

WATER SUPPLY AND SANITATION

Gender is integral to Australian aid activities

Promoting equal opportunities for women and men as participants and beneficiaries of development is the goal of Australia's Gender and Development policy.

Demand driven approaches

WSS projects are increasingly demand-driven. Projects have to be responsive to the articulated demands of users. If women play a minor role in community decision-making, they may well be marginalised under a demand-driven approach unless steps are taken to include them.

Project quality and sustainability are improved by including men and women

Addressing the different priorities of men and women in WSS activities improves the quality and sustainability of WSS projects, for example:

- **Women's needs for water** become more of a project focus. These needs are often related to small-scale activities (*gardening, small-scale livestock production and domestic use*) but they are vital for the household.
- **The design and siting of WSS facilities** will better reflect the needs of both women and men, for example, laundry facilities might be included and bathing facilities might be sited in areas which offer greater privacy for both men's and women's individual needs. The correct siting of sanitation facilities is particularly important because toilet practices are often the subject of cultural sensitivities that will usually differ between men and women.
- The **technology** adopted is likely to better reflect women's needs. For example pour-flush toilets may not be preferred because they require considerably more work for women in transporting water. Another example is where hand-pump designs are selected on the basis that they are easier for women and children to use.
- **Technical and financial planning** for the on-going operation and maintenance of WSS facilities is improved. As the main users of WSS facilities, women tend to be actively involved in maintenance. Women's financial skills make them ideal candidates in saving and managing funds for the on-going operation and maintenance of WSS facilities.
- The **demand** for sanitation facilities is likely to be high because the strong desire of women and men to have private, convenient and secure facilities for themselves and their children is recognised.
- There are likely to be greater **health benefits** because all members of the community (*men, women and children*) are involved.

Strategies are needed to include men and women

There are countless examples in the developing world of failed WSS projects – piped water systems that no longer carry water, broken hand-pumps and toilets that are never used. In many cases WSS facilities have failed because not all members of the community, and particularly women, were fully involved or fully committed to the project. Community participation does not necessarily mean that both men and women will be included in all project activities. Traditional community groups and community forums which "participate" may exclude women or restrict their input. This exclusion can occur in spite of the fact that it is usually women who spend a considerable part of their day

collecting and using water and who are the family leaders and educators in sanitation and hygiene practices. Including men and women in all project components will not happen unless the project has specific strategies to ensure equal access to project opportunities. Gender strategies vary across projects and environments but should always take into account:

- Gender impact of all project components (*eg. the engineering, institutional strengthening, financial, community development and health components of a WSS project*).
- Resources (*personnel, training, procurement*) needed to implement the gender strategies.
- Assessment of the risks associated with implementing gender strategies.

Gender analysis is essential for developing gender strategies

Successfully including men and women in WSS project activities requires gender analysis of the project area. Such an analysis will include an understanding of:

- socio-economic and cultural context of the project area,
- the different priorities, demands and needs of men and women,
- men's and women's knowledge, attitudes and practices relating to WSS and
- the constraints to the participation of men and women in project activities.

Without strategies based on a thorough gender analysis, project activities which attempt to be gender inclusive will often become marginalised, for example:

- Women may be encouraged to take on management roles and additional work but receive no additional resources or influence.
- The introduction of "user-pays" for water may be a considerable burden for women as they often have the prime responsibility for providing water.
- Men may stay away from areas identified as being "women's areas" such as hygiene education and as a result, those components may be seen as less important.
- Women may receive training but may be prevented from putting their new skills and knowledge into practice by cultural or social factors.

On-going support is necessary to consolidate new gender roles

Encouraging and assisting men and women to undertake new gender roles requires on-going project support. WSS projects, therefore, have to focus not only on technical solutions but also on long-term issues such as change management, building community decision-making and leadership skills and improving consultation processes within WSS agencies.

Design requirements, Implementation and Monitoring Questions and Practical Actions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of Water Supply and Sanitation (WSS) projects.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into WSS activity preparation and design.*

Key guiding questions	Why ask these questions	Examples of practical responses / actions
Design requirements		
Do the terms of reference for the project ensure that gender issues will be integrated into the project design ?	If gender issues are to be an integral part of all WSS project activities, the terms of reference must reflect this. Without a gender analysis and consequent gender strategies, the project is unlikely to provide equal access to project opportunities for men and women and is unlikely to be sustainable.	<p>To ensure gender issues are adequately addressed consult with AusAID’s Gender Education Group (GEG) and with other AusAID staff with experience in WSS projects.</p> <p>The terms of reference should include the requirement for:</p> <ul style="list-style-type: none"> • A gender analysis (<i>an analysis of how gender is relevant to all project components</i>) • Formulation of gender strategies (<i>strategies for ensuring that men and women have equal access to project opportunities</i>) • Gender expertise within the project team
Do the terms of reference identify the need for the project team to raise awareness in counterpart institutions , of the need for a gender analysis and the formulation of gender strategies ?	WSS projects are traditionally implemented by technical agencies such as construction, irrigation or water resource management agencies. Often these agencies do not have expertise in gender analysis or an understanding of how gender issues are relevant to the sustainability of WSS projects.	<p>The project team needs to provide counterparts with a practical understanding of how gender issues are relevant in the planning and implementation of all components of a WSS project. This can be done by:</p> <ul style="list-style-type: none"> • Having expertise in gender and WSS on the project team • Explaining the AusAID gender and development policy to counterparts and providing practical examples of how the policy can be supported • Presenting gender as an issue which is vital to project sustainability
Is there expertise in gender analysis and gender strategy formulation in the project team ?	One or more team members should have gender expertise, particularly for larger, community-based WSS projects. However, in all projects it will be necessary for all team members to have some involvement in gender analysis and	<p>Because of the short time periods involved in project identification and design, team member/s taking the lead in the gender analysis and gender strategy formulation should:</p> <ul style="list-style-type: none"> • Be familiar with the country (or a similar country) and with the WSS sector • Have experience in undertaking gender analysis and strategy formulation • Have experience in explaining gender issues and their importance to project sustainability to counterpart agencies and other relevant groups

	<p>gender strategy formulation. This ensures the integration of gender issues into all aspects of the project and raises the profile of gender issues for the counterpart agency.</p>	<p>In project implementation, team member/s taking the lead in gender analysis and gender strategy implementation should:</p> <ul style="list-style-type: none"> • Have experience in the practical implementation of gender strategies • Have experience in assisting communities and counterpart institutions to promote the participation of both men and women (<i>eg. through community self-assessment, institutional self-evaluation</i>) • Have experience in monitoring and evaluating the impact of gender strategies
<p>Does the project approach (such as the itinerary for the project identification mission or the project proposal for the design mission) allow sufficient time for consultation and data collection ?</p>	<p>Failure to provide sufficient time and resources for consultation and data collection will result in only superficial consideration being given to gender issues and the marginalisation of any gender related activities undertaken.</p>	<p>In project preparation and design, the time and resources for consultation and data collection should allow:</p> <ul style="list-style-type: none"> • Consultation with groups who are working in gender and development (religious groups, mothers groups, NGOs, mass organisations, bilateral and multilateral donors and project staff) • Consultation with a sample of target communities (time may limit community consultation during project preparation) • Consultation with relevant counterpart agencies <p>Use of local specialists (preferably women) will greatly improve the efficiency of the consultation and data collection process and give access to a wide range of views. Local specialists may be from a NGO, University or other research organisation or from the relevant WSS agency.</p>
<p>Has AusAID adequately briefed the project team on the need to integrate gender issues into all aspects of the project?</p>	<p>It is essential that the team understand AusAID’s policies and expectations.</p>	<p>All team members will be involved in gender analysis and gender strategy formulation therefore gender guidelines and other relevant data should be given to all members of project teams, regardless of whether there is a “gender expert” on the team.</p> <p>AusAID's Gender and Education Group can provide briefings.</p>
<p>Does the project preparation or design report provide a summary of the consultation process undertaken and the gender analysis ?</p>	<p>Considerable information can be obtained during the consultation process and the gender analysis but it is of little value if it is “lost” in an annex and never referred to.</p>	<p>Provide a summary of the consultation process and what steps were taken to include both men and women and what steps were taken to include organisations with an interest in gender issues.</p> <p>The gender analysis must be presented succinctly to decision makers in both AusAID and in counterpart agencies and the implications of the analysis for project design and implementation must be made clear.</p>
<p>Has the gender analysis been presented in a way which is relevant to all decision-makers and to project design and implementation?</p>	<p>Considerable information is obtained during a gender analysis and it should be incorporated into the project design.</p>	<p>The implications of the gender analysis need to inform the project design and gender strategy formulation and should include:</p> <ul style="list-style-type: none"> • Men’s and women’s preferences for water sources, sanitation facilities and design and siting of WSS facilities • An assessment of the ability of men and women to express those preferences and be involved in project planning • Personal hygiene practices used by men and women • The types of media most relevant for men and women

- Men's and women's likely roles in on-going operations, particularly whether women will be excluded or whether the project is likely to place a burden on women (*eg. payment of user fees*)
- The skills and resources needed for men and women to fully participate in the project, particularly training and on-going institutional strengthening and community support
- The skills and resources needed to improve opportunities for men and women in WSS agencies
- The skills and resources needed to improve opportunities for men and women in Community Based Organisations or NGOs in the water sector

Does the project preparation or design report provide **details of the gender strategies** proposed and have these been included in the project **logframe, risk matrix** and where appropriate, project **payment milestones** ?

If gender strategies are not specifically written into the project design it is unlikely that they will be adequately resourced or monitored. As with any project activity, there will be risks involved in the implementation of gender strategies and steps need to be taken to ameliorate these risks.

Gender strategies, the resources needed to implement the strategies and monitoring and evaluation requirements should be included in the project logframe.

A risk analysis on the gender strategies should be included as part of the project's risk analysis matrix.

Risks associated with gender strategies might include:

- Difficulties in providing training opportunities to women due to the low number of suitably qualified women
- Gender strategy is not integral to the project design
- Difficulties in providing support to women in the community due to a lack of women field staff
- Lack of suitably qualified and experienced locally engaged staff or NGOs
- Strong resistance among either men or women to giving women greater access to project opportunities
- Lack of support from counterpart agencies to giving women greater access to project opportunities

Steps to ameliorate these risks might include:

- Including training opportunities for locally engaged staff and NGO staff in order to build gender expertise
- Linking with other agencies and organisations that have suitably qualified women and/or women field staff
- Patience and persistence in dealing with resistance by some community members and/or counterparts.

Inclusion of gender outcomes as payment milestones will depend upon the degree of control the contractor has over achievement of those outcomes. For example, delivery of training by the contractor could be a payment milestone but increases in the number of senior women in a water supply agency would be beyond the contractors control, although this could still be a gender strategy.

Have **gender strategies** been proposed in the project which will enhance the participation of both

It cannot be assumed that gender strategies will be implemented simply because they are written into the project design. Adequate project resources must be allocated

Improving the inclusion of women in planning and management by developing their skills and leadership ability through:

- Helping men to understand how women's involvement will improve project outcomes
- Requiring women to be involved in planning (*eg. selection of technology, design, siting of facilities*)
- Providing training opportunities specifically targeted at women (*eg. women-only training sessions*)

men and women in all project activities?	to supporting gender strategies. Detailed gender strategies will vary depending on the nature of the project and the target communities.	<ul style="list-style-type: none"> • Encouraging a greater role for women in management through Water User Groups • Allowing women a say in determining revenue raising arrangements (<i>eg. encouraging them to take the financial positions on management committees</i>) • Building the capacity of local NGOs to provide on-going support to women in communities
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Improving women's access to WSS facilities in a "user-pays" environment through:

- Flexible payment arrangements which take into account women's income earning potential which may be seasonal or uncertain (*eg. payment by installment, ability to defer payments*)
- Supporting income-earning activities and the provision of credit funds for women where relevant

Strengthening the capacity of WSS agencies to include both men and women in their activities through:

- Encouraging more women into field and extension roles (*eg. by allowing women field offices to travel together*)
- Including as a project counterpart agency, an agency that has more female field staff (*eg. education or health*)
- Promoting the use of participatory approaches which include both men and women WSS users in planning activities by WSS agencies
- Improving the ability of water supply companies to listen to and act on consumer complaints (*the majority of which are made by women*)
- Providing training in community development and gender issues for upper and middle management in WSS agencies in order to strengthen management's understanding of the links between gender issues and sustainability

Broadening community involvement in personal hygiene education and enhancing the status of improved hygiene through:

- Involving men and men's organisations in personal hygiene education
- Using various types of media (*eg. drama groups, television*) which are accessible to men, women and children

All gender strategies formulated during project design will need to reviewed and updated during project implementation.

Have project resources (personnel, training, procurement) been allocated to allow implementation of gender strategies ?	It cannot be assumed that gender strategies will be implemented simply because they are written into the project design. Adequate project resources must be allocated to supporting the strategies.	<p>Project resources might include:</p> <ul style="list-style-type: none"> • Project staff with quality experience in gender analysis and implementation • Use of an expatriate gender specialist to co-ordinate gender activities (<i>the inputs required will depend on the size and complexity of the project with large community managed projects needing the greatest inputs</i>) • Use of an NGO with experience in gender analysis, gender strategy formulation and implementation • Use of long term locally-engaged gender specialists and developing the skills of locally-engaged staff • Use of long or short term locally engaged or expatriate specialists with skills in community
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- participation, health promotion and training who also have skills to implement gender strategies
- Gender awareness raising activities for counterpart staff over the life of the project

The allocation of resources for the implementation of gender strategies will need to be reviewed during project implementation.

Implementation and monitoring

<p>Is there an appropriate level of expertise to monitor, evaluate and review the project's gender strategies?</p>	<p>AusAID must assure itself that the project is meeting quality expectations.</p>	<p>The technical advisory group (TAG) or equivalent must have specific gender, sector and country experience. AusAID project managers should check that gender issues are covered in project reporting.</p>
<p>Have gender sensitive indicators been established for monitoring the impact of the gender strategies?</p>	<p>Quantifiable targets and indicators are useful for contract management, however an overemphasis on them can result in a concentration on fulfilling numerical targets rather than looking at quality of project activities. Quantitative targets, therefore, need to be complemented by qualitative interpretation of the targets.</p>	<p>Examples of quantifiable gender indicators might include:</p> <ul style="list-style-type: none"> • Women's and men's attendance at training sessions, planning meetings or construction activities • Recording the uptake of facilities by number and sex of users • Number of women and positions held within community management committees • Number of women in non-traditional positions in WSS agencies • Number of men and women involved in hygiene promotion activities <p>In a project which uses a program approach, gender criteria can be drawn from gender indicators if:</p> <ul style="list-style-type: none"> • Communities and relevant institutions are fully informed of the criteria • Criteria are applied realistically
<p>Are the results of gender strategy monitoring and evaluation presented in the Annual Plan?</p>	<p>Projects are undertaken in dynamic environments and gender strategies need to be regularly reviewed.</p>	<p>Progress towards quantitative indicators and qualitative interpretation should be in the Annual Plan. The results of monitoring and evaluation may indicate that a change in strategy is required, this in turn may require changes in project resourcing which will need to be detailed in the Annual Plan.</p>
<p>Are gender strategies discussed in regular contractors reports (monthly, quarterly, six-monthly) and at project co-ordination committee (PCC) meetings ?</p>	<p>Progress on technical, financial and institutional matters is regularly reported on and discussed in PCC meetings but cross-cutting issues like gender are less likely to be reported upon and discussed.</p>	<p>As gender strategies are relevant to all project components, they should be referred to in regular reports.</p> <p>To raise the profile of gender issues in the project, a representative from the government agency responsible for women's affairs and/or a women's community body (<i>eg. a relevant NGO or national women's group</i>) should be on the PCC.</p>

<p>Has there been an on-going evaluation of the impact of gender strategies and a final evaluation as part of project completion activities?</p>	<p>Development projects are conducted in dynamic environments and gender strategies should be evaluated and revised during the project and at project completion.</p>	<p>Evaluations should be based on:</p> <ul style="list-style-type: none"> • Quantitative data from gender indicators and a qualitative interpretation of that data • A comparison of the situation at the commencement of the project (baseline) with the situation at the completion of the project (<i>eg. changes in men's and women's involvement in decision making, in their WSS practices and in constraints faced by men and women</i>). Large-scale household surveys are generally unnecessary for this comparison. Structured interviews of a sample of the target population are likely to be more effective <p>Evaluations should examine the use and sustainability of the project's gender strategies. For example:</p> <ul style="list-style-type: none"> • Were opportunities for men and women to participate taken up? If not, why not? • Are both men and women continuing to participate in and to benefit from the project after project involvement has been reduced or ceased? Again, if not, why not?
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<p>Does the project completion report document the outcomes and impacts of the gender strategies and the lessons learned from the project?</p>	<p>Gender issues should be specifically referred to in the project completion report, otherwise technical, financial and institutional outcomes will tend to dominate.</p>	<p>Evaluation of the impact of gender strategies and consequent lessons learned can be drawn from:</p> <ul style="list-style-type: none"> • Changes in various indicators measured throughout the project • A comparison of the situation at the beginning of the project with the situation at the end of the project
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Gender analysis in the field

<p>Have steps been taken to consult with both men and women in the target population (<i>eg. communities, WSS agencies and other government institutions</i>) in order to understand their priorities, demands and needs?</p>	<p>The consultation process must be wide-ranging and flexible as consultation through traditional community and government structures may exclude women. The consultation process should also provide information directly to women if traditional communication structures do not keep women informed.</p>	<p>The consultation process might include:</p> <ul style="list-style-type: none"> • Consultation with and providing information to womens groups (<i>eg. mothers groups, religious groups</i>) • Scheduling community meetings to fit in with women's schedules (<i>eg. in the evenings after the evening meal</i>) • Undertaking village walk-throughs or constructing village maps with women and men separately in order to identify current water sources and sanitation areas used by men and women • Using appropriate women interviewers • Consulting with women separately where women have difficulty speaking in public with men present • Consultation with women and men of different socio-economic status and different ethnic or cultural backgrounds • Meeting with women working within relevant WSS agencies (<i>eg. water supply companies, public works departments</i>) <p>During project implementation the consultation process will be on-going. Building the capacity of either counterpart staff or a local NGO to undertake this consultation will therefore be necessary.</p>
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<p>Have organisations with an interest in gender issues been</p>	<p>Such organisations are useful as part of the consultation process and for identifying resources which the</p>	<p>Such organisations might include:</p> <ul style="list-style-type: none"> • International and local NGOs, volunteers (<i>eg. Australian Volunteers Abroad</i>), mass organisations • Government agencies involved in women's affairs and gender equity
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<p>consulted ?</p>	<p>project can potentially access.</p>	<ul style="list-style-type: none"> • University and other research organisations <p>During project implementation the involvement of such organisations will be on-going and resources may need to be allocated to strengthen their capacity in implementing gender strategies.</p>
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<p>Has sex disaggregated data been collected on current practices with regard to WSS and personal hygiene and how these practices differ between men and women?</p>	<p>Practices and use of WSS facilities differ between men and women. Women, for example, do the majority of the water collection and are responsible for most domestic water use.</p>	<p>Sex disaggregated data collected might include:</p> <ul style="list-style-type: none"> • Water source preferences (<i>some sources might be preferred for drinking and some for washing</i>) • Preferences for siting of facilities (<i>some sites may be convenient for particular men's and women's WSS activities</i>) • Design of facilities (<i>women may prefer the inclusion of laundry and bathing facilities</i>) • Attitudes and practices in personal hygiene (<i>handwashing, handling of faeces</i>) • Cultural sensitivities relating to sanitation (<i>men and women not being able to use the same toilet</i>) • Types of media preferred by men and women for personal hygiene messages (<i>radio, plays, TV</i>) • Roles of women and men in WSS agencies <p>During project implementation this data should be reviewed and expanded as part of a baseline data collection exercise. Community self-surveying and institutional self-evaluation methods can also be used.</p>
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