a public need rather than a private gain. This has been found to be untrue in most cases. Communities are not a collection of equal people. There are individuals who command different power, influence and ability to express their concerns and rights. Communities contain competing interests. Where resources are scarce, the competition is more pronounced and the lowest in the spectrum will always go without (i.e. the poor).

However, the success of including different gender groups in participation will always depend on the ability and willingness of the organization and the individuals implementing the projects.

Meeting the challenge of equitable participatory development means integrating gender awareness into practice, and not pursuing two approaches with two sets of principles and two series of methods. This much is clear: participation, a loose term to describe a wide variety of practices that aim for more inclusive development, does not automatically include those who were previously left out of such processes. It is

only as inclusive as those who are driving the process choose it to be, or as those involved demand it to be...

For those who might be tempted to say, 'Why should we also be looking at gender? We're already following a participatory approach!' we hope they will reconsider.

Source: Guijt & Shah, 'Waking Up to Power, Conflict and Process', in Guijt & Shah (Eds.), *The Myth of Community: Gender Issues in Participatory Development*, London, Intermediate Technology Publications, 1998.

Table 4: Assessment of an organization's ability to promote gender in projects

Issue	Specific elements	Questions/issues to consider
Project Identification:	<ul style="list-style-type: none"> Some women may find it difficult to speak out in front of their husbands or fathers. They may also believe that discussions relating to family matters (even issues relating to workloads) are not for public forums. Given gender biases in education, women and men often have varying literacy levels. Men may also have more experience putting their arguments forward to outsiders and more confidence dealing with new people. 	<ul style="list-style-type: none"> How does the organization design for data collection? Does it use focus group discussions with men and women together or are communities divided according to gender differences?
Project Design	<ul style="list-style-type: none"> Men and women have different responsibilities and workloads, with women often having less time to devote to new activities. Attending specific meetings may raise problems for women if they are set for times of the day when women tend to be occupied. Women and men may make different calculations about the costs and benefits of their involvement in participatory processes. Given the already high demands on most women's time, they may not see the extra effort required to participate as worthwhile, especially if the benefits are questionable. 	<ul style="list-style-type: none"> Does the organization have tools like the triple role framework to find out about workloads before project implementation and the implication of the project on the workloads of the different gender groups?

Tools and supportive methodologies

GENDER-SENSITIVE PARTICIPATORY RAPID APPRAISAL (PRA): PRA methods form the basis of many other participatory 'tool kits'. One definition of PRA is "a family of approaches, methods and behaviours that enable people to express and analyse the realities of their lives and conditions, to plan themselves what action to take, and to monitor and evaluate the results." See: *PRA: The Power of Participation*, **IDS Policy Briefing Issue 7**, August 1997. (www.ids.susx.ac.uk/ids/publicat/briefs/brief7.html).

PRA methods include mapping, seasonal calendars, flow diagrams, and matrices or grids, scored with seeds or other counters to compare things.

Numerous practitioners have warned that PRA methods can be gender blind. Specific efforts are needed to ensure that they take gender differences and inequalities into account. See:

- ✓ Guijt, I. and M. K. Shah (eds.), *The Myth of Community: Gender Issues in Participatory Development*, London, Intermediate Technology Publications, 1998.
- ✓ *Questions of Difference. The Video: PRA, Gender and Environment*, available in English and Portuguese (PAL/NTSC), French (PAL). Prepared by I. Guijt (1995). Available from the International Institute for Environment and Development, Tel: 44 (171) 872 7308 Fax: 44 (171) 388 2826
- ✓ Mayoux L., 'Beyond Naivety: Women, Gender Inequality and Participatory Development', *Development and Change*, 26(2), 1995, pp. 235-258.

Specific methodologies are under development by various organizations. For example, the Food and Agriculture Organization is promoting the use of **SEAGA** (Socio-economic and Gender Analysis). For handbooks, reports of applications and background information see www.fao.org/sd/seaga.

4.0 Case Studies/Good Practices

The case studies presented here are a collection of cases from around the globe dealing with different aspects of water resources management and focusing on interventions taken at different levels. Most of the cases have been adapted from materials within the Gender Water Alliance Group. The cases may not answer all the questions but, as an objective of the resource guide, they are meant to stimulate further thinking, research and analysis. Where possible, the source has been indicated to enable the reader to seek further detailed information. Some of the cases have been selected to demonstrate the scale and extent of problems of gender mainstreaming within IWRM.

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Box 1: Gender and watershed management, Patan District, India

Patan District is arid. Average annual rainfall is seven inches. Frequent droughts, severe salinity in land and water, high temperatures and sandstorms reduce communities to survival level. When crops fail due to drought, there is no option except migration. Two-thirds of water users in this region are women.

In 1995, the Self-Employed Women's Association (SEWA), a trade union of 215,000 poor self-employed women, launched a ten-year water campaign in nine districts of Gujarat, India. Watershed Committees were set up at meetings where every villager from user groups and self-help groups was present. Out of a total of 11 members, at least seven were women. The chairperson was unanimously elected from among the women members.

The Watershed Committees first collected detailed information on the resources of each village - natural resources as well as human resources. They then prepared an action plan for every four years. Treatment works were implemented on the basis of annual micro plans.

Results

Over the period of the program, the committees constructed 15 farm ponds, recharging 120 tube wells. They also repaired 20 village ponds, and recharged three check dams and 15 open wells in eight projects. Through soil and moisture conservation work, the salinity of the land decreased. With more productive land, the women began getting higher and more sustainable incomes. About 3,662 hectares were thus treated. Now they grow cash crops using organic farming.

Using *panchayat* wasteland, community pasture land and private land, about 5,000 trees have been grown and grass cover created on 3,500 sq. metres of field bunding for better retention of water. This has created a green belt in the area and generated employment opportunities for about 240 women. Nearly 2,500 hectares of land, which formerly had only rain-fed agriculture, have an irrigation facility, and drinking water is now assured.

Self-Employed Women's Association, Ahmedabad, India, 1995. 'Women, Water and Work-SEWA's Membership Campaign', Discussion Paper presented at the NGO Forum on Women, Beijing, 1995 in the theme session, 'Rural Women in the 21st Century, Empowered through Employment and Organization', held by International Labour Organization.

Box 2: Different stakeholder interests, Felidia, Valle, Colombia

The small town of Felidia in Valle Province, Colombia uses a mountain stream as the source for its piped gravity water supply system. To treat the surface water, the community has installed a multi-stage biological treatment system. The catchment area of the mountain stream is used for forestry and irrigated agriculture, for which fertilizers and pesticides are used. There are also some fishponds, which are filled with stream water.

The area is the home of some 100 families. They use the same stream for drinking water, tapping into it with either individual gravity systems or small group systems. They are not connected to the main gravity supply, as this would involve pumping. The catchment area is further becoming popular with the city population of Cali (two million inhabitants) for open-air recreation during the weekends. Wealthy inhabitants also build summerhouses in the township.

The water and land use patterns of these different interest groups affect both the quality and the quantity of the water. The houses in the catchment area have latrines and pigsties draining directly into the river area. Soil erosion from land clearing for forestry and agriculture has increased the turbidity of the water to such an extent that the treatment system gets clogged. It is increasingly difficult to deal with the chemical and bacteriological pollution.

The women in the town especially have problems with the poor quality of the water. The households in the catchment area are however not willing to change, as this would affect their

livelihood and they would not benefit directly from the change. Nor does the availability of water keep tread with the demand in the town.

The rich summerhouse owners use much water, as many houses have swimming pools. Being the biggest beneficiaries of the flat water rate, they have so far resisted all attempts by the original population of the town, united in the local water board, to change the tariff system. In this they are helped by their strong economic and political ties to those in power in the city. The ones most affected are the women of the common town households who initiated and built the supply. Their water is inadequate in quantity and quality because, unlike the weekend visitors, they need water seven days a week and have no large reservoirs for storage and sedimentation and because the low tariff does not allow the capacity of the scheme to be enlarged.

Efforts have now started to seek compromises through a more integrated watershed management in which all interest groups are involved.

Wijk, C. van, Lange, E. de and Saunders, D. 'Gender Aspects in the Management of Water',: Natural Resources Forum, vol. 20, no. 2, 1996, pp. 91-103.

Box 3: Women and technical training, Guinea-Bissau

Since 1987, the government of Guinea-Bissau has focused on the development of a decentralized maintenance system and the standardization of hand pumps. This has improved pump performance and supported the introduction of cost recovery strategies and the principle of users' involvement. In 1993, these efforts started to yield results: users financed five to ten percent of maintenance costs.

Early in 1994, a survey was made in 46 villages to review the management performance of the water point committees. In almost all cases, the committees were functioning well. Some 53% of their members were female, with 20% of the women having management functions outside their traditional task of cleaning pump surroundings.

Candidates for the position of area mechanic were selected at village meetings. Villagers preferred male mechanics, due to the need for traveling by bicycle to visit villages and the physical labour involved in pump repair. However, though the job was well liked, its payment was not sufficient to maintain the bicycles. The provincial promotion team encouraged the villagers to select women for this job, as they had more direct interest and were less likely to leave the village to seek income. By mid-1993, a total of 177 village mechanics - including 98 females - had been trained and were maintaining their hand pumps.

Visschel; J. T., and Wertt, K. van de, Towards Sustainable Water Supply: Eight Years of Experiences from Guinea-Bissau, The Hague, the Netherlands, IRC International Water and Sanitation Centre, 1995.

Box 4: Gender and poverty alleviation, Bangladesh

In 1987, the Grameen Bank and its sister organization, the Grameen Krishi Foundation (GKF), purchased 790 deep tube wells from public organizations. Management of this irrigation equipment and the supply of agricultural inputs and credits to farm households became the core activities of GKF. The approach was to explicitly link agricultural productivity and efficiency objectives with poverty alleviation and women's empowerment, targeting the so-called 'land-poor' who owned between half and three acres of land.

The GKF began to recognize that women would be able to make much more income if given adequate support, compared with returns on labour in traditional female activities. GKF made irrigation available to either groups or individuals in the form of access to deep tube wells or shallow tube wells and to irrigation technology (shallow tube wells, treadle pumps, or hand tube

wells). It was found that women experienced problems in enjoying the full benefit of access to irrigation water due to poor access to other inputs - land, credit, seeds and fertilizer. Therefore GKF attempted to provide these inputs as well as negotiate with landowners to secure lease arrangements on behalf of women.

The result was that female involvement in irrigation activities increased dramatically, as did their income. Whereas, as wage labourers, they would have earned around Tk500, seasonal net income from irrigation ranged from Tk1000 (with a treadle pump) to Tk5000. Increased income-generating capacity strengthened their self-confidence and reduced dependence on male intermediaries, in spite of some initial problems due to loss of social status for contravening *purdah* norms.

Jordans, E. and Zwarlveen, M., A Well of One's Own, Gender Analysis of an Irrigation Program in Bangladesh. Bangladesh, International Irrigation Management Institute and Grameen Krishi Foundations, International Water Management Institute, 1997.

Box 5. Gender and water rights, Burkina Faso and Bangladesh

In Burkina Faso, women and men each have their own organization with rights to water and land for agriculture: the women in the river valleys, the men on the higher grounds. When the state took over the land for irrigation, it only gave out plots and water rights to male heads of households and only male water users groups were created. These men did not maintain the water supply system, as unlike women they were used to dry agriculture. The women lost their production and harvest rights, saw their traditional organization not recognized and lost motivation to spend much energy in agriculture. When the government realized this, new plots were given out to women and productivity as well as operation and maintenance of the watercourses improved.

In Bangladesh, with an abundance of groundwater, large farmers were the first to benefit from state subsidies to install deep wells with mechanized pumps. When shallow wells and smaller pumps became available, irrigation technology came within reach of the smaller farmers. The latter used water more efficiently than the large farmers, from necessity to survive, and so gained a surplus, which they sell to others.

Now even landless farmers and women have united and bought pumps to sell water for agriculture. "In Bangladesh agriculture," van Koppen notes, "men have access to water technology and land, mobilize labour, arrange inputs and have the ultimate say over the harvest. Continuing exclusion of women from the developments in water technology has widened the gap. But as water vendors women have found opportunities to benefit from the new technology."

Koppen, Barbara van, Waterbeheer en armoedeverlichting, Wageningen, the Netherlands, Department of Irrigation and Soil Conservation, 1997.

Box 6: Building gender awareness, knowledge and skills, Dosso, Niger

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

To begin with, gender-determined tasks and authority were investigated for old and young women and men and boys and girls in five villages in the programme area. These formed the basis for discussions about gender divisions of work and influence with project staff at village and programme levels. The workshops led to a greater gender consciousness of staff and also to some changes in the practices of the villagers: bathing and toilet education for their children, construction of animal enclosures, buying additional vegetables. Acceptance and pursuit of gender

measures in the programme - organizing separate meetings with women; shared committees; awareness of men on responsibilities in water payments - increased.

Madougou, Labo, Programme Hydraulique Villageoise Conseil de l'Entente Pays Bas Phase III, Contribution au seminaire sur la gestion des relations hommes femmes, Ouagadougou, Burkina Faso, 13-31 Mars 1995. Niamey, Niger, Conseil de l'Entente.

Box 7: A women's project or equality of women and men? Limai, Cameroon

Limai, a community in Cameroon, had a relatively well functioning water service. It had a more demand-responsive approach, more equitable contributions, and a stronger, more capable and more autonomous water management organization.

The history of Limai's water service has to be seen in the context of its location in the region of Bassa. Women in this region marry into the village of their husbands and continue to be considered strangers, although they belong to the same ethnic group as their in-laws. This shared experience has caused high solidarity among the women and has stimulated them to unite and organize around their most pressing need - a better domestic water supply. The women formed a women's group, which initiated the water project, chose the locations and raised the initial capital by cultivating a communal field. Once the project was off the ground, they invited men into the local water committees that manage the service.

The management work is divided along gender lines: a man is in the chair at village level and a woman is the village water treasurer. Women chair water committees at the neighbourhood level. Male committee members clear the paths and sites from vegetation, open and close the water points and manage conflicts, spending in total about three times as much time as female members. Previously, the women's group raised all income to maintain the service. Recently they have been able to convince the men to also contribute financially, as the domestic water benefits all members of the households, not just women.

Wijk, Christine van, 'The Best of Two Worlds? Methodology for Participatory Assessment of Community Water Services', IRC Technical Paper Series 38, IRC International Water and Sanitation Centre, Delft, Netherlands, 2001.

Box 8: Effects of gender-sensitive assessment on gender relations, Java, Indonesia

Women in Sewukan community in Magelan district, Java, Indonesia had never met to discuss anything other than social or religious events. Their participation in the evaluation of 11 water systems in their community affected gender relations in several ways:

Recognition of 'power on': Initially, the *kepaladusun* (sub-village head) had considered the consultation of women on technical design and workmanship of the systems a waste of time. He said women knew nothing about such aspects. His views, and those of the other men, changed when the group of women came with very concrete design errors, such as a too-low ratio of cement to sand in concrete mixing and a too-low entry point for the water pipes in the reservoirs. The men's group brought out only very general remarks, such as a lack of training. The experience led the *kepaladusun* to make the public remark (unusual in that culture) that the women had brought out more useful technical observations than the men. When the men presented the outcomes in the plenary meeting (women and men alternated in presentations and the men started), they presented only the women's findings, until a man in the audience asked: "But what about our findings?" and everyone began to laugh.

Introduction of 'power over': The women's own evaluation of the design and quality of the existing services also served to put two women's needs on the agenda for the new water supply: a better distribution of domestic water and the addition of sanitation to the project. Because the

community already had 11 small domestic water supplies, the male leaders had assumed that there was no need for a twelfth system. They had therefore decided that the new water supply would be built for irrigation. The women's evaluation of the water quantity showed that, while all households had access, the distribution of water throughout the community was skewed.

Emergence of 'power within' and 'power with': Through the process, the women had become aware that they had the same water and sanitation problems. Although they were organized and held women's meetings, they said that they had not previously discussed anything other than social and religious issues. In the assembly where they presented their findings along with the men, they stated that they wanted to set up committees in each of the six community neighbourhoods, to participate in the design of the new water supply and monitor the contractors on their quality of construction. The male leaders supported this idea, stating that when the work was not done well, they would use the legal means open to them to ensure good quality design and construction.

Wijk, Christine van, 'The Best of Two Worlds? Methodology for Participatory Assessment of Community Water Services', IRC Technical Paper Series 38, IRC International Water and Sanitation Centre, Delft, Netherlands, 2001.

Box 9: Gender and the Protection of Freshwater Resources, Tanga Region, Tanzania

On the Tanga coast of Tanzania, men fished and women caught small shrimps and planted rice. Men also planted crops - coconuts and cashew nuts that could be sold for cash. Until 1996, women were among the poorest people in villages studied by a team commissioned by the government and the IUCN - the World Conservation Union. Women owned and controlled few resources. The study was part of an effort to help local people find more sustainable ways to use their coastal environment and protect the mangroves, which are vital for protection of freshwater resources.

At the beginning, the women did not attend meetings. Special meetings were thus held with women to analyse both the consequences and the causes of their lack of participation. They listed a number of reasons for their absence, the main one being that the men would not listen to them, so they did not want to waste their time. The second reason was that meetings occurred at times that were not suitable for them. They also noted that they were not properly informed about the meetings.

A new meeting was convened with both the women and men to discuss the women's absence, and, after some discussion and promises from the men that they would listen, the women finally agreed to attend the meeting.

Women are now engaging in planning, monitoring and evaluation activities and are apparently actively participating in the formulation of a fisheries management agreement. Illegal mangrove cutting and destructive fishing practices, including dynamite fishing, have declined through the enforcement efforts of the villagers themselves and there is a voluntary mangrove replanting and weeding program.

Despite the potential conflict between the gender equity objective and the objective of reducing fishing pressure by developing alternative livelihoods, the program has, in general, had positive results. In the pilot villages, both the environmental committees and village management committees are more gender-balanced today. Levels of gender awareness, participation and motivation have increased women's self-confidence and some are now even actively participating in typical male activities like village patrols. The situation improved gradually as the women gained self-confidence after participating in training courses, workshops, and study tours and saw the results of their activities.

Van Ingen, and Kawau, C., 'Involvement of Women in Planning and Management in Tanga Region, Tanzania', IUCN, The World Conservation Union, undated.

Box 10: Private Water Vendors, Honduras

United in their need for reliable affordable water and their dislike of high water prices from private vendors and license holders, women in low-income urban neighbourhoods have taken on and managed their own licensed water vending points. Characteristics reported are lower and fixed water prices, provision of part-time employment to poor single women with children and use of the group's surplus for neighbourhood projects.

Poor urban women helped organize their own local water supply or financed a connection to the municipal network. Water is used for income generation from beer brewing, teashops and a launderette.

Espejo, N., 'Gender and the Management of Drinking Water Supply in Low-Income Urban Communities in Latin America', The Hague, Netherlands, IRC International Water and Sanitation Centre, 1993.

Box 11: Gender water consumption measurement and price increases, United Kingdom

Water consumption measurement and price increases are important tools to decrease water consumption. However they run risk that lower-income groups are excluded from basic water services. Single women heads of households are an important category in these groups, especially in urban areas. Another risk is that they force poorer women to reduce certain water uses - for example domestic water use for hygiene.

In a study in the United Kingdom, it was found that 70% of the low-income families interviewed in the outer London area had cut their water bill by reducing use for hygiene. Metering is also costly for low-income households: in the United Kingdom it accounts for 15% of the water bill. Cross subsidies and metering for communities and groups rather than households have the benefits of reducing the costs for poor households while still managing demand.

White, A.U., 'Patterns of domestic water use in low-income communities', Water Waste and Health in Hot Climates, London, UK, Wiley, 1977.

Box 12: Targeting men for hygiene education, Mexico

A health programme in Mexico, found that breaking through gender stereotypes was easier than previously thought and was welcomed by both men and women in the programme villages. When designing its materials to promote sanitation and oral rehydration, the organization took the usual steps. Programme researchers visited homes and learned about healthcare habits. They consulted sociologists and other experts about customs. They tested the education materials and made adjustments. The final product was an illustrated brochure that depicted only women as everyone took for granted that only women performed these duties. Some researchers still wondered about this and asked 60 mothers and 30 fathers of young children whether fathers helped. Sixty-three percent of the mothers and 70 percent of the fathers answered in the affirmative.

A second brochure was produced with fathers and mothers involved, and tested both versions. Everyone understood both brochures equally well. None thought it unusual or silly to see men help. Two-thirds of the men and women preferred the second version. Many explained that the presence of both parents made the pictures more complete. Some said that men will see that not only women can take care of the children. Based on this development, the second brochure was chosen and used.

Program for the Introduction and Adaptation of Contraceptive Technology (PIACT), 'Mexico: fathers and children', in Salubritas, vol. 6, no. 2, 1982, p.1.

Box 13: Policy changes for gender integration, Swedish International Development Cooperation Agency

Many different departments within the Swedish International Development Cooperation Agency work on the organization's policy for promoting equality between women and men, both in the context of bilateral projects and programs and in specific targeted inputs through NGOs and other institutions. Details of the mainstreaming strategy are included in the individual action plans of these departments.

This policy is clearly established as an important criterion for overall strategic development, influencing the choice of sectors to support in a country, the choice of interventions within sectors and the approach taken in provision of support.

Swedish International Development Cooperation Agency (SIDA), *'SIDA's Action Programme for Promoting Equality between Women and Men in Partner Countries: Experience, analysis, policy and action plan'*, Stockholm, Sweden, Swedish International Development Cooperation Agency, Department for Policy and Legal Services, 1997.

Box 14: Legal Frameworks and Institutional Reform, Burkina Faso

In Dakiri, Burkina Faso allocating smaller plots separately to men and women instead of allocating bigger plots to household heads had positive production and social benefits. When both men and women had irrigated plots the productivity of irrigated land and labour was higher than in households where only men had plots. Women were equally good or even better irrigation farmers than men, and those who had obtained irrigated plots were proud of their increased ability to contribute to the needs of their households. Women preferred to contribute to their households by working on their own plots rather than providing additional labour to their spouse's or to the collective plots. As they became economically less dependent upon their husbands, they could help support relatives and increase their own opportunities for individual accumulation of wealth in the form of livestock. The effects of having an individual plot significantly improved the bargaining position of a woman within a household and were a source of pride in the household and the community.

Organization for Economic Cooperation and Development, Development Assistance Committee (OECD/DAC), *'DAC Guidelines for Gender Equality and Women's Empowerment in Development Cooperation'*, Paris, France, OECD/DAC, 1998.

Box 15: Mainstreaming Gender in Integrated Rural Water Supplies and Sanitation in Zimbabwe: A science or an art?

Zimbabwe has been implementing integrated rural water supplies and sanitation programmes since the late 1980s. The programme focuses on three components: water supplies, sanitation and hygiene. It was initially largely implemented through inter-ministerial committees found at national, provincial and district levels. The inter-ministerial committee at the national level, known as the National Action Committee (NAC), is a policy-formulating body, defining standards and operational approaches and monitoring the national programme.

In the late 1990s the National Action Committee, through its gender task force, decided to come up with strategies to mainstream gender within the national programme. One of the problems identified was that women were performing unskilled and non-paying jobs. To address this anomaly it was decided that women would be trained as well-sinkers.

The first experiment was carried out in Mount Darwin, where four women were trained. They were then paired with men and the teams spent up to three months in the bush sinking wells. The teams

were provided with protective overalls and one tent that they were to share. When the NAC went to review the work, they found that the women were cooking and cleaning the tent and the men were doing the digging. The women commented that the men usually took off half the overalls for comfort when digging, as it would get very hot. The women also wanted to do the same but could not do so in the presence of men. Furthermore, they stated that women and men could not share the same tent.

The NAC went back to the drawing board and decided to form an all-woman team. Allegations soon arose that the women (who were all single) had been selected for their beauty and not their ability. Furthermore, the supervisor (who was a man) was also accused of visiting the women's team more regularly than other teams. The women on the team still felt that they did not have privacy, as the supervisor could visit any time.

The NAC then decided to form an all-woman team comprising of married and widowed women. These were expected to spend three months sinking wells away from family. The women were given work suits, which were also traditionally designed for men and were therefore tight around the hips. The women refused to wear them. The NAC decided on overcoats which, when buttoned up, were tight around the breast and were short and therefore not suitable for bending. Because the women had to visit families regularly, it took them a long time to finish the wells and thus also took a long time for them to get paid. Consequently the women dropped out of the well-sinking teams. The NAC perceived that their experiment had been a failure and dropped it.

In consultation with local committees and communities the NAC then decided to ask how women could be involved in money-paying jobs. The communities indicated that training them as latrine builders would ensure that they stayed within the village, would be paid faster and the skills would extend to benefiting areas other than sanitation. It was then agreed that the NAC would relax its restrictions stating that only those with a background could be trained as latrine builders, thus allowing women to have access to training. To date, some of the prize-winning latrine builders in Zvimba area are women. In fact, Zvimba boasts a lot of successful women builders.

For the National Action Committee, the lesson was that gender mainstreaming is not a scientific experiment but rather an art that involves consultation and listening to the user groups.

For more information, contact N. Nyoni via www.iwsd.co.zw

Box 16: Cendrawasih Coastal Area Development - Phase III, Indonesia

Overview: This development project focuses on participatory village development and institution building for local government and non-governmental organizations. The project provides extensive in-service training for government officers, extension agents, NGO field workers, and villagers in fisheries, food crops, food processing, livestock, marketing and cooperative development. It assisted NGOs in establishing four sea transportation services for isolated villages and two road transport links to district markets.

Results included the utilization of participatory planning at the village level. This was achieved through the training of 25 government extension agents in Participatory Rapid Appraisal techniques. The participatory aspect of these planning exercises provided a forum for the women to express their desires and needs. This resulted in village plans that demonstrated a more appropriate gender balance than would have been the case had the planning been undertaken solely by the traditional male hierarchy.

Village programmes involving women received very strong support from district and village authorities. The potential for this support was created by Gender-Sensitivity Training Workshops, through which a total of 54 persons received training. These individuals were from various levels of

local government, aid agencies, NGOs, Cooperative Management Units and groups with government connections.

Women undertook sustainable productive activities, with the involvement of local community groups, leading to the improvement of living standards. This result can be measured by the creation of 469 saving accounts in the project villages, where none existed previously. Of these 469 accounts, 48% were held by women, 27% by children and 25% by men. The childrens' saving accounts resulted from the fact that children tended to work with the women, receiving earnings for their efforts.

Planning: Both men and women from previously market-isolated rural communities obtained capital resources, inputs and improved their skills to increase agricultural, livestock, and marine production and to produce high-quality processed food stuffs. Men and women, on both individual and group bases, developed marketing skills such as the ability to anticipate marketing costs and to understand price fluctuations. Marketing groups functioned successfully in at least half the villages in which the project operated. Marketing cooperatives were established in a few villages and operated successfully. As a result of increased and more efficient production and marketing, both men and women in target village households had increased their incomes from agriculture, fisheries, and cottage industries (micro-enterprise). Household saving accounts were established, and villagers, individually and collectively, invested in productivity-enhancing technologies.

The Strategy:

- Training of extension workers in participatory assessment and planning and goal-oriented planning.
- Inclusion of relevant aid agencies in all project activities.
- Field visits.
- Study tours for villagers.
- Cooperative learning through demonstration.
- Training in marketing.

Participating organizations:

- UNDP was the primary funding agency.
- GOI provided funding and in-kind contributions and had overall responsibility for the project.
- The Provincial Government of Irian Jaya allocated funds and was provincial supervising authority.
- The District Government and aid agencies were directly involved as project counterparts.
- FAO was a Cooperating Agency, providing backstopping.

Lessons Learned:

- *Importance of training of extension agents and aid agency support officers in the techniques of participatory development.* It is important that enough time for learning and appropriate field practices are given to the trainees.
- *Importance of village-level participatory approaches.* When targeted directly, the local populations, especially women, respond more effectively to extension workers. The amount of contact time is very important. In most cases, the villagers can develop various micro-projects and carry them out. However, although they are doing the work themselves, they require guidance from the extension agent; the latter should be supportive without being intrusive.
- *Adequate timing for project activities.* The project document, as well as the work plan and the associated logical framework, represent obstacles in this area. Too often these documents, intended to aid the execution of the project activities, become the goal in themselves. Work gets carried out according to a work plan schedule rather than according to the ability of the clients to absorb new skills. Activities tend to be channelled or twisted to reflect the criteria or verification envisioned in the logical framework. In order to make these documents relevant to the local reality, a new set would have to be produced each day based on the changes of the clients' situation. Project documents, work plans and logical frameworks are donor driven not client driven.

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Source: FAO's Gender and Food Security Web site: <http://www.fao.org/gender/>. This good practice can be found at: <http://www.fao.org/gender/en/Lesson-e/Fish.htm#TopOfPage>.

Box 17: Women place a higher value on household toilets, Cambodia, Indonesia, and Vietnam

Women in Cambodia, Indonesia, and Vietnam put a greater value on their household toilets than men do. This is one of the outcomes of an interesting multi-country study of sanitation experience by the Water and Sanitation Program for East Asia and the Pacific.

The findings suggest that those promoting sanitation schemes should treat women as 'valued customers' and give them a greater voice in how toilets are planned and installed. However, there is also evidence that the extra work involved in keeping toilets clean and ready for use is falling on the women in the family.

'Achieving sustained sanitation for the poor: Policy lessons from Participatory Assessments' documents field research in 36 rural communities with unusually high sanitation coverage rates (at least twice the national coverage) in the three countries.

Women in all three countries consistently gave higher 'value for cost' scores to their toilets than men did. Women in Indonesia and Vietnam also mentioned more benefits than men did. The benefits that women valued more highly were convenience, privacy and a clean home environment. Men in Cambodia and Vietnam valued the ability to use night soil from latrines as a fertilizer marginally more highly than women did.

Women's greater interest in sanitation was also evident from the fact that they initiated the process for acquiring family latrines in 18 out of 24 communities in Indonesia and Cambodia. Men rarely initiated a discussion about acquiring a family latrine. In Vietnam, men made the final decision on the basis of a joint discussion between men and women. In Cambodia and Indonesia, men and women decided together in half the cases. When there was no joint decision, men were more likely to take the decision in Indonesia and women were more likely to do so in Cambodia.

In general, in Indonesia and Vietnam people agreed that the value of the benefits from household latrines exceeded the costs of construction and maintenance. In Cambodia, the value of the benefits was perceived to be marginally lower than costs.

In view of women's greater interest and influence on family decisions regarding sanitation improvements, projects should evidently treat women as 'valued customers' and seek to strengthen their voice. This can take the form of ensuring that women are fully informed of options and costs. It can also mean more actively promoting women's access to credit for sanitation and offering women training in income-generating skills such as mason training for sanitation. In general, users of pour-flush latrines in all three countries were close to being fully satisfied with their toilets (75-100 percent satisfaction), provided water was available close by for flushing. Again, women were more satisfied than men in each country.

In Indonesia, dissatisfaction with pour-flush toilets comes from having to carry water from a distance, or from the poor quality of the low-cost pans provided by projects. Women in Cambodia and Indonesia complained that cement pans were difficult to clean. They were planning to replace them with ceramic pans as soon as they could afford to do so.

It is worth highlighting that in the survey men did not generally carry water to the toilets, and would not use them if there was no water available. It therefore fell on the women to keep the latrine's water tank or bucket filled, adding to their long list of chores.

There is a clear desire amongst rural people everywhere to upgrade facilities to a level that they may be unable to afford at the time when a project is first launched. Sanitation programmes can capitalize on this by offering a range of upgradeable options that can be introduced later at a range of costs.

Local NGO-based field researchers used a specific sequence of techniques developed for this study, combining tools from the Methodology for Participatory Assessments (MPA), Participatory Rural Appraisal (PRA) and Participatory Hygiene and Sanitation Transformation (PHAST).

Contact: Nilanjana Mukherjee, mukherjee@worldbank.org

Mukherjee, N., 'Achieving sustained sanitation for the poor: policy lessons from participatory assessments in Cambodia, Indonesia and Vietnam'. Jakarta, Indonesia, Water and Sanitation Program for East Asia and the Pacific, 2001.

www.wsp.org/pdfs/eap_achieving.pdf

5. Gender mainstreaming within the project cycle

Some of the gaps in development programmes and projects are that gender; poverty and environmental issues are often added as an afterthought. If gender issues are addressed at project initiation, they quickly disappear during design, implementation and evaluation. Some of the lessons learned over the years are that projects and programmes that do not take into consideration the needs of the poor, rich men and women during all the phases of the programme run the risk of being ineffective, inefficient and unsustainable. This chapter presents a generic project cycle that can be adapted to suit local contexts and demonstrates the gender aspects that need to be considered at each phase of the project. Country officers supporting national programmes, project offices, gender experts and those interested in gender within project implementation can use the generic project cycle. It is important for the project to be clear on the objectives in relation to gender and equity issues. Some of the reasons for gender consideration within the project cycle are captured below:

Some questions that need to be asked are:

- How are the needs of men and women reflected?
- Who has been consulted?
- How was consultation done to facilitate input from men and women?
- Is project plan based on an understanding of gender differences in the target group
- Has the project taken into consideration that contributes time, labour, finance?
- Have gender indicators been identified to clarify objectives and facilitate monitoring
- How will objectives for gender equality and women's participation be pursued in the project? Have specific strategies been identified?
- Have obstacles that may hinder participation of men and women been identified and strategies put in place to deal with these?
- Does the project management structure provide the necessary expertise on gender issues and equality?
- Have the budgetary implications of equality and gender been considered?
- Does monitoring provide for gender disaggregated data collection on participation in various aspects of the project and on the selected indicators?

Adapted from the Swedish International Development Cooperation Agency's, 'A Gender Perspective in Water Resources Management Sector', 1996

This diagram gives a generic project cycle that may be adapted to suit different contexts



1. Programme and Project Identification

Task of the project cycle and instructions (<i>in italics</i>)	Issues and questions to be asked	Lessons learned. ²⁰	Resources (both in the guide and other sources). All resources marked (RG) are annotated in the Resource Guide.
<p>Task 1: The external support agency participates in the programme or project identification</p> <p>This includes: <i>an assessment of key development programmes and trends, including those addressed by global conferences and conventions.</i></p>	<p>? How can the external support agency support the fulfilment of national commitments to both gender equality and sustainable development?</p> <p>? Can the external support agency help identify opportunities where efforts to support sustainable resource use (especially water) overlap with efforts to support equality between women and men?</p> <p>? Does the overall co-operation framework draw on analysis of how gender inequalities have an impact on environmental issues?</p> <p>? Have government institutions responsible for gender equality been involved in setting priorities?</p> <p>? Have women's organizations and gender equality advocates been involved in setting priorities?</p>	<p>Broad participation and consultations of all stakeholders including other development partners leads to programmes and projects that benefit more people, taking note of the needs of other sectors.</p>	<p>Critical Area of Concern K - Environment - of the Beijing Platform for Action</p> <p>http://www.un.org/womenwatch/daw/beijing/platform/enviro.htm</p> <p>Chapter 24 of Agenda 21</p> <p>http://www.un.org/esa/sustdev/agenda21chapter24.htm</p> <p>National governments have also prepared action plans outlining how they are implementing the Beijing <i>Platform for Action</i>. Check with the gender focal point and/or the government agency responsible for equality between women and men.</p>

²⁰ This document draws on

? Ministry of Foreign Affairs, DANIDA/S.Q. *Gender and Water Supply and Sanitation: Guiding Questions - Working Paper*, August 1999. (mimeo)

? Thomas, Helen, Johanna Schalkwyk and Beth Woroniuk, in close consultation with the Department for Natural Resources and the Environment, *Handbook for Mainstreaming: A Gender Perspective in the Water Resources Management Sector*, SIDA, 1997.

? Fong, Monica S., Wendy Wakeman and Anjana Bhushan, World Bank *Toolkit on Gender in Water and Sanitation: Gender Toolkit Series No. 2*, Gender Analysis and Policy, Poverty and Social Policy Department; UNDP -World Bank Water and Sanitation Program, Transportation, Water and Urban Development Department, 1996.

<p>Task 2: Analysis of policies</p>	<p>? In the analysis existing national policies and programmes in the IWRM sector:</p> <p>? Are national programmes and investments in IWRM likely to extend benefits and opportunities equitably to women and men?</p>		
<p>Task 3: <i>Engagement of key government officials, and other stakeholders, in a dialogue on the policy framework for national development.</i></p>	<p>? Have government institutions responsible for gender equality been involved and consulted?</p> <p>? Have women's organizations and gender equality advocates been involved and consulted?</p> <p>? Have there been discussions with organizations with an expertise in IWRM as to their interest and capacity in dealing with gender issues?</p> <p>? Have efforts been made to ensure women's participation at all levels?</p> <ul style="list-style-type: none"> - In grass-roots consultations? - As water professionals? - At all levels of government? <p>? Has there been an analysis of the obstacles to women's participation and have strategies been developed to overcome those barriers?</p>		<p>Gender Equality and Participation. Swedish International Development Cooperation Agency Prompt Sheet (RG) included in this guide.</p>

<p>Task 4: Assessment of design issues in projects at community level</p>	<p>? Technical design: Have both women's and men's views about technology options and design features been sought?</p> <p>? User contributions: Have the differences been determined between women's and men's willingness and ability to contribute labour, materials or money?</p> <p>? Time/Workload considerations: Does the initiative increase women's/men's/girls'/boys' workload both during and after construction? Does the demand for women's and girls' unpaid labour increase? Are there conflicting demands?</p> <p>? Operation and Maintenance: How are operating and maintenance rights and responsibilities shared between women and men? Do these reflect the use of the system?</p>	<p>? Programmes meant for poverty alleviation have tended to overburden women with unpaid work.</p>	<p>World Bank: <i>Toolkit on Gender in Water and Sanitation.</i> (RG)</p> <p>International Water and Sanitation Centre: <i>Working with Women and Men on Water and Sanitation: An African Field Guide.</i> (RG)</p> <p>UNICEF: <i>A Manual on mainstreaming gender in water, environment and sanitation (WES) programming.</i> (RG)</p>
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2. Formulating Programmes and Projects

Task of the project cycle and instructions (<i>in italics</i>)	Issues and questions to be asked	Lessons learned. ²¹	Resources (both in the guide and other sources). All resources marked (RG) are annotated in the Resource Guide.
Task 5: Assessing design issues in projects designed to strengthen institutional capacity	<p>? Gender issues in capacity building projects include:</p> <ul style="list-style-type: none"> - The capacity of institutions and individuals to work with a gender perspective - The capacity of institution and individuals to promote women's participation at all levels - Women's participation in technical fields, decision -making positions and at the community level - Availability of policies to guide the institution 	Organizations have been good at statements of intent rather than specific movements towards implementation of gender policies.	Briefing Note on Gender and Capacity Building included in this guide.

²¹ This document draws on

? Ministry of Foreign Affairs, DANIDA/S.Q. *Gender and Water Supply and Sanitation: Guiding Questions - Working Paper*, August 1999. (mimeo)

? Thomas, Helen, Johanna Schalkwyk and Beth Woroniuk, in close consultation with the Department for Natural Resources and the Environment, *Handbook for Mainstreaming: A Gender Perspective in the Water Resources Management Sector*, SIDA, 1997.

? Fong, Monica S., Wendy Wakeman and Anjana Bhushan, World Bank *Toolkit on Gender in Water and Sanitation: Gender Toolkit Series No. 2*, Gender Analysis and Policy, Poverty and Social Policy Department; UNDP -World Bank Water and Sanitation Program, Transportation, Water and Urban Development Department, 1996.

<p><i>5.1 Design issues in projects designed to develop national water policies and plans:</i></p>	<p>? Have gender differentials in existing water rights been identified?</p> <p>? Have existing patterns of access and control of water sources been analysed and addressed?</p> <p>? Has consideration been given to legal frameworks and institutional reform so as to work toward equitable access for both women and men to productive resources?</p> <p>? Have needs, roles and workloads been assessed?</p>	<p>Projects that provide benefits to a household do not necessarily benefit women and children.</p>	
<p>Task 6: Understanding the current situation, context and baseline.</p> <p><i>6.1 The participants in programme or project design should initially establish a common understanding of the current situation, including socio-economic, gender and biophysical characteristics...</i></p> <p><i>6.2 Sufficient data, gender - disaggregated wherever possible, must be gathered at this stage to establish a baseline...</i></p> <p><i>6.3 In addition, it is recommended that an analysis be carried out to identify the key stakeholders...</i></p>	<p>? In looking at the water resource management sector, has the analysis taken into consideration needs, resources and priorities by social group (ethnic, class, age...) and gender? For example:</p> <ul style="list-style-type: none"> - Within current water usage and management, are the different roles and responsibilities of women and men documented and understood (domestic and productive, commercial agricultural use and subsistence production, etc.)? - Compare access to and control over all resources related to water resources between women and men in different socio-economic classes (rights to land ownership and capital assets, inheritance patterns, credit, etc.); labour supply (unpaid family labour, paid employment, etc.). 	<p>Attention to gender issues needs to start as early as possible.²²</p> <p>Gender analysis is integral to project identification and data collection.²³</p>	

²² World Bank, *Toolkit on Gender in Water and Sanitation*.

²³ World Bank, *Toolkit on Gender in Water and Sanitation*.

<p>Task 7: Defining a vision and the problems to be addressed</p> <p><i>7.1 The underlying causes will often be perceived differently by different stakeholder groups. UNDP experience in participatory processes can prove helpful here in establishing a broad understanding of the situation...</i></p> <p><i>7.2 During the process of defining the problem, the participants should also research similar experiences in the country or elsewhere...</i></p>	<p>? Who has been consulted and how were they involved in the consultation process:</p> <ul style="list-style-type: none"> - Were both women and men consulted? Were there specific attempts to involve gender equality advocates and specialists (academics, researchers, policy analysts)? - Was the consultation process organized so as to maximize input from women and gender equality advocates? 	<p>Ensuring both women's and men's participation improves project performance.</p>	
<p>Task 8: Identifying alternative strategies</p> <p><i>8.1 A wide range of stakeholders should again carry out the exploration of alternative strategies so that innovative approaches or new opportunities do not get overlooked and potential risks are identified...</i></p>	<p>? In looking at alternative strategies, has there been consideration of the possible benefits of strategies that both promote women's participation and work toward sustainable water resource management?</p>		

<p>Task 9: Selecting the most promising strategy</p> <p><i>9.1 Before deciding on a programme or project strategy it is important to consider the implications of the possible solutions, in terms of likely impacts, opportunities that could be seized, and trade-offs between choosing one strategy over another...</i></p> <p><i>9.2 Risks. Interventions imply certain risks and can have positive or negative effects...</i></p> <p><i>9.3 Opportunities. The defined scope of the proposed intervention may inhibit the search for measures that mitigate negative effects. Looking for opportunities can pave the way for creative solutions...</i></p> <p><i>9.4 Trade-offs. It is important that trade-offs and opportunity costs between different strategies be understood...</i></p> <p><i>9.5 The capacity of the concerned organizations, institutions and individuals to carry out activities effectively, efficiently and sustainably must also be examined...</i></p>	<p>? In looking at trade-offs, is specific care taken to ensure that women do not lose?</p> <p>? Does the risk analysis look at possible different negative and positive effects on women and men?</p> <p>? Has there been an analysis of the opportunities for change and potential to both recognize women's participation and ensure equitable benefits for women and men?</p> <p>? In looking at the capacity of ministries and institutions associated with the initiative, do they have the capacity to identify and work with gender issues? For example:</p> <ul style="list-style-type: none"> - Do they have access to information on gender-related issues in the sector? - Do they have the skills to formulate and analyse questions on the gender dimensions of WRM? <p>? Has the institution developed a strategy for public participation and community empowerment that seeks to understand the views and priorities of both women and men?</p>	<p>A learning approach is more gender-responsive than a blueprint approach.</p>	<p>World Bank, Toolkit on Gender in Water and Sanitation (RG) includes sample Terms of Reference for Gender Analysis during the preparation and design phase (Water and Sanitation sector). (p. 51)</p>
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<p>Task 10: Defining objectives and outputs</p> <p><i>10.1 Participants should now work out the programme support of project design, that is, a hierarchy of objectives, outputs, activities and inputs...</i></p>	<p>? Consider whether or not it is appropriate to have specific objectives relating to gender. If there is not a concrete expected result related to gender, the issue tends to 'fade out'. Efforts tend to focus on the expected results as defined in project planning documents.</p>		
<p>Task 11: Using the logical framework</p> <p><i>11.1 The logical framework is a matrix that summarizes the main elements in programme and project design...</i></p>	<p>? Are gender issues clearly set out in the logical framework?</p> <p>? Are there specific indicators identified to monitor results relating to gender equality?</p> <p>? Will indicators be disaggregated on the basis of sex?</p>		
<p>Task 12: Determining activities</p> <p><i>12.1 Once the outputs have been agreed on, the activities that will produce these outputs must be determined...</i></p>	<p>? What activities are required to ensure attention to gender issues?</p> <p>? Is training required?</p> <p>? Is it necessary to research specific issues or draw in particular stakeholders?</p> <p>? Experience has shown that careful planning is required to ensure that the gender focus is not lost.</p>		
<p>Task 13: Specifying inputs</p> <p><i>13.1 Decide what inputs will be needed to carry out the activities specified. The inputs are physical items, persons, goods or services needed to carry out programme or project activities...</i></p>	<p>? Is there a budget for gender-related analysis and activities?</p> <p>? What type of expertise is required to ensure full implementation of the gender elements in the programme design?</p>		

<p>Task 14: Determining the management arrangements</p> <p><i>14.1 As part of the formulation process, it is essential to determine how activities will be carried out so that the programme support or project objectives can be achieved within the established limits of time, quality and cost...</i></p>	<p>? Does the implementing agency or institution have a commitment to gender equality and to achieving positive outcomes for women through the project?</p> <p>? Are the responsibilities and expectations concerning gender aspects in the project clearly spelled out in project documents, agreements or contracts?</p>		
<p>Task 15: Specifying indicators for monitoring and evaluation</p> <p><i>15.1 Indicators help to determine the extent to which a programme or project is achieving the expected results...</i></p> <p><i>15.2 Through the consultative process outlined above, the participants agree on how progress towards achieving the objectives is to be measured, and on what the indicators of success will be...</i></p> <p><i>15.3 The monitoring and evaluation arrangements must be determined during the formulation of the programme or project support ...</i></p>	<p>? In projects involving community-based initiatives, have both women and men participated in the development of indicators?</p> <p>? Are there indicators to track progress toward meeting specific objectives relating to women's participation, the capacity of organizations to work with a gender perspective, etc.?</p>	<p>Gender-related indicators should be included when assessing project performance.²⁴</p>	

²⁴ World Bank, *Toolkit on Gender in Water and Sanitation*.
Project Cycle Guide

<p>Task 16: Identifying external factors and risks</p> <p><i>16.1. External factors are events or decisions that are beyond the control of the managers of the programme or project and which nonetheless affect the achievement of the objectives, the production of the outputs, the implementation of the activities and the delivery and utilization of the inputs...</i></p>	<p>? Women's ability to participate in the initiative may be influenced by a variety of factors outside the control of the programme managers: discriminatory attitudes, lack of time, etc.</p>		
<p>Task 17: Identifying prior obligations</p> <p><i>17.1 A common way to minimize risks is to provide for activities to begin only after certain conditions have been met...</i></p>	<p>? It is important to monitor whether initial conditions relating to gender issues have been met: for example, if the plan stated that a gender specialist was to be hired, was this done?</p>		

3. Implementation

Task of the project cycle and instructions (<i>in italics</i>)	Issues and questions to be asked	Lessons learned. ²⁵	Resources (both in the toolkit and other sources). All resources marked (RG) are annotated in the Resource Guide.
Task 18: Ensuring good participation	<p>? Are the government institutions responsible for gender equality represented during implementation?</p> <p>? Is there representation from organizations with an expertise in IWRM in the project team?</p> <p>? Have women been given a chance to participate in technical field and decision-making positions?</p> <p>? Does the initiative increase women's/men's/girls'/boys' unpaid workload during construction beyond what was initially predicted?</p>		

²⁵ This document draws on

? Ministry of Foreign Affairs, DANIDA/S.Q. *Gender and Water Supply and Sanitation: Guiding Questions - Working Paper*, August 1999. (mimeo)

? Thomas, Helen, Johanna Schalkwyk and Beth Woroniuk, in close consultation with the Department for Natural Resources and the Environment, *Handbook for Mainstreaming: A Gender Perspective in the Water Resources Management Sector*, SIDA, 1997.

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4. Monitoring and Evaluation			
Task of the project cycle and instructions (<i>in italics</i>)	Issues and questions to be asked	Lessons learned. ²⁶	Resources (both in the toolkit and other sources). All resources marked (RG) are annotated in the Resource Guide.
Task 19: Monitoring	<p>? In preparation for annual reporting and reviews, analyse important changes in the last year, for example:</p> <ul style="list-style-type: none"> - New legislation, government policies or commitments on gender equality (these could relate to land tenure, credit, NGO policies, etc.); - New women's networks or organizations or changed profile/capacity of existing organizations; - Changes in economic and social conditions or trends that affect priorities, resources and needs in the WRM sector. <p>? Is monitoring data disaggregated by gender?</p>		

²⁶ This document draws on

? Ministry of Foreign Affairs, DANIDA/S.Q. *Gender and Water Supply and Sanitation: Guiding Questions - Working Paper*, August 1999. (mimeo)

? Thomas, Helen, Johanna Schalkwyk and Beth Woroniuk, in close consultation with the Department for Natural Resources and the Environment, *Handbook for Mainstreaming: A Gender Perspective in the Water Resources Management Sector*, SIDA, 1997.

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<p>Task 20: Evaluation</p>	<ul style="list-style-type: none"> ? Do the evaluation 'terms of reference' clearly specify the gender issues and questions to be addressed in the evaluation? ? Will the evaluation consider project outcomes/results with respect to differences in needs and priorities for women and men? ? Does the evaluation team have the expertise to look at gender issues in the specific context of the project (irrigation, water supply and sanitation, etc.)? ? In conducting the evaluation, will evaluators: <ul style="list-style-type: none"> ? Disaggregate data by sex? ? Seek the input of both women and men and analyse differences and similarities? ? Will the evaluation identify 'lessons learned' relating to working with a gender perspective in water resources management so these can be transmitted throughout the organization? 		<p>World Bank, Toolkit on Gender in Water and Sanitation (RG) includes sample Terms of Reference for Gender Analysis during the monitoring and evaluation phase (p.52).</p>
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7.0 Glossary of Terms and Acronyms

AusAID - Australian Agency for International Development

BDP - Bureau for Development Policy of the United Nations Development Programme

Capacity Building or Capacity Development – “The process by which individuals, organizations, institutions and societies develop their abilities individually and collectively to perform functions, solve problems and set and achieve objectives.” (Results-oriented Monitoring and Evaluation Handbook – UNDP)

CAPNET - International Network for Water Sector Capacity Building

CIDA - Canadian International Development Agency

DAC - Development Assistance Committee of the Organisation for Economic Co-operation and Development

DANIDA – Danish Agency for Development Assistance

DFID - Department for International Development (United Kingdom)

ECOGEN - Ecology, Community Organization and Gender (funded by USAID)

Empowerment – “The process of gaining control over the self, over ideology and the resources which determine power.” (Srilata Batliwala – ‘Empowerment of Women in South Asia’)

ESDG - Environmentally Sustainable Development Group

FAO - Food and Agricultural Organization of the United Nations

Gender - the socially determined roles played by women and men, which can be determined by historical, religious, economic, cultural and ethnic factors.

Gender and Development (GAD) - GAD looks at the larger inequities of unequal relations between the rich and the poor, the advantaged and the disadvantaged and within that, the additional inequities that women face.

Gender Balance - Participation of an equal number of women and men within an activity or organisation.

Gender- or Sex- Disaggregated Data - The collection of data on men and women separately in relation to all aspects of their functioning – ethnicity, class, caste, age, location.

Gender Equality - Refers to norms, values, attitudes and perceptions required to attain equal status between women and men without neutralizing the biological differences between women and men.

Gender Equity - Fairness in women's and men's access to socio-economic, natural and other resources.

Gender Mainstreaming – refers to a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes. UNDP defines this as “taking account of gender equality concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to a profound organisational transformation. Specifically...bringing the outcome of socio-economic and policy analysis into all decision-making processes of the organisation, and tracking the outcome.”

Gender Relations - Ways in which a culture or society prescribes rights, roles, responsibilities, and identities of women and men in relation to one another.

Gender Sensitive - Recognition of the differences and inequities between women's and men's needs, roles, responsibilities and identities.

Gender Specific - Targeted only at the needs and interests of either women or men, as in separate categories.

GIDP – Gender in Development Programme of the United Nations Development Programme

GWA – Gender and Water Alliance

FAO – Food and Agriculture Organization of the United Nations

IDRC – International Development Research Centre

IIED – International Institute for Environment and Development

ILO – International Labour Organization

IRC – International Water and Sanitation Centre

Integrated Water Resources Management (IWRM) – the co-ordinated development and management of water - and land-related resources for optimising economic and social welfare, without compromising the sustainability of vital environmental systems.

IWMI - International Water Management Institute

NGO - Non-governmental organisation

OECD - Organisation for Economic Co-operation and Development

PRA - Participatory Rural Appraisal

SEGA or SEAGA - Socio-Economic and Gender Analysis (part of the ECOGEN initiative)

Sex - The biological differences between men and women, which are universal, obvious and generally permanent.

Sida - Swedish International Development Cooperation Agency

Sustainable Development - Defined by 1987's Brundtland Commission as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”.

TWUWS - Transportation, Water and Urban Development Department Water and Sewerage Division of the UNDP-World Bank Water and Sanitation Program

UN - United Nations
UNDP - United Nations Development Programme
UNICEF – United Nations Children’s Fund
WES - Water, Environment and Sanitation