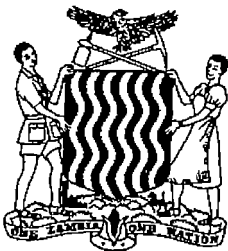




*Library*  
RC International Water  
and Sanitation Centre  
Tel.: +31 70 30 689 80  
Fax: +31 70 35 899 64



PROGRAMME CO-ORDINATION UNIT

FIRST EDITION

# WASHE and Gender

Supplementary Module 8a





## CONTENTS

Preface	
<b>Section 1</b>	
Introduction	1
<b>Section 2</b>	
Setting the Context	5
<b>Section 3</b>	
Advocating and Facilitating Gender and Development	17
<b>Section 4</b>	
Summary	23

LIBRARY IRC  
PO Box 93190, 2509 AD THE HAGUE  
Tel.: +31 70 30 689 80  
Fax: +31 70 35 899 64  
BARCODE: 14397  
LO: 204.1 9600



# PREFACE

## THE CORE TRAINING MANUALS AND SUPPLEMENTARY MODULES

The Core Training Manuals and Supplementary Modules have been produced to support the implementation of WASHE in Zambia.

### WASHE

Water Sanitation Health Education

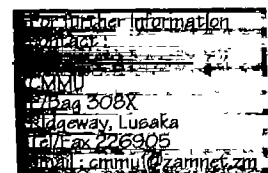


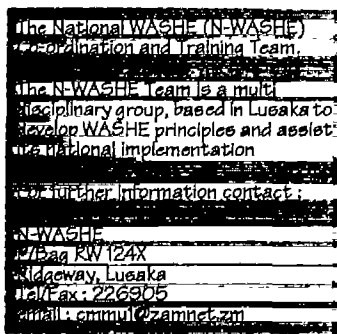
WASHE has been developed in Zambia over the last ten years. Learning mainly from the experiences of Western and Southern Provinces, it is now recognised to be a sustainable approach to rural water supply and sanitation.

The Core Training Manuals provide the background to this development and explain its context in view of decentralisation. The Manuals are intended to provide flexible guidelines to assist the growth of WASHE primarily at district level.

The Supplementary Modules provide community management guidelines for use at all levels; national to community. The series includes technical, participatory health and hygiene education and community management titles. Each module has been written to 'stand alone' or be used as part of an overall community management approach where each title in the series complements the next. It is helpful to get to know the titles and become familiar with the contents to enable you to make informed decisions.

At the back of this module is a list of the titles that compile the Core Training Manuals and Supplementary Modules Series. Full details of the contents of each title can be found in *The Community Management and Monitoring Unit Publications List*. All titles are available from the CMMU.





The guidelines and materials form the basis for the advocacy and training work of the National WASHE Co-ordination and Training Team (N-WASHE).

The Core Training Manuals and Supplementary Modules have been developed and written by the Community Management and Monitoring Unit (CMMU).

This is Supplementary Module 8a WASHE and Gender.

### WHO THIS SUPPLEMENTARY MODULE IS FOR

This Supplementary Module is intended to stimulate discussion in the unchallenged area of gender in the context of rural water supply and sanitation. It is aimed at the key players who are responsible for advocating for an environment where gender responsive action can be taken. These people are likely to be :

- senior GRZ personnel in the WASHE line ministries at national and provincial level
- NGO personnel
- Donor representatives
- volunteer representatives and volunteers
- development organisation representatives

These people in turn are likely to be working with and influencing :

- provincial heads of line ministries and departments
- D-WASHE committees
- district heads of line ministries and departments
- teachers
- project personnel

Throughout the Core Training Manuals and the Supplementary Modules, the **Community** refers to a group of people with a common present or potential interest in WASHE. A single family unit is referred to as a **household**.

By **Community Management** we mean: the ability of the community to have the **responsibility, authority, accountability and control** of the WASHE process that exists for their benefit.

The CMMU believes that community management will only become a reality if issues of gender are seen to be integral to the project cycle and participatory process. By **gender** in rural water supply we mean: **the context and reality of both women's and men's lives that can together affect self determined change. Gender is not a women's issue alone.**



It is important while reading this module to be clear about the definitions used. Gender and sex are often confused. They are different.

Gender is .

- cultural
- learned through socialisation

THEREFORE IT CAN BE CHANGED

Example .  
Women and men can work as teachers, engineers and secretaries, wash dishes and look after small children

SEX is

- biological
- given by birth

THEREFORE IT CANNOT BE CHANGED

Example .  
only women can give birth

only men can impregnate

## HOW THE SUPPLEMENTARY MODULES WERE DEVELOPED

CMMU was mandated in 1993 to address issues of long term sustainability in the rural water supply and sanitation sector. CMMU began a programme of participatory research throughout the country and it was during this time that it became evident that some regions had a greater chance of sustainability than others. The approaches being used by projects involved in the Sector varied from one area to the next. Whilst projects agreed that a community management approach through participation was appropriate there was little or no standardisation. The absence of a standardised community management approach for Zambia meant that the quality of delivery and ultimate level of choice for the community was at best patchy.

In order to address this the CMMU set about collecting "best practice" ideas, knowledge and materials from around the country. It concentrated on participatory techniques, technology options and community management issues for rural water supply and sanitation. The result, through a series of consultative workshops, committees and core working groups, is the current series of supplementary modules.

The CMMU would particularly like to thank Mrs Hope Nkoloma, Health Planner/Facilitator, N-WASHE Co-ordination and Training Team, for her contribution to the development of this module.



## ACKNOWLEDGEMENTS

Many people and organisations were involved in the development of the Core Training Manuals and Supplementary Modules. In particular the CMMU would like to thank all the organisations that returned information to the CMMU about their involvement in gender activities in rural water supply and sanitation. Additionally we would like to acknowledge our appreciation of all Government, donor and NGO field workers at community, extension, district, provincial and national level for their invaluable experience, ideas and opinions.

The research and development required and the production of these publications would not have been possible without considerable financial support from the European Union, NORAD and UNICEF, for which we are most grateful.

The Core Training Manuals and Supplementary Modules have been produced entirely within the CMMU.



## THE PRODUCTION TEAM

Dermot Carty, Team Leader

### Research, Development and Drafting

Isaac Mbewe, Rural Water Supply Engineer

Sue Coates, Training Advisor

Musonda Kaluba, Sociologist

Paul Mboshya, Sociologist

Joseph Mathe, Health Educator

Emelia Mweemba, WASHE Facilitator

**Editing Team :** Dermot Carty and Sue Coates

**Layout and Graphics :** Davy Ng'oma Graphic Artist

**Desk Top Publishing Technicians :** Fostina Mwale and Mwazida Mbewe

**Data Processing Technician :** Jomo Nyirenda

**Secretarial Support :** Theresa Siwakwi and Felix Kajilo



**Section  
1**



UNICEF/GIACOMO PIROZZI

## INTRODUCTION

*" A working definition of gender : people are born female or male, but learn to be girls and boys who grow into women and men.*

*They are taught what the appropriate behaviour and attitudes, roles and activities are for them, and how they should relate to other people. This learned behaviour is what makes up gender identity, and determines gender roles"*

## SECTION ONE

### ABOUT THIS MODULE

This module looks at the issues of gender in the Rural Water Supply and Sanitation Sector. It provides step by step guidelines to gender and development in the context of the Sector Reforms and decentralisation strategies. This module is designed to be used to support the other titles in the Supplementary Modules series and is the sister module to 8b Facilitating the Gender Perspective.

Supplementary Module 8b Facilitating the Gender Perspective looks at participatory activities to promote gender awareness at all levels of the sector.



- Section 1 Introduction
- Section 2 Setting the Context
- Section 3 Advocating and Facilitating Gender and Development
- Section 4 Summary

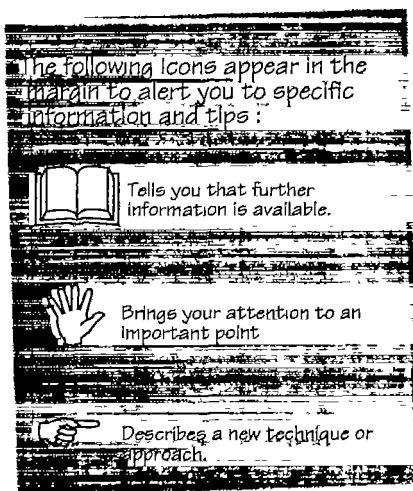
The format is designed to help you:

- find things quickly
- work systematically through the contents

**Remember** the supplementary modules are intended as guidelines. Your final choice of action will be based on your dialogue with your WASHE partners, their needs as they perceive them and local circumstances. Gender and development is a dynamic process - be creative and use local expertise and the advice of local institutions wherever possible to promote your message.

In the margin of each page you will find useful information and tips.

Space has also been left for your own notes.



## THE APPROACH

To equip you with the knowledge and information to :

- understand the background to gender and development
- understand gender and development in the context of rural water supply and sanitation in Zambia
- be an advocate for change



### THE OVERALL OBJECTIVES OF THIS MODULE

The CMMU is mandated to look at issues of long term sustainability in the rural water supply and sanitation sector. The provision of information on and guidance about gender issues to support the facilitation of community management is part of the process.



### GENDER AND THE COMMUNITY MANAGEMENT PROCESS

The CMMU believes that a **participatory approach** to community education and sensitisation is an effective way of ensuring **community participation** which leads to **community management**, that ultimately ensures **sustainable development**. In rural water supply and sanitation the long term aim of government is to see programmes that are “community based” and it is in this context that the CMMU has developed guidelines for addressing the gender imbalance in the Sector.

Community Management is **a process** and if facilitated effectively will develop a true sense of ownership and continued development for community gain and benefit. Community management and acceptance of ownership is the ultimate goal in such a participatory process.



The strategies for the facilitation of community management in rural water supply and sanitation are articulated in Supplementary Modules 7a-7p

The CMMU agrees with current thinking that **community management** means the community has the **responsibility, authority, accountability** and **control** over their development. Community management works throughout the life cycle of a project or facility and beyond and so leads to sustainable development.

So the basic components of community management are :

- **community responsibility** : the community assumes ownership of “the system” and “the process”
- **community authority** : the community has the right to make decisions about the action (or intervention) taken to change their situation

- **community accountability** : the community accepts the consequences of its decisions and understands that action rests with themselves
- **community control** : the community has the power to implement its own decisions

## DEVELOPMENT OF THIS MODULE



In June 1996 the CMMU set about gathering information from its WASHE partners on what work was being initiated in relation to gender. In September 1996 the CMMU, WSDG and N-WASHE held an internal workshop to discuss issues of gender in relation to their mandates. It became evident that there were many misconceptions about gender and no clear guidelines to address the issues. In the field gender is addressed in an inconsistent way. The group decided that community management would not be realised until gender and development were mainstreamed in the Sector. This module is the first step in that process.

By mainstreamed we mean :



- that the issues related to the concept of gender and development and the guidelines that emerge as a result, become the prevailing principles and opinion of those working in the sector

## FACILITATION



It is intended that the reader becomes *the facilitator* of the process of community management. That means that the information acquired from this module becomes *shared knowledge* between the reader and their WASHE partners so that community based decision making becomes a reality.

Section  
2



**SETTING THE  
CONTEXT**

UNICEF/GIACOMO PIROZZI

## SECTION TWO

### SETTING THE CONTEXT

By the end of this section you will:

- understand the background to gender in development
- be aware of the situation of women in Zambia
- be aware of the position of women in the Rural Water Supply and Sanitation Sector in Zambia

#### THE BACKGROUND

Since the United Nations International Women's Year 1975, dealing with the issue of the position of women in development has become a serious intention on the part of all those who are concerned with development. The UN Decade for Women was declared and Women In Development (WID) became the focus for challenging the inequality of opportunity and subordination that women, particularly in developing countries were (and still are) subjected to.

WID identified the subordination of women as a problem and this led to a determined effort on the part of international organisations and NGO's to correct the imbalance. In developing countries this was not to be an easy task as traditional life advocated unwritten laws that were, and remain, discriminatory and firmly set in custom.

The issue of women's subordination was tackled through :

- injections of funds to increase development activity
- support to projects that worked directly with and for women
- increasing women's access to income generating activities and increased productivity
- access to technology, education and training

The aim throughout the many programmes that were initiated was to integrate women in to the development process so that their position would be enhanced and the well being of their families sustained.


Women In Development (WID) has been a bona fide issue on the world's agenda since 1975 when the United Nations launched International Women's Year 

The UN Decade for women '75 - 85 had the following themes :

- equality
- development and peace

Sub-themes included :

- health
- education
- employment

It is misguided to think that the promotion of women in development sees women as "the problem". Rather it starts from the position of men and women and the relationships between them. 

Practically, the aims were mainly implemented through literacy programmes, skills training, the promotion of women in decision making positions and maternal and child health services.

In organisations, government ministries and institutions the issues were also addressed through the introduction of strategies that were aimed at challenging the discrimination that women face at work as well as in their personal lives.

The strategies included:

- putting gender awareness into the mandate
- following a policy led approach that integrated gender specific statements
- designing gender aware operational plans

Additionally organisations looked at issues of evaluation in gender specific terms and generally at focusing their approach to deal more successfully with the enhancement of the position of women.

By the mid eighties it was becoming increasingly apparent that the very message that was being promoted to enhance the position of women in society was actually marginalising them. The programmes that were being implemented to progress the position of women often left them with increased workloads and less time. WID strategies made more resources available to women but reinforced inequality and the gap between men and women widened. Women were still not able to set priorities and make decisions in an equitable way. International policies were beginning to change and this influenced the shift from Women In Development (WID) to Gender And Development (GAD).

Gender And Development became the theme and it demanded that issues of gender be "*mainstreamed*" in the development context.



Controlling systems for Women's Advancement in Zambia

	1980's	1990's
Existence of National Policy on Women's Advancement	No	No
Existence of National Policy on Women In Development	Yes (89)	No (92)
Existence of National Controlling Systems for the Advancement of Women	Yes (89)	No (92)
Existence of WID National Planning	Yes (86)	Yes (94)
WID Focal Points (desks) in Sectorial Ministries	11(89)	11(94)
NGOs Focusing Specifically on the Advancement of Women	10(80) 17(85)	34 (94)

Figures and Information from the WID Department of NCDP and from the NGO Co-ordinating Committee (NGOCC)



WID strategies made more resources available but reinforced inequality and the gap between men and women widened



Gender And Development (GAD) has grown as an approach from the knowledge, lessons and successes of the WID movement. Since the mid-eighties it has been seeking to mainstream gender in the context of development



By mainstreamed we mean:

- that the issues related to the concept of gender and development and the guidelines that emerge as a result, become the prevailing principles and opinion of those working in development

These issues included :

- the roles and responsibilities that men and women have as part of their social environment
- the roles and responsibilities that are imposed upon either men or women by the norms of a particular society that they are a part of
- the subordination and inequalities consistently experienced by women
- how the position of women and men in a community affects their equitable development

WID strategies had failed to take account of the differences and variations that women's experiences reflect in terms of their subordination. Factors of race, class, culture, age and sexual orientation meant that the experiences that women faced changed depending on the context in which they found themselves. The move towards a GAD approach shifted the focus, and the role of *men and women* came in to the discussion rather than that of only women.

So GAD seeks to understand women's subordination in terms of the relationship between men and women. This relationship is looked at in the context of race, culture, age and social class. GAD recognises the roles that men and women play and promotes equality from that position.

To think "gender" it is extremely important to think of the roles and responsibilities of men and women. Gender in development is not just about women's issues or feminism.



It is now understood that the position of women in a community cannot be understood or challenged without a broader knowledge of the roles and positions of men and women in the community and how one affects the other.



As organisations worked with women in a development context the **triple role** that women play emerged. It is now recognised that women have a multi faceted role in the community and this is seen as :

- **reproductive** - childbearing and child rearing
- **productive** - income generating, food and livelihood security
- **community** - management, politics and social responsibility

Triple role analysis classifies the kind of work done by women and how this relates to similar classifications for the work done by men. The way that men and women look upon the different types of work affects the way they collectively and/or individually set their development priorities. What may be important in terms of needs for men may be very different to the needs of women. For example until men literally have no water to drink they may not consider the repairs to the windlass necessary. Women on the other hand might because they are subjected to the physical strain of lifting the bucket and so on. Men sometimes do not value the work that women do for no monetary reward, for example child rearing or caring for the sick, but these activities are a form of work and demand a considerable amount of energy and time that is either taken from or on top of other activities. What is important is that the roles men and women play are different, as are their priorities and one may (and often does) have a marginalising or conversely power giving effect on the other.

The triple role framework is illustrated on the next page.



- reproductive

On average a Zambian woman has 6.5 children. Each pregnancy lasts 9 months which means a Zambian woman is pregnant for an average of four years and 10 1/2 months, plus breast feeding

- production

In the course of a day a Zambian woman in a rural community might - fetch water, collect firewood, tend to livestock, prepare the garden, plant seeds, sell crops, go to the market, make bricks, repair clothes

*plus* all her other duties like cooking, cleaning and child rearing

- community

A Zambian woman plays many roles in the community, for example :

- sits on a women's committee
- assists in the preparation for celebrations
- is a PTA member
- cares for elderly non family members
- makes materials and contributes labour

The triple role framework adapted from the GTZ publication: *Gender Sensitive Participatory Approaches In Technical Co-operation - Trainers Manual for Local Experts*. GTZ, Bandung, Eschborn, Germany, 1995



Triple role framework :

Contact GTZ Lusaka, Zambia for information about accessing this excellent participatory manual

GTZ is the German technical organisation that supports the reforms of the water sector in Zambia as well as other development activities.

	Women	Men
<p><b>1. Reproductive role</b></p> <p>Childbearing and child care, care of the elderly, household work</p> <p>Comprises the care and maintenance of the workforce (husband and working children) and the future workforce (infants and school-going children)</p>		<p>No continuous responsibilities, occasional tasks</p>
<p><b>2. Productive role</b></p> <p>Comprises work done by both women and men for payment in cash or in kind. It includes market and subsistence/home production</p>	<p>In most countries women are represented in the lowest paid jobs in particular sectors e.g. women are cleaners, secretaries, auxiliaries.</p>	<p>In most countries men represent the majority of the labour force in decision making positions in business, finance and commerce</p>
	<p>The majority of low-income women also contribute to the country's well being and wealth at the household and neighbourhood level, particularly in urban areas - this is largely not recognised as "work".</p>	<p>Men are mostly regarded as the primary income-earners (even when they are unemployed)</p>
	<p>Women are the majority in activities to maintain the well being of their families.</p>	<p>Men often organise around this role in workers organisations and trade unions.</p>
	<p>As secondary income-earners women often make a critical contribution to the income of poor households.</p>	
	<p>In female-headed households women often are the sole income-earners</p>	
<p><b>3. Community role</b></p>		
<p><b>Community management</b></p> <p>Is an extension of the reproductive role into community action, because goods and public services that are needed are not available or are badly provided. Community management is particularly in demand in situations of scarcity, e.g. food or water shortages.</p>	<p>Women tend to be involved in the unpaid provision and maintenance of goods for collective consumption and basic services in the community including physical labour.</p>	<p>Men take over organisational tasks and carry out "traditionally determined" physical work (e.g. well digging).</p>
<p><b>Community politics</b></p> <p>Involves participation in decision-making and organisation at the political level on behalf of interest-based constituencies</p>	<p>Women's role is mostly limited to the lowest levels of the hierarchy except in organisations set up by and for women</p>	<p>Men represent the interests of their families; tend to be community leaders</p>
<p><b>Role in society at large</b></p>	<p>Women are often deprived of leadership positions in the political, economic and religious sphere; their mobility is limited through family duties and social norms</p>	<p>Men exert control in public fields and enjoy high status in leadership positions; their mobility is not restricted</p>

From the triple role framework it is evident that the position that women start from is one of relative disadvantage to men. One of the main aims of development is sustainability of the community through efficiency, opportunity and equity and so an enabling environment must be facilitated in order to empower women to fully participate in, and benefit from the process. It is at this point that we turn our attention to Zambia.

### THE SITUATION IN ZAMBIA

The situation of women in Zambia has been well documented over the last few years. The status of women, relative to men has changed very little since the 1985 UN initiative, Forward Looking Strategies for the Advancement of Women, which challenged governments to address aspects of women in development.

Women in Zambia today witness subordination and disadvantage in all walks of life. Women's health, access to education and training, powers of decision making, poverty levels and livelihood security are all affected by the pervasive reluctance of a male dominated society to allow the facilitation of change through empowerment.

Faced with this situation, the Draft National Gender Policy, April 1996 (National Commission for Development Planning), in defining its mission states that:

*The goal of the national gender policy is to attain equality and equity in all aspects of life in the context of sustainable national development and redressing gender imbalances and disadvantage.*

In recognising that gender imbalances *do exist* that prevent women from participating in the development process the Draft National Gender Policy also states that:

*....the Government is committed to make deliberate efforts to correct existing gender imbalances and provide equal opportunities for women and men to participate in areas of national activity and to contribute to their fullest ability so that they can equitably benefit from the fruits of national development.*



In November 1985 the Zambian government made a number of specific commitments on the principles, strategies and goals for women's advancement in Zambia. This was in the context of a UN challenge to the governments of the world to consider the position of women - Forward Looking Strategies for the Advancement of Women



The NGO Shadow Report - The situation of Women in Zambia During the Decade 1985 - 1994, published by NGOCC and available from ZARD, Lusaka gives a detailed appraisal of the progress or lack of it, since the 1985 UN initiative



See the Government of the Republic of Zambia Draft National Gender Policy, Department of Economic Affairs, NCDF, Lusaka April 1996.

**Statistics and Figures Gender Imbalances and the Position of Women in Zambia**

Participation in National Decision Making 1994, the percentage of female participation was, Members of Parliament 2%, Cabinet Ministers 8%, Permanent Secretaries 15%, Local Government Councillors 1%
adult illiteracy rates: men 19%, women 35% (1990)
girls progressing to and enrolling in the last year of secondary school 37,8% (1992)
women graduating in science and engineering UNZA: 8% (1991)
maternal mortality (per 100,000 births) 701 (1990)
women amongst extension workers (1988)
women in local court judicial system (1993)

All figures quoted from the tables described in the NGO Shadow Report The Situation of Women in Zambia During the Decade 1985 - 1994. available from ZARD, Lusaka

The Draft National Gender Policy strategies for promoting the supply of clean water and improved sanitation at household and community levels are :

- i) promoting and encouraging involvement of women in the decision making process for the provision of clean and safe water and improvement of sanitary facilities;
- ii) increasing government allocation to the provision of clean and safe water and improvement of sanitary facilities;
- iii) intensifying awareness on the importance of sanitation at household and community levels in urban, peri-urban and rural areas;
- iv) matching population growth levels with water and sanitation facilities in urban, peri-urban and rural areas; and
- v) enacting laws to ensure that local authorities enforce legislation with regard to sanitation

In addition the CMMU considers that there should be :

- increased participation of women at all levels of WASHE development, professionally supported by the implementing agencies
- a programme of competency based training at district and sub district levels, across WASHE line ministries
- the development of gender responsive plans and programmes in WASHE
- the development of appropriate gender specific participatory evaluation and monitoring instruments, performance indicators and participation rates

Against this background we now look at the implications for our sector.

### **WASHE AND THE GENDER PERSPECTIVE**

The CMMU believes that the water supply and sanitation sector plays a significant role in the development of the economy. In the rural context the Sector transcends the boundaries of others sectors, notably health and agriculture. In terms of WASHE principles the main partner is the community but the Sector in addition to

health and agriculture, requires partners in education, community development, local government, local authorities, the private sector and the NGO/donor community. With such influence it is paramount that the Sector takes a lead in the advancement of gender in development.

Before we look at what this should mean in practice it is necessary to reflect upon the water policy objective and how this objective is intended to be met.

The National Water Policy, 1994 states that :

*Zambia's Water Policy is essentially aimed at promoting a sustainable water resources development with a view to facilitate an equitable provision of adequate quantity and quality of water for all competing groups of users at acceptable costs and ensuring security of supply under varying conditions.*

In the context of rural water supply and sanitation the specific policy measures are that:

- rural water supply and sanitation should be community based
- a well defined investment programme be developed
- appropriate technology and research activities should be promoted
- an emergency and contingency plan to mitigate the impacts of drought and flood should be developed
- a cost recovery approach should be an integral factor in ensuring sustainability
- a well articulated training programme should be developed and implemented

The CMMU believes that for the above policy measures to be realised there must be full participation of the men and women that live in the rural communities. As we have said, community management has been recognised by the Zambian government as the strategy and approach to achieve the goals of the National Water Policy. Community management demands that all participants are equitably involved in management through responsibility, accountability, authority and control. This includes women.



See the Government of the Republic of Zambia National Water Policy, Ministry of Energy and Water Development, Lusaka, November, 1994



The National Water Policy acknowledges the problems that face the rural water supply and sanitation sector and have stated specific policy measures to address them. Each policy measure has a number of elements that make up the strategic approach advocated by GRZ. These are listed in the National Water Policy.



By community management we mean:

- the ability of the community to have the responsibility, authority, accountability and control for the WASHE process that exists for their benefit

See Supplementary Module 7a - 7p for full details of community management strategies and implementation models.



Supplementary Module 7a looks specifically at the project cycle approach.

Women and men can be actively involved in the management of their community water supply and sanitation facilities if the basis for that participation is their own understanding of their present situation and a will to own the process that enables change. The CMMU with its partners in WASHE, advocates equitable ownership and has articulated a strategy to achieve this in the Supplementary Modules 7a-7p, which detail community management in the project cycle for rural water supply.

Community management is a development process and as with all processes it will require time and dedication on the part of all partners in WASHE to make it sustainable. Community management will not be successful if the issues of gender are not addressed at *all levels* of the Sector. The CMMU believes that there is a danger that gender issues in Zambia will continue to be only seen as important in terms of women's issues at community level and that the strategies witnessed throughout WID programmes will continue in the Rural Water Supply and Sanitation Sector.

There are many examples to support this concern particularly as so many of our partners *believe that they are dealing with the issues of gender*. One such example is the purpose of having, and the contradictions around, women as members of well or water committees. Increasingly it is demanded that women form 50% of the membership of well or water committees. It is questionable what benefit this requirement serves if a number of factors are not considered, which is often the case. It is important to know if :

- the women are in decision making roles
- they are actually allowed to make decisions
- they feel equipped to make decisions
- they are supported by the men in their communities
- they are given time to attend (i.e.. other community members sharing existing responsibilities/tasks) or if attendance is on top of their existing responsibilities and tasks, so increasing an already overloaded day
- they are vocal or silent
- they are taking the burden of tasks that are a result of committee decisions

Unless these issues are challenged and addressed the *female half* of the committee *will remain marginalised and silent*. Partners that believe they are promoting gender equity through this requirement *without* supporting women, are doing little more than *shortcutting* the process of empowerment.



Agency shortcutting is witnessed when "lip service" is paid to doing what is known to be correct without adequate backup and support for the process.

There is disturbing evidence that women as the main users of water and those charged as guardians of the Nation's health and well-being, are not adequately represented in decision making related to water and sanitation development. Efforts to redress the balance have been seen through affirmative action and gender sensitive recruitment, but this is extremely limited and constrained by the inequalities of the existing education system that simply does not encourage or access women into the Sector.

At all levels of the Sector, except currently at ministerial, disparity of representation is evident. Women hold very few positions of authority and have little or no executive powers. Women are typically seen in secretarial or data processing positions and where they are in senior "core" positions they are rarely from a technical background.

Within the unit's responsible for the articulation and implementation of the Sector Reforms there is a positive attempt to ensure that women are in the frame. The unit's are led by men, with the WSDG and the CMMU having women deputy heads of unit, and in the CMMU, women are members of the core team. The implementation unit, N-WASHE has a balanced core team that has proved invaluable in the field. The inter ministerial group that the unit's report to has only one woman member.

At Permanent Secretary level and below the central decision making team is entirely made of men. Of the 9 provinces and 61 districts only *one* technical post is held by a woman.

As the Sector works through its decentralisation process too few women are involved. The N-WASHE team has been conducting workshops and meetings in ten districts in Northern, Southern and Eastern Provinces since April 1996. The following are observations made in relation to the participation of women in the D-WASHE process.

Unit	Male	Female
Personnel	11	1
Water Sector Development Group (WSDG)	1	1
Head of Unit	1	1
Deputy Head	1	1
Specialists	3	9
Community Management and Monitoring Unit (CMMU)	3	9
Team Leader	3	9
Team	7	4
N-WASHE Co-ordination and Training Team (N-WASHE)	2	2
Team	4	2

Observations made by the N-WASHE Team while they worked at district level to introduce and facilitate the D-WASHE process.



NAME OF DISTRICT	TOTAL NUMBER OF PARTICIPANTS	NUMBER OF PARTICIPANTS BY GENDER	
		FEMALES	MALES
Chadiza District	19	1	18
Chipata District	12	1	11
Katete District	20	1	19
Mazabuka District	15	1	14
Sinazongwe District	16	2	14
Isoka District	31	4	27
Kaputa District	22	4	18
Kasama District	27	4	23
Mbala District	18	0	18
Nakonde District	17	3	14
Total	197	21	176
Percentage	100%	11%	89%

Decentralisation requires that men and women work together to actualise an environment that will promote and sustain development.

By affirmative action we mean :

- the recruitment, selection, placement, promotion and professional development of individuals who themselves are pro-active agents for change



By professional development we mean :

- supported education, management, training and development at work

The CMMU contends that affirmative action, that is not weak on assessment by performance, is a strategy that must be followed in order to redress the imbalance. This is difficult to implement when few women apply for positions and have not had the opportunity to compete. This situation should not be considered to be acceptable and should be challenged. It is the responsibility of sector advocates to address the imbalances that exist by taking immediate consistent action. For this reason CMMU believes that attention should be focused on *access* to and *completion of*, further and higher education and training, deliberate recruitment of women into decision making roles on WASHE committees, this must be supported by intensive training and development programmes, and attention paid to positive role modelling. Pressure must also be placed on institutions and the education system to address the disparity of opportunity during a girl child's formative educational experience.

We now turn our attention to what this means in practice, what is required and what is already being advocated.



Section  
3



**ADVOCATING  
AND  
FACILITATING  
GENDER AND  
DEVELOPMENT**

INICI/PIROZZI

## SECTION THREE

## ADVOCATING AND FACILITATING GENDER AND DEVELOPMENT

The guidelines outlined in this section should not be addressed in isolation. Gender is not a separate issue to be "once over dealt with".



Practical strategies, including specific activities that challenge the attitudes of those reluctant to change and raise the awareness of the issues in others, are documented in Supplementary Module 8b Facilitating the Gender Perspective.

By the end of this section you will :

- understand what is being advocated to redress the gender imbalances in the Sector
- understand the gender approach that the WASHE process promotes
- have the information that you will need to take action and be an active facilitator of change

The following guidelines are suggested to assist the facilitation of the strategies that are proposed in the Draft National Gender Policy and supplemented by the CMMU, in relation to the national, provincial/regional, district, sub district and community perspective.

## SUGGESTED APPROACH : ALL LEVELS

There is a need for all WASHE partners to actively participate in behaviour modelling; that is demonstrating a commitment to gender in development through displaying the attitudes and qualities that they would hope to see in others. A public commitment to gender in development requires that WASHE partners create an environment that facilitates, coaches and enables change. At all levels there must be a commitment to set direction and evolve situation specific strategies.

## SUGGESTED APPROACH : NATIONAL LEVEL

The CMMU and its national partners must take responsibility for advocating and facilitating :

- an increased allocation by GRZ and a continued donor commitment to the provision of adequate, reliable and safe water supply and sanitation services based on WASHE principles
- recruitment and selection policies and procedures that are transparent, non discriminatory and gender aware
- representation of professionally supported women at a national level; PCU, WSDG, CMMU, N-WASHE and associated WASHE line ministries

By professional support we mean :



- management, education, training and development for employees

- strategic planning that integrates the ability, motivation and commitment of men and women in the Sector
- the development and dissemination of gender specific WASHE guidelines to assist the facilitation of gender balanced programmes at all levels
- equitable education and training opportunities in WASHE related programmes and institutions at all levels
- the inclusion of gender awareness training in all WASHE related curriculum
- the formation of a regulatory diversity unit that includes gender, to set guidelines and to monitor and evaluate gender activity and impact
- collaboration with Zambia's neighbours to develop gender sensitive approaches, education and development



By strategic planning we mean :

- assessing the organisations internal capabilities
- assessing environmental threats and opportunities
- deciding the scope of the organisations activities
- creating and communicating a strategic vision
- managing the process of change



By diversity we mean :

- a non discriminatory approach to all aspects of human resource management and development that facilitates equal opportunity of access, participation and progression for all

#### SUGGESTED APPROACH : PROVINCIAL REGIONAL LEVEL

The CMMU and its national, provincial/regional partners must take responsibility for advocating and facilitating:

- gender balanced recruitment, placement and continued development opportunities through provincial and regional planning units and WASHE line ministries
- sector specific gender awareness training for all WASHE partners
- strategic planning that integrates the ability, motivation and commitment of men and women in the Sector
- responsibility, with accountability for the dissemination of gender aware messages and principles to the district
- appropriate monitoring and evaluation using participatory techniques and the introduction of performance indicators

#### SUGGESTED APPROACH : DISTRICT LEVEL

The CMMU and its national, provincial/regional and district partners must take responsibility for advocating and facilitating:

- gender balanced recruitment, placement and continued development opportunities through District Development and Co-ordinating Committees (DDCCs) and the District WASHE committees (D-WASHE)

The N-WASHE Team has started to facilitate this process by:



- targeting district level women in GRZ, NGOs and /or private sector organisations that can potentially take an active role in D-WASHE committees. The aim is to have at least 3 women in decision making roles on each D-WASHE committee. These women are/will be trained in:
  - leadership
  - assertiveness
  - basic water, sanitation and health education principles
  - management

- a deliberate training and development programme to address the empowerment needs of identified women who have the capacity and potential to develop at district level and beyond
- sector specific gender awareness training for all WASHE partners
- strategic D-WASHE planning that integrates the ability, motivation and commitment of men and women in the Sector
- responsibility, with accountability for the dissemination of gender aware messages and principles to the sub-district
- appropriate monitoring and evaluation using participatory techniques and the introduction of performance indicators

#### SUGGESTED APPROACH : SUB DISTRICT LEVEL

The CMMU and its national, provincial/regional, district and sub-district partners must take responsibility for advocating and facilitating:

- gender balanced recruitment, placement and continued development opportunities in the extension service through the district WASHE line ministries
- a deliberate training and development programme to address the empowerment needs of identified women who have the capacity and potential to develop at sub district level and beyond
- sector specific gender awareness training in the context of the project cycle for rural water supply and sanitation, for all WASHE partners, particularly key extension personnel
- responsibility, with accountability for the dissemination of gender aware messages and principles to the community
- appropriate monitoring and evaluation using participatory techniques and the introduction of performance indicators

As part of the National Training Strategy for the Sector the CMMU with its partners WSDG and N-WASHE are articulating, through collaboration with their WASHE partners, a competency based training programme aimed at extension personnel and implemented through the WASHE line ministries.



**SUGGESTED APPROACH : COMMUNITY LEVEL**

The CMMU and its national, provincial/regional, district, sub district and community partners must take responsibility for advocating and facilitating:

- community management of rural water supply and sanitation that is promoted through gender aware methodologies throughout the project cycle
- a deliberate training and development programme to address the empowerment needs of identified women who have the capacity and potential to develop at community level and beyond
- gender awareness activities to challenge the imbalances between men and women in traditional law, practice and custom related to the community management of rural water supply and sanitation through health education



The CMMU through collaboration with its WASHE partners has articulated and produced a set of Supplementary Modules to support the facilitation of community management through the project cycle for community management in rural water supply and sanitation

See Supplementary Modules 7a - 7p.



**Section  
4**

**SUMMARY**



## SECTION FOUR

### SUMMARY

By the end of this section you will have :

- reviewed the original objectives of this module
- reflected upon the guidelines that have been presented
- an overview of the action that is being taken

This module has three objectives :

1. to help the reader to understand the background to gender and development
2. to look at gender and development in the context of rural water supply and sanitation in Zambia
3. to advocate that the reader becomes an agent for change

**Section two** looked at setting the context, we gave an overview of the background to the movement for Women In Development (WID) and described the emergence of Gender And Development (GAD). Next we focused on the situation in Zambia and described the situation of women in relation to rural water supply and sanitation.

**Section three** looked at gender and development in the specific context of rural water supply and sanitation. We presented guidelines for change and indicated the action that is already being taken.

**This section** serves as a summary and also highlights the affirmative action that is currently underway.

See page 12



As we have learned the Draft National Gender Policy outlines a number of strategies for promoting the supply of clean water and improved sanitation at household and community level. In addition the CMMU considers that further strategies are implemented and these have been described.

It is apparent that the aims of the Draft National Gender Policy and those of the CMMU for the Sector, will not be realised until there is a determined move away from rhetoric to action.



In this module we have presented guidelines for all levels of the Sector to address the current gender imbalances. The CMMU considers that these strategies are the minimum requirement if Zambia is to achieve equitable access to safe, adequate and clean rural water supply and sanitation for all its rural citizens.

In order to realise our goals the CMMU and the N-WASHE Co-ordination and Training Team are currently :

- undertaking advocacy activities at national level
- ensuring that all internal recruitment and selection exercises are transparent and gender aware
- professionally supporting women at national level within the Units charged with the implementation of the Sector Reforms
- continually seeking and securing increased GRZ allocation and donor commitment to the Sector to fund gender awareness training, the production of guidelines and their dissemination
- integrating the gender perspective in the all strategic planning exercises
- developing and disseminating gender specific WASHE guidelines to assist the facilitation of gender balanced programmes at all levels as part of our community management approach
- advocating as part of the Sector Reforms that a regulatory diversity unit be established
- collaborating with our partners, national and regional on enhancing gender equity
- researching and learning about gender strategies and participatory techniques that will assist action for change at all levels of the sector
- targeting district level women in GRZ, NGOs and/or the private sector that can potentially take an active role in D-WASHE committees and training them in leadership, assertiveness, basic water, sanitation and health education principles and management skills
- mainstreaming gender in the development of the National Training Strategy for Rural Water Supply and Sanitation through health education
- talking, discussing and embracing gender and development themes, principles and action !

Finally we ask that our partners equally embrace the challenge by :

- advocating gender aware approaches and strategies
- participating in gender awareness training
- promoting equity and gender balanced action beyond rhetoric
- *believing in the reasons for change* and translating the contents of this module in to *action for change*

See page i



The CMMU welcomes your comments and news of your action and can be contacted in Lusaka.

## THE CORE TRAINING MANUALS AND SUPPLEMENTARY MODULES



All titles are available from the CMMU. Ask for CMMU publication list.

### No TITLE/DESCRIPTION

#### MANUALS

- Manual 1 Understanding the WASHE Concept
- Manual 2 Water Sector Reforms and Implications for WASHE
- Manual 3 Introducing WASHE at District Level
- Manual 4 Establishing WASHE at District Level
- Manual 5 Planning for WASHE at District Level

#### SUPPLEMENTARY MODULES

- 1a Coverage Parameters for Rural Water Supply in Zambia
- 1b The Status of Rural Water Supply in Zambia
- 1c Glossary of Terms for Rural Water Supply
- 1d Partners in WASHE
- 2a Technology for Rural Water Supply : Making the Right Choice
- 2b Technology for Rural Water Supply : Technology Costs
- 2c Technology for Rural Water Supply : Standard Construction Details (Hand Dug Well)
- 2d Technology for Rural Water Supply : Standard Construction Details (Tube Well)
- 2e Technology for Rural Water Supply : Standard Construction Details (Jetted Well)
- 2f Technology for Rural Water Supply : Standard Construction Details (Bore Hole)
- 2g Technology for Rural Water Supply : Family Well Upgrading
- 3a Hand Pump Standardisation
- 3b Guidelines for Meeting the Hand Pump Standards
- 4a Rural Water Supply Maintenance Options
- 4b Rural Water Supply Maintenance Guidelines
- 5a Options for Excreta Disposal Facilities
- 5b Latrine Construction Techniques
- 6a Participatory Health and Hygiene Education (Theory)
- 6b Participatory Health and Hygiene Education (Practical)
- 7a The Project Cycle for Rural Water Supply
- 7b Making Appointments
- 7c Community Mobilisation and Sensitisation
- 7d Conducting Community Assessment
- 7e Formation of a Village WASHE Committee
- 7f Site Selection
- 7g Planning for Construction and Rehabilitation
- 7h Community Participation During Construction
- 7i Village WASHE Committee Training
- 7j Community Problem Solving
- 7k Fund Raising and Management
- 7l Promoting Community Ownership
- 7m Community Participation in Monitoring
- 7n Well Completion Ceremony (Handover)
- 7o Community Management in Evaluation
- 7p Group Dynamics and Energiser Tool Kit
- 8a WASHE and Gender

**MAP CATALOGUES**

<b>No</b>	<b>TITLE/DESCRIPTION</b>
CL/CHB	Map Catalogue : Chibombo District
CL/KAP	Map Catalogue : Kapiri Mposhi District
CL/MKS	Map Catalogue : Mkushi District
CL/MUM	Map Catalogue : Mumbwa District
CL/SER	Map Catalogue : Serenje District
CB/MAS	Map Catalogue : Masaiti District
EN/CHD	Map Catalogue : Chadiza District
EN/CHM	Map Catalogue : Chama District
EN/CHP	Map Catalogue : Chipata District
EN/KAT	Map Catalogue : Katete District
EN/LUN	Map Catalogue : Lundazi District
EN/MAM	Map Catalogue : Mambwe District
EN/NYI	Map Catalogue : Nyimba District
EN/PET	Map Catalogue : Petauke District
LK/CHG	Map Catalogue : Chongwe District
LK/KFU	Map Catalogue : Kafue District
LK/LUA	Map Catalogue : Luangwa District
LP/KAW	Map Catalogue : Kawambwa District
LP/MAN	Map Catalogue : Mansa District
LP/MWE	Map Catalogue : Mwense District
LP/NCH	Map Catalogue : Nchelenge District
LP/SAM	Map Catalogue : Samfya District
NT/CHL	Map Catalogue : Chilubi District
NT/CHS	Map Catalogue : Chinsali District
NT/ISK	Map Catalogue : Isoka District
NT/KPT	Map Catalogue : Kaputa District
NT/KAS	Map Catalogue : Kasama District
NT/LGW	Map Catalogue : Luwingu District
NT/MBA	Map Catalogue : Mbala District
NT/MPI	Map Catalogue : Mpika District
NT/MPR	Map Catalogue : Mporokoso District
NT/NAK	Map Catalogue : Nakonde District
NW/KBP	Map Catalogue : Kabompo District
NW/KSP	Map Catalogue : Kasempa District
NW/MFB	Map Catalogue : Mufumbwe District
NW/MWI	Map Catalogue : Mwinilunga District
NW/SOL	Map Catalogue : Solwezi District
NW/ZAM	Map Catalogue : Zambezi District
WN/KLB	Map Catalogue : Kalabo District
WN/KAO	Map Catalogue : Kaoma District
WN/LUK	Map Catalogue : Lukulu District
WN/MGU	Map Catalogue : Mongu District
WN/SEN	Map Catalogue : Senanga District
WN/SHK	Map Catalogue : Sesheke District
SN/CHO	Map Catalogue : Choma District
SN/GWE	Map Catalogue : Gwembe District
SN/KAL	Map Catalogue : Kalomo District
SN/NAM	Map Catalogue : Namwala District
SN/MAZ	Map Catalogue : Mazabuka District
SN/MON	Map Catalogue : Monze District
SN/SIA	Map Catalogue : Siavonga District
SN/SIN	Map Catalogue : Sinazongwe District

