Public Disclosure Authorized

Public Disclosure Authorized

WATER AND SANITATION PROGRAM: WORKING PAPER 59334

Mainstreaming Gender in Water and Sanitation

Gender in Water and Sanitation

November 2010



wsp
water and
sanitation program

The Water and Sanitation Program is a multi-donor partnership administered by the World Bank to support poor people in obtaining affordable, safe, and sustainable access to water and sanitation services.



©World Bank - Curt Carnemark

Gender in Water and Sanitation

November 2010

The Water and Sanitation Program (WSP) is a multi-donor partnership created in 1978 and administered by the World Bank to support poor people in obtaining affordable, safe, and sustainable access to water and sanitation services. WSP provides technical assistance, facilitates knowledge exchange, and promotes evidence-based advancements in sector dialogue. WSP has offices in 25 countries across Africa, East Asia and the Pacific, Latin America and the Caribbean, South Asia, and in Washington, DC. WSP's donors include Australia, Austria, Canada, Denmark, Finland, France, the Bill & Melinda Gates Foundation, Ireland, Luxembourg, Netherlands, Norway, Sweden, Switzerland, United Kingdom, United States, and the World Bank. For more information, please visit www.wsp.org .

Water and Sanitation Program (WSP) reports are published to communicate the results of WSP's work to the development community. Some sources cited may be informal documents that are not readily available. The findings, interpretations, and conclusions expressed herein are entirely those of the author and should not be attributed to the World Bank or its affiliated organizations, or to members of the Board of Executive Directors of the World Bank or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of the World Bank Group concerning the legal status of any territory or the endorsement or acceptance of such boundaries. The material in this publication is copyrighted. Requests for permission to reproduce portions of it should be sent to wsp@worldbank.org . WSP encourages the dissemination of its work and will normally grant permission promptly. For more information, please visit www.wsp.org .

Table of contents

Abbreviations and acronyms 6

Preface 7

Introduction 9

- Gender mainstreaming 10
- Overview on gender in water and sanitation 11

Gender responses in policy 13

- Gender analysis and audits to inform sector policy formulation 14
- Gender within national water and sanitation policy documents 14
- Gender responsive recruitment policies 14

Gender responses at operational level 17

- Gender in the workplace 17
- Institutional policies and strategies to target gender at community level 18
- Addressing gender in urban water operations 19
- Addressing gender in urban sanitation 20
- Addressing gender in small town and rural water operations 22

Gender responses to monitoring and evaluation 25

- Key lessons in monitoring and evaluation 25

Gender responses to citizen voice 27

Gender responses to behavior change 29

Linkage between gender, WSS and HIV/AIDS 33

- Mainstreaming HIV/AIDS in WSS agency workplace programs 33

Looking ahead 35

References 36

Checklists

- Checklist 1: Mainstreaming gender at policy level 15
- Checklist 2: Mainstreaming gender in operations 23
- Checklist 3: Mainstreaming gender in monitoring and evaluation frameworks 26
- Checklist 4: Strengthening ahe voice of men and women 28
- Checklist 5: Mainstreaming gender in behaviour change initiatives 31
- Checklist 6: Gender responses to HIV/AIDS 34

Abbreviations and acronyms

AMCOW	African Ministers' Council on Water
ASUFOR	Les Associations des Usagers des Forages
CBO	Community Based Organization
CRC	Citizen Report Card
GAD	Gender and Development
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communications Technology
KAP	Knowledge, Attitudes and Practice
LWSC	Lusaka Water and Sewage Company
M & E	Monitoring and Evaluation
MDGs	Millennium Development Goals
NGO	Non-governmental Organization
O & M	Operations and Maintenance
PLWA	People living with HIV/AIDS
RWA	Respectful Workplace Advisor
SPARC	Society for the Promotion of Area Resources
SWAP	Sector Wide Approaches
UNDP	United Nations Development Program
WASHCOM	Water and Sanitation Committee
WID	Women In Development
WSSGS	Water and Sanitation Sector Gender Strategy
WSP	Water and Sanitation Program
WSS	Water and Sanitation Services

Preface

Gender in Water and Sanitation highlights in brief form, approaches to redressing gender inequality in the water and sanitation sector. It is a working paper as the Water and Sanitation Program and its partners continue to explore and document emerging practice from the field. The review is intended for easy reference by sector ministries, donors, citizens, development banks, non-governmental organizations and water and sanitation service providers committed to mainstreaming gender in the sector.

Two central features in the review are the illustration of good practices, and checklists.

- **Good Practices** illustrate where and how a principle described in the text has been applied. They provide a quick pointer for replication, and are intended to guide tailoring the practice to local context.

- **Checklists** are provided at the end of each chapter. Presented in a question format, the lists are indicative, to provide practitioners with gender issues and responses to consider at various stages of decision making in the water and sanitation sector.



©WSP

Introduction

Gender is a concept that refers to socially constructed roles, behavior, activities and attributes that a particular society considers appropriate and ascribes to men and women (WHO, 2009). These distinct roles and the relations between them may give rise to gender inequalities where one group is systematically favored and holds advantages over another. Inequality in the position of men and women can and has worked against societies' progress as a whole. One study argues that the fact that women in Kenya during the 1960–92 period did not, on average, complete as many years of schooling as men, accounts for almost one percentage point difference between the long-term growth potential of Kenya and that of high performing Asian economies (Ellis et al, 2007).

Global water and sanitation practitioners[i] have recognized the importance of incorporating a gender perspective based among others, the following observations:

- Women and girls are most often the primary users, providers and managers of water in their households and are the guardians of household hygiene. If a water system falls into disrepair, women are the ones forced to travel long distances over many hours to meet their families' water needs.
- Conversely, women and girls benefit most when services are improved. In eastern Uganda research found that women spend an average of 660 hours per year collecting water for their households, which represents two full months of labor. Cumulatively, one estimate suggests that some 40 billion hours a year, are spent collecting water in sub-Saharan Africa – equal to a year's labor for the entire workforce of France (UNDP, 2006).
- The water and sanitation sector can contribute to redressing inequality and can impact positively on the social, political and economic position of women. Well targeted services can improve the health and security of women and their families, and free them to engage in social, economic, and political activities, thus tackling 'time poverty' - the situation where women's time is inflexible, consumed by routine and non-productive tasks, perpetuating their absence from decision making and other profitable pursuits (World Bank, 2006).
- A gendered approach can create a framework of cooperation between men and women, so that the insights and abilities of both men and women are available to shape programs and meet sector objectives.
- Common societal practices that determine men as property owners, heads of households and main decision makers in the public sphere often result in marginalizing the views and preferences of women and girls.
- Yet, sector studies have shown that equal involvement of men and women is positively correlated with improved sustainability of water supplies (Narayan, 1995), as well as improved transparency and governance in management. Gender analysis in water and sanitation development can ensure that projects are actually used by situating services where access is inclusive to all, and not disadvantage women or users of different ethnic groups or castes.



Women and girls are most often the primary users, providers and managers of water in their households.

[i] At the international level a range of conventions and policies provide guidance to governments on the appropriate response to gender in the development process in general, and in water in particular. The Dublin principles for water resource management established in 1992 at the Earth Summit in Rio de Janeiro states that "women play a central part in the provision, management and safeguarding of water, and stresses the importance of empowering women to participate at all levels of water management.



Primary school enrolment and retention of girls increases where there are water and sanitation services.

- Sanitation and hygiene improvements are often low on the list of family investments, and women and girls suffer more indignity as a result. Their privacy and security are partly determined by ease of access to, and location of sanitation facilities. Children especially, have needs and concerns that should be taken into account when creating sanitation interventions to be used by them. In primary schools, toilets are often inadequate to serve the needs of girls, resulting in non-attendance during menses. Conversely, school enrolment and retention of girls, increases where there are water and sanitation services. Using a gender lens can ensure that sanitation services are given priority by decision makers and technology is tailored to meet their needs.
- Water for production relates to wealth creation, yet access to the means of production and control over resources often excludes women in some communities. A gender sensitive strategy aims to ensure that women benefit by enabling their participation as decision makers and investors.
- Gender stereotypes concerning abilities and interests of men and women, often create non-equitable and non representative decision making in the sector.

Gender mainstreaming

An important response to inequality is building awareness. This requires that any decision considers its impact on the condition and position of both men and women, and the relationship between them, and adjusts interventions to promote fairness. Awidely accepted strategy to achieve this is mainstreaming.

A useful definition of the concept of gender mainstreaming is provided by the United Nations Economic and Social Council (1997), suggests that mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making the concerns and experiences of women as well as

> *A gendered approach can create a framework of cooperation between men and women, so that the insights and abilities of both men and women are available to shape programs to meet their sector objectives.*

men, an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Overview on gender in water and sanitation

The chapters that follow highlight in a short summary form experiences of mainstreaming gender at various levels in the water and sanitation sector. It begins with a discussion on gender responses to policy and its requirement for analysis and clear policy objectives to guide operations. The second section touches on experiences of mainstreaming gender within sector operations, beginning with the importance of mainstreaming in the workplace. It goes on to describe how gender can be addressed within service delivery in urban water, in sanitation, in small towns' and rural water operations.

Section three addresses gender responses to monitoring and evaluation processes, while the fourth section examines responses to gender issues within accountability and voice initiatives. Section five assesses gender responses within hygiene and behavior change programs, while section six examines the linkages between water, sanitation and HIV/AIDS. This is followed by an assessment of the way ahead.

In each section good mainstreaming practices are highlighted, while a checklist summarizes key points to consider when mainstreaming gender. The checklists are intended to be indicative rather than exhaustive, providing a guideline to practitioners in the different sector areas when planning or reviewing gender responses.

> *"Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality".*
> *(ECOSOC, 1997)*



©WSP - Guy Stubbs

Gender responses in policy

Policy is the starting point for gender mainstreaming, as this is when a government demonstrates its intention to redress inequality and adopt a gendered approach. A policy articulates goals and what must be done to achieve them. The policy in turn, forms the documented basis for strategy development and resource allocation.

The intention behind women and gender policies has evolved over past decades. Taking an historical dimension the section below describes the philosophy underpinning various gender mainstreaming policies over the past decade.

Until the early 1970s, policies addressed the needs of women entirely in the context of their role as wives and mothers. Policies shaped by this paradigm took the welfare approach, and focus was on mother and child health, childcare, and nutrition. The weakness was that policy objectives treated women as passive recipients of benefits, rather than partners.

From the 1970s and 1980s, a 'women in development' (WID) policy was mostly pursued, which aimed to integrate women into the existing development process by targeting them, often through women-specific activities. Although many WID initiatives improved health, income, or resources in the short term, they did not transform unequal relationships, and the structures enforcing these, which in turn negatively affected project sustainability. In spite of the weaknesses in a purely WID approach it remains useful in certain contexts, and can still be useful to incorporate within current day policy objectives.

> *Beyond addressing access to domestic water and sanitation services, policies should target economic equality through water for productive uses, equality in decision making, and equality in the contracts, consultancy and general business around water and sanitation infrastructure development.*

From the late 1980s on, the 'gender and development' (GAD) approach was developed with the objective of removing disparities in social, economic, and political balances between women and men as a pre-condition for achieving people-centered development. In more recent years, a gender and empowerment philosophy has attempted to transform existing gender relations by stressing women's self-empowerment. The Longwe framework below shows the increasing levels of empowerment where at the highest level society achieves equality of control of the factors and benefits of production. Although the levels in reality do not always progress in such a structured and step wise fashion, the framework is useful for considering how and where to pitch policy goals.

(i) At the level of welfare: concern is material welfare of women, relative to men and focuses on basic provision of services to enable women to fulfill their domestic role.

(ii) At the level of access focus is on access to the factors of production: land, water, labor, credit, training, and all publicly available services and benefits on an equal basis with men. Strategies related to access enable women to fulfill important reproductive roles in society.

(iii) At the level of conscientisation focus is on building understanding of the difference between sex roles and gender roles, and that the latter are cultural and can be changed.

(iv) At the level of participation: Focus is given to women's equal participation in the decision-making process, policy-making, planning and administration.

(v) At the level of equality of control: focus is on factors of production and the distribution of benefits so that neither men nor women are in a position of dominance.

Lessons from history therefore suggests that beyond addressing access to domestic water and sanitation services, policies should target economic equality through water for productive uses, equality in decision making, and equality in the contracts, consultancy and general business around water and sanitation infrastructure development.

> *At the level of equality of control focus is on factors of production and the distribution of benefits so that neither men nor women are in a position of dominance.*

Gender analysis and audits to inform sector policy formulation

To inform policy formulation, a gender analysis of the issues on the ground and audits to assess practice and gaps is a useful first step. This helps to ensure that policy objectives are relevant and grounded in the reality of the local context. Gender analysis assesses commitment to international gender targets at a national level, as articulated within policy, and the impact of this policy on livelihoods on the ground. Analysis identifies issues arising from impacts from existing programs, gaps between men and women in participation and representation, the gaps in capacity and awareness, and identifies solutions such as institutional reform, affirmative action, training, or targeted programs to redress inequality. Because impacts will vary from country to country and over time, gender analysis should be repeated at regular intervals and data produced analyzed for decision making. The current Ethiopian water sector strategy for example, recognizes the importance of analysis and commits to undertake regular research to understand how to respond better to women's needs for improved services. The strategy commits to applied research so that gender is mainstreamed into all aspects of water resources planning, development and management.

Policy making is continuous, and, decision makers at this level frequently commission research to prepare investment projects and shape decision making. Policy makers should allocate resources to bring on board gender specialists or institutions with gender expertise to habitually capture gender dimensions within the terms of reference for key studies and advise on actions. By ensuring that relevant gender questions are asked, stakeholders at policy level will be able to better guide gender responsive implementation in operations.

Gender within national water and sanitation policy documents

For gender to be mainstreamed, national policy documents need to articulate specific gender objectives. In many cases sector documents will be influenced by broader national gender policies developed by, for example, a ministry of planning or one in charge of women's issues (or similar), within national gender policies. Policy goals demonstrate whether a country is addressing inequality from a welfare perspective, or targeting a transformation of relationships to promote equity and empowerment. The example below shows how Uganda has articulated gender objectives at national level and how these have influenced sector strategies and plans.

Good Practice: Policy to influence Strategy

Based on the Government of Uganda National Gender Policy, the water and sanitation sector in Uganda developed its first water sector gender strategy (WSSGS, 2003–2008). A second water and sanitation sub- sector gender strategy (2009–2014) (WSSGS II) was prepared after an analysis of progress against the first strategy. The stated goal of the WSSGS II is to empower women, men, and vulnerable groups through ensuring equity in access and control of resources in the water and sanitation sector, leading to poverty reduction. The strategy in turn has defined a budget of an estimated Ugandan shillings 525,000,000 (US$ 233,230) over the five year period 2010–2015 of its implementation.

Gender responsive recruitment policies

Policies can play an important role in overcoming obstacles to the equal participation of men and women in decision making. Some policies affect not only the water sector, but also gender relations over a number of development sectors. The example from Peru below shows how a gender policy that promoted equal opportunities between men and women at the national level had immediate impact on how the water and sanitation sector would conduct business.

Good Practice: Policymaking supports equal opportunity

In March 2007 the Government of Peru enacted the Law of Equal Opportunities between men and women, to address governance and gender relations in the country as a whole. This law expressly requires the promotion of full participation of women and men in the consolidation of the democratic system, and the inclusion of equal opportunities for men and women in citizen surveillance mechanisms. It also affects how local governments manage many services including the water and sanitation sector. When local governments adopted this law, it directly influenced how local government bodies governed water and sanitation services. Based on this small town water suppliers introduced reforms where men and women were treated as equals and given equal representation in the management oversight boards (Zevallos, 2007).

Similarly in Tanzania water and sanitation policies promote equal representation of women and men through the National Water Policy, which requires local community water committees to contain equal male and female representation. The policy further requires a merit-based gender-sensitive recruitment policy within all water sector institutions.



Gender analysis informs national policy responses in the water and sanitation sector at country level.

Checklist 1: Mainstreaming gender at policy level

- ✓ Has gender analysis been undertaken to inform national policy responses to gender issues in the water and sanitation sector at country level?
- ✓ Has an institutional audit been done to identify gaps in lead ministry capacity and practice, in responding to gender issues?
- ✓ Are specific gender objectives articulated within national water and sanitation policies and strategies?
- ✓ Do policies address issues in women's participation and representation and target pockets of vulnerability to promote equity?
- ✓ Do the lead water and sanitation sector ministries and its appointed agencies allocate resources for gender mainstreaming activities?
- ✓ Does sector policy address barriers facing both men and women in making productive use of water e.g. for household, livestock, drip irrigation or cottage industries?
- ✓ Do sector agencies operating at the national level, have gender policies to align and inform their investment and do they support national government to fulfill mainstreaming policy goals?
- ✓ Do national level stakeholders (government, donors, civil society, research agencies) regularly incorporate gender considerations in studies, reviews or research commissioned to progress sector goals?

Indicators

- ✓ The existence of gender specific objectives within national and sector level policies.
- ✓ The existence of gender policies within agencies involved in sector development.
- ✓ Water and sanitation equity distribution ratios and percentage of population on-network vs. off-network
- ✓ Percentage of income spent by women and men in accessing water and sanitation services in different geographic zones in the country.



©WSP

Gender responses at operational level

The operational level is one of most important interfaces for gender in water and sanitation, because decisions made here shape engagement with communities, the sector's ultimate target group. Institutions engaged in WSS operations, such as NGOs, utilities, donor agencies, and local government bodies, need to adopt institutional policies and strategies that address gender at two levels: internal workplace policies, and service delivery strategies.

Gender in the workplace

Sector agencies practice what they preach by building an understanding of their own gender issues and committing to an appropriate response. Without this, institutions in the sector may fall into the trap of mimicking society, and promulgate disempowering practices in the workplace. Sector agencies such as ministries, utilities or NGOs, seeking to mainstream gender as an enhancement to service quality, can ensure that the work environment is conducive to all individuals and that women in particular are not subject to discrimination.

A workplace gender policy (GoU, 2003) could consider the following measures to promote a gender sensitive workplace:

- Prohibit discrimination based on sex, race, age, marital status, pregnancy, parenthood or disability in the recruitment, promotion and training of staff.
- Ensure safety in the work environment and provide for safe travel arrangements.
- Support employees in their efforts to balance work and family responsibilities e.g. include paid sick leave, flexi-time, lactation spaces, childcare, paternity or maternity leave.
- Prohibit sexual, psychological or racist language, images or harassment and enforce disciplinary measure to avert this.
- Ensure that staff understands that they are able to directly inform the harasser that their conduct is unwelcome and must stop, irrespective of rank.
- Place staff on permanent terms where possible and review unilateral decision making on contract extension for nonpermanent staff; re-examine these procedures to ensure accountability in the process.
- Take advantage of institutional restructuring to increase capacity for gender mainstreaming and improve the ratio of men to women in a traditionally male dominated sector. The example from Uganda below shows how through an institutional review, more women were incorporated at management level, and senior staff appointments were mandated to oversee broad gender mainstreaming targets in the ministry.

Good Practice: The workplace

In 2003 the Ministry responsible for water in Uganda conducted an institutional review. As an output of the review, a new Water Liaison Division was created, headed by an Assistant Commissioner responsible for the coordination of all sub sectors of the Ministry of Water and Environment. In the same period the Ministry commissioned its first Water Sector Gender Strategy (WSG I). One of the gender Strategy recommendations was that the institutional review of the Ministry be used as an opportunity to appoint staff with gender mainstreaming competencies. Acting on this recommendation, the Ministry incorporated the responsibility to oversee implementation of the WSG I in the job description of the new Assistant Commissioner for the Water Liaison Division. The Ministry further recruited to the Liaison Division a principal sociologist and senior sociologist to spearhead gender strategy implementation on a day to day basis. Several years later additional staff with gender mainstreaming expertise were assigned to each sub sector department to fulfill the sector social and gender mainstreaming targets, whose activities were coordinated under the Water Liaison Division. The review in the end served the dual purpose of building the Ministry's capacity to mainstream gender, and increasing representation of women at management level. Before the institutional review there were no women in the management team of the Ministry of Water and Environment and staff competencies concentrated around skills for infrastructure development. Currently a more diverse professional complement is in place equipped to address gender issues, and an 18% women's representation at management level has been achieved. In spite of this still more needs to be done to improve these ratios and increase capacity to mainstream and resource gender activities throughout the Ministry.

Institutional policies and strategies to target gender at community level

As part of gender mainstreaming goals, agencies must ensure that their staff is equipped to mainstream gender throughout project cycles. Institutions should begin by putting in place internal policies and strategies - ideally aligned to national or sector policies and strategies - to guide resource allocation. Lead ministries have a role to play in ensuring that sector institutions implement gender strategies by providing guidance through a national water and sanitation sector gender strategy or similar tool, and by encouraging partnership around an agreed national vision.

A critical first step is training staff to build their skills to implement these strategies (UNDP, 1996). Appointing gender focal points are useful means of allocating responsibility within the institution to lead mainstreaming efforts. Care must be taken that the gender focal point approach does not isolate rather than rally efforts around gender work. It is most useful when institutions implement and monitor gender mainstreaming goals alongside other core sector goals, and promote them as a collective mandate.

Once staff is in place and equipped there should be boundaries and incentives that ensure adherence to institutional gender mainstreaming targets (Commonwealth Secretariat, 2004). An example of a boundary is placing gender responsibilities within staff terms of reference, including key performance indicators and contracts. An incentive on the other hand is allocating resources, perhaps beginning with zero budgets and working upwards, as evidence that decision makers are committed to action. Gender responsive budgeting is a tool to support entire ministries and sector agencies to prepare budgets from the grassroots up, taking gender concerns into consideration.

Once staff is in place and equipped there should be boundaries and incentives that ensure adherence to institutional gender mainstreaming targets.



In small towns in Peru a gender component deployed communication channels between males, females, the operator and the municipality, and put in place a quota of 50% men and 50% women on the neighbourhood oversight boards.

Good Practice: Workplace boundaries and incentives

In 2009, the Kenyan Ministry of Water and Irrigation, with the support of the gender ministry, introduced incentives and boundaries for gender mainstreaming, through staff performance contracts. Through this, government officials are, for the first time, contractually responsible for implementing gender goals and are evaluated on this annually. Within one year, up to US$ 100,000 was allocated by various government agencies (in a resource constrained sector), for gender mainstreaming activities, baseline studies and awareness raising activities. The availed resources worked as an incentive to staff in that decision makers supported their individual and collective gender mainstreaming mandate.

Addressing gender in urban water operations

Gender perspectives are critically important in urban areas due to the challenges created by growth and poverty. The informal urban economy is growing dramatically in developing countries, with the biggest increases in population concentrated in the poorest, most crowded places. Close to one billion people around the world live in slums, often with no title to their homes and assets. The majority of the world's three billion poor, including many women and children, live their lives outside the law and the instruments of the law, without the legal protection that recognizes their homes and assets (UNDP, 2008). Tackling the subject of gender within urban water operations requires almost by default interventions that address services in informal settlements. As water resale is a big business in informal settlements, the example below captures how women were incorporated into the resale of water services within informal settlements in Kibera, Kenya.

Good Practice: Entrepreneurs

In Kibera, one of Kenya's largest slums, the Nairobi Water Company worked with alternative, small-scale resellers of water. This work focused on promoting associations that organize and improve the credibility and status of small-scale water resellers by regularizing their operations. The Water and Sanitation Program supported the resale providers to create a forum through which they could communicate and negotiate with the official utility on set standards and price of their services. This led to the establishment of Maji Bora Kibera, an association of small-scale water providers engaging with the Nairobi utility to coordinate services to people in Kibera. The utility partnered with the association to distribute water tanks to vendors as a means of promoting water security when there were water shortages.

Gender related outcomes of this work included:

- The creation of an improved business environment that recognizes female entrepreneurs as important participants in water as a business. Although women water resellers are not the majority in the association, their work environment has become more predictable as a result of the association's rules and structures.
- Affirmative action is practiced on the board of the Maji Bora Kibera association, resulting in women being represented at the higher level of decision making in an otherwise male dominated busines. Their representation is 20%, much higher than their actual numbers within the association, and is secured by the associations' constitution.
- A woman has been consistently appointed as treasurer of the association since inception, as a tribute to her trustworthiness. This practice has demonstrated the role women play in improving transparency and governance within grassroots organizations.

Water and sewerage utilities face common challenges in reaching the urban poor. Barriers are formed when access to water is intertwined with access to property rights. Apart from legal barriers, there are social, technical, financial and institutional obstacles that need to be overcome. In spite of this, utility managers should recognize that the poor are legitimate and significant stakeholders in the business of water and sanitation. To do this, the utility should:

- Embrace services to the poor informal settlements as a key utility corporate objective and articulate this within guidelines, strategies and principles in the provision of services to low income areas.
- Establish specialized pro-poor units within the utility. These units would and respond to gender issues within its work.
- Target the needs of impoverished men and women by helping to overcome financial barriers to access, by addressing water access through social connection policies, flexible connection payment terms, appropriate tariffs and where possible targeted subsidies.
- Ensure that the needs of women and men are differentiated to enable interventions to respond to both. The participatory urban appraisals (PUA), adopted from the participatory rural appraisal (PRA) is a useful tool in this respect. The PUA differentiates the needs and priorities of men and women, the differences in workload for planning project implementation, and helps to analyze power differentials within the community.
- Engage in partnerships between the utility and community based organizations and private entrepreneurs to penetrate and expand services within the dense, low-income settlements, and reduce household reliance on middlemen.

The majority of the world's three billion poor, including many women and children, live their lives outside the law and the instruments of the law, without the legal protection that recognizes their homes and assets (UNDP, 2008). Tackling the subject of gender within urban water operations requires almost by default interventions that address services in informal settlements.

Assign front line staff with gender and social science expertise to work alongside traditional technicians and increase the utility's capacity to differentiate the various needs of customers.

Access to and from the household to public toilets should incorporate a strategy to ensure safety for women and children.

Addressing gender in urban sanitation

Unlike water and sewerage services, which are the institutional responsibility of the official utility, sanitation for the urban poor often lacks an institutional home. Where tenure is uncertain (Guyliani, 2006), local governments, landlords and tenants have few incentives to invest in quality services within informal settlements, including sanitation facilities, resulting in households sharing a few on-site latrines or relying on communally managed pay-and-use ablution blocks. Although the latter provides a solution in many instances, the size of families escalates the cost, forcing community members to opt out of using the improved facility. In Kenya in Kibera, women on average walk 300 meters from their homes to use pit latrines making access dangerous for them and their children at night (Amnesty International, 2010). Poorly designed toilets result in pit latrines with drop holes that are too wide, and create fear in mothers that children could slip and fall in. As a result, women and their children are forced to defecate in polythene bags referred to as 'flying' toilets (so-called because the bags is tossed outside through the air during the night) in preference to existing facilities.

In spite of this, there are promising approaches that can be adopted at the operational level to address gender issues as elaborated below.

Good Practice: Partnerships

In India, the Slum Sanitation Program, part of the larger World Bank-supported Mumbai Sewage Disposal Project benefited roughly 400,000 people by providing access to sustainable urban sanitation facilities within Mumbai. The program forged partnerships between the municipality, NGOs, the private sector and CBOs - the latter mainly women's groups - to implement secure public pay-and-use facilities. WSP partnered with the Society for the Promotion of Area Resources (SPARC), to champion women's participation through a women's empowerment program (Mahila Milan). WSP also facilitated horizontal learning between Mumbai and other municipalities in India and Bangladesh, to replicate this best practice urban sanitation model.

Good Practice: On-site urban sanitation construction

Kiambiu is an informal settlement in Nairobi where a local NGO, 'Maji na Ufanisi' (Water and Development) installed solar panels on the communal pay-and-use toilet. This resulted in increased visibility at night, improved access and increased toilet operating hours for women and children. A community based organization (CBO) was given responsibility to manage the facility, and was trained in operations, maintenance and governance. Leadership of the CBO includes both men and women, and major decisions regarding how to spend the generated revenues are made through general meetings. To reduce the burden of cost, monthly family cards were developed to provide an affordable pass by all family members for unlimited toilet visits in a day. Local primary schools in the area have a group arrangement so that during the day teachers accompany the children to use the toilet at regular intervals. Women however, continue to discuss how to improve human shield security between the household and the facility, as the narrow streets have no lighting, causing insecurity for girls, women and children. This means that barriers to full access remain, especially at night.

Good Practice: Decision making for urban sanitation

The Indonesia Sanitation Sector Development Program (ISSDP) has developed an approach to promote gender and social equality in the planning, decision making and implementing of urban sanitation at city and community level. Awareness campaigns targeting the official working group on sanitation, city sub-district officials, and community groups, have ensured that women's voices are heard as part of the city sanitation strategy process. Separate sessions for women, men and mixed groups were considered to have complementary inputs. The awareness campaigns and feedback sessions changed the perspectives of participants with regard to gender and social equity, by reaching a common understanding on the complementary responsibilities of men and women when creating a safe sanitation environment. This was closely linked to dissemination of technical options and cost information, as well as hygiene promotion and education strategies.

Important lessons emerge from the above cases for addressing urban sanitation in a gender responsive way:

- Partnerships between local government, local women's groups and the private sector should be forged to overcome technical and financial barriers to women accessing urban sanitation.
- A sustainability plan can be introduced for the operation and maintenance of public pay-and-use facilities, allowing women to play a role in management.
- Access to and from household to public toilets should incorporate a strategy to ensure safety for women and children.
- Decisions around payment schemes should not exclude the opinion of women and consideration for the needs of children.
- Strategies should be developed to target sanitation and hygiene in primary schools, and ensure that non-access to sanitation does not hinder school attendance by girls.
- Practitioners should invest in processes that enable the inputs of men, women, and mixed groups. Different sections of society can have complementary roles in the planning, decision making and implementation of an optimal urban sanitation environment.



Indonesia has developed an approach to promote gender and social equality in the planning, decision making and implementation of urban sanitation.

Addressing gender in small town and rural water operations

The rapid population growth in urban centers has resulted in the new challenge of providing services in small towns. Globally, about 75% of population growth is in cities of less than five million, and in Asia, Latin America and Africa, the populations of towns below 200,000 are expected to double in the next 15 years (World Urbanization Prospects, 2007). Often services in the small growth centers are neglected and approaches to managing them exclude the role of special interest groups. Below are examples from Peru, Uganda and Senegal that highlight promising approaches to incorporating gender considerations in small town and rural services.

Good Practice: Equal representation in water management

In Peru, WSP, together with partners, implemented the 'small town pilot project' in 2006, to foster gender responsive governance in localities of between 2,000 and 30,000 inhabitants, in three diverse parts of the country. Local governments had been running these services, characterized by deteriorating infrastructure, weak management and poor communication with stakeholders, in particular with women.

The project created a public-private partnership through an alliance between the municipality, a private operator and an overseeing neighborhood community board. By creating the neighborhood community board, a permanent mechanism for citizen oversight in the management of services by the new operator was put in place, with members appointed through a transparent election process. A gender component assessed and deployed appropriate communication channels between males, females, the operator and the municipality. It also established a quota of 50% men and 50% women on the neighborhood community boards, institutionalized by a municipal order, and facilitated tariff setting through separate male and female consultations, arriving at a social agreement with the municipality and reconciling differing priorities. Services in these small town projects have improved markedly since these reforms, demonstrating how investing in communication and participatory approaches can facilitate gender mainstreaming and improve service delivery.

Good Practice: Equal representation in management of rural water supplies

In the Senegal rural sector, water supply networks are managed by local rural water users' associations (ASUFOR), for which the government has applied strict gender representation quotas. The management committees are composed of user representative delegations. Each delegation must have two members, of whom at least one must be a woman. Similarly, of the two vice-presidents, one must be female. Further, at least one third of all members of ASUFOR management committees must be women. It is also advocated that water sellers at standpipes should be women.

In Ethiopia, the National Water Program, which began in 2004, focuses on training district and community level water committees (WASHCOMs), together with community facilitators, of whom 50% must be women.

The above examples show how governments can actively promote the role of women in rural water services beyond mere service recipients, and ensure that they also play a role in the operation and management of services.

In summary good gender mainstreaming practices in small town and rural water operations should:

- Adopt municipal level by-laws that professionalize services and incorporate a gender balanced community oversight role.
- Guarantee opportunities for women in decision making and water supply management and ensure they also enjoy the benefits, as demonstrated in the example from Senegal.
- Provide equal opportunities to build capacity at all levels of operations as demonstrated in the example of the National Water Program in Ethiopia, which ensures equal training opportunities for women and men at district and community levels.

A gender component assessed and deployed appropriate communication channels between males, females, the operator and the municipality. It also established a quota of 50% men and 50% women on the neighborhood community boards, institutionalized by a municipal order, and facilitated tariff setting through separate male and female consultations.



Countries should have a WSS strategy for primary schools, with emphasis on separate, well-maintained facilities for girls and boys.

Checklist 2: Mainstreaming gender in operations

- ✓ Is there an internal work place gender policy and strategy which takes cognizance of national and sector gender targets?
- ✓ Is there institutional awareness and commitment to promote equality in representation between women and men in the water agency; equal compensation for equal work, and equal opportunities for training?
- ✓ Is capacity being built for staff to address gender issues in urban and rural water and sanitation programs?
- ✓ Are performance-based contracts or similar boundaries in place to compel staff to pursue gender mainstreaming objectives and incentives to reward them for doing so?
- ✓ Are resources allocated to implement gender strategies (e.g. participatory approaches, gender assessments, specially targeted projects) within agency service activities?
- ✓ Have urban and small utilities adopted services to the poor as a key corporate objective and employed gender trained staff to address the numerous gender issues in poorer areas?
- ✓ Is there a national strategy for sanitation in schools, with emphasis on safe, separate, well-maintained facilities for girls and boys?
- ✓ Do implementation and communication strategies inform women and men how to participate equitably in all phases of the WSS cycle?
- ✓ Is there equal participation of men and women at all stages: initiation, design, site location, implementation, price setting, O&M and management?
- ✓ Are there equal economic opportunities from WSS interventions?

Indicators

- ✓ The impact and effectiveness of activities to promote greater gender equality within the organizational culture of development groups e.g., the impact of affirmative action policies.
- ✓ The impact and effectiveness of activities to develop gender awareness and skills amongst policy-making, management and implementation staff.
- ✓ Percentage of men and women engaged in initiating, siting, implementing, using, and O&M of WSS.
- ✓ Percentage increase in income for women and men from productive uses of water.



©WSP - Guy Stubbs

Gender responses to monitoring and evaluation

A central component of effective gender mainstreaming is a monitoring system to record, analyze and document input, output, process and impact indicators in a sex disaggregated way. When data collection is disaggregated by sex, it is possible to assess the positive or negative impacts of a program on women and men, young and old, rich and poor, and make informed decisions on programming in future.

An example of an area to monitor is the impact of price adjustments to access services. If a water utility adjusts its consumption tariffs upwards without monitoring consumers' ability to pay, this may more negatively affect women than men, but this would only be seen using sex-disaggregated data. Additionally, the impact of capacity building, affirmative action policies and special programs cannot be measured or monitored without gender-sensitive indicators (GWA, 2007). An example in disaggregated data collection is captured below from Ethiopia, whereas in Uganda the example demonstrates government leadership in monitoring gender at a national level.

Good Practice: National monitoring of sector impacts on gender

In Ethiopia, the new WASH M&E system provides gender disaggregated M&E indicators, including the percentage of women trained in scheme management (inputs); the percentage of women beneficiaries from WSS improvements; the number of male and female toilet units in schools (outputs); and the percentage of women participating in scheme management (impacts).

In Uganda, gender is one of the 10 golden indicators reported annually at the joint sector reviews and has a full chapter in the annual sector performance report. There was wide stakeholder involvement in the development of gender indicators, which increased buy-in to the monitoring process. This example shows the benefit of national government, and in particular the lead sector ministry, providing leadership in monitoring the impact of the sector on gender relations.

Another approach to gender monitoring is stand-alone studies - qualitative, quantitative, or both, that assess the impact of services on men and women. In 2007 in Uganda for example an impact assessment of the small town water supply project concluded that the project had contributed to both poverty reduction and improved conditions for women. The study found that the main drawers of water were women and children, and therefore the ones who benefited most from the investments.

The benefits included:

- A reduction in the average price paid for water in the towns.
- A reduction in time spent collecting water, with 70% of the households spending about 15 minutes or less, and within 50m of a safe water source. Children thus had more time to study.
- The empowerment of women, through representation on water supply and sewerage boards at the town councils.
- Equal opportunities for women and men, for training and performing as managers and caretakers of kiosks and yard taps.
- Capital raised by women managers from water sales, allowing them to diversify into other economic activities. The assessment also showed that the private operators who were managing the systems employed women in key positions.

Key lessons in monitoring and evaluation

(i) National level monitoring and evaluation frameworks for the sector should monitor inputs, outputs, and processes, and undertake special studies to measure impact, using sex disaggregated indicators. Sector gender monitoring should be integrated within the national monitoring framework, as opposed to establishing separate gender monitoring processes.

(ii) Within sector wide approaches to planning (SWAP), partners should jointly monitor gender as a key progress and outcome indicator. Uganda, which has used the 10 golden indicators tool over the last decade, is a good example.

(iii) As shown from the private operator run small town model in Uganda, it is helpful to undertake special impact assessments that monitor the impact of different institutional arrangements on men and women, and facilitate learning and replication of good gender mainstreaming practices.



When data is disaggregated by sex, it is possible to assess the positive or negative impacts on women and men and make informed decisions on programming.

Checklist 3: Mainstreaming gender in monitoring and evaluation frameworks

- ✓ Have gender sensitive indicators been incorporated within the national WSS sector M&E framework to capture inputs, processes, outcomes and impact data?
- ✓ Is sector monitoring data disaggregated by sex and age?
- ✓ Are resources allocated by agencies to monitor gender within the WSS project cycle?
- ✓ Are there indicators to monitor not only the existence of facilities and services, but also the usage of these services and hygiene behavior?
- ✓ Are lessons learnt regarding implementation of specific gender equality objectives being documented?

Indicators

- ✓ Percentage and geographical coverage of the population using improved water and sanitation services.
- ✓ Time saved by women using improved water and sanitation services.
- ✓ Percentage of women and men within X no. of km to improved WSS source (refer to national agreed targets for urban and rural areas).
- ✓ Ratio of toilets and hand washing facilities per household.
- ✓ Toilet ratios per girl and boy in primary schools.
- ✓ Percentage of women and men trained in scheme management.
- ✓ Percentage of women and men represented in the management bodies of water institutions at policy and operational levels.
- ✓ Morbidity and mortality for children under 5.

Gender responses to citizen voice

To be able to tap into, and strategically channel the voices of women and men is a critical element of ensuring access to WSS services that are used and valued by target populations. Women and marginalized citizens often lack the necessary experience and tools to ensure that they are heard and that their voices are acted on. Service agencies have been slow to create channels for effective citizen engagement and receive citizen input to shape their programs or services. Tools that help increase the ability of men and women to exercise their rights and responsibilities are useful for empowerment and in highlighting and redressing gender issues during key phases of the project cycle.

Social accountability tools such as Citizen Report Cards, public hearings, and participatory tools and assessments, can assist in strengthening citizens' voices. Practitioners using these tools must still keep in the mind that to redress gender issues and concerns special attention must be given to distinguish issues or concerns faced by women and men, as not all social accountability tools are designed to differentiate the needs of different societal segments. Accountability tools can however, in general greatly help citizens overcome traditional barriers to participating in meetings and being heard.

Good Practice: Strengthening client engagement

In Kenya a citizen report card (CRC) was undertaken as an accountability tool to provide public feedback to water providers on the quality of service experienced in three major towns. It emerged from the CRCs that in urban areas women retained the role ascribed in rural areas as the main collectors of water for the household. The report disaggregated data by sex and the data captured women's complaints associated with heckling experienced in accessing water from kiosks, the long queues which they suffered, and the inconvenience and loss of time in their efforts to obtain water away from public sources. Based on the report, the Nairobi water company made a commitment to put in place30 more kiosks and provide storage tanks in selected villages within the informal settlement. Civil society organizations monitored adherence to these commitments to verify the utilities fulfillment of this commitment. The CRC was therefore useful in having issues particularly faced by women, addressed.

Water agencies operating at the community level can strengthen citizen's ability to shape programs if they are aware and work around disempowering socially constructed rules. Often these rules are based on strongly held tradition and have the effect of barring certain groups from speaking and participating in certain contexts. Agencies can organize community meetings in a way that overcomes cultural barriers to voice. Where necessary they can hold separate male and female sessions before reaching consensus for the group as a whole; they can arrange meetings in the local language to involve all stakeholders, and set meeting times that are convenient for both men and women. At the same time information related to projects should be availed in a user friendly manner to facilitate understanding of the intervention, build community ownership and increase accountability by providers to target users.

Several options for citizen engagement and access to information in the water and sanitation sector were highlighted in a recent review (Water and Sanitation Program, 2007). As shown, these tools can build the confidence of women and marginalized citizens and enable them to engage more effectively with their service providers and policy makers.

Documented cases include:

- Participatory budgeting in Kerala, where women within their local neighborhood groups and ward committees contribute project ideas for their city, negotiate with their counterparts, and reach an agreement with the local municipal council on specific projects for the year.
- Consumer courts and consumer grievance redress forms, based on the Consumer Protection Act.
- Civic movements and collective action to get citizens involved in the power reform process in the state of Rajasthan.
- The online complaint monitoring system of the Brihan-Mumbai Municipal Corporation, showing how the service agencies themselves can become more accessible to all citizens on an equal basis.
- Citizen report cards, which were started in Bangalore, and replicated in other parts of the world that distinguish feedback from men and women, rich and poor.



Overcome barriers to participation such as cultural norms, seating arrangements, language and meeting times.

Checklist 4: Strengthening the voice of men and women

- ✓ Are sector meetings at community level organized to overcome cultural barriers to women's participation, (cultural norms, seating arrangements, language and meeting times)?
- ✓ Do operational agencies provide information for decision making on policies, strategies, plans and investments, in a format that is user-friendly and accessible to women, marginalized groups and the organizations that represent them?
- ✓ Do policy makers and regulatory bodies make use of feedback mechanisms for complaints and challenges faced by citizens from their providers, including those on lower levels of service, such as for those relying on stand pipes and kiosks?
- ✓ Do agencies allow citizens to influence their plans, budgets and strategies, based on the voices of both women and men?
- ✓ Do service providers demonstrate commitment to the citizen voice by utilizing tools like citizens' charters, ICT, satisfaction surveys, toll free lines and effective complaint desks?
- ✓ Is civil society supported in holding service providers and power holders accountable for their performance and behavior?

Indicators

- ✓ Ratio of contributions in decision making meetings by women and men.
- ✓ Percentage of decisions adopted from women's contributions in water and sanitation committee meetings.
- ✓ Number of policies and strategies published with inputs from non-state actors and marginalized groups.

Gender responses to behavior change

Evidence shows (Curtis et al, 2003) that women still play a central role in upholding hygiene standards in the home. The habit of washing hands with soap at critical times – after contact with feces and before handling food – could according to studies, reduce diarrheal rates by almost half. Diarrhea remains one of the main threats to children's health and well being in the developing world, each year killing nearly two million children under-five and causing more than five billion disease episodes (Curtis et al, 2003). In response to this, WSP, together with its partners, supports behavior projects to promote hand washing with soap, in Peru, Senegal, Tanzania, and Vietnam. The initiatives described below provide insight to a gender perspective for hygiene behavior change and sanitation uptake efforts.

Good Practice: Understanding decision making at household level

WSP released the findings of two studies in Cambodia in 2008, one on the demand for latrines by consumers, and the other on the supply of latrines by the private sector. The research noted that a latrine purchase decision involves both men and women, in different ways. Whilst men and women could therefore be targeted separately, it was recognized as important to encourage household discussion between men and women on the subject of investments for latrine ownership. The study showed that women in this context were more responsive to consumer messages, while men are more interested in the technical aspects of a sanitation facility. Investing in collecting sex disaggregated information can therefore be used to help the private sector and development agencies to communicate more effectively, and influence the behavior of sanitation adoption. In the same vein the study highlighted the importance of targetting children who are obviously not decision makers for latrine purchases. However the study indicated that schoolteachers were viewed as a credible and important source of information by 54% of the respondents, making information channeled through teachers to children and through them back to parents, an important avenue for influencing change.

The study showed that women in this context were more responsive to consumer messages, while men are more interested in the technical aspects of a sanitation facility. Investing in collecting sex disaggregated information can therefore be used to help the private sector and development agencies to communicate more effectively, and influence the behavior of sanitation adoption.

Good Practice: Behavior change led jointly by women and men

In Senegal, women play a central role in caring for the family, and their hygiene habits are strongly correlated to reducing or transmitting fecal contamination within the household. However, as heads of household, men allocate financial resources for household items such as soap or a hand washing station. Thus, while WSP's global scaling up hand washing project initially focused on women in Senegal, a lesson emerged through field observations and discussion: the project team would also need to consider men as a target audience. Involving Men in Hand Washing Behavior Change Interventions in Senegal (Koita, 2010), a WSP Learning Note discusses the steps taken by the project team to target both women and men. It shows that, as heads of households, Senegalese men play several key roles as gatekeepers, protectors, and role models. In these roles, men can allow or deny access to new information and necessary resources (such as soap or a hand washing station). They can enable, reinforce, and sustain behavior change. It was also learnt that when men are engaged early on in the discussion they are more likely to take an active role in getting their families to adopt hand washing behaviors.

Stereotypes are being dashed as women become more engaged in economic endeavors outside the home, and children increasingly shape the behavior trends of current and future generations.

Good Practice: Catalyzing handwashing with soap

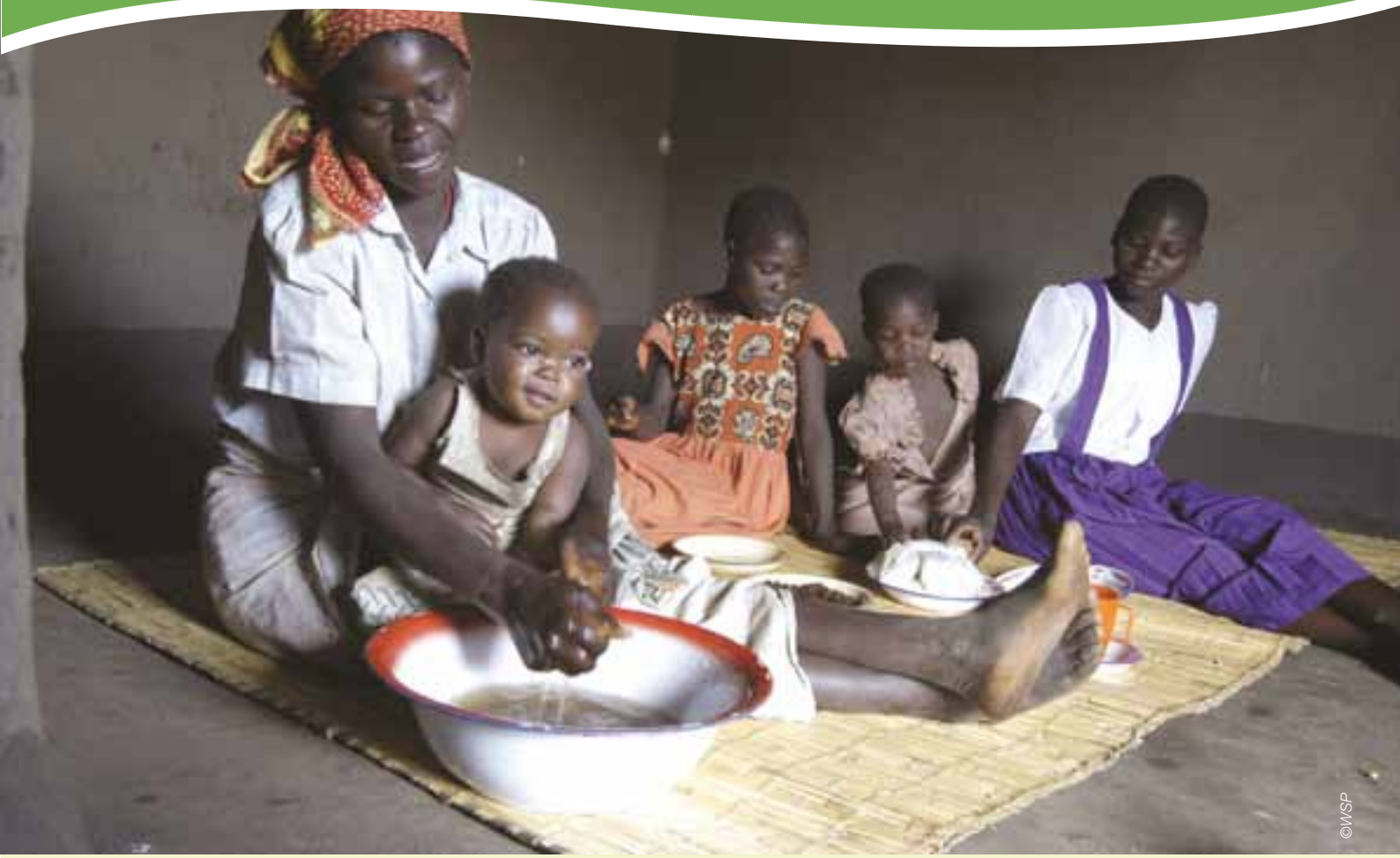
In Uganda and Tanzania, WSP, in partnership with government, civil society and the private sector, are supporting the development of hand washing behavior messages with national partners. The concept behind the messages emanates from the idea that women play a central role in supporting hygiene development in rural areas. The messages¬– known as 'Nguzu' in Tanzania and 'Mama the power is in your hands' in Uganda–are designed to trigger behavior change and improve rates of hand washing with soap among mothers and caretakers of children under five years old. The messages are developed through research and field-testing and are intended for use by various stakeholders within their hygiene and sanitation interventions, as a contribution within nationwide hand washing campaigns.

In South Asia, women are important societal behavior shapers. One of the most serious concerns in this region is the practice of open-defecation, with over 600 million rural people defecating in the open every day. This practice, with its concomitant high incidence of diseases, exacts a huge cost in the economic and health sectors. Interventions have benefited from the involvement of women groups as change agents in Bangladesh and India.

Good Practice: Behavior change with women as agents of change

In Bangladesh and India, despite huge investments across the region through subsidies, sanitation coverage grew by only 1% per year (www.esa.un.org), and some toilets constructed were put to alternative use. WSP's intervention involved advocating for a paradigm shift by engaging women's groups as agents of change, and using female 'barefoot consultants.' They played a central role in encouraging behavior change over toilet construction by addressing collective, rather than individual, households. In Bangladesh the rate of sanitation coverage has risen 15.3% per year since 2003 and open defecation-free levels in rural areas are now close to 80%. In India, coverage is up to 44% from 20% in 2000. Three states in India report improvements in children's height and weight and nearly 6,000 local governments in India have received rewards for achieving total sanitation.

Women, men and children increasingly share roles in sanitation uptake and sustaining hygiene behavior change. Stereotypes are being dashed as women become more engaged in economic endeavors outside the home, and children increasingly shape the behavior trends of current and future generations. In line with this, sector agencies need to invest in research to inform communication and maximize behavior change through the abilities of different target groups.



Evidence shows that women still play a central role in upholding hygiene standards in the home.

Checklist 5: Mainstreaming gender in behaviour change initiatives

- ✓ Are there studies to understand citizen baseline behavior, and appropriate communication channels and triggers for change by both men and women?
- ✓ Are both men and women given equal attention in their role promoting hygiene and training activities?
- ✓ Is hygiene promotion packaged with water and sanitation facilities to ensure behavior change is supported by enabling facilities to impact positively on women and children under 5?
- ✓ Are hygiene promotion interventions targeted at primary schools?
- ✓ Are sanitation interventions maximizing the potential of community dynamics and social norms to increase rural sanitation coverage and improve hygiene behavior?

Indicators

- ✓ Percentage of households hand washing with soap.
- ✓ Percentage of households investing in sanitation facilities.



©UNICEF - Christine Nesbitt

Linkage between Gender, WSS and HIV/AIDS

WSP and its partners have tried to better understand the implications of HIV/AIDS and its linkages to the water and sanitation sector. HIV/AIDs is not purely a gender issue as discrimination can negatively affect both men and women in equal measure. Where possible the sector can nevertheless promote justice and demonstrate sensitivity by alleviating the suffering experienced by affected WSS colleagues, and secondly targeting support to households in the communities the sector serves. Three important dimensions require more attention and improved response by practitioners. The first relates to the need to target services and support hygienic use of water and sanitation for people affected or infected with HIV/AIDS; the second relates to the importance of prioritizing services to clinics providing maternal health care, to support safe delivery for mothers and handling of their new born, and thirdly the need to mitigate the negative impacts of HIV/AIDs on the sectors work force. The section below describes emerging experiences related to some of these dimensions.

Women comprise the highest percentages of those infected and affected by HIV/AIDS and are also primarily responsible for caring for victims of the virus. Sector practitioners can prioritize this audience segment with strategic communication to build awareness on how to reduce incidence of opportunistic infection. Focus should target staff of sector agencies, to enable them deal sensitively in serving vulnerable clients and also relay appropriate hygiene messages where possible and appropriate.

Women comprise the highest percentages of those infected and affected by HIV/AIDS and are also primarily responsible for caring for victims of the virus. Sector practitioners can prioritize this audience segment with strategic communication to build awareness on how to reduce incidence of opportunistic infection.

Good Practice: Targeting WSS communication for People affected by HIV/AIDS

In 2006–2007 WSP India commissioned a study entitled 'Water, sanitation and hygiene behavior among people living with HIV/AIDS' (Rajendra, 2007). Based on experiences in Tamil Nadu and Andra Pradesh, the study drew attention to the special water and sanitation needs of people living with HIV/AIDs. It brought to the fore their financial vulnerabilities, which result in non access to safe water and sanitation, leading to frequent vomiting and diarrhea. Recommendations from the study were that practitioners in India should incorporate, as part of its activities, behavior change communications to people living with HIV/AIDS, care givers and other family members. These recommendations were disseminated within the two Indian states.

Mainstreaming HIV/AIDS in WSS agency workplace programs

HIV/AIDS has devastated communities in the developing world and people working in the water sector have not been immune to its negative impacts. The scourge calls for human resource approaches that are sensitive to, and reduces stigma of water and sanitation sector staff infected or affected by HIV/AIDS. In sub-Saharan Africa twenty five million people are living with HIV/AIDS and the epidemic strikes hardest at the most productive age group, 15 to 49 years. In this context, water agencies and utilities can ill afford to ignore the pandemic, and should instead actively protect and assist their own staff, spouses as well as customers living with HIV/AIDS.

Good Practice: HIV/AIDS awareness in the workplace

In Zambia The Lusaka Water & Sewerage Company (LWSC), recognized that with an HIV prevalence rate of 14.3%, there was a real threat to its manpower and consequently to its operational efficiency and financial viability. In 2006, LWSC initiated an HIV in the Workplace Program for its one thousand-plus employees spread over the four districts of Lusaka Province. In 2009, with support from WSP, the company carried out a knowledge, attitudes and practice (KAP) survey with its staff. The findings showed significantly high levels of knowledge on HIV/AIDS and evidence of positive attitudes and practices. The findings also pointed out some risk factors: for example, 40% of LWSC staff did not know their HIV status. To strengthen the workplace program it was recommended that senior management should visibly participate in HIV/AIDS activities; that peer educators and palliative care providers should be introduced within the utility, and that greater support for those already infected should be provided. All recommendations were adopted and are currently being implemented.

Checklist 6: Gender responses to HIV/AIDS

- ✓ Do sector agencies - ministries, utilities and private operators - have an HIV/AIDS work place program?
- ✓ Is there willingness within sector agency staff to be tested?
- ✓ Do water and sanitation strategies incorporate PLWA and their caregivers as special needs groups?
- ✓ Are there capacity building programs for PLWA and their caregivers?

Indicators

- ✓ Percentage of sector agency staff aware of their HIV status
- ✓ No. of service providers with HIV /AIDS work place programs.
- ✓ Sector strategies and regulations that target and protect PLWA and other terminally ill citizens.

Looking ahead

Moving forward WSP will focus on learning more about the gaps in redressing gender issues and concerns in the water and sanitation sector. Through partnership, WSP will seek to equip its own staff, citizens, service providers, policy makers and development partners in using measurable indicators in gender work and increasing capacity to identify and respond to gender issues as they arise.

All sector stakeholders need the skills and tools to understand gender and formulate effective responses. Over the next few years WSP will focus on building its own and partners sensitivity to and knowledge on how the provision of water and sanitation services impacts men and women.

Specific activities planned are:

- Research and analytical work to identify current gaps and define strategic responses.
- Building partnership for capacity building, gender strategy development and action planning.
- Knowledge management, with emphasis on disseminating best practice to leverage reach and scale.

The development of water and sanitation services provides an opportunity to improve not only the living conditions of citizens, but also their sense of empowerment and capacity for self-determination. By incorporating women's as well as men's concerns and experiences in the sector, lessons show that equality can be promoted, more skills can be availed for development and the sector can increase its relevance and impact on society as a whole.



WSP will focus on building sensitivity to and knowledge on how the provision of water and sanitation services impacts men and women.

References

Amnesty International (2010) Insecurity and Indignity: *Women's experiences in the slums of Nairobi, Kenya.* Amnesty International Publications, London, United Kingdom.

Commonwealth Secretariat, 2004: *The Gender Management System Toolkit*, Gender Management System Series. Stylus.

Curtis, V., Cardosi, J., Scott, B., 2003: *The Handwashing Handbook: A guide for developing a hygiene promotion program to increase handwashing with soap.* The Global Public Private Partnership for Handwashing. Washington, DC., The International Bank for Reconstruction and Development/The World Bank.

Ellis, A., Cutura, J., Dione, N., Gillson I., Manuel, C. and Thongori, J., 2007: *Gender and Economic Growth in Kenya: Unleashing the Power of Women.* Washington DC: The World Bank.

Government of Uganda, 2003: *Water Sector Gender Strategy*, p.20, Ministry of Water Lands & Environment, Directorate of Water Development, Government of Uganda, Kampala, Uganda.

Gulyani, S. 2006: Inside Informality: *Poverty, Jobs, Housing and Services in Nairobi's Slums.* New York: Columbia University.

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

Rajendra, J.B., 2007: *Water, sanitation and hygiene behavior among people living with HIV AIDS*.
Field Note, WSP South Asia, New Delhi, India.

UNDP, 2006: *Human Development Report 2006*, p.47, New York: UNDP.

UNDP, 2008: Initiative on Legal Empowerment of the Poor. http://www.undp.org/legalempowerment/?gclid=CNu9ta7dmqQCFdj92AodijygDw.

Wakeman, W., Davis, S., van Wijk, C. and Naithani, A., 1996: UNDP-World Bank Water and Sanitation Program / Water Supply and Sanitation Sourcebook for Gender Collaborative Council Issues at the Policy Level in the Water and Sanitation Sector.

Water and Sanitation Program, 2007: *Engaging with Citizens to Improve Services*, Water and Sanitation Program, South Asia, New Delhi, World Bank.

World Bank, 2006: Gender, Time Use, and Poverty in Sub-Saharan Africa *World Bank Working paper no. 73, 2006*, The International Bank for Reconstruction and Development, Washington, D.C. World Bank.

World Health Organization, 2009: http://www.who.int/topics/gender/en/.

Zevallos, M, 2007: *Water, Gender and Citizenship. Involving men and women in the management of water and sanitation services*. Water and Sanitation Program, Latin America, Peru: World Bank.

http://esa.un.org/unup, Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat, *World Population Prospects: The 2006 Revision and World Urbanization Prospects: The 2007 Revision*, accessed 30/9/2010.

www.mfdr.org/sourcebook.html: Pinfold. J: Uganda: Assessing Performance of the Water and Sanitation Sector in *Managing for Development Results Sourcebook*, p.95 Accessed 21/09/2010.

http://www.genderandwater.org/page/5398, accessed 30/9/2010.



©WSP

Water and Sanitation Program
World Bank
Hill Park Building
Upper Hill Road
P.O. Box 30577 – 00100
Nairobi, Kenya

Tel: +254–20–3226334
Fax: +254–20–3226386
Email: wspaf@worldbank.org
Web site: www.wsp.org

November 2010

WSP MISSION:
WSP's mission is to support poor people in obtaining affordable, safe, and sustainable access to water and sanitation services.

ACKNOWLEDGEMENTS:
This working paper was authored by Rosemary Rop of the Water and Sanitation Program (WSP). It was peer reviewed by Nyambura Githagui and Asa Torkelsson of the World Bank and by Wambui Gichuri, Barbara Kazimbaya Senkwe, Malva Baskovich and Mercedes Zevallos of the Water and Sanitation Program (WSP). Additional useful comments were provided by Geeta Sharma, Peter Hawkins and Isabel Blackett of WSP.

Text Editor: Hilary Atkins

wsp
water and
sanitation program