



Framework for Gender Mainstreaming Water and Sanitation for Cities



UN-HABITAT

United Nations Human Settlements Programme

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HS/811/06

ISBN: 92-1-131808-4

foreword



Effective water and sanitation programmes in slums and informal settlements depend to a large extent on recognising the different needs and priorities of men and women. Women suffer the most from poor water supply and sanitation as they are often burdened with the task of fetching water and are generally responsible for maintaining household hygiene and the health of children. Additionally, women and young girls suffer indignity as a result of inadequate sanitation. They not only face numerous security risks associated with the poor location of sanitation facilities, many girls in their puberty drop out of school for lack of adequate sanitation facilities.

UN-HABITAT strongly believes that in poor urban areas, attaining the targets of the Millennium Development Goals and of the Johannesburg Plan of Action to halve, by the year 2015, the number of people without access to safe water and improved sanitation will require pro-poor gender-sensitive water and sanitation policies. The effective implementation of these policies will, in turn, require an integrated approach to water resources and waste management, gender-sensitive planning and the enhanced participation by women in decisions regarding water resources management.

The Gender Mainstreaming Strategy Framework is designed to incorporate gender concerns in all policies, programmes and activities planned under UN-HABITAT's Water and Sanitation for Cities programmes. The main objective of

the framework is to address imbalances and inequalities in the provision of water and sanitation services. This strategy emphasizes the need to strengthen democracy and good governance through the participation of women in decision making at the municipal level. It proposes a bottom-up approach, starting at the community level, to advocacy, training, capacity-building and project planning and management.



It is my hope that this publication will help UN-HABITAT's partners and key stakeholders within municipal authorities, water and sanitation utilities and government agencies to take into account the needs and priorities of both women and men, girls and boys in their efforts to provide improved water and sanitation for all.

I acknowledge with special thanks the Governments of Canada, the Netherlands, Norway and Sweden for making this publication possible through their financial contributions to our Water Sanitation Trust Fund.

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Acknowledgement



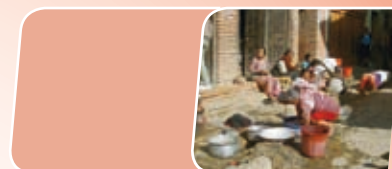
This document presents emerging issues for action, strategic activities, expected results and indicators of achievement of the Gender Mainstreaming Strategy Framework (GMSF) of the second phase of Water for African Cities programme (WAC II), Lake Victoria Region Water and Sanitation Initiative (LWATSAN), and Water for Asian Cities programme.

The strategy framework which has been developed by Mary Liao as the lead consultant for the Water for African Cities Programme is based on the Rapid Gender Assessment conducted in 17 African Cities as synthesized by Prabha Khosla, the Programme Manager for the Gender and Water Alliance (GWA). Maria Arce in her capacity as Executive Secretary of the GWA started the process and gave it very valuable guidance. Joke Muylwijk, took over as Executive Director of the GWA from June 2005. She enriched the partnership with UN-HABITAT and set out the beacons for next steps.

The report has also been enriched by the findings of the gender assessment survey conducted by Mahila Chetna Manch and Nirmala Buch in 4 Cities of Mathya Pradesh State of India; and by preliminary indications gathered from a survey of 15 towns in the Lake Victoria Region.

The Initiative was guided and supervised by Kalyan Ray, Chief, Water Sanitation and Infrastructure Branch. It was managed and coordinated by Mariam Lady Yunusa with substantive inputs provided by Graham Alabaster and Andre Dzikus as Programme Officers of the Lake Victoria Small Towns Initiative and the Water for Asian Cities respectively. The team of Daniel Adom, Roshan R Shrestha, Tekalign Tsigie, Kulwant Singh, Julie Perkins, Eric Moukoro, Angela Hakizimana and Lucia Kiwala, all of UN-HABITAT each engaged with the process and made valuable technical inputs needed to make the framework a veritable tool.

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Acronyms



AfDB	African Development Bank
ADB	Asian Development Bank
CBO	Community Based Organization
ECOSOC	Economic and Social Council
GMSF	Gender Mainstreaming Strategy Framework
GC	Governing Council
GWA	Gender and Water Alliance
IDP	Internally Displaced Persons
IWRM	Integrated Water Resources Management
LWATSAN	Lake Victoria Region Water and Sanitation Initiative
MDG	Millennium Development Goals
NGO	Non-Governmental Organization
PRSP	Poverty Reduction Strategy Paper
RGA	Rapid Gender Assessment
TCB	Training and Capacity Building
UN	United Nations
UN-HABITAT	United Nations Human Settlements Programme
VBWE	Value Based Water Education
WAC	Water for African Cities
WATSAN	Water and Sanitation
WDM	Water Demand Management
WSIB	Water and Sanitation Infrastructure Branch
WWF	World Water Forum
WSSD	World Summit on Sustainable Development

Executive Summary

The Gender Mainstreaming Strategy Framework (GMSF) has facilitated the documentation of critical issues related to gender and water and sanitation services in urban areas across the African and Asian continents. Rapid Gender Assessment Surveys (RGA) were made of urban water and sanitation utilities and selected poor neighbourhoods, from a gender-sensitive perspective. The RGAs were conducted in 2005 by Gender and Water Alliance (GWA) facilitators who through an innovative, participatory approach, led multi-stakeholder teams, comprised of representatives of key water and sanitation agencies.

By bringing to light the differences in the ways in which men and women experience water and sanitation issues in cities, the RGA raised awareness among local water and sanitation actors of the need for gender mainstreaming in water and sanitation service delivery. It pointed the way towards collective action, and revealed the conditions under which poor people live in slums and informal settlements. Due to the extremely high levels of poverty in many of the cities, it is apparent that a critical element of any water and sanitation programme should be an integrated income generating strategy to enable the economic empowerment of most slum dwellers, both men and women

A number of countries are attempting to establish pro-poor, gender-sensitive water and sanitation policies and legislative frameworks. However, it is clear that governments, at both national and local levels, typically lack the capacity for policy implementation. There is need for greater financial, technical and human resources to ensure that people's needs are addressed, access to water and sanitation services are increased, and equitable access for women and men is ensured.

National governments need to form legislative frameworks to recognize slums and informal settlements. Partnerships between local

authorities and civil society need to be built and strengthened. Municipal budgets and tariff structures for basic services need to be more gender responsive. Collection of sex-disaggregated data related to water and sanitation needs to be promoted in all institutions and utilities to facilitate gender sensitive monitoring and evaluation, and to ensure accountability of such institutions and utilities in providing equitable access to water and sanitation services.

Strengthening the presence of both men and women in water and sanitation utilities and municipal authorities is an urgent priority. Gender issues most often are not integrated within the norms and standards of water and sanitation service provision. Typically, there has been very little gender sensitivity training and capacity building of water and sanitation utilities and municipal authorities. Very few women are in senior decision making positions within water and sanitation utilities and local governments.

To address these concerns, it is critical that financial resources be allocated to the training of water and sanitation utilities and municipal authorities in pro-poor gender sensitivity and gender analytical approaches. Water and sanitation utilities and local governments also need to develop affirmative action to ensure more participation of women slum dwellers in the decision making process. Gender mainstreaming strategies need to be developed and operationalized in the cities.

The Gender Mainstreaming Strategy Framework has facilitated the documentation of critical issues related to gender and water and sanitation services in urban areas across the African and Asian continents. A “stand alone” Gender Mainstreaming Strategy Framework and Action Plan document for each city provides an overview of the Water for Cities Programme, the Gender Mainstreaming Strategy Initiative, and the Rapid Gender Assessment, followed by baseline data detailing the “city profile” – demographics, socio-

economic trends, an overview of the state of urban water resources, the water and sanitation situation, and the institutional and policy frameworks in place to govern water resource management

The Water for Cities Programme investigates and develops alternative pro-poor governance mechanisms as pilot and demonstration projects. Documentation of these approaches as best practices and lessons learned can influence the norms and standards of water and sanitation utilities.

Women and girls, far more than men and boys, face difficult issues of privacy, safety and health in finding spaces to relieve themselves. Sanitation facilities should be improved at the household and community levels to mitigate safety, convenience, and hygiene issues. The need to construct separate and appropriate latrines for boys and girls in schools is also an urgent issue. Girls very often drop out of school once they reach puberty due to the lack of private facilities at schools.

Sanitation must be given a higher profile and catered to as equally as water supply services. Water and sanitation utility managers and local authorities need to be trained in gender issues; and gender sensitive strategies need to be mainstreamed within the norms and standards of their work.

Income generating activities need to be integrated into all Water and Sanitation for Cities Programmes to empower the poor, both women and men to generate the funds needed to pay for the construction, operation and maintenance of water and sanitation facilities.

Both women and men need to be involved in community based urban catchments management initiatives aimed at educating the general public on urban environmental issues, conserving and cleaning up the environment, and implementing sound urban catchments management practices. Mobilization of poor communities to protect and enhance their environment and the coordination of their

endeavours with local authorities is a key strategy. Urban planners need to be sensitized to the critical role that both women and men can play in urban catchments management initiatives.

The key finding of the Rapid Gender Assessments with respect to Water Demand Management is the need to proceed cautiously with water demand strategies that may negatively impact people already living on minimal water supplies.

Water demand strategies should focus on decreasing water use in high income, industrial and tourist sectors rather than in low income areas. One critical water demand strategy is the reduction of unaccounted for water and pro-poor tariff for the most poor and vulnerable groups including women and child-headed households.

Gender issues should be more considered in all Water and Sanitation for Cities Programmes and the Awareness Raising, Advocacy and Information Sharing component will be critical to integrate gender sensitive messages, and disseminate the achievements - best practices and lessons learned in the cities.

Tools, handbooks and guidelines will be developed to support the work of local authorities and WATSAN utilities. Publications will be disseminated widely to communicate best practices and lessons learned to be able to support the establishment and implementation of pro-poor, gender sensitive water and sanitation policy and legislative frameworks.

Internal monitoring and evaluation of progress made and obstacles encountered in integrating gender perspectives in Water and Sanitation for Cities Programmes will be undertaken regularly and disseminated widely to showcase best practices and lessons learned.

High level policy consultations will be organized to facilitate a broad based discussion of the experiences of the Gender Mainstreaming Strategy Initiative. The consultations will seek to influence national economic and development policies and processes such as the Poverty

Reduction Strategy Papers, and national water and sanitation policies and sector reform processes to be more gender-sensitive. They will also seek to commit national governments to plan for systematic policy support for gender mainstreaming in water and sanitation utilities. Finally, they will propose monitoring and evaluation mechanisms to measure the impact that gender mainstreaming in achieving progress towards the MDGs.

The GMSF serves as the basis for building partnerships at international, national and local levels. Such partnerships will constantly hold up the internationally agreed targets on the funding and delivery of water and sanitation services and also the targets as set by individual countries. Community processes and coping skills will be

studied and enhanced to inform appropriate methods of reaching the poor women and men with global funds.

This GMSF document is designed to be used by all staff of UN-HABITAT Water and Sanitation for Cities Programmes in their everyday work as a reference for planning, decision-making and implementation of water and sanitation programmes and projects. Other users of the GMSF are UN-HABITAT partners and stakeholders. These include key personnel within municipal authorities, water and sanitation utilities and government agencies mandated to provide water and sanitation to the inhabitants of their cities, and the women and men in countries where UN-HABITAT's Water and Sanitation for Cities Programmes are operational.



1 Introduction

1.1 The Development Context

Lack of safe water and sanitation remains one of the world's most urgent health issues. Some 1.1 billion people worldwide still lack access to safe water and 2.6 billion have no means to proper sanitation.

According to the UN-HABITAT publication in 2003, *Water and Sanitation in the World's Cities: Local Action for Global Goals*, less than half the population in urban centres of Africa, Asia and Latin America have water piped into their homes. Less than one third have adequate sanitation. In Africa up to 150 million urban residents representing about 50 percent of the urban population do not have adequate water supply, while up to 180 million, or roughly 60 percent of people in urban areas lack adequate sanitation. In urban Asia, 700 million people constituting half the population, do not have adequate water, while 800 million people or 60 percent of the urban population are without adequate sanitation. In Latin America and the Caribbean 120 million urban dwellers representing 30 percent of the urban population lack adequate water. Those without adequate sanitation are over 150 million or 40 percent of the urban population.

The report also documents that each year, 2.2 million deaths or 4% of all deaths can be directly attributed to inadequate supplies of clean water and sanitation. Each day, there are 6,000 deaths from diarrhea mostly amongst children under five. In fact, child mortality rates in cities without proper sanitation are 10 to 20 times higher than those in cities with adequate sanitation. City level data for 43 African cities, for example, show that 83 percent of the population do not have toilets connected to sewers. In Mahira, a section of the Huruma Slum in Nairobi, for example, there is one toilet with 10 units and two bathrooms for a settlement of 332 households or 1500 inhabitants.

Surveys in Karachi, Pakistan, have found that infant mortality rates varied from 33 to 209 for every 1,000 live births. Among those most at risks are bottle fed infants whose mothers only have access to unsafe water. In Dakar, Senegal, as in many other cities, water supplies have to be drawn from increasingly distant sources. There are two reasons for this, local groundwater supplies are fully used, and polluted, and local aquifers over-pumped, resulting in saltwater intrusion. A substantial proportion of the city's water is brought in from the Lac de Guiers, 200 kilometres away.

In poor urban areas, it is generally women and especially girls who are more affected than men by inadequate provision of water because they have the responsibility for collecting water, often queuing for long periods in the process and often having to get up early or go late at night to get the water.

It is women who are responsible for the disposal of human wastes when provision for sanitation is inadequate, and this exposes them to diseases associated with contact with human excreta. The burden of caring for sick relatives inevitably falls to women and girls, keeping them at home and shutting them out of economic development.

A gender equity approach within the water sector must thus strive for a more balanced division between women and men in access to information, the amount of physical work, sharing contributions in time and cash, the degree of decision-making, access to resources and benefits, and the control over these resources and benefits.

Better sanitary conditions provide real benefits to the urban poor especially women and girls, in the form of greater privacy, convenience, safety and dignity and safe hygiene practices in the family and in the community. Sanitation and hygiene education must therefore go hand in hand with water supply if real progress is to be made in

improving the health and well being of the urban poor. An understanding of special needs of both women and men is needed in all UN-HABITAT Water and Sanitation for Cities Programmes.

1.2 Water and Sanitation for Cities programmes

1.2.1 Water for African Cities

Being the leading UN agency in human settlements, UN-HABITAT, through the Water for African Cities Programme, has assisted African countries since 1999, to improve the management of water and sanitation in poor urban areas especially in the slums and informal settlements. The objective of the Programme is to tackle the urban water crisis through efficient and effective water demand management, build capacity to mitigate the environmental impact of urbanization on freshwater resources and boost awareness and information exchange on water management and conservation.

The first phase of the Water for African Cities Programme was successfully implemented between 1999 and 2002. Following the achievements of this first phase, a second phase, with more cities participating, was launched. In 2003, the Water for African Cities Programme (WAC II) was launched with the full support of the African Ministerial Conference on Water. Its objective is to promote pro-poor investment in water and sanitation in African Cities and 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.

There are fourteen participating countries including, Burkina Faso, Cameroon, Ethiopia, Ghana, Ivory Coast, Kenya, Mali, Mozambique, Nigeria, Rwanda, Senegal, Tanzania, Uganda and Zambia.

A very important dimension of this second phase of the Programme is the partnership with the

African Development Bank for joint collaboration in each of the participating countries. This has resulted in a commitment both in direct grant and allocated funding for loans and will ensure substantial funds investment as follow up of the largely preparatory and demonstrative efforts of UN-HABITAT.

1.2.2 Lake Victoria Region Water and Sanitation Initiative (LVWATSAN)

UN-HABITAT has initiated the Lake Victoria Region Water and Sanitation Initiative (LVWATSAN) in secondary towns around Lake Victoria to support water and sanitation related Millennium Development Goals and to contribute to equitable and sustainable economic, social and environmental development. The project was launched in collaboration with the Governments of Kenya, Tanzania and Uganda and in close partnership with the Secretariat of the East African Community.

Cities benefiting from the Programme are Kisii, Mumias, Webuye, Homa Bay and Migori in Kenya; Sengerema, Geita, Bukoba/Muleba, Musoma and Bunda in Tanzania; Ggaba, Mukono, Jinja/Bugembe, Masaka and Kyotera in Uganda.

1.2.3 Water for Asian Cities

A collaborative initiative between UN-HABITAT, the Asian Development Bank (ADB) and the Government of the Netherlands, the Water for Asian Cities Programme aims at supporting Asian Cities to achieve the water and sanitation related Millennium Development Goals by enhancing the flow of pro-poor investment into the sector. The programme focuses on aspects of demand management, economic, social, technical, legal, administrative and institutional matters. Emphasis is placed on the reduction of unaccounted for water; pricing and public-private relationships; equity in distribution of services; regulation and reallocation of resources. Priorities include the development of appropriate



technological options; promoting public, private, Non-Governmental Organisation partnerships for scaling up sanitation process; innovating financial mechanisms for mobilization of local funds for sanitation services. The focus is to develop and implement strategies for the provision of water and sanitation services that will maximize the income and employment of the urban poor.

The Programme monitors achievements, trends and shortfalls in the provision of services for the urban poor in the region. Six cities in the State of Madhya Pradesh in India are participating in the Water for Asian Cities Programme. Bhopal, Gwalior, Indore, Jabalpur, Ratlam and Ujjain are among the first cities to work in cooperation with UN-HABITAT, the ADB and the State Government of Madhya Pradesh. The focus of the Programme is to ensure that investments in the water and sanitation sector reach the urban poor in these cities.

1.2.4 Cross Cutting Themes

The three Programmes: Water for African Cities, Water for Asian Cities and Lake Victoria Region Water and Sanitation Initiative, are designed to address the Millennium Development Goal 7, Target 10 *to reduce by half the proportion of people without sustainable access to safe water and sanitation by 2015* and Target 11 *to achieve significant improvement in the lives of at least 100 million slum dwellers by 2020*.

In addressing the above targets, the programmes ensure that gender is mainstreamed into the six thematic priorities of WAC phase II: (i) Pro-poor governance and follow up investment, (ii) Sanitation for the urban poor, (iii) Urban catchments management, (iv) Water demand management, (v) Water, Sanitation, and Hygiene Education in schools and communities, and (vi) Advocacy, Awareness Raising and Information Exchange.

It is in pursuit of this important cross-cutting theme that the Gender Mainstreaming Strategy Framework has been formulated. The Framework is derived mainly from the findings of the Rapid Gender Assessment conducted in 17 African Cities; 4 cities in the State of Madhya Pradesh in India, and the Rapid Assessment of the Water sector in 15 small towns around the Lake Victoria Region. The Rapid Gender Assessment was designed as a “learning by doing” process in which multi-stakeholder teams were engaged in conducting the reviews of official policy documents and interviewing individuals and households in identified poor communities.

Another cross cutting theme in all the three programmes is Training and Capacity Building for officials of water and sanitation utilities. The first phase was completed in July 2005, and the second phase is currently being formulated to cover 17 cities in Africa. Training and capacity building needs for the Lake Victoria Initiative and Asian cities are also being finalized. In all the programmes, gender analytical skills and capacities for all phases of water and sanitation projects constitute important components of the modules.

1.3 Guiding Principles for the Gender Mainstreaming Strategy Framework

UN-HABITAT is committed to supporting cities and communities with demonstrated commitments towards the poor. Special considerations are given to initiatives that aim to reduce the burden of women and children in accessing safe water and adequate sanitation. This 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. Acceptance and implementation of this principle requires positive policies to address women's specific needs and to equip and empower women to participate at all levels in water resources programmes, including decision-making and implementation, in ways defined by them. For this to happen, UN-HABITAT's GMSF is guided by the principles of ownership and sustainability, empowerment and efficiency, equity and partnership.

(i) Ownership and sustainability

By bringing to light the differences in the ways in which women and men experience water and sanitation in cities, this Framework aims at raising awareness among local actors, practitioners and operators of the need to respond to these experiences, thus engendering ownership and sustainability of projects by all stakeholders at community level. The Framework recognizes that participation of both women and men in planning and decision making processes are the key elements for ownership and sustainability of water and sanitation projects at community level.

(ii) Empowerment and Efficiency

The GMSF will build capacities for both women and men to allow them to participate effectively in the planning of water and sanitation projects and to use their talents and/or their time through volunteerism to fully contribute in the implementation at all levels. A key element in achieving efficiency is to recognize and enable the specific contributions of women in water and sanitation projects at community level. UN-HABITAT's commitment to the demand-led approach must translate into people being empowered so as to be able to make informal decisions.

(iii) Equity

From the perspective of the Framework, women and men, irrespective of their status must participate as equals in decision

making, priority setting and resource allocation processes. A key practical means of realizing this principle is to ensure that sex-disaggregated data is used as the basis for planning and service delivery.

(iv) Partnership

Water and sanitation challenges in African and Asian cities are increasingly complex and require partnership and shared responsibilities between the public, private, and civil sectors. In implementing its GMSF, UN-HABITAT will work in close partnership with multi stakeholders' forums comprising members from local authorities and civil society. Dialogue, and consensus, active and genuine participation in collective decision making, will characterize this partnership and will be based on the above principles. Partnership between development agencies and the donor community is also essential for mobilizing sufficient financial and technical resources to meet set goals and to affect a real change at the grassroots level. Funds allocated for the gender mainstreaming should be sufficient to go beyond research and workshops into concrete projects with demonstrable impact on their lives.

1.3 Gender Mainstreaming Strategy Framework (GMSF)

The Gender Mainstreaming Strategy Framework for Water and Sanitation for Cities Programmes has benefited from the wide experience of the Gender and Water Alliance and from other UN-HABITAT partners in the water sector. The Framework seeks to implement the Habitat Agenda (especially paragraph 46); ECOSOC resolution 1997/2 on gender mainstreaming ; 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 GMSF also supports the implementation of the Dublin Principle No. 3 which highlights the pivotal role of women as providers, users and guardians of the living environment and for the development and management of water resources . For these mandates and resolutions to be achieved successfully, it is very important that a one-size fits-all approach not be adopted to avoid the tragedies of unrealistic expectations that often arise whenever such approaches have been used.

The GMSF seeks to do two things: (i) incorporate gender concerns into all policies, programmes and activities planned in Water and Sanitation for Cities Programmes so that women's and men's needs and priorities are adequately addressed; and (ii) encourage the urban poor both women's and men's specific activities intended to uplift their standard of living and contribute towards

addressing the imbalances and inequalities between them within the framework of sustainable water and sanitation services.

The strategy emphasizes the roles and needs of women as active participants and beneficiaries of any efforts to improve access to water and sanitation, and to bring about democracy and good governance especially the participation of women in decision making at the municipal level. It supports relevant departments, organizations, and other partners working in the area of water and sanitation, through advocacy, training, institutional capacity strengthening in gender mainstreaming, resource mobilization, and operational activities. In its strategic activities, it takes into account recommendations and emerging issues for action from the findings of the rapid gender assessments in the six thematic priorities.



2 Emerging Issues and Recommendations for Action

A number of common issues for actions in the six thematic priorities of focus emerged from the Rapid gender assessments, based on which important recommendations are made for each thematic area for action.

2. 1. Pro-poor governance and follow up investments

Even though governments have political commitment and will to achieve gender-sensitive water and sanitation related objectives, it is critical to note that the implementation of these objectives has been hampered by many factors such as: (i) weak involvement of women in decision making, (ii) lack of awareness of the responsibilities of both women and men, boys and girls in the provision of water at the household level, (iii) lack of awareness from decision and policy makers on women's specific biological needs on water and sanitation during their monthly cycle, and (iv) finally lack of information on cases of violence occurring to women and girl-children in the collection of water from long distances and in the search of sanitation.

In Africa, majority of women and children fall at the bottom of the economic ladder and to be able to reach them with basic services will require not only an understanding of their poverty profile, and the tools for governance at that level, but it is very vital to devolve sufficient financial resources to provide the infrastructure and build the community capacity for maintaining them.

To address these concerns, UN-HABITAT's partners and city managers should lobby and influence Water and Sanitation Ministries to:

- (i) Shorten to distance to water sources and to offer water at affordable charges in order to relieve the most poor and vulnerable groups particularly women and children travelling long distances to fetch heavy loads of water and to search for sanitation.
- (i) Allocate specific financial resources for capacity building and training of local authorities on pro-poor, gender sensitive governance, gender budgeting and in collection of sex-disaggregated data in water and sanitation utilities
- (ii) Promote the integration of income generating activities in water and sanitation services and utilities so as to empower communities to generate and manage operation and maintenance funds
- (iii) Associate civil society into planning, coordination, implementation, monitoring and evaluation of water and sanitation services in cities to ensure ownership and sustainability
- (iv) Encourage pro-poor tariffs and specific allocations for the provision of water and sanitation services to vulnerable groups such as the disabled, elderly persons, and people living with HIV/AIDS.
- (v) Promote locally-based cooperatives for provision of materials for water and sanitation infrastructure
- (vi) Develop and disseminate standardized guidelines for the management, operation and maintenance of public water taps and sanitation services in poor communities.

2.2 Sanitation for the Urban Poor

Assessment Reports for the three Programmes: Africa, Asia and Lake Victoria Region pointed clearly to the urgent need to improve sanitation facilities at community and household levels. Women far more than men are faced with difficult issues of privacy and safety in finding spaces to relieve themselves, and face serious health issues without safe and appropriate sanitation facilities. To address these problems, the rapid gender assessments made the following recommendations:

UN-HABITAT's partners and city managers should lobby and influence Water and Sanitation Ministries on the need to:

- (i) Give attention to sanitation as an important, stand alone need service and not to be submerged under water or environment, as is often the case.
- (ii) Ensure that water and sanitation services are accessible and affordable to all in the community, particularly the urban poor both women and men. A focus on accessible and affordable sanitation should be on women and girl-children in the poorest urban areas.
- (iii) Explore potential areas of entrepreneurship, micro-credit and income generation opportunities in water and sanitation services especially for the most poor both women and men.
- (iv) Promote the design of separate public cost-effective sanitation facilities taking into account the needs of women, men, children and disabled people.
- (v) Promote the design of separate sanitation facilities in schools.
- (iii) Consult stakeholders in the selection of pro-poor water and sanitation technologies, and promote those which are appropriate and affordable.



- (iv) Promote value based water and sanitation formal and informal education for children, mothers and fathers.
- (v) Provide hygiene education and raising awareness to local officials, utility and municipal actors to help to achieve better environmental sanitation programmes.
- (vi) Promote gender budgeting in water and sanitation services and provide services for the safe and hygienic disposal of menstruation waste materials.
- (vi) Organize inventory of sanitation operators in slum areas and a regulatory framework specifically for slum operators.
- (vii) Allocate specific resources for sex-disaggregated data on sanitation services.

2.3 Urban Catchments Management

Increased urbanization in river catchments in most African and Asian cities has led to severe impacts on the health of rivers and wetlands: canalization and the encroachment of urban developments into the floodplains; poor water quality as a result of sewage and industrial effluents and storm-water run off, encroachment of invasive alien vegetation and dumping of litter and rubble [as well as] over-abstraction of water from rivers on the outskirts of cities. People from the city and mainly the urban poor living in slums and informal settlements are the most concerned and affected parties who should be considered as equal stakeholders in urban catchments management. Civil Society including Non-Governmental Organisations, because of their experience and expertise have a role to play, particularly at a policy and at a strategic planning and decision making level.

To achieve such an efficient management, the synthesis report of the rapid gender assessments made the following recommendations:

UN-HABITAT's partners and city managers and relevant non-governmental organisations and community based organisations should lobby and influence national and local governments to:

- (i) Involve local communities both women and men in urban catchments management initiatives.
- (ii) Raise the capacities of local communities to be able to control nutrients like nitrogen and phosphorus in urban catchments management.
- (ii) Encourage the carrying out of minimum improvements to the traditional water sources with adequate and regular health and hygiene education messages to both women and men.
- (iii) Promote rainwater harvesting system and raise awareness of communities on the impact of groundwater extraction on the environment.
- (iii) Ensure that gender equity considerations are incorporated throughout their programme or project designs, implementation, monitoring, and evaluation processes.
- (iv) Equip engineers and urban planners with gender analytical skills in order to mainstream gender issues in Integrated Water Resources Management (IWRM)
- (v) Establish sex-disaggregated data collection systems and indicators for Urban Catchments Management activities.

2.4 Water Demand Management (WDM)

The main findings of the rapid gender assessments with regards to Water Demand Management is the need to proceed cautiously with water demand management strategies that may negatively impact poor people already living on minimal water supplies. Poor people mainly women and child-headed households may already have minimal access to safe and sufficient water for themselves and their household responsibilities. If pressured to adopt water management and conservation strategies they might further compromise themselves and their health and well-being. To address these concerns, the following recommendations were made:

UN-HABITAT's partners and city managers and relevant relevant Non-governmental Organisations and Community Based Organisations should lobby and influence national and local governments to:

- (i) Support the urban poor to get access to water supply and sanitation services in order to meet their demand.
- (ii) Promote cost-effective design of public water supply facilities particularly for women and children.
- (ii) Promote pro-poor tariff to assist the poor to raise per capita water consumption levels in order to meet their basic water consumption and sanitation requirements.
- (iv) Collect sex-disaggregated data and acquire information that can help to evaluate the impact of WDM activities focusing on interests of urban poor slum dwellers in terms of the participation, benefits, and costs.

- (v) Undertake in-depth research on existing traditional knowledge technologies and practices on water and sanitation from both women and men.

2.5 Water Education in Schools and Communities

Illustrations and messages found in textbooks reinforce the traditional roles of boys and girls and men and women, perpetuating the gender roles that have kept women in poverty and relegated them to the background. A deliberate effort will have to be made to change this in the areas of text book writing, and the role of teachers and community workers who invariably carry their gender perceptions and impart them to the children.

To address these concerns, the synthesis report of the rapid gender assessments recommended that:

- (i) Textbooks and teaching tools should be reviewed to make teachers and community workers more gender-sensitive.
- (ii) Teachers and community workers should be trained in gender sensitive water education in schools and communities.
- (iii) The Value Based Water Education (VBWE) programme should integrate gender mainstreaming and pro-poor issues into the planning and implementation of all water and sanitation activities.
- (iv) The Value Based Water Education (VBWE) programme should provide information on new appropriate, accessible and affordable techniques and technologies to address the physical limitations facing the vulnerable groups.
- (v) Where relevant, educational materials should provide information on the proper use of standpipes, water taps, water sources, and water pollution and conservation.

- (vi) Mechanisms/networks for knowledge sharing and exchange of experience gained during project implementation should be cultivated, through periodic meetings of education focal points in the participating cities.

- (vii) A project steering committee composed of key institutions and stakeholders in each demonstration city should oversee and monitor the translation and implementation of VBWE activities and gender issues.

2.6 Advocacy, Awareness Raising and Information Sharing

The Rapid Gender Assessments revealed that advocacy, awareness-raising, and information exchange on gender issues is important to ensure that all levels of personnel involved in water supply and sanitation programmes are sensitized and trained in gender sensitive, pro-poor approaches. Communities, particularly the urban poor mainly women and child-headed households must be active in determining and articulating their needs and preferences in water supply and sanitation services, and in participating on the management of water and sanitation services to ensure long term operation and maintenance. For this to happen, the following actions are required from utilities and local authorities.

- (i) Develop gender-focused information, education, and communication materials and tools for dissemination in communities and civil society.
- (ii) Encourage young men and women to be trained in the sciences including water resources and sanitation management.
- (iii) Increase the participation and representation of both women and men from informal settlements and slums in public meetings related to water and sanitation issues.

3 Strategic and Cross Cutting Activities

To ensure the long-term sustainability of the Gender Mainstreaming Strategy Framework, UN-HABITAT will undertake a number of activities to support the substantive work implemented within the Water for Cities Programme.

3.1 Training and Capacity Building

Training and capacity building will be directed at all levels. Within communities, men's and women's capacities for community development models, including administrative and financial management, leadership and facilitation skills, as well as technical knowledge of water systems, sanitation technologies, urban catchments issues, etc, need to be enhanced. All children - those schooling and dropped outs - should be sensitized on gender equality issues, the critical role of gender in water resources management, and the positive impact that this approach can have on their lives. Community members' capacity to contribute to water supply and sanitation services – designing, constructing and managing systems – should be enhanced.

At the institutional level, municipal authorities need to be sensitized to the gender approach, and trained in concrete methodologies on how to mainstream gender in the provision and management of WATSAN services. If gender focal points or separate but integrated gender working units can be established, staff will need to be trained, sensitized and informed not only in gender mainstreaming methodologies, but also the institutional mechanisms established to coordinate the integration of gender mainstreaming work into overall WATSAN programmes. Institutions responsible for water education programmes will need to be sensitized to the need for a gender approach, and trained in ways in which gender equality issues can be mainstreamed in education curriculum and training materials.

3.1.1 Capacity Building of Water Sanitation for Cities Programme Staff

All staff of UN-HABITAT Water for Cities Programme, will receive gender training, to equip them with the wider range of tasks required of them, and also so that they can be responsive to the diverse cultural milieu in which they function. Training UN-HABITAT staff on gender issues related to water and sanitation will also promote gender mainstreaming within Water and Sanitation Programmes' operations. Such training should ideally take place prior to entry into service; if not possible, in service training initiatives will be extremely useful, and will be pursued accordingly.

3.1.2 Training of local authorities

Awareness-raising workshops will be organized for local authorities on gender sensitive legislation related to water and sanitation and also on the importance of the participation of both women and men in local decision making to influence policies in the sector. These workshops will be organized in close collaboration with UN-HABITAT Training and Capacity Building Branch (TCBB), Gender Mainstreaming Unit, Urban Governance Branch/Global Campaign on Good Urban Governance.

Beneficiary local authorities will also be trained in gender mainstreaming methodologies – research, participatory rapid assessments, gender analysis and planning. This includes the capacity to disaggregate data by sex. The training should further include: pro-poor approaches, gender-sensitive governance mechanisms, including community participation, community based models, participatory development approaches, and alternate community based financing systems. Emphasis will be placed on their

understanding of, and capacity to use pro-poor, gender sensitive monitoring and evaluation, including the development of appropriate indicators.

Support will be given to organizational structure to ensure that adequate attention is given to the department that deals with water and sanitation. Their ability to bid for funds dedicated to the sector by higher levels of government including international facilities will be strengthened.

3.1.3 Capacity building of WATSAN Utilities

Water and sanitation utilities need to be sensitized to gender based differentiation and the implications for their work; pro-poor concepts and approaches, and the conditions and needs of the urban poor, particularly the most vulnerable people such as the disabled, aged persons and people living with HIV/AIDS should be highlighted in WATSAN utilities. Raising awareness and knowledge should also be on the groundwater extraction negative impact on the environment and on the positive impact of the rainwater harvesting system.

Utilities will be equipped to adopt a more integrated approach and reach out to the poorer areas where women form a large proportion of household heads. A guideline for the realization of equal access to water and sanitation by all should be developed as an essential handbook for the field officers.

3.1.4 Capacity building of women and men's organizations

Poor women and men living in slums and informal settlements need to know about and understand legal systems related to water and sanitation if they are to claim their rights. They

will need to have access to tools, which can be useful in claiming equal rights to safe water and adequate sanitation. Emphasis on capacity development should be put forth to women because of their specific involvement in provision and management of water and sanitation. Organized community groups need training to raise their skills and knowledge in leadership to participate efficiently in decision making process in their communities.

Micro-credit facilities on water and sanitation services could help the most urban poor both women and men, when they are designed with a very careful understanding of their needs and priorities. Poor men and women entrepreneurs need to be trained in micro-credit on WATSAN and sensitized to operate within the Water and Sanitation for Cities programmes. For example, water kiosks could be set up to operate side by side with other income generating activities and be managed by the same persons. In order to take advantage of larger opportunities, poor men and women need to learn non-traditional skills and new technologies on water and sanitation services. They also need access to financial market and institutions.

In close collaboration with entrepreneurs organizations, UN-HABITAT will develop projects on allow access and control of safe water and adequate sanitation, and these could be submitted in bids for investment funds. These projects will be submitted to potential donors.

In order to improve the standard of living of urban poor mainly women and child-headed households, UN-HABITAT will advocate for entrepreneurs, especially those working in cooperatives to be able to access affordable loans to improve their water and sanitation conditions through financial institutions. Additionally, the agency will facilitate the participation of the women in regional and international meetings/conferences on the issues related to water and sanitation.

3.1.5 School teachers and community workers training with awareness raising.

Through a well-designed and enhanced curriculum, school teachers and community workers will benefit from gender sensitivity training. Educators ought to be trained in the development and delivery of gender-sensitive water education in schools and communities. Capacity building workshops would also be organized in the development of training and raising awareness materials to provide information on the proper use of standpipes, water taps, water sources, and water pollution and conservation. Periodic meetings and exchange of experience of teachers and community workers and focal points in the participating cities will be organized as an integral part of monitoring, evaluation and impact assessment of the programme.

3.1.6 Development of tools, handbooks and guidelines

One very important deliverable of the Gender Mainstreaming Strategy Framework is a Rapid Gender Assessment Methodological Manual which details the methodology used in developing and implementing the Rapid Gender Assessments. This methodological manual will be a tool to be adapted to the realities of African and Asian cities.

A second deliverable would be live video documentaries on Gender Mainstreaming in each of the Programmes. These will provide valuable training and capacity building tools, and would be used at community, institutional and political levels to sensitize, inform, educate, and lobby for gender mainstreaming in the urban water and sanitation sector.

A third valuable tool which is envisaged is “how to mainstream gender in the thematic priorities”. The tool would be based on the six thematic priorities to provide valuable substantive and

methodological material, including case studies, best practices and lessons learned, to sensitize, educate, build capacity and train all levels of central and local government, communities, NGOs and other stakeholders involved in the programmes. This tool can be formatted as a user friendly guideline and handbook for local staff working at field level.

A fourth deliverable will be a guideline for attaining gender equity in utilities dealing with water and sanitation. The guideline will be formulated to highlight internal organizational culture and staffing to include establishment matters issues affecting female and male staff at work: recruitment, promotion and training opportunities, and how roles such as child care, paternity or maternity leave, safety in the work place, etc are supported equally.

A fifth deliverable is the development of poverty mapping as a pro-poor governance tool. Lessons learnt from the process in Katmandu will guide the WAC, LWATSAN and other Asian Cities, to ensure that a clear understanding of the gender and poverty dimension as a basis for plan implementation.

3.1.7 Gender Mainstreaming Workshops

Gender Mainstreaming Workshops will be conducted in each city of the Water for African Cities Programme, Lake Victoria Region Water, Sanitation Initiative, and Water for Asian Cities Programme with the objective of developing and validating a Gender Mainstreaming Strategy Framework and Action Plan for each city.

The workshops which are being designed and guided on enhanced stakeholder platforms are intended to deepen the understanding of all key institutions in the importance of a gender-sensitive approach in their daily work. The Action Plan is intended to ensure that concrete activities for gender mainstreaming are integrated in the overall Water and Sanitation for Cities programmes in each city.

3.1 .8 Publications

Important landmarks and significant impact achievements on the lives of women in particular and the poor in general will be published. Such publications will highlight the major challenges of rapid urbanization on the lives of vulnerable groups, mainly aged persons and child-headed households both males and females will be developed on (i) their improved access to water and sanitation services, (ii) the positive effect of transparency and accountability in local governance, including participatory budgeting, the participation of vulnerable groups in municipal decision making, and the equal access to water and sanitation.

3.2 Partnerships

Partnerships should be instituted with respective ministries, national and city governments, water and sanitation utilities and civil society to support programme implementation; while 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.

UN-HABITAT will work with international, national and local coalition groups to enhance inputs into all programmes for the attainment of the internationally agreed goals and to achieve project efficiency and effectiveness, and ensure programme ownership by all actors and stakeholders through a process that institutionalizes accountability, transparency and participation.



3.3 Monitoring and evaluation

Regular internal monitoring and evaluation of progress will be made, and obstacles encountered in integrating gender perspectives, and the impact of programmes on the lives of women and men will be undertaken regularly. The results will be integrated in routine progress report to UN-HABITAT Senior Management Board and the Committee of the Permanent Representatives (CPR), the Committee of Executive Board (CEB) as well as disseminated widely to showcase best practices and lessons learned.

Regular monitoring and evaluation will enhance an understanding of the factors, which contribute to gender imbalances. Strategies would then be recommended for mainstreaming gender at policy, and implementation level of all its programmes.

3.4 Policy consultation

A high level policy consultation for gender mainstreaming in the programmes will be organized to advocate and implement training of policy formulators, water boards, water commissions, and water and sanitation utilities in the gender approach. Specifically, the consultation will seek to:

- (i) To reflect on the progress made on the implementation of the various action plans at city level with a view to identify gaps and design a strategy for gender-sensitive policy.
- (ii) Commit to and plan for systematic policy support for gender mainstreaming and to attain gender equity in water and sanitation utilities
- (iii) Inform and influence national economic and development policies/processes such as Poverty Reduction Strategy Papers and water and sanitation sector reforms/processes, and budgets through local gender integrated, pro-poor analyses.

Policy development is not a one-off process. It is important to re-visit gender policies that have been in existence for some time, evaluate performance, review lessons learnt, and develop and launch revised policy commitments accordingly. This continuous process is best done when senior level decision makers are assisted to appreciate and understand the realities from operations in their cities. The policy consultation will seek to enhance this process.

3.5 Institutional Framework for Implementation

The Framework seeks principally to enrich the daily work of water and sanitation utilities in the municipalities. Depending on the governmental structure, which varies from country to country, the dedicated utilities may be a parastatal of the national or sub-national or municipal government. They are the primary implementers of this strategy. In any case, the critical place of the municipalities and poor communities selected as the beneficiaries is not left in doubt. Where this is weak as has been observed in some countries, a strong operational linkage between the utility and the local council will be promoted. Through strong programme coordination and reporting mechanisms, including the setting up of multi-agency steering committees for the Programme, higher levels of government are kept informed, as well as relevant lateral agencies who are in the sector.

3.6 Resources

Gender strategy needs to start from the very beginning of each activity -in Water for African Cities Programme, Lake Victoria Region Water, Sanitation Initiative, and Water for Asian Cities Programme- to ensure that structures and programmes are designed to address different needs of women and men. For this to happen it is important to have sufficient human and financial resources.

As part of the capacity building process, UN-HABITAT will assist countries and municipalities to gain access to bi- and multi-lateral development funds dedicated to water and sanitation.



4 Expected Results and Indicators of Achievement

LEVEL	EXPECTED RESULTS		INDICATORS OF ACHIEVEMENTS
Impact	1 National pro-poor and gender sensitive governance frameworks in place to enhance provision of water and sanitation services in urban centers in Africa and Asia in achieving MDGs/WSSD targets.	1	<ul style="list-style-type: none"> ■ Number PRSPs integrating gender and pro-poor issues. ■ Extent of progress toward MDGs and WSSD targets. ■ Increased number of countries and cities implementing policies, strategies and programmes designed to increase access of urban poor to more reliable drinking water and sanitation.
Outcome	2 Water and sanitation utilities in African and Asian demonstration cities able to apply gender sensitive norms and standards in the provision and management of water and sanitation services.	2	<ul style="list-style-type: none"> ■ Increase of access to water and sanitation services for the most poor mainly women and child-headed households. ■ Level of satisfaction of the urban poor both women and men with their water and sanitation services. ■ Proportion of women and men participating in municipal management and local governance on issues related to water and sanitation. ■ Proportion of women and men trained in use and maintenance of facilities ■ Proportion of women and men sensitized in protecting surface and ground water. ■ Positions of women in WATSAN utilities decision making
	3 Gender fully integrated into national and local policies and sector reforms	3	<ul style="list-style-type: none"> ■ Gender balance within water and sanitation utilities. ■ Number of women and men in decision making positions within water and sanitation utilities. ■ Level of integration of gender sensitive norms and standards in the work and approach of water and sanitation providers

LEVEL		EXPECTED RESULTS		INDICATORS OF ACHIEVEMENTS
	4	UN HABITAT program managers equipped with practice tools and guidelines to use in integrating gender dimensions into normative and operational activities in the provision of water and sanitation services.	4	<ul style="list-style-type: none"> ■ Guidelines and practical tools for gender integration developed for UN HABITAT managers, water and sanitation utilities and municipal governments. ■ Ability and willingness of UN- HABITAT managers, water and sanitation utilities and municipal governments to utilize gender guidelines and practical tools. ■ Extent of integration of gender into UN Habitat water and sanitation programme.
Outputs	5	Development of a Gender Mainstreaming Strategy Framework and action plans for each African and Asian demonstration city.	5	<ul style="list-style-type: none"> ■ Ability and willingness of UN HABITAT managers, water and sanitation utilities and municipal governments to utilize gender guidelines and practical tools. <p>Gender mainstreaming strategy initiatives developed and accepted by UN HABITAT Water and Sanitation for Cities programmes</p> <ul style="list-style-type: none"> ■ Documentation of the GMSF in each demonstration city completed and available. ■ Gender mainstreaming action plans developed
	6	Network of gender specialists available on as needed basis to water and sanitation utilities and municipal governments.	6	Number and extent of GWA Facilitators and other gender specialists utilized by water and sanitation utilities and municipal governments
	7	Partnership with AfDB, ADB, GWA, and other potential stakeholders facilitated and strengthened through gender mainstreaming strategy initiative.	7	Buy in by AfDB, ADB and other stakeholders as indicated by shared funding of GMSF activities.

LEVEL		EXPECTED RESULTS		INDICATORS OF ACHIEVEMENTS
	8	Stakeholders sensitized to gender and pro-poor analysis and priorities through participation in the Gender Mainstreaming Strategy Framework	8	Number and extent of municipal governments and water and sanitation utilities aware of, and utilizing gender and pro-poor concepts and frameworks
	9	Learning tools available and utilized by UN-HABITAT program managers, municipal governments and water and sanitation utilities.	9	Methodological manuals and visual learning tools available to, UN Habitat water and sanitation program managers and other stakeholders.
	10	Gender sensitive norms and standards integrated into the work and approach of water and sanitation utilities and municipal governments.	10	Number and extent of municipal governments and water and sanitation utilities aware of, and utilizing gender and pro-poor concepts and frameworks
	11	Improved capacity and skills of local authorities in gender analysis and planning. Women's organisation and women entrepreneurs improved skills in management, negotiations, lobbying, Governance, resource mobilization for water and sanitation related issues.	11	Number and extent of municipal governments and water and sanitation utilities aware of, and utilizing gender and pro-poor concepts and frameworks. Number of women's organizations with improved skills in management.

5 Conclusion

This Framework is a work in-progress given the dynamic nature of the development environment and the huge challenge of gender mainstreaming in water and sanitation sector, hitherto heavily dominated by male and operated largely on engineering concepts, the exclusive application of which has often sidetracked the critical and sensitive needs of poor people, both women and men, in service delivery. To make substantial progress in the attainment of the MDGs, it will be very necessary to sensitize and train the operators in the sector to adopt a more broad-based and people oriented process which enhances community input and ownership, thus ensuring increased welfare

The Gender Section of the in Water, Sanitation and Infrastructure Branch will ensure that the key recommendations made are followed up in all steps of implementation in all water and sanitation programmes of the Branch.

Mainstreaming gender into provision of water and sanitation services must necessarily be executed in the context of UN-HABITAT's slum upgrading and slum prevention programmes. This strategy will therefore be implemented in close reference to UN-HABITAT's broader gender policy to attain equity and inclusiveness in human settlements development.



Glossary

Gender: refers to the roles, responsibilities, access and opportunities of men and women, boys and girls, in a society. Therefore, it is not relegated to a focus on women's issues. Instead, it is an examination of issues of equality/inequality and differences based on sex.

Gender equality: The commitment of the United Nations in all its programming is towards the goal of gender equality. Gender equality is defined as: women's and men's equal opportunities and responsibilities.

Gender equity: Gender equity is a set of actions, attitudes, and assumptions that provide opportunities and create expectations about individuals. In this definition of gender equity, gender is never separate from race, ethnicity, language, disability, income, or other diversities that define us as human beings .

Gender mainstreaming: The concept of gender mainstreaming has been defined by the United Nations as the 'process of accessing the implications for women and men of any planned action, including legislation, policies and programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality' .Gender mainstreaming is an approach towards the ultimate goal of gender equality in a society. The idea of gender mainstreaming stems from the identified need to bring gender issues into the mainstream of programming in every respect, from design, planning, formulation, implementation to monitoring and evaluation.

Gender roles and relationships are very much defined by culture

There is no universal "man" or "woman". The roles and responsibilities vary based on the particular social environment and rooted in power dynamics in a society.

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