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# Toolkit on Gender in Water and Sanitation

Gender Toolkit Series No. 2

*Monica S. Fong, Wendy Wakeman and Anjana Bhushan*



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Gender Analysis and Policy, Poverty and Social Policy Department  
UNDP-World Bank Water and Sanitation Program, TWUWS  
Transportation, Water and Urban Development Department

The World Bank  
Washington, D.C.





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# Foreword

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More than one billion people in developing countries lack access to safe water and nearly two billion do not have adequate sanitation. Where clean water is available, it is often located at quite a distance from the household; the poor, usually women and girls, spend long hours collecting it—time that might have been spent more productively. Water and sanitation-related diseases lead to higher health costs, lost wages, and lower productivity.

Successful strategies for designing and implementing policies, programs, and projects in the water and sanitation sector now rely on demand-driven, participatory approaches rather than supply-driven, blueprint approaches. Such strategies require the active participation of both men and women at all stages of the project cycle.

Thanks to efforts ranging from the International Drinking Water Supply and Sanitation Decade (1981-90) to the Fourth World Conference for Women at Beijing in September 1995, women are now widely recognized as playing a central part in the water and sanitation sector. The design of programs, however, still does not sufficiently reflect this pivotal role. One reason is that practitioners often lack the tools and know-how for integrating gender perspectives in their work. This toolkit on gender in the water and sanitation sector has been prepared to respond to this need.

The toolkit comprises ready-to-use material designed expressly for World Bank task managers working in the water and sanitation sector. It presents a range of tools for gender analysis and practical "how-to" strategies collected from program and project experience around the world. It is one of a series of toolkits being designed to assist task managers in improving project performance by incorporating gender into their work.

This first edition will be tested for its usefulness in all Regions. It will then be revised to incorporate lessons learned, as well as new developments and issues, regional perspectives, and additional examples of good practice.

We are confident that staff in the Bank who are grappling with the day-to-day issues of gender-sensitive programming in the water and sanitation sector will find the toolkit useful and applicable in their work. To increase its value in the future, we would welcome users' feedback and suggestions. Please send them to Monica Fong, Gender Analysis and Policy/Group Poverty and Social Policy Department (GAP/PSP), or Wendy Wakeman, UNDP - World Bank Water and Sanitation Program, Water and Sanitation Division, Transportation, Water, and Urban Development Department (TWUWS).

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The production of the toolkit was made possible partly through funds from the Norwegian Ministry of Foreign Affairs, which has given strong support to the water and sanitation sector and to integrating gender issues in the Bank's work.

# Acronyms

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CAS	Country assistance strategy
CIDA	Canadian International Development Agency
CTF	Consultant trust fund
CTFP	Consultant Trust Fund Program
CWSSP	Community Water Supply and Sanitation Project
DANIDA	Danish International Development Agency
DGIS	Directorate-General for International Cooperation
FINNIDA	Finnish International Development Agency
GAP	Gender Analysis and Policy (group)
IDA	International Development Association
ILO	International Labour Office
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
IRC	International Reference Centre for Community Water Supply and Sanitation
ISW	International Secretariat for Water
IWTC	International Women's Tribune Center
JAKPAS	<i>Janta Ko Khane Pani Ra Safai Karyakram</i>
KAP	Knowledge, attitudes, and practices
KWAHO	Kenya Water for Health Organization
M&E	Monitoring and evaluation
NGO	Nongovernmental organization
NORAD	Norwegian Agency for Development Cooperation
NRM	Natural resources management
NRSP	National Rural Sanitation Program
O&M	Operation and maintenance
PHED	Public Health and Engineering Department
PROWWESS	Promotion of the Role of Women in Water and Environmental Sanitation Services
RGA	Rapid gender analysis
RWSS	Rural Water Supply and Sanitation Program
SARAR	Self-esteem, Associative strengths, Resourcefulness, Action planning, and Responsibility
SIDA	Swedish International Development Cooperation Agency
SWACH	Integrated Sanitation, Water, and Community Health project
TWUWS	Water and Sanitation Division, Transportation, Water and Urban Development Department
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNDTCD	United Nations Department of Technical Cooperation and Development
UNICEF	United Nations Children Fund
UNIFEM	United Nations Development Fund for Women
USAID	U.S. Agency for International Development
VLOM	Village-level operation and maintenance
WASH	Water and Sanitation for Health
WHO	World Health Organization
WID	Women in Development



## 1

# Purpose of Toolkit

Despite increased gender awareness, well-documented research findings, and the availability of much more information on women's and men's roles in water and sanitation, gender is not yet mainstreamed into the World Bank's work in this sector. Bank task managers frequently lack practical tools to incorporate gender issues into water and sanitation programs and projects. This toolkit is designed to help fill that gap.

No single strategy or package can cover the many different situations that exist across countries. Instead, this toolkit shows *why* attention to gender is important and *how* such attention can be ensured. The toolkit is meant to familiarize Bank staff with some of the strategies and methodologies that are of practical use in introducing gender perspectives when working in the water and sanitation sector. To do so, the toolkit distills lessons from project and sector work experience and draws on examples of successful strategies, interventions, and promising approaches. It also helps identify resources available to task managers working in this sector. For the toolkit to best serve its purpose, however, task managers should at the same time consult two sourcebooks, the *Gender Issues Sourcebook for Water and Sanitation Projects* and *The World Bank Participation Sourcebook*.<sup>1</sup> These resources contain checklists, sample questionnaires, and other detailed information on how to use some of the strategies and techniques introduced in the toolkit.

## Organization of Toolkit

The toolkit starts in *Chapter 2* by presenting the rationale for considering gender issues in water and sanitation. *Chapter 3* brings together ten salient lessons learned from experience in the sector around the world and illustrates these lessons with concrete examples. The chapter discusses what has and has not worked as well as problems encountered and solutions found. *Chapter 4* then illustrates good

practice in more detail in country case studies of Bank projects in the sector that have utilized effective gender strategies. *Appendix 1* highlights some prominent agencies—international, bilateral, governmental, and nongovernmental—and Bank staff that constitute useful resources to which task managers can turn for expertise and advice on gender issues in water and sanitation. *Appendix 2* presents samples of general terms of reference for gender experts hired at various stages of the project or business cycle. Task managers can adapt these to suit the particular country context in which they work. Because incorporating gender can entail costs for which funds have not been budgeted, *Appendix 3* lists additional financial resources that are available within the Bank for task managers to tap. For task managers who want to delve further into the subject, *Appendix 4* furnishes a list of useful publications, all of which are available in World Bank libraries. Finally, examples of interactive exercises that constitute learning tools are given in *Appendix 5*. These can be used in a variety of ways. For instance, they are useful in conducting meetings of project staff and participants to analyze local gender issues in water and sanitation and to reach decisions that reflect the voice of the entire community on project activities. The table in *Appendix 6* lists past and present World Bank projects in water and sanitation that include gender perspectives. *Appendix 7* reproduces a selection of key articles that provide task managers with succinct discussions of recent thinking concerning gender in water and sanitation, especially as it relates to increasing the sustainability of projects. *Appendix 8* contains a Power Point slide presentation giving an overview of gender issues in water and sanitation and outlining the main issues covered in this toolkit. Task managers can use this presentation to help build consensus for attention to gender in water and sanitation policy, programs, and projects.

# Gender Issues in the Water and Sanitation Sector

Incorporating gender and other social issues in projects has been shown to improve project performance and facilitate achievement of the Bank's goal of poverty reduction. Successful strategies for designing and implementing policies, programs, and projects in the water and sanitation sector now rely on demand-driven, participatory approaches rather than supply-driven, blueprint approaches.<sup>2</sup>

## A. What is Gender?

In all societies men and women play different roles, have different needs, and face different constraints. *Gender roles* differ from the *biological roles* of men and women, although they may overlap in nearly all societies. Gender roles are socially constructed. They demarcate responsibilities between men and women, social and economic activities, access to resources, and decisionmaking authority. Biological roles are fixed, but gender roles can and do change with social, economic, and technological change. Social factors underlie and support gender-based disparities. These factors include:

- *Institutional arrangements* that create and reinforce gender-based constraints or, conversely, foster an environment in which gender disparities can be reduced
- *The formal legal system* that reinforces customs and practice giving women inferior legal status in many countries
- *Sociocultural attitudes and ethnic and class/caste-based obligations* that determine men's and women's roles, responsibilities, and decisionmaking functions
- *Religious beliefs and practices* that limit women's mobility, social contact, access to resources, and the types of activities they can pursue.

## B. What is Gender Analysis?

At its simplest, gender analysis is *seeing what our eyes have been trained not to see*. It is asking questions about the differences between men's and women's activities, roles, and resources to identify their developmental needs. Assessing these differences makes it possible to determine men's and women's constraints and opportunities within the water and sanitation sector. Gender analysis can help ensure provision of services that men and women want and that are appropriate to their circumstances. This requires understanding men's and women's roles in the sector by analyzing quantitative and qualitative information about their *activities, resources and constraints, and benefits and incentives*.

## C. Principles of Sound Water and Sanitation Management

An understanding of gender issues now informs statements made at international gatherings on water and sanitation, such as the 1992 Dublin International Conference on Water and the Environment. Among the four guiding principles set forth at Dublin, gender issues are explicit in principle number 3 and are also relevant to operationalizing the other three. The four principles are:

*Principle No. 1:* Fresh water is a finite and vulnerable resource, essential to sustaining life, development, and the environment.

*Principle No. 2:* Water development and management should be based on a participatory approach, involving users, planners, and policymakers at all levels.

*Principle No. 3:* Women play a central part in the provision, management, and safeguarding of water.

*Principle No. 4:* Water has an economic value in all its competing uses and should be recognized as an economic good.

Some of the gender-related aspects of these principles are briefly discussed below.

One of the first principles in sound water and sanitation management is that *water should be managed as an economic as well as a social good*.<sup>3</sup> When analyzing *water as an economic good*, gender analysis can be informative. It is important to note the gender differentials in activities, resources, and benefits of household water use. As women and girls are often the primary users of water facilities, determining what kinds of services they—as well as men—prefer will be essential. In parts of Ghana, for example, water is seen as the women's responsibility; in some families, women are expected to pay the pump tariffs.<sup>4</sup> Knowing women's preferences and willingness to pay, therefore, is crucial. Women's preferences regarding sanitation facilities need to be known as well, if projects are to be truly demand-based.

When analyzing *water as a social good*, assessing benefits separately for women and men can be instructive. Because women and girls are so closely involved in household water supply, they often benefit the most when the village supply is improved. When water quality and quantity improves and water is available closer to home, many advantages exist for women: girls and women take shorter trips carrying heavy containers, women may have more time for income-generating activities and for leisure, and girls may be able to spend more time in school.<sup>5</sup> Recognizing these differences in benefits can help ensure that projects are designed to take full advantage of them.

A second principle involves *management and decisionmaking at the lowest appropriate level*. Involving users in management and decisionmaking helps ensure that systems meet consumer demand and are thus more likely to be used and maintained. As women are often the direct users of water facilities, involving them along with the men in management and decisionmaking helps ensure that systems meet women's needs. Women use systems on a frequent basis and are in a good position to provide accurate, up-to-date reporting on the functioning of a given system. If a system breaks down, women, not men, will most likely be the ones who must travel farther to get

water; women, therefore, often have a greater incentive to keep systems functioning.

## D. From Principles to Action

Operationalizing the principles of sound water and sanitation management requires a demand-based, participatory approach that assesses what consumers want and are willing to pay and facilitates their participation in project decisionmaking. Considering both men's and women's roles and interests is essential when determining community demand and designing projects. Participatory approaches require more time but increase the chances of the acceptance, use, and maintenance of water and sanitation facilities and the sustainability and final impact of a project.

*Translating the principles into action* implies understanding that:

- Services will result from, rather than precede, community initiative in water and sanitation.
- Both men and women will be actively involved in selecting the type and level of service.
- The cost of services and maintenance will be shared by men and women in the community.
- Men and women in the community will also share in the investment and ownership of facilities.

Participatory and demand-driven approaches require continuing close interaction with the communities involved.<sup>6</sup> They provide a mechanism through which communities can be actively involved in making choices and communicating these to project staff. Community preferences need to be ascertained right from the beginning of the design process and mechanisms devised to ensure community involvement throughout the project cycle. Provision of services needs to be based on what people want and are willing to contribute. They are more likely to pay for construction and maintenance of water and sanitation facilities that have been built according to their choices.

There has been increasing recognition in recent years that a participatory approach is related to improved project outcomes and sustainability. Yet, communities are rarely homogenous entities: they are composed of subgroups that differ in income,

ethnicity, gender, or religion. This is why it is important to incorporate both *social and gender analysis* into the project preparation and implementation process. Breaking down information about preferences and water and sanitation practices by major social subgroups is useful.

Truly participatory projects incorporate gender and social analysis to ensure that all groups can be involved appropriately in activities that are central to their lives. For example, project teams with technical and social skills can create capacity for collecting baseline data on gender and other social issues. Community men and women can be involved in selecting the level of service, location of facilities, and signing of contracts. Both men and women can receive technical and administrative training. Sub-projects need to be evaluated in a participatory fashion and include indicators to assess performance relating to gender issues.

Special efforts may be needed to ensure that all groups participate adequately in decisionmaking and other project activities. Such initiatives can enhance women's roles in sector activities and ensure their involvement along with that of men in the community. For example, female extension staff can be hired to meet with women, and water user committees formed with members of both sexes. Women as well as men need to be involved in decisionmaking relating to tasks such as the siting of facilities and the organization of community O&M.

### Stakeholder Analysis

One way to promote demand-responsive programs is to conduct stakeholder analysis early in the planning process. Stakeholder analysis is a tool for understanding the context within which a project or policy is designed and operates. Analysis of the perspectives of people who have potential interests in policy or project outcomes or who can influence them permits strategic planning to then involve them. Different local contexts call for different kinds of stakeholder participation; in each particular situation, the appropriate degree of stakeholder involvement is not uniform across the range of stakeholders.

Key stakeholders are clearly those *directly affected* by a proposed intervention, that is, those who may be expected to benefit or lose from Bank-supported operations or who warrant redress from any negative effects of such operations, particularly among the poor and marginalized. Those *indirectly involved* or affected can include both persons and institutions (a) with technical expertise and public interest in Bank-supported policies and programs

and (b) with linkages to the poor and marginalized. Such stakeholders may include nongovernmental organizations (NGOs), various intermediary or representative organizations, private sector businesses, and technical and professional bodies.

Stakeholder analysis in water supply and sanitation projects identifies the various groups of stakeholders along with the appropriate degree of their involvement in sector activities. This brings to light the different roles played by community men and women and the different incentives that motivate them. Men and women usually belong to separate subgroups of stakeholders and, therefore, will have different levels of involvement in project activities.

### Incentives and Constraints

Often, adequate incentives for women's participation are already in place. The crucial issue, therefore, is to remove barriers to their involvement in project activities, so that they may respond to incentives in ways that increase chances for project success. For example, because women have an incentive to keep systems functioning, facilitating their involvement in system management and operation and maintenance (O&M) allows them to report regularly on the status of a system, perform regular maintenance, and quickly obtain the services of a mechanic when more expertise is needed. Without women's involvement in these activities, the incentives to perform these tasks as effectively and efficiently are reduced.

Distinguishing between the various levels at which barriers to women's participation may occur is useful in the same way that distinctions are made between trunks and feeders in discussions on urban sanitation. The feeder (collection network) of sewerage systems is located at the household and neighborhood levels. Through the feeder system, sewage is taken away from the neighborhood to the main trunk level, which operates citywide. Each of these two levels requires separate consideration and different technological responses. Yet, each level must also connect properly to the next. Similarly, *gender issues are relevant at various levels of operation* and can be analyzed and addressed separately; yet, *interconnections between levels* must also be examined. For example, at the household and neighborhood levels, projects can address barriers to women's participation in making choices concerning new systems and in managing these systems. A lack of awareness on gender issues at city, district, or national levels, on the other hand, may lead to project rules that impede rather than facili-

tate the implementation of projects at the field level.

### E. Borrower Country Ownership

Attention to gender requires sensitivity to local culture. Gender issues are more complex and difficult to address than technical or managerial issues; they may need more time, sensitivity, and resources. The World Bank's policy<sup>7</sup> is to:

- Assist member countries in designing gender-sensitive policies and programs
- Review and modify legal and regulatory frameworks
- Strengthen the data base for gender planning and monitoring
- Obtain financing if necessary.

This cannot be done without country consultation and ownership. The Bank, thus, undertakes actions *to encourage country-level ownership* of gender-related policies and programs in the borrower country. To encourage ownership, the World Bank's gender policy directs the Bank to:

- Assist borrowers in developing the institutional capacity to formulate national policies
- Build a consultation process with governments, NGOs, and other donors on gender issues and so ensure the relevance of the Bank's country assistance strategy
- Enhance awareness and expertise by employing local consultants in data collection, surveys, and analysis
- Increase women's participation in the decisionmaking phase of project design.

It is, therefore, important for the task manager to take the opportunity to introduce gender considerations early and at all levels in the country policy dialogue and programming discussion. Understanding of gender issues and a commitment to them at the highest level is essential but must be complemented by the agreement and ownership of technical and field level staff.

### F. Institutional Capacity

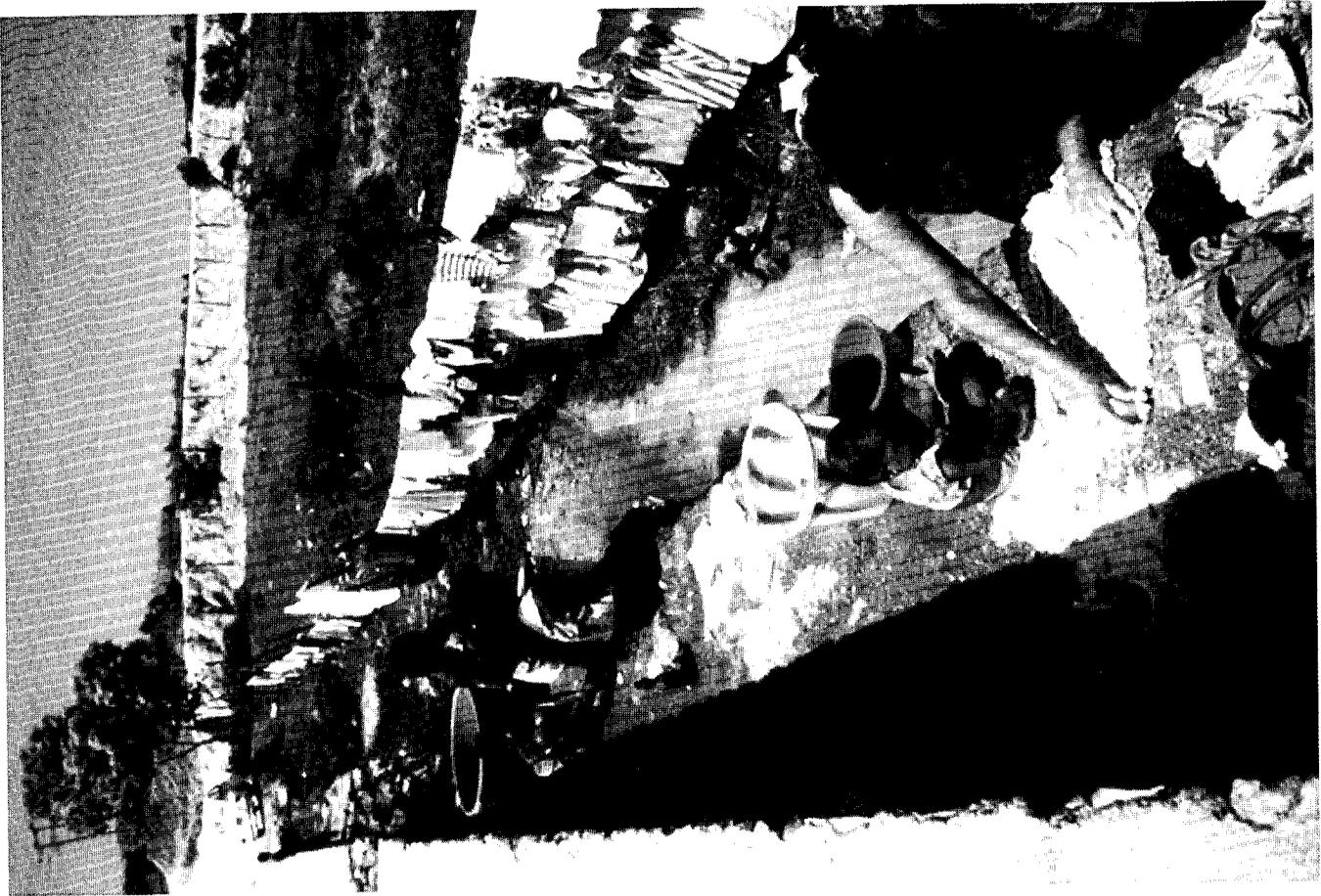
*Strengthening the institutional capacity* of the government and other partners to undertake gender-related actions required under a Bank-supported water and sanitation program may be necessary. To

enhance local institutional capacity in gender, task managers can:

- Initiate policy dialogue to broaden the agenda
- Increase resources for gender-related work
- Appoint national or regional gender coordinators
- Promote affirmative action to increase the number of women staff
- Develop gender training programs for ministry and sector field staff
- Improve gender-disaggregated data collection and analysis.

Taking some or all of these actions can help strengthen a country's national-level institutional capacity for gender analysis. It is equally important to address what can become a far more serious problem, namely the gender biases that occur at the feeder or neighborhood level during project planning, implementation, and O&M stages. Sensitization or training of technical and field-level staff has been found to be effective in overcoming such gender biases.

As this chapter shows, task managers of water and sanitation projects face the challenge of finding effective and efficient ways to incorporate gender and other social issues into projects. The challenge of infusing a gender focus extends from the design of programs and projects through to their actual implementation, supervision, and evaluation. This toolkit is intended to assist in this endeavor by providing examples of strategies utilized to date, lessons, best practice pointers, and other resources for task managers.



# Lessons from Project Experience

- Lesson 1: Gender is a central concern in water and sanitation.*
- Lesson 2: Ensuring both women's and men's participation improves project performance.*
- Lesson 3: Specific, simple mechanisms must be created to ensure women's involvement.*
- Lesson 4: Attention to gender needs to start as early as possible.*
- Lesson 5: Gender analysis is integral to project identification and data collection.*
- Lesson 6: A learning approach is more gender-responsive than a blueprint approach.*
- Lesson 7: Projects are more effective when both women's and men's preferences about "hardware" are addressed.*
- Lesson 8: Women and men promote project goals through both their traditional and nontraditional roles.*
- Lesson 9: Nongovernmental organizations and especially women's groups can facilitate a gender-balanced approach.*
- Lesson 10: Gender-related indicators should be included when assessing project performance.*

## A. Introduction

A rich collection of experience on gender, water, and sanitation has been gained during the last decade, and many lessons have emerged. Successful experiences from projects, both Bank-supported and others, not only show *why* attention to gender is important but also suggest *how* such attention can

be ensured. The following pages distill this experience and present some of the most important lessons. They identify effective strategies that task managers can use to improve overall project performance by incorporating gender concerns in the water and sanitation sector.

## Lesson 1: Gender is a central concern in water and sanitation.

Recognizing that gender is a central concern in the water and sanitation sector is an important first step in incorporating gender issues.

### Centrality of Gender

Under the gender-based division of labor in most societies, women and men often have different roles and responsibilities in water and sanitation. Within this division, women have traditionally played central roles. In some societies, men are more concerned with water for irrigation or for cattle. They usually have a greater role than women in public decisionmaking about water and sanitation issues. Women, with the help of their children, are usually the primary collectors, users, and managers of water in the household. They select water sources on the basis of their perceptions about access, quantity, quality, and reliability of facilities and the time and effort required to use them. These perceptions and preferences determine the use and quality of water in the home. Box 1 gives an example of the ways in which women manage water in the household. Women also play an informal but often invisible role in the public maintenance of water sources.

In addition, women are traditionally responsible for disposing of household waste, maintaining sanitation facilities, and educating and training children in hygiene. Men, women, and children in various societies have specific and different customs related to sanitation and cleanliness. For example, sensitivity to women's sense of privacy is important in designing new sanitation facilities. Studies show that women's demand for privacy is a crucial determinant in the acceptance of latrines by both women and men.

Frequently, social norms involve gender segregation in practices related to the use of water and sanitation facilities. For example, norms may preclude time-sharing of one facility and instead prescribe separate locations for men's and women's bathing facilities. Tailoring project design to recognize such considerations helps ensure that project facilities will be used by both sexes.

### Box 1: Recycling scarce water in the household

In *Yemen*, where water is often scarce, women are the primary managers of household water use. Women use and reuse the same water. They save the cleanest and freshest water for drinking, personal washing, cooking, and washing drinking glasses, food, and flour-grinding stones. They save gray water for washing clothes and watering plants. Water that has been used for washing food is given to poultry and cattle; water used for clothes washing is reused to clean floors and wash dishes. In *Egypt*, where water is also scarce, the same water is recycled in washing clothes, vegetables, and, finally, dishes, in that order. The reuse sequencing conserves water and promotes household health.

## Lesson 2: Ensuring both women's and men's participation improves project performance.

Experience shows that the participation of women along with men in project planning, implementation and maintenance can enhance project efficiency. Benefits to project performance include better functioning facilities, more hygienic and better use of facilities, enhanced coverage of capital and maintenance costs, and improved maintenance. At the same time, good water supply and sanitation can be integral to the success of other kinds of projects, for example, education projects (many school programs now include the construction of latrines and wells or hand pumps) and projects that promote women's employment, because women will have more time to seek work if they use less time to collect water.

A recent World Bank water and sanitation study<sup>8</sup> concludes that gender is an issue not only of equity but of efficiency, because involving both women and men enhances project results, increases cost recovery, and improves sustainability; thus, sectoral specialists, especially those interested in poverty and a community-based approach, must ensure the appropriate inclusion of both men and women. A World Bank review of 121 rural water supply projects<sup>9</sup> found that women's participation is among the variables strongly associated with project effectiveness in the sector. Women's participation serves both *practical* and *strategic* gender needs. The *practical gender needs* of women are needs based on existing divisions of labor and authority, whereas their *strategic gender needs* are those that require redress of gender inequalities and redistributing power more equitably.<sup>10</sup> Serving women's practical and strategic needs can do much to enhance project effectiveness.

Gender analysis can inform water and sanitation projects, whether seen from an economic, social, or participatory perspective:<sup>11</sup>

- Gender analysis enriches the conceptualization of water as an economic good. Women, as primary users, often have a greater incentive than men to keep facilities functioning, report breakdowns, and contribute their labor and money for construction and O&M of systems. Moreover, by recognizing women's preferences and willingness to pay along with men's, projects are more likely to be sustainable and women

may have more time for income-generating activities.

- Gender analysis is equally revealing when water is viewed as a social good. Where water is of better quality and available in greater quantity and closer to homes, women and girls, as compared to men, benefit both directly and indirectly. They have more time through shorter trips to collect water. Where improved water supply reduces the incidence of waterborne disease, women have better health and spend less time caring for the sick.
- A demand-based, participatory approach that includes both women's and men's preferences can help ensure installation of facilities that are more likely to be used and maintained. Not taking these preferences into consideration can result in facilities remaining unused because they do not meet the preferences of the users. For example, in **India** compost pits located outside villages went unused and women continued to deposit waste near their homes—even when fined for doing so—because they did not wish to be seen carrying loads of refuse to the outskirts of the village.

## Lesson 3: Specific, simple mechanisms must be created to ensure women's involvement.

In most rural societies, poor women are more disadvantaged than poor men, first, because women in general usually have less power, access, and control over resources than men, and second, because men have more prominent public roles. For these reasons, it is easy to overlook the importance of involving women in water and sanitation programs at all levels, unless a special focus on women is included. Gender-related interventions will, therefore, more often focus on women than on men.

A *participatory but gender-neutral*<sup>2</sup> approach may not be enough to ensure that women are involved in project activities. A World Bank study of 121 rural water supply projects<sup>13</sup> found that of twenty highly participatory projects, about half successfully reached women. The study also found that the factors affecting women's participation were different from those affecting overall beneficiary participation. Women do not benefit equally from gender-neutral projects. Evaluations of a series of water supply and sanitation projects in Kenya<sup>14</sup> (Ln. 714, Ln. 1105 and Cr. 543, Ln. 1520, Ln. 1550 and Cr. 791, and Cr. 1566) found that women did not benefit equally from these projects. Women had difficulty in meeting the selection criteria prescribed for self-help housing construction and also faced discrimination in allotment procedures. Participation of beneficiaries, fostering community cohesion and employment generation schemes to enable women and the poor to participate were the evaluations' recommendations for future investment programs. These findings clearly suggest that programs need to make women's participation a specific goal with simple mechanisms built in to achieve it.

A World Bank sectoral review of gender issues<sup>15</sup> recommends that professionals working in the water and sanitation sector should try to understand what men and women in communities want and how much they are willing to pay and for what; the context in which they live; and the barriers, such as illiteracy and poverty, that hinder their participation in projects. Such efforts may require longer project gestation periods and special communication strategies; yet they are crucial for uncovering demand for improved facilities, their effective use, and project sustainability and replicability.

The following considerations are useful to keep in mind in developing mechanisms to include women:

- *Identifying barriers and constraints* to women's participation can suggest specific strategies to use at various stages of the program/project cycle. For example, where male opposition is a barrier, contacting male leaders in the community to explain why women should participate can help obtain men's support. Special measures may be needed to ensure that women know about the project. Where women's literacy is low, printed information can be supplemented by personal contacts, the use of nonprint media, and meetings with women's groups.
- Both men and women should be interviewed when gathering information. Where gender segregation is the norm, *holding separate meetings* with women permits freer discussion of both water issues and sanitation and hygiene practices. In separate meetings, women find it easier to speak for themselves rather than through the men. In some settings, the strategy of women interviewing women will put women at ease. *In joint meetings*, culturally appropriate seating arrangements can ensure that women are not forced to sit in the back, making it difficult for them to hear or speak out. Meetings need to be held at a time and place suitable to both women and men: for example, not at the time when the main meal of the day is being cooked.
- Women need to be included in *local planning and management*. In particular, women's involvement is crucial in matters related to their own roles, knowledge, and interests and to water and sanitation. Providing for *adequate representation of women* in village and higher-level committees can give women a greater say in decisions about operations, management, financing, and sharing arrangements and facilitate including their knowledge in the project.
- *Linking women's activities under the project with their traditional work* can facilitate their participation. Gradually, their traditional tasks can be expanded to include newer roles. Women's more traditional roles include managing water, waste, and soil use or providing labor, whereas their newer roles can include maintaining and repairing water points, imparting health and hygiene education, collecting and managing funds, and constructing latrines. Women also feel

encouraged to participate when project activities are linked with the possibility of *generating income*.

- Finally, it is often necessary to *raise the awareness of project staff* of the need for women's participation and strategies to facilitate it. This may require training, internal performance evaluations, as well as a good example set by the project manager.

## B. Country and Sector Work

### Lesson 4: Attention to gender needs to start as early as possible.

Gender analysis is best considered as a process that starts with preproject planning and continues through O&M. Attention to gender is *not* an element that can be injected in the later stages of project planning as an add-on component. In fact, opportunities exist for planners to begin to address gender issues even before the actual project cycle commences. Key among these is incorporating gender issues into country and sector work.

#### *Sector Analysis in Water and Sanitation*

To begin with, *sector analysis* in the water and sanitation sector can be strengthened by incorporating critical gender elements. Among these issues are:

- Women's and men's roles in water and sanitation
- Women's and men's relative access to resources
- Constraints to women's participation within the sector
- National development policies and programs in the sector that affect men and women as agents and beneficiaries
- The institutional framework needed to promote gender-balanced policies and projects in the sector.

This information can be used in designing a country-level gender programming framework to identify and develop projects based on sector priorities. Such a framework will assess critical points of intervention in the sector and will:

- Identify goals and objectives for gender-balanced interventions within the sector, and the resources and time needed to achieve them
- Establish gender-based criteria for selection of projects and analysis of project proposals
- Develop a framework for monitoring and evaluating sector performance on gender issues.<sup>16</sup>

## C. Gender in the Program Cycle

In the program cycle, program and project design need to incorporate gender considerations early, preferably during the first stages. Involving key stakeholders, including government, NGOs, and the community, early in decisionmaking is also more effective. It is especially important to do this with community members, rather than having them later utilize systems they have not chosen and which are not suited to their needs. Moreover, if the community members' views are not included at this point, they will more likely be excluded at later stages as well.

## Identification

### Lesson 5: Gender analysis is integral to project identification and data collection

The assessment of gender issues at the project identification stage is an important exercise. By including a strategy for gender issues in this phase, the task manager can ensure that women are not left out or that men and women are not cast in inappropriate roles.

At the identification stage, it is crucial to have information on:

- Men's and women's traditional roles in the sector and in similar projects in the country
- Factors that promote women's and men's participation in the project
- Constraints that hinder such participation
- Major organizations, especially women's organizations, active in the project area that could potentially be involved
- Whether the percentage of women heads of households in the project area is high or significantly higher than the national average.

When different project possibilities are considered, examining existing country-level studies on men's and women's roles and priorities is useful. Sources for such studies include the national Women's Bureau, local offices of bilateral and international donors, census or demographic survey offices, women's organizations, and social research institutions or universities.

Disaggregation by gender is critical in data collection. In collecting new data, field workers, especially women, and local residents can be good sources of information. Interviewing residents in groups helps planners understand gender roles and preferences and the reasons why women and men can or cannot become involved or change their existing practices. During primary data collection, useful informants include local health workers, teachers, leaders and members of local women's groups, community leaders, and traditional informal women's leaders. Interviews with local men and women can help establish their attitudes to gender-related issues in the project.

Table 1 summarizes the methodologies and benefits of a range of survey instruments and tools for gender analysis, most of which are suitable for vil-

lage situations. Managers may find these useful when data gathering is needed to verify information from other sources or when other data are not available. They can supplement the more conventional sources of information, such as national surveys and research studies.

Knowledge about differences in men's and women's preferences can help to explain subsequent failures and even predict constraints to project feasibility and sustainability. *Social feasibility analyses* are a useful tool for specifically taking into account both men's and women's needs and capabilities for the proposed project. Such analyses serve to:

- *Identify differences in women's and men's preferences.* For example, evidence exists that in many situations, women are more interested than men in improving sanitation, at least partly because of their greater interest in increasing privacy.
- *Ascertain women's specific concerns* in improving water and sanitation facilities. For example, if water supply is inadequate in quantity, unreliable, or inconvenient, the question of water supply may take priority for women over the need for sanitation; therefore, women may get more readily involved in a sanitation project if their water supply needs have first been met. Again, where women use open spaces for their sanitation needs, they sometimes do not want to give up the associated social advantages.

Social analyses can help planners ascertain *women's and men's existing knowledge, attitudes, and practices* (KAP) pertaining to water and sanitation. Gender-based social norms about cleanliness, purity, privacy, or modesty often determine specific patterns of water use and health and hygiene behavior. Taboos sometimes affect women's use of latrines during specific times. Privacy may be an issue for women in using public taps for bathing or washing. For example, in one East African country, households were directed to build latrines along the road, so that they would be easier for project staff to inspect; however, women did not use them because they did not like to be seen entering or leaving.

Gender also determines the acceptability of *arrangements for sharing water and sanitation facilities*. Often, cultural constraints may exist to sharing between family members of different ages, sexes, or marital relationships—such as those between fathers and daughters or fathers and son's wives. For

**Table 1: Suggested methods of data collection for gender analysis**

Tool	Methodology	Output/benefits	Time required
<i>At national level</i>			
Policy inventory	List major policies affecting sector	Gives overview of recent sectoral performance; helps assess gender impact of policy	
Household sample survey	Structured questionnaire for a representative sample	Although time consuming and expensive, produces good quality data if well conducted and analyzed	1 year
Household record keeping	From representative households	Useful to determine family labor contributions. In nonliterate societies, pictures of activities can be substituted	1 year
<i>At district/village level (some or all included in participatory approaches)</i>			
Community calendars	On a monthly basis, identify by sex, family position, and wage status the person(s) responsible, among others, for water collection, upkeep of facilities, sanitation, family health and hygiene, and hiring out as labor.	Qualitative picture of activities for all enterprises and operations	
Seasonal water supply and sanitation profiles	Estimate person/days or months for water collection and management and sanitation tasks during average dry and rainy seasons by sex	Useful for showing quantitative changes in water and sanitation facility use and management and labor allocation when new facilities are introduced	
Walking tours	Conducted by interdisciplinary team of community members and staff, with community taking the lead and pointing out major features and problems of local water and sanitation facilities. Separate walks with men and women can be informative.	Yields map locating main hydrological zones, water and sanitation systems, social groups, and infrastructure; identifies main problems of community and key informants for various issues.	Team and community for half a day to 1 day
Spatial maps	Indicate by sex on maps of neighborhoods existing water and sanitation infrastructure and who is responsible, provides labor, and controls water resources and benefits	Yields a clear visual picture of existing facilities, constraints, participants, and beneficiaries.	Half a day to 1 day
Focus group interviews	Semistructured interviews, usually taped, and conducted with women separately	Preplanned but informal, in-depth investigation of processes, social networks, values, and beliefs	1-2 hours/group (of up to twenty people)
Group and community interviews	Open-ended questioning of group, representing more than one household	Quick, inexpensive overview of conditions and practices across villages	1-2 hours/village
Community portraits	Profiles written jointly by community and staff of a variety of project villages with women and men	Compares and contrasts beliefs and practices across villages	1-2 hours/village

example, in **Bangladesh, Malawi, Swaziland, South Korea, and Tanzania** the necessity of sharing of household latrines by males and females has constrained latrine use. In Bangladesh, such sharing constraints were reported to result in parallel use of old unsanitary facilities alongside the new, more hygienic ones. Women from *minority groups or castes* frequently lack access to public taps or hand pumps because they live in unserved areas or are not permitted to use communal facilities. Influential groups may determine the location of public taps or hand pumps. Other sharing problems, such as those between householders and their tenants, may exist. Women may object to cleaning latrines if such sharing occurs. When the community is consulted

ahead of time about preferences in such matters, project design responds better to community demand and needs. Women may be the best sources of information on constraints to sharing.

Analysis can also throw light on *women's and men's roles in determining the acceptance rate* of project interventions. Although men's decisions are likely to prevail, they can be influenced by the opinions of women. Women's likely acceptance is particularly important where there are a large number of female-headed households. Female-headed households without working-age males often have greater financial and time constraints and are unable to make the cash or labor contributions required under the project.

## Project Preparation and Appraisal

### Lesson 6: A learning approach is more gender-responsive than a blueprint approach.

The *blueprint approach* evolved from large-scale construction and engineering projects. It assumes that the engineering environment is known, predictable, and controllable before construction begins. This approach is not suitable for projects whose success depends on getting local people involved in decisionmaking—a condition that implies unpredictability, loss of centralized control, and lack of preprogrammed structure. The *learning approach* conceptualizes development as a learning process for all involved. It gives a central place to people and emphasizes flexibility and partnership in planning, implementing, managing, and evaluating a project. It assumes that everything cannot be known and planned in advance and that long-term project objectives can be better served through “learning-by-doing” in partnership with the community.<sup>17</sup>

The learning approach is particularly well-suited to promoting attention to gender and, through it, to improving overall project performance and sustainability. Key characteristics of this approach are:

- *Flexibility.* It can be effective to start small, perhaps through a pilot project, and later expand incrementally, using flexible project design. The learning approach makes such flexibility possible. Through careful monitoring of ongoing activities, timely corrective action can be taken when it appears that women are not benefiting along with men or not using facilities optimally.
- *Building trust.* For many demand-driven investment operations, the project start-up time has been longer than for standard projects, reflecting the quality of preparation and the difficulty of putting the appropriate institutional format in place. The opportunity costs of poor women and men are high because of their time constraints. Women also need adequate time and a reasonable degree of certainty with respect to the sustainability of the initiative before they choose and commit to a new activity. Because the learning approach emphasizes project processes as much as project activi-

ties, projects need to build in *longer preparation periods*. This time can be used for gaining access to women, building trust, and organizing them for taking up various responsibilities.

- *More integrated project design.* The learning approach allows *more integrated project designs* with cross-sectoral inputs that meet multiple needs of the community. In such projects, for example, water and sanitation may be an entry point for other project activities, rather than the sole component. Conversely, activities such as nonformal education or income-generating opportunities can be useful entry points for initiating community dialogue on water and sanitation issues. These strategies have been used successfully as entry points in the Bank-assisted JAKPAS<sup>18</sup> project in Nepal and the India Rural Water Supply and Sanitation Project.

Although project experience points to the usefulness of small pilot projects that can gradually be expanded, making the actual transition from demonstration projects to regional or national programs can be difficult. It is helpful to distill experiences into principles within a logical and simple framework, identify an overriding criterion of success, and define tasks necessary to achieve it (also see lesson 10).

## *Lesson 7: Projects are more effective when both women's and men's preferences about "hardware" are addressed.*

Seeking both women's and men's views about technology options and design features helps when considering project design issues. Women's views about siting, safety, and reliability; convenience; and time and energy demands of various hardware options are crucial. For example, in one African country, latrines were not used regularly because women found them difficult to keep clean. They did not like even to be seen carrying water there because of the lack of their traditional privacy. Elsewhere in Africa, women discouraged their children from using latrines because they were afraid about their children's safety. Women's and men's preferences, therefore, affect not only their response to the project but also subsequent acceptance, use, and maintenance of facilities (see Box 2).

It is also crucial to determine *differences between men's and women's willingness and ability to contribute* labor or materials. Women may have a strong demand for domestic facilities, whereas men may not be interested in expenditures for this purpose or may be interested only because they expect to benefit economically. If consulted, women may influence men's level of interest and willingness to contribute. Experience shows that women have often assumed the responsibility for initiating and sustaining capital cost contributions from the community. Their initiative and participation in financing arrangements has taken various forms, such as:

- Actual resource mobilization
- Collection of community capital cost contributions
- Contributions for O&M through:
  - Savings mobilization
  - Small income-generation schemes
  - Community projects, such as theater or musical performances
  - House-to-house solicitation of funds.

### **Box 2: Women have preferences about hardware**

The following examples from diverse country settings show that women often have distinct preferences about hardware choices. They suggest that when projects incorporate women's concerns and preferences about design, siting, or technology, community acceptance and use of facilities can increase:

- In **Malawi, the Philippines, and Tanzania**, community consultation allowed women to help select reliable, gravity-based water-supply sources.
- In **Burkina Faso**, women were found to have information on the year-round reliability of traditional water sources, whereas village chiefs and elders lacked such knowledge.
- In **Sri Lanka**, children did not use latrines because they were far away and dark and because the children were afraid of falling in. Special child-sized latrines were built without walls under the eaves of houses, just outside the kitchen door. Mothers can now more easily train children to use them; the area is also used for bathing, and bath water is used for flushing.

On the other hand, many cases of incomplete adoption or even rejection of improved water and sanitation facilities have been recorded. Many of these can be attributed to failure to take into account the preferences of the community at large and women in particular. Such failures have significant implications for program success and sustainability. Some examples follow:

- Projects seeking to introduce improved systems need to ensure that these systems are perceived by the community as offering better quality, greater quantity, or more convenient water. Failure to pay attention to such user views was considered to be the main reason for the lack of village maintenance of hand pump wells in **Thailand**.
- Women from project areas in **Bangladesh, Guinea-Bissau, Malawi, and Tanzania** have rejected some types of facilities, such as foot and hand pumps, because of the difficulties that certain users, such as children, pregnant women, and the old, had in operating them or using them for such activities as bathing. As a result users have resorted to unsafe but easier-to-use water sources.
- In **Tanzania**, failure to consult local women resulted in the construction of hand pumps on shallow wells that dry up, whereas traditional wells in another part of the village never dried up.

In **Kenya**, for example, members of a Masai women's group collected funds toward the local contribution to a project by selling traditional beadwork and obtained financial and technical support from urban women's organizations. Their husbands then became willing to donate money to the project.

Planners should be aware that women may have too many other responsibilities or be socially restrained from contributing labor to project activities. For example, in a rural sanitation program in **Lesotho**, the community was expected to contribute labor toward the school sanitation project: however, able-bodied men were often absent, and women in many villages lacked the time and skill to dig large pits in the rocky soil, leading to unexpected

problems in implementation. Conversely, unless planners consult women in the community, planners may be unaware of labor or material contributions that women could and would make.

When *women accept the daily tasks* required by a project, the project is more likely to achieve its health objectives. Women's willingness and ability to carry out such tasks as cleaning and maintenance should be ascertained. For example, women usually have to ensure that water is available for flushing out pour-flush latrines when no house water connections exist. This water must often be collected at some distance by women or children.

Evidence exists that *eliciting both men's and women's views early* in the project cycle can ensure

### Box 3: Finding out women's priorities promotes project acceptance

As the following examples suggest, consulting women early about aspects of design, feasibility, and specific components facilitates demand-driven project design and promotes project acceptability.

- When women in a low-income settlement in **Cuzco, Peru**, were consulted about project feasibility, they were outspoken in saying they did not want latrines because they were not traditionally used. Moreover, a previous course on latrines had been "condescending, preachy, and critical of the women's traditions." They did, however, want sewerage, nutrition centers, and more water taps.
- In a periurban community in **Latin America**, water and latrines were women's first priorities, and they were willing to contribute to these facilities.
- In the Orangi pilot sewerage project in **Karachi, Pakistan**, women's priorities differed from the men's. When consulted, women were often more concerned about disease and sanitation than their husbands, because they usually carried the burden of caring for the sick. The women were also able to persuade their reluctant husbands to pay their share of the low-cost sanitation component.
- In **Tanzania**, users, more than leaders, perceived maintenance of facilities as a village responsibility.

Where women are not involved as planners and users, programs run the risk that improved facilities will not be used, making the programs unsustainable. Experience suggests that low project acceptance by rural people is not due to lack of community interest or conservatism but is based on a rational cost-benefit calculus comparing old and new options. For example:

- In **Malawi, Togo, and Tanzania**, inadequate access resulted from one-sided decisions by project staff, contractors, and higher-level authorities in favor of promoting piped water schemes and reducing the number of hand pumps per village, resulting in substandard service for users.
- In highly stratified communities, women from poorer households living at village outskirts are often denied real access to new facilities, because water points may be installed at central points on the basis of practical considerations such as ease of access for technical teams or expectations of better community maintenance.
- Sanitation facilities may not be regularly used when insufficient attention has been paid to upkeep in designing the facility. This has led to problems, for example, in design, overuse, lack of maintenance, or difficulty in cleaning because of the construction material used (for example, rough concrete). Women and children are usually most affected by these deficiencies.
- Involvement of women in design and management is probably more important than self-help alone. In **Malawi**, laundry facilities were built with community labor but were not used, because the height of the laundry block was found to be inappropriate and the surroundings remained dirty.

that projects are designed in accordance with community demand and willingness to pay. In one project, discussions with the community revealed that 80 percent of those who could not afford the planned flat fee were female heads of households. Box 3 (page 18) gives examples in which consultations with women in particular contributed to better project design and thereby to project sustainability. Projects have benefited from women's knowledge of local circumstances in matters such as:

- Identifying reliable and accessible water sources
- Reducing construction costs by reviewing design
- Adapting designs to improve O&M
- Devising socially acceptable arrangements for sharing facilities.

## Implementation

### Lesson 8: Women and men promote project goals both through their traditional and nontraditional roles.

Potentially, men and women can participate in any of the project activities in which the community is to take part. In practice, local conditions determined by existing gender norms, class, age, caste, and other criteria influence the activities they actually perform. In addition, where women's participation is concerned, their skills, the time available to them, and existing organizational arrangements can pose some operational constraints. An integrated approach will offer opportunities for both men and women to take active part in the entire range of potential activities for the community within the specific local context.

Experience shows that, through their participation, men and women can not only improve project performance but, in taking on nontraditional activities, also serve as change agents to alter existing inequities and inefficiencies. For example, projects can consider targeting health education toward men as well as women, so that both men and women are given a wide range of project responsibilities.

Local conditions will determine the specific forms that men's and women's participation takes in a given setting; however, *some general principles* are:

- Care should be taken that men's and women's involvement does not place too heavy a financial or work burden on them without compensatory benefits. This is important, particularly in the case of women, because they are frequently already overburdened on both counts. A participatory, demand-based project that gives beneficiaries a strong role in decisionmaking will decrease chances of this occurring.
- Women's involvement too often remains confined to manual labor. Going beyond such tasks to increase women's authority in management decisions enhances benefits to the project, women, and other users.
- Where men and women participate in project activities, especially nontraditional ones, they often need special training in new skills.

## Health and Hygiene

Water and sanitation projects aim to improve health by providing safe drinking water not merely at the source but also up to the point of consumption. To promote behavior that ensures safe and hygienic transport, storage, and use of water, many projects incorporate health and hygiene education activities. Projects typically focus exclusively on women and children for these types of education, overlooking the need for men to support and adopt improved hygiene practices as well. Project design should, therefore, shift some of the responsibility for health and hygiene to men.

Traditionally, health and hygiene education activities have been the only aspect of projects in which women's participation was envisaged; however, projects did not always address constraints women faced in participating in such activities. More recent project experience suggests that projects can address such constraints if they do one or more of the following:

- State as a health education theme the changing of health behaviors specific to women—such as washing hands, filtering drinking water, and using a water dipper.
- Build on local knowledge in developing health education messages and techniques
- Select women trainers or health promoters
- Organize women's health clubs
- Use two-way interpersonal communication techniques for reaching women
- Utilize sites where women gather—wells, washing platforms, markets, grain-grinding sites, and clinics—as contact points for health education
- Choose suitable times and meeting places for women, especially where they are secluded
- Provide child care facilities
- Involve husbands and male leaders (see Box 4).

#### Box 4: Dealing with men's opposition

Men's opposition to women's health education clubs can be overcome by involving husbands and male leaders. For example, to deflect potential men's opposition, mother's clubs in **Korea** and **the Philippines** appoint the most negative elders as official advisors, host ceremonial dinners for their husbands to explain their activities, and invite proud husbands to accompany wives to graduation ceremonies on completing their five-day course.

These strategies can facilitate women's participation along with that of men, raise their awareness of health issues, and make health education programs more effective.

### Construction

Community participation in construction activities under water and sanitation projects consists of voluntary contributions of money or labor, or paid work. Several gender-related considerations exist in construction activities of water and sanitation projects.

For one, whereas men engage in paid activity, women frequently contribute most of the voluntary labor to such projects. Even when confined to the house, they participate in construction if the need for facilities is acute and if they can work in private surroundings. For example, in Baldia, a low-income urban area in **Karachi, Pakistan**, women undertook or oversaw almost half the work of constructing soakpits, including the digging. In **Lesotho** women do most of the digging in water projects. Including women in construction skill training offers them a potential source of income. For example, projects have trained poor women in **India** in latrine construction, whereas in **Thailand** and **Botswana** both men and women were trained to construct latrine slabs.

Conversely, where food-for-work activities are undertaken for constructing water and sanitation infrastructure and payments are given in kind, women rather than men constitute large proportions (as much as 80 to 85 percent in **Lesotho** and **Ethiopia**, and 34 percent in **Bangladesh**) of those employed. Evaluations show that most of these women are from landless families and a significant proportion are heads of households.

The large role that women play means that projects need to incorporate measures to cater to the requirements of both men and women construction workers. Where women's participation in paid construction is significant, arrangements for their needs at the construction site, such as child care facilities, flexible scheduling, and private spaces, may be required. Project managers also need to ensure that women are not underpaid, compared to men. Evidence suggests that such problems are more likely to arise in contractor-managed construction activities than in those directly managed by government departments. Special vigilance is, therefore, called for in projects that work through contractors.

### Operation and Maintenance

Site management, caretaking, local administration, and operating and managing self-sufficient systems constitute opportunities for community participation in local management and maintenance—particularly for women. Projects have frequently improved their efficiency by utilizing these opportunities.

Women, more than men, typically play an important role in site management. They have sometimes spontaneously organized to *manage communal sites* or supervise their upkeep (see Box 5). Government programs in several countries now train individual women, couples, or teams of women as *caretakers*. Women have performed as successfully as men in the capacity of diesel pump operators in Botswana, caretakers in Bolivia, source monitors in Angola, and well disinfectors in Colombia. Anecdotal evidence suggests that they maintain better hygiene than men.

Women have also taken part in *preventive maintenance and repairs*, either jointly with men or in women-only teams. Projects in **Guinea Bissau** and **Togo**, for example, have trained teams of one man and one or two women as voluntary caretakers of hand pumps, based on existing divisions of labor. The men are responsible for technical tasks, such as lubrication and tightening of nuts and bolts, and the women are responsible for site hygiene and user education.

#### Box 5: Women's strategies for maintaining public facilities

Women the world over have shown ingenuity and initiative in taking charge of the maintenance of communal water facilities. Some examples include:

- In **Malawi**, water tap committees composed mainly of women have been organized. They use the pipeline routes as paths and report leakages to the village caretaker.
- In **Samoa**, while women weave mats in open-walled watch houses, they keep watch over village bathing and drinking sources and ensure their proper use.
- In **Tanzania**, women have chosen a site attendant from a nearby household and maintained rosters for site upkeep and preventive maintenance.

Projects can creatively use such local strategies to develop sustainable community-based systems to maintain project facilities.

**Box 6: Working with women hand-pump mechanics**

The hand-pump maintenance system in **Rajasthan, India**, used village-based mechanics, each responsible for about forty hand pumps; however, women, the primary users of water, often hesitated to report breakdowns to mechanics, who were invariably men. Mechanics did not respond promptly to complaints about breakdowns, because—not being responsible for collecting water—they did not consider breakdowns urgent. Hand pumps, thus, broke down frequently and remained so for long periods, forcing the government to conduct annual repair drives before the dry summer season to ensure adequate supply.

In 1988, as part of a *pilot project* to improve maintenance, the Integrated Sanitation, Water, and Community Health (SWACH) project decided to train twenty-four rural women as hand-pump caretakers. The project had already begun promoting women's participation by *consulting local women*, in addition to village headmen, in *deciding about the siting* of hand pumps. This successful innovation significantly increased community ownership and use of hand pumps.

*Practical difficulties*, however, existed in hiring women as mechanics. First, hand pump repair entails traveling long distances. Some women's fears for their safety may deter them from agreeing to the work. Second, hand pumps are heavy. Some women mechanics may be unable to handle their weight and size. Third, the existing mechanics training program, designed for educated trainees, was unsuitable for women—usually uneducated—in the predominantly tribal project area. Fourth, the training required six months' residence at the training site, which few women would be able to complete.

The project responded by adopting a *flexible approach* and *modifying existing systems*. First, women were chosen to work in threes, instead of singly, as in the case of male mechanics. They could, thus, jointly handle the heavy hand pump and toolkits with ease. Second, the training was reduced to one week, followed by six months of on-the-job training and then a week-long residential refresher course. Trainers tailored their methodology to suit the illiterate trainees. The women learned about hand pump parts and assembly through songs, games, and stories. Instead of studying cross-sectional diagrams, which were too technical, they acted out the order in which the parts were assembled. The repair routes were designed so as not to exceed a few kilometers. Married women were preferred, being more likely to stay in the village than get married and move away.

Village women, the main users of the pumps, found the new women mechanics much *more accessible and responsive* than the men mechanics. The experiment was evaluated, using a social and economic cost-benefit analysis, taking into account the women's enhanced skills and access to new technology. One male mechanic or three women mechanics could maintain about thirty hand pumps. *Training costs per pump were, thus, three times higher* under the women-based system. The project bore the full cost of the toolkits given to women mechanics. Men had to buy their own with an average subsidy of 40 percent. When women's domestic, community management, and agricultural work was valued, the opportunity costs for the women mechanics were, therefore, high.

The women carried out much *more preventive maintenance* and had much *lower hand pump breakdown rates* than male mechanics. This resulted in *repair costs* during Public Health and Engineering Department (PHED) repair campaigns that were *four times lower per pump* in the women-based system. Under the men-based system, hand pumps remained broken down for longer durations. This meant higher costs to village women, because they had to spend extra time fetching water from distant sources. It also implied higher costs to the government, because public investments in infrastructure remained unproductive during breakdown periods. In the women-based system, *health messages were more effectively spread*. In terms of increased awareness among villagers, training women was, thus, more beneficial than training men. Among the *social benefits* was the likelihood, if the women performed well in hand pump maintenance, of improved attitudes on educating girls. Women also gained confidence, once they saw that they could do "men's" work.

(Adapted from, Christine van Wijk-Sijbesma and Eveline Bolt, May 1991, *Women, Water, and Sanitation, Annual Abstract Journals No. 2*, a joint publication of the IRC and UNDP-World Bank Water and Sanitation Program; personal communication, Indu Bhushan, SWACH Project Director, 1988.)

Where male out-migration is high or a women's project or organization already exists, training women to do preventive maintenance becomes an especially desirable option. Project experience shows that women make good hand pump mechanics: al-

though some costs are higher, their effectiveness in regular and preventive maintenance is better, increasing overall economic efficiency (see Box 6).

### Box 7: Women make successful office holders of water committees

Qualitative evidence on women's involvement in management suggests that women will make special efforts to solve local problems such as collecting user fees and raising funds for repairs. For example, in **Niger**, a village water supply program started a campaign for financial contributions to cover the maintenance costs of hand pumps. In most villages, water committees appointed men as treasurers. In general, the initiative created community responsibility for O&M of hand pumps; however, some villagers were unwilling to pay and encouraged others to discontinue payments. In other villages, the contributions raised were managed improperly. Where women worked as treasurers, they managed their duties satisfactorily. Based on this experience, in several cases, villagers suggested that women should be treasurers.

#### Management

Community participation in local management often improves utilization rates and satisfactory functioning of project facilities. In recent years, projects have successfully involved both men and women as *members and office holders in local water management organizations*. Although men have usually functioned as the chairpersons, many communities have found women especially successful as treasurers in handling financial matters (see Box 7). Some projects stipulate a mandatory minimum number of women members or officers in water user associations to ensure their participation.

Projects must be careful not to unwittingly raise *barriers to women's election* to local management committees, such as by stipulating that only heads of households are eligible for election. When introducing such conditions, managers must first ascertain that women have a reasonable chance of being elected. In settings where gender segregation is the norm, projects can consider setting up separate women's committees for management.

#### Income-generating Activities

Where communities need to raise money to be able to participate in project activities, building in opportunities for income generation can be useful. In particular, providing women with opportunities for income generation has been found to increase the likelihood of their participation. Because women usually have less income of their own than men,

such opportunities can help them meet their cash contribution obligations.

Some *project activities* offer avenues for earning income. These include paid construction activities, working as trained caretakers and technical maintenance workers, and specific income generation components of projects, such as vegetable growing. Typically, men are trained or hired to perform these activities; however, scope exists for a more gender-balanced approach to training and hiring community members for such work. Women have also successfully *provided low-cost services* in underserved areas. For example, women's organizations in both **Kenya** and **Honduras** run water kiosks, purchasing water in bulk from the water agency and selling it at low cost in squatter and slum areas. In a low-income urban neighborhood in **Mexico**, women's cooperatives run urban waste recycling plants that produce and sell compost to local vegetable gardeners. In **Mozambique** and **Tonga**, women's cooperatives make and sell latrine slabs. Projects should also consider appropriate alternatives to improve women's *access to credit*. This increases women's ability to earn income and, hence, to contribute money to water and sanitation improvements.

#### Staffing

Ensuring a gender-balanced approach *at the local level* requires support from men and women at higher levels, from field staff to project managers and policymakers. Where women live in seclusion, women field workers can facilitate women's involvement in planning and training. When male staff are aware of gender roles and have been trained in communication skills and in working with women, they are also better able to involve women.

At the *project management level*, some projects appoint gender specialists to systematically incorporate gender analysis in project planning and implementation and monitoring. Evaluations suggest the inclusion of gender specialists is effective if they are integrated in the team. Training in gender issues is another strategy adopted to increase awareness and sensitivity among staff.

## *Lesson 9: Nongovernmental organizations and especially women's groups can facilitate a gender-balanced approach.*

NGOs<sup>19</sup> can act as partners or intermediaries to mobilize local communities. Projects can often take advantage of the presence of existing NGOs that have expertise and experience in working with local women in the project area to help project staff in reaching local women. Sometimes, women spontaneously organize to discuss project issues and take an active role.

Women's groups are an important mechanism for ensuring the involvement of women. As several examples in the previous sections show, women's groups can be useful in promoting women's involvement in project activities, from hygiene education to operations, maintenance, and income-generating activities. These may be existing groups or specifically created ones. Examples of groups that can facilitate women's participation are: savings and loan groups, family planning or mother's health clubs, local school parent committees, handicrafts and other income generation groups, and kinship, religious, or tribal groups.

Finally, it is not safe to assume that an NGO is, by definition, gender-sensitive. Care will be required in determining which NGOs can facilitate greater gender balance in programs and projects, taking into account such information as their overall track record on gender. Special mechanisms, such as targeting, separate committees for separate groups by

caste or socioeconomic status, or affirmative provisions, can help to include poorer or otherwise marginalized women in project activities. These mechanisms may be required where more conventional women's organizations are dominated by relatively wealthier or higher status women.

At the *national level*, some countries have begun to involve national women's organizations systematically in water and sanitation sector policy planning. For example, in **Kenya**, both the national women's organization and the Women's Bureau are associated with national action committees on water and sanitation.

## Supervision, Monitoring and Evaluation

### Lesson 10: Gender-related indicators should be included when assessing project performance.

Experience from projects around the world clearly indicates that community management that gives central roles for both women and men can facilitate the achievement of project goals in water and sanitation. Project experience has also shown appropriate strategies to foster a more gender-balanced approach. But how can project managers assess whether attention to gender is adequate and proceeding satisfactorily? What criteria and measures can they use? Here again, experience points to some approaches that can be used to monitor and evaluate project performance with reference to gender.

#### Supervision

Even when projects are well-designed with respect to gender, it is not safe to assume that they will necessarily have a positive gender impact. Experience shows that gender perspectives may "fade away" if project staff do not actively keep track of them. The task manager has a crucial role in keeping alive the issue of the gender-responsiveness of a program or project. Attention to gender during supervision not only ensures that gender objectives are on track but can also identify deficiencies in the original design.

One approach<sup>20</sup> suggests that having a clearly defined, overriding goal or criterion of success and specific strategies is useful to achieving that goal. Although projects have different and even multiple goals, an overriding goal can serve as the yardstick against which to assess progress and outcomes and under which to subsume secondary goals. The PEGESUS approach suggests the three criteria of *sustainability*, *effective use*, and *replicability* as the overriding goals to meet the dual objectives of production of facilities and capacity building among the community, both women and men.

When defining goals, especially those related to gender, it is important to go beyond number counts. Sole preoccupation with number counts can lead to water and sanitation systems that are considered successful but that may not be particularly responsive to gender considerations. Moreover, merely a number count of committees created or women trained, without attention to the quality of their

functioning or effectiveness is no better than number counts of installations constructed without attention to how well they function.

Some general points to keep in mind during supervision include the following:

- Establish clear, explicit and manageable objectives for gender actions within the context of a project.
- Assess progress on gender-related actions during mid-term reviews.
- Prevent "fade-out" by emphasizing gender issues in the Terms of Reference of supervision, completion and evaluation missions, and including gender specialists on missions, particularly if (a) information on gender roles is lacking, (b) the project design contains many problems related to gender roles, or (c) a special impact on women is required. The interest and ability of a person to work on gender issues is important, whereas their sex is not. A woman on the team cannot automatically be expected to take responsibility for gender: she may be untrained, uninterested or unwilling.
- Build in flexibility during the project cycle, so that it is possible to modify existing projects or components and make mid-course corrections in response to a better understanding of gender issues than was available at preparation. Flexibility also enables projects to test promising approaches and expand successful strategies.
- Where it is difficult to identify gender-related project actions during project preparation because of inadequate information, include an unallocated fund earmarked for such initiatives. The fund should constitute resources over and above the components identified with detailed costing. Such a fund can give a project flexibility, enhance institution building and ensure that gender issues remain visible.
- Specifically identify gender-differentiated results and draw out lessons learned in implementation completion reports (ICRs), impact studies, and evaluation reports. Describe special efforts used to increase women's participation.

#### Monitoring and Evaluation

The inclusion of gender makes the evaluation of project outcomes more meaningful. It ensures that

project success is evaluated in the context of the project's responsiveness to the needs of the community as a whole. To centralize gender concerns in a project, it is important to rely on separate indicators for men's and women's involvement as well as to integrate gender within the overall evaluation framework.

For example, to evaluate *effective utilization* of systems, managers need information on access to services and user behavior. They can assess:

- Whether significant gender differentials exist in access, use, and acceptability of facilities
- Whether women use safe water sources, even when traditional sources are closer
- Whether coverage of unserved areas and groups increases
- Whether awareness about hygienic behavior improved among the community overall and among men, women, and children separately
- Whether drinking water is stored and handled hygienically in the home
- Whether health-promoting behavior is adopted
- Whether the distance and time taken by women in fetching water decreases.

Similarly, the incorporation of gender considerations in developing indicators for project *sustainability*—or, the ability to maintain efforts and benefits even after the project assistance is phased out—improves the quality of such evaluation. In trying to assess sustainability, managers require information on whether facilities are functioning properly, whether the community is equipped and empowered to manage facilities, whether training is provided, and whether financial arrangements are sustainable. To address the gender dimensions of these issues, managers need to evaluate:

- Breakdown rates and durations for hand pumps, standposts, or latrines
- The attitudes of users, particularly women, to breakdowns
- The availability of spare parts and repair skills among local men and women
- Attitudes to cost sharing and willingness to pay—as reflected in the ability of men and women users to influence technology choice and service levels; gender differences in users' perceptions about benefits; and the transparency and effectiveness of collection and use of funds

- Male/female representation on water user committees
- Male/female decisionmaking in water user committees
- The emergence of women community leaders
- Organized sharing of knowledge and skills among men and women in the community
- Women's access to training courses
- Women's influence in management decisions.

To evaluate the gender dimensions of *replicability*, managers can consider:

- Degree of local involvement and their skills and knowledge
- The access of women, especially heads of households, to financial management systems, including revolving credit facilities
- Changes in the views of men and women in the community about future priorities
- Documentation of project experience
- Career prospects for trained village workers, especially women, within the agency, or in income-generating activities outside the project.

Finally, *participatory evaluation*<sup>21</sup> broadens the scope of evaluation. It is collaborative and, thus, more compatible with the learning approach in project management. With participatory evaluation, community members become sources, analysts, and users of information on progress and problems in implementation. They serve as key actors in problem solving and in applying lessons learned from experience. Such evaluation is more effective than conventional techniques for the management of change. Participatory evaluation methods are useful in reaching those who are excluded. To ensure that women are included, participatory methods must often go hand in hand with special steps<sup>22</sup> such as the following:

- Insure adequate representation in meetings
- Hold separate meetings
- Arrange seating appropriately
- Link women's participation with income-earning opportunities
- Raise the awareness of project staff.

**Table 2: Strategy options for incorporating gender**

This chapter has discussed some of the lessons learned from programs and projects around the world. The following table broadly summarizes the choice of options discussed in the chapter for addressing gender in designing and implementing water and sanitation sector interventions.

Levels/Objectives/Options	Key Stakeholders <sup>23</sup>
<p><b>Level:</b> Country Policy  <b>Objective:</b> Develop and implement more efficient, cost-effective, and demand-responsive water and sanitation policies by incorporating gender issues.  <b>Options:</b></p> <ul style="list-style-type: none"> <li>• Introduce gender issues in sector reviews, policy workshops, and other activities that are part of policy development.</li> <li>• Put gender issues on the agenda of annual sector meetings and policy implementation reviews.</li> <li>• Include gender expertise on policy development and implementation teams.</li> </ul>	<p>Government ministries, donor agencies, women's and other NGOs, and sometimes user groups</p>
<p><b>Level:</b> National Water and Sanitation Programs  <b>Objective:</b> Improve country-level program design and implementation by incorporating gender concerns.  <b>Options:</b></p> <ul style="list-style-type: none"> <li>• Include gender issues in country program framework.</li> <li>• Include gender-related guidelines and principles in country program.</li> <li>• Employ gender analysis in designing projects.</li> <li>• Include government staff with gender expertise in monitoring the national program.</li> <li>• Monitor gender issues regularly.</li> </ul>	<p>Government ministries, donor agencies, women's and other NGOs, and user groups</p>
<p><b>Level:</b> Water and Sanitation Projects  <b>Objective:</b> Design and implement projects that are driven by the demands of both men and women.  <b>Options:</b></p> <p><i>Project Design:</i></p> <ul style="list-style-type: none"> <li>• Structure project rules and procedures to facilitate participation by both men and women.</li> <li>• Determine gender roles in the sector in the proposed project area.</li> <li>• Determine barriers to gender-appropriate project implementation.</li> <li>• Determine steps to reducing or removing the barriers.</li> <li>• Make projects flexible so they may adapt appropriately as more is learned about gender issues.</li> <li>• Include a gender expert on the team during project design/preparation.</li> </ul> <p><i>Implementation and Supervision:</i></p> <ul style="list-style-type: none"> <li>• Amend project rules and procedures as needed to facilitate participation by both men and women in implementation.</li> <li>• Ensure that project management is aware of the importance of gender issues through training, workshops, and study tours.</li> <li>• Include gender experts on project implementation staff.</li> <li>• Prevent "fade-out" on attention to gender through specific tracking during supervision</li> </ul> <p><i>Monitoring and Evaluation (M&amp;E):</i></p> <ul style="list-style-type: none"> <li>• Collect, tabulate, and analyze indicators by gender as appropriate.</li> <li>• Include specific indicators addressing gender issues in project M&amp;E systems.</li> <li>• Examine gender-related M&amp;E indicators during supervision.</li> </ul>	<p>Project staff, local government, and user groups</p>
<p><b>Level:</b> Community  <b>Objective:</b> Increase project sustainability by improving implementation at community level.  <b>Options:</b></p> <p><i>Project Design:</i></p> <ul style="list-style-type: none"> <li>• Base men's and women's involvement on the local cultural context: for example, separate meetings of men and women or female staff meeting with community women, where necessary.</li> <li>• Use participatory techniques to ensure both women's and men's participation in project decisionmaking concerning: <ul style="list-style-type: none"> <li>· Technology choice</li> <li>· Cost recovery</li> <li>· O&amp;M arrangements.</li> </ul> </li> <li>• Obtain men's and women's preferences about <ul style="list-style-type: none"> <li>· Technology design</li> <li>· Siting of facilities.</li> </ul> </li> </ul> <p><i>Operations and Maintenance:</i></p> <ul style="list-style-type: none"> <li>• Suggest that a certain percentage of water and sanitation committee members be women.</li> <li>• Suggest that women should hold at least one water and sanitation officer post, such as treasurer.</li> <li>• Provide training for both men and women in the roles they are to fill in the project.</li> <li>• Include additional training for women in leadership and organization, as appropriate.</li> <li>• Train both women and men in basic O&amp;M techniques.</li> </ul>	<p>Project staff, community members, and women's and other NGOs</p>



# Good Practice on Gender in Water and Sanitation

This section contains detailed examples of good practice, all from World Bank-supported water and sanitation projects that promote attention to gender issues.

## A. Listening to Women in Project Design: the Baku Water Supply Project

The city of Baku in Azerbaijan faces a water supply crisis.<sup>24</sup> Water quality is poor, system losses are high, and cost recovery is grossly inadequate. Although nearly all of the city's 2.5 million people are officially connected to the public water system, many households receive water only 6 hours a day, 14 days a month. Of Baku's households, 87 percent believe that piped water is unsafe to drink.

### *Coping Strategies and their Gender Implications*

Although the public water service is inadequate throughout Baku, the poor suffer most. Households have developed strategies to cope with the unreliability and poor quality of the water, from boiling tap water and bringing water from distant sources to buying water from private vendors. Income, gender, age structure, and housing characteristics influence the type of coping strategy adopted, but most strategies require considerable time, effort, and resources. Households spend an average of 40 minutes a day securing water, a task that usually falls to women.

### *The Government and Bank Respond: Initiating a Social Assessment*

In 1994 the government of Azerbaijan requested World Bank assistance in financing a project to improve the quantity, quality, and reliability of Baku's public water supply and support reform of the local water agency. A US\$61 million IDA credit was approved for the project in June 1995. A *participatory*

#### **Box 8: Key strategies of Baku project**

- *Participatory social assessment* to identify stakeholders, evaluate social impact, and design mitigation measures for groups experiencing negative impact
- *Involvement of the Women's Committee*, a large women's NGO, in the social assessment, evaluation of social and environmental project costs, project design, and implementation
- *Contribution of social assessment to policy dialogue* on issues such as improved governance and privatization, pricing policies, environmental monitoring, and community specificity
- *Demand-responsive* project design based on findings of social assessment
- Increased community *ownership*

*social assessment* was conducted among local groups and households to help identify and involve key stakeholders in designing the project and to prepare measures to mitigate any negative impacts the project might have.

The social assessment included a series of rapid user surveys, consultations, and case studies. A stakeholder workshop brought together community members, user groups, government officials, local NGOs, academics, local experts, the media, and donors. The *Women's Committee*, a major NGO concerned with issues related to women and the family, played a large part in the assessment.

### *Costs of Unreliable Water Supply*

The Women's Committee provided insights into the high social and environmental costs—including financial, social, and opportunity costs—associated with the unreliability and poor quality of water supply. One opportunity cost—often borne by women—is the added time spent fetching water. Women may spend hours a day trying to locate a source of running water and carrying the water home. Households headed by women, which are often poor, suffer the most in trying to cope, because they generally cannot afford to pay for alternative sources of water. Such households tend to expend more labor than capital in finding alternative water sources. They also are more likely to cope by reducing the amount of water they consume, so they bear a disproportionate share of the welfare losses associated with the unreliable water supply.

### *Implications for Policy and Project Design*

At the stakeholder workshop, the Women's Committee proposed *ways to alleviate the burden on women* and identified *environmental interventions* to make the project more sustainable. The women also asked to be involved in designing and implementing a *consumer outreach program* to raise awareness about the need to conserve water, repair leaks, and ensure effective metering for improved cost recovery. The consultations led to the design of a *community-based program to reduce water leakages* in households. During implementation of the *Greater Baku Water Supply Rehabilitation Project*, the Women's Committee is helping *mobilize local communities* to participate in water conservation, meter repair, and leak prevention.

The participatory social assessment created opportunities to involve 800 households, neighborhood groups, the academic community, and NGOs in shaping the project. The insights gained from the assessment allowed project designers to make adjustments to meet local needs. Most important, it allowed multiple groups of water users in Baku to voice their specific requirements and participate in planning and implementing the project.

## B. Involving Local Communities in Low-Income Sanitation in Brazil

In February 1992 a World Bank mission went to Brazil to oversee a problem project.<sup>25</sup> The project was to bring water and sewerage to the urban areas, including the congested and difficult slums (*favelas*) of Rio de Janeiro; however, the implementing agency, Caixa Economica Federale, faced problems dealing with the slum dwellers. They did not pay their bills, illegal connections blossomed, and care and maintenance were the exception rather than the rule. For lenders and water companies alike, serving the slums was a losing proposition.

### The Favela Challenge

Developing an effective and efficient water and sewerage system for the Rio *favelas* was a challenge: population density was high; the ground was often steep; virtually every bit of space was in use. The number of users and volume of water to be delivered determined the size of the pipe, regardless of whether a convenient place existed to lay it. At the same time, laying pipes, even underground, frequently generated disputes over ownership, which were difficult to adjudicate from outside. Engineers often disliked to negotiate their designs with nonengineers. Working closely with the people was necessary, but water companies could not negotiate directly with the 30,000 or more families that might inhabit the *favela*.

### Toward Stakeholder Participation

Bank staff felt that *involving slum dwellers* in the design, operation, and maintenance of water and sewerage systems was the only way to design and implement this innovative project. They adopted an action-research technique in community participation called "*structured learning*." The project team required the engineering companies bidding under the project to team up with community participation NGOs or individual specialists. *Stakeholder participation* was added as a criterion for bid evaluation to more standard items such as neighborhood size, income, and investment limits. The water companies defined participation on their own, and the project team used structured learning to keep abreast of what was happening. They structured the learning to track:

- Methods of "revealing" specific, price-sensitive demand, rather than assuming demand existed
- Effect of community involvement on speed, cost, and effectiveness of project design
- Financial responsibility for O&M—users, cross subsidies, or capital subsidies
- The nature, kind, and ease of collective decisionmaking
- Project outcomes and impact.

In one of the two basic approaches that evolved, project design emerged from community involvement. This approach was piloted in a *favela* near Rio called Morro do Estado.

### Building Community Trust

For Morro, the project team identified an engineering firm that was willing to work with *favela* dwellers and had experience in designing small-scale, affordable, and effective water and sanitation systems. The firm first had to learn about the community, how it was organized, and how it operated. They identified stakeholders and also community leaders, most of whom were associated with religious, sports, or other kinds of clubs that exist in communities everywhere.

### Women Representing the Community

The *women's clubs* proved the most effective instruments for working with the community. The women themselves became a critical factor in getting the subproject under way. More often than not, women were the actual heads of households. The men tended

#### Box 9: Key strategies of Brazil project

- *Learning* approach
- *Stakeholder participation* through partnership between the community and engineers
- Recognition of *women* as effective representatives of the local community
- Community *negotiation* of project design and management, accommodating local demand with affordability and technical feasibility
- Community—especially women's—*ownership* and empowerment
- *Pilot* approach
- Use of *structured learning*

to come and go. The designers met the women first when they came into the community and worked with them on a daily basis to organize local involvement. In a real sense, women were the local community. Designing a functioning water and sanitation system run by a modern state water company became a social, iterative process involving trust and mutual learning between experts and users.

### *Early Procurement and the Condominium Approach*

The procurement process was started early and made the project real for the community. It motivated them to organize and work effectively with the water company. The subproject developed the *condominium approach* in which groups of families negotiated and committed to operate and maintain service to a group of twenty to fifty dwellings. Designers were *flexible* in accommodating the women's wishes in matters such as condominium formation and water tank siting. This made it possible to work out *affordable solutions* that took care of both individual and communal needs. The people could decide what they could afford, and the water company would recover its capital and operating costs.

### *Cost Implications*

Is this approach cost-effective? The Morro do Estado pilot subproject took six months to design at a cost of about US\$100,000. It was primarily a learning exercise, whose lessons flowed into work in larger *favelas*. The design cost of the pilot worked out to US\$15 per capita. More important, it led to final total costs that were not only within the investment parameters set by the original Bank-financed project but were also almost *50 percent below* the state water company estimates.

### *Community Ownership and Empowerment*

The project is doing more than providing water and sewerage to a *favela*. It has become a starting point for individual and community development. Women in the community now look forward to receiving water bills at "their" condominiums. They say, without being asked, that they intend to pay their bills. Project sustainability will also require other measures: governance, economic management, and job opportunities. But the empowerment of the community and its women generates confidence that these systems will endure.

## C. Gender as a Critical Variable in Lesotho's Rural Sanitation Program

Lesotho's National Rural Sanitation Program (NRSP)<sup>26</sup> began in 1983 as a single-district pilot and has been expanded gradually into a nationwide program, with the assistance of various donors, including the UNDP-World Bank Water and Sanitation Program and the UNDP/PROWESS (Promotion of the Role of Women in Water and Environmental Sanitation Services) program.<sup>27</sup> The sociocultural and educational aspects of the program have been critical to its overall success.

### *Innovative Features of NRSP*

The NRSP is particularly interesting because it has successfully *integrated the private sector* into its implementation strategy, with government playing a largely organizational and facilitating role. The NRSP has achieved a significant degree of *user cost recovery*, in which beneficiaries pay for construction costs of improved pit latrines, including materials and builders' wages. This level of user cost recovery has been made possible by high user demand, raised through village-level health and hygiene education campaigns. User interest and understanding of improved sanitation has been heightened through attention to *community involvement and organization*, which has improved not only coverage rates,

#### **Box 10: Key strategies in Lesotho's NRSP**

- Training of latrine builders, of whom 25 percent are women
- Training of village health workers, usually women
- Focus on women as a target group for health and hygiene education
- Focus on community involvement and organization, resulting in improved coverage and long-term sustainability
- Responsibility of women's groups for overall community improvement
- Eliciting of user demand through village education campaigns, resulting in significant user cost-recovery levels
- Creation of a women's liaison adviser position to promote women's involvement in decisionmaking
- Upscaling from pilot project to national program

but long-term sustainability as well.

### *Women Latrine Builders*

An important aspect of the program is training local latrine builders. One in four of all latrine builders trained is a woman (see Box 11). Interesting contrasts exist between men's and women's orientation and attitude toward the work. Men are generally better versed in construction techniques and have more of a market orientation than women. Women are more aggressive in creating a demand for their latrine-building skills, having no qualms about house-to-house promotion. Unlike the men, they almost always work with a partner.

Although women latrine builders have built fewer latrines than the men, they often seem to be more strongly motivated by cooperation than profit. Even where the less well-off cannot ensure payment, the women builders are willing to take the risk of building latrines for them. Women are also more inclined to try to keep prices down, despite dissatisfaction with pay. They have also been known to put effort into voluntarily training other women as latrine builders, thus, creating greater local capacity for O&M of systems.

### *Women as Village Health Workers*

The program has also trained volunteer village health workers, who are generally women and are elected by their communities to act as liaisons with the formal health system. The village health workers are the *final link between the NRSP's participatory health education activities and the community*. They are indispensable in translating health policies into reality. They assist in protecting water sources from contamination and help masons build latrines. They also render first aid, weigh babies, perform immunizations, give health counseling and referrals to members of the community, and assist in health emergencies. In this way, they serve as *change agents*. Through their efforts, they help to promote both awareness about health and hygiene and health-seeking behavior within the community. Many of the women latrine builders have also become village health workers.

### *Expanding Role of Support Organizations*

Lesotho has 4,225 village health workers, often referred to as "village nurses" by rural residents. Recognizing their key placement and their generally

high status in their communities, the rural sanitation program has gradually increased the role of village health workers in health and hygiene education and latrine construction training courses. Three-day participatory workshops are held to include village health workers in the team approach to health campaigns in villages during pre- and post-construction phases.

The village health workers are motivated primarily by the desire to help their fellow villagers. Assessments show that the members of the community are satisfied with the services of the village health workers. Eighty-seven percent of the village people felt that health in their communities improved as a result of the work of these volunteers.

### *Targeting Women for Health Education*

Women have also been identified as a specific segment of the rural community to whom hygiene education needs to be targeted. At any given time half of the able-bodied men in Lesotho are estimated to be away as migrant workers, leaving women with the major responsibility for managing rural economic and social life. Despite the fact that women hold senior positions within the government, head a majority of households, are more often physically present in the villages, and have higher levels of education than men, they have proved a *difficult group to reach* in the health and hygiene education effort.

### *Institutionalizing Gender in NRSP Management*

To identify strategies to involve women actively in decisionmaking and to ensure that the benefits of extension services reach women, a *women's liaison adviser* position was created within the NRSP with UNDP/PROWESS assistance. The adviser's mandate was to work closely with health education as well as monitoring and evaluation officers at the national level. At the district level, the adviser worked closely with district sanitation teams to identify existing women's groups and their modes of functioning, as well as their needs and problems.

#### **Box 11: Profile of a latrine builder in Lesotho**

Two latrine builders live in the Monnanyane household in Tsime, Butha-Buthe district: Mr. Monnanyane, who works as a house builder and occasional latrine builder, and his wife Mrs. Mateboho Monnanyane, who pursues latrine building full time and has completed forty of them, perhaps more than any other woman in the country.

Mrs. Monnanyane actively markets her skills, going to neighboring towns to offer her services. She goes house to house, telling of the importance of having a latrine; sometimes, she visits the local chief to get his support. She has trained five other builders, one man and four women, who are now constructing latrines on their own. Although the number of builders has increased, she says plenty of demand still exists for her work.

Because Mrs. Monnanyane belongs to the community, some people do not pay her as much as they would pay someone from the outside. Regardless of the labor involved in digging in each area, she is paid the same amount for each job—around 70 maloti (US\$35) per latrine, which is also about 30 maloti less than many men earn. What keeps her going? "I want to make an impression on the village," she says. "There is competition when I go to other villages, but people request me because I have a good reputation. This is my work." Mrs. Monnanyane's success has led to thoughts of expansion. Her background as a village health worker has convinced her of the need for improved latrines. She is now considering buying materials and constructing latrine superstructures at her house to increase production.

### *Role of Women's Groups*

*Participatory approaches* have been successful in raising the level of involvement of women's groups in the NRSP, because the groups have begun to take on more *responsibility for overall community improvement*. One women's group has created an *informal revolving credit system* to build household latrines, whereas others have recently sought advice on how to set up and manage credit systems for constructing latrines and communal water systems.

## D. Learning About Integrating Gender Through a Pilot Project in Nepal

In 1992 preparations began for the proposed US\$21.2 million national Rural Water Supply and Sanitation (RWSS) Program in Nepal. In March 1993, as part of project preparation, the innovative forty-month field-testing program JAKPAS,<sup>28</sup> was initiated to test and refine proposed strategies.<sup>29</sup> The US\$3.2 million pilot program is funded by a World Bank-executed Japanese grant and managed by the UNDP/World Bank Water and Sanitation Program. The program includes an autonomous RWSS-fund to support demand-led, community-based water and sanitation initiatives.

Twenty-nine implementing agencies or support organizations, from the private sector, mostly NGOs, are participating, and 138 communities representing about 60,000 beneficiaries are participating in the pilot. The subproject cycle has three main phases:

- *Predevelopment phase.* Support organizations and subprojects are selected in the predevelopment phase, based on a set of transparent eligibility criteria, including felt need and demand, sustainability, and technical, economic, and environmental soundness. The support organization completes a prefeasibility study.
- *Development phase.* The water user committee with support organization assistance prepares a feasibility study of its own water supply and sanitation system, which forms the basis for a contractual agreement with the project.
- *Implementation phase.* The support organization provides hygiene and sanitation education, trains the water user committee and village maintenance workers, and supports the beneficiaries in constructing the subproject.

### *Gender Focus and Experimentation in Constituting Committees*

The JAKPAS pilot project has a strong focus on gender. For instance, it requires the participation of both men and women in decisionmaking through membership on *water user committees*. Their involvement guarantees that decisions are practical and meet the needs and demands of the users.

#### Box 12: Key strategies of JAKPAS

- Field testing through the *pilot Learning* approach
- Mandatory membership on water user committees for both men and women
- Tapstand maintenance through women-only committees
- *Experimentation* with all-men's, all-women's, and mixed committees
- *Gender training* to support organizations
- Recognition of *differential incentives* for participation among men and women
- Women involved in *traditional and non-traditional* activities, including income generation and skill training
- Women's mobilization included as a project impact evaluation *indicator*

In addition, women-only *tap stand committees* have been formed. These are responsible for maintaining the tap stands on a daily basis. Most villagers interviewed—both men and women—felt this was good: because women use the tapstand every day, they should be the ones to keep it clean. They are also the ones who will know when something has gone wrong and can report it to the water user committee.

Support organizations have been given *gender analysis training* and are encouraged to be more equitable in community-organizing activities. Some support organizations have experimented with *all-women's* water user committees, assisted by *all-male* construction committees. In general, the project has found *mixed committees* to be more effective for some purposes than single gender committees. For example, both men and women need to be involved in construction activities and to obtain full consensus on tap siting and similar decisions.

### *Recognition of Gender Differences*

The project has also learned that it can make use of the differential incentives for men and women. For instance, women often benefit more directly than men from improved water facilities and so may have a greater incentive to work for project success. Rural communities in the project area recognized this. The water user committee in one area decided that each household should contribute an equal amount of cash for the new water system; yet, they had problems collecting the full amount required. Because they could not raise enough money, they returned what they had collected to the concerned households. Rather than give up, however, the wa-

ter user committee asked some village women to go house to house to convince others and collect the money. These women, selected from those who would benefit directly from the project, were able to convince other women, who in turn convinced their husbands to contribute their share. Families who could not contribute their share of the money contributed labor instead.

### *Women in Traditional and Nontraditional Activities*

During field visits, staff of the support organizations identify the potential for engaging women in traditional and nontraditional activities in the project. The pilot has identified several *income-generating activities* and *skill training* needs for women. One of the *indicators for evaluating project impact* is whether more women have been mobilized as active partners. This is measured by women's *increased representation* on water user committees and in activities such as *healthy home studies* and *participatory planning* exercises. For successful scaling up of the pilot activities during the RWSS project, JAKPAS recommends that each district with an ongoing water supply and sanitation program should have enough staff to undertake hygiene and sanitation activities. In particular, a sufficient number of *women* should be appointed *as district-level staff* and be given adequate authority.

### *Initial Results*

Preliminary findings indicate that the project's demand-driven approach and participatory process has resulted in a *higher beneficiary willingness to contribute* to capital costs: on average, they are willing to contribute 40 percent of scheme costs. This is also resulting in greater willingness to contribute 100 percent to O&M costs. This willingness to pay contrasts with typical client participation in government schemes, in which both capital and O&M costs are fully subsidized. In addition, the *performance of support organizations* has been encouraging. With the help of support organizations, most communities have successfully formed water user committees, which have made advances in planning and construction. Membership in the majority of the committees is representative in terms of gender and ethnicity. Lastly, the participatory process adopted by the projects has *taken more time than originally expected*. The scheme cycle that has emerged has a duration of 36 months, as compared to the cycle of 18 months originally foreseen. Although the development phase is sometimes considered time consuming, it generally results in much stronger water user committees and fewer post-construction problems.

## E. Integrating Gender into a Community-Based Project in Sri Lanka

The Community Water Supply and Sanitation Project (CWSSP) is a joint initiative of the government of Sri Lanka and the World Bank for providing water supply and sanitation facilities and hygiene education to about 650,000 people in selected rural districts of Sri Lanka.<sup>30</sup> The project was approved in 1992 and is currently operational.

### A Demand-Based Approach

The CWSSP strategy is based on recognition of the need to overcome past problems of community dependence on government assistance. It uses partner organizations as facilitators to create a sense of self-reliance in participating communities and to provide demand-based facilities to them. During the preparation phase, the project carefully developed a process for testing strategies, which were replicated on a larger scale if they were found sustainable. The community is involved in a step-by-step process of decisionmaking to generate ownership of the improved facilities. The technologies used are low-cost and suited to the varying natural conditions.

### Importance of Ensuring Women's Participation

The CWSSP gives considerable attention to the role of women, both as users and as participants in project management. The following table, generated by the project team, shows how the project promotes women's participation through a series of incremental steps.

### Involving Both Men and Women

Despite the importance attached to the role of women, the CWSSP does not put women in a special position. Rather, it recognizes that the involvement of both men and women is required to plan and manage schemes and generate full community ownership. The project, therefore, seeks to improve women's influence and representation in the planning, execution, and management of activities. Tools such as village self-assessment and participatory planning exercises help ensure the participation of both sexes.

### Gender and NGO Participation

NGOs participate in all phases of the project. Their participation has especially facilitated the integration of gender, because NGOs have frequently challenged the validity of existing gender roles, the

**Table 3: Incremental steps in promoting women's participation in the CWSSP**

Step	Activity
I	Data collection and analysis to assess gender issues and needs.
II	Small group formation, emphasizing participation of women at group discussions (often with representation of more than 50 percent women).
III	Selecting sufficient numbers of women representatives to form core groups. Awareness raising on resource mobilization, hygiene education, team work, and organization building.
IV	Facilitating representative decisionmaking at community-based organization level by ensuring women office holders (at least 30 percent) on executive committees.
V	Women's involvement in participatory survey, self-analysis, and project-planning activities. Responsibilities for hygiene education.
VI	Self-help group formation with women representatives to ensure proper construction management.
VII	Involvement of women in planning and execution of facilities, maintenance, and hygiene education.
VIII	Involvement in other village development activities: savings and credit, home gardening and nutrition, tree planting for water source protection, and training and skills development for income generation.
IX	Emergence of a sense of ownership for village development, shared by men and women.

**Box 13: Key strategies of CWSSP**

- Use of *partner organizations*
- *Strategies* are first *tested* for sustainability, then replicated on a larger scale
- Women as *users and participants* in project management
- Women's participation promoted through *incremental steps*
- Involvement of *both men and women* for full community participation
- *NGOs* facilitate integration of gender

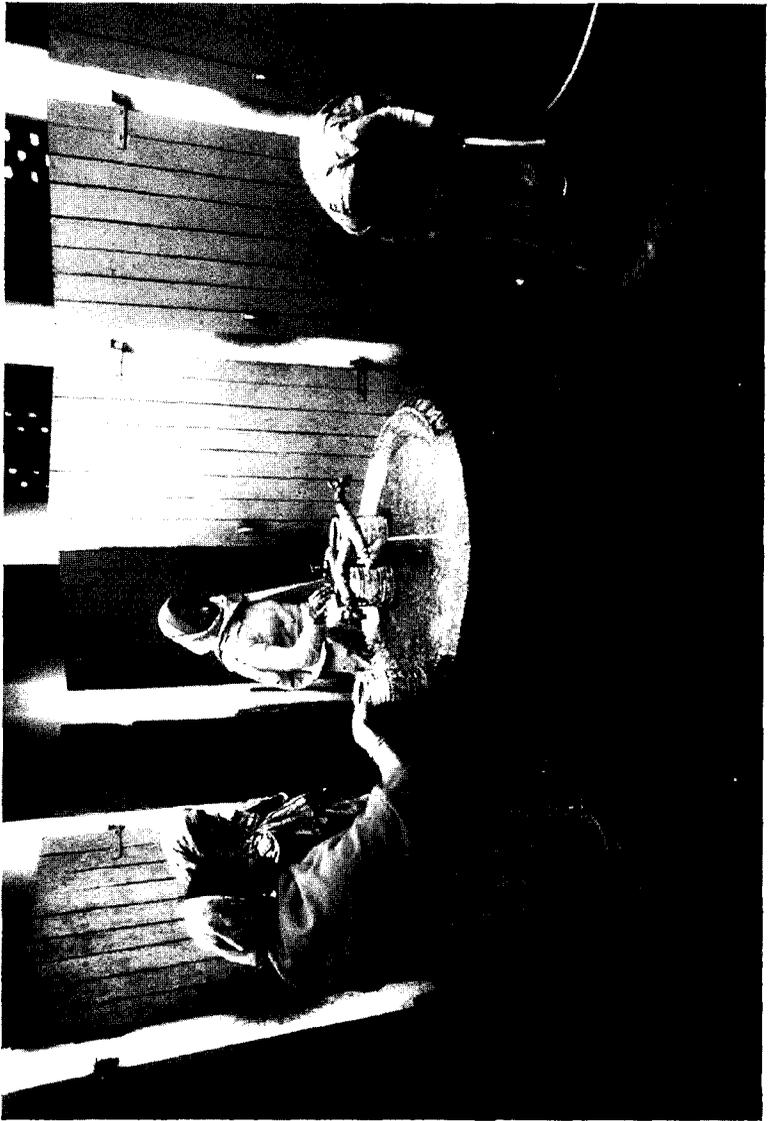
power relationships between men and women, individual perceptions about gender hierarchies, and changing gender roles in water and sanitation activities. The gender sensitivity of individual NGOs varies somewhat, and some have been found to be less gender-sensitive than others. Nevertheless, in general, their involvement has been catalytic in promoting attention to gender in the project.

*Impact on Women's Roles*

So far, the project has had a recognizable impact on women's role in society. Many young educated women in project villages who lacked employment

opportunities received training and have joined the project as community facilitators. Some have been elevated to the position of community project managers. These women are now skilled in community development, mobilization, and demand-based project management. They have also functioned as trainers under the project. Women community facilitators have proved more efficient than men community facilitators in conducting village-level group discussions and training.

In several villages, women have come together in groups to take up saving and income-generating activities. The CWSSP-led initiative to offer young engineers the opportunity to learn rural infrastructure development has been of particular benefit to women engineers. Of a total of twenty-two engineers in the project, eight are women. One of the three regional directors is also a woman. Among partner organizations, the gender ratio is 65:35, with women comprising 44 percent of community facilitators.





# Appendix 1: Where to Turn to for Advice

Several sources of expertise and information exist on gender issues in general and their incorporation in the water and sanitation sector in particular. These constitute a resource for task managers to tap when working on gender issues in water and sanitation. This chapter briefly lists some of the human resources both within and outside the Bank to which task managers can turn for advice and to supplement existing resources.

## A. Bank Staff Working on Water and Sanitation and Gender

Table 4 lists some Bank technical staff in water and sanitation with experience in gender issues as of June 1996. In addition, a network of gender coordinators has been established within each region of the Bank to ensure that gender is incorporated into all lending activities and analytical work. Different approaches have been used in different regions. Table 5 lists the gender contact persons in the World Bank as of March 1996.

**Table 4: World Bank staff with experience in water and sanitation and gender**

<i>Staff member</i>	<i>Unit</i>
<b>TECHNICAL GENDER SPECIALISTS</b>	
<i>UNDP-World Bank Water and Sanitation Program</i>	
Wendy Wakeman (Headquarters)	TWUWS
Gladys Aristizibal (Ecuador/Bolivia)	
Rekha Dayal (India)	
Karen Jacob (Philippines)	
Rose Lidonde (Kenya)	
Charles Pendley (India)	
Annie Savina (Côte d'Ivoire)	
<i>Others</i>	
Ayse Kudat	EMTEN
Julie Vilorio	ASTHR
Tauno Skytta	OEDD3
<i>Task Managers of Innovative Projects</i>	
Lea Donaldson	SA3EI
Xavier Legrain	SA1EI
K. Minatullah	Pakistan
Robert Roche	AF4IN

Table 5: Gender focal points in the World Bank<sup>31</sup>

<i>Staff Member</i>	<i>Unit</i>	<i>Staff Member</i>	<i>Unit</i>
<b>ASIA</b>		<b>LATIN AMERICA AND THE CARIBBEAN</b>	
<i>Regional Gender Coordinator</i>		<i>Regional Gender Coordinator:</i>	
Lynn Bennett	ASTHR	Aysegul Akin-Karasapan	LATSO
<i>Departmental Gender Coordinators:</i>		Maria Correia	LASLG
Regina Bendokat	SA1PH	Ana Maria Sant'Anna	LAMXC
Magda Khouzam	SA1CO	Constance Corbett	LASHC
Rashid Faruqee	SA2AN	Daniel Gross	LA1ER
Richard Skolnik	SA2PH	Elizabeth Waters	LASHC
Gallus Mukami	SA2AN	Eleanor Schreiber	LASHC
Jennie Litvak	EA1CO		
Ruth Kagia	EA1HR		
Haneen Sayed	EA3PH	<b>EUROPE AND CENTRAL ASIA</b>	
Nisha Agarwal	EA3CO	<i>Regional Gender Coordinator:</i> Kathie Krumm	ECAVP
Tamar Manuelyan	EA2CO	<i>Alternate:</i> Dominique Lallement	EC4IN
Julia Li	EA2CO	<i>WID Advisory Board:</i>	
<i>Honorary Gender Coordinators:</i>		Marcelo Selowsky	ECAVP
Barbara Herz	SA1PH	Kathie Krumm	ECAVP
Maria Clark	SA2PH	Dominique Lallement	EC4IN
<i>Resident Mission Gender Specialists:</i>		Kyle Peters	EA1CO
Meera Chatterjee	New Delhi	Jean-Jacques Dethier	EC2CO
Wahida Huq (agriculture)	Bangladesh	Helen Sutch	EC4C2
Milia Ali (education)	Bangladesh	Michal Rutkowski	EC3C2
Shirin Jahangeer (population and health)	Bangladesh	Ayse Kudat	EMTEN
Carla Bianpoen	Indonesia		
		<b>HUMAN CAPITAL DEVELOPMENT</b>	
<i>Gender Analysis and Poverty Team:</i>		<i>Gender Analysis and Policy Group/</i>	GAP/PSF
Lynn Bennett (team leader)	ASTHR	<i>Poverty and Social Policy Department:</i>	
Benu Bidani (labor and poverty)	ASTHR	Minh Chau Nguyen (manager)	
Carlos Cuevas (rural finance)	ASTHR	Michael Bamberger (senior sociologist)	
Pam Hunte	ASTHR	Ann Elwan (senior economist)	
Nandini Gunewardena (agriculture and NRM)	ASTHR	Monica Fong (human resources specialist)	
Maniza Naqvi (participation and microenterprise)	ASTHR	Shahidur Khandker (economist)	
Cecile Fruman (microenterprise)	ASTHR	Andrew Mason (human resources economist)	
		Parita Suebsaeng	
<b>AFRICA</b>		(manager, poverty/gender monitoring unit)	
<i>Regional Gender Coordinator:</i> Mark Blackden	AFTHR	Jacqueline Baptist (economist)	
<i>Departmental Gender Coordinators:</i>		Anjana Bhushan (sociologist)	
Ann Duncan, Vandana Chandra	AF1PH	Jo Bischoff (editor)	
Nathalie Johnson, Jacqueline Coolidge	AF2PE	Hussain Samad (research analyst)	
Eileen Murray, Elaine Hubert	AF3CO	Tara Vishwanath (economist)	
Elizabeth Morris-Hughes, Shiyan Chao	AF4PH		
Angelika Pradel, Mark Woodward	AF5PH	<b>OED</b>	
		Josette Murphy	OEDDI
<b>MIDDLE EAST EAST AND NORTH AFRICA</b>			
<i>Regional Gender Coordinator:</i> Roslyn Hees	MN1HR	<b>EDI</b>	
<i>Vice President's Office:</i> Marisa Fernandez-Palacios	MNAVp	Jerri Dell	EDIHR
<i>North Africa and Iran:</i> Meskerem Mulatu	MN1HR	Pietronella van den Oever	EDIHR
<i>Middle East:</i> Arun Joshi	MN2HR		

## B. Selected Agencies Working on Gender Issues in Water and Sanitation

Several agencies have special expertise in gender issues in water and sanitation. Some are listed below in alphabetical order, with brief descriptions of the resources they provide. For further information about local or regional NGOs with experience in gender and water and sanitation, Bank staff may also contact TWUWS field-based staff mentioned in Table 4 above.

*CD Resources, Inc.*

118 West 74th Street, Suite 2A  
New York, NY 10023 USA

Tel. 212-580-2263

This agency has "Libraries-to-Go," which includes a full-text CD-ROM data base on "Women, Water, and Sanitation: Impacts on Health, Agriculture, and Environment." It contains about sixty documents published from 1979 to 1989. It costs approximately US\$350, and the data base can be revised annually for a nominal charge.

*Canadian International Development Agency (CIDA)*

200, Promenade du Portage  
Hull, Quebec, Canada K1A 0G4

*Contact:* Marnie Girvan, Director, Women in Development and Gender Equity

Tel. 819-994-3256

Fax 819-953-6356

CIDA has several excellent resources: a reference collection on gender issues and community participation in the sector, a consultants roster containing about forty CVs; and several guidelines for project work.

*Danish International Development Agency (DANIDA)*

Ministry of Foreign Affairs  
Asiatisk Plads 2  
DK-1448 Copenhagen K, Denmark

*Contact:* Birgit Madsen, Women in Development (WID) Adviser

Tel. 45-33-92-00-00

Fax 45-31-54-05-33

DANIDA has developed guidelines for water sector policy supporting women's involvement at all levels, including design, construction, O&M, and management of facilities for water and sanitation. It has also developed a WID policy paper with a perspective up to the year 2000 and a strategy paper for enabling women to influence development and share its outcomes. According to its WID policy paper, DANIDA is to prepare a manual on why, when, and how to incorporate gender in projects, programs, and procedures. The manual is to include background materials, the gender policy paper, procedures, gender analysis training guidelines, case studies, operational checklists for incorporating gender in the respective sector policy guidelines and the project cycle, and guidelines on recruiting personnel.

*Environmental Health Project, U.S. Agency for  
International Development (USAID)*

1611 North Kent Street, Suite 300  
Arlington, VA 22209-2111, USA

Tel. 703-247-8730  
Fax 703-243-9004

The Environmental Health Project is a follow-up project that has replaced the erstwhile Water and Sanitation for Health (WASH) project. The WASH project was established in 1980 by USAID to provide technical assistance, guidance, materials, and methods for host governments, USAID missions and bureaus, and other agencies. The project's literature collection contains nearly 7,000 articles and reports on water and sanitation issues in developing countries, including a series of reports published during the WASH project on gender issues in the sector. Some of these are listed in the reference section of the tool kit.

*Finnish International Development Agency  
(FINNIDA)*

Department for International Development  
Cooperation  
Ministry for Foreign Affairs  
Katajanokanlaituri 3  
SF-00160 Helsinki, Finland

*Contact:* Irma-Liisa Pertunnen, Counselor,  
Coordinator in Cultural and Gender Issues

Tel. 358-0-13-41-51/358-0-13-41-64-27  
Fax 358-0-13-41-64-28

The strategy paper for Finland's development cooperation emphasizes the goal of gender equity and the systematic analysis and incorporation of gender. They have developed guidelines for rapid gender analysis (RGA) and several sectoral guidelines incorporating gender issues.

*The International Reference Centre for  
Community Water Supply and Sanitation (IRC)*

P.O. Box 93190, 2509 AD  
The Hague, The Netherlands

*Contact:* Christine van Wijk

Tel. 31-70-30-689-30  
Fax 31-70-35-899-64

The IRC, set up in 1968 under an agreement between the World Health Organization (WHO) and the Netherlands government, provides information and technology support for improving water and sanitation. It has published several documents on women, water, and sanitation, some of which are listed in the reference section of this toolkit. The IRC also holds workshops on water, sanitation, and gender issues.

*The International Secretariat for Water (ISW)*

48, Rue Le Royer Ouest  
Montreal, Quebec, Canada H2Y 1W7

Tel. 514-849-4262  
Fax. 514-849-2822

The ISW is a support and counseling bureau for the mobilization of local communities involved in freshwater resource management. Its main objective is to promote interaction among actors on the local, national, and international scenes to facilitate co-operation, exchange of know-how, and adaptation of partnerships to a variety of circumstances. It offers support services for the organization and animation of training seminars and international conferences, as well as the design and presentation of projects to funding organizations. Services are also available for the elaboration of communication strategies, translation and access to data banks. Bank staff can also contact the ISW for information about local NGOs with experience in water and sanitation and gender issues.

*The International Women's Tribune Center (IWTC)*

777 United Nations Plaza  
New York, NY 10017, USA

*Contact:* Anne Walker

Tel. 212-687-8633  
Fax. 212-661-2704

IWTC has published a collection of its newsletters on issues, activities, and resources on women, water, and sanitation needs. It contains background information, tools, brief case studies, and references.

*Kenya Water for Health Organization (KWAHO)*

P.O. Box 61470  
Nairobi, Kenya

*Contact:* Mrs. Margaret Mwangola,  
Executive Director

Tel: 254-2-557550/552405  
Fax: 254-2 543265

KWAHO's main objective is to assist local communities in improving their health by providing safe drinking water and adequate sanitation through their own efforts and at their own pace. It has been at the forefront of involving women in water and sanitation sector activities. In its projects, women help decide on the siting of wells and receive training in the construction, installation, maintenance, and repair of hand pumps. The organization has amassed useful experience in addressing gender issues in project design and implementation. KWAHO facilitates several types of gender activities in community-based projects. These include training of both women and men caretakers for O&M using the village-level O&M (VLOM) concept. KWAHO also facilitates income-generating activities that target mainly women's groups, with the aim of uplifting their standards of living.

*Netherlands Ministry of Foreign Affairs*

Directorate-General for International Cooperation  
(DGIS)  
P.O. Box 20061  
2500 EB  
The Hague, The Netherlands

*Contact:* Antoinette Gosses, Acting Director,  
Special Program for Women and Development

Tel. 31-70-348-66-04/64-70  
Fax 31-70-348-48-83

The Netherlands' government policy on women and development emphasizes the need for women's active involvement in development to increase economic independence and self-reliance. A specific objective is improving women's access to and control over production factors, services, and infrastructure facilities. Their water policy document emphasizes an integrated approach, the active participation of users, and economic and social sustainability.

*Norwegian Agency for Development Cooperation  
(NORAD)*

Nedre Vollgt. 5 P.O. Box 8034  
0030 Oslo 1, Norway

*Contact:* Unni Poulsson Kramer, Special Adviser  
on WID

Tel. 47-22-31-43-22  
Fax 47-22-31-44-01

NORAD has been giving more importance to the role of women in water supplies. It emphasizes the involvement of women in planning, implementation, and follow-up and educating both men and women in water and health issues. Several of NORAD's operational strategies, sectoral guidelines, economic analyses, and program manuals contain a gender perspective. It is currently developing a handbook for assessing sociocultural and gender-related aspects in NORAD-funded projects. NORAD's information division contains a collection of in-house and outside publications on gender, including a document surveying the gender literature available in NORAD's library.

*PROWWESS/UNDP World Bank Water and Sanitation Program*

The World Bank S4-133  
1818 H Street, NW  
Washington, DC 20433 USA

*Contact:* Wendy Wakeman

Tel. 202-473-3994

PROWWESS has published a number of documents on gender issues and community participation in the sector, some of which are mentioned in the list of references. Many of these publications are available free of charge.

*Swedish International Development Cooperation Agency (Sida)*

Birger Jarlsgatan 61  
S-10525 Stockholm, Sweden

*Contact:* Carolyn Hannan-Andersson, Gender Adviser

Tel. 46-8-698-51-65/50-00  
Fax 46-8-698-56-42

Through its 1984 water strategy, SIDA has emphasized people's, particularly women's, participation as essential to the sustainability of water and environmental health projects. Its strategy includes emphasis on simple technologies, social mobilization, women's membership in and election to officers' posts in water users committees, and training. SIDA has prepared several country gender analyses since the 1980s for partner countries and is now working on developing country strategies.

*United Nations Children's Fund (UNICEF)*

3 United Nations Plaza  
New York, NY 10017, USA

*Contact:* Margaret Karp

Tel. 212-702-7270  
Fax 212-702-7150

UNICEF works with governments in about 100 developing countries to help build community-based sector services. Recognizing that water supply alone does not suffice in achieving health improvements, in its programs UNICEF combines water supply, sanitation, and hygiene education as an integrated package. The agency's activities in the water and sanitation sector include provision of safe water for domestic use in rural and periurban areas. It provides support to projects around the world for installing water supply systems, including hand pumps, and sanitary waste disposal systems. It also supports studies on cost reduction and cost-effectiveness, time and energy devoted to water collection, and hygiene practices.

*United Nations Development Fund for Women (UNIFEM)*

304 East 45th Street  
New York, NY 10017, USA

*Contact:* Ilse Marks, Technical Officer

Tel. 212-906-6400  
Fax 212-906-6705

UNIFEM, which works in association with UNDP, provides direct financial and technical support in developing countries to low-income women who are striving to raise their living standards, including support for small-scale water projects for rural and urban poor women. It also funds activities that bring women into mainstream development decisionmaking.

*United Nations Development Programme (UNDP)*

1 United Nations Plaza  
New York, NY 10017, USA

*Contact:* Rosina Wiltshire, Manager, Gender in Development Program, Bureau for Policy and Programme Support

Tel. 212-906-5082  
Fax. 212-906-5857

UNDP chairs the United Nations Steering Committee for Cooperative Action, which leads the global initiative for accelerating the provision of water supply and sanitation services after the International Drinking Water Supply and Sanitation Decade (1981-90). Before and during the decade, UNDP included articles on water and sanitation issues in its quarterly publication *SOURCE*. It continues to treat the subject in its new quarterly magazine *CHOICES*. UNDP's Division of Information has several publications and audiovisual materials on water and sanitation for dissemination.

*United Nations International Research and Training Institute for the Advancement of Women (INSTRAW)*

P.O. Box 21747  
Santo Domingo, Dominican Republic

Tel. (809) 685-2111  
Fax (809) 685-2117

*Contact:* Martha Duenas Loza, Director

(or)

DCI-1106, United Nations  
New York, NY 10017, USA

Tel. 212-963-5684  
Fax 212-963-2978

INSTRAW, in collaboration with the International Labour Office/Turin Centre and United Nations Department of Technical Cooperation and Development, has prepared a multimedia training package, costing approximately US\$700, on women, water and sanitation. It contains five modules with transparencies and slides, covering the International Drinking Water Supply and Sanitation Decade and beyond; women's participation in planning, choice of technology, and implementation of sustainable water and sanitation projects; women's role in hygiene education and training activities for water and sanitation projects; women's involvement in management of water resources, water supply, and waste disposal; and evaluation and monitoring of water and sanitation programs, projects, and the role of women. Each module contains a user's guide, trainer's guide, text, additional reading, bibliography, key issue checklists for group work, and two evaluation forms.

A version of this training package is targeted at audiences lacking literacy. Using a participatory approach, the package consists of a trainer's manual, a set of ten modules for trainers, and eighty large drawings with simple captions.

INSTRAW has also issued a series of reports on training seminars, held in Kenya, Ethiopia, Sudan, Somalia, Thailand, Nigeria, and the Gambia, which explore the application of this and an earlier training package.

*WorldWIDE Network*

1331 H Street, NW, Suite 903  
Washington, DC 20005 USA

Tel. 202-347-1514  
Fax 202-496-0552

The WorldWIDE Network is focused on establishing a network of women concerned about environmental management and protection. It publishes an annual directory listing the names, addresses, interests, and expertise of women who participate in WorldWIDE's international network. It has also compiled over 200 success stories that formed the subject of a global assembly on women and the environment convened by WorldWIDE on behalf of UNEP in 1991.



## Appendix 2: Terms of Reference for Consultants

This chapter gives general terms of reference for a gender specialist in the water sector and specific terms of references for gender analysis during:

- Preparation and design phases
- Implementation phase
- Monitoring and evaluation.

The chapter presents samples of general terms of reference for gender experts hired at various stages of the project or business cycle. Task managers can adapt these to suit the particular country context in which they work.

### A. TORs for a Gender Specialist in the Water and Sanitation Sector

#### *Overall Responsibilities*

The gender specialist will ensure that gender issues are considered in project activities for urban/rural water supply and sanitation.

#### *Tasks*

##### *Preparation of sector plans*

The sector plans prepared for this assignment will form the basis for implementing the World Bank-assisted water supply and sanitation project. The specialist shall ensure that adequate attention is paid to gender in conducting all surveys and collection and analysis of demographic, physical, economic, and financial data to attain this objective.

The specialist will ensure that gender-disaggregated analysis is conducted on all of the following aspects in preparing the sector plans. Each sector plan will include:

- Description of the situation of both men and women with respect to the geographic, economic development, and demographic features of the area
- Summary of the gender-disaggregated health statistics for the project area
- Description of women's and men's roles in the current status of water supply, covering both physical provision, O&M, and institutional development.

#### *Implementation*

The specialist will conduct on-the-job site inspections and furnish periodic progress reports about implementation. She or he will report on the participation of men and women and recommend opportunities for them to participate in the following activities under the project:

- Planning
- Implementation
- Management
- Operation and maintenance
- Monitoring
- Training
- Community development.

She or he will recommend mid-course corrections in the design and implementation plan of the project, as required, to ensure the above.

#### *Report*

Within one month, the consultant will prepare a descriptive and analytical report presenting the main findings and suggesting appropriate options and recommendations.

## *B. TORs for Gender Analysis During the Preparation and Design Phases*

### *Overall Responsibilities*

The gender specialist will ensure that gender issues are appropriately considered during the project preparation and design phases. Areas of emphasis include data collection, determination of overall project objectives and activities, and gender-sensitive project design.

### *Tasks*

#### *Data collection*

The specialist will ensure that collected data are gender disaggregated. Sufficient data on gender issues should be gathered for appropriate project design. Data will be collected on such topics as:

- Government and agency policies on gender issues in general and water and sanitation in particular
- Summary of men's and women's status and roles in the project area, especially in activities relating to water and sanitation
- Inventory of existing community and NGO groups in the project area and men's and women's roles in each, including any women's organizations
- Previous experience with designing and implementing gender-sensitive water and sanitation projects in the project area or in similar areas in the country
- Women's and men's views on existing water and sanitation systems in the community.

#### *Project planning and design*

Based on the information collected, the specialist will work with community members and other project team members to determine priorities and project activities. A special effort should be made to incorporate the findings of gender analysis into the project design. In particular, the specialist is responsible for:

- Ensuring that project goals, objectives, processes, and activities are gender-sensitive and meet the needs and priorities of both village women and men.
- Identifying constraints to women's partici-

pation and developing strategies to minimize or eliminate them.

- Making adequate staff and budget provisions for women's as well as men's involvement, including plans for hiring women staff, especially if village women do not meet with men staff
- Developing a strategy for staff training in gender analysis (if staff have not yet been trained) and identifying community training needs related to women's involvement
- Where the project utilizes village committees, ensuring that project design provides for their constitution in a gender-sensitive manner, including creation of separate committees for women, if men and women will not meet together
- Ensuring that both women and men are involved in key project decisions, such as the choice of technology, service levels, arrangements for O&M, and cost recovery mechanisms.

#### *Report*

The consultant will prepare within one month a descriptive and analytical report presenting the main findings and suggesting appropriate options and recommendations.

## *C. TORs for Gender Analysis During the Implementation Phase*

### *Overall Responsibilities*

The gender specialist on the project implementation team is responsible for ensuring that gender-sensitive project design is well implemented. If gender was not addressed in the design, the specialist will propose a modification of the design during implementation. In particular, the specialist is responsible for:

- Developing a gender strategy for the project or refining the strategy developed during project preparation as needed
- Ensuring that project activities that involve women are carried out at times and locations convenient for women
- Hiring and supervising staff focusing on gender issues
- Conducting gender training sessions for the

sensitization of all staff

- Organizing community-level training as needed concerning participation and gender issues and specific training for women in skills needed for the project
- Working with other project staff and the community to develop and maintain an M&E system that includes gender-disaggregated data and data that provide indicators concerning women's and men's involvement
- Reformulating the project and making mid-course corrections as needed during implementation for better attention to gender, based on the results of monitoring
- Developing adequate information channels between village women and men and project and government staff

#### *Report*

Within one month, the consultant will prepare a report presenting the main findings and suggesting appropriate options and recommendations.

## *D. TORs for Gender Analysis During Monitoring and Evaluation*

### *Overall Responsibilities*

The gender specialist will be responsible for developing and implementing gender-sensitive M&E systems.<sup>32</sup> Gender issues will form an integral part of an overall M&E framework. In particular, the specialist is responsible for:

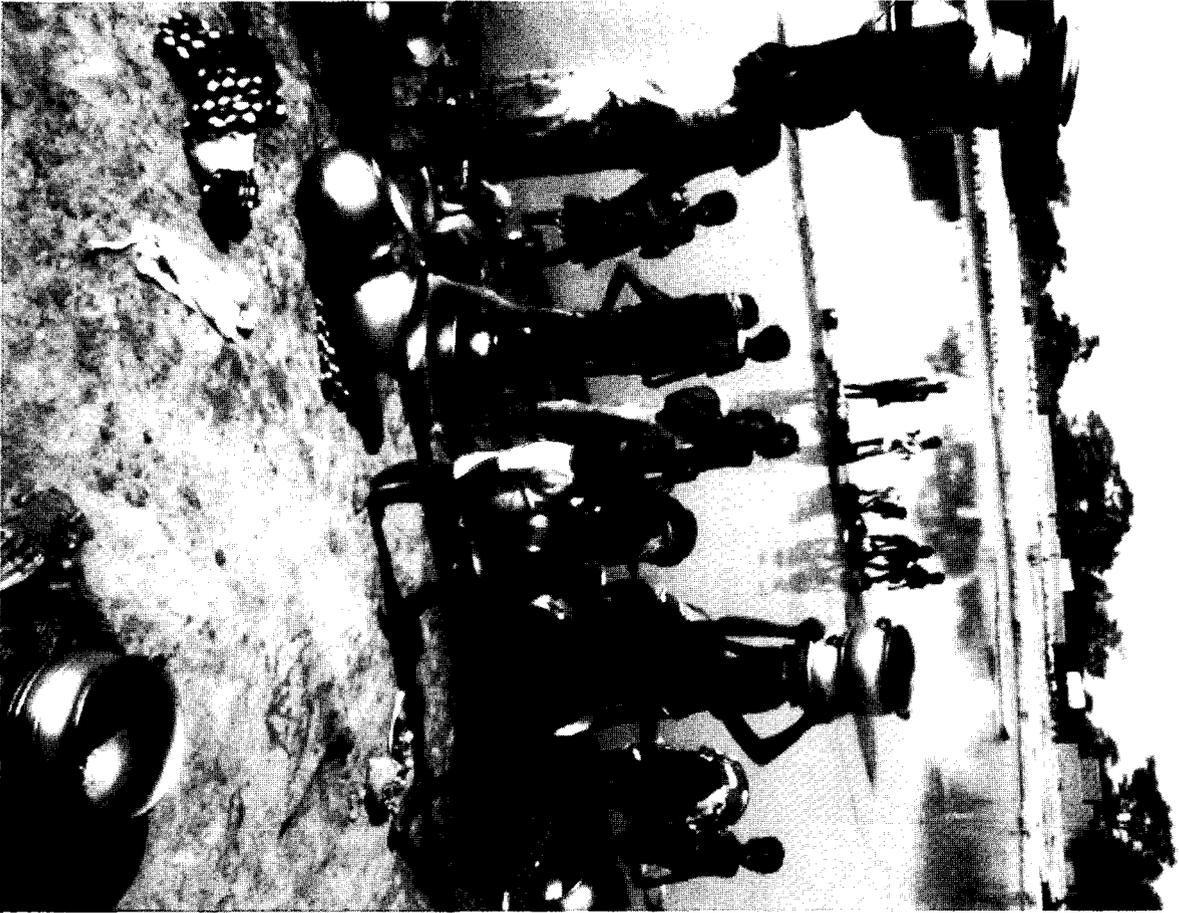
- Ensuring that the project's M&E system can provide gender-disaggregated data and indicators that can be used to measure the gender appropriateness of project activities. The system should be designed to provide staff and the community with timely information that can be used to adjust and reformulate the project in the course of implementation, if needed.
- Measuring the effects and impact of the project separately for women and men.
- Analyzing men's and women's participation in the project and their access to and control over management and resources. This includes assessing types of involvement:

decisionmaking, financial, participation on committees, management, maintenance, and so on. For example, how many women and how many men are on the committees and what roles do they play?

- Examining staff attitudes toward gender issues and how this affects project outcomes. Are staff supportive of gender issues? Have they received gender training? If so, what impact did this have? Should they receive additional or follow-up training?
- Assessing the training of men and women in maintenance, hygiene education, and other skill areas. What percentage of women as opposed to men were trained in each area? What were the benefits of the training? What could have been done differently? Is there any difference between the performance of women and men?
- Examining women's and men's roles in determining the type of technology chosen, the siting of facilities, and whether or not additional facilities such as washing and bathing facilities will be built.
- Involving community women and men in data collection and interpretation and in the design of the system(s).
- Organizing meetings, workshops, or both to inform project staff and communities of M&E findings.
- Identifying areas for further research.
- Analyzing additional benefits, such as gains in time that women and men derived from the project.
- How were these gains in time used—for economic or social purposes—and why? Did the project anticipate or plan for these uses?
- Analyzing additional costs in time or labor for men or women created by the project activities.
- Drawing lessons and providing recommendations for future projects.

#### *Report*

Within one month, the consultant will prepare a descriptive and analytical report presenting the main findings and suggesting appropriate options and recommendations.





<b>2. CANADA: Consultant Trust Fund (country specific)</b>	
<b>Eligibility of consultant</b>	Canadian nationals or landed immigrants Resident nationals of Canadian ODA-eligible countries (in conjunction with Canadian consultants)
<b>Maximum amount each assignment</b>	No restrictions
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	World Bank
<b>Eligible countries</b>	Funds currently earmarked for : China, Philippines, Egypt, Caribbean countries and South American countries (Bolivia, Colombia, Peru and Venezuela)
<b>Eligible sectors</b>	<b>No restrictions</b>
<b>Eligible assignments</b>	Short-term missions relating to the identification, preparation, appraisal, supervision and evaluation of Bank loans and credits including economic and sector work and other Bank operational activities
<b>CFSOC contact person</b>	Mr. Andrew Riordan (Q-5030)                      Ms. Parul Paka (Q-5053) Tel: 473-1228    Tel: 473-1220
<b>Govt. contact person</b>	Ms. Vivien Escott, Senior Program Manager International Financial Institutions, Multilateral Programs Branch Canadian International Development Agency (CIDA) 200 Promenade du Portage, Hull, Quebec, Canada K1A 0G4 Tel: (819) 994-3881                      Fax: (819) 953-5348  Mr. David Brown, Commercial Counsellor Office of Liaison with International Financial Institutions Embassy of Canada, 501 Pennsylvania Avenue, NW, Washington, DC 20001 Tel: (202) 682-7719                      Fax: (202) 682-7789
<b>Special notes</b>	The earmarked funds are managed by the Country Departments concerned. For use of the funds contact: China, Mr. D. Rix; Philippines, Ms. E. Jorgensen; Egypt, Mr. A. Bjorgung; Caribbean and South America, Mr. Robert Crown

<b>3. DENMARK: General Consultant Trust Fund</b>	
<b>Eligibility of consultant</b>	Danish nationals, local consultants
<b>Maximum amount each assignment</b>	No restrictions
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	(1) Short-term: Up to US \$100,000, World Bank Over US \$100,000, Government (2) Large studies: Government in principle
<b>Eligible countries</b>	OECD's DAC list countries (GNP per capita of up to \$2,695) and Kyrgyz Republic, Kazakhstan, Tajikistan, Turkmenistan and Uzbekistan
<b>Eligible sectors</b>	No restrictions. Particular attention given to environment, poverty alleviation, private sector development, <b>WID</b> , and technical training
<b>Eligible assignments</b>	(1) Short-term operational assignments in connection with economic and sector work, identification, appraisal and supervision of Bank-financed projects and programs, or other activities as may be agreed on (2) Large studies relating to economic and sector work and project planning
<b>CFSOC contact person</b>	Mr. Andrew Riordan (Q-5030)                      Ms. Parul Paka (Q-5053) Tel: 473-1228    Tel: 473-1220
<b>Govt. contact person</b>	Mr. Ole Blicher Olsen, Head of Procurement Division Mr. Sigurd Schmidt/ Mr. Peter B. Jensen Ministry of Foreign Affairs, DANIDA, 2 Asiatisk Plads DK-1448 Copenhagen K, Denmark Tel: (45-33) 92-00-00                      Fax: (45-31) 54-05-33

<b>4. NETHERLANDS: General Consultant Trust Fund</b>	
<b>Eligibility of consultant</b>	Dutch nationals Consultants of low- and middle-income member countries
<b>Maximum amount each assignment</b>	NLG 400,000
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	World Bank (priority given to short-term assignments not exceeding \$50,000)
<b>Eligible countries</b>	See Attachment I
<b>Eligible sectors</b>	See Attachment II
<b>Eligible assignments</b>	Feasibility or pre-feasibility studies, sector or sub-sector investment studies and sector or sub-sector assessment studies, etc.
<b>CFSOC contact person</b>	Mr. Andrew Riordan (Q-5030)                      Ms. Parul Paka (Q-5053) Tel: 473-1228    Tel: 473-1220
<b>Govt. contact person</b>	Mr. Marinus van Wier, First Secretary (Economic) Royal Netherlands Embassy 4200 Wisconsin Avenue, NW Washington DC 20016 Tel: (202) 244-5300                      Fax: (202) 966-0737
<b>Special notes</b>	(1) <b>Special allocation for WID-specialized consultants to be engaged in the preparation of projects which promote more active participation of women in the development (WID) process, or for sector studies related to the participation of WID process.</b> (2) Allocations made in Netherlands Guilders (NLG)

#### ***List of Eligible Countries (Attachment I)***

ASIA: Bangladesh, Bhutan, Cambodia, India, Kyrgyz Republic, Mongolia, Nepal, Occupied Territories, Pakistan, Sri Lanka, the Philippines, Vietnam and Yemen

AFRICA: Angola, Benin, Burkina Faso, Cape Verde, Egypt, Eritrea, Ethiopia, Ghana, Guinea-Bissau, Kenya, Mali, Mozambique, Namibia, Niger, Rwanda, Senegal, Somalia, South Africa, Sudan, Tanzania, Uganda, Zambia and Zimbabwe

LATIN & CENTRAL AMERICA: Bolivia, Costa Rica, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Netherlands' Antilles & Aruba, Nicaragua, Peru and Suriname

EUROPE: Albania, Armenia, Azerbaijan, Bulgaria, FYR Macedonia, Georgia, Moldova and Romania

#### ***List of Eligible Sectors (Attachment II)***

1. **No restrictions, but preference** to activities closely corresponding with major Dutch development policy goals. Environment-related activities excluded.

2. For most eligible countries, this means that the assignments preferable support the major goal of Dutch development assistance, i.e., poverty alleviation (e.g., activities that promote sustainable economic growth, equitable income distribution, the satisfaction of basic needs, **participation**).

3. For the following two categories of countries, the proviso about close correspondence to Dutch development policy goals will somewhat limit the use of funds.

- Dutch development policy in the following countries concentrates on emergency and humanitarian or reconstruction aid: Angola, Cambodia, Eritrea, the Occupied Territories, Somalia and Sudan.
- Dutch development policy in the following countries concentrates on institutional aid and macroeconomic support to stabilize and transform the economy: Albania, Armenia, Azerbaijan, Bulgaria, FYR Macedonia, Georgia, Kyrgyz, Moldova, Mongolia, Namibia, Romania, South Africa and Vietnam

<b>5. NETHERLANDS: Eastern &amp; Central Europe Consultant Trust Fund</b>	
<b>Eligibility of consultant</b>	Dutch nationals Local consultants (in conjunction with Dutch consultants; residency required)
<b>Maximum amount each assignment</b>	Up to NLG 1,000,000
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	Up to NLG 250,000: World Bank Over NLG 250,000: Government - requests channeled through CFSOC
<b>Eligible countries</b>	Belarus, Croatia, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Montenegro, Poland, Russia, Serbia, Slovak Republic, Slovenia, Ukraine
<b>Eligible sectors</b>	See Attachment
<b>Eligible assignments</b>	Preparation, appraisal, supervision of Bank-financed projects and programs for special studies
<b>Eligible assignments</b>	Mr. Myung-Kyu Lee (Q-5035)                      Ms. Jennifer Thomas (Q-5044) Tel: 473-1212    Tel: 473-1221
<b>CFSOC contact person</b>	Mr. Marinus van Wier, First Secretary (Economic) Royal Netherlands Embassy, 4200 Wisconsin Avenue, NW Washington DC 20016 Tel: (202) 244-5300                      Fax: (202) 966-0737
<b>Govt. contact person</b>	Mr. Loes de Maat, Senior Policy Advisor Directorate General, Foreign Economic Relations Ministry of Economic Affairs, P.O. Box 20101, 2500EC, The Hague, The Netherlands Tel: (31-70) 379-6437                      Fax: (31-70) 379-7361
<b>Special notes</b>	Allocations made in Netherlands Guilders (NLG)

**List of Eligible Sectors (Attachment)**

1. Land and Water Development: rainfed and irrigated agriculture; land reclamation, drainage, dredging, land reclamation; "polder" development, dams and dikes, coast protection; erosion control; coastal management systems; planning, design and construction of hydraulic works; flood control; tunnels and aqueducts.
2. Agriculture and Rural Development: agriculture sector and policy analysis; integrated rural development policy approach; food security and food production strategies; institutional and physical infrastructure; animal husbandry (dairy, poultry, pigs); distribution and marketing of agricultural products; rural extension services.
3. Harbor, Road and Transport Development: Harbor organization, management and construction; inland water transport; road engineering and maintenance; shipbuilding, airport planning.
4. Industrial Development: logistics and distribution systems; urban traffic systems and technology; telecommunications; shipbuilding and trucks; aerospace industry; chemical plants and equipment; food processing; packing.
5. Management Development: government, private sector, and semipublic management development
6. **Water Utilization and Environmental Development: water management systems; water quality control; aquatic eco-systems; energy efficiency; waste management; environmental impact assessment; environmental management (government and industry); drinking water supply; ground water identification; water purification, sanitation; solid and liquid waste disposal, waste recycling.**
7. Energy Development: renewable and rural energy, including wind and solar energy; exploration and exploitation of gas; power generation design and engineering; energy saving in industry.
8. Agro-Industrial Development: marine and inland fishing; processing.
9. Financial Services: banking services; insurance service; government regulations according to monetary policy id.; financial engineering; agricultural financing and credit; export financing; government debt trading.

<b>6. NETHERLANDS: Environment Consultant Trust Fund</b>	
<b>Eligibility of consultant</b>	No nationality restrictions
<b>Maximum amount each assignment</b>	No restrictions
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	World Bank
<b>Eligible countries</b>	See Attachment
<b>Eligible sectors</b>	<b>Environment-related</b> activities
<b>Eligible assignments</b>	Studies and technical assistance, activities related to the environment
<b>CFSOC contact person</b>	Mr. Myung-Kyu Lee (Q-5035)                      Ms. Jennifer Thomas (Q-5-44) Tel: 473-1212    Tel: 473-1221
<b>Govt. contact person</b>	Marinus van Wier, First Secretary (Economic) Royal Netherlands Embassy, 4200 Wisconsin Avenue, NW Washington, DC 20016 Tel: (202) 244-5300                      Fax: (202) 966-0737
<b>Special notes</b>	Allocations made in Netherlands Guilders (NLG)

***List of Eligible Countries (Attachment)***

ASIA: Aral Sea area, Bangladesh, Bhutan, India, Kyrgyz Republic, Mongolia, Nepal, Pakistan, Sri Lanka, the Philippines and Vietnam.  
 AFRICA: Benin, Burkina Faso, Cameroon, Cape Verde, Egypt, Ethiopia, Ghana, Guinea-Bissau, Kenya, Mali, Mozambique, Niger, Occupied Territories, Rwanda, Senegal, Sudan, Tanzania, Uganda, Zambia and Zimbabwe.  
 LATIN & CENTRAL AMERICA: Bolivia, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Netherlands' Antilles & Aruba, Nicaragua, Peru and Suriname.



<b>8. NORWAY: Special Studies Consultant Trust Fund</b>	
<b>Eligibility of consultant</b>	Norwegian nationals Nationals of borrowing member countries Other nationals (provided that the Bank will endeavor to select consultants from Norway and borrowing member countries)
<b>Maximum amount each assignment</b>	No restrictions
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	Up to \$100,000: World Bank Over \$100,000: Government - requests channeled through CFSOC
<b>Eligible countries</b>	IDA-eligible countries, priority given to Sub-Saharan Africa
<b>Eligible sectors</b>	Priority sectors: agriculture, natural resources management, education, health, and cross-sectoral issues (e.g., environment, poverty reduction, issues related to structural adjustment processes and <b>gender</b> )
<b>Eligible assignments</b>	Innovative and catalytic studies, workshops and pilot activities in connection with the Bank's work program
<b>CFSOC contact person</b>	Mr. Andrew Riordan (Q-5030)                      Ms. Parul Paka (Q-5053) Tel: 473-1228    Tel: 473-1220
<b>Govt. contact person</b>	Mr. Helge Semb, Chief Ms. Kari Hirth, Executive Officer Development Bank Division, Department of Multilateral Development Cooperation Royal Ministry of Foreign Affairs, Oslo, Norway Tel: (47-22) 343-991                      Fax: (47-22) 838-234  Mr. Asbjørn Lovbraek Office of the Executive Director, Rm. D-13-031 Tel (202) 458-1083                      Fax: (202) 477-6818
<b>Special notes</b>	Allocations made in Norwegian Kroner (NOK)

<b>9. SPAIN: General Consultant Trust Fund</b>	
<b>Eligibility of consultant</b>	Spanish nationals only
<b>Maximum amount each assignment</b>	\$25,000, maximum daily fee rate: US \$600
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	Up to US \$25,000: World Bank (on the basis of Government's no-objection) Over US \$25,000 & studies: the Government (deemed approved after 10 days) - requests channeled through CFSOC
<b>Eligible countries</b>	No restrictions
<b>Eligible sectors</b>	Energy generation, transport and distribution; industry, including agro- and forest industries; telecommunications; mining; <b>water supply &amp; sewerage; water treatment plants; urban solid waste</b> ; irrigation; urban transport; and health industry
<b>Eligible assignments</b>	Short-term operational assignments and studies
<b>CFSOC contact person</b>	Mr. Andrew Riordan (Q-5030)                      Ms. Parul Paka (Q-5053) Tel: 473-1228    Tel: 473-1220
<b>Govt. contact person</b>	Mr. Eduardo Melchior Embassy of Spain, 2558 Massachusetts Avenue, NW Washington, DC 20008 Tel: (202) 265-6704                      Fax: (202) 265-9478
<b>Special notes</b>	THIS TRUST FUND IS CURRENTLY INACTIVE AND BEING RENEGOTIATED

<b>10. SWEDEN (BITS): General Consultant Trust Fund</b>	
<b>Eligibility of consultant</b>	Swedish nationals Local consultants (applicable to short-term assignments only, not to special studies) on a case-by-case basis <b>Priority given to women consultants</b>
<b>Maximum amount each assignment</b>	(1) Short-term assignments: up to 40 working days (2) Special studies: up to US \$350,000 in principle Maximum daily fee rate: US \$750
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	Short-term assignments Up to US \$50,000: World Bank Over US \$50,000: Government - requests channeled through CFSOC Special studies Up to US \$80,000: World Bank in principle Over US \$80,000: Government - requests channeled through CFSOC
<b>Eligible countries</b>	Borrowing member countries in the low- or lower middle-income categories
<b>Eligible sectors</b>	No restrictions ( <b>highest priority</b> given to democracy, human rights and <b>Women in Development</b> )
<b>Eligible assignments</b>	Economic and sector work, studies, preparation, appraisal, supervision and evaluation of Bank-financed projects; Special studies (pre-investment and other studies, advisory services)
<b>CFSOC contact person</b>	Mr. Andrew Riordan (Q-5030)                      Ms. Parul Paka (Q-5053) Tel: 473-1228    Tel: 473-1220
<b>Govt. contact person</b>	Ms. Stina Mossberg, Head of Division              Mr. Bo Stenberg, Senior Trade Officer Mr. Johnny Andersson, Program Officer              Embassy of Sweden Economic Cooperation, Sida                              1501 M Street, NW, Washington, DC 20005 S-105 25 Stockholm, Sweden                              Tel: (202) 467-2600 Tel: (46-8) 728-5100    Fax: (202) 467-2699 Fax: (46-8) 249-290
<b>Special notes</b>	Under negotiation to increase approval authority for the Bank

<b>11. SWEDEN (BITS): Environment Consultant Trust Fund</b>	
<b>Eligibility of consultant</b>	Swedish nationals
<b>Maximum amount each assignment</b>	Maximum daily fee rate: US \$750
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	Up to US \$100,000: World Bank Over US \$100,000: Government - requests channeled through CFSOC
<b>Eligible countries</b>	Borrowing member countries with a GNP per capita not exceeding \$2,000
<b>Eligible sectors</b>	(1) Strengthening of <b>environmental policies</b> , institutions, information systems via investment or adjustment operations (2) Land use & management including land/resource surveys (3) Forestry projects having afforestation or prevention of deforestation as a major objective (4) Urban or industrial pollution control or <b>waste disposal</b> (5) Industrial pollution control w/ emphasis on improvement in production process
<b>Eligible assignments</b>	Technical assistance activities specifically addressing environmental aspects of projects initiated for financing by the Bank, and other activities to be agreed upon such as environmental health impact analysis
<b>CFSOC contact person</b>	Mr. Myung-Kyu Lee (Q-5003)                      Ms. Jennifer Thomas (Q-5045) Tel.: 473-1221    Tel.: 473-1212
<b>Govt. contact person</b>	Mr. Gunnar Pihlgren Director Ms. Ann Kampe/ Ms. Ingrid Sandstrom, Desk Officer Department of Technical Cooperation Swedish Board for Investment and Technical Support (BITS) Hamngatan 6, S-111 47 Stockholm, Sweden Tel: (46-8) 678-5000                      Fax: (46-8) 678-5050  Mr. Bo Stenberg, Senior Trade Officer Embassy of Sweden, 1501 M Street NW, Washington, DC 20005 Tel: (202) 467-2600                      Fax: (202) 467-2699

### 12. SWEDEN (BITS): Eastern Europe Consultant Trust Fund

<b>Eligibility of consultant</b>	Swedish nationals Local consultants (in conjunction with Swedish consultants)
<b>Maximum amount each assignment</b>	Maximum daily fee rate: US \$750 40 working days
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	Up to US \$50,000: World Bank Over US \$50,000: Government, requests channeled through CFSOC
<b>Eligible countries</b>	Belarus, Bulgaria, Croatia, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Macedonia, Poland, Romania, Russia, Slovak Republic, Slovenia, Ukraine
<b>Eligible sectors</b>	<b>No restrictions</b> (emphasis on environmental protection and infrastructure development)
<b>Eligible assignments</b>	Short-term operational assignments and technical assistance activities
<b>CFSOC contact person</b>	Mr. Myung-Kyu Lee (Q-5035)                      Ms. Jennifer Thomas (Q-5044) Tel: 473-1212    Tel: 473-1221
<b>Govt. contact person</b>	Mr. Peeter Horm, Deputy Director Central & Eastern Europe Department for Central and Eastern Europe, Sida, S-105 25 Stockholm, Sweden Tel: (46-8) 728-5100                      Fax: (46-8) 673-2141  Mr. Bo Stenberg, Senior Trade Officer Embassy of Sweden, 1501 M Street NW, Washington, DC 20005 Tel: (202) 467-2600                      Fax: (202) 467-2699

### 13. SWEDEN (SIDA): Environment Consultant Trust Fund

<b>Eligibility of consultant</b>	No nationality restrictions
<b>Maximum amount each assignment</b>	No restrictions
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence
<b>Approval authority</b>	World Bank
<b>Eligible countries</b>	IDA-only countries
<b>Eligible sectors</b>	Environmental works
<b>Eligible assignments</b>	Preparation of environmental action plans and environmental assessments <b>and other work related to the environment</b> in IDA-only countries
<b>CFSOC contact person</b>	Mr. Myung-Kyu Lee (Q-5003)                      Ms. Jennifer Thomas (Q-5045) Tel.: 473-1212    Tel.: 473-1221
<b>Govt. contact person</b>	Mr. Christer Holtsberg, Director Natural Resource Management Division Sida, S-105 25 Stockholm, Sweden Tel: (46-8) 728-5100                      Fax: (46-8) 612-0976
<b>Special notes</b>	The major portion of the funds under this CTF have been earmarked and allocated to Bank departments/divisions dealing with environmental work.

<b>14. SWITZERLAND: Special Studies Consultant Trust Fund</b>		
<b>Eligibility of consultant</b>	No nationality restrictions	
<b>Maximum amount each assignment</b>	No restrictions	
<b>Expenses covered by CTF</b>	Fees, Travel and Subsistence	
<b>Approval authority</b>	Government - requests channeled through CFSOC	
<b>Eligible countries</b>	IDA-eligible countries (priority countries: see attachment)	
<b>Eligible sectors</b>	No restrictions (priority sectors: see attachment)	
<b>Eligible assignments</b>	Special studies, training and workshops related to IDA activities	
<b>CFSOC contact person</b>	Mr. Andrew Riordan (Q-5030) Tel: 473-1228	Ms. Parul Paka (Q-5053) Tel: 473-1220
<b>Govt. contact person</b>	Ms. Kathryn Imboden, Chief Mr. Jean-Pierre Nyffeler, Economist Section for Economic Issues Federal Department of Foreign Affairs, 3003 Berne, Switzerland Tel: (41-31) 322-3574 Fax: (41-31) 324-1691	Mr. Caude Barras Assistant to the Executive Director Rm. E-1106 Tel: (202) 458-7050 Fax: (202) 477-9110
<b>Special notes</b>	This CTF is intended, in principle, for studies of a duration of 6 months to 2 years.	

***List of Eligible Sectors for the Priority Countries (Attachment)***

**WEST AFRICA:**

BENIN: Structural adjustment issues, health sector adjustment, literacy, restructuring of public enterprises  
 BURKINA FASO: Agriculture, forestry, environment, education—literacy, cottage industry, livestock development, rural development  
 CHAD: Health, agriculture (rural development, vocational training), environment  
 MALI: Public health, forestry and environment, **water**, vocational training, informal sector, land use management, decentralization  
 NIGER: Hydraulic, national resources, forestry, environment, micro-realizations

**EAST AFRICA:**

BURUNDI: Cottage industry  
 MADAGASCAR: Health issues  
 MOZAMBIQUE: Public expenditure review, revenue mobilization, decentralization, financial sector adjustment, health (especially financial issues/cost recovery)  
 RWANDA: **Water** (involvement with groups and local organizations [NGOs])  
 TANZANIA: Health sector, rural roads and transport/travel, community development, sociocultural issues related to poverty alleviation

**LATIN AMERICA:**

BOLIVIA: Agriculture, national resources, adjustment issues, small-scale industry, issues related to social investment fund  
 NICARAGUA: Agriculture, **drinking water and sanitation issues**, vocational training, environment and natural resources, issues related to social investment fund

**SOUTH & CENTRAL ASIA:**

BANGLADESH: Small industry promotion and credit, rural infrastructure (private sector integration), health sector  
 INDIA: Financial sector issues, savings and rural credit issues, sericulture (for example, research assessment), national livestock policy, small industry promotion  
 PAKISTAN: Small industry promotion, agriculture and forestry and sustainable land use in NWFP  
 FSU IDA-ELIGIBLE COUNTRIES: All activities

**EAST ASIA & HIMALAYAS:**

BHUTAN: Forestry, primary education  
 LAOS: Formal education  
 NEPAL: Small-scale industry promotion and credit, labor market analysis, health sector, rural infrastructure, road sector, vocational/technical education  
 VIETNAM: Forestry and environment, formal education

**MEDITERRANEAN REGION:**

EGYPT: Activities related to the social fund

### **Eligible Sectors for Other IDA Countries**

*Human Resources:* basic health services, cost recovery, AIDS prevention, basic education

*Environment:* biodiversity protection, **waste management**, renewable energy—efficient use of energy

*Transport and Infrastructure:* SSATP road maintenance initiative, **UNDP-World Bank Water & Sanitation Program**, rural transport

*Macroeconomics and Structural Adjustment:* public expenditure review work in concentration countries, civil service reform, fiscal policy (resource mobilization), support for east African cross-border trade and investment initiative, exchange rates issues, market access for commodity producers, training, regional integration

*Poverty and Social Policy:* poverty impact of structural adjustment programs, poverty-conscious restructuring of public expenditures, poverty assessments, monitoring/data collection issues and activities

*Financial Sector:* financial sector adjustment issues, savings mobilization, rural credit issues, including issue of long-term credit, training, private credit systems for micro-enterprise financing

*Industry:* privatization, promotion of private sector support institutions (e.g., small industry promotion), promotion of privatization mechanisms/instruments

*Agriculture:* sustainable land use, particularly in rainfed hillside and mountain agriculture, Sub-Saharan Africa (desertification), crop protection—integrated pest management and biological control in food crops, commodity programs—food crops, national program level and regional collaborative programs (networks), biodiversity/ biotechnology (policy issues, capacity building), in-situ and ex-situ conservation strategies for food crops, plant genetic resources policy (including farmers' rights, intellectual property rights issues), livestock production in mixed agriculture, livestock production systems

*Cross-sectoral Priorities:* gender-balanced agriculture development, institution-building in agri-research (national programs, regional networks), extension (extension-research linkages, extension concepts, strategies, institutional aspects), farmer participation, **empowerment**

## B. Other Funding Sources

<b>15. Fund for Innovative Approaches in Human and Social Development (FIAHS)</b>	
<b>Nature and purpose</b>	To improve the quality of Bank operations in areas that are yet to be mainstreamed through: 1. Operational support for <b>participation and social assessments</b> 2. In-house capacity building.
<b>Amount</b>	Total US\$750,000, average request for support about US\$20,000-30,000.
<b>Expenses covered</b>	Expenses such as: 1. Travel, fees, workshop costs 2. Matching resources up to two years for incremental positions for staff and long-term consultants who are social scientists or have appropriate technical skills.
<b>Managed by</b>	PSP, in consultation with Environment Department.
<b>How to apply</b>	Requests from division chief or higher, or resident representative, to Mr. Ishrat Husain, director, PSP, copied to Mr. Aubrey Williams, PSP, and Ms. Gloria Davis, Social Policy and Resettlement Division, Environment Department. Requests should be limited to three pages and include information on proposed activities, name MOC of requesting unit, task manager's name, expected outputs and timing, and projected costs and financing plan.
<b>Special notes</b>	1. Matching funds required from participating departments. Trust funds are not acceptable as matching funds. 2. Successful applicants are required to document use of funds and report to PSP with a summary of outputs within sixty days of completing the proposed activity. 3. Proposals should not be for work covered under existing budgets. 4. It is expected that, as they become mainstreamed—ideally over a two-year period—initiatives funded by the fund will become fully financed from regular regional budgets.

<b>16. Institutional Development Fund (IDF)</b>	
<b>Nature and purpose</b>	Provides grants to strengthen institutional capacity to formulate national policy in the Bank's areas of special operational emphasis. Provides a quick response instrument for funding small, action-oriented schemes identified during, and closely linked to, the Bank's economic and sector work (ESW) and policy dialogue.
<b>Amount</b>	1. For IDF Committee, ceiling of US\$500,000 2. For regions, ceiling of US\$200,000.
<b>Expenses covered</b>	Institutional development activities in the Bank's areas of special operational emphasis: <b>poverty reduction</b> and human resource development, <b>environmentally sustainable development</b> , private sector development.
<b>Managed by</b>	1. IDF Committee, which allocates a portion of the IDF funds to individual grants, each limited to US\$500,000. 2. Regions receive their allocations from the president and have their own procedures for approving grants, subject to a ceiling of US\$200,000.
<b>Special notes</b>	1. Recipients are expected to demonstrate commitment by contributing to costs of activities funded by IDF grants other than staff salaries or office space costs. 2. Eligible activities financed must be completed within two years and executed by the recipient government with the help of local or international consultants or executing agencies. 3. The fund <b>supports gender-related institutional development</b> in Iran, Tunisia, and Chile.

### 18. Policy and Human Resources Development Fund

<b>Nature and purpose</b>	To support technical assistance for project preparation expected to be financed by the Bank and IDA.
<b>Amount</b>	The fund averages about US\$150 million a year. Approved grant sizes range from US\$150,000-\$1 million, averaging US\$700,000.
<b>Expenses covered</b>	1. Consultants—both foreign and local—individuals, and firms 2. Equipment, if required to carry out the technical assistance and the recipient government is not in a position to supply it.
<b>Priority sectors</b>	Infrastructure, <b>environment</b> , private sector development, primary education, <b>women in development</b> , population and public resource management. Priority also to proposed projects likely to receive cofinancing from Japanese and other sources.
<b>Managed by</b>	The fund is financed by Japan. In the Bank, it is administered by: Albert Howlett, x31214, Fund Administrator Cofinancing and Financial Advisory Services (CFS) Department
<b>How to apply</b>	Proposals for funding are processed biannually, in mid-September and mid-March. Task managers should submit proposals in the given format to the regional cofinancing coordinator. Final proposals are submitted to the Japanese authorities through the CFS Department.
<b>Special notes</b>	The Policy and Human Resources Development Fund, financed by Japan, is the largest single-donor fund, providing grants in semiannual installments.

### 19. Country Operations Support Facilities (COSFs), Asia and Africa Regions

<b>Nature and purpose</b>	To support the efforts of country departments in Asia and Africa regions to <b>integrate gender</b> in upstream policy and analysis work (participatory assessments [PAs], CASs, and ESW), and project preparation. To improve <b>gender sensitivity</b> in Bank work and <b>involve women</b> stakeholders in project design and implementation.
<b>Expenses covered</b>	<ul style="list-style-type: none"> <li>• Full-time local gender staff members at resident missions</li> <li>• Local capacity building</li> <li>• Strengthening linkages between government institutions and successful NGO programs</li> <li>• Gender-awareness building, training, and workshops</li> <li>• Consultation workshops</li> <li>• Seed funds for innovative pilot projects</li> <li>• Social assessments</li> <li>• Regionwide thematic or country-level gender issue papers, information sheets, and statistical analysis</li> <li>• IEPS-final executive project summary (FEPS) reviews.</li> </ul>

### 20. Project Preparation Facility (PPF)

<b>Nature and purpose</b>	To support activities required to complete project preparation.
<b>Expenses covered</b>	Feasibility studies, design work, technical assistance, provision of goods and works (office space, equipment, and transportation) required to complete project preparation.
<b>Managed by</b>	Country department directors
<b>How to apply</b>	Task managers should send requests, through division chiefs, to the country department director, indicating the purpose, items to be financed, and expected refinancing date of the PPF (when the project loan becomes effective).
<b>Special notes</b>	The PPF advance becomes effective on the date of countersignature by the borrower. Before requesting a follow-up PPF, the task manager should ensure that earlier advances have been disbursed or committed.

## Appendix 4: Selected References

The last decade and a half has produced a wealth of articles and publications on gender issues in the water and sanitation sector. These constitute a valuable resource for task managers in planning and implementing projects with a gender focus in this sector. A list of selected references is given below.

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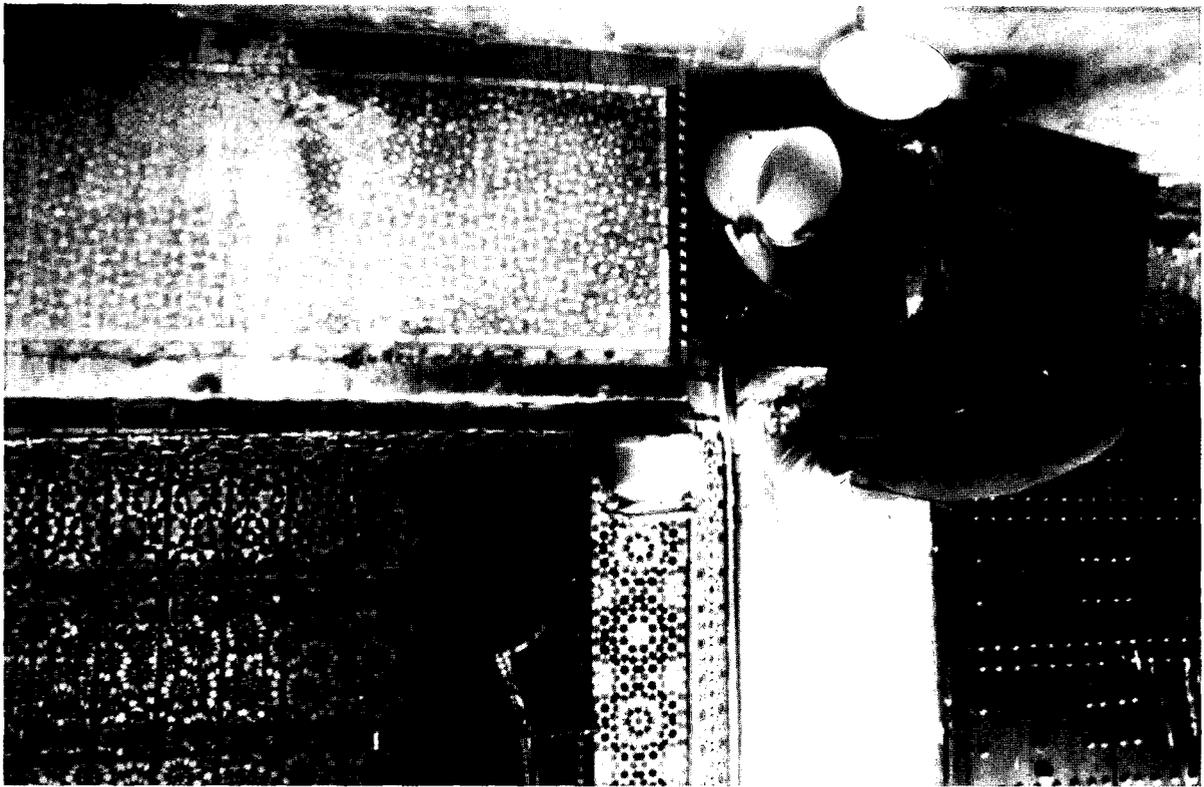
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## Appendix 5: Learning Tools

Gender analysis is a powerful tool for planning, design, and evaluation. It is also a tool for raising people's awareness about gender differences in roles, access and control over resources, and distribution of benefits. Although much work has been done on gender analysis at the international, national, and program levels, participatory *tools* that actively engage people in ways that raise their awareness of gender issues have been relatively lacking. This section gives brief descriptions of some participatory gender analysis tools for use at the community and agency levels.

It is important that gender issues be analyzed by local people themselves with tools that they can themselves use. At the same time, agency staff should also become aware of gender issues and meaningfully incorporate them in policies and programs. Participatory tools such as those described here have been used by communities to enhance their capacity to initiate and manage change and by agency staff to undertake gender analysis and apply findings to planning, implementation, and evaluation.

### A. Principles of Participatory Gender Analysis

The underlying premise of these participatory gender analysis tools, based on the SARAR methodology,<sup>34</sup> is that people are their own most valuable resource and that development aims to fulfill human potential and draws strength from working in groups. At the community level, it is important to create and sustain a positive learning environment, in which people feel free to express themselves, make mistakes, and speak up without fear of being wrong—especially when working with poor and marginal groups and, in most societies, with women. It is usually effective to begin with groups separated

into women and men, especially in the early stages. At the agency level, it is important to create small groups that mix individuals across gender, status, and discipline.

### B. Participatory Tools and Exercises

Visual materials that reflect local reality help overcome class and literacy barriers at the community level. At the agency level, the use of visual materials helps staff break away from writing and other familiar ways of doing things, stimulating greater creativity. It helps lower interpersonal and status barriers and creates openness to working together across disciplinary specializations.

Almost all materials can be used in a participatory or nonparticipatory way. It is important to use innovative, visual materials to empower local people rather than merely to extract information from communities for external planning purposes. In participatory activities, the facilitator keeps a low profile after introducing the task or activity. Tasks are open-ended to allow local perspectives, beliefs, values, and reality to emerge, rather than being focused on trying to elicit the "one correct" answer.

The following is a selected list of participatory exercises and tools for gender analysis that can be used at the community level with groups of men, women, and children after being pictorially and substantively adapted to the local context. More detailed descriptions of the materials and how to use them can be found in a series of PROWWESS/World Bank publications.<sup>35</sup>

- A. *Gender analysis: access to resources.* This exercise uses three large drawings of a man, a woman, and a couple with fifteen to twenty

cards depicting resources and possessions owned by local community members to elicit discussion and in the process collect information, raise awareness, and learn how access to and control of household and community resources varies according to gender.

man, woman, village leader, official, water committee, and extension worker—made what decision. Giving men and women different colored chips with which to vote brings out differences between men's and women's perceptions of who makes decisions.

- B. *Task analysis and role flexibility by gender.* As in the previous exercise, this one uses three large drawings of a man, a woman, and a couple with twelve to fifteen cards depicting daily household and community tasks. The purpose is to elicit discussion and in the process collect information, raise awareness, and learn how household and community tasks are distributed according to gender and how much role flexibility exists by gender. When used together with the previous activity, it can dramatically show that, whereas men control most of the resources, women do many of the burdensome tasks.
- C. *Women's lives: needs assessments.* This exercise uses several cards depicting women performing various daily tasks that participants categorize by degree of difficulty. Its purpose is to elicit discussion and in the process collect information, raise awareness, and learn about the priority needs of women, based on their different tasks, concerns, and responsibilities. The same activity can be repeated with cards depicting men performing various activities to analyze men's needs.
- D. *Gender analysis of poverty.* In this exercise, participants use cards depicting different possessions and categorize the likelihood of owning them by economic status (using the three labels "rich," "average," and "poor") and by sex of household head. The exercise helps participants determine what poverty means in a particular community and enables them to decide which community members should be targeted for assistance.
- E. *Evaluation of gender differences in decisionmaking.* This exercise encourages and stimulates people to understand and evaluate the decisionmaking process and their participation in it. Participants discuss cards depicting key decision points or factors within a water supply project—site selection, construction, design, fee collection, maintenance, and technology choices. They then vote on who—a

## 6

# Appendix 6: World Bank Projects in Water and Sanitation with Gender-Related Actions

Project	Explicit Gender Objectives	Women as Beneficiaries
<b>FY 1995</b>		
<b>Azerbaijan:</b> Greater Baku Water Supply Rehabilitation Project (CR 2751 US\$61.0 million) TM: Donaldson (EC3IV)		<ul style="list-style-type: none"> <li>• Reduces women's burden and saves them time through improved service delivery</li> </ul>
<b>Malawi:</b> National Water Development Project (CR 2753 US\$79.2 million) TM: Shepherd (AF1C3)		<ul style="list-style-type: none"> <li>• Improves the lot of women through better access to safe water</li> </ul>
<b>Senegal:</b> Water Sector Project (CR 2759 US\$100.0 million) TM: Janssens (AF5IN)		<ul style="list-style-type: none"> <li>• Time and energy savings for women</li> </ul>
<b>Turkey:</b> Antalya Water Supply & Sanitation Project (LN 3893 US\$100.0 million) TM: Gomez (EC1IN)		<ul style="list-style-type: none"> <li>• Positive gender impact from better water availability</li> </ul>
<b>Zambia:</b> Urban Restructuring & Water Supply Project (CR 2725 US\$33.0 million) TM: Beardmore (AF1C2)		<ul style="list-style-type: none"> <li>• Time savings for women and children</li> </ul>
<b>FY 1994</b>		
<b>Algeria:</b> Water Supply & Sewerage Rehabilitation Project (LN 3743 US\$110.0 million) TM: Rodriguez (MN1PI)		<ul style="list-style-type: none"> <li>• Improves welfare of women and children through better availability of cleaner water</li> </ul>
<b>Benin:</b> Rural Water Supply & Sanitation Project (CR 2622 US\$9.8 million) TM: Verspyck (AF4IN)		<ul style="list-style-type: none"> <li>• Time savings for women and girls</li> <li>• Develops women's skills in decisionmaking and management</li> </ul>

*Note:* The information presented here has been taken from the Staff Appraisal Reports of the concerned projects. Equally crucial as gender-responsive project design is ensuring that gender-related strategies that are included in the design of projects are actually implemented on the ground with the active participation of community men and women.

Women as Participants	Targeted Actions	M&E Indicators	Others
	<ul style="list-style-type: none"> <li>During social assessment, discussions with two major NGOs representing vulnerable groups and women strongly indicated full beneficiary support for the project</li> </ul>	<ul style="list-style-type: none"> <li>Includes qualitative indicator on structure and composition of active community organizations, including women's groups, under demonstration component</li> </ul>	<ul style="list-style-type: none"> <li>Social assessment conducted before project formulation</li> <li>SAR contains section on poverty and gender impact</li> </ul>

- NGOs will ensure women's participation in village-level mobilization and planning
- Several committee members, usually women, will be trained to perform all routine maintenance and repair
- Women are the primary target of mobilization process, since their contributions will determine the sustainability of cost recovery mechanisms
- Women's involvement in key positions

Project	Explicit Gender Objectives	Women as Beneficiaries
<b>FY 1994</b>		
<p><b>Ghana:</b> Community Water &amp; Sanitation Project (CR 2604 US\$22.0 million) TM: Roche (AF4IN)</p>	<ul style="list-style-type: none"> <li>• Addresses social and equity issues and poverty</li> </ul>	<ul style="list-style-type: none"> <li>• Time savings, improved health, and reduced work burden for women and girls</li> <li>• Develops women's skills in decisionmaking and management</li> </ul>
<p><b>Guyana:</b> Water Supply Technical Assistance &amp; Rehabilitation Project (CR 2559 US\$17.5 million) TM: Njomo (LA3EU)</p>		<ul style="list-style-type: none"> <li>• Time and energy savings and reduction of injuries and fatalities during water collection for women and children</li> </ul>
<p><b>Morocco:</b> Fifth Water Supply Project (LN 3665 US\$160.0 million) TM: Ben-Slimane (MN1PI)</p>		<ul style="list-style-type: none"> <li>• Time savings to women</li> <li>• Indirect effect on girls' schooling</li> </ul>
<p><b>Uganda:</b> Small Towns Water &amp; Sanitation Project (CR 2583 US\$42.3 million) TM: Tschannerl (AF2EI)</p>	<ul style="list-style-type: none"> <li>• Alleviate poverty and improve the lot of women</li> </ul>	<ul style="list-style-type: none"> <li>• Lessens women's traditional health and child care burden and saves time for income generating activities</li> </ul>
<b>FY 1993</b>		
<p><b>India:</b> Karnataka Rural Water Supply &amp; Environmental Sanitation Project (CR 2483 US\$92.0 million) TM: Oblitas (SA2AW)</p>		<ul style="list-style-type: none"> <li>• Time savings for women</li> </ul>

Women as Participants	Targeted Actions	M&E Indicators	Others
<ul style="list-style-type: none"> <li>• SAR identifies women and women's groups among stakeholders at community level</li> <li>• Women have assumed responsibility for payment of water tariffs and maintenance of pumps</li> <li>• Women and minority group involvement will be ensured in planning</li> <li>• Two women trained and working on team of 3 resident community volunteers for hygiene education</li> <li>• Percent of pump operators are women; project will train and employ them at all levels</li> <li>• Public information campaigns about economic independence for women and training and employment opportunities, especially for women</li> </ul>	<ul style="list-style-type: none"> <li>• Village women are the primary target for hygiene education</li> <li>• Training programs under HRD component specifically aim to recruit women for O&amp;M and technical scholarships</li> </ul>	<ul style="list-style-type: none"> <li>• Community management: community members, including women and minorities, decide the type of system they want and how to manage it</li> </ul>	<ul style="list-style-type: none"> <li>• SAR has section on impact on women and children</li> </ul>
<ul style="list-style-type: none"> <li>• Particular attention to involving women during mobilization phase in town implementation process</li> <li>• Adequate representation of women during community problem identification exercise</li> <li>• Preferably a woman caretaker will be appointed by committee for repairs, maintenance, sanitation, and hygiene extension</li> <li>• Extension staff should include men and women</li> <li>• TORs for data collection for project design include WID</li> </ul>	<ul style="list-style-type: none"> <li>• Extension staff will initiate women's mobilization through specifically targeted group activities</li> <li>• Strongly recommends that at least half the members of WSCs/WUAs should be women</li> </ul>		
<ul style="list-style-type: none"> <li>• Lesson learned from other projects: the benefits derived from involving women as primary participants</li> <li>• Women as members of village committees</li> <li>• Uses women's groups to promote latrines and health communication</li> <li>• Women involved in deciding on siting of standposts and water supply hours</li> </ul>	<ul style="list-style-type: none"> <li>• Special studies during pilots on how to promote women's role</li> <li>• Tests approaches during pilot scheme for women's group formation, and women's involvement in O&amp;M and health communications</li> <li>• Trains women as handpump caretakers</li> <li>• State-level training advisory committee includes director for Women and Child Development</li> </ul>		<ul style="list-style-type: none"> <li>• Beneficiary assessments on community participation and women's activities</li> <li>• Impacts on low income groups, tribes, and women</li> <li>• Number of women involved in village committees and O&amp;M</li> </ul>

Project	Explicit Gender Objectives	Women as Beneficiaries
<b>FY 1993</b>		
<p><b>Indonesia:</b> Water Supply &amp; Sanitation for Low Income Communities Project (LN 3629 US\$80.0 million) TM: Barnum (EA3PH)</p>	<ul style="list-style-type: none"> <li>• WID objectives main-streamed throughout the project</li> </ul>	<ul style="list-style-type: none"> <li>• Especially beneficial for women's productivity, health, privacy, time savings, enhanced role and capability, and participation</li> </ul>
<p><b>Paraguay:</b> Third Rural Water Supply &amp; Sanitation Project (LN 3519 US\$23.0 million) TM: Moreno-Pineda (LAIU)</p>	<ul style="list-style-type: none"> <li>• Improves rural productivity and health, particularly of women and children, by expanding access to potable water and environmental sanitation facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Positive and direct impact on rural women's quality of life and productivity through time and energy savings, improved health, and cleaner environment</li> <li>• Enhances self-esteem and status of women</li> </ul>
<p><b>Sri Lanka:</b> Community Water Supply &amp; Sanitation Project (CR 2442 US\$24.3 million) TM: Minnatullah (SA1IN)</p>	<ul style="list-style-type: none"> <li>• Enhances women's productivity and well-being</li> <li>• Improves women's involvement in planning and O&amp;M</li> </ul>	<ul style="list-style-type: none"> <li>• Women are the main beneficiaries through accrual of time savings</li> </ul>

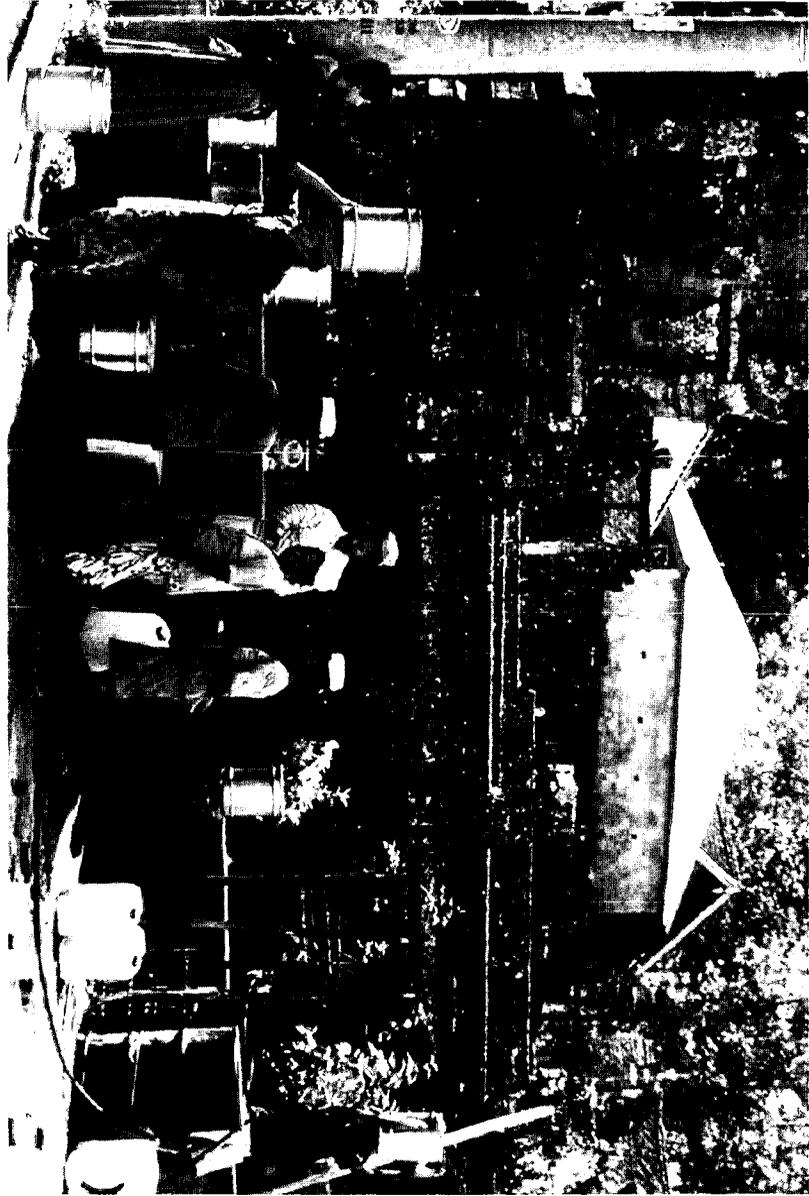
Women as Participants	Targeted Actions	M&E Indicators	Others
<ul style="list-style-type: none"> <li>• Women's role promoted through pilot schemes in five key areas: training in planning and implementation, hygiene education, O&amp;M, gender study for project staff and community leaders, skill and management training for income generation in operation of facilities</li> <li>• Women's representation in all subcommittees</li> <li>• Where PKK groups are active, women to take lead in village committee formation and implementation</li> <li>• Trains women in both mixed and separate groups</li> <li>• Trains and assists WUAs, especially women, in managing O&amp;M and other resource mobilization activities</li> </ul>	<ul style="list-style-type: none"> <li>• Community self survey and analysis includes gender</li> <li>• Project's national expert group includes gender specialist</li> <li>• Training in participatory techniques focusing on village women and community-based organizations</li> <li>• Meetings with women for preparation</li> <li>• Technical assistance includes women in development and women's KAP studies</li> <li>• Women's decisionmaking role in health education component</li> <li>• Health education by trained village women and men, focused on women</li> <li>• Technical support service for women</li> <li>• Links with other gender-based aspects of Bank-supported projects in the country</li> </ul>	<ul style="list-style-type: none"> <li>• Time savings for women</li> </ul>	<ul style="list-style-type: none"> <li>• SAR includes section on role of women</li> <li>• Assurances obtained from government to provide training and pilot schemes to enhance women's role</li> </ul>
<ul style="list-style-type: none"> <li>• Gender issues in baseline surveys and project proposals</li> <li>• Recruitment of women to CWSPU</li> <li>• Includes gender issues in all training</li> <li>• Special efforts to involve women in community discussions</li> <li>• Income-generating activities for women</li> <li>• Potential partner organizations identified include women's NGOs</li> <li>• Community surveys during planning</li> <li>• Organizes small women's groups</li> <li>• Home visits with women</li> <li>• Reduces child care and health service-related barriers to women's participation</li> <li>• Village-based women's organizations for credit, training, extension, and project monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional reform aims for women's full participation at all levels in sector institutions</li> </ul>	<ul style="list-style-type: none"> <li>• M&amp;E indicators include: <ul style="list-style-type: none"> <li>• Number of women leaders identified in community</li> <li>• Decrease of time and number of trips for water collection</li> <li>• Percentage of women participating</li> <li>• Percentage of women, men, and children (age-wise) using the facilities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• SAR peer review specifically included gender</li> </ul>

Project	Explicit Gender Objectives	Women as Beneficiaries
<b>FY 1992</b>		
<p><b>Burundi:</b> Water Supply Sector Project (CR 2288 US\$32.7 million) TM: Ghzala (AF3IN)</p>		<ul style="list-style-type: none"> <li>• Time savings to women</li> </ul>
<p><b>China:</b> Rural Water Supply &amp; Sanitation Project (CR 2336 US\$110.0 million) TM: Travers (EA2EM)</p>		<ul style="list-style-type: none"> <li>• Women are seen as the leading beneficiaries</li> <li>• Increases women's awareness of hygiene, sanitation, and safe water practices</li> </ul>
<p><b>Kenya:</b> Second Mombassa &amp; Coastal Water Supply Engineering &amp; Rehabilitation Project (CR 2333 US\$43.2 million) TM: Talai (AF2EI)</p>		
<p><b>Lesotho:</b> Highlands Water Project (LN 3393 US\$110.0 million) TM: Roome (AF1C1)</p>		
<b>FY 1991</b>		
<p><b>India:</b> Maharashtra Rural Water Supply &amp; Environmental Sanitation Project (CR 2234 US\$109.9 million) TM: Oblitas (SA2AW)</p>		<ul style="list-style-type: none"> <li>• Benefits women from improved access and time savings</li> </ul>
<p><b>Mexico:</b> Water Supply &amp; Sanitation Sector Project (LN 3271 US\$300.0 million) TM: Bengoechea (LA2EU)</p>		<ul style="list-style-type: none"> <li>• Improves welfare of women through time savings</li> </ul>
<p><b>Nepal:</b> Urban Water Supply &amp; Sanitation Rehabilitation Project (CR 2239 US\$60.0 million) TM: Legrain (SA2AW)</p>		

Women as Participants	Targeted Actions	M&E Indicators	Others
<ul style="list-style-type: none"> <li>◦ Intends women to:               <ul style="list-style-type: none"> <li>· Participate in commune-wide user committees and communal water boards</li> <li>· Be responsible for collecting water charges</li> </ul> </li> <li>◦ Promotes community participation, including women, at every stage</li> <li>◦ Women's organizations and other community support groups receive special attention</li> <li>◦ Community women will serve as key trainers for health education</li> <li>◦ Training and income-earning opportunities for men and women during construction and operation</li> <li>◦ Small-scale study will focus on reliability and women in development aspects of willingness to pay</li> <li>◦ Encourages the formation of women's associations as retailer owners of water selling kiosks, located at strategic points</li> </ul>	<ul style="list-style-type: none"> <li>◦ Health and hygiene education and training targeted to selected community women who will be key trainers for the general population</li> <li>◦ Rural training for literacy and income generation for householders, mainly women, who work at home or in the village</li> </ul>	<ul style="list-style-type: none"> <li>◦ Collects gender-disaggregated data on staffing and training</li> </ul>	<ul style="list-style-type: none"> <li>◦ Lesson learned: community participation, including that of women, is essential for sustainability, but has previously been deficient</li> <li>◦ SAR includes section on impact on women</li> <li>◦ Small-scale study focuses on reliability and women in development aspects of willingness to pay</li> </ul>
<ul style="list-style-type: none"> <li>◦ State-level project task force includes NGOs and a women's group</li> <li>◦ Likely women's representation on district project steering committees</li> <li>◦ Men and women multipurpose workers primarily responsible for promoting latrines through community interaction</li> <li>◦ Emphasizes women's role in community participation</li> <li>◦ Encourages women's participation in consumer health and education</li> <li>◦ Mandates at least two women on WUAs</li> </ul>	<ul style="list-style-type: none"> <li>◦ Communications program targeted mainly toward women, adolescents and children</li> <li>◦ Training to TBAs, women's clubs, and NGOs</li> <li>◦ Pilot schemes for NGOs will focus on women's involvement</li> <li>◦ Expansion of staff of customer relations unit of NWSC, including women appointees and gender specialist</li> </ul>	<ul style="list-style-type: none"> <li>◦ PPMU periodic impact evaluation includes:               <ul style="list-style-type: none"> <li>· Time savings for women</li> <li>· Impacts low income beneficiaries and women</li> <li>· Women's health</li> <li>· Hand washing</li> <li>· Awareness of health education messages</li> <li>· Uses new water sources</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>◦ SAR recognizes that without women's involvement, the full benefits of investments in water and sanitation cannot be realized and the necessity of social scientific analysis in such projects; includes section on role of women</li> </ul>

Project	Explicit Gender Objectives	Women as Beneficiaries
<b>FY 1991</b>		
<p><b>Pakistan:</b> Rural Water Supply &amp; Sanitation Project (CR 2228 US\$136.7 million) TM: Minnatullah (SA1IN)</p>	<ul style="list-style-type: none"> <li>Improves rural productivity and health, particularly of rural women and children</li> </ul>	<ul style="list-style-type: none"> <li>Rural women's time and energy savings in water collection</li> <li>Economic development benefits</li> <li>Improved health</li> <li>Enable more girls' schooling</li> </ul>
<b>FY 1990</b>		
<p><b>Côte d'Ivoire:</b> Water Supply &amp; Sanitation Sector Adjustment Program (LN 3240 US\$80.0 million) TM: Verspyck (AF4IN)</p>	<ul style="list-style-type: none"> <li>More than 4 million people, particularly women and children, would benefit</li> </ul>	<ul style="list-style-type: none"> <li>Expected to reduce water collection time by women and girls to 10 percent</li> </ul>
<p><b>Philippines:</b> First Water Supply, Sewerage &amp; Sanitation Sector Project (LN 3242 US\$85.0 million) TM: Pancaroglu (EA1AE)</p>	<ul style="list-style-type: none"> <li>Expected outcomes include opportunities for women's participation in planning, implementation, O&amp;M, monitoring, training and community development activities</li> </ul>	<ul style="list-style-type: none"> <li>Women's time and energy savings</li> <li>Women's health benefits</li> </ul>
<p><b>Uganda:</b> Second Water Supply Project (CR 2124 US\$60.0 million) TM: Talai (AF2EI)</p>	<ul style="list-style-type: none"> <li>To improve family well-being, including alleviating women's traditional burden of providing water</li> </ul>	
<b>FY 1989</b>		
<p><b>Mexico:</b> Water, Women &amp; Development Project (LN 3101 US\$20.0 million) TM: Donaldson (LA2IN)</p>	<ul style="list-style-type: none"> <li>Improves the living standard of low-income populations, especially women</li> </ul>	<ul style="list-style-type: none"> <li>Main beneficiaries: low-income women</li> <li>More productive use of women's time</li> </ul>

Women as Participants	Targeted Actions	M&E Indicators	Others
<ul style="list-style-type: none"> <li>• MOU with community to ensure women's participation in WUA membership and decisionmaking</li> </ul>	<ul style="list-style-type: none"> <li>• Women as primary target group for hygiene education</li> <li>• Flexible pilot support to women's income-generating activities</li> </ul>	<ul style="list-style-type: none"> <li>• Includes M&amp;E indicator for women involved in community organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Includes section on project impact on women</li> </ul>
<ul style="list-style-type: none"> <li>• In planning, O&amp;M of services, through agreement with government to ensure women's:</li> <li>• Role in forming and organizing WUAs</li> <li>• Equal access to membership and leadership roles in WUAs</li> <li>• Participation in technical training</li> <li>• Gender-disaggregated record keeping in WUAs</li> <li>• The newly-formed Ministry of Women Development will promote women's role in the sector</li> <li>• Emphasizes strong involvement of women in urban water and sanitation committees as a prerequisite for success</li> </ul>	<ul style="list-style-type: none"> <li>• Training by community-based program personnel, such as rural sanitarians, Barangay health workers, and midwives</li> </ul>		<ul style="list-style-type: none"> <li>• SAR includes section on Women in Development</li> <li>• SAR contains section on role of women</li> </ul>
<ul style="list-style-type: none"> <li>• Link between water and women's income-generating activities crucially increases possibility of success</li> <li>• Preproject household survey included women's roles, headship, decisionmaking authority, time allocation, and community participation rate</li> </ul>	<ul style="list-style-type: none"> <li>• Target of 70 percent women's participation in productive activities</li> </ul>		<ul style="list-style-type: none"> <li>• Pilot nature of the project</li> </ul>



## Appendix 7: Selected Articles

### A. *Financing Agenda 21: Freshwater*<sup>36</sup>

#### *Executive Summary*

This paper takes the point of view that "financing the freshwater activities of Agenda 21" is principally a challenge of developing appropriate institutional and financial arrangements. The essence of such arrangements is that they ensure that societies mobilize appropriate levels of resources for providing water-related environmental services and that these resources are used in the most efficient and effective way possible. Accordingly, the paper makes no attempt to produce a "bill for implementing Agenda 21." Indeed, the paper provides evidence that the top-down approach (which sets targets and standards and then computes the bills for implementing such targets) itself has played a counter-productive role.

The paper, therefore, attempts to describe, in some detail, the characteristics of a "sound" water sector. Because the elements of sound policies are similar in different subsectors, the paper does not deal with all water subsectors (agricultural development, most importantly, is not addressed), but illustrates the general case by focusing heavily on the provision of water supply and sanitation services, sustainable urban development and water resources management.

The water supply and sanitation sector in developing countries faces two great challenges. The first is to complete the "old agenda," which is (appropriately) heavily focused on the provision of water supply and household sanitation services. Although considerable progress has been made, major challenges remain in, first, serving the 1 billion who do not have an adequate supply of water and the 1.7 bil-

lion who do not have adequate sanitation facilities, and, second, improving the reliability and quality of service to those who do currently have access. A major constraint in providing more people with better services has been the inefficiency and inequity with which existing public financing has been used. Accordingly, an indispensable ingredient in rising to this challenge is ensuring that water and sanitation supply organizations pay much greater attention to consumers' demands, and are structured in such a way that they are self-financed, efficient and accountable to users.

As a consequence, in part, of the progress made in delivering water, sanitation and sewerage services, the quantities of wastewater generated in developing countries have increased rapidly, and the quality of the aquatic environment has become severely degraded, especially in urban areas and especially in low-income countries. This degradation poses a major threat to the health and well-being of urban residents in developing countries. Accordingly, the "emerging new agenda" involves going beyond the household service level, and improving the quality of the aquatic environment.

The good news is that a remarkable consensus has emerged in recent years on the water resources management principles which have proved to be effective in industrialized and developing countries. These principles have been most clearly stated in the pre-UNCED International Conference on Environment and Development, with the "Dublin Statement" laying particular stress on "treating water as an economic good" and "managing at the lowest appropriate level, with involvement of stakeholders in all levels of management".

The bad news is that improving the quality of freshwater resources is a complex and exceedingly expensive business. The experience of many industrialized countries reveals massive and costly mis-

takes in the mobilization and allocation of resources for improving the quality of the aquatic environment. The experience from those (in developed and developing countries) who have met this challenge more efficiently shows that the key is the development of sound, integrated institutional and financial arrangements at different levels (ranging from the neighborhood to the river basin to the nation). The essence of the effective arrangements at all levels is that stakeholders decide on how much they wish to spend on improving environmental quality at that level, and that available resources be allocated to those investments which bring the greatest environmental benefit.

## B. Overview Of Gender Issues In The Water And Sanitation Sector<sup>37</sup>

### Introduction

Gender issues in the water and sanitation sector are a subset of gender issues in development. The main concepts and tools used in the latter form the overall basis and context for the former. Accordingly this overview will begin with a brief synopsis of some general conceptual frameworks and proceed to highlight several gender analysis models. This will provide a background for a review of gender issues in the water and sanitation sector.

The characteristics of a sector determine the specific role gender issues will have. Since the beginning of the International Drinking Water and Supply Decade, this role in the water and sanitation sector has been delineated and its implications for projects elaborated. Gender issues have been placed within the overall context of community participation. Much has been learned about the importance of participation and gender issues. There has been a wealth of experience with applying this to the project process. Yet there remain further issues to be explored.

Strategies used to address women in development(WID)/gender issues have evolved over the years to reflect changing development contexts. Gita Sen spoke of the "glow" around socialism in the 1970s, when socialist revolutions around the third world seemed to be succeeding. This resulted in a focus on class/gender research and on basic needs.<sup>38</sup> Goals for the development field pertained to welfare, equity and anti-poverty goals, and so did those of the WID movement.<sup>39</sup> In the 1980s attention turned to efficiency.<sup>40</sup> Structural adjustment was emphasized, and the WID field considered related policy issues. This period also marked the beginning of a shift from WID to gender issues. Focusing on gender issues, as opposed to WID, is seen as an important way of avoiding the marginalization of women. This change in approach also recognizes that the roles of both women and men must be considered if equitable and effective development is to take place.

### Conceptual Frameworks

There is a range of conceptual frameworks for addressing gender issues. There are those, for ex-

ample, which fundamentally question existing development strategies and societal structures. One of these has been elaborated by Peggy Antrobus and others of Development Alternatives with Women for a New Era (DAWN). They question the structural adjustment model, on the grounds that it assumes that women's time can be exploited.<sup>41</sup> They argue that when social services programs are curtailed during the structural adjustment process, it is often women who are expected to fill the gap. Women are usually the ones who must cope with fewer child and health care services at a time when dire economic circumstances necessitate an increased focus on their income-earning capabilities. Antrobus stresses that what is needed is not to integrate women into this sort of development, but to arrive at another vision, another paradigm.<sup>42</sup>

One such paradigm or framework was developed by Riane Eisler.<sup>43</sup> Looking back at the millennia of human history, she classifies societies as either 'dominator' types or 'partnership' types. A fundamental determinant of a society's classification is the relationship between the sexes. When this is a hierarchical one, which usually means patriarchal, then the society is a dominator one. Other hierarchical sorts of relationships are often found in these societies as well, for example slavery, class or caste systems, racial discrimination, and so on. By contrast, in partnership societies, women and men act as partners. In these there is no matriarchy and no patriarchy. There is also no other form of rigid hierarchy. Eisler believes the last true partnership society was that of Minoan Crete, which ended about 1500 B.C; however, she also feels that the world is currently at a crossroads, where it has the opportunity to once again choose a partnership mode of existence.

### Gender Analysis Models: Roles and Relationships

From these conceptual frameworks, one can move to models that relate more directly to the project process. Moser has focused on three categories of roles for women: market or productive roles, reproductive or household maintenance ones, and community management roles.<sup>44</sup> She also speaks of women's practical gender needs (needs women identify from within their socially accepted roles in society, reflecting the existing divisions of labor and authority) and strategic gender needs (which emphasize requirements for reaching a more equitable society). Project objectives and activities can be examined in the light of these categories. Paula Roark has

written of investigating local learning systems (LLS) and of an LLS Operational Framework.<sup>45</sup> This framework includes four components: technology analysis, participation, information, and knowledge outcome. She speaks of hardware (technology) aspects of a project as well as software (community participation and health education) aspects. She argues that the integration of hardware and software elements of projects can be designed through the LLS Operational Framework, and at the same time community men and women can have voice and make decisions during the project process.

There are several specific gender analysis models used in program and project design and implementation.<sup>46</sup> One developed in the early 1980s is called the Harvard Institute for International Development (HIID) approach. It has four parts: an activities profile, a profile of access to and control over resources and benefits, a profile of factors influencing the first two profiles, and project cycle analysis. Each profile gives information for each gender. The last activity, project cycle analysis, inputs the data from the profiles into the project process.

The Canadian International Development Agency (CIDA) has utilized a method called social/gender analysis. It uses a participatory process to pinpoint groups affected by a problem, identify who is relatively advantaged and disadvantaged by the problem, determine which factors help maintain the disadvantage and how this is experienced by the various groups, and ascertain what resources, institutional changes and strategies are necessary and available to resolve the problem.

The United States Agency for International Development uses a Gender Information Framework (GIF). It has two parts: Gender Analysis Map and a Gender Considerations Guide. The Map is used to pinpoint where gender is a salient variable in social and economic systems which will be affected by development activities. Data are collected concerning four "exploratory factors"- the allocation of labor, sources of income, financial responsibilities, and access to and control of resources. After the Map, is completed the Guide is used to analyze the implications of gender differences for a specific project or program. It includes assessing constraints to men and women's participation.

The Gender Analysis Matrix (GAM) was developed by A. Rani Parker. The analysis is repeated throughout the project process by community groups, with a development worker acting as a facilitator in the beginning. The GAM consists of four levels of analysis (women, men, household and community) which are assessed in terms of four categories

(labor, time, resources, and sociocultural factors). When the GAM is repeated throughout the project process, communities can compare results against expectations.

Instead of focusing on the separate roles and activities of each gender, another set of models considers the public interactions between women and men which have an impact on project design and implementation.<sup>47</sup> This type of analysis is called Interaction Analysis. The first model is the Interaction Index. This assesses the degree of public interaction between men and women. For example, do women and men meet together in village meetings or do they prefer to meet separately; do women prefer to meet with female or male project staff or either; do women go outside the village for training; and do men or women go to the market. The Variability Index indicates the range of interaction situations existing in the project area and, thus, the range of project strategies needed. The Access Channels model helps project designers provide women with access to mainstream project activities. For example, an access channel might be having female project staff who can meet with rural women about an agricultural development project. Such access channels are especially crucial in areas of 'low interaction', that is, where women will not attend meetings with men and will not meet with male staff.

### *Women's Roles in the Water and Sanitation Sector*

Women's involvement in sector activities springs logically from their traditional roles.<sup>48</sup> Women are most often the users, providers and managers of water in the household. Women are usually the guardians of household hygiene. Women, and to a lesser degree children, are generally the ones who obtain water for the home, transport it, store it, and then use it for various household purposes. Because of this they may have a great deal of knowledge about water sources, their quality and reliability, restrictions and advantages of their use, acceptable storage methods, and so on.<sup>49</sup>

Women and children will most likely be the prime users of any new or improved water systems, and women may be the main disseminators of new hygiene messages (or, if not involved in a hygiene project, the ones hindering the spread of safe hygiene practices). As Siri Melchior states, "...women are not a special interest group in water and sanitation, they are a mainstream interest group....without their involvement, projects risk being inappropriate

ate, and failing."<sup>50</sup> Within a demand orientation to the sector, one may say that if women are not involved, a significant portion of demand is not being measured. This could have a crucial impact on project sustainability. For example, if women's demand and willingness to pay for a particular type of water system is not assessed, a system may be installed that women will not pay for and will not use. This system may then fall into disuse and be unsustainable.

Benefits women may receive with improved or new water and sanitation facilities can be classified into health and socioeconomic categories.<sup>51</sup> Water sources that are closer to homes and that provide an adequate supply can decrease collection time. This leads to gains in both time and energy. It also can reduce physical strain due to walking and hauling water long distances. Water of a better quality and which remains uncontaminated helps to decrease water-related diseases. For women in some contexts, access to adequate sanitation ends their need to suppress urination or defecation until nightfall. Time and energy gains may be applied to a variety of activities, including leisure and income-generation. An increase in the water supply can result in increased agricultural activities (such as home gardens) and in food and drink production for sale. If community women and men are involved in project planning and implementation, they may learn new skills and develop more self-confidence.

There can be a variety of constraints to gender sensitive programming. There is often a lack of knowledge about women's and men's roles in the sector. Projects may be designed in an inflexible manner, using a 'blueprint' approach.<sup>52</sup> Gender planning may be marginalized, separated from mainstream planning. Hardware and software aspects of projects may be poorly integrated. There may be an inadequate number of female staff, thus, limiting village women's involvement in areas where they will not meet with male staff. The time, duration, and location of training may not take women's needs into account.

### *Sector Experience with Gender Issues*

There has been a rich collection of experience with women, water and sanitation over the last decade and many lessons have been learned.<sup>53</sup> At this point in time we tend to speak more of gender issues in the sector rather than WID issues. It has been recognized that water and sanitation are issues for men, women and children. To have effective sanitation programs, men also must support and adopt

improved hygiene practices. Project contributions of time, labor and money should be shared fairly and not expected of women alone. Training should also be equitably divided. In this way both men and women can benefit and human resources will not be wasted.

Women's and men's involvement should begin during the first stage of the project process. If not included at this point, it is more likely that they will be excluded at later stages as well. It is also more effective to involve them in decisionmaking about technology and other choices rather than attempting later to have them utilize systems not suited to their needs. Where projects did not involve women, the result has sometimes been a lack of access of poor women to improved facilities. It has also been found that hygiene education makes little or no difference in situations where inappropriate technologies have been installed.

Quality as well as quantity is important when planning for and assessing participation. Women's inclusion on management committees may not alone provide for their effective participation; the way committee members are chosen, whether they receive needed training, and what their actual committee roles consist of are also important. It has been found that training does not guarantee employment and fair pay. Strategies for developing approaches for women's participation include field development and testing of procedures combined with action research and on-going M&E. Culturally appropriate methods are also needed.

Many projects are designed assuming that men are responsible for the 'public sphere' and women for the 'private sphere'. Yet experience shows that often such a strict distinction should not be made between the two. Women may have major say over management of water in the home, but they may also manage communal facilities and press community leaders for improvements. Men's support may be needed for improved household latrine systems. Men's and women's roles in these areas may change as well. Women may become more involved in community management of systems, for example. If women's public roles are not recognized by a project, it can result in women being left out of traditional areas of responsibility.

Experience with women in maintenance roles indicates that while some costs may be higher (due to their need for more training and their restricted mobility which reduces the number of pumps they maintain), their effectiveness in regular and preventive maintenance is better than men's, and costs of repair campaigns are lower. Negative impacts result-

ing from women's involvement must also be considered. Women's participation may have benefits but it also may have costs. Women's and men's existing workload and scheduling needs must be taken into account. Improved water systems may reduce women's time in water collection but create new demands for work related to maintenance, management, and financing.

A recent study of over 100 rural water supply projects indicated that women's participation, along with other variables, is highly associated with project effectiveness.<sup>54</sup> It also revealed that in spite of the rhetoric about women's involvement prevalent in many project documents, only 17% of the projects surveyed scored high on women's participation; thus, although much has been written and many models have been formulated, the 'burning issue' now is how to operationalize and institutionalize what has been learned. As Christine van Wijk-Sijbesma says, "There is a need to integrate the involvement of women in a systems approach to water supply and sanitation, including regular monitoring and feedback on both the process and the effect of their involvement in relation to the type of technology and the socioeconomic and cultural circumstances."<sup>55</sup> Through this appropriate project implementation mechanisms can be developed, tested and refined. In addition, strong support is needed at the policy level to ensure the mainstreaming of gender-sensitive programming. Otherwise, conceptual frameworks, models, tools, and so on will remain marginalized; and no matter how useful they are there will not be significant change in the sector.

### *Gender Project Framework and Future Concerns*

The tools and resources contained in the *Sourcebook* were created to assist project staff with gender-sensitive programming. The following Gender Project Framework facilitates the use of the tools by focusing on three key actions or tasks. These summarize the key objectives of the tools. The first is to **disaggregate**. Staff should gather data for men and women, analyze men's roles and women's roles, and investigate a project's impact on women and on men. Whatever analysis is done, it should be done separately for men and women. Staff can then see whether results are the same or different for women and men.

The second task is to **interrelate**. Analyzing women and men separately is only a first step. It is also important to know the ways in which men and

women work together in sector activities such as construction and maintenance, in project and household decisionmaking, in financial arrangements, and so on. The interrelationships between the men and women of a community and other organizational levels should also be explicitly examined (for example, how are gender issues affected by the types of relationships and interactions between community organizations and local and national NGOs or government agencies?).

Finally, there is the need to **activate** what has been learned during the first two steps. This occurs at micro, mezo and macro levels. At the micro, or project level, project mechanisms need to be in place to ensure that what has been learned from gender analysis is operationalized and institutionalized as a fundamental part of project design and implementation. This may involve project design features which ensure women's access to training and credit, or that plan for men and women to share the burden of project construction work.

At the macro, or national and international levels, governments and international development agencies need to provide strong, supportive policies that mandate the institutionalization of gender-sensitive programming. To date this has been one of the weakest areas. Yet without this, attempts to promote gender issues will not have more than a minimal impact. The meso level, covering state or district activities and agencies, encompasses both micro and macro issues and is the place where the two interact most closely. District governments, for example, may follow national policies while also monitoring village-level projects. The tools in the *Sourcebook* are meant to help development practitioners disaggregate, interrelate, and activate so that women and men in poor communities are involved in projects which more accurately reflect their community context, needs and priorities. These projects are more likely to be effective and sustainable.

There are also more specific tasks required in the near future. More quantitative data are needed concerning the issue of women's time gains from improved water and sanitation facilities.<sup>56</sup> What are the contexts in which time gains can be expected, and how can project designers use this information when planning projects? More systematic data could be collected on what time gains are used for, (economic, social, family or other purposes) and why.<sup>57</sup> It cannot be assumed that time gains will be used for income-generating activities. Sometimes women do not have the skills or market access for these activities. More training materials are needed for managerial tasks and for techniques for overcoming

ing constraints to women's participation. Many training materials focus on working in participatory ways with communities in general, omitting the ways in which women might be involved and how constraints to their involvement might be overcome.<sup>58</sup> More emphasis can be put on measuring the health and social impacts of inadequate water and sanitation facilities through measuring calorie wastage and skeletal damage in women who haul water long distances, and counting the number of children who miss school to collect water.<sup>59</sup>

### *Conclusion*

Gender issues, as opposed to women in development, is an emerging field. Methods of designing and implementing gender-sensitive projects, as opposed to WID components, still need to be further elaborated, tested, and refined. In most cases the frameworks and models mentioned earlier and the tools presented later in the *Sourcebook* have not been adequately evaluated and, if necessary, reformulated. Gender analysis models and tools, focus, as they should, on gender variables. Other tools are

needed to assess other socioeconomic variables such as class, caste and religion. It must be remembered that focusing on gender is not meant to be a focus on women, but on both women and men and the ways they interact to make decisions, share tasks and complement each other in a variety of roles. As women have been forgotten so often in the past (and many times continue to be in the present), they frequently need to have their concerns specifically stated and highlighted to be recognized; however, this should not translate into new, undue burdens on women, especially ones that men might share with them. And unless men are aware of and support women's involvement in projects, in many cultural contexts women's participation will be curtailed. Water and sanitation is a sector which fundamentally affects the lives of community women, men and children. Therefore, all need to be appropriately involved in determining sector activities. In this process, sector experiences can have much to offer to the field of gender issues.

## C. Gender Issues within the Water and Sanitation Sector<sup>60</sup>

### Overview

Gender issues were included in the UNCED Agenda 21 document.<sup>61</sup> They also were among the guiding principles set forth at the 1992 Dublin International Conference on Water and the Environment.<sup>62</sup> The topic of gender in fact informs and enriches the other three principles, which cover: water as an economic good, management at the lowest appropriate level, and water as a finite and vulnerable resource. Following the principles includes determining what people (consumers) want and are willing to contribute toward, and involves facilitating their participation in project decisionmaking concerning types and levels of service and O&M. Men and women often have different roles and motivations concerning sector activities, and recognizing these distinctions when determining what communities want and when designing O&M can increase chances for project sustainability.

As is well known, women and men often have different sector roles. Women are in many cases the collectors of water and manage it at the household level. Thus they may have stronger incentives (more intense preferences) than men concerning new, more convenient systems. They may benefit the most, as the time they spend collecting water may be substantially reduced. As a result they may be

#### Differential incentives

Women may be willing to work harder to obtain and maintain new, improved services, because they will be the ones to benefit most. They will, thus, have more of an incentive to work toward increased service provision. In Kenya, for example, a local NGO, KWAHO, assisted 14 women's groups in Kibera, an informal settlement in Nairobi. The women had organized themselves to build new public water kiosks. KWAHO facilitated the interaction between the women and the local government, persuading the Nairobi City Council to connect the kiosks to the city water mains.<sup>63</sup> In Rajapurva, an old slum in Kanpur, India, residents (mostly women) formed a welfare committee with the help of a local NGO (Shramik Bharati). They mobilized their share of funds, 10 % of the capital costs, to take advantage of a government scheme for the construction of community toilets. They now are maintaining the toilets.<sup>64</sup>

more willing to contribute toward building and maintaining new systems. Recognizing and incorporating these gender distinctions can, therefore, help to determine preferences more precisely, to take maximum advantage of local incentives, and to arrange for facilities and O&M which more closely mirror the community context. This can help ensure that facilities will be the ones users want and will maintain.

A report on the Orangi Pilot Project in Pakistan mentions how it was discovered that wives were often more concerned than husbands about disease and sanitation, as the burden of caring for the sick often fell to them. Project staff saw many examples of women forcing their reluctant husbands to pay their contribution to the project's low cost sanitation component.<sup>65</sup>

Gender issues at the policy level in the water and sanitation sector need to flow from these principles enunciated at Dublin. Actions taken should be part of a sensible, overall sector policy. Gender variables, along with other social issues such as ethnicity, religion, and class, can provide the sociological underpinnings which help fit a demand-based, participatory approach to a particular geographical setting. It is the task of sector agencies to find efficient and effective ways to do this, to have aspects of sector policies which address this, and to find simple ways to operationalize it.

### Basic Principles

As noted above, one of the Dublin principles states that water should be managed as an economic as well as a social good. Within this concept, it is important to note gender differentials. When analyzing water as a social good, it can be instructive to assess benefits separately for women and men. Women and girls often suffer the most when water supply is poor, and conversely benefit the most when supply is improved. When water is of better quality, and is available in greater quantity and closer to homes, there are many advantages for females. Instead of long trips carrying heavy containers, girls and women have shorter trips. This can have a positive impact on their health and on their time. Women may have more time for leisure, and girls may be able to spend more time in school.<sup>66</sup> If there is a decrease in water-related diseases, women will spend less time caring for sick family members. Women may also use their increase in time for income-generating activities. Recognizing these differences in benefits can help ensure that benefits are fully measured, and that projects are designed to

take full advantage of them (through, for example, linkages with school enrollment programs and with credit programs for women).

When analyzing water as an economic good, a gender analysis can once again be informative. Viewing water as an economic good means using a demand-based, participatory approach which assesses what users want and are willing to contribute toward. As women and girls are often primary users of water facilities, determining what kind of services they prefer can be crucial. Their preferences regarding sanitation facilities need to be known as well. For example, in parts of India where female seclusion is practiced, women preferred water taps which were nearby. When taps were located far away, women continued to use nearby, polluted water sources rather than walk farther away from their homes. Again in India, compost pits located outside villages remained unused and women continued to deposit refuse near their homes, because it was not acceptable for women to be seen carrying loads of refuse to the outskirts of the village. This occurred even though villagers were fined for depositing refuse around their homes.<sup>67</sup> Using a demand-based, participatory approach would have avoided these problems. By determining women's preferences relating to water and sanitation, facilities could have been installed that would be more likely to be used and maintained.

#### **Managing hygiene at the lowest appropriate level**

In the Orangi Pilot Project in Pakistan<sup>69</sup> it was noticed that mothers saw most clearly the connection between filth and disease, although they did not always know specific causes and methods of prevention. They, however, were the ones responsible for caring for sick family members and for ensuring household cleanliness. They are the ones who manage hygiene at the household level. The project, thus, wanted to reach them with messages on proper hygiene and sanitation. Because it is customary for women to stay inside their homes, sessions could not be held at clinics. So the project introduced mobile training teams, composed of a lady health visitor and a social organizer. An activist family or 'contact lady' was chosen for each 10 - 20 lanes in the area. Meetings were held at these homes. The contact lady activists became trusted advisors and conveners for their neighbors, providing a means for the health extension teams to hold discussions with neighborhood women to spread learning about good sanitation practices.

Women, as primary users and beneficiaries of improved water systems, may be more likely to contribute to facilities which have been designed based on their preferences. If projects are designed to respond to women's preferences and to provide women access to project activities, women may help ensure project sustainability by contributing their money and labor for construction and for O&M. If a system breaks down, women, not men, will most likely be the ones who have to travel farther to get water. They, thus, have more incentive to keep a system functioning, and so involving women in O&M activities can be instrumental. In parts of Ghana, water is seen as a women's responsibility, and, therefore, in some families women were expected to pay for pump tariffs. In this instance, knowing women's willingness-to-pay was crucial.<sup>68</sup>

Another principle involves management and decisionmaking at the lowest appropriate level. Here again, incorporating both men and women into projects can be beneficial. Involving users in management and decisionmaking helps ensure that systems are those which meet consumer demand and, thus, will more likely be used and maintained. As women are often the most direct users of water facilities, involving them in management and decisionmaking helps ensure that systems are ones that meet their needs and that they will, thus, help sustain. As women use systems on a frequent basis, they are in a good position to provide accurate, up-to-date reporting on the functioning of a given system. They will also most likely be involved in carrying out decisions on the use of a particular facility.

A third principle states that fresh water is a finite and vulnerable resource, essential for sustaining life, development and the environment. Both men and women have responsibilities relating to water use. Women are usually in charge of water used within the household, whereas men (and often women as well) may use water for irrigation purposes. These varying roles need to be recognized, and both women and men need to be involved in discussions for protecting water resources. The interactions between various uses should be recognized as well. Overuse of mechanized pumps for irrigation and industrial uses are draining aquifers in many areas, and the effect this may have on open wells and hand pumps that supply water for household use is not adequately investigated.<sup>70</sup>

#### *Project Cycle*

These policy messages help determine the design of the various stages of the project cycle. Within

### Making strategic use of community subgroups

PROSANEAR is a pilot project testing institutional and technical methods of providing water and sanitation services to low income, urban communities in Brazil. All operations must involve communities in the design and construction of facilities, based on user demand. To transmit information about the project and to monitor project activities, preexisting community groups are used. These consist of natural subgroups in the community, such as neighborhood women's groups, church groups, youth groups, and parents' associations from the local school system. These groups, thus, form a communication and discussion channel which can help elicit preferences and involvement from various sections of the community during the entire project cycle.<sup>71</sup>

these messages and cycles, aspects of gender issues are relevant. During the planning stage, demand for services is being determined. It is important to assess demand among both male and female community members. When planning type of facility and its location, women's preferences need to be included. In fact, with water facilities their preferences may be key, as they will be the potential users of a system. There are various ways their preferences can be determined (aggregated): including incorporating them into willingness-to-pay surveys, rapid appraisals, community meetings (which may need separate meetings for women in some areas), and so on. With sanitation facilities, locations and superstructure designs need to be chosen that will be acceptable for both women and men.

Men and women can both play important roles during project implementation and M&E. Both can be involved in decisionmaking, through membership on water user committees. In some areas, in addition to water user committees, women-only tap stand committees have been formed. These are responsible for maintaining the tap stand on a daily basis. This is the case, for example, in a pilot activity in Nepal.<sup>72</sup> Most villagers interviewed (men and women) felt that this was good: as women use the tapstand every day, they should be the ones to keep it clean. They also are the ones who will know when something has gone wrong, and they can then report it to the water user committee. Having women on the water user committee helps ensure that when decisions are made, those who use the systems most directly and most often will be involved. This helps guarantee that decisions will be ones that are prac-

### Making full use of differential incentives

As noted above, women often benefit more directly than men from improved water facilities, and so may have more of an incentive to work for project success. This was recognized by villagers in rural Nepal.<sup>73</sup> The water user committee (WUC) had decided that each household should contribute an equal amount of cash for the new water system. Yet they had problems collecting the full amount required. Not enough money was raised, and so they returned what they had collected to the concerned households. Rather than give up, however, the water user committee requested some of the village women to go house to house, to convince villagers about the project and collect the money. The WUC thought the women, the ones who would benefit directly from the project, would be able to convince other women, and they in turn could convince their husbands. This procedure was successful, and a sufficient amount of money was raised. Families who could not contribute their share of money contributed labor instead.

tical, that will meet the needs/the demand of users. As new, improved systems may bring women more immediate benefits, they may have more incentive to provide labor for construction and to spend time on monitoring and on O&M chores. Facilitating women's involvement in these tasks can, thus, contribute to their satisfactory completion and, therefore, to project sustainability.

Some water and sanitation projects have successfully incorporate aspects of gender issues into their activities, in ways that flow from established sector principles and policies. More projects need to do this, in a systematic way, that takes into consideration the existing burdens on women's and men's time. More needs to be learned about doing this efficiently and effectively, throughout the project cycle, in projects both large and small, so as to enhance prospects for project sustainability.

## *D. Demand Based Approach: Making Large Rural Water Supply and Sanitation Projects Work<sup>74</sup>*

Despite the growing level of investment in water and sanitation over the past decade, an increasing number of people lack access to adequate water and sanitation services in rural and peri-urban areas. Although experience demonstrates that no fixed formula works, the direction that should be taken to improve service delivery has become more clear. A set of principles has emerged that provides the framework for delivering improved services on a sustainable basis.

Based on these principles, the UNDP-World Bank Water and Sanitation Program has adopted an approach to project design and implementation that encourages governments and implementing agencies to apply more consistent rules and policies than in the past. In the field, the Program assists with the design and implementation of projects that incorporate these rules, and is starting to build a systematic learning component into the projects. This learning component aims to continually improve the delivery of rural water and sanitation services within projects. It also provides a basis for systematic learning across projects.

Although the Program has consistently maintained its mission to improve services for the poor, its approach has evolved substantially because its first became involved with rural water supply and sanitation (RWSS) projects more than 15 years ago. In the early years, it focused on low-cost technology development, with an emphasis on hand pumps and latrines. It subsequently addressed the role of the beneficiaries, and promoted participatory methodologies, including specific tools to incorporate gender issues. In many ways, this early work concentrated on increasing user-responsiveness and responsibility for basically supply-driven services, consistent with general practice at the time. The program provided support to governments and supply organizations that were acting as service providers instead of service promoters. The current Program approach increasingly emphasizes demand-responsiveness.

### *The Traditional Approach*

Experience has clearly demonstrated that rules which favor highly centralized decisionmaking about

service allocations and the level and intensity of local demands have not produced either efficient or sustainable services. Many large investments were based exclusively on technical merits and did not fully respond to what the targeted communities wanted. Examples of such traditional rules that have not worked well include:

- The selection of communities to be served by planners on the basis of external determination of "need" for service, rather than economic "demand" for service
- The selection of levels of service to be provided (and by implication, technologies to be employed) based on "affordability," rather than on "willingness to pay"
- The provision of the prescribed service level on a grant basis without procedures to negotiate with these selected communities on cost-sharing arrangements, which may differ from a uniform allocation of such responsibilities
- The extensive involvement of government personnel, rather than local decisionmakers, in decisions regarding the location, construction, O&M of community facilities

There are now numerous examples of projects which have successfully modified some of these traditional institutional rules with positive effects.

### *The Current Approach*

The Program's approach to RWSS is based primarily on two of the principles that were developed by the Nordic donor community and endorsed at the 1992 International Conference on Water and Environment in Dublin. These principles emerged at the end of the International Drinking Water Supply and Sanitation Decade when the sector began to agree that projects must focus to a greater extent on demand and sustainability. They are:

- Water is an economic as well as a social good and should be managed as such.
- Water should be managed at the lowest appropriate level, with users involved in the planning and implementation of projects.

These principles have broad implications for water resources management and development in general. Managing water as an economic good requires careful attention to issues related to the allocation of water among users and to the principles that should guide allocation, for example, between

urban and rural areas or between the water supply and irrigation sectors. It is essential that the principles are considered in decisions about the use of public and private funds as well when investing in rural development.

Managing water as an economic good also implies that projects must be designed to provide incentives for the efficient and effective user of facilities. There must be a balance between the economic value of water to users, the cost of providing services to users, and the prices charged for these services. Typically, in RWSS projects these elements are not in balance. The government usually determines the cost of providing services through the technical options it offers and it also sets the prices charged to users. But this price does not necessarily correspond to value that users attach to the service or to the cost of providing services.

In practice, policymakers must establish project rules that create incentives for stakeholders to achieve more efficient allocations and use of facilities. These rules must help to create more consistent relationships between the value, price, and cost of services. The overall aim is:

*To achieve water uses; and investments in which the value that people (the users) attach to a given service is greater than the cost, and consequently is a service for which they are willing to pay.*

In order to manage water at the lowest appropriate level, criteria must be developed to determine what that level is for different activities. The most robust criterion appears to be that major management decisions should be made at a level that encompasses, but does not go beyond, the range of demands being addressed. In other words, a decision should not be made at a higher level, if it can be made effectively at a lower level.

In RWSS projects, demands for community water supply and sanitation services are localized demands. Therefore, managerial decisions about levels of service, locations of facilities, and cost-sharing should be made locally as well. The main role of higher-level government agencies should be establish institutional rules, regulations, and processes that encourage such local decisions.

### *Translating Principles into Action*

Translating these principles into action requires that project planners establish rules and procedures that encourage efficient and effective choices, per-

mit valid inferences about the level and intensity of local demands, and reduce transaction costs. An increasing number of projects financed by the World Bank and other external support agencies (ESAs) are applying these principles as a means to create incentives that encourage demand-responsive services. Four broad and interrelated rules have been identified.

- *Eligibility criteria:* Eligibility rules for participation should be broad enough so that eligibility does not, by itself, guarantee that every eligible community will receive service during a particular time period. Services should follow, not precede, community initiative in seeking the improvement.
- *Technical options and service levels:* Communities should be actively involved in selecting service levels. A range of technical options and service levels should be offered to communities, and their related cost implications made clear.
- *Cost-sharing arrangements:* The basic principles of cost-sharing should be specified and community responsibility for costs (capital and O&M costs) made clear from the outset. These principles should aim at negotiated cost-sharing arrangements in which the local community chooses the levels of service for which it is willing to pay.
- *Responsibility for investment support:* Particular emphasis should be placed on responsibility for the sustainability of investments. Rules should be set regarding asset ownership, O&M, and the recovery of system costs.

Projects must design operational procedures that offer alternatives for community support. The local community should be able to choose who assists them with proposal preparation, construction of facilities, and O&M. The role of intermediation is recognized to disseminate rules and information to guide community decisionmaking. Administrative procedures must encourage efficiency in service delivery. The cost-sharing arrangements should also be made clear prior to the decision by the community.

A project's long-term success depends on adherence to a clear set of rules and procedures that create proper incentives. For example, rules about levels of service and financial policies should be such that communities contribute enough to the project to have a stake in getting the service they want, knowing full well the cost implications of sustain-

ing this service. Although the rules provide a framework for all activities, the project should be designed so that lessons from earlier project phases can be fed back into subsequent phases of the project. This adaptive project design requires continuous review and modification throughout planning and implementation and is critical to the improved performance of the project and investment sustainability.

Moreover, project rules must provide incentives for appropriate behavior. The main project stakeholders must be actively involved in developing the rules and be committed to their enforcement. The best set of rules is the simplest: transparent and not subject to interpretation. The fewer the rules, the better as long as they are internally coherent and promote desired behavior. Rules must be widely disseminated, understood by all, and consistently applied by stakeholders. It is essential that sector policy supports the rules on a national level.

### *Applying the Rules*

In the late 1980s the Program assisted with the implementation of a series of RWSS pilot projects, in countries such as Ghana, Indonesia, Kenya, and Pakistan. These projects were designed to test financial, institutional, social, and technical interventions at the community level. In recent years, the program has worked with governments, beneficiaries, NGOs, the World Bank, and other ESAs to incorporate lessons into the design of large investments. The Program currently supports RWSS initiatives in 20 countries and large World Bank-funded projects in 15 of these countries (see table, page 140).

The program also promotes the analysis and exchange of experiences among countries as part of its efforts to learn what works in RWSS projects. In 1994, a workshop was held in Sri Lanka with participants from ten World Bank-supported projects in seven Asian countries. The workshop was the first time such a group had convened to review the results of a range of RWSS projects. It was also one of the first international meetings to analyze the operational implications of designing and implementing large demand-responsive projects. Workshop participants from India organized a follow-up conference in Cochin to continue the exchange of experiences and approaches within India. The results of these workshops contribute significantly to the design of the Program's learning agenda.

The Program's experience with RWSS has shown that project planners are applying the rules as a means to encourage demand-driven investments. Below describes the result of a survey on how the

rules are being applied in recent projects with Program involvement.

### *Eligibility Criteria for Participation*

Demand-driven projects must ensure that communities are not being selected based only on need, but that communities take the initiative to improve their services. The idea is that project planners should not prepare lists of communities that should be served, but rather set eligibility rules on how communities can become eligible for services. The eligibility rules should allow more communities to be eligible than can be served, and then prioritize communities based on expressed demand.

All of the surveyed projects have eligibility criteria requiring communities that request services to contribute to the cost and assume responsibility for long-term O&M; however, there is still substantial between eligibility criteria based on need and criteria based on demand. Need-based criteria include health and poverty indicators, infant mortality, water scarcity, water quality, and distance to source. Other examples of eligibility criteria are back-stopping by local government, development potential of the community, and participation in other project components. These criteria can be used by government's to choose the geographical region that will be served first, as long as communities that are selected have shown evidence of their demand.

Once eligibility has been established, prioritization criteria will determine which communities get served first among those that have clearly expressed a demand. For example, a large RWSS project in Bolivia established the following prioritization criteria: first come, first served; communities who agree to pay a higher percentage of costs; and areas where the municipal government cosponsors investments and there is a critical mass of communities. This critical mass will help achieve economies of scale and lower costs.

### *Technical Options and Service Levels*

Technology options and levels of service are integral elements of the new approach. They directly relate to the choices communities make about the services they want and for which they are willing to pay. Although most project designs now offer a range of technical options to communities for water supply provision, many projects still do not fully allow communities to choose their preferred technical option or have promotional campaigns favoring certain options. Examples of this situation can be found

in projects in Mali, India, and the Philippines. This underscores the importance of training intermediaries and project staff in demand-based approaches and developing methodologies for negotiating service levels with communities. Service levels are closely linked to the project's financial policy and are usually defined by the amount of water that will be provided and the proximity to the house. A demand-based approach requires that communities choose their preferred service level based on their willingness to pay; however, many projects influence this decision by offering higher levels of subsidy for the technical options that they want to promote. This situation most frequently occurs for piped water systems (pumped or gravity), and rarely for boreholes fitted with hand pumps. In piped systems, projects often provide high subsidies for public standpipes, but require beneficiaries to fund house connections, as is the case in Ecuador. In sanitation, less than one third of the projects offer higher levels of service than latrines, although most projects allow beneficiaries to choose between a VIP and pour-flush latrine. Preliminary indications are that communities often want, and are willing to pay for higher levels of service.

Many projects have adopted technical standards into their design. In projects in Ghana, Philippines, and Ecuador, technical standards coincide with those established by government, but in Bolivia they have been adopted as national standards as a result of the project. Other projects have developed standards independently as in Indonesia and Nepal. In projects where new standards have been prepared they have replaced the "over-designed, urban-biased" standards of the past, and closely approximate rural reality (for example, water consumption rates of 20-50 liters per capita per day). They also promote the use of low-cost technology. When adequately designed, standards have a positive impact on quality, design, and investment costs; however, standards can also have a negative impact by limiting technological innovation and, therefore, cost reductions.

### *Cost Sharing Arrangements*

Most surveyed projects require beneficiary contributions to capital costs, even for a minimal level of service. Contributions may be in cash, kind, or both. Two alternative approaches have been used in defining cost sharing arrangements: (1) a subsidy defined as a percent of the investment cost, and (2) an established subsidy ceiling.

*Subsidy as percentage of investment cost:* Approximately half of the surveyed projects require

communities to make a percent contribution to project cost, but have no established investment ceiling. This is the case in projects in Mali, Eritrea, Ethiopia, Philippines, and Sri Lanka. Contributions are typically quite low, ranging from 8 percent to 20 percent of investment costs, and often provided in kind. Because the contribution is relatively small, this policy provides little incentive for the user to push for lower investment costs.

The question remains whether such a relatively small contribution does in fact demonstrate an economic demand for the services. Communities have found it difficult to fully understand this policy, as percentages mean little unless converted to real terms. It is not clear if the community financial contribution is sufficiently high to influence decisions. This policy also raises equity issues, as communities may receive a different level of subsidy depending on the cost of the technologies chosen.

*Ceiling imposed on subsidized amount:* All projects that apply a ceiling to the amount of government subsidy require communities to contribute a percentage of the investment cost up to the ceiling, and cover full costs above the ceiling. Ceilings are determined in two ways: as a defined minimum level of service or in real terms as a cash value.

*Defined as level of service:* Governments will subsidize a percentage of the investment cost up to a "minimum" level of service. Above this level, communities must pay full costs. Projects in Ecuador, India, and Nepal have established financial policies based on this concept. Although this policy forces communities to make a choice, it allows a high degree of subjectivity in defining the basic level of service and does not always produce the most efficient solutions.

*In real terms:* Government defines its contribution as a fixed amount of money, regardless of the level of service chosen. This is the policy in projects in Bolivia and Indonesia. If the subsidy ceiling is sufficiently low, communities must make financial choices about service levels. This policy, therefore, provides the best incentive for the communities to make choices and influence costs; however, setting the initial ceiling can be arduous and requires commitment to its enforcement by all project stakeholders.

A standard subsidy ceiling adopted at the country level as national policy has two benefits. First, without a ceiling on the subsidy provided by government, there is a risk of financing very costly

projects with high investment costs per capita while the same resources could finance projects with lower investment costs and benefit a much larger number of people. Second, governments only subsidize a basic level of service, and communities must bear the additional costs of the project above this level.

### *Responsibility for Investment Sustainability*

Although most projects require communities to assume responsibility for O&M, the majority of projects still do not transfer system ownership to the communities as a matter of government policy. Even when state governments retain legal ownership of the water system, communities remain responsible for system management. It is not clear if projects are moving toward community management because governments no longer want to assume responsibility for these services, or because of the

belief that management should occur at the lowest appropriate level.

Given the distortions created by high levels of subsidy in the sector, it is important to determine if the demand expressed by communities through the selection of the desired level of service and a contribution to the capital costs is an indication of a long-term demand to sustain the facilities. For example, a project in Nepal requires the community, in addition to contributing to capital costs, to deposit one year of O&M costs in a bank account prior to initiation of the project; however, it remains to be seen whether communities do in fact assume their responsibilities for O&M. Communities should be given the choice to undertake management directly or obtain services from others. Skills training and technical backstopping should be provided.

Long-term sustainability requires that rules be set to address cost recovery and the financing of deprecia-

Country	Program staff based in country	Project name	Project cost (US\$millions)	Estimated number of beneficiaries
Benin		Rural Water Supply and Sanitation Project	15	200,000
Bolivia	X	Basic Rural Sanitation Project (PROSABAR)	47	450,000
China		Second Rural Water Supply and Sanitation	189	9,000,000
Ecuador	X	Integrated Health Project (FASBASE)	12	150,000
Eritrea		Eritrea Community Development Fund	4	126,000
Ethiopia		Ethiopia Water Supply Development and Rehabilitation Project	49	-
		Social Rehabilitation and Development Fund	75	3,800,000
Ghana		Community Water & Sanitation Project	27	350,000
India	X	Karnataka Rural Water Supply and Environmental Sanitation Project	118	4,800,000
		Uttar Pradesh Rural Water Supply and Sanitation Project	70	3,500,000
Indonesia	X	Water Supply and Sanitation Project	123	2,000,000
Malawi		First Infrastructure Project	6	-
Mali		Mali Agricultural Sector Project (PASA)	7	150,000
Nepal	X	Rural Water Supply & Sanitation Project (JAKPAS)	3	44,000
Pakistan		Rural Water Supply & Sanitation Project	48	1,560,000
Philippines	X	First Water Supply, Sewerage, and Sanitation Project	133	3,000,000
Sri Lanka	X	Community Water Supply and Sanitation Project	32	2,500,000

tion and replacement. Despite that, this is a critical element of the financial policy, no surveyed project defined responsibilities for full cost recovery, including the costs of system replacement; however, the project in Bolivia moves in that direction with rules requiring the government to determine the financial policy for full cost recovery within a year.

### *The Learning Agenda*

There are major gains to be made in the quantity and quality of service provided to low income communities by moving toward demand-responsive delivery of service. Much remains to be learned about the rules and process which work best in different settings. For this reason, the learning agenda has become the focus of much of the Program's recent efforts. This agenda focuses on how to create demand-responsive projects, and it measures results in terms of implementation costs and the effective use and sustainability of services.

The Program is continuing to address specific issues about the demand-based approach to RWSS projects. In the field, it aims to systematically monitor the project rules and procedures and modify them as required. At the global level, it is facilitating exchanges between countries and is synthesizing results. Some questions it is now addressing include:

- What project rules would create the right incentives? What level of payments and thresholds of financial contribution reflect economic demand? What technical options and what mix of services are the most appropriate? Are the rules conducive to providing sustainable services based on what consumers want and are willing to pay for?
- What information do communities need to make an appropriate decision on the levels of service and organizational arrangements for implementation and O&M?
- What types of incentives would reduce costs and lead to efficiency in service delivery, including the costs of intermediation?

The Program is continuously increasing its knowledge of what does and does not work in RWSS. It is reaching out to other partners in the sector to gain from their experiences and applying its knowledge to projects in urban and peri-urban areas as well. The ultimate test of the approach will be measurable improvements in water and sanitation services for the poor.



## Appendix 8: A Slide Presentation on Gender Issues in Water and Sanitation

This collection of PowerPoint slides has been created to summarize the key messages and ideas in the toolkit. It is meant for use by Task Managers to initiate and stimulate discussions on gender issues within the context of country sectoral policies, programs and projects. By selecting slides suited to a particular audience, the Task Manager can initiate discussions and raise awareness of the importance of gender issues within the sector. The set is comprehensive by design, in order to allow Task Managers to choose from a wide range of slides those suited to each particular audience and intended message.

The slide set addresses both the why and the how of gender analysis, as well as providing examples of good practice from different regions. Slides explaining the rationale for gender analysis - the *why* of gender - include those with diagrams on gender issues, policy issues and on how to move from principles to action. Slides explaining techniques - the *how* of gender analysis and action - cover the principal lessons learned from successful water and sanitation projects, illustrated with examples of good practice. A list of slides is given at the end of this section.

Potential audiences to whom Task Managers may want to make a presentation on gender using the slides will vary widely. They may include, for example:

- Bank staff who may be members of the Task Manager's own team
- Borrower country officials in relevant Ministries, such as Finance, Planning, Health and Women's Affairs
- Project level staff in the borrower country
- Field level staff in-country

For best results, the slides should be used right from the early stages of work in the sector, during policy dialogue, planning meetings and workshops.

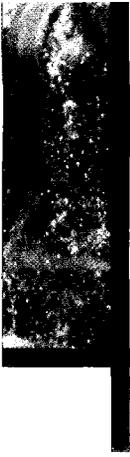
The slides, however, do not stand alone. Rather, they complement other material contained in this toolkit. Task Managers will need to select the most appropriate set of slides from among the whole range, keeping in mind the given audience and messages sought to be conveyed. The basic messages in each slide will need to be fleshed out with the Task Manager's own personal commentary, drawing upon good practice examples from the toolkit and his or her own field experience.

The slides are reproduced on the diskette in the back flap of the toolkit. They can be used on any portable computer with PowerPoint, either by linking the computer directly to a projector, or by printing them out and photocopying them on transparencies.

**LIST OF SLIDES**

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## Endnotes

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1. W. Wakeman, 1995, *Gender Issues Sourcebook for Water and Sanitation Projects*, UNDP-World Bank Water and Sanitation Program, Washington, D.C.; World Bank, 1996, *World Bank Participation Sourcebook*, Environmentally Sustainable Development Vice Presidency, Washington, D.C.
2. For a brief distinction between the conventional "blueprint" approach and the newer "learning" approach, see lesson 6. Also see D. Narayan-Parker, 1989, *PEGESUS: A Planning and Evaluation Framework in Partnership with People*, Technical Series, PROWESS/United Nations Development Programme, New York.
3. See Briscoe and Garn (1994), appendix 2, for a succinct analysis.
4. Hilary Syme, 1992, *Women, Water, and Sanitation: A Guide to the Main Issues and Existing Resources*, Canadian International Development Agency, Water and Sanitation Sector, Ottawa.
5. The economic benefits of increasing girls' access to education have been well-documented. See, for example, Elizabeth King, 1993, *Women's Education in Developing Countries*, The World Bank, Washington, D.C.; and Lawrence H. Summers, 1992, *Investing in All the People, Policy Research Paper 905*, The World Bank, Washington, D.C.
6. A participatory approach potentially entails some costs or risks. It may, for example, require more time than that taken in conventional projects. In politically sensitive settings, participatory approaches may require the balancing of conflicts of political interest.
7. The World Bank's policy on gender is defined in World Bank, 1994, *Enhancing Women's Participation in Economic Development: A World Bank Policy Paper*, Washington, D.C., and in OD 4.20, The Gender Dimension of Development (April 1994).
8. A. Kudat and C. Jean Weidemann, 1991, "Gender in Urban Water and Sanitation Sector in South Asia," unpublished paper, The World Bank, Washington, D.C.
9. D. Narayan, 1995, *The Contribution of People's Participation: Evidence from 121 Rural Water Supply Projects*, The World Bank, Washington, D.C.
10. This distinction is from C. Moser, 1993, *Gender Planning and Development: Theory, Practice, and Training*, Routledge, London and New York.
11. See Wendy Wakeman, Susan Davis, Christine van Wijk, and Alka Nathani's *Sourcebook for Gender Issues at the Policy Level in the Water and Sanitation Sector*, forthcoming, The World Bank, Washington, D.C.
12. "Gender-neutral," as used here, implies an approach that offers participatory opportunities equally to

- men and women without necessarily and specifically taking proactive steps to ensure women's involvement.
13. D. Narayan, 1995, *The Contribution of People's Participation: Evidence from 121 Rural Water Supply Projects*, The World Bank, Washington, D.C.
  14. A. Kudat and C. Jean Weidemann, 1991, "Gender in Urban Water and Sanitation Sector in South Asia," unpublished paper, The World Bank, Washington, D.C.
  15. For more details, see W. Wakeman, 1995, *Gender Issues Sourcebook for Water and Sanitation*, The World Bank, Washington, D.C.
  16. From D. Narayan-Parker, 1989, *PEGESUS: A Planning and Evaluation Framework in Partnership with People*, Technical Series, PROWWESS/United Nations Development Programme, New York.
  17. JAKPAS stands for *Janta Ko Khane Pani Ra Safai Karyakram*.
  18. The term "NGOs", as used here, includes formal and informal groups.
  19. This is the PEGESUS framework developed by PROWWESS/UNDP. See D. Narayan-Parker, 1989, *PEGESUS: A Planning and Evaluation Framework in Partnership with People*, Technical Series, PROWWESS/United Nations Development Programme, New York).
  20. For details about participatory evaluation, see D. Narayan, 1993, *Participatory Evaluation: Tools for Managing Change in Water and Sanitation*, The World Bank, Washington D.C.
  21. For details about some strategies for involving women, see lesson 3.
  22. This column includes the broad categories of possible stakeholders at each stage of the program cycle. The stakeholders will vary by location and program and can be more accurately identified through a stakeholder analysis.
  23. Adapted from World Bank, 1995, *Advancing Gender Equality: From Concept to Action*, Washington, D.C.
  24. Adapted from World Bank, 1996, *World Bank Participation Sourcebook*, Environmentally Sustainable Development Vice Presidency, Washington, D.C.
  25. Adapted from World Bank, 1990, *Rural Sanitation in Lesotho: From Pilot Project to National Program*, Water and Sanitation Discussion Paper Series No. 3, Washington, D.C.
  26. In the early 1990s, PROWWESS merged into the UNDP-World Bank Water and Sanitation Program, now known as the Water and Sanitation Program (WSP).
  27. JAKPAS stands for *Janta Ko Khane Pani Ra Safai Karyakram*.
  28. Adapted from Wendy Wakeman, 1995, *Gender Issues Sourcebook for Water and Sanitation Projects*, UNDP-World Bank Water and Sanitation Program, Washington, D.C.; various quarterly progress reports of the World Bank's JAKPAS project, 1994-95.
  29. Adapted from Julie Vloria and others, "The Community Water Supply and Sanitation Project [CWSSP]," unpublished project note, World Bank, ASTHR, Washington, D.C.

30. From World Bank, 1996, *Implementing the World Bank's Gender Policies: Progress Report No. 1*, Washington, D.C.
31. The information on consultant trust funds provided here is up-to-date as of April 1996. Those interested in later updates should refer to the consultant trust fund data base on the Bank's All-in-One system.
32. Ideally, the specialist will be part of an M&E team.
33. This methodology was developed by Lyra Srinivasan. SARAR stands for Self-esteem, Associative strengths, Resourcefulness, Action planning, and Responsibility.
34. See, for example, Srinivasan (1990); Narayan (1993); and Narayan and L. Srinivasan (1993) in the selected references in Appendix 4.
35. From J. Briscoe and M. Garn, 1994, *Financing Agenda 21: Freshwater*. Paper prepared for the United Nations Conference on Sustainable Development, Rio de Janeiro, 1992. The World Bank, Washington D.C.
36. From Wendy Wakeman, 1995, *Gender Issues Sourcebook for Water and Sanitation Projects*, pp 4-11 UNDP-World Bank Water and Sanitation Program, The World Bank, Washington, D.C.
37. Gita Sen, remarks given during Panel #18 of 1989 Association of Women in Development (AWID) Conference.
38. Caroline O.N. Moser spoke of these and other WID approaches of the 1970s and 1980s during her presentation at Panel #18 of the 1989 AWID Conference.
39. Moser, Panel #18, 1989 AWID Conference.
40. Antrobus and Sen, 1989 AWID Conference. For an elaboration of the DAWN philosophy, see Gita Sen and Caren Grown, 1987, *Development, Crises, and Alternative Visions*, Monthly Review Press, New York.
41. Antrobus, 1989 AWID Conference.
42. Riane Eisler, 1987, *The Chalice and the Blade, Our History, Our Future*. Harper Collins Publishers.
43. Caroline O. N. Moser, 1989, "Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs," *World Development* Vol. 17, No. 11: 1799-1825.
44. See, for example, Paula Roark, 1980, *Successful Rural Water Supply Projects and the Concerns of Women*, USAID, Washington, D.C.
45. The descriptions of the first four tools are summarized from Rekha Dayal and A. Rani Parker, *Gender Analysis and Planning in the Bank Project Cycle* (draft, The World Bank, Asia Technical and Human Resources Division, 1993). This document also gives an excellent summary of additional tools and of multilateral and bilateral agency experience with gender analysis.
46. These tools are taken from Wendy Wakeman, 1992, *A Case Study of Women, Islam and Development: Strategies and Models for Conducting Projects with Women in the Islamic Context of Um Ruwaba, Sudan*, Ph.D. thesis.
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48. For a further discussion of women's roles in the sector, see, for example, Mary L. Elmendorf and Raymond B. Isely, 1981, *The Role of Women as Participants and Beneficiaries in Water Supply and Sanitation Programs*, USA: USAID, WASH Technical Report No. 11; Siri Melchior, 1989, *Women, Water and Sanitation, or Counting Tomatoes as Well as Pumps*, USA: PROWWESS/UNDP Technical Series; Mary Elmendorf, 1990, *The IDWSSD and Women's Involvement*, WHO, on behalf of the Steering Committee for Cooperative Action for the International Drinking Water Supply and Sanitation Decade; and van Wijk-Sijbesma, 1985, *Participation of Women in Water Supply and Sanitation, Roles and Realities*, The Hague, The Netherlands, International Reference Centre for Community Water Supply and Sanitation, Technical Paper 22.
49. Siri Melchior, 3.
50. For a further discussion of benefits and constraints to women's involvement, see Hilary Syme, 1992, *Women, Water and Sanitation: A Guide to the Main Issues and Existing Resources*, Canada: Canadian International Development Agency, 11-14.
51. For more information about this approach as well as a more flexible alternative, see Deepa Narayan-Parker, 1989, *PEGESUS*, USA: PROWWESS/UNDP.
52. For a more detailed discussion of lessons learned, see Christine van Wijk-Sijbesma and Eveline Bolt, 1991 and 1992, *Women, Water and Sanitation: Annual Abstract Journal*, Issues one and two, The Hague, The Netherlands, IRC and PROWWESS/UNDP-World Bank Water and Sanitation Program. Much of the following four paragraphs has been extracted from these documents.
53. Deepa Narayan, 1993, *Popular Participation in Rural Water Supply Projects*, USA: UNDP-World Bank Water and Sanitation Program.
54. van Wijk-Sijbesma, 1985, 4.
55. See van Wijk-Sijbesma and Bolt, 1991, 5.
56. One example of this type of data collection is discussed in Geoffrey Read and Ayse Kudat, "Why a Women in Development Component Should be Part of a Rural Water Project and What Such a Component Should Comprise: The Case of Sindh, Pakistan," *Infrastructure Notes*, The World Bank, W & S No. WS-8 (February 1992).
57. Ibid.
58. Conversation with Mayling Simpson-Hebert, WHO, April 1993.
59. From, *Introduction*, from Wakeman, Wendy, Susan Davis, Christine van Wijk, and Alka Nathani forthcoming, *Sourcebook for Gender Issues at the Policy Level in the Water and Sanitation Sector* UNDP-World Bank Water and Sanitation Program, The World Bank, Washington D.C.
60. For particular references, see Agenda 21, *An Easy Reference to the Specific Recommendations on Women*, UNIFEM, 1994.
61. These principles are also discussed in: *Water Resources Management: A World Bank Policy Paper*. 1993. (Washington D.C.: The World Bank).
62. Example cited in "Water and Sanitation Associations: Review and Best Practice," draft paper, the World Bank, Transport, Water and Urban Department, 1995, p. 62. The example was taken from a report by Kunguru, J. and M. Mwiraria. 1991. "NGO Support to Informal Settlements: A Case Study of Kiberia, Nairobi." Case Study Series Report. UNDP-World Bank Water and Sanitation Program.

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64. Khan, Akhter Hameed. Orangi Pilot Projects Programs. Orangi Pilot Project - Research & Training Institute. 1992. p. 22.
65. The economic benefits of increasing girls' access to education have been well documented. See for example, Elizabeth King, 1993. *Women's Education in Developing Countries*, (Washington D.C.: The World Bank); and Lawrence H. Summers, 1992, *Investing in All the People*, Policy Research Paper 905, (Washington D.C.: The World Bank).
66. Both of these examples were taken from Kudat, Ayse and Jean C. Weidemann. 1991. "Gender in Urban Water and Sanitation Sector in Asia." Unpublished paper.
67. CIDA, 1992, "Women, Water and Sanitation, A Guide to the Main Issues and Existing Resources," Canadian International Development Agency, Water and Sanitation Sector, prepared by Hilary Syme.
68. Khan, op. cit., pg. 9-23.
69. Unpublished note by the International Food Policy Research Institute, Washington, D.C., as discussed in Serageldin, Ismail: *Toward Sustainable Management of Water Resources*. 1995. (Washington D.C.: The World Bank) p. 27.
70. For more information on PROSANEAR, see "PROSANEAR: One Route to Agenda 21," based on the First International PROSANEAR Seminar held in Rio de Janeiro in December 1994, produced by the PROSANEAR Monitoring and Technical Assistance Group.
71. The JAKPAS project is funded by a Japanese Grant facility, managed by the UNDP-World Bank Water and Sanitation Program, and executed by the World Bank.
72. From field notes from visiting the JAKPAS project, mentioned above.
73. From, UNDP-World Bank Water and Sanitation Program, 1996, *Demand-based Approach: Making Large-Scale Rural Water Supply Projects Work*, Annual Report July 1994-June 1995, pp. 8-13. The World Bank, Washington D.C.



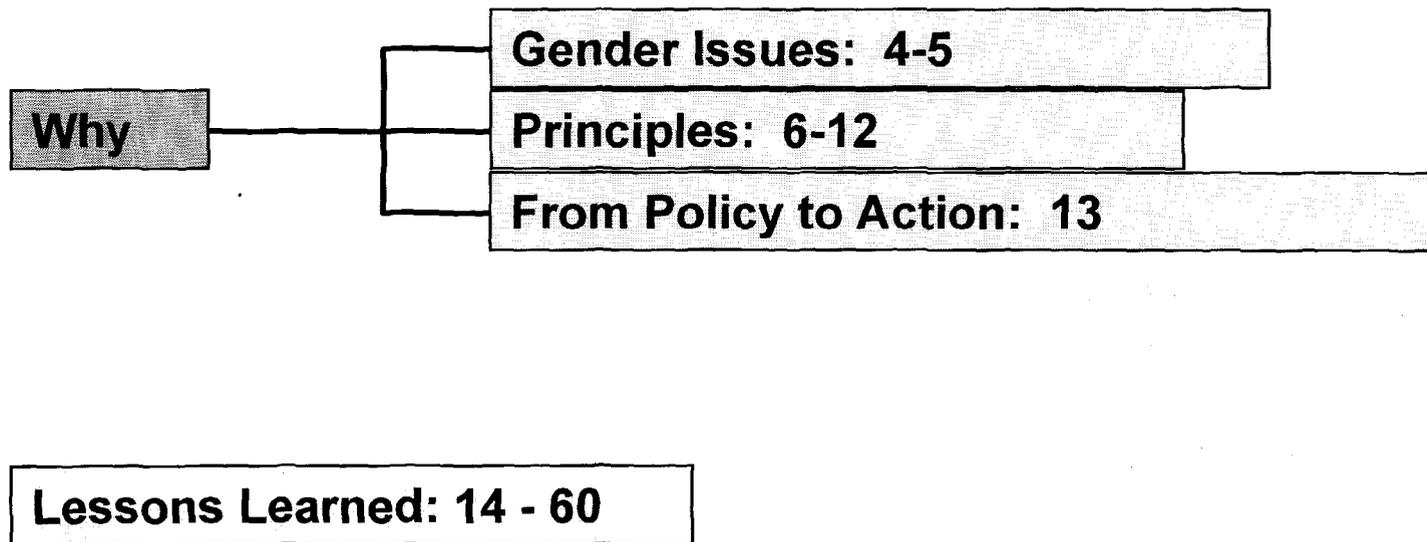
# Gender Issues in Water and Sanitation

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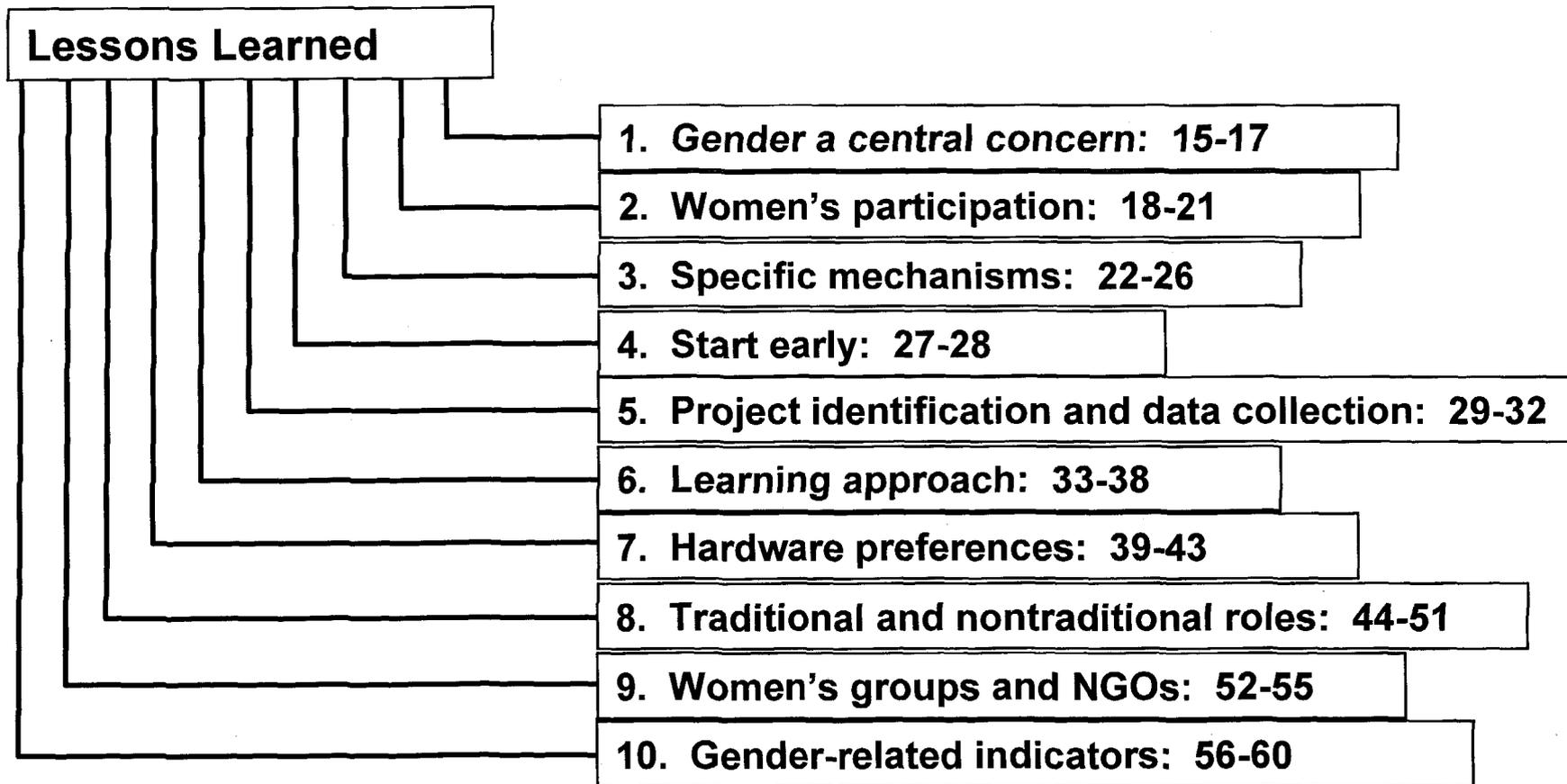
# Gender Issues in Water and Sanitation

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# Gender Issues in Water and Sanitation

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# What is Gender?

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- **Gender roles are socially constructed**
- **They divide responsibilities between men and women, in**
  - **social and economic activities,**
  - **access to resources**
  - **decision making authority**
- **Gender roles differ from biological roles, but may overlap**
- **Biological roles are fixed but gender roles can and do change with social, economic and technological changes.**

# What is Gender Analysis?

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- **Seeing what our eyes have been trained not to see**
- **Asking questions about the differences between men's and women's activities, roles, and resources to identify their developmental needs**
- **Analyzing qualitative and quantitative information about men's and women's activities, resources and constraints, benefits and incentives**

# **Principles of Sound Water and Sanitation Management**

---

- **Women play a central part in the provision, management and safeguarding of water.**
- **Water should be managed as an economic as well as a social good**
- **Water and sanitation management and decision making should be done with user involvement in planning and implementation.**

# Water as an Economic Good

---

- **A finite resource with competing uses and economic value**
- **Environmentally sustainable water use**
- **Efficient, sustainable and equitable use**
- **Services based on**
  - **user preferences**
  - **user willingness to pay**



# **Water as an Economic Good**

---

**Because they benefit the most, as primary users, women may**

- be willing to work harder to obtain and maintain new facilities**
- have greater incentives and willingness to**
  - keep facilities functioning**
  - report breakdowns**
  - contribute labor and money**

# Water as an Economic Good: Example from Niger

---

## *Problem*

- **Water user committee unable to collect contributions from village households**
  - **Contributions being returned to households**
  - **Village likely to withdraw from project**

## *Solution*

- **Village women went house to house to convince and collect funds**

## *Lesson*

- **Women have greater incentives to**
  - **pay**
  - **encourage others to pay**

## *Results*

- **Households convinced to pay their share**
- **Enough funds collected to participate in the project**

# **Water as a Social Good**

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- **There are gender differentials in benefits from improved water and sanitation**
- **Good quality water and sanitation that is closer to homes benefits women more than men**

# **Water as a Social Good**

---

**Women benefit more than men through**

- time savings from
  - shorter trips to collect water**
  - less time spent caring for the sick**
  - more time for leisure and/or productive activities****
- better health for all because of reduced incidence of water-borne diseases**

# **Water as a Social Good**

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**Because of differential benefits, including women's preferences can improve project outcomes on**

- siting**
- design**
- operations and maintenance**

# From Principles to Action

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*Translating these principles into action implies that*

- **Services will result from community initiative in water and sanitation, not precede them.**
- **Both men and women will be actively involved in selecting the type and level of service.**
- **The cost of services and maintenance will be shared by the community.**
- **Men and women in the community will also share in the investment and ownership of facilities.**

# Lessons from Project Experience

---

1. Gender is a central concern in water and sanitation.
2. Women's participation improves project performance.
3. Specific, simple mechanisms must be created to ensure women's involvement.
4. Attention to gender needs to start as early as possible.
5. Gender analysis is integral to project identification and data collection.
6. A learning approach is more gender-responsive than a blueprint approach.
7. Projects are more effective when both women's and men's preferences about "hardware" are addressed.
8. Women and men promote project goals through both their traditional and nontraditional roles.
9. Women's groups and NGOs can be effective in involving women.
10. Gender-related indicators must be included when assessing project performance and impact.

# **Gender is a Central Concern in Water and Sanitation**

---

**Women and men have different roles and responsibilities in water and sanitation, e. g.:**

- **men may use water for economic activities, such as crop irrigation and cattle**
- **at the household level, women are the main collectors and users of water and manage water and sanitation, e. g., by**
  - **collecting water**
  - **conserving water**
  - **recycling water**
  - **teaching hygiene**

# Women's Roles in

---

## *Water*

**Women select and manage water sources on the basis of**

- access
- quality
- quantity
- reliability

## *Sanitation*

**Women's responsibilities include**

- disposal of household waste
- maintenance of sanitation facilities
- children's hygiene, education and training

# Men's Roles in

---

## *Water and Sanitation*

Traditionally, men have played a greater role in

- community level decisionmaking
- finance
- construction of facilities

# **Women's Participation Improves Performance**

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- **World Bank study: Gender is an issue of equity and of efficiency**
  - enhances project results
  - increases cost recovery
- **Participation does not equal attention to gender**
- **World Bank 121 project review: Women's participation strongly associated with higher project performance**
- **A demand-based approach including men's and women's preferences improves likelihood of use and maintenance**

# India: Integrated Sanitation, Water and Community Health (SWACH) Project

---

## *Problems*

- Pumps broke down frequently and were not repaired quickly
- Women hesitated to report breakdowns
- Male mechanics did not respond to hand pump breakdown complaints because they did not consider them urgent

## *Solution*

A pilot experiment trained 24 rural women as hand pump caretakers.

# **India: Integrated Sanitation, Water and Community Health (SWACH) Project**

---

## ***Flexible approach***

- **Women worked in 3 person teams**
- **Training only 1 week, with on-the-job and refresher follow-up**
- **Training methodology modified for illiterates**
- **Repair routes reduced to a few kilometers**
- **Married women preferred—less likely to move away**

# **India: Integrated Sanitation, Water and Community Health (SWACH) Project**

---

## ***Results***

- **Women mechanics much more accessible and responsive to village women**
- **More preventive maintenance**
- **Lower breakdown rates**
- **Repair costs 4 times lower per pump**
- **Health messages more effectively spread**
- **Social benefits: greater willingness to educate girls**

# Special Steps are Needed to Ensure Women's Participation

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- **World Bank 121 project study: only half of 20 highly participatory projects successfully reached women.**
- **A participatory but a *gender-neutral* approach may not be enough.**
- **Women's participation must be a specific goal.**
- **Simple mechanisms should be built-in.**

# Mechanisms for Ensuring Women's Participation

---

**Women's project participation facilitated through traditional and new work roles**

- **women's traditional roles**
  - managing water
  - waste/soil use
  - providing labor
- **women's new roles**
  - maintaining and repairing water points
  - imparting health and hygiene education
  - managing funds
  - constructing latrines
  - generating income
  - planning and decisionmaking

# How to Ensure Women's Participation

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- ***Identify* barriers and constraints**
  - **convince village elders and male leaders**
  - **use**
    - **personal contacts**
    - **meetings with women's groups**
    - **non-print media if women's literacy is low**

# How to Ensure Women's Participation

---

- ***Interview* both men and women**
  - **separate meetings, if culturally appropriate**
  - **women interviewing women**
  - **appropriate seating arrangements**
  - **suitable time and place**
  - **child care arrangements**

# How to Ensure Women's Participation

---

- ***Include* women in local planning and management concerning**
  - women's roles, knowledge and interests
  - committee membership and leadership
- ***Link* women's project activities with traditional tasks**
- ***Expand* tasks to newer roles, e. g., income generating opportunities**
- ***Increase* staff awareness**
  - training
  - performance evaluations
  - personal example

# **Start Early: Gender in Country and Sector Work**

---

## *Research to determine*

- **men's and women's roles in water and sanitation**
- **men's and women's access to resources**
- **constraints to women's participation**
- **how national policies and programs in the sector affect men and women**
- **the appropriate institutional framework for promoting gender-balanced policies and sector projects**

# Gender at Different Levels

---

*A gender-balanced approach requires*

- **at the national level: involvement of**
  - **women's organizations in policy planning**
  - **water and sanitation action committees**
- **at the project management level**
  - **gender analysis in project planning, implementation, and monitoring**
  - **integration of gender specialists**
  - **training in gender issues**
- **at the local level**
  - **management support, from field staff to project managers and policy-makers**
  - **where required, women field workers to facilitate women's involvement in planning and training**
  - **communication skills and gender training**

# Gender Information in Project Identification

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- **Men's and women's traditional roles in the sector and similar projects**
- **Factors to promote women's and men's participation**
- **Constraints to participation and ways to remove them**
- **Women's organizations in the project area**
- **Percentage of women heads of household in the project area**

# Methods of Data Collection for Gender Analysis

*At national level*

**Output/Benefit**

<b>Policy inventory</b>	<ul style="list-style-type: none"><li>• <b>Overview of recent sectoral performance</b></li><li>• <b>Assessment of gender impact</b></li></ul>
<b>Household sample survey</b>	<b>Time consuming and expensive but good quality data</b>
<b>Household record keeping</b>	<b>Record of family labor contributions</b>

# Methods of Data Collection for Gender Analysis

*At district/village level*

**Output/Benefit**

<b>Community calendars</b>	<b>Qualitative record of activities for all enterprises and operations</b>
<b>Seasonal water supply and sanitation profiles</b>	<b>Quantitative changes in</b> <ul style="list-style-type: none"><li>• <b>use and management of facilities</b></li><li>• <b>labor allocations</b></li></ul> <b>when new facilities are introduced</b>
<b>Walking tours</b>	<b>Maps main hydrological zones, water and sanitation systems, social groups, and infrastructure</b>

# Methods of Data Collection for Gender Analysis

## *At district/village level*

## Output/Benefit

<b>Spatial maps</b>	<b>Visual picture of existing facilities, constraints, participants, and beneficiaries</b>
<b>Focus group interviews</b>	<b>Informal, in-depth investigation of processes, social networks, values, and beliefs</b>
<b>Group and community interviews</b>	<b>Quick, inexpensive overview of conditions and practices across villages</b>
<b>Community portraits</b>	<b>Comparison of beliefs and practices across villages</b>

# A Gender- Responsive Learning Approach

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- ***Start small with***
  - pilot project
  - flexible project design
- ***Build in longer preparation periods to***
  - gain access to women
  - build women's trust
  - help women organize to take on responsibilities
- ***Design integrated project with cross-sectoral inputs to meet multiple community needs***

# Using a Learning Approach in Project Design: The Baku Water Project

---

## *Problems*

- water quality poor, system losses high, cost recovery low
- water supply has reached a crisis: many households receive only 6 hours of water a day

## *Solution*

- An IDA credit which used a *learning approach* in project design
- A participatory social assessment
  - Stakeholders identified ways to alleviate the burden on women and identified environmental interventions to make the project more sustainable
  - Women asked to be involved in designing and implementing a consumer outreach program
  - Community -based program to reduce household water leakages

# Using a Learning Approach in Project Design: The Baku Water Project

---

## *Results*

- **Design:**
  - input by multiple groups of users
  - **Women's Committee pointed out high social, environmental costs of poor water supply**
- **Implementation: Women's Committee mobilized local community for**
  - water conservation
  - meter repair
  - leak prevention

# Community Water Supply and Sanitation Project, Sri Lanka

**Step**

**Activity**

<b>1</b>	<b>Data collection and analysis on gender issues and needs</b>
<b>2</b>	<b>Small group formation, including women</b>
<b>3</b>	<b>• Sufficient women representatives to form core groups • Awareness raising</b>
<b>4</b>	<b>Executive committees: 30%+ female</b>
<b>5</b>	<b>Participatory survey, self-analysis, and project-planning</b>
<b>6</b>	<b>Self-help group formation in construction management</b>
<b>7</b>	<b>Other village development activities</b>
<b>8</b>	<b>Sense of ownership between men and women</b>

# **Community Water Supply and Sanitation Project, Sri Lanka**

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## **Awareness raising on**

- resource mobilization**
- hygiene education**
- team work**
- organization building**

# **Community Water Supply and Sanitation Project, Sri Lanka**

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- **Other village development activities:**
  - **savings and credit**
  - **home gardening and nutrition**
  - **tree planting for water source protection**
  - **training and skills development for income generation**

# Men's and Women's Hardware Preferences

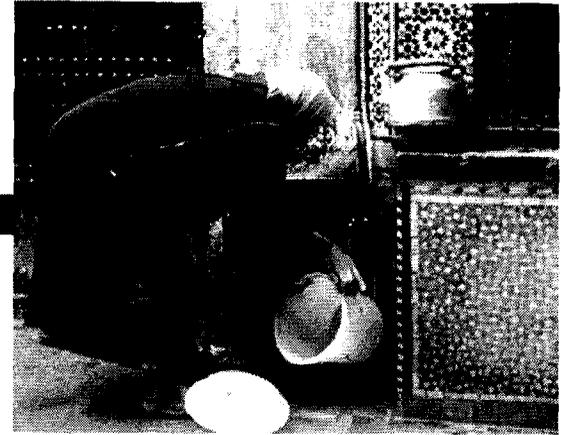
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**Taking into account ethnic, class and caste dimensions**

- ***determine* difference in men's and women's views**
- ***specifically ascertain* women's views**
- ***determine* men's and women's willingness to contribute**
- ***draw upon* women's knowledge of local circumstances**

# Men's and Women's Hardware Preferences

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**Determine difference in men's and women's views regarding**

- **technology options**
- **design features**

# Men's and Women's Hardware Preferences

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**Specifically ascertain women's views on**

- **siting**
- **safety**
- **reliability**
- **demands on time and energy**
- **convenience**

# Men's and Women's Hardware Preferences

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**Determine men's and women's willingness  
to contribute**

- **labor**
- **materials**
- **cleaning**
- **maintenance**

## Traditional and Nontraditional Roles

- Use women's traditional knowledge to design new systems, e.g. siting
- Give women a role in decisionmaking
- Avoid heavy financial or work burden without compensatory benefits, if women are already overworked
- Go beyond manual tasks: increase women's authority in management decisions
- Enhance women's skills through training in nontraditional activities
- Involve men in health education

# Health and Hygiene Education

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- ***Involve* both men and women in health education**
- ***Develop* health education and techniques based on local knowledge**
- ***Select* women trainers/health promoters where needed**
- ***Organize* women's health clubs**
- ***Reach* women through two-way interpersonal communication**
- ***Utilize* sites where women gather**
- ***Aim* to change health behaviors specific to women**
- ***Involve* husbands and male leaders**
- ***Schedule* suitable times and meeting places for women**
- ***Provide* child care facilities**

# Health and Hygiene Education

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**Utilize sites where women gather, e.g.**

- wells
- washing platforms
- markets
- grain-grinding sites
- clinics



# Health and Hygiene Education

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**Aim to change health behaviors specific to women, e.g.**

- **washing hands**
- **filtering drinking water**
- **using a water dipper**

# Community Participation in Construction

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## **Community contributions to construction include**

- **money**
- **labor**
- **paid work**
- **Women's participation in paid construction work requires**
  - **flexible scheduling**
  - **private spaces**
  - **equal pay by contractors**
  - **child care arrangements**

# Cost Recovery

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***Women can contribute more when projects offer***

- **income-earning activities**
  - **paid construction activities**
  - **caretaker and technical maintenance work**
  - **vegetable growing**
  - **small livestock production**
- **low cost, market based, services in underserved areas:**
  - **run water kiosks**
  - **purchase water in bulk and retail**
  - **run urban waste recycling plants to sell compost**
  - **make and sell latrine slabs**

## Participation in Operation and Maintenance

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**Both women and men can participate in local management and maintenance**

- care-taking
- source monitors
- well disinfectors
- site managers
- pump operators
- local administration
- operation and managing

# Women Office Holders of Water Committees in Niger

**Financial contributions needed to cover hand pump maintenance costs. Village water committees appointed men treasurers.**

## ***Problems***

- Villagers were unwilling to pay
- Some villagers encouraged others to discontinue payments
- Contributions were managed improperly

## ***Solution***

- Women worked as treasurers on some committees
- These women managed their duties satisfactorily
- Based on this experience, several villagers suggested that women should be treasurers

## ***Lesson***

**Women will often make special efforts to solve local problems such as**

- collecting user fees
- raising funds for repairs

## **NGOs and Women's Groups**

- **NGOs can reach local men and women and build consensus as**
  - **entry points**
  - **partners**
  - **intermediaries**
- **Women's groups can help in**
  - **promoting women's project involvement**
  - **hygiene education**
  - **maintenance**
  - **income-generating activities**
- **Women may organize on their own to take an active role**

# NGOs and Women's Groups

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**Types of women's groups than can serve as entry points:**

- **savings and loan groups**
- **family planning or mother's health clubs**
- **income generation groups**
- **religious or tribal groups**

# The Importance of Women's Clubs in an Urban Sanitation Project in Brazil

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## ***Problems***

- **Difficulties dealing with slum dwellers**
  - **unpaid bills**
  - **illegal connections**
  - **poor maintenance**
- **No mechanism for working with the 30,000+ slum families**

## ***Solution***

- **Slum dwellers involved in systems design, operation and maintenance**
- **Women's clubs: one of the main mechanisms for working with the community**
- **Women's wishes accommodated in**
  - **condominium formation**
  - **water tank siting**

## **The Importance of Women's Clubs in an Urban Sanitation Project in Brazil**

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### **Results**

- **Affordable solutions**
- **Both individual and community needs accommodated**
- **Total costs 50 percent below estimates**
- **Project became starting point for other community development activities**

# Effective Supervision

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**Gender perspectives may “fade away”. Therefore:**

- ***Establish* clear, explicit and manageable objectives for gender actions**
- ***Prevent* “fade-out” by emphasizing gender issues in TORs of supervision (e.g. Form 590), completion and evaluation missions**
- ***Build in* flexibility so mid-course corrections can be made**
- **Assess progress on gender in mid-term reviews**
- **If information on gender is unavailable during preparation, *include* an unallocated fund for gender-related actions**
- **Specifically *identify* gender-differentiated results in**
  - **impact studies**
  - **evaluation reports**

# Project Performance Indicators

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**Effectiveness**  
**Sustainability**  
**Replicability**



*Lesson 10 (b)*

## Indicators for Project Effectiveness

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- gender differentials in access, use and acceptability of facilities
- safe water source usage
- increased coverage of unserved areas and groups
- community (especially women's) hygiene awareness
- improved drinking water storage and handling
- adoption of health-promoting behavior
- distance and time in fetching water

# Indicators for Project Sustainability

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- **gender differences in users' perception about benefits**
- **attitudes of users, especially to breakdowns**
- **attitudes to cost sharing**
- **male/female decisionmaking in water user committees**
- **emergence of women community leaders**
- **women's access to training**

# Indicators for Project Replicability

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- **involvement of local people, skills and knowledge**
- **access of women (especially heads of households) to financial management systems**
- **views of community men and women about future priorities**
- **documentation of project experience**
- **income earning and career prospects for trained village workers, including women**

Toolkit on Gender in  
Water and Sanitation:  
Gender Toolkit Series No. 2

of Powerpoint slides (see Appendix 3)

