

Navigating Gender in African Cities:



Synthesis Report of Rapid Gender and Pro-Poor Assessments in 17 African Cities



UN-HABITAT

United Nations Human Settlements Programme in Cooperation with the Gender and Water Alliance





The internationally agreed development goals including the Millennium Declaration recognise that most developing countries are currently faced with the challenge of providing sufficient clean water and access to decent sanitation to poor people. This is especially the case in urban areas. In Africa, a region with the poorest record of access to water and sanitation, 72 percent of the urban population lives in slums. In some slums 200 people or more queue daily to use a single public toilet. Women and girls suffer the most, risking both their dignity and personal safety. Additionally, many girls in their puberty drop out of school due to inadequate sanitation facilities, and consequently forego their right to education. Women and children are also disproportionately burdened with the task of fetching water, often queuing for long hours early in the morning or late at night. With all these efforts,

there is still no guarantee that the water is safe and water related diseases are among the most common causes of illness and death affecting the poor in Africa.

It is against this backdrop that UN-HABITAT's Water for African Cities Programme initiated a gender mainstreaming strategy with a commitment to work with key partners and stakeholders such as public utility firms, local authorities and civil society organizations to develop pro-poor gender-sensitive urban policies for water and sanitation. The pro-poor gender mainstreaming initiative, which was launched in January 2005, marks a significant step towards turning rhetoric into action.

Rapid gender assessments of official water and sanitation policies and practices of have been undertaken in 17 African cities, involving a wide range of stakeholders and the urban poor communities concerned. The results of these assessments provide a clear indication of what needs to be done to achieve more sustainable provision of water and sanitation services to the urban poor, especially for women. These assessments provide recommendations for addressing gender equality and equity and gender roles in the context of an integrated approach to water resources and waste management. They also address specific measures that need be taken by public utilities to make a real difference in the daily lives of the urban poor.

I acknowledge with special thanks the Governments of Canada, the Netherlands, Norway and Sweden for their support of the UN-HABITAT Water and Sanitation Trust Fund. I also would like to acknowledge the expertise of the Gender and Water Alliance and its partnership with UN-HABITAT.

A handwritten signature in black ink, reading 'Anna K. Tibaijuka'.

Anna K. Tibaijuka
Under-Secretary-General and
Executive Director of UN-HABITAT

Message from Executive Director, Gender and Water Alliance

Some decades ago African cities were mostly small compared to those in other continents. Since then various pull and push factors have resulted in huge urban agglomerates, which continue to expand. Provision of services such as water supply and sanitation can hardly be expected to keep up with this growth, without specific attention and increase of resources which is not available or supplied in many African countries. Urban centres have huge slums, often considered illegal settlements with a high degree of discomfort and insecurity. For various reasons urban slums are populated by women and children more than men. And it is especially these people who suffer most from lack of water supply and sanitation facilities, because they are more vulnerable to diseases and lack of safety and because they are responsible for supplying the household with clean water. To be able to make more than a dent in the welfare of African cities, it is crucial to look at the different positions, interests and skills of men and women of the different residential districts.

For many years now, UN-HABITAT has been supporting major African cities with its Water for African Cities Programmes I and II. The Gender and Water Alliance was brought into the Programme to facilitate the mainstreaming of gender in 17 cities. GWA facilitators in each of these cities supported the organization of stakeholder platforms who together with utilities, civil society organizations, government departments and residents, developed comprehensive city Rapid Gender Assessment Reports. This process led to the development of work plans for most of the cities, which have the scope for actual change on the ground for many poor women, children and men.

The Report in front of you is the outcome of the compilation of 17 reports of the WAC cities. What they have in common that they are African, but otherwise they differ tremendously — culturally, politically, institutionally, legally, economically and socially. For Prabha Khosla to write this Synthesis Report has been more than a challenge, because of all these differences. To say anything about the 17 cities in general terms and still be valid is very difficult. Nevertheless, the red thread running through all the cities' water situations is to be found in the position of women, which needs serious attention of UN-HABITAT and all the national and city governments. In the near future, improvements should be realised based on the serious mainstreaming of gender in water management for increased efficiency, impact, equity and sustainability.



Joke Muylwijk
Executive Director
Gender and Water Alliance

Acknowledgements

This Report is a synthesis report of the participatory and Rapid Gender Assessment (RGA) Reports that were conducted in the 17 cities of the Water for African Cities (WAC) II Programme. They represent the first stage of the Gender Mainstreaming Strategy Initiative of the WAC. The RGA Reports provide the baseline data and priority recommendations for pro-poor gender mainstreaming of the WAC programmes of the cities. The Reports are the result of the work of the following Gender and Water Alliance (GWA) Facilitators, the RGA Teams, and the women and men in slums and informal settlements in the cities. Many thanks to all of them for the effort and commitment they put into their Reports.

Abidjan, Cote d'Ivoire – Mr. Patrice Kouassi Effebi Ango
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Dakar, Senegal – Mr. Daouda Niang
Dar-es-Salaam, Tanzania – Ms. Gemma S. I. Akilimali
Dire Dawa, Ethiopia – Mr. Yehualashet Wubshet Sishaw
Douala, Cameroon – Ms. Rosemary Olive Mbone Enie
Harar, Ethiopia – Mr. Berhanu Mamo Teshome
Jos, Nigeria – Mr. Joachim I. Ezeji
Kampala, Uganda – Mr. Alfred T. Balinda
Kigali, Rwanda – Ms. Jeanne Bushayija
Lusaka, Zambia – Ms. Viola M. Mtamila
Maputo, Mozambique – Mr. Thomas Minyengu
Nairobi, Kenya – Ms. Pauline Ng'etaa Ikumi
Ouagadougou, Burkina Faso – Ms. Coura Bassolé Ndeye Ndoeye
Yaoundé Cameroon – Mr. Adrien Amougou

The Rapid Gender Assessments (RGAs) of the WAC II would not have been possible without the overall guidance and supervision of Kalyan Ray, Chief of the Water Sanitation and Infrastructure Branch, Mariam Lady Yunusa as the Programme Manager who coordinated the execution of the process. The programme was followed up and enriched by the contributions of Daniel Adom, Julie Perkins, Eric Moukoro, and Angela Hakizimana, all of UN-HABITAT. Lucia Kiwala, Chief of UN-HABITAT Gender Mainstreaming Unit provided valuable insights and contributed to the research design and reviewed drafts throughout the research process. Mary Liao and Prabha Khosla, as the lead consultants, designed the process and provided substantive frameworks for gender mainstreaming. Maria Arce and Joke Muylwijk provided critical advice for the partnership with the Gender and Water Alliance.

Special thanks are due to the Governments of Netherlands, Norway, Canada and Sweden, contributors to the UN-HABITAT Water and Sanitation Trust Fund for their financial support.

Executive Summary

Since 1999, UN-HABITAT, through the Water for African Cities (WAC) Programme, has assisted African countries¹ to improve the management of water and sanitation. The objective of the WAC is to tackle the urban water crisis through efficient and effective water demand management, build capacity to mitigate the environmental impacts of urbanization on freshwater resources and boost awareness and information exchange on water management and conservation.

The second phase of the WAC Programme was launched in December 2003 with the focus to assist in the international effort to reduce poverty as embodied in the goals and targets of the Millennium Declaration and other United Nations commitments. Specifically, the WAC II is attempting to address the Millennium Development Goal 7, Target 10 “to reduce by half the proportion of people without sustainable access to safe water” and Target 11 “to achieve significant improvement in the lives of at least 100 million slum dwellers by 2020”. Additionally, the WAC II is also addressing the World Summit on Sustainable Development’s (WSSD) Plan of Implementation “to reduce by half the number of people without access to sustainable sanitation.”² The seventeen cities of this second phase of the WAC are Abidjan, Cote d’Ivoire; Accra, Ghana; Addis Ababa, Dire Dawa, and Harar, Ethiopia; Bamako, Mali; Dakar, Senegal; Dar-es-Salaam, Tanzania; Douala and Yaoundé, Cameroon; Jos, Nigeria; Kampala, Uganda; Kigali, Rwanda; Lusaka, Zambia; Maputo, Mozambique; Nairobi, Kenya; and Ouagadougou, Burkina Faso.

The six priority themes of the WAC II are:

- Pro-Poor Water Governance and Follow-up Investments
- Sanitation for the Urban Poor
- Urban Catchment Management
- Water Demand Management
- Water Education in Schools and Communities
- Advocacy, Awareness-raising, and Information Exchange

In the second phase, a major initiative was launched to gender mainstream the WAC Programme. In order to prepare the Gender Mainstreaming Strategy for the WAC II Programme, UN-HABITAT initiated a participatory and rapid gender assessment in the 17 African cities. The participatory and Rapid Gender Assessments (RGAs) were conducted from the 3rd week of March to the 2nd week of May 2005. They were the first step in the development of the Gender Mainstreaming Strategy Initiative (GMSI).

The participatory and Rapid Gender Assessment (RGA) framework was developed by the Gender and Water Alliance (GWA) with the objective of using a pro-poor gender lens to identify, gather, and analyze baseline data relevant to the WAC II programmatic and thematic focus. The baseline data would contribute to the development of a gender mainstreaming strategy for the WAC II through the development of gender equity action plans and their integration into the implementation plans of the participating cities. The RGAs also included a rapid gender institutional assessment of the utilities in the cities.

The WAC II Programme applies bottom up and top-down approaches. A bottom-up strategy is used to support local governments in building capacity and strengthening relevant institutions through training programmes, thereby equipping them to improve efficiency in management and delivery of water and sanitation services in the context of rapid urbanization.

The top-down strategy is to encourage and support national governments in the development of appropriate policies, regulations, and legal frameworks, and equipping them with both the institutional and managerial capacity to facilitate devolution of decision-making processes to the lowest levels. This includes a focus on capacity building for equitable water sector policies and gender mainstreaming of relevant institutions.

The RGA framework is based on the collection and analysis of existing documents in the areas of inquiry, and the interviewing of relevant actors in the thematic focus areas of the WAC. It is not premised on generating original data if similar data already exists. In fact, considering the limited resources and time frame of the RGA the focus is on using existing studies, government documents and policies, document and research of multi- and bi-lateral organizations and women's groups, ENGOs, NGOs and CBOs operating in each of the cities. This analysis of secondary sources would then permit the identification of gender and poverty data gaps as well as areas for capacity building of the key actors in the water sectors.

The Rapid Gender Assessment teams in the cities consisted of a range of stakeholders. They included a combination of representatives from utilities, local governments, women's and water and urbanization ministries, the health and environment sectors, women's groups, and NGOs. Case studies from low-income settlements in Lusaka, Zambia and Dire Dawa, Ethiopia profile the poverty and living conditions in these communities.

Gender and Pro-Poor Analysis of Water and Sanitation Policies and Institutions

The Assessments underline the existing trends in the water and sanitation sectors. First, almost all the countries have a vast array of policy frameworks that inform water resources use and management. Secondly, these policies implicate a host of institutions and levels of governments. Thirdly, the last ten to fifteen years have witnessed attempts to bring coherence to policies and legislative frameworks as well as the management and implementation institutions. Fourthly, some new legislative frameworks are beginning to incorporate gender and pro-poor considerations, and these considerations are being included in some sustainability and poverty eradication plans. However, there is not always coherence between the national gender policies, the anti-poverty plans, and the water and sanitation sectors. More importantly, there is a major implementation gap in terms of operationalizing these new and often more comprehensive policy and legislative frameworks and the delivery of much needed basic services to poor women and men in Africa's slums and informal settlements.

The policy and legislative environment of the water and sanitation services of Lusaka, Zambia is outlined in some detail to demonstrate the range of policies and institutions that are engaged in these water sectors. Brief examples from Accra, Ghana and Kampala, Uganda also underline the points raised above. The example of Ethiopia is used to illustrate the next generation of water-sanitation-environment policies and a shift from traditional policy and legislative frameworks to more inclusive policies. And at the national level, Uganda provides a unique example of a water sector gender strategy. However, the implementation of these new policies is not taking place as expected. Reasons cited for this include the lack of financial resources and human and institutional capacity.

Gender Institutional Assessment of Water Utilities

The gender institutional assessment was supposed to be a gender analysis of the water utilities in terms of their gender policies and practices in the utilities, the level of gender awareness in the

institutions, the sensitivity of management systems to the specific and unique needs of both women and men, a gender analysis of personnel policies and employment and hiring practices, and the implications of a gender analysis on services provision, norms, standards, tariffs, etc.

However, this component of the RGA was the weakest in all of the RGA Reports. There are several possible reasons for this. Gender institutional assessments are as complex as the institutions they propose to investigate and require very specific skills and expertise. Secondly, it was not possible for the GWA Facilitators to conduct a rapid institutional assessment in the limited time they had. Furthermore, it was also very difficult for them to access information or senior managers to speak about gender which is not a familiar subject in the utilities.

What is clear from the Rapid Gender Assessment is that from the executive director to the engineer, to the technician on the street, men have most of the jobs in the water and sanitation sectors and most of the decision-making power and that the water and sanitation services sectors are in need of a gender balance.

The sex-disaggregated listings of employees and their professional status in the utilities from Dakar, Senegal; Dar-es-Salaam, Tanzania; and Lusaka, Zambia; provide clear proof of the need to integrate more women into the utilities as well as more women into senior decision making. Engaging women trained in gender analytic skills will enable a change in priority setting in the mandates of the utilities. A case study of the Harar City Water Supply and Sewerage Service Authority (HWASSA) provides an interesting profile of a local utility.

The chapter concludes by a brief examination of the debate on public or private water and sanitation utilities and accountability to the provision of water and sanitation services to poor urban women and men. It raises the questions as to how the focus on privatization of water services might have failed to consider the need for investments in public sector utilities as a more viable option in terms of its accountability to citizens and elected officials. The same cannot be said of the accountability of the transnational private sector company.

Enabling inclusive water governance in cities needs to further open the debate on financing and the provision and management of infrastructure to also include women and community-based and controlled water and sanitation services. Financial and credit services need to be provided for women and community-based services in slums and informal settlements.

Gender and Pro-Poor Assessment of the WAC II Themes

This chapter focuses on the themes of the WAC - Pro-Poor Governance and Follow-up Investments, Sanitation for the Urban Poor, Urban Catchment Management, Water Demand Management, Water Education in Schools and Communities, and Advocacy, Awareness-raising and Information Exchange.

Pro-Poor Governance and Follow-Up Investments

Some cities in the WAC do not have a specific pro-poor policy framework or implementation focus and thus no enabling mechanism for financing of services provision to poor residents. These are described in some detail. Others have policy commitments, but almost no implementation of the policies. And still others such as Accra, Ghana and Dakar, Senegal are attempting to focus on the provision of services to poor residents through some participation in services delivery. The Ghana Water Company Ltd. (GWCL) is seeking to expand the reliable supply of safe water in urban areas,

ensure that poor households have access to potable water at affordable prices, and ensure sustainability of the sector through cost recovery and improved management. To meet these objectives, a project is proposed comprising system expansion and rehabilitation, extension of service to low-income areas, and the rehabilitation of the existing network to reduce non-revenue water through a public-private partnership. The Public Utilities Regulatory Commission (PURC) has also published a social policy and strategy for water regulation based on the Government's broad social policies as articulated in the Ghana Poverty Reduction Strategy as well as a socio-economic survey on water accessibility, affordability, and quality. Under this, one option includes cross subsidies between domestic and non-domestic customers so as to impose higher tariffs on non-domestic consumers allowing domestic tariffs to be reduced. Infrastructure development charges are not to be charged to consumers, and neither is the provision of standpipes for poor communities.

The example of Dar-es-Salaam is used to illustrate the changes in policy for increased participation of service users in water and sanitation services and a case study demonstrates the use of gender-responsive budget initiatives in the Ministry of Water of Tanzania.

Sanitation for the Poor

Results from the RGAs generally paint a dismal picture of sanitation services in slums. There are very few official sanitation services and most residents make do with what they can, leading to contamination of their living and natural environments. Some cities do not have dedicated utilities for the provision of sanitation services and the impact of Uganda's new Gender Strategy for Water and Sanitation has yet to be assessed. The example of Jos, Nigeria is used to demonstrate the toilet types and use arrangements in particular slums. Burkina Faso has had a sanitation strategy since 1996. It also includes solid and liquid waste management and implicates three Ministries. While an extensive subsidy scheme exists to enable the provision and upgrading of sanitary facilities, the cost of these is much higher than an average "medium level income" of households. Dakar, Senegal with assistance from the World Bank is providing latrines to low income residents and specifically to poor women and women-headed households as well as engaging them in micro-credit schemes, the management of finances and training for facilities maintenance.

Schools in slums and informal settlements are in desperate conditions and many of them do not have proper or sufficient toilets for girls and boys. Kigali, Rwanda and Harar, Ethiopia provide examples of conditions of the toilets and the lack of access to water.

The menstruation needs of poor women and girls do not receive any attention when toilet blocks are designed or in the siting of toilets and in dealing with the waste products of menstruation. The silence around menstruation needs to be broken and women engaged in the design, siting, and construction of toilet and clothes washing facilities.

All RGA Reports point to the need for the provision of liquid and solid waste management and drainage to accompany the provision of water and sanitation services in slums. Some cities are assisting women-headed households — the poorest in the slums — in the development of cooperatives for solid waste removal as a means of earning some income.

Urban Catchment Management

Poor women and men often establish neighbourhoods in vulnerable environments because they can either squat illegally, pay low rent, or purchase land cheaply. Due to the patterns of socialization related

to gender, women have distinct roles in managing plants and animals, in use of forests, drylands, wetlands, agriculture, in collecting water, fuel, and fodder for domestic use, and for generating income. Women's distinctive experience and knowledge of environmental management is critical for sustainable catchment management. The issue of land ownership and the lack of tenure for poor urban women and men is intimately connected to the lack of access to water and sanitation and contamination. Poor women and men need to be engaged in decision making to enable successful catchment management.

The example of Ethiopia and its new Environmental and National Water Resources Management Policy is elaborated as an example of policies that address social equity. However, implementation challenges remain. The section also uses examples from other cities to indicate the policy and implementation gaps for sustainable environmental management.

Water Demand Management

Results here highlight the link between poverty and unsatisfied demand for water. They caution the introduction of water demand strategies in areas of such low supply and highlight the already compromised health and hygiene conditions in slums. However, water demand management offers a wide range of possibilities for controlling demand in high use areas. This could possibly "release" water to expand provision of water to areas of insufficient supply.

A critical discussion here is the need to explore unaccounted for water, whether this is due to leakage in pipes, inappropriate billing practices, or tampering with water meters. Many African cities are losing 30 to 50% of piped water and sometimes more. Water demand management pilots demonstrate the untapped potential of expanding water demand strategies.

Water Education in Schools and Communities

Many cities have some level of educational and informational campaigns on the relationship of water to good hygiene practices and to health. These campaigns are carried out by a range of government agencies and NGOs. Institutions include national and local departments of health, the water and sanitation utilities, local government clinics, and hospitals. Value-Based Water Education (VBWE) initiatives have a tremendous potential to inform changes in water ethics in schools and communities. The research recommends the integration of a pro-poor and gender analysis in all Value-Based Water Education materials and campaigns.

Advocacy, Awareness-raising and Information Exchange

The education and advocacy sectors need to recognize that different kinds of urban constituencies or communities require different and culturally appropriate strategies for communication and engagement. While this understanding has begun to incorporate poor and/or illiterate women and men, far too often information and its dissemination is still gender neutral or full of sex-role stereotypes. The activities under this theme are vital for achieving impacts in the thematic areas of the WAC, for changing policies, and enabling new dispensations for engendering water governance.

The priorities for gender mainstreaming the Water for African Cities Programme are in the concluding chapter, Chapter Five.

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Acronyms & Abbreviations

AAWSA	Addis Ababa Water & Sewerage Authority
BOE	Board of Education
CBO	Community Based Organisation
CFA	Currency Used in Burkina Faso
DANIDA	Danish International Development Agency
DAWASA	Dar-es-Salaam Water and Sewerage Authority
DDM	Water Demand Management
ENGOS	Environmental Non-Governmental Organizations
GWA	Gender and Water Alliance
GWCL	Ghana Water Company Ltd.
HWSSA	Harar Water Supply and Sewerage Service Authority
IMF	International Monetary Fund
IWRM	Integrated Water Resources Management
LWSC	Lusaka Water and Sewerage Company
MDGs	Millennium Development Goals
MWLE	Ministry of Water, Lands and Environment (Uganda)
NWSC	National Water and Sewage Company
NAWASCO	National Water and Sanitation Council
NWP	National Water Policy (Zambia)
BNWP	World Bank-Netherlands Water Partnership
NGOs	Non-Governmental Organizations
PRSP	Poverty Reduction Strategic Paper
RGA	Rapid Gender Assessment
RCD	Resource Centre Development
SNEC	Société Nationale des Eaux du Cameroun
SDPRP	Sustainable Development and Poverty Reduction Program
TNDP	Transitional National Development Plan (Tanzania)
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations' Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VBWE	Value-Based Water Education
VIPs	Ventilated Improved Pit Latrines
WAC	Water for African Cities
WATSAN	Water and Sanitation
WDM	Water Demand Management
WSS	Water and Sanitation Services
WSSD	World Summit on Sustainable Development

“The human right to water is indispensable for leading a life in human dignity. ...The human right to water entitles everyone to sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic uses.”

UN Committee on Economic, Social and Cultural Rights, Geneva, November 2002

UN-HABITAT is the UN Agency mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. UN-HABITAT has been actively engaged for thirty years in supporting developing countries in their efforts to create sustainable human settlements and ensuring that the urban poor are provided with adequate shelter and basic services such as water and sanitation.

Since 1999, UN-HABITAT, through the Water for African Cities (WAC) Programme, has assisted African countries¹ to improve the management of water and sanitation. The objective of the WAC is to tackle the urban water crisis through efficient and effective water demand management, build capacity to mitigate the environmental impacts of urbanization on freshwater resources and boost awareness and information exchange on water management and conservation. It also promotes the exchange of best practices in urban water management in support of the implementation of the Habitat Agenda. The WAC works with local governments, national governments, the private sector, civil society, resource centres and the media. It is a product of the United Nations System-wide Initiative on Africa (UNSIWA) and of the broad partnership of the UNSIWA Water Cluster. National Steering Committees administer the city projects of the Programme.

Encouraged by this success, the United Nations General Assembly, in its resolution 57/275 adopted in December 2002, called upon UN-HABITAT to support the implementation of the Water for African Cities Phase II (WAC II).²

In order to prepare the Gender Mainstreaming Strategy for the Water for African Cities (WAC) II Programme, UN-HABITAT, initiated a participatory and rapid gender assessment in 17 African cities. The participatory and Rapid Gender Assessments (RGAs) were conducted from the 3rd week of March to the 2nd week of May 2005.

The participatory and Rapid Gender Assessment (RGA) framework was developed by the Gender and Water Alliance (GWA). The objective of the RGAs was to use a pro-poor gender lens to identify, gather, and analyze baseline data relevant to the WAC II programmatic and thematic focus. The baseline data would contribute to the development of a gender mainstreaming strategy for the WAC II through the development of gender equity action plans and their integration into the implementation plans of the participating cities. The RGAs also included a rapid gender institutional assessment of the utilities in the cities. The RGA is the first phase of the Gender Mainstreaming Strategy Initiative (GMSI).

The second phase of the WAC Programme was launched in December 2003 with the clear objective to assist in the international effort to reduce poverty as embodied in the goals and targets of the Millennium Declaration and other United Nations commitments. Specifically, the WAC II is attempting to address the Millennium Development Goal 7, Target 10 “to reduce by half the proportion of people without sustainable access to safe water” and Target 11 “to achieve significant improvement in the lives of at least 100 million slum dwellers by 2020”. Additionally, the WAC II is also addressing the

World Summit on Sustainable Development's (WSSD) Plan of Implementation "to reduce by half the number of people without access to sustainable sanitation."³

WAC II is also a commitment to gender equality in the Habitat Agenda (especially paragraph 46), the implementation of ECOSOC resolution 1997/2 on gender mainstreaming in all UN entities and programmes, the UN-HABITAT resolutions, (i) GC 19/16 on women's roles and rights in human settlements development and slum upgrading of 9 May 2003; (ii) GC 20/5 on access to basic services for all within the context of sustainable human settlements; and (iii) GC 20/7 on gender equality in human settlements development.

The initial phase of WAC was a follow-up of the Cape Town Declaration adopted by African Ministers in December 1997. The Declaration addresses the urgent need for improved water management in African cities. The WAC Programme was launched in 1999 and focused on three inter-linked priorities. These are: the introduction of effective urban water management strategies in select African cities; the protection of freshwater resources from the growing volumes of urban wastes by strengthening capacities for monitoring freshwater pollution and taking mitigating measures; and the enhancement of regional capacity for urban water management through information sharing, increasing public awareness, and training and education. The pilot cities in the programme included: Abidjan, Cote d'Ivoire; Accra, Ghana; Addis Ababa, Ethiopia; Dakar, Senegal; Johannesburg, South Africa; Lusaka, Zambia; and Nairobi, Kenya.

The seventeen cities of this second phase of the WAC are: Abidjan, Cote d'Ivoire; Accra, Ghana; Addis Ababa, Dire Dawa, and Harar, Ethiopia; Bamako, Mali; Dakar, Senegal; Dar-es-Salaam, Tanzania; Douala and Yaoundé Cameroon; Jos, Nigeria; Kampala, Uganda; Kigali, Rwanda; Lusaka, Zambia; Maputo, Mozambique; Nairobi, Kenya; and Ouagadougou, Burkina Faso.

The WAC II Programme applies bottom up and top-down approaches. A bottom-up strategy supports local governments in building capacity and strengthens relevant institutions through training programmes, thereby equipping them to improve efficiency in management and delivery of water and sanitation services in the context of rapid urbanization. 'Tried and tested' WAC component activities will be enhanced and scaled-up, and the piloting and demonstration of new projects supported. Assisting in the building and nurturing of civil society (i.e. poor women and men, NGOs/CBOs), so that all sections of society may contribute to the decision-making process, will be a major focus of this strategy.

The top-down strategy is to encourage and support national governments in the development of appropriate policies, regulations, and legal frameworks, and equip them with both the institutional and managerial capacity to facilitate devolution of decision-making processes to the lowest levels. Supporting epistemic communities (i.e. networks of regional water and sanitation professionals with an authoritative claim to policy-relevant knowledge of the issues) that contribute effectively to the policy development process will be a major plank of this strategy.

This document is a synthesis report of the participatory and Rapid Gender Assessments (RGAs) of the 17 cities of WAC II Programme in the first half of 2005. The RGAs were conducted early in the WAC II programme so that locally-specific gender analysis could inform the formulation of country-specific WAC programmes. The Synthesis Report is an overview document that provides a gender and pro-poor analysis of the current situation of the thematic focus of the WAC II. It identifies common trends in the WAC cities in terms of policy frameworks and implementation plans and projects as well as impediments to the provision of water and sanitation services to poor women and men in cities. More importantly, the analysis provides explicit recommendations for gender mainstreaming the WAC II and city-specific WAC implementation plans.

The Methodological Approach: Participatory and Rapid Gender Assessments

The Participatory and Rapid Gender Assessment (RGA) framework (See Appendix B for the framework document which outlines the methodological approach.) was an attempt to gather some critical data quickly to enable an understanding of conditions in the water and sanitation sectors in each participating city from the perspective of a gender-sensitive and pro-poor lens. It was not intended to be a detailed assessment as that would not have been possible without the investment of significant resources in the process. Depending on the city, assessments were conducted over a four to six week period. However, the time frame was considered sufficient to generate enough baseline data to inform the broad strokes of a gender mainstreaming strategy for the WAC II and to begin integrating pro-poor and gender-sensitive issues and priorities into the programmes of the cities. The RGA was also supposed to identify analytic gaps as well as areas for capacity building. The six priority themes of the WAC II are:



Public toilets in Kakungulu Zone, Kampala, Uganda.

- Pro-Poor Water Governance and Follow-up Investments
- Sanitation for the Urban Poor
- Urban Catchment Management
- Water Demand Management
- Water Education in Schools and Communities
- Advocacy, Awareness-raising, and Information Exchange

Additionally, it was expected that in each of the

cities, the local government, the city focal point for the WAC Program or “City Manager”, and the stakeholder platforms would have identified specific geographical and thematic areas as implementation sites/issues for the WAC II. Within the larger programme of the WAC II, un- and under-serviced neighbourhoods would also have been identified as areas requiring immediate attention for the provision of water and sanitation services. Through a gender situational analysis of an inadequately serviced slum or informal settlement, the RGAs would provide a gender analysis of the water and sanitation conditions in a “typical” poor urban neighbourhood.

The RGA method was premised on the assessment being a participatory process grounded in the collective involvement and knowledge of the stakeholders in each city. It was assumed that the process for data gathering and analysis would also provide learning and training opportunities in gender and poverty awareness and the intersection of these in the water and sanitation sectors. All the Reports were based on the participatory and Rapid Gender Assessment framework included here as Appendix B.

Rapid Gender Assessment in the Cities — The Research and Data Collection Approach

For the participatory and rapid gender and pro-poor assessment, the methodological approach is identified in the RGA framework document and included here as Appendix B. However, recognizing the diversity in the cities and their demographics, economics, politics, and water contexts, the RGA Framework is flexible enough to take the above factors into account as well as the capacities and resources of the stakeholder platforms. Its first objective and priority is to enable local conditions and capabilities to inform the research and not that the data should be collected in some common format to enable a comparative analysis between the WAC II Cities, even though the structure of the Assessment Framework does

enable comparison to take place. The objective of the RGA is to provide gender and pro-poor sensitive baseline data and analysis for city-specific gender mainstreaming of the WAC implementation plans.

In terms of data collection, the RGA framework is based on the collection and analysis of existing documents in the areas of inquiry, and the interviewing of relevant actors in the thematic focus areas of the WAC. It is not premised on generating original data if similar data already exists. In fact, considering the limited resources and time frame of the RGA, the focus is on using existing studies, government documents and policies, documents and research of multi- and bi-lateral organizations and women's groups, ENGOs, NGOs and CBOs operating in each of the cities. This analysis of secondary sources would then permit the identification of gender and poverty data gaps as well as areas of capacity development of the key actors engaged in the water sectors.



Gwarandok focus group members, Jos, Nigeria.

In large part, the data in the individual RGA Reports is from secondary sources. However, many of the GWA Facilitators did primary research in terms of the gender situational analysis in slums and informal settlements. Here, depending on the city in question, most of the GWA Facilitators used a combination of the following methods: observation of conditions, transect walks, key informant interviews, household questionnaires, and separate focus groups with women and men and boys and girls in schools.

Rapid Gender Assessments in the Cities — Research Facilitators and the Process

The Water for African Cities Programme is supported at the city level through stakeholder platforms comprised of representatives of relevant local water and sanitation utilities, gender, health, and education representatives and women's groups and NGOs. To strengthen integration of a pro-poor gender analysis within the WAC programme, members of the Gender and Water Alliance (GWA) from the UN-HABITAT WAC cities were appointed as facilitators to conduct the Rapid Gender Assessments in coordination with WAC stakeholder platforms and the WAC City Managers. WAC City Managers coordinate the Programme on behalf of their governments. However, in reality, most stakeholder platforms were inactive or non-existent. Many of the GWA Facilitators were also responsible for creating multi-sectoral RGA Teams, which will hopefully form the nucleus of the new city stakeholder platforms responsible for the coordination and implementation of the WAC Programme. For the cities of Harar and Dire Dawa, Ethiopia, the RGA was coordinated and conducted by GWA consultants from Addis Ababa. Almost all the RGA teams included members from relevant utilities, national ministries and local government personnel responsible for water, sanitation, gender, health, environment, and NGOs. The division of labour and the process of data identification, collection, and analysis differed in each city. While in some cities, the assessment benefited from a committed team of stakeholders, in the majority of cities the Gender and Water Alliance Facilitators received less local-level support.

Unless indicated otherwise, all of the data, examples, and case studies presented and discussed in this Synthesis Report are from the WAC cities' RGA Reports. Please refer to the individual city Rapid Gender Assessment Reports for detailed information about/from each city. In addition to the baseline data, each of the WAC city RGA Reports also provide details on the methods and tools used for the research, the division of labour between the

RGA Team members, as well as the challenges and constraints of the Rapid Gender Assessment.

The Poverty-Gender-Water-Sanitation Interface in Slums

The gender mainstreaming strategy of the WAC II is a commitment to addressing the reality of the terrible living and working conditions of poor women and men and girls and boys. It is also an acknowledgement that poverty cannot be eradicated or reduced without the involvement and leadership of poor women themselves.

As Table 1 below indicates, the majority of urban residents of the WAC cities are living in slums and

informal settlements and their populations are on the increase. The RGA results demonstrate the changing demographics of some African cities which further underline the gendered nature of cities. Cities such as Kampala and Kigali, due to their recent histories of civil war, genocide, and the impact of HIV-AIDS, have more women than men.⁴ Considering the impact of HIV-AIDS in Africa, this is likely a growing trend in African urban centres. Additionally, the gender situational analysis in slums and informal settlements indicates that poor neighbourhoods have more women overall. The RGA Reports indicate that women and girl headed-households constitute at least 20% of the population or more, and are on the increase in many of the cities such as Accra, Ghana; Bamako, Mali; Dakar, Senegal; Dire

TABLE 1: WAC II City Populations, Size, % of Women and Men living in Slums, and Population Growth Rate

WAC II Cities	Total City Population in Millions (census year)	Size in sq. km.	% of total pop. in slums	Population growth rate
Abidjan, Cote d'Ivoire	2.88 (1998)	555	31	5.6
Accra, Ghana	1.66 (2000)	n/a	Poor 26% of total	4.5
Addis Abba, Ethiopia	3	540	n/a	3
Bamako, Mali	1.1 (2001)	250	n/a	4
Dakar, Senegal	2.6	217	n/a	6
Dar-es-Salaam, Tanzania	2.5 (2002)	1,800	70%	8
Dire Dawa, Ethiopia	0.28	185	34% below poverty line	3.8
Douala, Cameroon	3	n/a	n/a	n/a
Harar, Ethiopia	0.113 (2004)	17-20	n/a	3.8
Jos, Nigeria	1.2 (1999)	1322	n/a	n/a
Kampala, Uganda	1.2	236	44	3.2
Kigali, Rwanda	0.605 (2002)	349	60	n/a
Lusaka, Zambia	1.1	360	60-70	3.5
Maputo, Mozambique	1.2 (2002)	316	54	2.5
Nairobi, Kenya	2.14 (1999)	696.1	More than 50%	4.8
Ouagadougou, Burkina Faso	More than 1	52,000 ha	30	4
Yaoundé, Cameroon	1.1 (1997)	182	60 (1997)	5

Dawa, Ethiopia; Kampala, Uganda; Kigali, Rwanda; Jos, Nigeria; and Ouagadougou, Burkina Faso. Furthermore, they tend to be poorer than the rest of the slum residents.

For example, according to the 4th Ghana Living Standards Survey, the number of women-headed households in Accra in 2000 was 33.2%. The survey indicates there is a marked difference between the educational levels of females and males. More than twice as many females as males

have never been to school, and half as many females as males have secondary or higher qualifications. In urban areas in Ghana, 42.4% of males are engaged in waged employment compared to 12.5% of females.

The RGA reports provide a vivid picture of the misery of living in high-density slums and informal settlements without access to sufficient safe and affordable water, sanitation facilities, solid waste management services, and most

TABLE 2: Coverage of Water and Sanitation Services in the WAC II Cities

WAC II Cities	Water Coverage by % in the City	Sanitation Coverage by % in the City
Abidjan, Cote d'Ivoire	Less than 50% (1997)	20%
Accra, Ghana	9.8% indoor piped, 38.7% household standpipes	25% have indoor piped sewerage, 34.5% KVIPs, 18.2% pit latrines, 17.3% bucket latrines
Addis Abba, Ethiopia	97% sporadic	70% with varied systems
Bamako, Mali	61%	48% of which 33% is "modern" toilets
Dakar, Senegal	95.7%	64%
Dar-es-Salaam, Tanzania	70% have access to piped water with sporadic supply	30% on piped sewerage and septic tanks rest on pit latrines
Dire Dawa, Ethiopia	72 with limited supply	n/a
Douala, Cameroon	49-63%	n/a
Harar, Ethiopia	25% (2001)	Roughly 60-70% with a range of toilets and sharing arrangements
Jos, Nigeria	40-54% (2004)	n/a
Kampala, Uganda	65% piped	9% on sewer 72% on pit latrines
Kigali, Rwanda	43% have private connections 40% public fountains	85% of the population has "rudimentary" sanitation
Lusaka, Zambia	60% on piped water 40% on wells and bore holes	30% on piped sewerage, 50% have pit latrines or share
Maputo, Mozambique	77%	67.6%
Nairobi, Kenya	66%	66.5% only 6% of slums have adequate access
Ouagadougou, Burkina Faso	87% — only 23% have piped connections	45% — 8% served by sewers, 2% by septic tanks, 90% pit latrines
Yaoundé, Cameroon	12% have private taps 68% sharing and purchasing of water privately	90% have pit latrines and septic tanks

CASE STUDY 1:

Informal Urban Settlements — An Overview from Lusaka, Zambia

To better understand poverty, it is necessary to define who the poor are, and where the poor live. A peri-urban area by Zambian definition is an unplanned or informal settlement within the jurisdiction of a local authority. Most peri-urban areas in Zambia are found on the outskirts of municipalities and cities. Lusaka has 33 peri-urban areas. According to the population census of 2000, out of the total population of 1.1 million, 60-70% reside in the 33 peri-urban areas of Lusaka. Peri-urban areas are characterized by overcrowding, a high rate of unemployment, haphazardly laid out housing, insufficient basic services, a high annual population growth rate, high population densities, and are vulnerable to disease and epidemics. These settlements are generally classified as the poorer areas of the city.

In Zambia, poverty is defined as a state of insufficient productive resources and income to ensure a sustainable livelihood, access to and control over basic needs, which include food, clothing, shelter and social services such as health, education, water and sanitation. According to the Central Statistics Office, since 1998 there has been an increase in poverty with overall poverty estimated at 72%.

Poverty is said to affect women more than men. According to a 1999 poverty shadow report from the Central Statistics Office, 60.4% of female-headed households are poor compared to 51.5% of male-headed households. Child-headed households are a new phenomenon. Due to the death of both parents; the eldest child is left with the responsibility for her or his younger siblings. The conditions in child-headed households are worse than those in female-headed households.

Women are more vulnerable to poverty than men for several reasons. One of the reasons is that women have lower levels of education than men. Women make up two thirds of the 44 percent of the adult population who are unable to read and write. As a result of their low level or lack of education, women are highly underrepresented in formal employment, which generally provides greater income than informal employment.

To address issues of poverty, women have taken on additional responsibilities. Among the coping strategies adopted by women are petty trading, beer brewing, and other small-scale informal sector activities. Girl children may be withdrawn from school to look after other siblings, perform household chores, and engage in street vending. These activities yield low profits despite the amount of time spent in carrying them out.

While precise figures are not available, it is a known fact that current hardships have led increasing numbers of women and girls to engage in prostitution and other coping strategies. These income-generating activities make women vulnerable to disease and abuse.

According to the Peri-Urban Water Supply and Sanitation Strategy of 1999, water supply and sanitation services in peri-urban areas are inadequate and unreliable and at least 56% of the peri-urban population does not have access to safe water supply and as much as 90% do not have access to satisfactory sanitary facilities. The lack of adequate or even basic services provision by the municipality makes the living environment toxic.

Although water sector reforms, which require principles and policies for water supply and

sanitation services, have existed since 1993, specific requirements for peri-urban areas have remained unaddressed. The lack of effective legal and policy frameworks to facilitate the development of water supply and sanitation in peri-urban areas has prevented peri-urban areas from benefitting from central government funding to develop sanitation infrastructure.

Primarily due to the legal status of peri-urban areas, the central government, through the Ministry of Local Government and Housing has not financed any major capital works for improving water supply and sanitation for peri-urban areas.

However, some ad-hoc funding of water supply and sanitation schemes has taken place in some peri-urban areas. This has mainly been a social obligation (an initiative of political leaders in the respective peri-urban areas), for public health reasons (to combat water borne diseases like cholera), or in the self interest of the local authority (a water connection may be extended to a peri-urban areas to avoid persistent vandalism or illegal connections to a water main traversing or close to a peri-urban settlement). Although some of these settlements have been formally recognised and legalized, they have still not been formally incorporated into the structural plan of the city. Consequently, the local government does not feel obliged to provide basic services to women and men in low-income areas.

The inadequate and erratic water supply produces stress for women and children who resort to alternative sources of water that are situated farther away and force women and children to walk long distances to obtain water. Spending more time fetching water leaves women little time to engage in other productive endeavours. Additionally, other sources of water such as boreholes are privately owned and are more expensive for poor men and women. The average cost of water from a bore hole is US\$ 1.80/month as opposed to US\$ 0.64/month for water from communal taps of the Lusaka Water and Sewerage Company.

Inadequate water supply and sanitation impacts on the health of the population. Women use alternative sources of water like shallow wells, which are usually contaminated from the latrines dug within the vicinity. Poor water supply and sanitation services in peri-urban areas have been the cause of annual outbreaks of water-borne diseases, such as cholera. During the rainy season, the illnesses put a heavy economic burden on the already impoverished communities as women spend more time caring for the sick and purchasing medicines from their meagre incomes.

Other impacts of an inadequate sanitation system include damage to ecological systems such as ground water aquifers, rivers, streams, lakes and wetlands.

Access to sustainable water supplies and sanitation offers women a greater potential to participate in economic activities to reduce poverty and improve their quality of life. Time and energy savings from the drudgery of fetching water releases women and children to participate in education, the economy, and socio-cultural activities.

The gender situational analysis of Kanyama Compound, Lusaka, is included as Appendix C.

CASE STUDY 2:

Informal Urban Settlements — The Specifics from Dire Dawa, Ethiopia

According to the report of a December 2003 consultation for a poverty reduction strategy in Dire Dawa, poverty in the city is due to low household incomes, food insecurity, lack of access to basic services such as shelter, potable water, health, education, and employment. A 1994 survey on food security identified that 47% of the households of Dire Dawa earn an income of less than Birr 300 (US\$ 35.3) a month. Of this total, 36% of the households have a monthly income of Birr 301-699 (US\$ 35 up to 82) and only 17% of the households have a monthly income of Birr 700 and over (above US\$ 82). The “average” household monthly income in the city was Birr 465 (US\$ 54.7). This level of income is very low particularly when one considers the average household size in the city, which is five persons per household, and the high cost of living in the city. Prices of food items are higher in Dire Dawa than in any other city the country, where the average household needs to spend a minimum of 36 percent of its income on food to fulfill its minimum food requirements.

According to the Women’s Grassroots Management Training needs assessment survey of January 2000, 92% of the women under the survey earned less than Birr 300 (less than US\$ 46) a month. All the women were residents of informal and slum areas and are engaged in micro-business activities such as local breweries, selling small quantities of commonly used items, injera making (traditional Ethiopian bread), etc. Most of them are the primary income providers for their families.

Unemployment is high for women in Dire Dawa. According to the Dire Dawa Development Improvement Project office, in 2003 the unemployment rate for women was

47.6% of the total economically active female population in the city, while the unemployment rate for men was 27.4%. From the total number of unemployed in 2003, 65% were women. Limited economic development to create new job opportunities, lack of skills and experience, and lack of start-up capital to engage in business are among the major factors that contribute to unemployment in the city.

Housing is the other critical problem in Dire Dawa. There is not enough housing for all of those who need it. From the total housing stock, 22 % have no toilet, 32 % do not have kitchens, 10% no light, and 28% are built without permits or title deeds. Most of these houses are located in the informal settlements of Goro, Sabian, Gende gerada and Mebrat haile.

Poverty and the lack of income and employment opportunities impact on the ability of poor women and men to pay for water and sanitation services.

other basic services such as schools and health clinics. Table 2 above gives an estimate of the coverage of water and sanitation in the WAC cities. The vast majority of women and men slum dwellers are using contaminated sources for water such as springs, wells, ponds, and drainage channels. All the RGAs highlight the numerous health impacts of contaminated drinking water, which are not only increasing the care-giving work of poor women but are also increasing health and economic costs to impoverished households and leading to the loss of life of children and adults.

The analysis from the slums also demonstrates the resilience and determination of poor women and men to continue living in cities and to survive against all odds. Underlining already known facts, a key conclusion of the Reports is that the vast majority of urban residents — 50% to 70% — are living in slums and informal settlements that are not legally recognized by relevant authorities. Consequently, many municipal governments are reluctant to provide water and sanitation services to slums and informal settlements. However, many utilities, recognizing the impossible situation in slums provide a minimal level of access to water through a few standpipes. Typically, water at standpipes is cheaper than water sold by the

small-scale private water vendors. However, many poor women and men in slums pay roughly 5-30 times more for water than higher income residents with piped water or private connections. The non-recognition of slums and informal settlements as part of the city's fabric and the inadequate provision of basic services to them not only contributes to ill-health and loss of life, but also to the loss of productivity of the labour force, increased health costs, increased domestic and social reproduction responsibilities of women, keeping girls out of school, compromising poverty eradication strategies, and thus impacting the national government planning for economic and social development. Not providing services to the poor is expensive for the country.

Chapter Two will examine the water and sanitation policies of the countries involved in the WAC II Programme and their intersection with pro-poor and gender equality and equity policies. Chapter Three provides an overview of the gender institutional assessment of the utilities in the WAC cities. Chapter Four includes a synthesis and comparison of the results of the assessment of the six WAC themes; and, Chapter Five concludes the Synthesis Report with priorities for gender mainstreaming.



City managers, GWA facilitators and UN-HABITAT staff field visit, June 2005.

Water Policies and water management systems should be gender-sensitive. They should reflect the division of labour — paid and unpaid — between men and women in all settings related to water.

The 2001 International Conference on Freshwater, Bonn, Germany

Overview

Almost all of the RGA reports from the WAC II Programme provide an overview of the policy and institutional arrangements for the water and sanitation sectors. Increasingly, the water supply and sanitation policy and institutional frameworks in each of these countries are also tied into water resources management, sustainability legislation, and/or overall water policies or acts — a move towards Integrated Water Resources Management (IWRM).

The Assessments underline the existing trends in the water and sanitation sectors. First, almost all the countries have a vast array of policy frameworks that inform water resources use and management. Secondly, these policies implicate a host of institutions and levels of governments. Thirdly, the last ten to fifteen years have witnessed attempts to bring coherence to both policies and legislative frameworks as well as the management and implementation institutions. Fourthly, some new legislative frameworks are beginning to incorporate gender and pro-poor considerations, and these considerations are being included in some sustainability and poverty eradication plans. However, there is not always coherence between the national gender policies, the anti-poverty plans, and the water and sanitation sectors. More importantly, there is a major implementation gap in terms of operationalizing these new and often more comprehensive policy and legislative frameworks and the delivery of much needed basic services to poor women and men in Africa's slums and informal settlements. Using

data from the RGA Reports, this section will illustrate the trends outlined above.

Policy Frameworks

The following policy and legislative overview from Zambia is illustrative of the situation of many cities and countries. It is being included here as one example as it provides a comprehensive overview of the policies implicated in water resources management in many countries. As profiles of all the countries cannot be reproduced here in this Report, please consult the individual RGA Reports for the specifics from each country.

In Zambia, there are two main players responsible for policy making in the water sector. The Ministry of Energy and Water Development, as the lead ministry for the entire water sector, is responsible for water resources management, while the Ministry of Local Government and Housing has the primary responsibility for planning, development, construction and management of water supply and sanitation facilities in urban and peri-urban areas. Several national policy frameworks have been formulated in the water and sanitation sector and related areas. These include:

The National Water Policy (NWP) of 1994 from the Ministry of Energy and Water provides the main policy measures and outlines strategies for implementation of water resources management. The Water Policy recognizes that urban areas are facing serious

problems relating to inadequate water and sanitation facilities due to the growth of “illegal” settlements that have increased the demand for water and sanitation services. Population growth and the lack of basic services have increased susceptibility to water-borne diseases. The NWP contains implied strategies that address water services and sanitation in urban areas but it does not deal with peri-urban areas or informal settlements. The policy also does not address equity issues pertaining to gender and poverty.

The Water Policy is currently being revised. The consultative workshops on the new policy have identified weaknesses such as its silence on gender and poverty. The draft revised water policy includes specific gender concerns and pro-poor considerations.

The Decentralization Policy, formulated in 2002 by the Ministry of Local Government and Housing, has an objective to promote governance, i.e. giving citizens greater voice in decision-making, and general improvement in democratic governance. However, the policy document does not have a deliberate strategy on gender-inclusive approaches or on including poor women in decision-making.

The Peri-Urban Water Supply and Sanitation Strategy of 2001 of the Ministry of Local Government and Housing was formulated to ensure that adequate, accessible, sustainable, and safe water supply and improved sanitation services are available and effectively used in all peri-urban areas in Zambia. The WSS Strategy has a strong pro-poor focus, and measures and statements formulated in the strategy consider the interests of women, children and the vulnerable in the design and management of peri-urban water supply and sanitation schemes.

The water and sanitation strategies have a strong pro-poor focus, and if effectively implemented would significantly address the basic needs of poor communities in peri-urban areas. However, most of these measures are not being implemented. According to the Ministry

of Local Government and Housing, the implementing agency, limited funds are being channelled to the Ministry to undertake the programmes and hence, it has not been possible to realize these recommendations.

The National Water and Sanitation Council (NWASCO) an autonomous water regulator established in 2000 has developed guidelines for water supply systems and their operation in order to improve service delivery to peri-urban areas and for improving living conditions of the poor. Although NWASCO has strongly emphasized service provision to the poor in urban areas, specific issues of gender and poor women are not covered or addressed by the regulator.

While the local authorities are obligated by the Water and Sanitation Act to provide services to the entire area within their jurisdiction, the policy of the Lusaka Water and Sewerage Company (LWSC) states that the Company is supposed to provide water and sanitation services to “legal” settlements. According to the Town and Country Planning Act, most peri-urban areas are still deemed to be “illegal” settlements. Some of them are being regularized; however, the regularization of informal or unplanned settlements has a long time frame because of the scope of activities required for granting legal status. Even when this is done, there will still be informal and illegal settlements in urban areas, as not all residents will be covered in this programme. In the meantime, the apparent conflict between the requirements of the Town and Country Planning Act, the Housing Act, and the Water Supply and Sanitation Strategy will continue to constrain the development of water supply and sanitation through Government funding.

“The legal status of peri-urban settlements is perceived by many, to be the main problem hampering overall development particularly for WSS in these areas. Therefore LWSC has expressed no interest in funding projects in peri-urban areas primarily due to the lack of a system that would ensure cost recovery”.⁷ The

Government's stand remains unclear as regards regularization of investment in the WSS sector in low-income settlements. The Devolution Trust Fund (DTF), a financing tool, can assist LWSC to extend the provision of services to the urban poor.

The Poverty Reduction Strategic Paper (PRSP) of 2002 developed by the Ministry of Finance and National Planning articulates policy measures to reduce poverty in Zambia. The PRSP emphasizes that Zambia's water resources should be effectively developed and managed to contribute to poverty reduction through increased access to safe water and sanitation for low income rural and urban Zambians. The PRSP emphasizes the provision of water and sanitation services to low-income residents. In terms of gender, the focus of the PSRP is on increased participation by women in decision-making in all sectors.

The PRSP is being implemented in the water and sanitation sectors through the Ministry of Energy and Water Development and the Ministry of Local Government and Housing.

However, the water and sanitation sectors rely on the Ministry of Finance and National Planning for funds to implement these programmes. The inadequate funding provided to the water and sanitation sectors has resulted in most programmes not being fully implemented. As a result, the priorities of the PRSP gender and pro-poor considerations are not adequately addressed. According to the NWASCO report of 2004, "the service coverage for both water supply and sanitation continue to show no significant improvement".⁸

The Transitional National Development Plan (TNDP) of 2002 of the Ministry of Finance and National Planning aims to reverse Zambia's socio-economic decline and stimulate pro-poor economic growth by creating employment and reducing poverty. The document addresses gender issues in that it recognizes that the full participation of both men and women at all levels of the development process is essential in order to ensure sustainable development and attain equality and equity between the genders. Focus on service provision to the poor and in



Open drains with solid waste — Kibera, Nairobi, Kenya.

improving accessibility of water and sanitation programmes to reduce poverty is emphasized although this is not specific to the urban poor. Inadequate funds are a hindrance to achieving these goals.

The Gender Policy was formulated in 2000 to address gender imbalances and to ensure equal and full participation of women and men in all development areas. In view of its cross-cutting nature, implementation of the gender policy entails that all socio-economic policies, programmes, plans, projects and the national budget are gender-responsive.

The gender policy provides a policy framework for women to be involved in decision-making in water and sanitation issues. It encourages devising more poverty reduction strategies and programmes as well as simplifying procedures for access to benefits by women. The policy attempts to take into account the lives of poor women.

The Gender in Development Division (GIDD) has provided guidelines and checklists for the water and sanitation sectors. However, although the gender policy adequately addresses the issue of gender and the poor, and especially poor women, GIDD does not have sufficient financial and human resources to support programmes. Line ministries too suffer from poor funding and limited access to appropriate human and technical resources to implement programmes.

Other institutions implicated in water resources management include:

The Ministry of Finance and National Planning has the overall responsibility for mobilizing and distributing resources for all sectors of the economy. The Ministry mobilizes resources for water sector development through bi-lateral and multi-lateral co-operation and from international financial institutions.

The Ministry of Environment, Tourism, and Natural Resources through the Department of Forestry, Tourism and the Environmental Council of Zambia (ECZ) has a very broad

mandate that includes environmental monitoring and enforcement of legislation in natural resources, ensuring exclusion of all sources of pollution, setting and monitoring standards for purity of natural waters, improvement of watersheds through control of soil erosion, reforestation, and supervision of surface water quality.

The Ministry of Health is responsible for setting standards for, and monitoring of, drinking water quality.

Analysis of the policy and legislative frameworks indicates that sector reforms that require principles and policies for water supply and sanitation services in low-income areas have existed since 1993. However, despite these policy declarations, the criteria for the provision of water supply and sanitation services are still not clear and specific requirements for peri-urban areas remain unaddressed. Both the Water Supply and Sanitation (WSS) Strategy and the National Water Policy (NWP), which are the most important documents, do not address the unique challenges faced by peri-urban areas in the provision of water supply and sanitation services.

There is a lack of clear and comprehensive national criteria for service provision to peri-urban and un-serviced areas. Such criteria would address cost recovery, service and coverage levels, project selection criteria and integration of water supply and sanitation activities.⁹

Consequently, the municipal government does not feel obliged to provide residents in low-income areas with basic social services, and poor men and women continue to be deprived of services such as water and sanitation. The Decentralization Policy needs to be strengthened by making it gender-inclusive. The revised Water Policy has taken gender and pro-poor considerations into account. Clear guidelines on the provision of water and sanitation services in peri-urban areas should also be developed. However, the most critical factor is the

inadequate funding provided to the sector. For the policies to be implemented there should be sufficient funding allocated to the sector. The Government therefore needs to take affirmative action by increasing funding to the sector to expand services and enable gender-responsive programmes for poor men and women. This will also address the gender imbalance in the sector and allow women to be involved in decision-making.

The sector has many players and inter-linked policies. While the National Water Policy of the Ministry of Energy and Water Development is the overall guiding policy in water, the Ministry of Local Government and Housing, the Ministry of Health, and the Ministry of Tourism and Environment have important mandates in water and are inter-linked either directly or through programs they are running in resource mobilization. However, in the case of competing interests, the Water Policy still takes precedence because it is responsible for policy formulation, supervision of resource development and coordination of other stakeholders in order to ensure equitable access and efficient use of natural water resources.

Institutions in the Sectors

As mentioned in the example from Lusaka above, a large number of institutions and organizations are involved in the water and sanitation sector in any one city. These include different levels of government, public utilities, private sector service companies and NGOs and CBOs. Just listing institutions from Kampala, Uganda and Accra, Ghana will suffice to illustrate the complexity of water and sanitation services management.

Institutions involved in water and sanitation in Kampala, Uganda include:

The Ministry of Water, Lands, and Environment (MWLE), which has the overall responsibility for initiating national policies and for setting national standards and priorities for water development and management.¹⁰ There are two

major institutions under this Ministry:

- i. The Directorate of Water Development (DWD), which is a government sector lead agency responsible for managing water resources, coordinating and regulating all sector activities and for providing support services to local governments and other service providers, and
- ii. The National Water and Sewerage Corporation (NWSC), which is an autonomous parastatal, responsible for the delivery of water supply and sewerage services to the 15 urban centres in the country, including Kampala.

The Ministry of Finance, Planning and Economic Development (MFPED) is charged with allocating resources and general mobilization of funds. It provides for an enabling environment in the country and long-term perspectives such as the Vision 2025.

The Ministry of Health (MOH) has the responsibility for hygiene promotion and household sanitation.

The Ministry of Education and Sports (MOES) is responsible for hygiene promotion and sanitation in schools.

The Ministry of Gender, Labour and Social Development (MGLSD) is responsible for gender responsive development and community mobilization. The Ministry sets policies and strategies on gender and social equity. The Ministry is also responsible for spearheading and monitoring the implementation of national policy on gender mainstreaming and women's empowerment programmes including implementation activities in the water and sanitation sector.

The Ministry of Agriculture, Animal Industry, and Fisheries (MAAIF) is self explanatory in terms of its water mandates.

Municipal governments have the responsibility of strengthening decentralized governance in all areas as well as in the provision of water and

sanitation services.

The Uganda Water and Sanitation NGO Network (UWASNET), is a coalition of over 80 NGOs and CBOs working in the water sector. Some of these groups are also working in Kampala.

Finally, there are many small-scale water providers in slums and informal settlements.

In Ghana, the key institutions which have a bearing on the provision of water and sanitation services to low income communities and with accountability to gender equity are:

- Ministry of Women and Children's Affairs
- Ministry of Works and Housing
- Ghana Water Company
- Water Sector Restructuring Secretariat
- Public Utilities Regulatory Commission
- National Development Planning Commission (GPRS)
- Local Government Authority
- NGO and CBOs

A full description of the roles and responsibilities of each of the abovementioned actors is available in the Accra Rapid Gender Assessment Report.

Coherence in Policies, Institutions, and Equity for Poor Women and Men in Slums?

As mentioned earlier, some member countries have been in the process of instituting reforms that impact on many of the institutions involved in the water and sanitation sectors. Significant here are reforms of the water and sanitation policies and acts, the creation of new sustainability frameworks, the development of coherent water and sanitation policies that integrate environmental, gender, and pro-poor considerations, and the implementation of the principle of subsidiarity with decentralization legislation enabling local governments and local communities a greater role in decision-making. However, the larger question still remains. Are these new, comprehensive, and integrated policy

and legislative frameworks facilitating the creation of equitable and poverty-free cities? Are they enabling the provision of basic services such as water and sanitation, drainage and solid waste management to poor urban women and men? According to results of the Rapid Gender Assessment Reports, the short answer is not really. At this pace, the MDG targets in the member countries will not be realized by 2015.

Over the last fifteen years Ethiopia has adopted gender-inclusive policies in the sectors under discussion here. The Ethiopian policies and their context is illustrative of the discussion above.

Ethiopia launched the National Policy on Ethiopian Women in September 1993. Although there is no article which specifically targets urban women, one of the sections of the policy has as its objective, *"...making sure that women participate in the fields of development activity and enjoy the benefits thereof on an equal basis with men and guaranteeing them legal protection of their rights"*.

The Health Policy, also launched in September 1993 states that, *"Special attention shall be given to the health needs of the family, particularly women and children"*. Furthermore, some of its general strategies are, *"...accelerating the provision of safe and adequate water for urban and rural populations" and "developing safe disposal of human, household, agricultural and industrial wastes, and encouragement of recycling"*.

The December 1994 Constitution of Ethiopia contains Article 35 on the Rights of Women. Sub-article six of this article underlines that, *"Women have the right to full consultation in the formulation of national development policies, the designing and execution of projects, particularly in the case of projects affecting the interests of women"*. Article 44 of the same Constitution on Environmental Rights has a sub-article one which states that, *"All persons have the right to a clean and healthy environment"*.

The Water Resources Management Policy

launched in 2000 states as an objective, to “...promote the involvement of women in the planning, implementation, decision making and training as well as empower them to play a leading role in self-reliance initiatives”. There is also a complementary document on gender mainstreaming guidelines and checklists for the water sector prepared by Ministry of Water Resources (MOWR) in January 2001.

The Federal Environmental Protection Authority issued the Environmental Policy in April 1997. This has given great emphasis to human settlements, urban environments and environmental health, particularly to the establishment of waste disposal facilities, construction of latrines and sewerage systems as well as awareness raising of the public on sanitation issues. The policy also addresses social and gender issues as cross-cutting issues critical to environmental policies.

Furthermore, the national Government developed the Sustainable Development and Poverty Reduction Program (SDPRP) in July 2002. This document incorporated the targets and goals set by the Millennium Development Goals (MDGs). On the basis of this Program, the government has mapped out a Development and Poverty Reduction Strategy for all levels.

The SDPRP also considers gender and development as one of its cross-cutting issues for the implementation of the Program. The program document indicates the government's commitment to eradicate poverty by addressing the problems in light of gender discrimination, with a particular emphasis on food security and agriculture, education, health, enhancing political participation, confronting harmful traditional practices, reducing work loads and strengthening the legal environment. Additionally, urban development and management is considered a cross-cutting issue and the Program underlines the need for constructing sewerage systems, providing sanitation services that increase accessibility in low-income settlements and improving clean water supplies.

As indicated above, many gender-responsive and pro-poor policies have been launched since 1993 and the responsibility for implementation lies with all of the relevant organizations. The pace of implementation has been slow, and the reason given for this is the lack of adequate financial and human resources. However, Ethiopian society's attitudes towards women and lack of adequate awareness on gender issues and appropriate skills in gender mainstreaming have also hampered implementation of policies.

In the context of the above-mentioned policy and legislative frameworks and the case of Addis Ababa, it is interesting to note that most of the management and staff of the Addis Ababa Water and Sewerage Authority (AAWSA) have never attended training programs in gender and social equity issues. AAWSA needs to incorporate gender and poverty issues in its budget and implementation plans and devise a strategy for raising gender-awareness and initiating gender mainstreaming.

Uganda provides yet another example of a unique and innovative policy platform for the water and sanitation sectors. The Uganda Water Sector Gender Strategy was adopted in 2003.

The Strategy aims at developing empowering approaches that will enhance gender equity, participation, and access and control of resources leading to poverty alleviation for both men and women. It aims at providing stakeholders in the water and sanitation sectors



RGA Team with the Parish Development Committee (PDC) after community survey, Kampala, Uganda.

with operational guidelines on how gender principles are to be mainstreamed within the sector.

The Strategy's core objective is to ensure improved living conditions for the population of Uganda through better access to improved and sustainable water and sanitation related services with a special focus on the poorer sections of society. This is coupled with appreciating the value of gender in water development and the increased participation of women in institutions. The involvement of women is also related to transparency and good governance as the equitable involvement of women and men has been correlated with improved sustainability of water supplies.

Principles of the Uganda Water Sector Gender Strategy include:

- Gender mainstreaming is a sector mandate rather than a single person's concern. It must therefore be endorsed and owned by all sector actors (players).
- Men within the sector are the majority and are considered central allies in the gender mainstreaming process.
- The transformation cannot be aided by external interventions only — women and the marginalized poor must themselves become active agents of change when the issues that affect them are being addressed.
- A combination of activities targeting welfare (equal access to water supplies) up to control (affirmative action, voice in decision making

bodies) is viewed as important for dealing with gender issues within the strategy.

Despite the comprehensiveness of these policies and strategies, their implementation is still a great challenge. Social exclusion and isolation have been a major obstacle. Poor urban women and men suffer from social, economic, and political marginalization and need to be systematically engaged to participate in and benefit from decentralized decision making.

Gender-responsive budget initiatives in all of the institutions engaged in the water and sanitation sectors will go a long way towards realizing the new Strategy. (For additional information on the use of gender-responsive budgeting in the water and sanitation sectors see the case study from Tanzania in the section on Pro-Poor Governance and Follow-Up Investments.)

Almost all the RGA Reports point to the lack of financial resources for the realization of the above-mentioned policies. These new gender-inclusive, pro-poor and environmentally considerate policy and legislative frameworks need a stronger linkage with budgets, financial and fiscal transparency and accountability, monitoring systems for accountability of expenditures and performance, equity in allocation of financial and human resources as well as speedier allocation of these resources to the local level, and capacity enhancement of poor women and men and their organizations.

The pivotal role of women as providers and users of water and guardians of the living environment has seldom been reflected in institutional arrangements for the development and management of water resources.

Dublin Statement and Principles on Water and Sustainable Development, 1992

Overview

The gender institutional assessment of the water utilities was a critical component of the Rapid Gender Assessment (RGA). The gender institutional assessment was supposed to be a gender analysis of the water utilities in terms of their gender policies and practices in the utilities, the level of gender awareness in the institutions, the sensitivity of management systems to the specific and unique needs of both women and men, a gender analysis of personnel policies and employment and hiring practices, and the implications of a gender analysis on services provision, norms, standards, tariffs, etc.

However, this component of the RGA was the weakest in all of the RGA Reports. There are several possible reasons for this. First, there was limited capacity of the GWA Facilitators to conduct a gender institutional assessment. Gender institutional assessments are as complex as the institutions they propose to investigate and require very specific skills and expertise. Secondly, recognizing this complexity, it was not possible for the GWA Facilitators to conduct a rapid institutional assessment in the limited time they had. Furthermore, it was also very difficult for them to access information or senior managers to speak about gender which is not a familiar subject in the utilities. The utilities under investigation are not particularly gender-sensitive or pro-poor so documentation of inclusive policies and practices was limited.

Consequently, the RGA results focused primarily on the gender composition of the personnel and the gender gaps in the different professions and positions in the utilities. Some of this data are provided below.

The Situation on the Ground in the Cities

From the national ministries to the local utilities, the water sector is highly technical and male-dominated. From the executive director, to the engineer, to the technician on the street, men have most of the jobs in these sectors and most of the decision-making power. The water and sanitation services sectors are in need of a gender balance. While this has been obvious for innumerable years, little attention has been directed to examining and reforming the domination of the male gender in decision-making in these areas that are so critical and basic to the daily survival of poor women, their families, and their communities.

The table below provides the picture from Senegal for not only the water and sanitation utilities but also other institutions related to water and sanitation. The five water institutions listed below collectively have only 18 women technicians and engineers out of a total of 246. This represents only 7.3 percent of the total technical work force.



Shallow water well. Looking on is the village Chairperson and one of the Community Assessment Team members, Dar-es-Salaam, Tanzania.

TABLE 3: Men and Women Engineers and Technicians in Water, Hygiene, and Sanitation Sector, Senegal

Institutions	Total number of engineers and technicians	Number of men engineers and technicians	Number of women engineers and technicians	Percentage whom are men	Percentage whom are women
SNOS (National Sanitation Co.)	49	49	0	100	0
NWC (National Water Company)	61	54	7	88.5	11.5
Water Ministry	85	80	5	94.1	5.9
SNWC (National Water Society)	30	26	4	86.7	13.3
NHS (National Hygiene Service)	21	19	2	90.4	9.6
Total	246	228	18	92.68	7.32



Malika Commune, Dakar, Senegal.

Unfortunately, the gender balance in decision-making power in the water sector is reflective of Senegalese society as a whole. There is great gender disparity in many areas. Senegalese society, as many others, has long reserved the responsibilities of social reproduction only for women.

In Senegal, and generally speaking in Africa, the sociology of labour reveals a masculinization of certain jobs and a feminization of others — a clear sexual division of labour. In the WAC II Programme, all cities parallel the same sexual division of labour in the water utilities.

The following table of the number and gender of employees and their responsibilities in City Water and the Dar-es-Salaam Water and Sewerage Authority (DAWASA) demonstrate the same gender division of labour in the water utilities as is the case in Senegal.

DAWASA has a total of 1359 employees throughout the country; however, sex-disaggregated data is only available for Dar-es-Salaam.

The situation at the Lusaka Water and Sewerage Company (LWSC) in Zambia, is similar to Dakar, Senegal and Dar-es-Salaam, Tanzania.

TABLE 4: Employment Status and Gender in City Water and DAWASA

CITY WATER						
S/N	CATEGORIES	MALE	% of total	FEMALE	% of total	TOTAL
1	CEO	1	100	0	0	1
2	Directors	3	75	1	25	4
3	Managers	8	72.7	3	26.3	11
4	Engineers	3	75	1	25	4
5	Officers	6	60	4	40	10
6	Technicians	5	83.3	1	16.7	6
7	Accountants	0	0	5	100	5
	SUBTOTAL	26	60.3	15	39.7	41
8	A/accountants	3	100	0	0	3
9	P/assistants	0	0	1	100	1
10	Personal secretary	0	0	2	100	2
11	Secretary	0	0	8	100	8
12	Record clerk	0	0	1	100	1
13	Office assistant	1	20	4	80	5
14	Drivers	5	100	0	0	5
	TOTAL	35	53.3	31	46.7	66
DAWASA						
S/N	POSITION	MEN	%	WOMEN	%	TOTAL
1	Chief officer	1	100	0	0	1
2	Human resources	1	20	4	80	5
3	Managers	48	88.8	6	11.2	54
	TOTAL	50	83.3	10	16.7	60

TABLE 5: Number of Employees by Gender and Department in the Lusaka Water and Sewerage Company

DIRECTORATE	Men	Female	% of Directorate who are Female
General Management	16	5	24
Engineering Division	329	16	5
Human Resources Division	25	27	52
Commercial Division	65	21	24
Finance Division	15	5	25
Total	450	74	14

In the Lusaka Water and Sewerage Company (LWSC) out of a total of 524 employees in the main directorates, 450 are male, while only 74 are female. There are few women at the management level, ten women at the middle management level, and even fewer in the Engineering Directorate as shown below.

In the utilities, positions held by women are lower on the job hierarchy in clerical and unskilled work, including occupations such as secretaries, cashiers, customer relations and janitorial staff. The RGA Reports attribute women's presence in these categories of employment to women's lower educational status compared to men.

Very few women work as managers, technicians, and engineers. The RGA Report from Lusaka reflects that women are not favoured for employment as they are perceived to have fewer responsibilities than men and are not regarded as breadwinners. Furthermore, the same Report acknowledges that the other constraining factor

for women is that the education system did not encourage girls to take technical subjects but instead, girls were encouraged to take courses for jobs perceived to be for women, such as clerical and secretarial services. Such pre-conceived notions about appropriate employment for women subjected women to limited career prospects. In cases of retrenchments, women are usually the first to be let go.

All of the gender institutional results from the WAC II cities show that the water and sanitation utilities do not acknowledge the double work load of women — the unpaid work in the home and the paid work in the labour force. Thus, no provisions are made in any of the utilities to enable women with responsibilities for children and elder relatives to engage professionally in the water and sanitation utilities. There are no provisions to support women with, for example, child care or flexible working hours.

None of the water and sanitation utilities in the Assessments have gender equity policies,

TABLE 6: Number of Male and Female Employees by Profession in the Engineering Directorate of the Lusaka Water and Sewerage Company (LWSC)

Profession/Qualification	Male	Female	% of Professionals who are female
Engineers(Degree)	37	3	8
Diploma	16	6	38
Finance/Commercial (Degree)	4	2	33

gender units, or any policies or practices for gender equality. Additionally, there are no affirmative action hiring policies for women, nor are there in-house professional development programmes to enable the capacity development of women staff in the professions and the utilities. However, some utilities such as the Lusaka Water and Sewerage Company (LWSC) and the Addis Ababa Water and Sewerage Authority (AAWSA) have attempted to give considerations to gender in policy and training.

While none of the RGA Reports claim that any of the water utilities are “actively” discriminating against women in terms of hiring or differential wages, none of the utilities, public or private, are actively encouraging women engineers and other women professionals to engage in the sector. The lack of women with the relevant education and skills is the reason given for the lack of more women professionals and middle and senior managers in the utilities. However, it is important to raise the question of the patriarchal culture of institutions that implicitly makes it difficult for women to be hired or work there.

Most utilities have maternity leave policies in place but none for paternity leave. ELECTROGAS in Kigali, Rwanda, is the only utility with policies against sexual harassment.

The results of the gender institutional assessments confirm the critical need for a gender mainstreaming strategy for the water and sanitation utilities. Having more women in senior decision-making positions is important, although there is no guarantee that having female senior managerial positions automatically leads to gender sensitive programming. In most cases, women need knowledge in gender analysis, planning and budgeting to understand the importance of gender mainstreaming at the institutional level. Having women with enhanced knowledge in gender mainstreaming in senior decision-making in sanitation services provision will enable creativity to inform toilet design as well as the provision of services for menstruating women and girls.

Utilities and Slum Dwellers

Research in the Assessments also attempted to determine if the utilities had any initiatives or projects that were addressing the needs of poor women and men in slums and informal settlements even if they did not have the relevant policy frameworks and mandates. There are very few activities specifically geared to poor women, men, girls, and boys living in slums and informal settlements. The few that exist are at the level of pilot projects and the management of standpipes. There is no conscious and deliberate water governance framework to include poor women and men in decision-making and services provision and management; and even fewer attempts at reforms of norms, standards, tariffs or credit for poor women and men in slums.

Almost all of the water utilities provide some minimal amount of water to slums for free or at a subsidized rate. The Société Nationale des Eaux du Cameroun (SNEC) in Douala and Yaoundé, Cameroon is the only one that does not. The reason that they cite for this is the lack of finances. Since 1990, the Yaoundé 1 Council has stopped supplying poor areas with free drinking water by cancelling contracts with the Société Nationale des Eaux du Cameroun (SNEC), which is in charge of supplying drinking water. The serious economic crisis that hit Cameroon in the 1990s did not spare local councils who accumulated unpaid water bills.

In Kampala, Uganda, the National Water and Sewerage Corporation (NWSC) is a parastatal owned by the government of Uganda. The NWSC provides potable water for less privileged members of society through kiosks or public standpipe systems. However, the NWSC Corporate Plan 2003-2006 states that the standposts have clear disadvantages, which include the long distances people have to walk to the standposts, and high unit prices, which result in people resorting to other water sources that are not clean and safe.

In Bamako, Mali and Ouagadougou, Burkina Faso and in some of the other cities in the WAC II, utilities and/or local governments

CASE STUDY 3:

Harar City Water Supply and Sewerage Service Authority (HWSSA), Harar, Ethiopia

HWSSA is managed by a Board composed of: the Harari Region president (Chairperson); Head of the Economic Development sector from the regional council; Head of Harari Region Agricultural and Rural Development Bureau; Mayor of Harar City; 2 city residents; 1 representative from a Harar city trade organization; 1 from the Health Bureau; 1 representative from the HWSSA labour union; and the general manager of HWSSA.

All board members are men. Women are not represented on the existing Board. However, the Harar Region Women's Affairs Office is a member of the steering committee. HWSSA is responsible for the provision of water supply for the town of Harar but some private sellers provide water from their own wells, at a higher price, and especially so during the dry seasons. Although the utility office does not recognize the private suppliers, it tolerates them due to the acute shortage of water in the city. HWSSA has 12 mandates from the Harari Regional State to manage the water supply and sewerage provision for city residents. According to proclamation No. 9 of March 4/1999, there is no specific mandate for service provision to poor un-served communities or poor women.

The organizational structure of HWSSA has three functional Divisions — Administration, Finance and Operation, and Maintenance. A manager who is accountable to the Water Board heads the HWSSA. There is no focal unit dealing with gender and poverty in the HWSSA.

According to information obtained from the City Manager for the WAC II and other staff, HWSSA has no policy on gender mainstreaming nor a focus on slum dwellers and informal settlements. The total workforce of the utility is 104, of which 27 are women and 77 men. There are eight management and decision making positions. Only one is held by a woman, and that is in the Finance Division.

Women employees in the utility office are found in lower positions such as clerical work and include secretaries, cashiers, cleaners, messengers, documentalists, and an accountant. The majority of female employees have education that ranges from grade 8 to 12. According to information obtained from female employees, there is no discrimination

in salaries for the same jobs being done by men or women; however, women do not have equal opportunity for training.

The RGA in HWSSA revealed that the management bodies are supportive of gender equality and equity. Sexual harassment of women was not reported in the utility. HWSSA does not have any focal point that is responsible for gender mainstreaming activities in the utility. Gender training is never conducted and there is no gender-sensitive action plan. In general, no one is responsible for gender issues as an integral part of their duties. This is due to the lack of awareness of its significance.

In accordance with the Federal Water Resources Management Plan, there is a provision for subsidies to urban communities who cannot afford to pay for basic services. The Harari Regional State in regulation No. 4/1993 has issued a declaration on water tariffs that reflects social equity. A study by Tropics Consulting Engineers proposed three options for tariffs aimed at the elimination of subsidies and the promotion of full cost recovery; however, the Regional Government, taking into account the community's ability to pay, endorsed the following tariff structure.

This tariff structure reflects social equity and favours low-income consumers with the cheapest tariff at the public fountain rate but does not fully consider

The Existing Tariff Structure

Item	Quantity of Water	Tariff/m ³
Public tap	<5m ³	Birr 1.00
1st band	0-5m ³	Birr 1.25
2nd band	6-10m ³	Birr 1.60
3rd band	11-30m ³	Birr 2.00
4th band	> 30m ³	Birr 2.50

Source: Harari Regional State Proclamation July 25/2001, No. 5 (US\$1 = 8.71 ETB)

the poverty level of slum dwellers. Poor women and men who cannot purchase water from public fountains are forced to use unsafe water. The

Regional Government must have realistic subsidization norms to enable the poorest to afford water from public fountains in urban centres. The public fountains management body must accommodate the water supply needs of poor men and women.

In Harar city, there is no WATSAN committee. WATSAN committees are found in rural areas of the region. In collaboration with kebele administrative units, HWSSA has organized poor women's groups and other water associations to distribute water to the communities by Rotto-tankers.

Recognizing the poverty of women, the utility office has selected 10 women from different kebeles of the city to distribute water in public fountains by using Rotto-tankers so that they may earn money from water sales. The criteria for selection of these operators are the poverty level, i.e. a very low income, participation level in HIV/AIDS prevention campaign, and willingness and readiness to work as a public fountain operator. The women explained that the utility office provides water three times per week using tanker-mounted trucks and sells to the communities as per the set tariff. For example, the women's group receives 15,000 litres of water at the price of US\$ 13.84 (120 ETB) and sells water to slum dwellers at the price of US\$ 20.18 (175 ETB). From the public fountain, 20 litres of water costs US\$ 0.023. The income of the women's group is around US\$ 25.24 (219 ETB) per month. Due to the improvement of water supply provision from the utility and better rains, the women are receiving lower returns than in the past. The women indicated that their incomes had increased substantially with this work and they were able to feed their families. They indicated their happiness with the employment opportunity created by HWSSA.

The utility office, in addition to assisting poor women, has also organized an association and given legal recognition to approximately 28 water vendors' associations who, through Rotto-tankers, will develop and promote public fountains. According to the data obtained from the customer-handling unit, these water vendors associations have a total of 338 members of whom 227 are male and 111 are female.

have a few small-scale initiatives for community-based groups, and often the poorest women's groups manage standpipes and public fountains. This usually enables single mothers to earn a small amount of money, as there are no other opportunities for poor women to earn an income. The case study from Harar, Ethiopia illustrates in some detail what these arrangements look like.

Water and Sanitation Utilities — Public or Private?

Out of the 17 cities in the WAC II, it seems that three have private sector water utilities. Until May 2005, Dar-es-Salaam had a foreign private sector company managing its water; however, the national government rescinded its contract after two years on the basis of non-compliance with contractual agreements. All of the rest of the cities have public sector utilities with some of them operating as independent or autonomous municipal corporations and others as national parastatals. At present, the most intense discussions and disagreements on privatization of utilities are in Ghana. And it seems that SNEC in Cameroon is also considering privatization.

The issue of the privatization of water and sanitation utilities and services and its impact on poor women and men in un-serviced slums is a very current debate. The last few years have seen this debate transform into an international grassroots movement against water privatization in any form (i.e. of water sources, infrastructure, delivery, management, etc.) and have revitalized the discussion of who controls water and whether access to water is a privilege or a human right. Corporate and financial globalization has also fuelled the commodification of water and the aggressive movement by water corporations to privatize water utilities in the cities of the North and the South. Arguments in favour of privatization point to the inefficiency of public utilities and their lack of financial resources. Additionally, the private sector proposes to provide water and sanitation services for poor

neighbourhoods not serviced by the utilities. They see lack of services in poor communities as a failure of public sector utilities. Research from cities, such as Buenos Aires, Manila, and others, indicates that water corporations such as Veolia Environment (previously known as Vivendi), Suez, and the German conglomerate RWE (which bought out British Thames Water), have failed to expand water services to the poor in urban slums.¹¹ Instead, financial incentives from international financial institutions for privatization of municipal services are serving the interests of the water corporations and not poor women and men. Recent research demonstrates that poor women do not benefit from privatization and continue to pay high prices for difficult and limited access to water.¹² Furthermore, in many countries, financial incentives for privatization

are adding to the debt burdens of the countries in question. Consider the case of the Dar-es-Salaam Water and Sanitation Authority (DAWASA).

The government of Tanzania privatized the Dar-es-Salaam Water and Sewerage Authority (DAWASA) in 2003. DAWASA was leased to Biwater International of UK for 10 years to manage water supply services jointly with Gauff Ingenieure of Germany. A separate regulatory body, the Energy and Water Utilities Regulatory Authority (EWURA) was established in 2001 to take over the role formerly played by DAWASA. Simultaneously, a new Water Policy was launched in March 2003 with the main focus of putting in place an enabling environment for citizens, the private sector, public institutions and other

TABLE 7: Corporate Status of Water Utilities

WAC II Cities	Public Water Utility	Private Water Sector Utility
Abidjan, Cote d'Ivoire		✓
Accra, Ghana	under discussion for privatization	
Addis Ababa, Ethiopia	✓	
Bamako, Mali		✓
Dakar, Senegal		✓
Dar-es-Salaam, Tanzania	since May 2005	
Dire Dawa, Ethiopia	✓	
Douala, Cameroon	national state corporation, under consideration for privatization	
Harar, Ethiopia	✓	
Jos, Nigeria	parastatal	
Kampala, Uganda	✓	
Kigali, Rwanda	✓	
Lusaka, Zambia	municipal corporation	
Maputo, Mozambique	✓	
Nairobi, Kenya	municipal corporation	
Ouagadougou, Burkina Faso	national	
Yaounde, Cameroon	national state corporation, under consideration for privatization	

stakeholders to contribute/cost share the costs of water provision and management. The government borrowed US\$145 million for infrastructure rehabilitation and improvement. The company with the contract had to pay \$6.5 million “to cover meters and standpipes.” This privatization initiative has further increased the indebtedness of Tanzania.¹³

However, the debate on privatization should be counter-positioned with how to make public utilities efficient, financially viable, and accountable to poor women and men without water and sanitation services. Ultimately, local women and men can have more control over a public utility than a private corporation. Proponents of water as a public good and a human right have argued that the attempt to reform the water sector has by-passed the public sector utilities and companies as a viable and desirable option. Furthermore, they point out that there are numerous public water service providers that operate with efficiency, effectiveness, transparency, accountability and financial viability. Lobina and Hall¹⁴ present the cases of Stockholm Vatten AB in Sweden, the Debreceni Vizmu in Hungary, Servico Nacional de Aguas y Alcantarillados (SANAA) from Honduras and the Cooperativa de Servicios Publicos “Santa Cruz” Ltd from Bolivia, amongst others, as examples of successful public sector water and sanitation services delivery

and management.¹⁵

Another inspiring example is the case of the Municipal Department of Water and Sanitary Sewerage (DMAE) in Porto Alegre, Brazil. DMAE is wholly owned by the municipality of Porto Alegre, and yet it is a separate legal entity from the city council, has operational autonomy, and is financial independent. It makes its own decisions on how to raise and invest revenues, and such decisions are not directly subject to interference or deliberation by the municipality. However, the city government retains significant power since the Mayor appoints the Director-General of DMAE and the representatives on its Deliberative Council. The Deliberative Council includes a wide range of local stakeholders, including representatives from women and citizens’ organizations. It runs efficiently, is financially viable, and makes its decisions in consultation with the municipal government and residents.¹⁶

Enabling inclusive water governance in cities needs to further open the debate on financing and provision and management of infrastructure to also include women and community-based and controlled water and sanitation services. Financial and credit services need to be provided for women and community-based essential services in slums and informal settlements.

The synthesis of the six themes of the Water for African Cities Programme is covered in this chapter. These include: Pro-Poor Governance and Follow-up Investments, Sanitation for the Urban Poor, Urban Catchment Management, Water Demand Management, Water Education in Schools and Communities, and Advocacy, Awareness-raising and Information Exchange.

PRO-POOR GOVERNANCE AND FOLLOW-UP INVESTMENTS Background

Effective governance incorporating the principles of inclusiveness, equity, effectiveness, efficiency, transparency, and accountability is a critical prerequisite to creating an enabling environment for the successful implementation of the WAC II. In the context of the WAC II Programme, good governance also specifically refers to the meaningful engagement of women and particularly poor women and men slum dwellers in decision-making structures and the management of the water and sanitation mandates of the municipality. Within water governance, providers include the local government or regional public utility and private and informal sector providers. The objective of this theme is to highlight the need for enabling environments for investments in water and sanitation services for poor urban women and men in slums and informal settlements. The WAC II proposes to directly affect policy, regulatory, legal, and institutional mechanisms, and spur follow-up socio-economic investment in water and basic sanitation to benefit those without access. The two types of financial investments involved with the WAC are; the direct investment by donors in the WAC II Programme and follow-up investments in national and city-specific water and sanitation services by a variety of national and international financial institutions as well as micro-credit providers, all of which should be linked to pro-poor governance. The

pro-poor governance framework has to enable the direct participation of women and men slum dwellers, and especially poor women, in planning, installing, managing, and monitoring water and sanitation services. The focus is not only on governance mechanisms, but also on results on the ground — the actual provision of much needed services.

The Situation on the Ground in the Cities

Just because women are 50% of the committee does not mean that they have an equal share in decision making.

Chapter Two of this paper illustrated that reforms and new legislation and regulations in water, sanitation, gender equality, environmental protection, and poverty reduction strategies of the 1990s have indeed led to the development of inclusive policy frameworks in some of the countries in the Water for African Cities (WAC) II Programme. It is worth examining in some detail if and how many of the new policies are conducive of pro-poor governance and follow-up investments in water and sanitation, and the implications of other existing policies.

While it is possible to trace positive developments in many WAC countries, the Rapid Gender Assessment (RGA) results from Jos, Nigeria; Yaoundé, Cameroon; and Lusaka, Zambia; indicate that change is slow in coming. Jos does not involve women and men from slums and informal settlements in governance in the water and sanitation issues in the city. No financial mechanisms are in place to assist poor women and men to obtain adequate and safe water and basic sanitation. Most of the people living in Jos are either self-employed or unemployed. Those working for the

government are likely to benefit from government patronage when available. The Rapid Gender Assessment did not find any mechanisms in Jos that assist poor women and men to access water and sanitation services. In the survey of low-income neighbourhoods, and in interviews with an average of 400 poor women in Longwa, Gwarandok and Fudawa, 52 percent of the women said they were never consulted about the siting of the water standpoints; 70 percent of women showed readiness to acquire skills for water harvesting, drip irrigation, and forestation should these be available; and in most projects, women were not consulted on decisions concerning the site, budget, or formulation of the scheme, and its operation and maintenance.

In Yaoundé, Cameroon, the water utility, the Société Nationale des Eaux du Cameroun (SNEC) is a state monopoly which does not have any inclusive, or pro-poor, or gender-sensitive policies. There are no financial mechanisms in place to assist the urban poor in accessing the SNEC network of water provision.

Lusaka City Council should be responsible for providing water supply to peri-urban areas. However, existing water supply systems in peri-urban areas are inadequate for the level of demand and are poorly maintained because Lusaka City Council is currently facing financial and other challenges limiting its ability to provide adequate services, capacity to sustain these services, and/or the capacity to extend basic services to the citizens, especially the urban poor.

Because, Lusaka City Council does not have a poverty reduction strategy that guides service provision at the local government level, there is no information generated on the identification of the poor, and hence, considerations are not made for the poor or to gender differentiations. Some NGOs have made an effort to improve service delivery to low-income areas, and with varying levels of success. The Council lacks effective local governance in which poor men and women are, or can be involved in decision-making. Hence, the management of equitable access and use by the competing needs of

different constituencies is lacking. The relationship between poor communities and Lusaka City Council and the Lusaka Water and Sewerage Company could be improved.

Similarly, the Lusaka Water and Sewerage Company does not have financial mechanisms that can enable poor women and men to afford these services, nor are there financial mechanisms in place that enable poor women to build and manage water and sanitation facilities themselves.

For instance, in some low-income settlements of Lusaka, NGOs such as CARE International have set-up a CARE funded water supply project. Payment mechanisms have enabled the community to efficiently operate and manage a scheme that is financially viable. The community has set tariffs in such a way that they recover all costs for the delivery of the service and have also managed to maintain consumption at appropriate levels.

Peri-urban residents have shown their willingness to pay for improved water supply and sanitation where the tariff would be based on the actual consumption of good quality water that is available when needed.

Because there are no enabling financial mechanisms established by Council, women have to generate extra income so they can purchase water. Most women are engaged in activities in the informal sector such as selling vegetables and groundnuts to enable them to pay for drinking water and their other necessities.

According to some studies carried out in Ngombe compound, a peri-urban area in Lusaka, the poor tend to pay more as they only manage to pay for 20 litre containers and when the costs are calculated, they are actually higher than for those that buy in advance. Therefore, it is imperative that appropriate payment systems are developed and promoted which provide consumers the option to pay either in advance or in instalments, depending on their ability to pay.

Pro-Poor Governance Frameworks

In the WAC II countries, there are some new policy frameworks that are attempting to address pro-poor and gender equality and equity concerns. The following examples from Dar-es-Salaam, Tanzania; Accra, Ghana; Kampala, Uganda; and Addis Ababa, Ethiopia; illustrate the pro-poor governance potential in the changes incorporated in the new water sector reforms. However, these cases also point to the limitations in these new policies that are primarily due to the lack of capacity for policy implementation, and sometimes to the delay in the release of funds from the national to the local government.

For example, in Dar-es-Salaam, Tanzania, five years ago decisions about water were not inclusive or participatory at either the national, local, or household level. Women were not planning water points or wells, nor involved in their management. Today, there are efforts towards participation and transparency in water governance. For example, one of the major shifts in water management, as

stipulated in the National Water Policy, is the issue of subsidiary, the 'Decentralization of decision making to the lowest practical level, with stakeholders participating in the planning, design, implementation, and management of all activities'. Further, the Policy says that 'the community in general should play a major role in the water sector because they are the primary users, guardians, and managers of water. Participation of men and women in decision-making, planning, management, and implementation of water resources management and development will be enhanced.'¹⁷

The National Water Strategy stresses gender sensitivity in water provision and water management. To enhance gender sensitivity, the strategy requires equal representation of men and women in water committees. The strategy calls for the establishment and enhancement of water committees with 50% women and 50% men at the community level. This is a step to empower women on matters pertaining to water. Since women are the main providers of water,



Kibera, Nairobi, Kenya.

CASE STUDY 4:

The Tanzania Gender Networking Programme (TGNP) and Gender Responsive Budget Initiatives (GRBIs) in Water and Sanitation

The aim of Gender-Responsive Budget Initiatives (GRBIs) is to advocate for a people-centred participatory development strategy with equitable and just allocation of resources. The strategy is to influence and transform planning and budgetary processes, to utilize participatory techniques, and to take into account the practical and strategic needs of marginalized communities, particularly women, poor men, and youth. GRBIs are not separate budgets for women and men but rather an attempt to integrate issues of equitable distribution of resources into all steps and stages of the budgetary process. The objectives include to:

- work towards influencing budgeting processes and allocations in relation to objectives of gender equality, equity and social justice;
- promote the design and adoption of gender-sensitive pro-poor instruments for analysis, usage and monitoring of gender mainstreaming in the national budget;
- organise and carry out a lobbying campaign to influence policy/ decision-makers and technocrats so as to meet activist objectives noted above;
- strengthen lobbying and advocacy skills of civil society to organise an effective campaign to promote poor women and men's participation in public resource allocation.

With the Ministry of Finance as a key partner, the Tanzanian Gender Networking Programme (TGNP) has been working to gender mainstream six sectors of the budget. These include: Health, Education, Agriculture, Water, the Ministry of Community Development, Women's Affairs and Children and Regional Administration and Local Government. According to the TGNP's Mid-Term

Expenditure Framework, the following were the main features of the 2003/04 Budget relating to the Water Priority Sector. This gender-responsive budgetary analysis was done when the government was privatizing the Dar-es-Salaam Water and Sewerage Authority (DAWASA). The information below is quoted from 2003.

- "The Water Priority Sector has been allocated Tsh 85.7 billion, of which 17.4 billion is for recurrent expenditures and 68.4 billion for development. The development budget has increased by Tsh 26.8 billion, representing a significant opportunity if the money is utilized for the targeted development activities and actually disbursed on time.
- The sector's funding comes largely from foreign partners. International Financial Institutions have provided \$164.6 for upgrading the water infrastructure. The majority goes to the urban sector. Urban water and sewerage is to receive 8.1 percent and the rural areas are to receive 2.9 percent of the Ministry of Water and Livestock's budget.
- Most of the loans will be directed to support the private company that is taking over from DAWASA.
- A limited safety net was built into this year's Budget to protect the poorest of the poor. Poorest families are to receive 5,000 litres per month without being charged (Minister of Water and Livestock 2003). This measure is too new to assess its impacts and needs to be monitored during the implementation process to see who will gain or lose, and if the safety net is sustainable. Civil society organizations continue to question the privatisation of water. They see safety nets as a palliative or gap filling exercise for short-term gains.
- The Mid-Term Expenditure Framework

(MTEF) preparatory processes of the Ministry of Water and Livestock have progressively become more gender-responsive (c.f. Public Expenditure Report (PER) Water Study, Stakeholders Analysis and planning processes). However, gender-responsiveness is not reflected in the budget priorities, since the targeted allocations are still not disaggregated enough to show who will benefit and who will lose.

- The budget allocation and documentation is in need of improvement so that anticipated impacts for poor women and men are clearly displayed. The NGO has called for effective poverty and sex-disaggregation of data and impacts.
- Livestock has recently been transferred to the Ministry of Water, and therefore is part of the Water Sector. It is important to trace how this new area is supported. The Livestock policy directs that every local council is to allocate not less than 15 percent of its income to livestock development. Livestock related programmes need to be monitored to ensure that they are not a neglected sub-vote within the Ministry since this is also an area essential to the basic health and welfare of poor men and women.”

Following the GBI, the Ministry of Water (MoW), which was the Ministry which made the most active use of TGNP's backstopping services, also had the most wide-ranging insertions of a gender perspective into its proposed budget, demonstrating the impact of capacity building efforts, spearheaded by government and facilitated by TGNP. Since then, the Ministry of Water and Livestock added a specific allocation for gender mainstreaming in its 2003 budget.

In the long-term, the Treasury plans to gender mainstream the budgets of all government sectors. The national budgetary guidelines developed by the Ministry of Planning for the development of the year 2001 budget specifically gave these sectors the mandate to mainstream gender into their budgets. This exercise increased the awareness and capacities of a variety of budgetary actors concerning the importance of taking gender into account when planning, and it is the hope of TGNP that it will be the first in a series of such activities.

Source: www.tgnp.org/Ogbi_background.htm

they should be empowered to make decisions on water. While numbers alone do not guarantee equity in decision-making; they do provide an opportunity for women to develop capacity by engaging in water committees.

While the Policy has positive implications, there are also limits to its effectiveness. There are no guidelines as to who is poor and where poor women and men live. When it comes to un-surveyed areas, there is no strategy to provide water in informal urban areas. According to the Policy, the poor are in rural areas only. The reality is that the poor women in peri-urban and urban areas have more challenges in obtaining water and sanitation services than those in rural areas.

In the attempt to enable equity in priority setting and budgeting, Dar-es-Salaam and Tanzania are unique on the continent for their effort at gender-responsive budgeting in the water sector. The case study on gender-responsive budget initiatives presents the gender-responsive budgetary analysis of the Ministry of Water and Livestock's budget for the year 2003-4.

The Kampala, Uganda, RGA Report suggests that pro-poor water governance has much to gain from operating in a human rights framework. A human rights-based approach integrates the norms, standards and principles of the international human rights system into the policies and processes of development. Although the Ugandan government has identified nine strategic areas for follow up investments in pro-poor governance: justice; law and order; respect, protection and promotion of human rights and equity; public administration and service delivery; security, peace building and conflict resolution; transparency and accountability; planning, decentralization, democratization, and public information; it has failed to successfully address pro-poor water governance and sustainability. There are inadequate financial, technical, and human resources to enforce policies. Even where such policies exist, the tools and guidelines are inadequate to enforce their implementation.

There is no community participation, especially in decision-making and resource allocation on issues that directly impact communities' survival. Marginalized people's views, especially women, are often ignored. Furthermore, there is lack of equipment to facilitate the improvement of infrastructure and services provision in the slums of the city.

In Accra, Ghana, the Ghana Water Company Ltd. (GWCL) is seeking to expand the reliable supply of safe water in urban areas, ensure that poor households have access to potable water at affordable prices, and ensure sustainability of the sector through cost recovery and improved management. To meet these objectives, a project is proposed comprising the following: system expansion and rehabilitation, extension of service to low-income areas, and the rehabilitation of the existing network to reduce non-revenue water through a public-private partnership. Currently, 50% of treated water does not generate revenue due to physical and commercial losses. The operator will receive incentives for meeting service standards for water quality and pressure, reduction in non-revenue water, and reduction in chemical usage for treatment plant operations. The GWCL will retain the title to facilities except operator removable new facilities which will remain at all times with the operator.

The Public Utilities Regulatory Commission (PURC) has also published a social policy and strategy for water regulation based on the Government's broad social policies as articulated in the Ghana Poverty Reduction Strategy as well as a socio-economic survey on water accessibility, affordability, and quality. Based on a five year review of the GWCL which focused on issues of water production, paid for water, water quality, and the above social policy, the Commission has published the urban water tariff policy with policy options relating to tariff structures, cost recovery, environment, constraints and other factors which seek to protect the domestic consumer. Some of these options have to do with cross subsidies between different user categories as between domestic

and non-domestic customers so as to impose higher tariffs on non-domestic consumers allowing domestic tariffs to be reduced. Infrastructure development charges are not to be charged to consumers, and neither is the provision of standpipes for poor communities.

In addition, the PURC in collaboration with GWCL and WaterAid — an NGO, is undertaking pilot interventions aimed at addressing the water supply needs of the urban poor with a view to drawing lessons for replication and to inform regulatory policy.

Although these policies exist, the reality is that the inhabitants of Teshie — a low-income community — and others like it pay between 5-10% more for the water they use. In the gender situational analysis of Teshie, it was clear that women were the managers of water be it domestic or commercial. Most of the time it was women who bore the brunt of paying high rates for water as it is women who are concerned with water provision in the home.

Discussions are currently underway in Ghana to privatize the GWCL. This move has caused considerable discussion and debate in the country as many civil society groups and organizations observing water privatization impacts in other cities are concerned that privatization of the water utility could adversely impact the ability of poor women and men to afford water.

Water Sector Reforms in Progress in WAC II Countries

Some member countries of the Water for African Cities (WAC) II Programme are currently reviewing their legislative frameworks and under going water sector reforms. Reforms include decentralization, commercialization, privatization, and some increase in involvement by citizens. Yaoundé, Cameroon, and Nairobi, Kenya, are discussed below.

In Cameroon, Law N° 98/005 of April 14, 1998 on water sector restructuring overrides

the earlier legislation from 1984. This legislation, which seven years later has still not been signed into law, is offering some positive reforms. It will break the monopoly of Société Nationale des Eaux du Cameroun (SNEC) thus opening up the possibility for other private or public sector involvement, including the involvement of poor women and men and their organizations.

And finally, the new law states that water is part of the national heritage of the country and will be managed by the state. The state can decentralize management to local communities. There is potential here for pro-poor governance because the management of water by locally elected mayors could be more favourable to the urban poor majorities who can use their electoral power to influence the council's water and sanitation policies.

In Kenya, there is no national legislation that specifically addresses poor women and men in informal settlements. However, the municipal government is attempting to focus on slum upgrading. In Nairobi, the current water sector reforms offer an excellent opportunity to address the plight of slum dwellers. The reforms embrace the concept of partnerships among the various stakeholders in the water sector. Water vendors play a major role in water services provision in informal settlements. The company is exploring partnerships with vendors in a bid to improve water service delivery to slum residents. This will enable the company to regulate their activities and ensure required standards in water provision are adhered to. A pilot project is already underway to establish a piped network in Mukuru slum. It will also rehabilitate trunk sewers within the slum and construct ablution blocks at selected points.

SANITATION FOR THE POOR

Background

The provision of sanitation facilities and services including for solid and liquid waste is a crucial component of the Water for African Cities (WAC) II Programme. The overarching strategy

is to equip the poor with sanitation facilities while at the same time providing them with efficient and cost-effective sanitation services. In the WAC, special attention is given to active community involvement and ownership in the provision and management of these services. However, recognizing the critical and severe impacts of the lack of sanitation services on women and children in urban slums and unplanned settlements, the provision of sanitation facilities and services needs a gender analysis at all stages of the Programme.

In most communities, sanitation is perceived to be an unpleasant subject that is best ignored or left to the women. Women are also left with the full responsibility of the sanitation needs of the youth and the children. Women are the ones who clean toilets be they private, public, or communal. Women are the ones left to deal with the innumerable health consequences of inadequate or inappropriate sanitation services on children, themselves, and their families. And it is women and girls who are assaulted and raped when there are no toilet facilities near their homes and they have to venture far in the dark to find a place to defecate. It is menstruation age girls who drop out of school because of inadequate sanitation facilities. It is women and girls who have to spend many menstruation days each month without the privacy of proper facilities, without access to water, without considerations for proper hygiene, and without convenient disposal facilities for menstruation waste products. Without a gender and pro-poor lens, sanitation services in slums will not be appropriate or sustainable.

Household sanitation is everyone's responsibility including men and boys. While everyone will benefit from good sanitation services, it is clearly women and girls who will benefit the most. Poverty eradication requires an explicit focus on the provision of safe, affordable, and environmentally and culturally appropriate sanitation systems so that poor women and girls have at least basic control over their lives and dignity.

The Situation on the Ground in the Cities

Sanitation is the poor women and girls' unrecognized issue, and menstruation considerations in sanitation services provision are not even on the radar screen.

With very few exceptions, poor women and men in slums, informal settlements, and peri-urban areas do not benefit from any sewerage or solid waste management services from their local governments. This situation is particularly compounded by the fact that the vast majority of poor women and men are renters and do not have land tenure. Slum landlords do not consider toilets a necessary part of shelter and so do not make provision for them. Results of the RGAs indicate that the situation is not really changing and that local or national government accountability to poor women, men and children has only now begun to consider the abysmal sanitary conditions in urban slums as a matter of government responsibility.

Cities such as Bamako, Mali and Kigali, Rwanda do not have any sanitation or sewerage utilities. Some cities do not have any policy or regulatory frameworks, but provide some services via the water utilities or as a direct local government responsibility — but with almost no budget. And thirdly, other member cities of the WAC have sanitation legislative and policy frameworks (though many of them are not inclusive of poverty or gender considerations) or are currently developing these, but the implementation is weak. However, as with water policies, the sanitation sector sometimes has too many institutions implicated in sanitation services management with no one institution taking over-arching responsibility. Other times, there are no utilities dedicated to sanitation services.

According to the findings of the survey¹⁸ carried out in Cyahafi, a very poor neighbourhood of

17,000 residents in Kigali, Rwanda, the majority of the population due to lack of funds, dig pits of four meters deep or less for their latrines. The depth of pits depends on one's financial resources. A one-metre deep pit costs US \$3.69 (RwF 2,000). People with internal latrines are estimated at 30% of the total population. Those with dry latrines represent 70%. In an informal neighbourhood like Cyahafi, it is often the case that there is simply no space left where a pit can be dug for the latrine. Or, if a free space exists, one lacks the money to pay for the latrine. Destitute families are obliged to use their neighbour's latrines. This is the case for poor women and elderly women and men living alone without any sources of income.

Kampala, Uganda provides a good example of a city with almost no sanitation services yet with some unique legislation. The public sewer serves less than 9% of Kampala's residents. The vast majority rely on on-site sanitation, mostly pit latrines and septic tanks. This means that poor women, men, children, the elderly, and people with disabilities have to find alternative sanitation facilities, which are not met by utility providers. Poor sanitation is a growing source of public concern and the cause of major health problems in the city. Poor sanitation and hygiene in the population is reflected by water-borne diseases such as diarrhea, cholera, etc. which are among the major causes of morbidity and mortality in Uganda.¹⁹ Furthermore, raw sewerage is flooding the wetlands in the city.

According to the Kampala Master Plan, the existing sewerage systems and services are rapidly approaching their design limits. It is predicted that wastewater flows will more than double over the next 20 years. This will have adverse impacts on service levels, public health, the environment and operation and maintenance costs. The growing population and increasing water use will significantly worsen the existing problems in many areas served by on-site sanitation by leading to contamination of spring wells and underground water, especially in low-lying areas in the informal settlements.

Sanitation in Kampala has not been given the attention it deserves. The gender institutional assessment carried out during the Rapid Gender Assessment identified the following institutions as responsible for sanitation. The Ministry of Water, Lands, and Environment (MWLE) is responsible for formulating policy, setting standards, monitoring, research, and capacity building as well as investment plans in sewerage and public facilities in urban areas. The National Water and Sewerage Company (NWSC), which has the responsibility for urban areas and for those connected to the main sewer line in Kampala. And Kampala City Council, which is supposed to provide for on-



Yard latrine, Longwa, Jos, Nigeria.

site sanitation in the form of “public toilets” within city boundaries, including the slums and is also supposed to regulate private on-site sanitation facilities. The Ministry of Health, which has the responsibility of education and sensitization programmes for the public, and is also the lead ministry in the development of an integrated sanitation strategy for Uganda. Sanitation promotion and enforcement is under funded in Kampala City Council compared to other services. NWSC is considered to promote only water and neglect sanitation. Though water-related services were offered an indirect subsidy by the NWSC as is the case with piped water, sanitation is considered to be a household concern. No single institution is subsidising sanitation. This partly accounts for the poor state of the sanitation services provision given that it is not the responsibility of anyone in particular but spread across many institutions and households.

A counter position to the situation in Kampala described above is the unique situation of Uganda being the only country in Africa that does indeed have a water and sanitation sector gender strategy. Launched in 2003, its goal is to enhance gender equity, participation, access, and control of resources in the water sector. However, the sector is defined in very technical terms and men dominate the national level. Gender-responsive indicators are supposed to bring gender considerations down to the administrative levels.²⁰ In recent years, Uganda has had an impressive track record of increasing delivery of water services. It remains to be seen what this unique gender inclusive strategy will mean for sanitation for poor women in Kampala’s slums. (For a longer discussion of the Gender Strategy see Chapter 2 on Gender and Pro-Poor Analysis of Water and Sanitation Policies and Institutions.)

Other countries such as Nigeria, Ethiopia, and Ghana all have various kinds of sanitation policies that are either stand alone policies or embedded in sustainability or environmental legislation. Most of the new policies of the last decade attempt to address gender, women’s inequality, and poverty; however, the implementation of these new policies is not necessarily informed by these crucial considerations. For example, Nigeria has identified gender responsiveness as one of the eighteen guiding principles of the water and sanitation policy. It recognizes that the disease burden on households, especially among children, is a result of poor hygiene and lack of facilities and has direct impacts on women. The planning of investment in, and promotion of sanitation facilities must therefore address the special needs, interests and priorities of women with due consideration for men and children to ensure adequate access, usage, and maintenance. However, according to the gender situational assessment of the low-income areas of Jos, some of these neighbourhoods revealed a stark contrast on the ground compared to the enlightened policy framework. There are no specific initiatives in the low-income communities of Longwa, Gwarandok and Fudawa that assist poor women in accessing sanitation services for themselves and their children.

TABLE 8: Types of Toilet Facilities and their Use in Longwa, Gwarandok and Fudawa, Jos, Nigeria

Type of Toilet	No. of people interviewed using toilet type	% of total using toilet type
Pit latrine	180	90
Pour-flush toilet	5	2.5
No toilet or open defecation	15	7.5

Source: RGA Survey, Jos 2005.

The graph below illustrates the percentage of people in Longwa, Gwanrandok and Fudawa who pay for the use of toilet facilities and the percentage that does not.

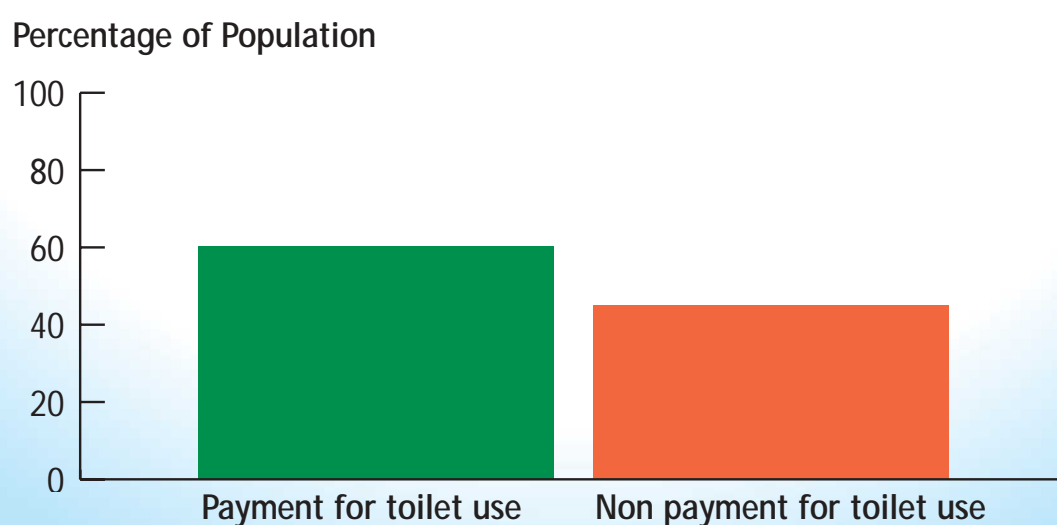
The maximum these households of Jos were willing to pay for improved toilet facilities was US\$ 3.1 (N425.25) per month. The average income per day in these communities is less than US\$ 1.00 a day. The bulk of the people are unemployed youth and children with parents working part-time and/or in the informal sector.

The government of Ethiopia has expressed its explicit concern and priority for urban sanitation in its key policy documents such as its Sustainable Development and Poverty Reduction

Program (SDPRP). Furthermore, there is an explicit commitment to provide sewerage systems and accessible sanitation services and water to low-income settlements. However, here as in other cities, the policies are comprehensive but there is very limited implementation on the ground.

Burkina Faso has had a sanitation management strategy since 1996. Aside from sewerage, the sanitation policy includes solid and liquid waste management and is managed by three ministries, which include the Ministry of Agriculture, Water and Fishing; the Ministry of Infrastructure, Transport and Habitat; and the Ministry of Environment. The strategy recommends the following principles for any sanitation programme:

FIGURE 1: Payment vs. non payment for toilet facilities in Longwa, Gwarandok and Fudawa, Jos, Nigeria



Source: RGA Survey, Jos 2005.

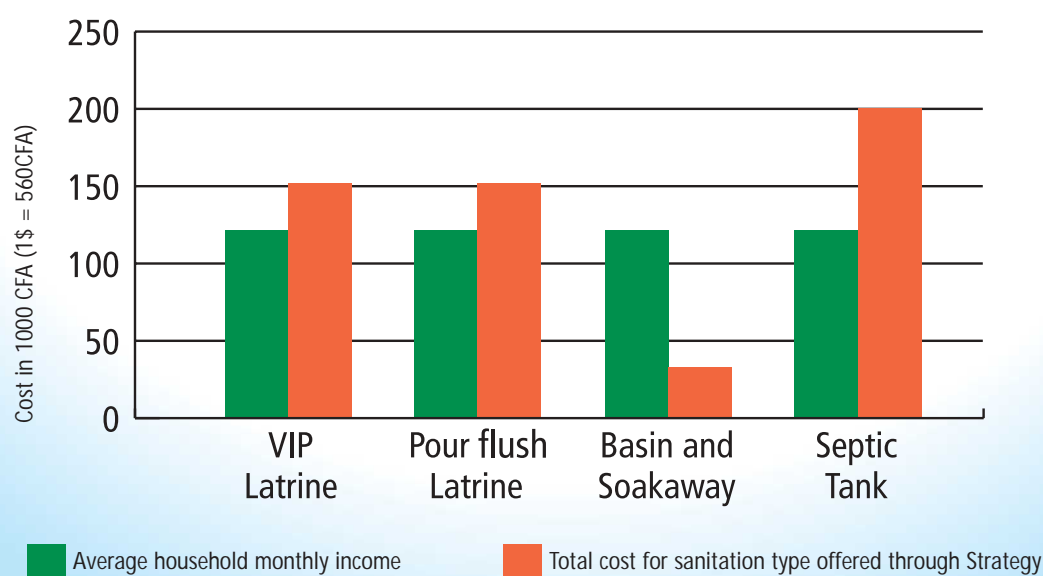
- At institutional level: the separation of functions and their decentralisation between the actors including the private sector. All these shall play a major role in the implementation of the tasks.
- At financial level: take into account the level of the service, the financial capacities of the users, and the collective infrastructure that should be financed by public funds.
- At technological level: the technological options proposed to the population are adapted to the local context and based on the demand of users and also take into account the preservation of water resources and the water cycle.
- At community participation level: the populations should be involved in all steps and their experiences and learning should be taken into account.

The toilet and washing facilities options recommended by the strategy are VIPs for families and the public, flush latrines with a manual flush, cesspools, clothes washing sinks and septic tanks. The following graph presents a comparison of costs of these technologies for a medium-income household in Ouagadougou.

The existing subsidy scheme of about 30% of the total cost enables many households to have their own latrines and cesspools. Since the launching of the project in 1993, the number of toilets installed is estimated around 46,761. These include: 168 manual flush toilets, 4815 VIPs, 3846 bathrooms, 9408 rehabilitations and 28,524 cesspools. The National Office of Water and Sanitation (ONEA) estimates that 40% of households in the town of Ouagadougou have rehabilitated latrines due to these subsidies.

However, the majority of the poor in Ouagadougou cannot afford latrines even if there are subsidies, as mentioned above. The Strategy does not adequately consider the financial realities of poor women and men. Figure 2 shows that the toilets offered through the Sanitation Management Strategy are still too expensive for the average Ouagadougouan household (income around CFA 120,000 monthly, equivalent to US\$ 214.00.), let alone the very poor. Figure 3 below shows that after essential expenditures, 32% of a medium-income household is all that remains to satisfy others needs, such as clothes, water, electricity, fuel, transport and leisure. Thus, there is not

FIGURE 2: Total Investment Required for Different Toilet Types Available through the Sanitation Management Strategy Subsidy Scheme, Relative to Average Monthly Income in Ouagadougou, Burkina Faso²¹



Source: RGA Survey, Ouagadougou.



Ouagadougou, Burkina Faso

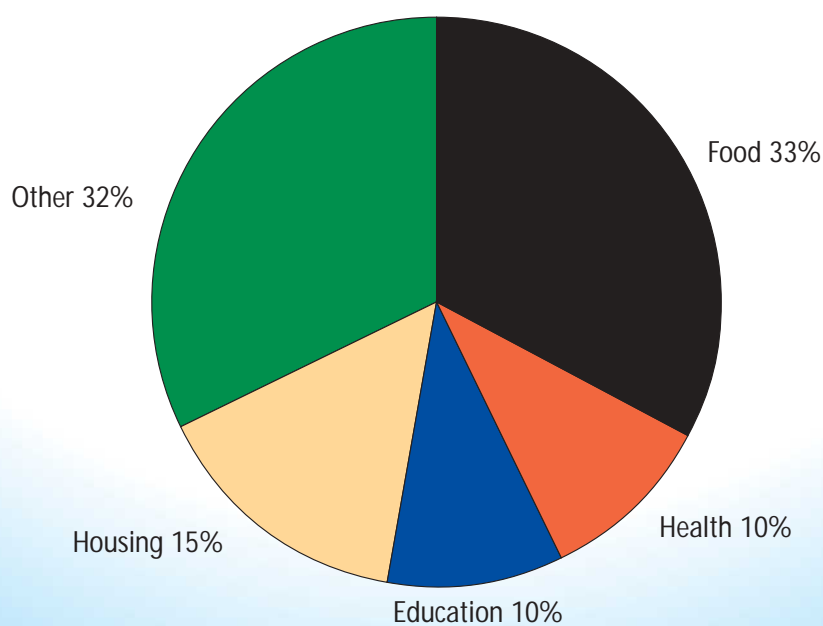
much left to invest in VIP latrines as promoted by the sanitation strategy. There is a need for a re-assessment of the cost of services provision and the affordability of these services for poor women and men.

The government of Senegal has made a commitment to provide sanitation services to the peri-urban areas of Dakar. With loans from the World Bank, the Dakar Peri-Urban

Quarters Improvement Programme is committed to reaching 400,000 people over a period of six years. This multi-stakeholder project involves three NGOs, forty-eight CBOs, and six hundred and twenty-eight animators. In two years, by 2004, the cost-sharing project had reached 20,762 families. The Programme is attempting to target poor urban women. Specifically, it intends to:

- promote latrines for poor people with a low financial sharing rate by targeting women-headed households (nearly 20% of families in the peri-urban areas are women-headed);
- promote cesspools for household waste water management in the poor districts and for women-headed households;
- help women living in poor districts who don't have household garbage removal services by creating some community management systems for domestic garbage;
- promote women's participation in local structures of project management;
- inform and sensitize women on management techniques and sanitation facilities

FIGURE 3: Typical breakdown of a medium-income household income in Ouagadougou, Burkina Faso



Source: RGA Survey, Ouagadougou.

- maintenance; and
- facilitate women's access to micro-credit in order to permit them to access sanitation facilities in the framework of projects which require financial contributions from the population.

Kenya is set to acquire an Environmental Sanitation and Hygiene (ESH) policy, the first in the country's history. While under the Ministry of Health, the policy has been developed by a multi-disciplinary team involving several government ministries, and other national stakeholders. It also seeks to enhance the existing legal and institutional framework in order to clarify roles and mandates of actors. The policy envisages widespread use of the demand-responsive approach in which communities are the decision makers, with active involvement of women and other marginalized groups. Although the policy is implicitly pro-poor, with a focus on women and marginalized groups, it does not define practical ways to achieve these goals.

Another key issue is that sanitation is not covered by one comprehensive legal framework. There are numerous pieces of legislation that address sanitation under a sanitation-health framework. In Nairobi these include:

- Public Health Act Cap 242
- Food Drugs and Chemical Substances Act
- Malaria Control Act (deals with mosquito breeding sites)
- Factory Act Cap 514 on Pollution
- Environmental Management and Coordination Act (1999)
- Radiation Act Cap 243 on Toxic Waste
- Local Government Act Cap 265
- Traffic Act

However, at the municipal level by-laws make no provision for informal settlements, where the city's poor live. By-laws are neither pro-poor nor gender-inclusive.

In Accra, Ghana, the Ministry of Local Government and Rural Development (MLGRD) has outsourced some loans and

grants for special interventions in the city in the form of Urban Environmental Sanitation Projects. The Urban Environmental Sanitation Projects aim to promote productivity and raise living standards in Ghana's major cities especially for lower income people by improving drainage, sanitation and solid waste services and establishing better institutional and financing mechanisms and more effective policy frameworks so that improvements are sustained over time. Various projects have been implemented which focused on storm water drainage, solid waste management in the form of landfills and septic treatment plants and toilet facilities for households and institutions. Although the projects did involve some amount of community participation in terms of choice of interventions and beneficiary contribution of 50% of the cost of toilets, it is limited. No gender considerations were made in project needs assessment, design, planning, implementation, monitoring or evaluation.

Water and Sanitation in Schools

In most slums that were part of the Rapid Gender Assessments, the school water and sanitation facilities are in such an abysmal condition that attending school is a health hazard. The children would be safer at home. The schools are over-crowded; lack even the basic requirements of books, tables, and chairs; have poor light and ventilation; and either they don't have drinking water and toilets, or what is available is a hazard to children.

A gender-situational analysis of sanitary conditions in schools in low-income neighbourhoods was conducted as part of the RGA in some of the cities. In other cities, separate focus groups were held with boys and girls and in some cities the schools were out so an assessment with the children and their teachers was not possible. Much work has been done by CBOs, NGOs, UNICEF and others to bring attention to this situation and to ameliorate the "learning" environments of the next generation — but much more needs to be done now. The children and the teachers



Continuously running water, Kibuli Demonstration Primary School, Kampala, Uganda.



A garbage skip next to the classrooms, Kibuli, Kampala, Uganda.

interviewed identified upgrading water and sanitation facilities for girls and boys and the teachers in schools in slums as a priority for the WAC II. The following brief examples will further illustrate the conditions in these schools.

The gender-situational assessment in Kigali, Rwanda was conducted in Cyahafi. Sixty-three percent of the households are women or girl-headed. There were no schools in Cyahafi until recently. The first primary school opened in April 2005. Children from Cyahafi go to schools in the neighbouring communities, which are also poor. Two schools were visited and both had very limited water. One of the schools was established in 1986, but only got its first tap in November 2004. This one tap is for 1,500 children. Children have to bring water from home and water for domestic use is also difficult to obtain. Some toilets are available in the schools. However, since water is a more basic need, toilets do not get a priority and they are in an awful state. Girls and boys have to use these same few toilets.

In Harar, Ethiopia, two schools, namely the Harar Senior Secondary and Ras Mekonen Primary School were selected for a transect walk and focus group discussions. The results are as follows:

- HWSSA the municipal service provider is the body responsible for the provision of water in schools.

- The situation of sanitation facilities for girls and boys in schools is generally very poor.
- Both boys and girls explained that they never had piped water. Instead, they spent US 0.012 cents per cup of drinking water from the school cafeteria.
- The latrines are not up to the required criteria (doors are not available, very bad smell due to shortage of water, the floor is contaminated by flies, worms, excreta, etc.)
- Most of the latrines are good with regard to construction materials.
- Girls particularly stressed that the location of latrines was not appropriate (no privacy for girls, very close to boys, doors don't close properly, sometime boys use girls' latrines, and harassed girls if they were found alone).
- Little girls and boys forced to use the floor for excreta, because of the inappropriate design of the toilet (the hole is too wide for little girls and boys).
- Water shortage in elementary schools is very acute. Little girls and boys can not satisfy their thirst because the water obtained from the Rotto-tankers is not safe for drinking.

In Uganda, the Forum for African Women Educationalists (FAWE) is involved in creating a gender balance in terms of girls' enrolment in

schools. Research conducted in schools in the country demonstrates that school girls drop out of school in upper primary classes due to the lack of sanitary pads, and the lack of separate toilet facilities for girls, as well as the lack of easy access to water sources within schools.²² Furthermore, FAWE is also attempting to highlight the importance of breaking the silence around menstruation and menstrual hygiene management and its implications for the education of girls.²³

Women, Girls and Menstruation and Toilet Design

Nothing speaks as clearly to the need for women in decision making in water and sanitation services as the complete and utter lack of any consideration given to women and girls' menstruation needs as part and parcel of water and sanitation services. As men do not menstruate, they do not see the need to address the issues related to menstruation as part of the responsibilities of municipal and public services for residents. And it is predominantly men who are involved in decision-making and in designing toilets and sanitation services.

If poor women are to be engaged as equal members of society, their basic needs should be addressed. Along with water, food, shelter, employment, education, health care, etc. is the right to menstruation products and appropriate waste management services. It is now a well known fact that in many African cities girls of menstruation age drop out of school due to inadequate toilet facilities and water and thus jeopardize the rest of their lives by losing access to education.

Rapid Gender Assessment results underline the fact that no one wants to talk about women's menstruation needs which means these needs are never articulated and hence, addressed. Most RGA Reports do not have much to say about menstruation. Many women are silenced on this subject, as it is not considered important, a personal matter of concern only to the woman, and even something filthy that "good" people do not talk about in public. Silencing women means

that women's needs are ignored and devalued and menstruation is often used to condemn and exile women. This silence has to be broken and women brought into designing toilets.

Usually toilets are designed without consulting the users — the women, the children, the elders and women and men with disabilities. This often leads to the construction of toilets that are not suitable for many users. Sometimes the toilets are so narrow and small; it is difficult to be in them with young children.

Toilets are often situated in public locations where women can be observed by anyone and their movements can be monitored. Often the doors face the footpath, or the street, exposing women to the public. Sometimes the doors do not close completely. Other times there are no taps and/or no water in the toilet, and has to be brought in from outside. There is nowhere to wash or dispose of sanitary products and so women have to walk out into the public hiding their used or waste sanitary items. And rarely is any provision made for washing clothes and bathing. This is only a short description of toilet design and siting that does not work for women and girls.

What the above examples demonstrate is the obvious and real need for women to be involved in all stages of water and sanitation projects and as the key agents in the entire programme and project cycle — feasibility, design, planning, construction, and evaluation. It is also critical for women to have equal access to paid employment for water and sanitation projects.

Water and sanitation services have a lot to gain from women's experience, knowledge and management skills as changing things to accommodate women often benefits other marginalized groups and brings benefits to more people than not.

Solid Waste Management

The Rapid Gender Assessment Reports for all the cities of the WAC II raise the issue of the need for drainage and solid and liquid waste management services in slums and informal settlements. The

issue of waste management desperately needs addressing along with the provision of water and sanitation services. All the RGA Reports highlight the intimate link between the provision of water and sanitation services and drainage and solid waste management. From the gender situational assessments in slums and informal settlements, it is abundantly clear that the provision of water and sanitation services has to go hand in hand with drainage and solid and liquid waste management. The lack of these basic services creates a miserable living environment for poor women, men, girls, and boys.

For example, solid and liquid waste is contaminating water sources used by poor women who cannot afford to pay for water. This includes springs, rivers, and wetlands. Additionally, solid waste is blocking drains and footpaths and causes flooding when it rains. And the wastes in some neighbourhoods are spread out throughout the communities causing a terrible stench and encouraging rodents and flies and contributing to disease and an unhealthy living environment. The danger of contamination and disease from garbage is only too obvious when one sees young children playing in the streets and in the garbage.

While the issue of waste management has not been an explicit focus of the WAC Phase II the results from the RGA Reports indicate that the provision of solid water management services has to be integrated with the provision of water and sanitation services.

The Situation on the Ground in Cities

Most municipalities in the WAC are not able to provide solid waste removal services to all parts of the city. While there are different reasons for this in the different cities, major constraints seem to be the lack of adequate finances and equipment. Solid waste removal in slums and informal neighbourhoods is also constrained by the lack of commitment from municipal governments to provide services to what are seen as “illegal” settlements. Additionally, the



Kibera, Nairobi, Kenya.

high population density in the slums is a barrier to conventional solid waste removal trucks which cannot enter the slums. However, resources have not been dedicated to finding creative and non-conventional solutions.

In Dire Dawa, Ethiopia, on average, solid waste generated from the households in the city is estimated to be around 4550 cubic meters per year. Of this total, 48% is removed by the municipal service provider while the remaining 52 % is dumped in open fields or burnt and dumped into pits by individual households. The solid waste service coverage in the two major informal settlements areas is 8% and 12%.

In the women’s focus group in Detchatu — an informal settlement, women specifically spoke about the problem of garbage. The women said that they usually keep solid waste in a tin, basket, or plastic bags for two to three days and then either threw it into the municipal garbage collection box, or the rotating garbage collecting truck, or dumped it in Detchatu River. However, due to the inconvenient location of the garbage collection boxes and due to the usual absence of the rotating dump truck, the women dumped wastes in the Detchatu River.

In some of the WAC cities such as Bamako, Mali, very poor women who are often single mothers are organized to remove solid waste from the slums. This is seen as an income generating initiative to provide poor women with some income and at the same time partially address the solid waste collection problem. Working in collaboration with the local government, women form cooperatives or societies and develop their own structures and processes for picking up garbage from communities for a nominal sum. The collected garbage is then taken to a designated site for the municipality to collect.

URBAN CATCHMENT MANAGEMENT Background

The thematic focus of Urban Catchment Management focuses on the environment/water source protection interface. Urban catchment management is an integral component of Integrated Water Resources Management (IWRM) as it incorporates not only water quality and quantitative perspectives, but also socio-economic imperatives and ecological integrity. The objectives here are to better protect and secure natural environments and water resources in urban catchments, and better coordinate water management and pollution abatement with upstream and downstream users. The aim is to develop and implement strategies including livelihoods programmes that will directly improve the lives of women and men in slums and informal settlements and also the urban and natural ecosystems they inhabit.

The Situation on the Ground in Cities

Poor women know when there are environmental problems as it is they who have to search for and provide water.

Urban catchment management is a crucial area not only in terms of sustaining environmental integrity and water quality in and for urban areas and related ecosystems, but also due to its very real link to the arduous living and

working conditions of poor women and men in Africa's urban centres. Integrated urban catchment management as with sustainability will not be possible without the recognition of the distinct roles and responsibilities of women and men in natural resources management. Due to the patterns of socialization related to gender, women's lives vary greatly from those of men. In terms of the environment, women around the world play distinct roles in managing plants and animals, in use of forests, drylands, wetlands, agriculture, in collecting water, fuel, and fodder for domestic use, and for generating income.²⁴ Due to these engagements with their natural environments, women have a distinctive experience and knowledge of environmental management which is critical for sustainable catchment management.

It is well known that in many cities of the WAC II, the slums and informal or peri-urban settlements are situated in environmentally sensitive areas which have now degraded considerably. These include inland and coastal wetlands, river channels, aquifers, shallow soils close to bedrock, slopes of hills along rivers and lakes, drainage channels, and encroachment on the few remaining woodlots and urban forests. Poor women and men often establish neighbourhoods in vulnerable environments because they can either squat illegally, pay low rent, or purchase land cheaply. This is not to ignore the fact that wealthier communities have also made their homes in environmentally sensitive areas; it is just that they have more resources to better mediate political and environmental impacts on themselves and their homes which poor women and men do not. Furthermore, wealthier residents have greater access to and ability to purchase land in areas more suitable for human habitation than the more vulnerable ecological zones mentioned above.

For example, take the case of Dar-es-Salaam where an unauthorized rich residential neighbourhood, Msasani, was built on a river delta and a poor residential area in a swampy area. While city officials recognized that the rich people's large homes were being built

illegally, they were not asked to move. This was an un-surveyed area and did not have services. In the end, the City agreed to let the wealthy residential development continue and supported its development with infrastructure and services. On the other hand, the poor women and men of Mwananyamala Kisiwani are still not getting city support in terms of surveyed land or the provision of basic services. The residents of Mwananyamala Kisiwani are clear that differences in attitude and service responses from the City are due to the fact that they are poor, and the men and women of Msasani are rich. Not providing services to poor women and men is further compromising the wetland.



A sinking house in Mwananyamala, Kisiwani, Dar-es-Salaam, Tanzania.

Issues of land ownership and the lack of land tenure for poor urban women and men are intimately implicated in the location of settlements of the urban poor. Additionally, these same issues of land ownership, land tenure, trading of usufructuary rights, and colonial land arrangements along side indigenous systems of land management also implicate different roles and responsibilities and burdens and rights for these women and men. Usually, legal rights of ownership and land-use are given to men and not women. Furthermore, the different roles of women and men in water use and management also impacts on their roles in the identification and protection of water sources, wetlands, and/or the creation of water reservoirs and dams. Women in informal settlements provide water for their households, so they are more familiar with the water sources than men. Thus, if only men are consulted, the valuable knowledge and experience of women

will be excluded and this will limit a comprehensive analysis and solutions for urban catchment management.

For example, in terms of location of slums consider the following; in Kigali, Rwanda, most of the poor women and men live in a geography of disappearing wetlands and springs. In Lusaka, Zambia, the peri-urban and un-serviced community of Kanyama Compound is located on a key aquifer. In Nairobi, Kenya, Kibera, a very large slum, is located in and adjacent to a now very contaminated wetland. And in Yaoundé, Cameroon, the low-income women and men of Djoungolo II live on the flood plain of the Mfoundi River. These settlements of poor women and men in environmentally sensitive areas and without adequate services are compromising their urban ecosystems and in the cases of these cities the urban environmental management initiatives do not cover these slums.²⁵ The potential to bring the women and men of these neighbourhoods into urban catchment management and integrated water resources has not yet been realized. With the provision of safe, adequate, and affordable water, sanitation, drainage, and solid waste management services, these women and men along with their local governments have the potential to better manage their ecosystems.

Degraded environments in slums and informal settlements along with the lack of environmental management systems create polluted neighbourhoods for poor women and men. Poor environmental management particularly at the water points affects women negatively as most of these water sources are inadequately protected from contaminants. Therefore, the water supply is of poor quality. Women have little or no resources for purification of contaminated water and this inevitably leads to their families becoming sick with water-borne diseases. Pollution at water points and water sources is a cause of perennial outbreaks of diseases like cholera and create more work for women as they have to attend to the sick and give up the time allocated to generating income.

As women use the environment more than men in terms of drawing water for domestic use and the disposal of domestic wastes, etc., when an environmental problem occurs they are the first to notice it because it impacts negatively on them in terms of reduced access to water which makes water collection a more onerous task than before. For example, in the gender situational assessment of the low-income community of Mwananyamala Kisiwani in Dar-es-Salaam, women and men were interviewed about the location of wells and water points. The majority of the women, 90 percent, identified the location of the water points as inappropriate as they were located in areas with a high water table and had poor drainage, compared to ten percent of the men. Women's knowledge of local environments should be incorporated in the design of water and sanitation systems. Knowledge of environmental issues and their management is important for women because women will change behaviours that they know will have a negative environmental impact and cause additional hardships for them.

Due to inadequate nutrition and vulnerability of bodies, poor urban women and men, the very young and old, are also more vulnerable to impacts of contaminated water.

Environmental Policies and Practice

In terms of the policy and legislative frameworks, regulations, action plans, and implementation frameworks for environmental management or urban catchment management, the cities in the WAC II reflect the entire spectrum of limitations and possibilities in terms of addressing poverty and gender equality and equity. On the one hand, a city such as Jos, Nigeria, does not have any environmental or urban catchment policy framework or focus, let alone one that is inclusive of a pro-poor and gender analysis. On the other hand, Ethiopia's Conservation Strategy is very comprehensive and inclusive, but requires mechanisms for systematic implementation. Ethiopia's Strategy acknowledges that various socio-cultural,

religious, legal and political factors have hindered the full participation of women in the planning and implementation of natural resources management and conservation programs, and hence their contribution in this regard remains unrecognized. It recognizes that women are not sufficiently consulted, nor are their needs and interests incorporated in the planning and implementation of programs and that women have limited resources to play a significant role in decision-making at various levels. Furthermore, it acknowledges that the poor are the most affected by problems related to ecological degradation, since they rely on natural resources for their sustenance, such as water, fuel wood, fodder, etc. Thus, the Federal Environmental Agency of Ethiopia has prepared a strategy for gender mainstreaming and the document provides a framework for the engagement of different stakeholders to address gender issues in their specific sectors and localities. However, there is no data to show how such measures have impacted on the roles and achievements of specific groups, particularly poor women.

Both the Environmental Policy of Ethiopia and the National Water Resources Management Policy of Ethiopia evolved out of its Conservation Strategy and they both address gender issues. The National Water Resources Management Policy gives due consideration to the full involvement of women in planning, implementation, and training activities as well as empowering them to play a leading role in self-reliance initiatives. Despite this, these policy documents do not give special attention to poor women and men who are residing in slums and informal settlements and relying on natural resources. The focus is rural. The Environmental Policy recognizes that the issues of social equity need to be addressed through resource use arrangements.

That said, the conservation strategy of the Harar Region in Ethiopia was formulated in 1999 and incorporates the following:

- All policies, programmes and projects should include impact assessment to maximize

equity for economic, ethnic, social, cultural, gender and age groups, especially the socially disadvantaged.

- Formal and informal training in environmental and resources management should include methodologies and tools for analysis and elimination of inequalities.
- Environmental awareness and public education programmes should include both men and women in all social, economic, and cultural groupings of society.
- With the participation of users, identify and improve existing appropriate technologies to lighten the household chores of women, or adopt new gender-sensitive technologies.
- Facilitate the participation of women in all sections of society in training, public awareness campaigns, formal and informal education, and decision making in environment and resource management.
- Collect and disaggregate gender information related to the environment and to natural and “man-made” resource use and management.

The Harar Region Conservation Strategy document speaks to poor women and men slum dwellers. According to the Harar RGA Report, the conservation strategy also emphasizes the need to improve human settlements in Jegol, a low-income area where a significant number of women and men are living with unsafe water supplies and inadequate sewerage and solid and liquid waste collection systems. Industrial effluents, sewerage discharges and other untreated wastes are another focus area of the Regional conservation strategy document. The strategy follows the same direction as the federal policy in incorporating the “polluter pays” principle. However, no system exists for controlling hazardous industrial and hospitals wastes in the city; thus, compromising the gender and poor-inclusive conservation strategy.

Another country with exemplary environmental and water policies is Burkina Faso. Policies and strategies related to water and sanitation are included in the national policy on water approved in September 1998 as decree n°98-



Washing clothes, Longwa, Jos, Nigeria.

365/PRES/PM/MEE. The National Policy on Water aims to put into place an integrated water resources management (IWRM) strategy for sustainable development. This is part of Burkina Faso’s commitment to and compliance with international conventions that the country has ratified. A study was conducted by the Sahelian Agency for Water, Environment, and Sanitation in order to identify mechanisms to engage women in the implementation of the IWRM action plan.

The national water policy addresses decentralization of responsibilities to the watershed, the management and the protection of water resources, the evaluation and planning of/for water resources, financing of the water and sanitation sectors, the monitoring and development of projects and programs, and regional and international cooperation. Watershed management has been adopted as an appropriate and decentralized planning framework for the management and protection of water resources. Furthermore, in 2001, the Council of Ministers adopted a decree on the protection of water sources directly related to water consumption by humans. It aims to protect the immediate environment of the catchment, the area around it, and also the infiltration zone of the catchment.

In terms of pollution control, the law forbids the application of toxic chemicals and agricultural pesticides that might flow directly as waste

water into water sources. It also forbids the dumping of domestic and industrial wastes. The polluter-pay principle is enshrined in the law.

Between the two ends of the spectrum of Jos, Nigeria and Harar, Ethiopia and Ouagadougou, Burkina Faso are cities such as Lusaka, Zambia and Kampala, Uganda. Lusaka, for example, does not have an environmental management strategy thus far. However, presently, UN-HABITAT, United Nations Environment Programme (UNEP) and the Lusaka Water and Sewerage Company are implementing a strategy for a community-based aquifer management demonstration project in the peri-urban area of Kanyama Compound. The strategy for enhanced aquifer management includes mitigation against massive aquifer contamination due to contact with latrines and garbage pits. The community and NGOs will be closely involved in implementing a demonstration project for community-based water supply and sanitation including public awareness campaigns for the urban poor taking into account gender, the economic status of residents, and other factors.

While Kampala, Uganda, does not have an environmental plan as such either, it does have a Drainage Master Plan that has been prepared and implemented. Kampala is situated in a natural ecosystem of hills and wetlands. Nearly all hills are built up resulting in human settlement and industrial development extending into the wetlands in the lower areas of the city. The wetlands are a buffer for runoff into Lake Victoria performing vital ecological functions including wastewater purification, nutrient retention, and pollutant removal. It is estimated that the Nakivubo Wetland, the area of the Rapid Gender Assessment, saves Kampala City Council up to US \$ 1.7 million in water purification a year.²⁶

Despite the vital functions performed by wetlands, encroachment from human activities on wetlands around the city is on the increase. Subsistence agriculture, brick making, and human settlements are the main threats. These

activities have compromised the quality of Lake Victoria waters as the wetlands used to filter and purify water before it entered the Lake. Now the wetlands are disappearing. Because of poor waste management and drainage in slum areas, malaria and diarrhoea are common.

As in other cities, the nature of land tenure determines and influences the planning, development, and control of urban growth in Kampala. This therefore makes the issues of environmental management of the Kampala urban area very difficult, as the city authorities do not have direct control over land in the existing land tenure system. The urban poor, especially the older residents, women and child-headed-households, and other vulnerable groups who are the predominant inhabitants of these areas cannot afford land titles under any of the existing land tenure arrangements. Inadequate land tenure policies and lack of financial resources for slum dwellers have indirectly promoted the growth of illegal settlements in low-lying areas, particularly wetlands.

The wealthy are also a threat to wetlands. Due to the lack of enforcement mechanisms, the “untouchables” have encroached on these resources and “developed” the wetlands with impunity. Their projects have impeded infiltration and exacerbated overland flow of the water and thus enhanced flooding in the city. Poor women and men living in low-lying areas are suffering the consequences.

Most urban sewage disposal is currently done in wetlands. Ninety percent of the sewage of the city is disposed into the fresh water bodies without being treated.²⁷ This has exacerbated the urban catchment management problems, which include among other things: microbial risk of water contamination caused by inadequate sanitation services, and widespread contamination of the water table and spring wells. The RGA reveals that these springs are a major source of water for domestic use.

WATER DEMAND MANAGEMENT

Background

Water Demand Management (WDM) is a strategy for water conservation which challenges traditional supply-side approaches to water provision by addressing change at the point of consumption. WDM starts from the premise that reducing wastage is the most efficient way of availing new supply. It is a key strategy for the water sector from a number of aspects — environmental, social, economic, political, and cultural. Water Demand Management is also a key strategy because it interfaces with a host of actors in urban settlements. In recent years, WDM calls for an exploration of a number of approaches to change human practices and behaviours. Some of these include regulations and legal mechanisms; efficient distribution and operation; the use of economic instruments such as subsidies, rebates, tariffs, charges to different sectors — industry, agriculture, institutions, and residences; technological interventions in the above mentioned sectors; recycling of water; documentation of unaccounted for water; education and communication strategies; and use of assessment tools such as water audits. There is tremendous potential to use different WDM mechanisms to sustain ecosystems and enable sustainable and equitable water use by humans. However, the application of WDM strategies in African cities in poor urban communities needs to be cognizant of the lives and realities of poor women, men, and children in slums and informal settlements and the cultural and economic norms around water cost, acquisition, and consumption.

The Situation on the Ground in the Cities

Water Demand Management is a “normal” practice for poor women in slums.

In many of the cities in the Water for African Cities (WAC) II Programme, the original water and sanitation infrastructure was built during the colonial period. This infrastructure,

premised on exclusion by design, was built for a small colonial community and their economic ventures and did not cover all the urban residents. While obviously, the water and sanitation infrastructure has expanded over the years, the expansion has been slow and primarily for the wealthier residents and their business requirements. African urban populations have increased steadily in the post-colonial era with the majority of residents establishing homes in un-serviced areas that have grown to become large slums and informal settlements of the urban majority. For example, the present infrastructure in Dar-es-Salaam, Tanzania, was installed in 1953 and expanded in 1980. Currently, there is not enough water for the City. The population has increased rapidly over the years and today Dar-es-Salaam's population growth rate is eight percent per annum. The City mainly depends on one source of water — the Ruvu River. In Kigali, Rwanda, ELECTROGAS, the public water and electricity company, acknowledges that the original infrastructure was built for 6000 residents and the current population is 606,000.

Complex land tenure and ownership arrangements, inappropriate colonial planning and land-use legislation, corruption, and disregard for poor women and men — the labour that fuels urban economic growth and development — has resulted in millions of women and men living in terribly over crowded and abysmal conditions.

Thus, while the thematic focus here is on Water Demand Management, due to the overwhelming reality of poverty, all the Rapid Gender Assessment (RGA) Reports speak to the need to respond to water demand in slums as a priority, rather than manage demand. This is due to concerns about the lack of access to safe and affordable water and its disastrous implications for health and hygiene, and the economic survival of poor women and men as the poor are paying more for water²⁸ than people with higher incomes who have access to piped water. A rapid response is needed to the difficult and unjust lives of poor women who spend so much of their time in obtaining water

and then managing the consequences of inadequate and often contaminated water.

Another common observation of the Rapid Gender Assessment Reports is that water conservation strategies in poor urban neighbourhoods are the result of the inaccessibility and un-affordability of water to these poor households rather than a conservation strategy per se. In this case, women reduce the frequency of bathing for themselves and their children, the frequency of washing clothes, and are forced to compromise basic hygienic norms.

Additionally, the Reports caution the promotion of water demand management with women in poor neighbourhoods as they already do not have access to safe and sufficient water for themselves and their household responsibilities and if pressured to adopt conservation strategies they might further compromise themselves and their health and well-being. The Accra, Ghana, RGA Report notes that in Teshie, a low-income community, WDM has been a normal practice as the scarcity of water and its high price has resulted in strategies such as taking a bath once in a day and limiting the washing of clothes. The Report from Lusaka, Zambia, underlines the key role women play in water management at the household level as they are directly affected by any measures aimed at controlling demand. They usually bear the highest cost when economic measures such as pricing are introduced, as an increase in cost raises two issues. First, most of the women do not control finances in the household; hence, they have to use water economically to avoid harassment from their spouses. Secondly, they have to source alternative cheaper water farther away and the time and effort required in fetching water acts as a deterrent for wastage.

Cities such as Douala, Dire Dawa, Harar, Kampala, Yaoundé, etc. do not have any WDM policies or practices in place. This is due to the fact that Water Demand Management is a relatively new strategy in the water sector. The

discussion and examples below demonstrate the importance of introducing and expanding WDM as a strategic approach in the creation of sustainable water sector policies and programmes. However, the Rapid Gender Assessment results emphasize that a pro-poor and gender-sensitive orientation of WDM may not be possible without a pro-poor and gender equitable water governance framework.

Unaccounted for Water

Related to the earlier discussion on water and sanitation infrastructure from the colonial period is the issue of unaccounted for water. It is well-known that on average cities in Africa are losing 30-50% of their treated water to leakages in the ageing pipes. However, the discussion of water loss is also related to the loss of revenue from water. Other sources of water loss include unauthorized connections to areas not being serviced by municipal or national utilities, tampering with water meters, and inadequate and inappropriate billing procedures. The table below provides estimates of water loss in the WAC cities.

If poor women and men in informal settlements are provided water and are systematically engaged in defining access to water and pricing mechanisms, etc. Then, they will be involved in infrastructure provision, maintenance, etc. and this has the possibility of reducing the “loss” of water due to unauthorised connections.

The Need for Water and Water Demand Management

The RGA Report from Abidjan, Côte d'Ivoire, estimates that the 70,000 unauthorized connections, water meter tampering, and tampering with billing in that city amounts to a loss of US \$5 million annually. Many unauthorized connections are taking place in the informal settlements in the peri-urban areas of Abidjan. In the township of Attécoubé, of the 100 cubic meters of water that is pumped into the network for Boribana, an informal settlement, only 30 cubic meters are invoiced, a loss of revenue on 70 cubic

meters of water. However, in Abidjan the problems with piped and treated water is more complicated than only the question of billing; there is growing evidence of saltwater seepage and nitrate pollution of water sources.

The RGA report from Ouagadougou notes that the lack of access to water means more girls stay away from school in poor households as the water chores are their responsibility. Additionally, male farmers are now making bricks or bread as they are having problems securing water for farming. Women are the most affected when there is insufficient water as it is more work and stress for them to obtain water and face the health problems of the children and the community.

Water Demand Management Strategies

Addis Ababa, Ethiopia, developed and launched a WDM strategy in the WAC I. The Addis Ababa Water and Sewerage Authority (AAWSA)

estimates unaccounted water to be about 30 to 35 percent. Their strategy includes promotion of WDM in existing and planned water supply projects; preparation of a public awareness strategy and implementation plan; water audits; up-dated network maps; leakage detection; capacity development of staff; retrofitting high consumers; and reconsideration of tariffs for low-income groups.

In terms of unaccounted for water, in addition to reducing leaks, the focus is also on inaccurate meters, inaccurate meter reading, illegal connections, un-metered use as in the case of the fire brigades and AAWSA's own use. Moreover, based on the city government's civil service reform program, the authority as a service provider has been implementing a service delivery improvement program, which is a key enabling factor for WDM issues.

None of the above mentioned activities were developed or implemented with a gender

TABLE 9: Unaccounted for Water in the WAC Cities

WAC II Cities	Unaccounted for Water as a % of total piped water
Abidjan, Cote d'Ivoire	Approx. 60%
Accra, Ghana	50%
Addis Ababa, Ethiopia	30-35%
Bamako, Mali	not available
Dakar, Senegal	47%
Dar-es-Salaam, Tanzania	43%
Dire Dawa, Ethiopia	29%
Douala, Cameroon	not available
Harar, Ethiopia	not available
Jos, Nigeria	not available
Kampala, Uganda	40%
Kigali, Rwanda	not available
Lusaka, Zambia	48%
Maputo, Mozambique	52%
Nairobi, Kenya	50%
Ouagadougou, Burkina Faso	not available.
Yaoundé, Cameroon	not available

analysis or a pro-poor approach. They were appropriately geared to high water users with the hope that water savings here will benefit poorer communities. What would be useful from the point of view of this second stage of the WAC is if the original WDM programme had organized its data collection and monitoring based on the sex-disaggregation of data.

In Lusaka, Zambia too, WDM is still at the level of experimental pilot projects. Pilot projects were carried out in the Lusaka Water and Sewerage Company (LWSC) and the LWSC is undertaking studies to promote water demand management in three different areas in Lusaka — the Sikanze Police Camp, the Thornpark and Fairview high income areas, and government ministries. Some success has been documented as residents have adopted attitudes aimed at conserving water.

Despite the manufacturing and processing industries being important end-users of water, there is currently no legislation to compel industries to increase efficiency of water use through recycling or re-use.

The Nairobi City Water and Sewerage Company (NCWSC), under the new climate of water sector reforms is not only exploring how to expand coverage to slums and informal settlements, but also collaborating with other stakeholders to carry out a water conservation campaign that will run concurrently with installation and rehabilitation works. However, there is no national policy on Water Demand Management. WDM has been applied informally, on the basis of best practices, and on an individual basis. The city has no water reserve measures in place. During drought, the informal settlements are worst hit as prices go up for a commodity they already pay 5-20 times more than users in other areas. A Water Demand Management policy is being developed under the current water sector reforms. Additionally, there are plans by the national water board to implement Water Demand Management training for staff.

WATER EDUCATION IN SCHOOLS AND COMMUNITIES

Background

Water Education in Schools and Communities is premised on the notion of Value-Based Water Education (VBWE). Value-Based Water Education brings together professionals from education, urban, water, and the environmental sectors to create a positive and lasting change in attitudes and behaviours towards water at all levels of society. It is premised on a human values approach to education and considers five human values — truth, right conduct, love, peace and non-violence — as core human values.

Main activities in the WAC I Programme included the development of a water-related environmental education strategy, establishment of water classrooms, school water audits, water quality education, water curriculum development in pilot schools, non-formal education with community initiatives, water health care education, informal exchanges and North-South twinning arrangements. Value-based water education needs to be mindful of sexist language, an anti-poor bias, and sex-role stereotyping. It needs to acknowledge the impact of the different roles and responsibilities of girls and boys in water collection and use, “waste” water, the health and hygiene implications of using contaminated water, inadequate sanitation facilities, etc. as well as the larger issue of the relationship of poverty, lack of sanitary facilities, and water provision to the lives of girls in or out of school.

Value-based water education is a critical component of the WAC Programme as it attempts to inform a different ethic in the water-environment-humans nexus. It is critical to highlight that solutions to water and sanitation problems do not only come from technology, policy, and regulations. Changes in the water nexus also require capacity building and a paradigm shift in human society as a whole. This includes an enhanced understanding of water in the environment and equity and equality in society.

The Situation on the Ground in

the Cities

Educate the women and you educate the next seven generations.

The Rapid Gender Assessment (RGA) Reports from many of the cities of the WAC II such as Dire Dawa, Douala, Harar, Kampala, Kigali and Yaoundé indicate that activities under the theme of Water Education for Schools and Communities has not yet begun in these cities. However, many cities have some level of educational and informational campaigns on the relationship of health to good hygiene practices. These campaigns are carried out by a range of government agencies and NGOs. Institutions include national and local departments of health, the water and sanitation utilities, local government clinics, and hospitals. For example, in Jos, Nigeria, the Plateau State Water Board (PSWB) in conjunction with the State Radio and newspaper runs a weekly radio programme called, "Water for Life". The radio show is well known in the city and by residents from all income levels. Some of the residents in Longwe, a low-income community, said that the programme enabled them to complain to the utility about the lack of services in their community. Thus, aside from serving an educational purpose, the radio also provides a mechanism for feedback from service users. However, some VBWE initiatives do exist in some schools in Jos. These are based on a joint programme between the Plateau State Water Board and WaterAid, UK. These initiatives could not be explored in any detail as schools were out during the period of the Rapid Gender Assessment in Jos.

However, since Accra, Addis Ababa, Lusaka, and Nairobi were members of WAC I and all the four cities developed and implemented activities related to Value-Based Water Education (VBWE), there is sufficient data in the RGA Reports to inform the programming and activities for WAC II.

In Nairobi, ten schools were involved in VBWE activities. In 2002, the Kenya Institute of Education (KIE) and the City Education

Department coordinated and developed formal activities for/with the ten schools. These included preparation of water-based training manuals for teachers, training teachers on how to integrate VBWE in the subjects, training of teachers on how to develop and use simple water equipment, and monitoring and evaluation by KIE officers and the City Education Department of water clubs in schools.

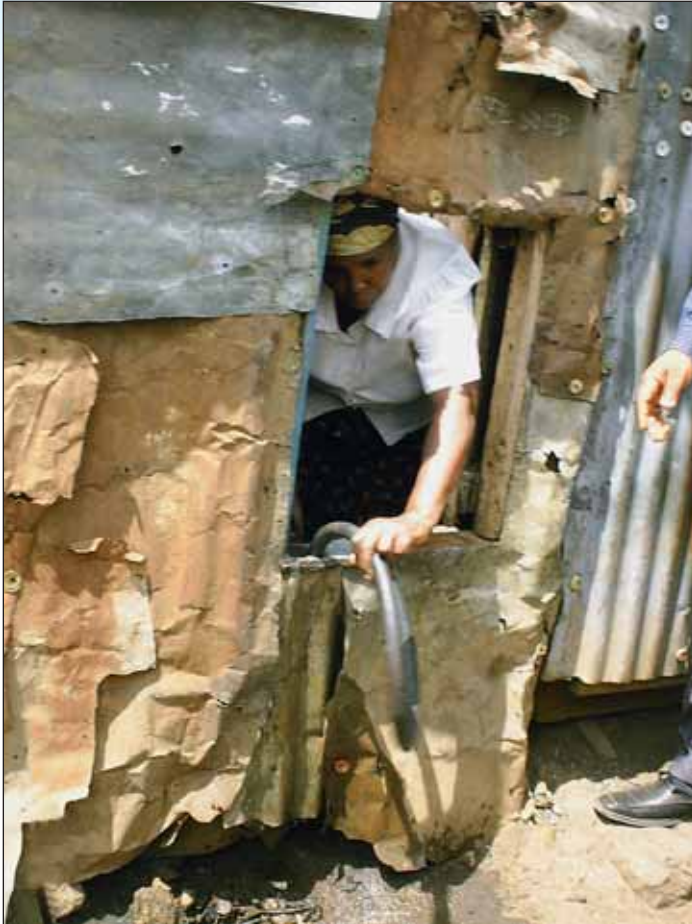
Value-Based Water Education in Addis Ababa included numerous schools as pilot projects as well as the training of 460 teachers in integrating VBWE into their lesson plans. Other activities included introducing VBWE concepts to concerned authorities, incorporating VBWE in non-formal basic education programs, creating awareness and exchanging information, and monitoring and evaluating VBWE in pilot schools. In the development of the VBWE manual, gender issues were not specifically considered in Amharic, English, mathematics and biology courses. On the other hand, some steps were taken to incorporate gender equity issues in chemistry and physics course materials. However, in all pilot schools, the ratio of participating girls to boys was unequal with more boys than girls enrolled in the activities.

In Accra, the project area for the VBWE pilot project was the DENSU river basin, the same basin that was the focus of the Urban Water Catchment project. Ten pilot schools with a mix of both boys and girls were part of the programming. A national action plan for VBWE was developed and followed up with the setting up of a steering committee drawn from stakeholder organizations such as the Ghana Education Service (Curriculum Research and Development Division), Basic Education Division, Inspectorate Division, Science Education Unit, Ghana Commission for UNESCO, the Ghana Water Company Limited, and the Water Resources Commission. A training program was organized for teachers and a teaching manual prepared to support the integration of the core human values in the curriculum. At least one male and female teacher from each school were trained on

human values approach to water education for children in schools as a strategic entry point to developing a new ethic for ensuring efficient use of water in Accra.

Additionally, in Accra, a seven member water and sanitation committee made up of three pupils and four teachers has been established in each school to implement and monitor project activities. Both male and female teachers as well as boys and girls form part of the team but

quite balanced for both girls and boys. Boys and girls clean their own toilets; girls would normally sweep the compound while boys weed. The school had both female and male prefects. It was observed however that the latrines in the schools were locked up because there was no water in the school for flushing. Monitoring of the project is done by the National Steering Committee. The teachers requested funding from UN-HABITAT for extra curricular activities.



Sharing water, Kibera, Nairobi, Kenya.

not through a conscious effort to make teams gender-sensitive. Teachers take decisions on community outreach activities and assign roles to the children to implement. The Rapid Gender Assessment discovered that parts of the VBWE activities were not being undertaken in the selected schools. These activities included using the water classroom for practical sessions and water audits. The reason given for this gap was that the facilities had not yet been provided by UN-HABITAT. Interviews with children and teachers revealed that school activities were

The RGA Reports from four cities —Accra, Addis Ababa, Lusaka, and Nairobi — which were members of WAC I, speak to the lack of a systematic approach to address gender discrimination in the VBWE programming in these cities. There was a limited or no effort to create gender balance in the coordinating team or school teams. The same is true of efforts to develop awareness and understanding of sex-role stereotyping in curriculum development, watch for and modify sexist language in the educational and informational materials, and to gather and monitor data on the programmes and projects with the objective of disaggregation of data based on sex, income, or other factors.

In Addis Ababa, the Board of Education (BOE) conducted an impact assessment on the different roles and responsibilities of girls, boys, women and men in relation to the VBWE programme. The results showed that no conscious effort was made to discuss issues of gender discrimination in the Programme. Specific recommendations for continued programming in VBWE in the WAC II in Addis Ababa include the following:

- The BOE must involve women in project preparation, planning, implementation and evaluation of VBWE and thereby bridge the gender gap.
- The bureau needs to develop selection criteria on a gender equity basis so that women can participate equally in training programs and preparation of educational manuals.
- The BOE should revisit the existing gender-

responsive education policy of the country and use it as a reference for preparation of projects/programs which could benefit women and men and girls and boys on an equal basis.

- There is a need to conduct a periodic gender impact assessment in areas where the VBWE programs have been conducted or will be conducted.
- The bureau must conduct refresher-training programs for those who attended the earlier training on gender.

In Lusaka, due to the school holidays during the period of the Rapid Gender Assessment detailed information on current VBWE programming was not available. However, the gender assessment of previous VBWE activities did gather enough data to recommend the following pointers for gender-sensitive programming for WAC II.

- A national curricula review for introducing water education in schools that addresses the role of women and girls in water provision and management.
- Development of non-sexist learning materials on water resources management.
- Non-sexist training of trainers on water education. Water education materials should be gender-sensitive and speak to the roles and responsibilities of men and women and girls and boys in water and sanitation services.
- When establishing water education classrooms in pilot schools, ensure that women teachers and girls have equal access to the water classrooms.
- Community water education needs to be undertaken. Education for creating awareness and change of attitudes in water and sanitation issues is a key element to health improvement. Health and education programs targeted at improving the operation of domestic water facilities, hygiene in the home, and the proper storage and use of water needs to be promoted. Men and boys should also be the focus of hygiene education in the home and the community.

ADVOCACY, AWARENESS-RAISING, AND INFORMATION EXCHANGE

Background

In the WAC I, the public awareness initiative was described in the programme evaluation report as being one of the innovative components of the Programme. In the cities where it was incorporated into the overall city plan, there was a consensus that it had played a pivotal role in changing peoples' perceptions and attitudes towards water issues. An array of different methods were used to convey the message, demonstrating how closely cultural differences need to be considered. In cities where this component was not implemented, there was cognizance of the need to apply this missing link in future interventions. In the WAC II, the public awareness component will be transformed into an overall advocacy, awareness-raising, and information exchange campaign. Additionally, the WAC II will also provide forums and take advantage of existing events and initiatives in the water sectors for the dissemination of information and best practices. Advocacy, Awareness-raising, and Information Exchange will support implementation of all WAC II thematic priorities/components. At the regional/national levels, the aim is to engage and mobilize policy level functionaries, and garner political will and commitment to adopt the WAC. At the national/city level, there will be capacity building, outreach programs, and benchmarking of awareness campaigns.

This activity will facilitate the exchange of information between participating cities, across programme components, within the international development agenda, at international water conferences, and at other professional meetings. It will incorporate an annual programme conference, study visits for city managers, enhancement of the WAC web site, wider dissemination of city-level data and thematic priority intervention results, a programme newsletter (written in English, French and Spanish), and other initiatives to showcase best practice examples from the participating cities.

The Situation on the Ground in the Cities

It is important to nurture any new ideas and initiatives which can make a difference for Africa.

Wangari Maathai, Environmental Activist and Nobel Peace Prize Laureate

The Rapid Gender Assessments of the theme of Advocacy, Awareness-raising, and Information Exchange in the WAC cities provide little detail of the activities covered under this thematic area. The reason for this is that the RGA was carried out at the initial stage of the WAC II so activities in this sector did not inform the participating cities, especially its many new members. However, on-going activities such as the Programme newsletter, the web site, and participation in relevant international conferences and workshops continue from WAC I to II. The activities will expand and increase as the WAC II goes into the implementation stage.

Nevertheless, discussions and research on the ground did pull out some key points. For example, increasingly the education and advocacy sectors recognize that different kinds of urban constituencies or communities require different and culturally appropriate strategies for communication and engagement. While this understanding has begun to incorporate poor and/or illiterate women and men, far too often information and its dissemination is still gender neutral or full of sex-role stereotypes. For example, in the water and sanitation sectors a lot of the hygiene material continues to stereotype the roles of women and men in domestic water management and household responsibilities. Men are rarely shown caring for children or fetching water. Such stereotyping typically informs popular material developed for social marketing strategies, as well as that geared to professionals and practitioners in the areas of water, sanitation, hygiene, and related issues in human settlements in general.

Issues and content for advocacy strategies and campaigns in the WAC II need to be cognisant of gender relations and be informed by a gender analysis. This is especially important in terms of the role of information in empowering and enabling communities of poor women and men to be active participants in decision making in these sectors. Additionally, a gender analysis of the personnel involved in this thematic area can also assist in bringing equity to hiring and contracting for this sector. For example, there should be equality in the hiring of women and men professionals, activists, journalists, educators, etc. who will be involved in this area.

Advocacy, awareness raising, and information sharing are vital for achieving impacts in the thematic areas of the WAC II and for changing policies. From the beginning, the Programme should include a gender analysis and the plan of implementation should target men and women separately in consideration of the different gender needs and realities.

Interesting and creative strategies for advocacy and information sharing are happening in the WAC Cities. For example, in Nairobi, Kenya, the Resource Centre Development Project (RCD) is a unique initiative building a network and coordinated strategy and action for advocacy and information sharing in water and sanitation. The Resource Centre Development (RCD) project is an initiative of the International Resource Centre for Water and Sanitation (IRC), based in the Netherlands. The project's main objective is to improve the sharing and use of information in the Water and Environmental Sanitation (WES) sector. The project seeks to build the capacity of resource centres in the South to enable them to play a leading role in improving water supply and sanitation for the un-served. Twenty countries are currently involved in the RCD project. Amongst others, these include Kenya, South Africa, Burkina Faso, Mozambique, Colombia, the Philippines, Nepal and Bangladesh.

The initiative has been implemented as a pilot on school sanitation and hygiene education by

a core group comprising seven organizations. These include the Network for Water and Sanitation (NETWAS) International (current secretariat), UNICEF Kenya Country Office, Ministry of Education, Science, and Technology (MOEST), Ministry of Water and Irrigation (MoWI), Ministry of Health (MoH), Intermediate Technology Development Group (ITDG) — Eastern Africa, and Maji na Ufanisi (Water and Development).

The main objective of the project has been to demonstrate the benefits of enhanced information sharing in improving sanitation and hygiene for the poor. The projects had several outputs aimed at awareness raising on the school sanitation and hygiene situation in Kenya's public primary schools. The research and recommendations identified the different sanitation realities and needs of girls and boys in public schools. Outputs so far include:

- A video as an advocacy tool depicting the situation in Kenyan public primary schools. The audience during its launch included the head teachers of the schools where the video was shot. Each school that participated in the video production will be given a copy free of charge.
- Three Briefing Notes targeting policy makers and teachers respectively.
- Newspaper article for publication in the local daily and meant to inform and raise awareness. The article targeted policy makers and the national population at large.
- Bulletin articles for publication in organisational newsletters. These were for the purpose of informing sector professionals about the pilot and its progress. The articles also advocated for increased investment in improvement of sanitation and hygiene by policy makers and development partners.

Finally and most importantly, the gender mainstreaming priorities for the WAC II as identified in the Rapid Gender Assessments are included here. The list below is a synthesis of the gender mainstreaming recommendations from each of the cities. They present a comprehensive picture of the overall recommendations. The RGA Reports themselves carry many additional recommendations specific to each city and its particular context.

The recommendations are organized here as per the chapters of this Report.

CHAPTER 2 Gender and Pro-Poor Analysis of Water and Sanitation Policies and Institutions

National and local governments need to reform planning acts and local by-laws to recognize slums and informal settlements as an integral part of the urban fabric and to start providing them with much needed basic services.

Financial resources have to be allocated to training of management and staff in key water and sanitation institutions and environmental agencies for the implementation of the gender-sensitive and pro-poor policy and legislative frameworks.

NGOs and CBOs need to be brought into planning, coordination, implementation and monitoring of water and sanitation mandates of local governments, utilities and other service providers.

Gender-responsive budget initiatives should be introduced to the budgets in the sectors active in the Water for African Cities. Promote the training and use of gender-responsive budgets in public expenditures.

Institutions should be clear, transparent, and accountable on issues concerning gender in their

organizations. Accountability should clearly delineate roles and responsibilities of management and staff. All institutions should monitor and evaluate how accountability to gender equality and equity is being carried out in their departments.

Gender specialists and sociologists should be hired on a full-time basis in water and sanitation utilities and institutions.

Institutions should have specific allocations for the provision of services to particular groups such as women and child-headed households, poor women and men, people with disabilities, people living with HIV/AIDS, refugees, and street children.

Promote the collection and use of sex-disaggregated data for all institutions and utilities. Strengthen the capacities of national statistical departments to do so. Ensure that data collection covers all areas of livelihood, including productive and reproductive sectors and present analytical profiles of the situation of women and men on a regular basis for advocacy, policy re-formulation, and programming.

There is a need to ensure a common understanding of gender by all levels of government, institutions, parastatals, etc. Capacity building and advocacy are needed for gender mainstreaming of the relevant institutions and agencies.

CHAPTER 3 Gender Institutional Assessment of Water Utilities

National ministries and water and sanitation utilities need to work with the ministries responsible for women, relevant university departments, and women's NGOs to develop gender mainstreaming strategies and allocate staff and resources for the implementation of the strategy in the utilities and ministries.

Gender training and capacity building in gender analysis and equity planning should be part of the on-going training for managers and all personnel in the utilities. Resources have to be committed by the utilities or ministries.

Ministries, institutions, and utilities should implement gender-responsive budget initiatives. Promote training in and use of gender-responsive budgeting in public expenditure estimates and allocations by all sectors including the ministries of finance.

Utilities and local governments need to develop affirmative action hiring and promotion policies to ensure equal numbers of women and men in decision-making.

Promote the collection, analysis and use of sex-disaggregated data for overall planning in the utilities and water and sanitation agencies and ministries. If necessary, create a Gender Statistics Unit with dedicated staff and budget and empowering administrative instruments.

Ensure that data collection covers all areas of livelihood, including productive and reproductive sectors, and presents analytical profiles of the situation of women and men on a regular basis for advocacy, policy formulation, and programme planning.

Development partners should always carry out a gender-sensitive socio-economic baseline survey and use participatory planning methods so as to develop projects that are affordable and sustainable.

Promote the participation of women and men, and particularly poor women in decision-making and resource allocation on issues that directly impact communities' survival, i.e. a participatory approach for the provision and expansion of water and sanitation infrastructure.

Governments should explore other avenues of resource mobilization to avoid over reliance on donor support.

CHAPTER 4

Gender and Pro-Poor Assessment of the WAC II Themes

Pro-Poor Governance and Follow-Up Investments

The key areas of focus should be on the policies, planning, and budgeting of city council and the municipalities. Although the areas of critical concern are water, sanitation, and sewerage, there are other related areas that are crucial, such as the economic empowerment of women, and the issue of the girl child and the opportunity for good education. Patriarchy is a big challenge as it also triggers poverty. Gender mainstreaming in policies, planning and budgeting will address all other issues. There should also be institutionalization of gender mainstreaming programmes; otherwise, there will not be enough commitment and accountability in implementation. The idea of gender mainstreaming policies and budgets at the local level will lead to the call for delivery of services to the un-surveyed areas.

Good governance is another angle that has to be gender mainstreamed because sometimes good governance is thought of only in the legal and political context. Good governance should include the creation of participatory mechanisms for the design, implementation, and monitoring of efficiency and effectiveness of policies, budgetary allocations, and the actual achievement of desired outputs.

Capacity development programmes for senior and middle management should also include the development of capacities for a gender and pro-poor analysis so as to enable successful implementation of gender mainstreaming actions.

Free water services should be given to the poor, to people with disabilities and elderly and in the end to the whole community so as to relieve the burden of poverty on families, in the community and the nation as a whole.

All future water and sanitation infrastructure development should train and hire women and men from slums to engage in infrastructure expansion. Poor women and men, and especially women should be trained and hired for such construction. Poor women and men could be supported to create locally-based cooperatives for provision of materials needed for water and sanitation infrastructure.

Utilities and local governments need to facilitate the delivery of water and sanitation services with affordable charges and at reasonable distances and relieve the poor, particularly women, from paying higher rates and traveling long distances to fetch heavy loads of water.

Tariffs and subsidies, and norms and standards need to be modified so that services can be expanded to the poor.

Empower poor urban women and men to control resources and engage in decision-making, especially single mothers.

Promote community participation in decision-making and resource allocation on issues that directly impact on communities' survival — i.e. the sector should be informed by participatory approaches.

The capacity of the society must also be built through decentralization and empowerment of local communities in gender issues. This should be complimented by empowering women at community level to understand and manage financial resources.

Capacity building tools should be developed in a gender-sensitive manner such that all groups e.g. those that cannot read or write, people with disabilities, etc. can access the same information. This approach should also be integrated in all development programmes.

Relevant authorities in consultation with poor women and men must prepare clear and standardized guidelines for the management and operation of public water taps in

communities.

The utility providers need to revise existing documents pertinent to water and sanitation issues with poverty reduction and gender equity perspectives so the targets set in the poverty reduction strategies and the MDGs will be realized.

Decentralization needs to be made gender-inclusive.

WAC II implementation plans must include monitoring and evaluation indicators for pro-poor gender-sensitive impacts.

Sanitation for the Poor

Financial mechanisms are needed to ensure that sanitation services are accessible to all in the community, particularly the poor, and specifically poor women. This may be in the form of cross-subsidies from industry and communities in the low-density areas etc. and must be in a manner that is transparent and well targeted.

There is need to explore potential areas of entrepreneurship in sanitation. This means promoting the creation of opportunities for income generation activities for women such as construction of latrines, recycling and re-use of solid waste and use this as a revolving fund for innovative lending, savings and training, particularly for female-headed households. This will improve the economic situation of the family and will have a positive impact on the self-esteem and status of women. Women are conscious of the link between improved water supply and income generation.

There is need to promote appropriate technologies which can include:

- simple latrines with improved substructure and lined;
- ventilated improved pit latrines (VIPs). These can include the addition of a sanitation platform (sanplat) and a ventilation pipe;
- Double VIP.

Sanitation services need their own budgets.

And these budgets should also provide services for the safe and hygienic disposal of menstruation waste products.

Sanitation should be improved at the household level. Therefore, resources should be taken nearer to the community through their local councils.

New appropriate approaches, techniques and technologies are needed to address the physical limitations facing vulnerable groups. ECOSAN toilets are an example.

Any new infrastructure construction or rehabilitation for water and sanitation services should be done in consultation with the women users. This is especially important for toilet design and siting. Poor women should be able to design and build their own toilets which will also include areas for washing clothes and bathing.

Sanitation policies need to mandate separation of toilet blocks in schools. Toilet blocks for girls and boys should be located away from each other.

Policies on environmental sanitation and hygiene and on sanitation and water should incorporate clear guidelines on how to implement gender-sensitive approaches.

Capacities need to be developed in the collection of sex-disaggregated data to facilitate the designing of appropriate gender mainstreaming strategies in urban sanitation. Great effort is needed to present gender issues in a way that is relevant to implementing agencies and ministries.

Issues concerning access, equity, opportunity and consideration of women and men's particular needs should be highlighted in policy documents and implementation plans.

Capacity building and integration of income generating activities is needed in the WAC II so as to empower the communities to generate and manage operation and maintenance funds. The city by-laws are outdated and need to be reviewed to include gender-sensitive and pro-

poor strategies.

The government should have a separate budget line for sanitation improvement in public urban schools, especially in low-income areas.

There is need for an inventory of sanitation operators in slum areas and a regulatory framework specifically for slum operators.

Engineering schools need to integrate social equity components into their curriculum.

Urban Catchment Management

Recognizing that alternative water sources will continue to be used until residents in peri-urban areas have access to affordable, convenient, and safe water sources, there is need to encourage the carrying out of minimum improvements to the traditional water sources with adequate and regular health and hygiene education messages to improve effective and hygienic use of water sources. Local women can be hired and trained to do this.

The environmental management legislation and framework should incorporate pro-poor perspectives and ensure that gender is mainstreamed throughout.

Agencies and institutions responsible for environmental management should ensure that gender equity considerations are incorporated throughout their program or project designs, implementation, monitoring, and evaluation processes.

Create sex-disaggregated data collection systems and indicators for Urban Catchment Management activities.

Increase the number of women extension agents in Urban Catchment Management. Train poor unemployed girls and boys and provide them with micro-credit services so as to enable them to participate in solid waste management programs.

Provide gender analysis skills training to urban planners in order to mainstream gender issues in

the Integrated Water Resources Management (IWRM) and help to incorporate poor women and men's needs in urban planning programmes.

Innovative technologies appropriate to the physical limitations of the poor need to be seriously considered and adopted.

Capacity building and integration of income generating activities is needed in the WAC II so as to empower the communities to generate and manage operation and maintenance funds.

City by-laws are outdated and need to be reviewed to include gender-sensitive and pro-poor strategies.

The government should have a separate budget line for sanitation improvement in public urban schools, especially in low-income areas.

Statistical data from Yaoundé University show that young women represent less than 5% of students registered in the scientific and technical²⁹ disciplines for the current 2004/2005 academic year. Young women need to be encouraged and trained in the sciences including water resources management. This is of paramount importance to reverse the trend of the sciences being dominated by men.

Water Demand Management

The key approach to adopt for the water and sanitation utilities is to ensure representation on planning structures by committed and skilled gender experts who not only appreciate gender as a development concept but are also able to effectively influence discussions, plans, and strategies from a gender-sensitive and pro-poor perspective.

Data collection and acquisition of information need to be made in such a way that impacts of WDM activities can be measured in terms of the participation, benefits, and costs to women, men, girls, and boys. This approach will help to identify and address WDM issues in relation to gender mainstreaming.

Integrate gender into the institutional and legal framework of the WDM strategies.

WDM strategies should consider the actual interests of poor women and men. Gender-sensitive tariff structures should be formulated for different income groups in the city so that they take into account the ability to pay.

Municipalities need to intervene to provide water to the poor as a priority. One approach to consider is gender-responsive budgeting at the municipal level.

There is a need for an in-depth examination of whether there are some existing traditional technologies and practices, these should be evaluated, adapted, and adopted.

A human and basic rights approach has to consider providing water for free to vulnerable populations such as elders, women and men with disabilities, women and child-headed households, and other households of poor women and men.

The cost of water connections must be reduced for women-headed families with no substantive income.

It is necessary to mainstream gender and pro-poor issues in the new Water Demand Management policies that are being developed. The relevant ministries need to advocate and implement gender training of policy formulators. Training is also needed for the various water boards and authorities so they can develop and implement gender-sensitive and pro-poor WDM strategies.

Water Education in Schools and Communities

Illustrations and messages found in textbooks focus on the traditional roles of boys and girls and men and women perpetuating the gender roles that have kept women in poverty and relegated women and girls to the background. A deliberate effort will have to be made to change this in the areas of gender and text book

writing and gender equity and the role of curriculum and teachers. Teaching aids and the curriculum should be reviewed to make them gender-sensitive.

Teachers invariably carry their gender perceptions to school and impart them to the children. To be effective, gender sensitization will therefore have to target the teachers first.

Teachers should allow children to initiate, plan and implement their own out of school activities to promote VBWE while ensuring that both boys and girls play a key role. This would contribute to confidence and skills building for both the boys and girls.

The VBWE programme should integrate gender mainstreaming and pro-poor issues into the planning and implementation of all activities. The VBWE materials and activities should speak to the need for equity in water and sanitation coverage.

Training and educational material should address the reality of both genders. Where relevant, educational materials should provide information on the proper use of standpipes, water taps, water sources, and water pollution and conservation.

Advocacy, Awareness-raising, and Information Exchange

Advocacy, Awareness-raising, and Information Exchange on gender issues is needed for senior technical and administrative personnel in institutions.

Develop gender-focused information, education, and communication materials and tools and increase the participation and representation of women and men from informal settlements and slums in public meetings.

Information exchange and dissemination should be done using different forms of media such as drama, games, and demonstrations in the promotion of water and sanitation and

enhancement of gender mainstreaming.

Strengthen government and communities in lobbying and advocacy to provide strategic leadership in key areas such as human rights education and mainstreaming of a rights-based approach in development.

In Conclusion and Next Steps

As outlined in the Report, the participatory and Rapid Gender Assessments (RGAs) were conducted successfully in most of the cities of the WAC. The Reports from the cities are varied in terms of the emphasis and choice of research methods. As hoped, the RGA framework was adapted to suit the needs of the GWA Facilitators and the city RGA teams — the women and men actually doing the assessment. The process of the RGA was rewarding for many while it stretched the limits of some of the Facilitators and the RGA teams, not to mention the UN-HABITAT staff who worked tirelessly throughout the process.

The RGA was also a learning process for all involved and in some cities it brought together a wide range of individuals and organizations who would not have otherwise had the opportunity to work together and learn about the intersection of gender, water, and poverty from each other. Hopefully, these new alliances will carry forward the pro-poor gender-inclusive implementation of the WAC plans for integrated water resources management and an improvement in the quality of life of poor women and men in the slums and informal settlements of the WAC cities.

Specifically, the RGA was able to achieve its objective in presenting a pro-poor gender lens on the themes of the WAC II as well as in identifying priorities for action and capacity building. The range and scope of the recommendations for gender mainstreaming identified in the cities and presented above, are specific to the thematic foci of the WAC II as well as beyond the scope of the immediate programmes and projects of the near term. Some of them implicate governments,

institutions, and local women and men to engage and commit themselves for change over the long term — which is what is needed for sustainable water resources management.

Additionally, many of the recommendations illustrate the complexity of living in large cities where there is no one approach and no one institution for creating poverty-free, equitable, and sustainable cities. The recommendations demonstrate the need for an integrated and multi-pronged approach to gender mainstreaming the institutions, programmes, and projects of the WAC II and water resources management overall.

Following the completion of the Rapid Gender Assessments city-wide workshops were and are being held in the Water for African Cities (WAC) to take the recommendations for gender mainstreaming and make them into gender

equity action plans. (For an example of a gender equity action plan see Appendix D.) These gender equity action plans are then being integrated into the implementation plans of the WAC. Furthermore, the recommendations will also inform the capacity building component of the WAC which is geared to middle and senior managers of water and sanitation utilities. Capacity building will also be extended to organizations of women and men slum dwellers as well as other CBOs and NGOs. Capacity enhancement is an on-going requirement for gender mainstreaming and equity in the water and sanitation sectors.

And finally, the WAC implementation plans need to attract financial investments and arrangements for the provision of much needed infrastructure for services as defined by the poor women and men in Africa's cities.

Water for African Cities Programme was the first comprehensive effort to improve water management in African cities. UN-HABITAT initiated this programme together with UNEP in 1999 with the modest support of \$2.25 Million from the United Nations Foundation. Within a short time the programme established its presence in the region through its awareness campaigns, advocacy and education initiatives. The programme subsequently received additional support from The World Bank, the Government of the Netherlands, Sweden, Germany and Finland. With a strong demand-side focus, the programme established a flexible framework for regional cooperation and inter-agency collaboration, leveraging its modest core funding to attract a total outlay in excess of US \$10 Million in the seven participating countries (Cote d'Ivoire, Ethiopia, Ghana, Kenya, Senegal, South Africa and Zambia). Through the enhancement of institutional and human resources capacity, the programme created a favourable environment for new investment in water and sanitation. Tanzania recently joined the programme, and several other countries have expressed keen interest.

The WAC Programme Rationale

The Water for African Cities Programme was launched as a follow-up to the Cape Town Declaration of 1997 in which African ministers responsible for water resources expressed the urgent need to address the looming water crisis in African cities with two key objectives. Commenced in January 1999, the programme had two key objectives. First, to carry out demonstrations in the seven participating cities aimed at putting in place effective strategies for Water Demand Management (WDM) and appropriate measures to control the pollution of natural water bodies by human and industrial waste generated by the cities. Secondly, to launch a region-wide campaign to raise awareness about water issues among

policy makers, political leaders, the media, consumers, and private, non-governmental and community based organisations that are key stakeholders in the water sector. There were three key areas of focus:

Introducing effective urban water management strategies in African cities through Water Demand Management and other related measures which were implemented in seven participating cities through pilot demonstrations.

Protecting freshwater resources from the growing volumes of urban wastes by assisting participating cities in strengthening capacity for monitoring of freshwater pollution from urban wastes and in taking appropriate mitigating measures.

Enhancing regional capacity for urban water management through information sharing, enhancing public awareness, training and education.

The regional activities of the Programme were primarily aimed at extending its outreach and benefits to other cities on the continent. It was envisaged that other cities not participating directly in demonstration Programmes could benefit from the sharing of information and experience of good practices. Regional activities also promoted synergy among the seven demonstration cities and facilitated optimal use of Programme resources.

ACHIEVEMENTS OF WAC PHASE 1

Acceptance of Water Demand Management principles and practices

The most notable success of the Programme has been the wide acceptance of Water Demand Management as the most cost-effective way of augmenting supply at both utility and national policy-making levels, resulting in a demonstrated willingness by policy makers to

invest in WDM measures. Water restructuring secretariats and water regulators in several countries began the process of incorporating WDM principles and practices into their regulatory frameworks.

Application of IWRM principles at local level

Specific catchment management strategies were developed for the Densu River Basin in the Accra-Tema region, Klip River basin in Johannesburg and the Nairobi River basin in Kenya, based on active community involvement and participation in catchment management. Implementation of these strategies provided a unique platform to bring together diverse stakeholders from the urban, water and environment sectors, and community groups to plan, monitor, and implement local environment management initiatives.

Promoting new investments for water in African cities

The approach taken was to leverage limited programme resources to attract new investment in the water sector in African cities. Partnership with the World Bank catalyzed new investment in Water Demand Management in Dakar, Senegal. The Programme in the other participating cities stimulated similar investments.

Raising Awareness on Urban Water Issues

To achieve this, the Programme initially directed its efforts to promoting a customer responsive culture in the utilities and then followed this up by supporting the building of capacity within the utilities to develop and manage awareness raising campaigns. The initial sensitization process proved time consuming but yielded excellent results. In many utilities, new public relations units were established.

Introducing Water Education in African Cities

Early on, the Programme developed a comprehensive strategy for awareness raising which focused not only on achieving short term results through awareness campaigns, but also longer term approaches through water education targeting school children and youth. The Programme fund was successfully leveraged to raise additional funds for educational activities. The school water education programme, which is now fully established in the participating countries, is complementing public awareness campaigns in creating a new water-use ethic in the cities.

Training and capacity-building of utility managers

Another notable achievement of the Programme was the sensitization of city and utility managers on the need to institutionalize development of skills in IWRM in the urban context. Following intensive consultations with city managers and external experts, a comprehensive training and capacity building proposal was developed by the Programme, which was fully funded by the government of The Netherlands. The Programme is currently helping to develop regional and city level capacity for training in IWRM with the help of IHE, Delft.

Developing a global consensus on urban water issues

The Programme's experience with urban water management issues and its continuing advocacy efforts successfully raised urban water issues on the international agenda. The Programme experience was widely disseminated at the Stockholm Water Symposium (August 2001) and at the Bonn International Conference on Freshwater (December 2001). The Programme experience in African cities and the lessons learnt were widely disseminated in a Seminar in Johannesburg during the World Summit for Sustainable Development in late August 2002.

At more recent international events, such as the Third World Water Forum in Japan and G8 summit in Evian, there was reinforcement of the political commitment towards meeting the water and sanitation challenge, and recognition of its close link to poverty alleviation.

WAC Phase 11

The intention of WAC phase 2 is to scale-up and expand the range and scope of the programme components implemented in phase 1, and introduce new thematic priority focus areas. WAC Phase 2 has been designed to ensure that the following lessons learnt in Phase 1 are factored into a comprehensive programmatic framework.

Lessons learnt:

- A 5-year programme cycle is necessary to ensure substantive results are achieved on the ground
- Components of cost recovery need to be explored
- Country ownership of the programme should be encouraged
- Water education should be expanded to cover low-income consumers and adult education centres
- Training and capacity building efforts should be enhanced and strengthened in the implementation phase
- The pollution control component was slower in its implementation, as there were many actors to bring together for agreement on a common strategy
- Good output and outcome indicators need to be developed
- Need to ensure the poor in cities benefit directly from reduced wastage and improved availability of water derived from the results of implementing the WAC programme components
- Community participation is imperative
- Advocacy at the policy and political level needs to be enhanced
- Better situational statistics which do not mask the reality on the ground should be disseminated at all levels consistently

- Promotion of better governance practices in the water and sanitation sector is imperative

The WAC Phase 2 Expert Group Meeting — Scope and Objectives

An expert group meeting was convened in Nairobi, from 7-10 August 2003, to discuss the second phase of the Water for African Cities (WAC) programme. Among the invited experts from the region were leading sector specialists, a representative of a leading NGO active in the water and sanitation sector, and utility managers of the cities that participated in the first phase. They were called upon to offer their expertise in the design and development of phase 2 of the programme, taking into account the current water and sanitation situation in African cities, UN-HABITAT's commitment towards meeting the Millennium Development Goals, and the lessons learnt in Phase 1.

As a result of the Expert Group Meeting, the following key thematic priority areas for WAC phase 2 were identified with appropriate recommendation for further development of the programme:

- Pro-poor governance and follow-up investment
- Sanitation for the urban poor
- Urban Catchment Management
- Water Demand Management
- Water Education in schools and communities
- Advocacy, Awareness Raising and Information Exchange

How Will WAC Phase 2 Make a Difference?

Noting that each of the Thematic Priorities areas is multi-dimensional, the new programmatic approach is more integrated. Crosscutting components have been identified, with their coordination assigned to focal areas that will ensure maximum synergy and efficiency in programme delivery, with the aim of leaving a lasting footprint in Africa.

WAC Phase 2 — The Overarching Objective

A bottom-up strategy to support local authorities in building capacity and strengthen relevant institutions through training programmes, thereby equipping them to improve efficiency in management and delivery of water and sanitation services in the context of rapid urbanization. ‘Tried and tested’ WAC component activities will be enhanced and scaled-up, and the piloting and demonstration of new projects supported. Assisting in the building and nurturing of civil society (i.e. NGOs/CBOs), so that all sections of society may contribute to the decision-making process will be a major thrust of this strategy.

The top-down strategy is to encourage and support national governments in the development of appropriate policies, regulations and legal frameworks, and equipping them with both the institutional and managerial capacity to facilitate devolution of the decision-making process to the lowest levels. Supporting epistemic communities (i.e. networks of regional water and sanitation professionals with an authoritative claim to policy-relevant knowledge of the issues) that contribute effectively to the policy development process will be a major plank of this strategy.

Pro-poor Governance and Follow-up Investment

Supporting improvements in governance systems and structures so that inhabitants of low-income settlements in cities are given a voice in the collective decision-making process that leads to improved access to safe drinking water and basic sanitation.

There are two types of financial investment involved with WAC: direct investment in the programme by donors, and follow-up investment in national/city water and sanitation service provision by financial institutions (for example, the development banks, micro-credit providers).

Both forms of investment are inextricably linked to pro-poor governance.

This component aims at mainstreaming issues affecting the poor, particularly women, children and the youth and leveraging them to improve access to safe drinking water and basic sanitation and cuts across all the other programme components.

Sanitation for the Urban Poor

Sanitation will be treated as a stand-alone thematic priority. Special attention will be given to active community involvement and ownership in the provision and management of these services. Information on the economic and public health implications of low levels of access to sanitation needs to be more widely disseminated and the policy and political levels to get the buy-in necessary to promote sanitation sector reforms.

The strategy is to establish linkages between national sanitation agencies and local authorities through joint training programs and workshops aimed at disseminating information and allowing individuals to network. The WAC programme will support capacity building through assistance with situational analyses and technical training programs that sensitize decision-makers on the need to provide sanitation coverage and service to all.

A technical program to support design and development of affordable sanitation infrastructure would lead to better access and incorporate cost recovery mechanisms, offer institutional guidance in the identification of private sector investment opportunities, and provide appropriate mechanisms for technology transfer.

Urban Catchment Management

While the investments made so far have been valuable, and water resources decision-makers have bought into the positive aspects of the environment/freshwater source protection

component of the WAC programme, it needs to be augmented and strengthened to achieve visible impact. As an integral component of Integrated Water Resource Management, Urban catchment management incorporates not only water quality and quantity conditions, but socio-economic, cultural, and ecological integrity aspects as well.

The range and scope of urban catchment management activities will be significantly expanded in WAC phase 2. The objective is to better protect and secure urban catchment areas, and improve co-ordination between upstream and downstream users by developing and implementing strategies, including livelihood programs, which will directly improve the living conditions of the poor.

Water Demand Management

The challenge in WDM is to scale-up and expand the programme while maintaining effectiveness of the interventions and leveraging investment. A three level approach (Regional, National and City) to WDM, with staged interventions to introduce demand responsive and demand management strategies that improve efficiency and equity in water supply and water use will be adopted.

The strategy will be advocacy of WDM at ministerial and policy levels. Drawing from the substantive experience of WAC phase 1, a holistic approach, incorporating the implied economic benefits of the program will be taken. Advocacy initiatives will also be undertaken directly with technical and other administrative staff, with parallel effort to identify drivers of the WDM strategy that will create a WDM programmatic support platform aimed at introducing WDM practices or scaling them up where appropriate.

Water Education in Schools and Communities

It is recommended that ongoing Value-based Water Education (VBWE) activities be consolidated, with project outreach extended to the in-coming cities. The goal is to create a new

water-use ethic among children and in the community-at-large, through water, sanitation and hygiene education, empowering all groups to participate in WAC. This will be achieved by changing people's perceptions of water and sanitation, and their attitudes towards water usage and hygienic living, while advocating proper utilisation of water at home, at school, at and in the workplace.

Pilot testing of the phase 1 VBWE component of WAC is currently underway. Initial results suggest that there has been good acceptance by the countries involved, and that they perceive this intervention as a positive entry point. Specific objectives are: to develop VBWE teaching and learning capacity in the current and incoming cities, to provide water and sanitation facilities in schools, to forge partnership relationships with relevant institutions and stakeholders, to share VBWE knowledge and experience, and to monitor and evaluate the overall VBWE program. To achieve this, a three-tier implementation strategy to mainstream water education in school curriculum and communities has been devised:

The emphasis will be on extending programme outreach through regional forums. Mechanisms/networks for knowledge sharing and exchange of experience gained during project implementation will be cultivated, through periodic meetings of education focal points in the participating cities. In support, centres of VBWE excellence will be identified or established to provide advisory and logistical support.

Water education will further be entrenched in participating cities through prioritized investments. Consultations will be held with key actors (curriculum developers, inspectors of schools, subject specialists, and non-formal education practitioners, for example) and stakeholders to develop national action plans covering the scope of phase 2 VBWE activities.

Mindful of differences in cultural values, local conditions and specific needs, implementation of action plans will be at the city level. A project steering committee composed of key

stakeholders will oversee and monitor the translation and implementation of VBWE activities.

As with all components of the programme, there will be monitoring and evaluation of activities, and collaborative and partnership arrangements will be initiated with relevant institutions and stakeholders.

Advocacy and Awareness Raising

The public awareness initiative was described in the programme evaluation report as being one of the innovative components of WAC. In the cities where it was incorporated into the overall city plan, there was a consensus that it had played a pivotal role in changing peoples perceptions and attitudes towards water issues. An array of different methods was used to convey the message, demonstrating how closely cultural differences need to be considered. In cities where this component was not implemented, there was cognisance of the need to apply this missing link in future interventions. The public awareness component will be transformed into an overall advocacy, awareness raising and information exchange campaign in WAC phase 2.

Advocacy, Awareness raising and Information Exchange will support implementation of all WAC thematic priorities/components. At the regional/national levels, the aim is to engage and mobilise policy level functionaries, and garner political will and commitment to adopt WAC. At the national/city level, there will be capacity building, outreach programs and benchmarking of awareness campaigns.

Information Exchange Program

This activity will facilitate the exchange of information between participating cities, across programme components, within the international development agenda, at international water conferences, and at other professional meetings. It will be incorporate an annual programme conference, study visits for

city managers, enhancement of the WAC web site, wider dissemination of city-level data and thematic priority intervention results, a programme newsletter (written in English, French and Spanish), and other initiatives to showcase best practice examples from the participating cities.

Partnerships and Strategic Alliances

There will be two categories of partnerships involved with Phase 2 of WAC. Primary partnerships will be instituted with respective ministries, national and city governments, local authorities, utilities and civil society to support programme implementation while secondary, or strategic, partnerships will be fostered with development banks and other multi-lateral agencies for follow-up investments. Clear terms of engagement will be defined for all partnerships, outlining roles, contributions, responsibilities and the strengths that each partner will bring into the programme.

The objective is to work with all groups to enhance their inputs into the WAC programme, achieve project efficiency and effectiveness, and ensure programme ownership by all actors and stakeholders through a process that institutionalizes accountability, transparency and participatory decision-making. Relationships will be based on maximization of comparative advantages and relative strengths.

The UN-HABITAT Water and Sanitation Trust Fund

With a view to enhance its effectiveness and outreach in serving its member countries and as a direct response to the Johannesburg Plan of Implementation, UN-HABITAT has established a Water and Sanitation Trust Fund. The fund will be a grant financing mechanism with the specific objective of creating an enabling environment for pro-poor investment in water and sanitation in developing country cities, supporting the implementation of the Habitat Agenda, the Millennium Development Goals and the Johannesburg Plan of Implementation.

The Trust Fund will support cities and communities, with demonstrated commitments to take initiatives promoting investment in water and sanitation specifically targeted to the poorest of the poor. It will be a fast-track mechanism for reaching out to the urban poor, providing a bridge for the urban poor to access benefits from citywide improvements that often bypass them.

The Trust Fund will address with priority requests for support from Africa, which has the poorest water and sanitation coverage among all the regions. Priority will also be given to community initiatives in support of sanitation provision and hygiene education. Special consideration will also be given to initiatives aimed at reducing the burden of women and children in accessing safe water and adequate sanitation.

With the above objectives in view, the Trust Fund will support a variety of projects including those which contribute to:

- Enhancing income-earning opportunities for the urban poor.
- Improving community health of the urban poor, specifically with low-cost, sustainable sanitation provision.
- Giving influence to the urban poor in priority and standard setting and involvement in implementation and management.
- Demonstrating appropriate technologies affordable to the urban poor.
- Demonstrating alternative and innovative financing mechanisms for community initiatives.
- Advocacy, Awareness raising and education initiatives.

Key Programme Activities and Outputs

Global Report on Water and Sanitation in the World's Cities: The first global report documenting the state of water and sanitation in the cities of developing countries was produced by UN-HABITAT with support from

the Government of Sweden and Japan Water Association. The report, which was launched during the 3rd World Water Forum in Japan in March 2003, has been widely acclaimed by leading international experts and will be used by the Millennium Task Force in developing the Millennium Strategy for Water and Sanitation. The report also contributed to the Human Settlements section of the World Water Development Report I. A Spanish version of the report was launched in Rio de Janeiro on the occasion of the World Habitat Day on 6 October 2003. The report will be updated every three years as per the recommendation of the Governing Council at its 19th session. The second volume (2006) of the Report will focus on Pro-poor Water Governance, with emphasis on how to enhance the contribution of the private sector to services for the urban poor. This theme was the topic of one of the key dialogues during the World Urban Forum II (Sept. 2004).

Gender Mainstreaming Strategy: A Gender Strategy and Action Plan was produced by the WSI Branch in March 2002 in collaboration with Gender and Water Alliance and the Gender Unit of UN-HABITAT. This draft serves as a basis for a methodology and action plan to guide all operators of the WAC Programme at various levels including City Managers and small-scale independent service providers at an Expert Group Meeting proposed early in 2005. The outcome will be a systematic methodology and tools to mainstream gender at policy, institutional and managerial, and programme implementation levels in all WAC countries.

Toolkit for Pro-poor Governance in Water and Sanitation: UN-HABITAT is currently collaborating with the World Bank-Netherlands Water Partnership (BNWP) to develop a pro-poor governance framework in the area of water and sanitation. An expert group meeting, jointly organized with the World Bank met in Nairobi in February 2004, to discuss a draft assessment tool developed as part of this project. The toolkit will be pilot tested in a number of countries in Africa, Asia and Latin America later

this year before it is applied in field projects of both UN-HABITAT and the World Bank.

Rights-based Approach to Water and Sanitation: In collaboration with the Office of the UN High Commissioner for Human Rights (and its Special Rapporteur on Rights to Water) and UNITAR, UN-HABITAT promotes the rights — based approach to service delivery in water and sanitation. In pursuit of this, Memoranda of Understanding have been signed between the agency and Green Cross International, the International Secretariat for Water, and the Water Supply and Sanitation Collaborative Council. Initial work in this area will focus on documenting best practices (e.g. the Life-line tariff introduced by South Africa) and the development of indicators.

Sanitation Manual: A source book of urban sanitation technologies and options has been developed in collaboration with UNICEF

Practitioners in both UNICEF and UN-HABITAT field projects will use the manual.

Rainwater Harvesting Source Book: A source book on options in rainwater harvesting technologies is currently being developed in partnership with a number of NGOs in Asia and Africa. The objective of this initiative is to promote rainwater harvesting as an alternative affordable source of drinking water supply.

Water, Sanitation and Hygiene (WASH) Campaigns: These are jointly organized with the Water Supply and Sanitation Collaborative Council based in Geneva. The first launch of the WASH campaign was in Nairobi in May 2002 during the First World Urban Forum. This was followed by the launch of the Latin America campaign in Brazil during World Habitat Day in 2003.

Appendix B Outline for a Participatory and Rapid Gender Assessment Framework for the WAC II

Note: *This document is a draft that will be revised from the experience of its use in the WAC II cities and developed as a tool that will be applicable to similar water and sanitation programmes in the future.*

Outline for a Participatory and Rapid Gender Assessment

Water for African Cities (WAC) Programme Phase II

Water and Sanitation Program Water and Sanitation Trust Fund

UN Habitat

Prabha Khosla Gender and Water Alliance March 2005

Introduction

This Rapid Gender Assessment (RGA) framework has been developed by the Gender and Water Alliance (GWA) for its collaboration with the UN Habitat Water for African Cities Programme (WAC) II. The data and analysis from the Rapid Gender Assessment will inform the creation of a gender mainstreaming strategy for the WAC II as well as aid in the creation of gender equity action plans and their integration into the implementation plans of the participating cities. Rapid Gender Assessments will take place in each of the seventeen cities of the WAC II.

Background

The initial phase of the Water for African Cities Programme (WAC) was a direct follow-up of the Cape Town Declaration adopted by African

Ministers in December 1997. The Declaration addresses the urgent need for improved water management in African cities. The WAC Programme was launched in 1999 and focused on three inter-linked priorities. The introduction of effective urban water management strategies in select African cities with demand management and other related measures; the protection of freshwater resources from the growing volumes of urban wastes by strengthening capacities for monitoring freshwater pollution from urban wastes and taking mitigating measures; and the enhancement of regional capacity for urban water management through information sharing, enhancing public awareness, training and education. The pilot cities in the programme included: Abidjan, Cote d'Ivoire; Accra, Ghana; Addis Ababa, Ethiopia; Dakar, Senegal; Johannesburg, South Africa; Lusaka, Zambia; and Nairobi, Kenya.

The second phase of the WAC Programme was launched in December 2003. Extensive consultation with the pilot cities and UN Habitat partners explored ways to speed-up investments in the urban water and sanitation sectors with a focus on poor urban women and men and the achievement of the Millennium Development Goals (MDGs) and World Summit on Sustainable Development (WSSD) goals and targets. Partners included national governments and financial institutions such as the World Bank, the African Development Bank, and the Asian Development Bank. The seventeen cities in Phase II are the following.

Abidjan, Cote d'Ivoire	Harar, Ethiopia
Jos, Nigeria	Kampala, Uganda
Accra, Ghana	Kigali, Rwanda
Addis Ababa, Ethiopia	Lusaka, Zambia
Bamako, Mali	Maputo, Mozambique
Dakar, Senegal	Nairobi, Kenya
Dar-es-Salaam, Tanzania	Ouagadougou, Burkina Faso
Faso	Dire Dawa, Ethiopia
Yaoundé, Cameroon	Douala, Cameroon

Water for African Cities II will focus on six key themes which are identified below. These same themes are also the focus of the Rapid Gender Assessment. The RGA will also include a baseline survey and a gender institutional assessment of the relevant water and sanitation utility or utilities and a gender situational analysis of a low-income un-serviced or inadequately serviced neighbourhood.

The Rapid Gender Assessment

The Rapid Gender Assessment (RGA) is an attempt to gather some critical data quickly to enable an understanding of conditions in the water and sanitation sectors in each participating city from the perspective of a gender-sensitive and pro-poor lens. It will not be a comprehensive assessment as that would not be possible in the limited timeframe of thirty days for this assessment. However, it should be possible to generate enough baseline data to inform the broad strokes of a gender mainstreaming strategy for the WAC II and to begin integrating gender and poor-sensitive issues and priorities into the programming of the cities. The six priority themes are:

- Pro-poor Water Governance and Follow-up Investments
- Sanitation for the Urban Poor
- Urban Catchment Management
- Water Demand Management
- Water Education in Schools and Communities
- Advocacy, Awareness-raising, and Information Exchange

Additionally, it is expected that in each of the cities, the local government, the City Manager, and the stakeholder platforms would have identified specific geographical and thematic areas as implementation sites/issues for the WAC II. Within the larger programme of the WAC II, un- and under-serviced neighbourhoods will also be identified as areas requiring immediate attention in terms of the provision of water and sanitation services. The RGA will establish some base line gender analysis of the water and sanitation conditions in an identified and

inadequately serviced poor community.

The RGA method proposed here is premised on the assessment being a participatory process grounded in the collective involvement and knowledge of the stakeholders in each city. The RGA is a process for data gathering and analysis as well as a learning and training opportunity in gender and poverty awareness. Hopefully, with your guidance as a gender and water and sanitation specialist, participants will come to understand and incorporate the intersection of gender and poverty as cross-cutting themes in the six priority areas of the WAC II.

The Rapid Gender Assessment Team

For the WAC II cities, it is recommended that a subgroup of the city-wide stakeholder platform be created to manage and conduct the RGA with the assistance of the GWA facilitator. In some cities, the stakeholder platforms have been working together since WAC I. In others, the stakeholder platforms are just forming.

It is recommended that the RGA Team consist of about ten women and men. The Team should include the following:

- A senior local government official
- Utilities engineer (water and sanitation)
- NGO representative
- Women's groups
- Local government community development agents
- Department of Health agents (local government or national)
- Representative from a local ENGO and/or national environment machinery
- Representatives from national women's machinery
- University Community working on gender issues
- The National focal point for MDG target 10 on water should be interviewed for the RGA.

It is important that aside from the GWA facilitator, the RGA team include others with knowledge of gender and poverty concerns

and priorities. Additionally, the RGA team must also include members with knowledge of the water and sanitation situation in the city; and hopefully, women and men who can represent the intersection of water, sanitation, gender and pro-poor perspectives.

Key Documents for the Assessment

Participating cities from WAC I and their multi-stakeholder platforms will most likely already have access to various documents relevant to the objectives and programmatic focus of WAC II. However, for the new cities in Phase II as well as those new cities that have not yet established their multi-stakeholder platforms it will be critical to identify and locate the relevant documents for the Programme. The following list mentions many different policy documents. Nevertheless, they are not all relevant to all cities and you will need to identify what is relevant for your particular city.

- National Water Policy/Act
- National Gender Policy/Act
- Urban Policy
- Poverty Reduction Strategy Paper (PRSP)
- National MDG Plans/Reports
- National Environmental Management Plan/s
- National IWRM Plans
- Watershed Management Plan/s
- Documents on Water Sector Reforms
- Local Government Structure and Mandate (vis-à-vis water and sanitation services, women's rights and gender equity, pro-poor governance, environmental planning, etc.)
- Census Data (demographic, social-economic)
- The Health and Ill-health status of residents of un-serviced and inadequately serviced areas.
- Relevant reports, work plans, action plans, implementation plans, etc. from the WAC I & II Programme itself. These will be supplied by the City Manager or relevant UN Habitat staff.
- Identify the loans for the water sectors. Who is managing the loan and where is the money going and for what purpose?

Additionally, the local government could well have its own policies, statutes, and implementation plans that are relevant to this assessment. It is the responsibility of the GWA facilitators and the relevant stakeholder platforms to identify and examine the appropriate documents.

These documents will not only assist the RGA, but serve the stakeholder platforms for the WAC Programme as well.

What the Ideal RGA Should Include

The following pages describe the kinds of data the RGA should attempt to identify and gather. While key questions are posed for data identification and collection under the headings of the six priority themes of the WAC II, it is important to be mindful that in practice these six themes are interlinked and cross-cutting. Thus, often the same questions or data queries will be under more than one thematic area.

Once the data has been identified and gathered, it will be easier to establish the inter-relationships of the information and the themes. Furthermore, the data analysis will also facilitate the identification of key areas for strategic gender interventions and identify gaps that require additional data collection or generation.

City Profile

Basic information on the city including: size of the city; budget; population and its breakdown in terms of gender, age, and income; key socio-economic conditions and factors; geographical/ecological conditions; etc.

- i) A profile of the water and sanitation situation in the city including its impact on the natural and build environments.
- ii) Who is officially responsible for the provision and maintenance of water and sanitation services?
- iii) Does the municipality and its utilities

collect data that is disaggregated by gender, age, income, ethnicity, etc.

- iv) What is the extent of the coverage for water and sanitation services, the nature of existing water provision and sanitation infrastructures, norms and standards of the sectors, tariffs and subsidies, cost of services for poor women and men residents, etc.
- v) Identification of relevant local government policy in terms of women's rights and gender equity and especially concerning poor women.
- vi) Who was or is responsible for gender mainstreaming in water and sanitation? Is there a specific officer or gender focal point at the utility or the local government?
- vii) Identification of relevant local government pro-poor policy and how it does or does not address gender.
- viii) How do the two policies mentioned above intersect with the water and sanitation sector policies and practices?
- ix) On-going key issues or additional data or comments specific to the city? For example, the impact of HIV-AIDS on the sectors under discussion here.

1) Pro-Poor Governance and Follow-up Investment

Effective governance incorporating the principles of inclusiveness, equity, effectiveness, efficiency, transparency, and accountability is a critical prerequisite to creating an enabling environment for the successful implementation of the WAC II. In the context of the WAC II Programme this also specifically refers to the meaningful engagement of women and particularly poor women and men slum dwellers in decision making structures and management of the water and sanitation sectors of the municipality. Within water

governance, providers include the local government or regional public utility and private and informal sector providers. The objective of this theme highlights the need for enabling environments for investments in water and sanitation services for poor urban women and men in slums or informal settlements. The approach proposes to directly affect policy, regulatory, legal, and institutional mechanisms, and indirectly spur follow-up socio-economic investment in water and basic sanitation to benefit those without access. The pro-poor governance framework has to enable the direct participation of women and men slum dwellers, and especially poor women, in planning, installing, managing, and monitoring water and sanitation services.

- i) Is there national or sub-national legislation or policies that speak to inclusive and equitable governance, and specifically poor women and men in slums and informal settlements? What does the law state or require in terms of gender and poverty and the urban water and sanitation sectors?
- ii) Does the local government have relevant legislation that speaks to the issues raised in number 1 above? If so, how and where have these been implemented in the water and sanitation sectors in the city?
- iii) What is the involvement and role of women and men from slums and informal settlements in governance in the water and sanitation sectors in the city?
- iv) What are poor women and men paying for portable water and sanitation facilities they access? How do women and men use the water and sanitation infrastructure? What are the different uses of water by women and men?
- v) Are there financial mechanisms that enable women and especially women and men from slums to afford these services? What are these?

- vi) Are there financial mechanisms in place that enable women and men from informal settlements to build and manage water and sanitation systems themselves? What support is there from the local government or other sectors to facilitate community managed services?
- vii) Are there women managed water and sanitation facilities for income generation?
- viii) Are there on-going key issues or additional data or comments specific to the city? What are they from the perspective of gender and income disparities in communities?
- iii) Who are the service providers in these neighbourhoods?
- iv) What are the local government/utility sanitation services plans for low-income neighbourhoods? For the city as a whole?
- v) What is the cost of sanitation services for poor urban women and men slum dwellers? What is the relationship of cost to income?
- vi) What is the relationship of inadequate services to health impacts and costs for women, men, girls, and boys?
- vii) What are other impacts of inadequate sanitation services on women, men, girls, and boys?

2) Sanitation for the Urban Poor

The provision of sanitation facilities and services is a crucial component of the WAC II. The overarching strategy is to equip the poor with sanitation facilities while at the same time providing them with efficient and cost-effective sanitation services. Special attention will be given to active community involvement and ownership in the provision and management of these services. Global statistics highlight the inadequacy of sanitation coverage for millions of urban residents. However, recognizing the critical and severe impacts of the lack of sanitation services on women and children in urban slums and unplanned settlements, the provision of sanitation facilities and services needs a gender analysis at all stages of the Programme. If the creation and delivery of economically and culturally relevant and sustainable sanitation services is to be a reality, poor women have to be key stakeholders in decision making at all levels.

- i) What is the coverage of municipal and private sanitation services in the city? What is the coverage for women, men, and boys and girls in low-income neighbourhoods?
- ii) What is the situation of sanitation facilities for girls and boys in schools in low-income neighbourhoods? What services are provided?

- viii) Are there “good practices” in appropriate, affordable, and environmentally-sensitive sanitation services? Are there women managed sanitation services?
- ix) What is the role of women in governance of sanitation services?
- x) Other on-going key issues or additional data or comments specific to the city and disaggregated by gender and income disparities in communities?

3) Urban Catchment Management

This thematic area is to focus on the environment/water source protection interface. Urban catchment management is an integral component of Integrated Water Resources Management (IWRM) as it incorporates not only water quality and quantitative perspectives, but also socio-economic imperatives and ecological integrity. The objective here is to better protect and secure water resources in urban catchments, and better coordinate water management with upstream and downstream users. The aim is to develop and implement strategies including livelihoods programmes that will directly improve the lives of women and men in slums and informal settlements. Recognizing that in many

poor urban communities water location, collection, transportation and provision is primarily the responsibility of women and girls it is particularly important that women's knowledge of water sources, environmental change, water resources management, etc. is brought into urban catchment management strategies.

It is also critical to focus on industrial effluents, sewerage discharges and other untreated wastes being discharged into water bodies and the businesses and people who are implicated in this.

- i) Does the current environmental management strategy address the relationship of water and sanitation provision, waste water, drainage, protection of water sources, pollution abatement, solid "waste" management, and livelihoods from the point of view of poor urban women and men and their living and working environments?
- ii) Is there an urban watershed/catchment management strategy for the city? Does it integrate a gender analysis? What are the roles and responsibilities of poor women and men in urban watershed/catchment management?
- iii) How are poor urban women and men in slums and informal settlements using the natural environmental infrastructure for the self-provision of water and sanitation services and facilities? How many poor female and male residents are using the natural environmental infrastructure? How are higher income residents and the industrial and commercial sectors using this same infrastructure?
- iv) Are there local or national government water quality monitoring mechanisms in the city's urban catchment? Are women and men both involved in developing and implementing policies, and monitoring the natural environment?
- v) Does the environmental management

framework reflect and support poor women's and men's livelihood strategies in the city. For example, women in cities are often involved in urban agriculture and the raising of livestock for food security and to supplement their incomes.

- vi) Other on-going key issues or additional data or comments specific to the city and disaggregated by gender and income disparities in communities?

4) Water Demand Management

Water Demand Management (WDM) is a key strategy for the water sector from a number of aspects — environmental, social, economic, political, and cultural. Water Demand Management is also a key approach because it interfaces with a host of actors in urban settlements. In recent years, WDM has explored a number of strategies to change human practices and behaviours. Some of these include: regulations and legal mechanisms; the use of economic instruments such as subsidies, rebates, tariffs, charges to different sectors (industry, agriculture, institutions, and residences); technological interventions in the above mentioned sectors; recycling of water; documentation of unaccounted for water, education and communication strategies; use of assessment tools such as water audits; etc. There is tremendous potential to use different mechanisms to sustain water ecosystems and enable sustainable use by humans and the natural environment including other species. However, the application of WDM strategies in poor urban communities needs to be cognizant of the lives and realities of poor women and children in slums and informal settlements and the culture of water consumption and decision making. There is a real danger to the health of poor women and their children if these poor women are included in some of these strategies without an adequate analysis of their relationship to water. Numerous studies have documented the inadequate access and consumption of water by poor slum households. An uncritical

and blanket approach to the reduction of water consumption could have detrimental impacts on the health and hygiene of poor women and girls and boys in slums. Poor women will likely exclude themselves first. Additionally, water pricing mechanisms need to be informed by the ability to pay of the different income groups in the city.

- i) Does the local government, the water and sanitation utility, water provider, or another sector have a Water Demand Management strategy? What instruments are in place for Water Demand Management?
- ii) Who is the focus of the instruments?
- iii) Did water audits inform the development of the strategy? Were the audits informed by considerations of gender and poverty?
- iv) What has been the impact of WDM? What have been the impacts on the provider, industry, commercial sector, institutions, the environment, on provision, and financial and fiscal arrangements?
- v) What is the impact of these instruments on women and men, and particularly on women, men, and boys and girls in slums and informal settlements?
- vi) What water conservation strategies are poor women and men in slums and informal settlements practicing?
- vii) Any other comments on WDM specific to the city and informed by gender and income disparities in communities?

5) Water Education in Schools and Communities

The theme of water education in schools and communities was a particularly effective component in Phase I in some of the WAC cities. The component is centered on the concept of value-based water education (VBWE) and brings together professionals from education, urban, water, and the environmental sectors to bring

about a positive and lasting change in attitudes and behaviors towards water at all levels of society. Main activities in the programme include: development of a water-related environmental education strategy; establishment of water classrooms; school water audit; water quality education; water curriculum development in pilot schools; non-formal education with community initiatives; water health care education; informal exchanges and North-South twinning arrangements. Value-based water education needs to acknowledge the impact of the different roles and responsibilities of girls and boys in water collection and use, “waste” water, the health and hygiene implications of using contaminated water; inadequate sanitation facilities, etc. as well as the larger issue of the relationship of poverty and water provision to the lives of girls in or out of school. Value-based water education also needs to be mindful of sexist language and examples and also check for gender bias in school materials.

- i) What does the VBWE component address in the city?
- ii) Who are the key players in the conception, planning, implementation, monitoring, and evaluation of the programme? What are the roles and responsibilities of women, men, girls, and boys in the programme? How are issues of equity in access and use of water addressed in VBWE?
- iii) How are impacts of the programme being monitored? What has been the impact on women, men, boys, and girls in the city?
- iv) What are the impacts on the professional sectors that are involved in the programme? Are these actors identified by gender?
- v) What has been the impact on low-income women, men, girls, and boys?
- vi) Is VBWE informing policy and planning in water and sanitation services provision and management?
- vii) What are key issues in the city that should be covered by VBWE? What are

the implications in terms of gender and income disparity?

6) Advocacy, Awareness-raising, and Information Exchange

An innovative and creative aspect of WAC I, this programme is being expanded in the second phase. The public awareness campaign component is to be transformed to an overall advocacy, awareness raising, and information exchange campaign in phase II. The component needs to be integrated into the thematic focus of WAC II at the local, regional, and national levels. The programme will focus on capacity building, outreach programmes, and bench marking of awareness campaigns.

- i) What are the currently existing programmes in the area of advocacy, awareness-raising, and information exchange in the water and sanitation sectors in the city?
- ii) Are there specific activities geared to different urban sectors? Industry, commercial, institutional, governmental, and citizens.
- iii) Are there activities geared to women, men, girls, and boys? What are they? Are they geared to low-income women, men, girls, and boys?
- iv) Is there a well developed community participation strategy? If so, how are gender concerns addressed?
- v) What is the role and involvement of the different media in the city?
- vi) How is impact being measured on the residents based on their genders, ages, and incomes?
- vii) What are key areas in the city that should be the focus of this educational and communication component? Who should be the focus of these activities?

Gender Situational Analysis of an Un-serviced or Inadequately serviced Neighbourhood

As the priorities of the WAC II are on the achievement of the Millennium Development Goals (MDGs) and World Summit on Sustainable Development (WSSD) goals and targets, this implies that the WAC has an explicit focus on poverty eradication and on the provision of water and sanitation services to poor urban women and men in slums and informal settlements. To enable an appropriate, affordable, and sustainable strategy for the provision of water and sanitation services requires a comprehensive understanding of the socio-economic conditions and factors in poor communities. Factors that inform the day-to-day realities of how women and men slum dwellers obtain portable water, how they and children use water, how much water they use, the affordability of water; the economic uses of domestic water; the disposal of grey water, the accessibility and affordability of sanitation systems, etc. Furthermore, women and men slum dwellers themselves should be involved in defining the baseline data that is required to provide them the services they need, want, and can afford. As local governments are often not providing services to poor communities, it is critical that poor women and men should be directly involved in the assessment, planning, installation, management, and maintenance of their services. Local governments can play an enabling role in supporting low-income and informal settlements in self-provision and self-governance of urgently needed water and sanitation services.

Given the time and resource constraints for this Rapid Gender Assessment, it is not possible to do a comprehensive gender situational analysis. However, it is possible to develop a participatory approach to the gender situational analysis and still identify key components of the baseline data needed.

For those of you who are familiar with the Methodology for Participatory Assessment (http://www.wsp.org/pdfs/global_metguideall.pdf) by Rekha Dayal, Christine van Wijk, and Nilanjana

Mukherjee, we recommend using the MetGuide to develop an approach that is unique to the city and community you will be working with, and that you and your colleagues in the Assessment Team can operationalize together. The MetGuide is particularly useful as it integrates a gender and poor-sensitive approach. A copy has been provided for you on disk.

Or, you and other GWA facilitators can work with the following proposal and mix and match it with your own experiences and tool kits.

- i) First, identify the community partners you will work with. You can possibly do this with the local government, NGO, or women's group that is already working in the community identified for the WAC II or another representative community. Ensure that there are equal numbers of women and men in the community level assessment team as well as a diverse range of representatives reflective of the community you will be assessing.
- ii) Remember to touch base and be aware of the role and engagements of the relevant administrators or chiefs of the community where you plan to do the situational assessment.
- iii) Once you have your community level assessment team in place, we recommend that together you choose two to three different participatory tools to gather the data you need. Which tools you decide to use will be influenced by the quality and quantity of data you need and want to gather as well as the time you have for data gathering. The MetGuide identifies a range of tools you can use and also outlines how to use them.
- iv) Factors to consider in community selection and data gathering.

- **Environmental and technical conditions:** type of water sources (ground and surface water), availability and quality of fresh

water, water resources, developments in water and land use, sanitation services and infrastructure, and water and sanitation technologies used, gender-sensitive and culturally relevant technologies.

- **Demographic conditions and developments:** population size, density, growth, and migration disaggregated by sex and age.
 - **Economic conditions:** economic base (e.g. industrial, service economy, informal sector, etc.) communications systems and networks, level of economic growth, unemployment and under-employment, also disaggregated by sex and age.
 - **Socio-cultural conditions:** religious, race, and ethnicity composition, literacy level by gender and age, norms and cultural constraints on women, enabling factors for women, water and sanitation related health concerns and impacts on women, men, and children, key water and sanitation issues for women, men, girls and boys, educational facilities for girls and boys, etc. Other issues of concern to women as they are raised.
 - **Political and administrative conditions:** decentralization and devolution, types of and legal status of land tenure, of water and sanitation management organizations and roles of women and men in them, political representation of women and men or their interests in local government.
- iv) Some tools you can consider combining include:

A Transect Walk with rating scales.

Two focus groups — one with women and one with men, and you can also do two additional ones if you have the time and resources. One with girls, and another one with boys. Or, if the community has a range of low-income residents you could consider doing separate focus groups with poorer and better off residents also disaggregated by sex.

A community mapping exercise.

Interviews with selected residents.

- v) Or you do a Transect Walk and run two focus groups — one with women and the other with men. You will receive tools for this at the Workshop.

Gender Institutional Assessment of the Municipal or Sub-national Service Provider

The City Managers will need to take more responsibility for this with the GWA Facilitators. These questions will assist you in your data collection for a rapid gender assessment of the relevant water and sanitation utility. This is only an outline for a rapid assessment and should not be mistaken for a comprehensive gender institutional assessment.

One option worth considering here is to have separate meetings with different staff such as administrators and support staff for example.

The gender and poverty focus in the utility

- i) Name/s of the water and sanitation service provider/s? Public utility or private sector/s providers?
- ii) Identify the service responsibilities or mandate. Does the mandate specifically mention service provision responsibilities to women and poor un-serviced communities? If so, what is it?
- iii) Can you provide an organogram of the utility identifying the decision making and implementation structure? Is there a unit dealing with gender and poverty in the utility?
- iv) Does the utility have a policy on gender mainstreaming and a focus on slum dwellers and informal settlements?
- v) Is there a gender mainstreaming action plan for the policy?
- vi) Does the policy and plan address gender equity considerations within the utility as well as in terms of services provision?

Internal application of the gender policy

- vii) Which unit and who is responsible for the implementation of the gender action

plan?

- viii) Is there a monitoring plan accompanying the gender action plan?
- ix) What resources are dedicated to the implementation of the gender action plan? Identify both financial and human resources.
- x) Does the utility have a board? Is there equal representation of women and men on the board?
- xi) How many women and men are in management and in what kinds of positions?
- xii) What is the total workforce of the utility? Identify the number of employees by gender, profession, position, and responsibilities.
- xiii) Are career opportunities in the utility equal for women and men?
- xiv) Do women and men receive the same salaries for the same jobs?
- xv) Can you assess the attitudes of the administration and staff to gender equality and equity?
- xvi) Have management and staff gone through gender training? If so, when and is this an on-going process?
- xvii) Who provides or provided gender training?
- xviii) Are there other ways that issues of gender equity and poverty are addressed in the utility?
- xix) Does the utility have a sexual harassment policy and a mechanism for addressing it?
- xx) Does the utility have a gender-sensitive environmental policy and action plan?

Application of the gender policy in services provision

- xxi) How is the gender policy and a poverty alleviation approach applied to services provision?
- xxii) Do tariffs reflect social equity considerations regarding gender and poverty?
- xxiii) Are there WATSAN committees in the city? Are these related to the utility structures?
- xxiv) Are women and men equally represented in WATSAN committees?
- xxv) Are there other structures and

mechanisms for the involvement of women and men from slums and informal settlements in decision making on water and sanitation?

- xxvi) Is the utility assisting these women and men to develop and manage locally-based water and sanitation infrastructures?

Final Comments

The Final City RGA Report will be put together by the GWA Facilitators with support from the City Manager and the stakeholder platforms.

List of Abbreviations

GWA	Gender and Water Alliance
IWRM	Integrated Water Resources Management
MDGs	Millennium Development Goals
NGO	Non-Governmental Organization
RGA	Rapid Gender Assessment
VBWE	Value-Based Water Education
WAC	Water for African Cities
WATSAN	Water and Sanitation
WDM	Water Demand Management
WSSD	World Summit on Sustainable Development

Executive Summary

A. Introduction

B. Methodology (An overview on the methodological approach used in the Rapid Gender Assessment, the composition of the Team, the methods, tools, and process for the RGA, etc. Please attach a detailed methodology as Annex A.)

C. City X Profile (should include the following...) City size, population, No. of females and males, density.

Total Budget — plus, capital and operating costs for water and sanitation, tariffs for different sectors, revenues vs. expenditures, subsidies.

Profile of the water and sanitation situation in the city including — extent of coverage of water and sanitation services, nature and condition of existing infrastructure, planned expansion, norms and standards, etc. Institutional arrangements for provision of water and sanitation services, for environmental management.

Policy Frameworks/Statutes relevant to and informed by women, by poor communities of women and men in terms of water and sanitation and urbanization.

Other key social, political, economic, environmental, governance, etc... factors particular to the city and related to gender, poverty, and water and sanitation.

D. Gender Institutional Assessment of relevant water and sanitation utility or utilities.

E. Gender Assessment of Themes of the WAC

Pro-Poor Governance and Follow-up Investment

Current Context

Analysis, Trends, Key Features/Points

(focus on gender and pro-poor intersection with Pro-Poor Governance and Follow-up Investment)

Data Gaps

Key areas and considerations for gender mainstreaming

Sanitation for the Urban Poor

Current Context

Analysis, Trends, Key Features/Points (focus on gender and pro-poor intersection with Sanitation for the Urban Poor)

Data Gaps

Key areas and considerations for gender mainstreaming

Urban Catchment Management

Current Context

Analysis, Trends, Key Features/Points (focus on gender and pro-poor intersection with Urban Catchment Management)

Data Gaps

Key areas and considerations for gender mainstreaming

Water Demand Management

Current Context

Analysis, Trends, Key Features/Points (focus on gender and pro-poor intersection with Water Demand Management)

Data Gaps

Key areas and considerations for gender mainstreaming

Water Education in Schools and Communities

Current Context

Analysis, Trends, Key Features/Points (focus on gender and pro-poor intersection with Water Education in Schools and Communities)

Data Gaps

Key areas and considerations for gender mainstreaming

Advocacy, Awareness-raising, and Information Exchange

Current Context

Analysis, Trends, Key Features/Points (focus on gender and pro-poor intersection with Advocacy, Awareness-raising, and Information Exchange)

Data Gaps

Key areas and considerations for gender mainstreaming

F. Gender Situational Analysis of Community X

Data organized according to the relevant, “Factors to consider in community selection and data gathering.” See RGA Framework document.

G. Final Comments on the Assessment

On the RGA Framework and Process (please elaborate so as to refine the RGA into a tool)

On access to information, data generation, level of awareness and skills for gender mainstreaming.

Data Gaps

Directions for Future Research for WAC Programme implementation with a gender and pro-poor sensitivity.

Bibliography

Annex 1: The Methodological Framework for the Rapid Gender Assessment

Appendix C Gender Situational Analysis of Kanyama Compound, Lusaka, Zambia

Introduction

Kanyama Compound is a peri-urban area located west of Lusaka. Despite being one of the oldest compounds (informal settlements) in Lusaka, is still under-serviced in terms of inadequate water supply and sanitation facilities as well as other services.

Kanyama compound is situated, about 5.Km from the main trading area of Lusaka City. It has a population of 170,803 people 2004 (Central Statistics) out of which 81,618 (51.3%) are male and 83,185 (48.7%) are female. Kanyama has 37,594 households. According to the focus group discussions, more than half (65%) of the total population of Kanyama Compound is women-headed households i.e. widows, divorcees, single mothers, and child-headed households. Female-headed households therefore constitute the larger part of the population. According to Central Statistics Office (CSO) there is greater poverty in female-headed households than in those headed by males. This is because less educated persons tend to have higher levels of poverty compared to those who have more education. Illiteracy levels are higher for women than for men, therefore women are not employed in formal employment which is more rewarding as compared to their male counterparts; further showing that women are more disadvantaged. The total percentage of Kanyama residents who are in informal employment account for about 70% and most of whom are women, while those in formal employment account for about 30%.

For their living, the community particularly, most women of Kanyama Compound residents are dependent on petty trading, like selling different commodities like vegetables at markets and homes. Others are engaged in community based business like dying cloth, water vending and other small scale informal activities. These activities yield low profits despite the amount of time spent in carrying them out.

Kanyama is divided into old Kanyama a

settlement that has been existence since independence (1964) characterized by poor housing/shacks and New Kanyama a more recent settlement with houses ranging from poor, unfinished to modern houses. For purposes of management, Kanyama is divided into 28 zones.



One type of housing structure in Kanyama Compound.

Focus Group Discussions

The RGA team gathered data through focus group discussions as well as informal discussions with some community leaders. The team took into consideration the gender issues by separating women from men in the discussions.

Resident Development Committee (RDC)

The first focus group discussion was held with the Residents' Development Committee (RDCs) of Kanyama. The RDC's, are common-based leadership organizations charged with the responsibility of overseeing various developmental activities in the community including managing water supply and sanitation issues. The Kanyama RDC has been in existence since 1997 and includes: the current RDC executive consists of Chairman (male), Vice Chairman (F) and Treasurer and Secretary both males. Positions like vice-chairperson and vice-treasurer are held by women. There are also committee members the majority of them males with few females. The focus group discussion was carried out with seven (7) men and took one hour.

Lessons Learnt

The men explained that they were involved in water and sanitation issues because women were reluctant to participate actively and hold positions in the RDC. The men emphasised that they actually have to persuade and encourage the women to take up positions in the executive and or be actively involved in water and sanitation issues. The men also explained that, as members of the executive have to be voted for, women do not vote for fellow women because they still did not have the confidence in fellow women being knowledgeable and making decisions. This explained the imbalance in the executive where the majority are men (24) and hold higher positions. Whereas, there are only six (6) women in the executive and the women hold lower positions to those of the men. Despite the fact the RDCs constitution has institutionalized the participation of women, there is no checklist that facilitates a more systematic approach to effective participation of women and to see that it is applied.

Men still considered that collection of water is a woman's responsibilities but provide money to their spouses to pay for water. Men only collected water when their women were not available and when they are not married. Other men collected water only for selling to others. The men agreed that it was important that women should actively participate in decision making in water and sanitation issues as they are traditionally the haulers of water.

Kaswema Solid Management Committee

The second focus group meeting was held by a community based organisation called Kaswema Water Supply and Solid Management Committee who are also responsible for water and solid waste issues like garbage collection, digging rubbish pits and latrines and various other sanitation activities. The group comprised of twenty three (23) members out of whom (18) were women and the rest are men. This group has more women. However, it was observed that the high number of women is

because of their gender roles, where women have to look for food for their families, they have to look for coping strategies. This committee provides the women with an income through the various tasks undertaken by the group like garbage collection and others menial tasks, The committee members are paid K 30,000,00 (US\$6) per month (1US\$= K4,621.04. ZMK). For this focus group discussion, there were 18 women and the discussion took two hours.

Lessons Learnt

The women participated actively and freely in the meeting and brought out the issues that concern them without fear of intimidation from their male counterparts. This confirmed the fact that women tend to speak and express themselves freely when they are amongst themselves. Those with a bit of education spoke more. This also confirmed that the less educated the women were the less confidence they had in themselves and the more disadvantaged they were. Most members were from female-headed households. There were very few married women because it is assumed that their husbands already represent them and or provided for them, hence they were not compelled to participate in such committees. Also such committees were mainly considered to be for the poor, this contributed to little esteem for such members.

The women acknowledged the problems in water and sanitation and that they still have to walk long distances. They said the facilities were inadequate for the increased population and they had to queue for long hours. The women agreed that they wanted a change.

The community has shown willingness to pay for improved service levels if payment is based on actual consumption and the water is of good quality and within reasonable distance. What many of them lack is the ability to pay. Hence, there is need for the establishment of a financial framework that will assist the poor to pay for services like a pilot community loan scheme.

The community loan scheme would enable women to engage in income generating activities and they would be able to pay for water and improve their standard of living.

However, lending institutions were not very helpful and put up stringent conditions which are not realistic. For instance, communities themselves should look for initial funds and the lending institutions would top up thereafter. Since most of the women could not raise initial capital, they can't access the loans. The women therefore requested that income generating activities be promoted. The impact of income generating activities may include higher self esteem for women, a more respected position for women in the community, and increased family welfare.

Transect Walk

Transect walks were undertaken in both old Kanyama and new Kanyama with the second focus group and some RGA team members for a period of three days because the Compound is one of the largest in Lusaka. Each Transect walk lasted one hour. The purpose of the transect walk was to look at the actual reality of the situation from the perspective of the community. Sanitation is inadequate and many households are using communal toilets. There are very low levels of hygiene. The transect walk gave the RGA team the opportunity to talk to and collect views from other women unable to be in the focus group. Some households were very poor. The following observations are from the transect walk.



Some residents during the transect walk.

Water Supply

Currently, the Lusaka Water and Sewerage Company (LWSC) is responsible for supplying water and provide sanitation services to Lusaka. It is supposed to provide Kanyama compound

with water supply services. LWSC has currently installed 21 Communal Taps, with the number of communal tap users currently standing at 3,296. Some 73 households have individual connections. The transect walk confirmed that water supply was indeed dilapidated in most schemes run by the LWSC, was inadequate, and shared by several households. The transect walk revealed that most of the communal taps are non-functional due to low pressure. In Zone 28, out of the nine taps visited only two were functional to supply 500 houses. There are fixed hours to draw water from 5.00 12.30 a.m. and from 14.30 -16 .00 p.m. This is mainly to allow for pressure to build and bring water up. The reasons given for the non-functional taps were that they had very little pressure. To bring pressure up, the communities have removed most pipes and connected hose pipes underneath so as to draw water up. However, the Lusaka Water and Sewerage Company considered that as vandalism and do not follow up with maintenance.



One of the public taps whose pipes have been removed and a garden hose attached.

It is evident from above that Lusaka Water and Sewerage Company (LWSC) water supply and sanitation schemes are too few to cater for the growing population. Consequently, for many residents, sources of water supply in these settlements have consisted mainly of privately hand-dug shallow wells, and boreholes. For individual wells, the quality of water in the wells was of poor quality this is because of the unfavourable (karsified) geology and inadequate protection of most of the water points from pollutants and/or unlined pit latrines.

The inadequacy of water in Kanyama Compound, has led most women to cross to the neighbouring compound called Chibolya where JICA or CARE International has put up some water schemes. It was reported that women and children have been killed whilst crossing the busy road separating the two townships.

The above scenario indicates that the task of

water collection is still considered a task for women and girls. However, due to inadequate water supply women still walk long distances and are subjected to stressful episodes of water hauling and consequently still spend their time collecting water in Kanyama Compound. This leaves them with little time to engage in other economic activities. They also resort to cheaper alternative sources like shallow wells. Because these wells are open and many are dug near unlined pit latrines, and are not treated, they supply contaminated water leading to outbreak of diseases. Kanyama Compound has an outbreak of cholera in almost all rainy seasons.

Water Tariffs

The current water supply scenario in Kanyama compound, particularly old Kanyama involves many supporters/actors including LWSC, NGOs, and some international organisations like CARE, WaterAid, etc. Tariff structures for service delivery are not uniform from one provider to the next, even within the same community. The tariffs vary from K100.00 (US\$ 0.021) for a 20 litre container to K200.00 (US\$0.043). If collected in a neighbouring compound by the water vendors, the price can go as much as K400.00(US\$0.086) per a 20 litre container Due to inadequate water supply and sanitation services, water vending has increasingly becoming an accepted means of water supply to peri-urban areas.

Lusaka Water and Sewerage Company through the RDC provide a service at a cost of K3,000.00 (US\$0.065) per month per household, which entitles each family to a daily supply of 120 litres.



Public taps.

A Water Scheme by NGO — Care International

A pump attendant manages the taps and collects money, which he/she takes to the cashier from the community employed to collect money for LWSC. In the past, the Residents' Development Committees used to collect revenue from the community, which they remitted to Lusaka Water and Sewerage Company. However, this arrangement was terminated with allegations of financial mismanagement.

In another part of the Kanyama compound CARE international has provided water to a section of the township and the RDC levies each household K1, 500.00 (US\$0.03) per month, for a daily supply of 120 litres. The RDC still collects money for the NGO's water supply schemes. Private households with shallow, hand dug wells sell their water at K 1,000.00 (US\$0.216) per household per month. The advantage with this source is that there is no restriction on the amount of water that each family can abstract in a day.

While most women considered water at K100.00 (US\$0.02) for a 20 litre container to be expensive, men felt K100.00 (US\$0.02) was affordable. What was considered affordable was K50.00 (US\$0.010) per day by the women.

Uses of Water

In Kanyama compound, women and children collect water for washing, drinking, and cooking for their household. Water is considered expensive therefore is not used for gardening to grow vegetables. Men collect water only when their women are not available or are single. The men that collect water in drums do so for sale. A drum fetches about K3, 200.00 (US\$0.069)

Kanyama compound residents have indicated willingness to pay for the service. This is evidenced by the fact that they are currently paying for water services. However what is lacking particularly for poor men and women is the ability to pay. Consequently, there is need

to put in place a payment mechanism that will enable the poor afford the services.

Sanitation

Sanitation is inadequate with many households using communal toilets. There are very low levels of hygiene in the households. Sanitation has particularly lagged behind. Several factors are responsible for this. The practice of building toilets at every household is hardly observed.

Some of these houses are rented houses whose landlords are unwilling to convert rooms into toilets because this would result in loss of income and they are also unwilling to incur extra costs by constructing a toilet. And because some poor people cannot afford better places which might be more expensive, they continue to live under unsanitary conditions. The existence of by-laws enforceable by local authorities has not yielded desired results due to largely wrong priorities and lack of capacity in these institutions.

Secondly, because these are unplanned areas and due to the high population, plots are small with little space to build a toilet and very short distances between the toilet and houses. A related consequence of limited space/small plots is that there is no available space to put up new toilets when full.

In some cases, the issue is affordability. Some residents cannot afford to construct a latrine. Consequently, communal pit latrines, generally shared by large numbers of people, sometimes comprising about 10-12 households, have provided the commonest form of sanitation (constructed both in and above the ground). This causes these latrines to get full very quickly. A program for cleaning is arranged amongst the users. Some residents have individual toilets, which they charge for their use. The charges for toilets are normally K 200.00(US\$0.043) per visit. This is considered expensive if one has diarrhoea. For a month the charges are K4, 000.00. (US\$0.086) The money collected is used to pay for emptying the toilet

when full. For families unable to afford an own latrine, they defecate where they can.

Another related issue to sanitation is that in Kanyama compound the water table is very high which makes it difficult for residents to dig latrines, which are deep and can last for sometime. Consequently, most of them are full and overflow at the onset of rains. This creates a health hazard for the community. A few residents have flush toilets; however, they are unable to use these toilets due to low water pressure.

CARE International and JICA have constructed



Toilets completed in the relatively shallow Lusaka Marble Aquifer and communal toilets in New Kanyama.

some VIP latrines, in conjunction with the community. The charges range from K200.00-K500.00 per visit (US\$0.043-0.080). For poorer households, the charges are too high.

Sanitation is a critical factor in Kanyama compound. According to the RDCs, who have undertaken the task to collect garbage in households and/or by the road sides, they find human excreta in opaque beer (1) litre containers. These “flying toilets” as they are commonly referred to, are placed in the garbage after they have been used either due lack of toilets and or because of poverty to pay for a facility.

Other sanitation problems include poor garbage collection and disposal. There is indiscriminate disposal of garbage and this is dumped at roadsides, by markets and in some instances at other people's homes. Most yards are too small for

digging of disposal pits. The Lusaka City Council is responsible for garbage collection but does not have the capacity to do so. Garbage is therefore collected by the Kaswema Solid Management Committee from people's houses at a fee of K 1,000,000.00 (US\$0.021). Those who cannot afford to pay for garbage collection just pile their garbage by their houses. However, for lack of proper disposal site, the garbage collected is piled by the roadside. Lusaka City Council who is responsible for garbage collection never collects the garbage and it is left to rot causing a health hazard to the community. According to the residents, the Lusaka City Council only comes to collect garbage when there is an outbreak of disease which is an often occurrence in Kanyama compound during the rainy season. Wheelbarrows and pushcarts are used to collect garbage.



Garbage dumped by the roadside waiting to be collected by Lusaka City Council.

The drainage system is poor and most of it has not been working for a long time. Most of the drainage systems are blocked by garbage which is disposed of near or in the drainage channels.

The community have taken the initiative of clearing drainage systems, but due to poor hygiene practices and lack of dumping space for garbage, the drainage systems get blocked again.

Sanitation issues affect women more than men. When a waterborne disease breaks out, as usually is the case in Kanyama during the rainy season, it is the women who care for the sick and are at risk for contracting the diseases, which like cholera is highly contagious. Poor people are disproportionately affected by contaminated water supply and poor sanitation services setting up a cycle of ill health and further impoverishment that has severe financial and personal costs

HIV/AIDS

One of the social challenges that needs to be addressed is HIV/AIDS. Urban poverty in Lusaka, which is estimated over 50%, has been identified as a major driver of the high rates of HIV/AIDS infection in the city. Poverty and inequality, particularly gender inequality, are identified as core factors in enhanced vulnerability to HIV infection, accelerated ill-health and death. Urban poverty negatively affects the coping mechanisms of households affected by HIV/AIDS, particularly vulnerable women and children, who are driven to prostitution and begging to earn a living. Gender mainstreaming in the water and sanitation sectors needs to look at the challenges of HIV/AIDS and offer appropriate interventions.

Appendix D | The Gender-Equity Action Plan from Accra, Ghana

Accra — Gender Mainstreaming Strategy Action Plans 2005-2007

Thematic Priorities	Gender Mainstreaming Activities based on WAC I Country Programme Documents	Steps for Implementation	Responsibility	Time Frame	Resources Needed	Resources Needed	Resources Needed
			Primary/Secondary Partners	Start-End Dates	Human	Financial	Financial (City Budget) in Dollars
Pro-Poor Governance and Follow-Up Investment	Develop and implement a Gender sensitive pilot WATSAN project in a low income and underserved or underserved area, which includes the following components: Community Management of Services with emphasis on equal participation of women and men involvement in decision making processes and management	Set up a Community Project Oversight Committee(CPOC) for Gender Mainstreaming Pilot Project(GMPP)	City Manager and MOWAC Focal Person for UN-HABITAT	By December 2005	CPOC members constituting reps of the ff. institutions — GWCL,Sub-metro, MOWAC, MP, EPA, NGOs, CBOs, Assembly members, Traditional Authorities, Opinion Leaders (e.g. — religious leaders)	Snack, Lunch, T&T, Venue for 4 quarterly meetings annually of 11 CPOC members for 3 years	13,200.00
		Develop a Community based Mgt model (CBMM) based on TOR	City Manager and MOWAC Focal Person for UN-HABITAT	By March 2006	Consultant and NGO	Consultancy fees	15,000.00
		Establish Gender responsive Community Management structure	City Manager and MOWAC Focal Person for UN-HABITAT	By March 2006	NGO	NGO fees	10,000.00
	Access to water points for both male and female headed households.	Liase with GWCL to provide water points	City Manager	By June 2006	GWCL Staff	Funds for Connection	
		CPOC to monitor water prices at various vending points to ensure conformity with PURC approved rates	City Manager/CPOC	By Dec. 2006	CPOC members	T & T for CPOC members for two years	500.00

Ways of regulating water tariffs for poor women and men	Identify potential women managers and providers of WATSAN services	MOWAC focal person for UN HABITAT	By June 2006	NGO/Assembly members	NGO fees and T&T for Assembly Members	3000
Promoting women and men as small scale managers and providers of WATSAN services	Organise capacity building programmes such as records keeping, financial management, entrepreneurial skills and business ethics for women managers and providers of WATSAN services	MOWAC focal person for UN HABITAT	June 2006-December 2007	NGO/NBSSI/Consultants	Funds for capacity building programs. Project Vehicle for project activities	60,000.00
Develop Community financing schemes for both women and men (micro credit, 'susu' rotating fund)	Initiate "Susu" and Micro Credit Scheme that integrates income generation activities and community financing mechanisms	MOWAC focal person for UN HABITAT Assembly Member	June 2006-December 2008	NGO/NBSSI/Consultants Micro finance institutions like WWB, City Savings and Loans Bank, CBOs	Funds for mobilisation, Stationery for application process	100,000.00
Integrate income generation activities or both women and men in program area	Institute employable skills programme for community members (men and women)	MOWAC focal person for UN HABITAT, STEP program, NBSSI, Food Research Institute(FRI)	March 2006-December 2007	STEP Program NBSSI Food Research Institute FAO	Funds for employable skills program and capacity building	20,000.00
Capacity building of WATSAN personnel at all levels in pro-poor gender-responsive community management and planning approaches	Identify staff to be trained conduct a training needs assessment (TNA), Develop training modules. Provide series of training progs. for Community WATSAN Management Committee Members	City Manager, MOWAC focal person for UN-Habitat, Consultant, NGO	April 2006-September 2007	WATSAN personnel, Consultants, NGOs, CBOs	Consultancy fees Workshop Costs and Training Equipment	75,000.00
Identify Gender Focal Persons(GFP) in PURC, GWCL, WRC, and MWH and build their competencies and capacity gender issues	Provide a series of Gender responsive training courses (incl. Gender budgeting)	MOWAC Consultant	January 2006-December 2007	GFPs in WATSAN sector Resource persons	Consultancy fees Workshop Costs	40,000.00

Sanitation for the Urban Poor	Construct separate and appropriate latrines (washrooms) and hand washing facilities for boys and girls in schools in the identified program area	Conduct studies to determine current hygiene and sanitation practises and identify number and type of facilities required including the design and preparation of tender documents. Community Consultation on improving coverage and quality of sanitation services including identification of roles and responsibilities	City Manager, Consultant	By February 2006	Consultant, CPOC members, NGOs/CBOs, Opinion leaders, Women's representatives	Consultancy fees Snack, Lunch, T& T	15,000.00
	Increase the number and quality of gender sensitive sanitation services for the urban poor in the program area	Liase with AMA and MLGRD (LGPSU) to increase the number and supply of HH sanitation services	City Manager, CPOC, LGPSU	By June 2006	Assembly members, LGPSU	Funds for facility construction	200,000.00
	* Develop Documentary on environmental sanitation and health issues and share information on best practices with residents of program area	Organise regular film shows and other educational campaigns on environmental sanitation issues for residents of program area	MOWAC, ISD, GHS (HEU), SUB METRO	June, 2006 (once every quarter)	Officials of relevant agencies	* Funds	20,000.00
	* Provide sanitation wheel barrows, wellington boots, shovels hand forks, pick axes, hand gloves, brooms, nose guards etc for recognised Community based organisations for clean-up campaigns.	Organise fortnightly involvement of community based groups (esp. women) in the program community	MOWAC, AMA Traditional Authority, Opinion leaders, MP, Assemblymember	March 2006-	MOWAC Officials, Community members and CBOS	* Funds for sanitation equipment. * Refreshment for participants	25,000.00

	Promote hygiene practices through advocacy and awareness building activities	Community Sensitisation sessions IEC Campaigns/Materials	City Manager, MOWAC, Consultant	January 2006- December 2007	Consultants, NGOs, CBOs, Community members, Womens groups	Consultancy and NGO fees	10,000.00
Urban Catchment Management	Educate community members with particular focus on gender and the poor on urban catchment management/ environmental pollution issues in the identified project	Community Sensitisation sessions IEC Campaigns/Materials	MOWAC/WRC/ EPA/FC	March 2006- December 2007	CM, MOWAC, Community members, WATSAN Institutions, Environmental agencies	Sensitisation programs, print brochures, float and route marches	10,000.00
	Integrate gender perspectives in capacity building component of Integrated Water Resource Management	Review capacity building component of IWRM and ensure integration of gender concerns in activities of the Densu Basin Board	WRC/MOWAC/ Consultant	By March 2006	Consultant	Consultancy Fees	10,000.00
Water Demand Management	Promote appropriate and affordable water demand management technologies or strategies that are pro-poor and gender-responsive	Identify and implement strategies for water demand management	City Manager, MOWAC, WRC, Consultant	By end of December 2006	Consultant	Consultancy fees	10,000.00
	Introduce gender-sensitive interventions into water management strategies	Sensitize men and women in the identified project area in water conservation issues Link up with VBWE of MoE to use teaching materials in basic schools in the identified community	City Manager, MOWAC, WRC	July 2006-July 2007	Consultant/NGO	Consultancy/NGO fees	20,000.00

Water Education in Schools and Communities	Integrate gender perspectives in water education curricula in order to raise awareness of the burden of women and girls and the need for boys and men to be involved in all aspects of water management and environmental sanitation	Establish gender clubs in schools in the community	MOE MOWAC Heads of Schools and Communities	By end of December 2006	GES officials Girls and Boys (members of Gender club) Teachers	Cost of snack, training materials, T&T for meetings. Fees for resource persons	20,000.00
	Promote the equitable sharing of tasks related to WATSAN between girls and boys	Sensitisation of teachers, parents, girls and boys Development and production of IEC materials	Teachers MOWAC	By end of December 2006	Consultants, Teachers, Girls and Boys	Development and printing of IEC materials	10,000.00
Advocacy, Awareness raising, and Information Sharing	Promote and assist girls and boys from the Community to participate in the Science, Technology, Mathematics and Education clinics.	Sponsor girls and boys from pilot community to attend Science, Technology, Mathematics and Education clinics	City Manager GES MOWAC	August 06-August 07	Girls and Boys studying science	Participation fees T&T	10,000.00
	Sensitize and educate policy and decision makers on WATSAN sector on the poor quality water delivery and insanitary conditions in low income, underserved and unserved areas highlighting the gender issues	Parliamentary advocacy (esp. Select Committee on Women and Children)	MOWAC	By end of August 2006	Parliamentary Select Committees on Women and Children and Works. Officials of MOWAC	Workshop costs-venue, snack, lunch etc) Per diem/T&T	20,000.00
	Mainstream gender issues into all awareness raising, advocacy and information exchange programs	Study WAC II, awareness raising program and Integrate gender into WAC II program strategy for awareness raising	City Manager MOWAC	By end of Sept. 2006	Consultant	Consultancy fees	10,000.00

Programme Management Knowledge Tools and Monitoring	Facilitate the generation of sex disaggregated data for WATSAN sector and build capacity of officials at city level	Build the capacity of officials of MMWH, GWCL, AMA, EPA, PURC, WRC and Ghana Statistical Service in the collection of sex disaggregated data	City Manager, MOWAC	March 2006-Sept 2006	NDPC/GSS/Consultant	Consultancy fees, Capacity building costs	50,000.00
	Improve capacities of cities to document and share local experiences, incorporating gender and pro-poor perspectives	Bi-annual production of news letters and other documentaries, articles in print media	City Manager, MOWAC	July 2006/2007 December 2006/2007	Consultant	Consultancy fees	20,000.00
	TOTAL						796,700.00

1. WAC Phase I: Cote d'Ivoire, Ethiopia, Ghana, Kenya, Senegal, South Africa, Tanzania and Zambia
2. This is a new international target from the 2002 World Summit on Sustainable Development.
3. WAC Phase I: Cote d'Ivoire, Ethiopia, Ghana, Kenya, Senegal, South Africa, Tanzania and Zambia
4. WAC Phase II: Burkina Faso, Cameroon, Cote d'Ivoire, Ethiopia, Ghana, Kenya, Mali, Mozambique, Nigeria, Rwanda, Senegal, Tanzania, Uganda and Zambia
5. This is a new international target from the 2002 World Summit on Sustainable Development.
6. This has been identified as the case in the RGA Reports from these two cities.
7. Water Supply and Sanitation Strategy, p.10
8. NAWASCO Urban and Peri-Urban Water Supply and Sanitation Sector Report 2003/2004
9. Water Supply and Sanitation Strategy, 2001.
10. General Sector Issues and Reform, Paper no1, Third Joint GoU / Donor Review of the Water and Sanitation Sector, September 2003.
11. For corporate profiles of these water corporations, see <http://www.citizen.org/california/water/>
12. See Promoting & Protecting Women's Right to Water in the Context of Globalization & Feminized Poverty, UNIFEM. Water Privatization from a Gender Perspective, Heinrich Böll Foundation. And Human Rights and Gender Inequality in Water Resource Management, Centre for Economic and Social Rights.
13. Gender and Water. Technical Overview Paper, December 2004. Prabha Khosla et al. IRC International Water and Sanitation Centre. Available at <http://www.irc.nl/page/16549>
14. Public Sector Alternatives to Water Supply and Sewerage Privatization: Case Studies, August 1999. Public Services International Research. <http://www.psir.org/publicationsindex.asp>
15. Tapping into Sustainability: issues and trends in gender mainstreaming in water and sanitation, 2003. Gender and Water Alliance.
16. For the full case study of DMAE see Water in Porto Alegre, Brazil — accountable, effective, sustainable and democratic. August 2002. David Hall, et al. <http://www.psir.org/publicationsindex.asp>
17. National Water Policy pg 14 and 28.
18. This survey was carried out as part of the gender situational analysis of the Rapid Gender Assessment in Kigali.
19. From the RGA Report of Kampala.
20. Uganda — National Water Sector Assessment, May 2005, WaterAid. <http://www.wateraid.org>
21. Yes, the average monthly household income is lower than the cost of these sanitary facilities. — author
22. <http://www.irc.nl/content/view/full/8392>
23. <http://www.faweu.or.ug/SM.htm>
24. UNEP. Women and the Environment. Policy Series. 2004.
25. RGA Reports.
26. National Environmental Management Agency's RGA Submission on Urban Catchment Management, April 2005.
27. Fresh Water Thematic Group, Integrated Fresh Water Assessment, final draft from Kampala for the WSSD, Johannesburg, February 2002.
28. See the Rapid Gender Assessment Reports of the WAC II cities for the specific amounts in each of the informal settlements.
29. Yaoundé University Rector's office, Academic Division. April 2005.

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