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International Water and Sanitation Centre
WHO Collaborating Centre



NETWAS

Working with Women and Men on Water and Sanitation

An African Field Guide



IRC International Water and Sanitation Centre

IRC is an independent, non-profit organization. It is supported by and linked with the Netherlands Government, UNDP, UNICEF, the World Bank and WHO. For the latter it acts as a Collaborating Centre for Community Water Supply and Sanitation. The Centre's aim is to facilitate the availability and use of appropriate knowledge and information in the water, sanitation and environment sector in developing countries.

Activities include capacity development for information management, exchange of available knowledge and information, and development and transfer of new knowledge on priority issues. All activities take place in partnership with organizations in developing countries, United Nations organizations, bilateral donors, development banks and non-governmental organizations.

Emphasis in programme activities is on community-based approaches, including rural and low-income urban water supply and sanitation systems, community participation and hygiene education, the roles of women, maintenance systems, rehabilitation and environmental management. The multi-disciplinary staff provides support through development and demonstration projects, training and education, publications, documentation services, general information dissemination as well as through advisory services and evaluation.

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ABOUT NETWAS

The Network for Water and Sanitation, NETWAS, is established at the African Medical and Research Foundation (AMREF) in Nairobi, Kenya. NETWAS is the centre for Eastern Africa in the International Network for Water and Waste Management (ITN), the human resource development component of the UNDP-World Bank Water and Sanitation Program.

NETWAS' aim is to assist existing sector institutions in building up their capacity for training and information exchange in community-based water supply and sanitation. Main funder in the establishment phase is the Swiss Development Cooperation. At the regional level it collaborates with the Regional Water and Sanitation Group and at project level with a.o. DANIDA, SIDA, GTZ, CIDA, UNICEF, IRCWD and IRC International Water and Sanitation Centre. NETWAS' focus countries are Kenya, Uganda, Tanzania, Ethiopia, Sudan and Somalia.

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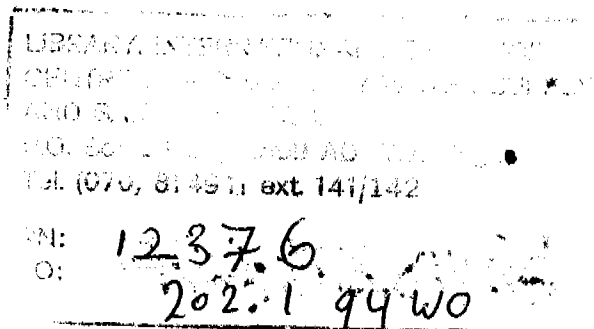
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**Working with Women and Men
on Water and Sanitation**

An African Field Guide



**IRC International Water and Sanitation Centre
The Hague, The Netherlands**

1994

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Abstract:

The manual has been developed by a group of African women experts. It aims at guiding planners and field workers in planning and implementing water and sanitation projects and programmes with a gender-aware approach. It contains guidelines on involving women, alongside men, in all stages of a project.

Keywords:

Involvement of Women
Gender Approach
Manual

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Preface

For many years water supply and sanitation projects have been technical projects, focusing on construction work. Villagers were just users and beneficiaries. Since the seventies possibilities to participate in planning, maintenance, management and financing were broadened for villagers, but when projects said they worked with 'villagers', 'leaders', 'committees', they almost invariably dealt only with the male population. Women were usually only a target group for health education.

In the eighties, a more gender-sensitive approach showed that women have several roles in matters of water and wastes, by tradition and by necessity. Additionally, their participation, very enthusiastic in most cases, often enhanced efficiency and effectiveness of the use and operation of water installations and sanitation. In 1985 IRC and PROWESS jointly published an account of the experiences with women's involvement in the book *Participation of women in water supply and sanitation: roles and realities*.

The evidence of the importance of integrating women in the projects created a demand for practical guidelines on how to make the participation of women more visible and improve their decision-making roles in planning and implementation. Hence, the Women's Department of the Directorate-General for Development Cooperation of the Netherlands decided to fund the preparation of three regional field guides, in Africa, Asia and Latin America. The guides were to focus on a gender approach to ensure that also the roles of women and men, and the changes therein, would be addressed. Focusing only on women has sometimes caused men to reduce their own responsibilities, overburdened the women and brought conflicts and cultural tension.

This document is the manual made by government and project management staff from rural water supply and sanitation projects in Africa. It combines the joint experiences of ten participants of the workshop from eight countries in Africa, the IRC International Water and Sanitation Centre and AMREF/NETWAS. But besides much experience and skills, it also reflects the commitment these women have to their work for better water supplies, sanitation and water resources in their countries and the joy they had in working together.

All of us hope that the manual will be a useful tool for many others, who have similar tasks and the same commitment to a more efficient, effective and above all, development-oriented rural water supply and sanitation sector.

We want to thank Lauren Houttuin for developing the lay-out and desktopping of the document and Nicolette Wildeboer for proofreading.

Christine van Wijk
Programme Coordinator

1. Introduction

Why this document?

Manuals on water supply and sanitation projects and on community participation in these projects exist, but the majority of them are written by expatriates from outside Africa. They are often show-pieces, that do not always address practical issues. We want to produce a manual which draws from experiences and expertise from Africa by the Africans themselves. It should also be gender-sensitive, and focus on involving women, alongside men, in all stages of a project cycle. An important aim of the guide is to assist in the further development of manuals applicable to the needs of women and communities of specific African countries.

How was it created?

To write this field guide women experts from Ghana, Zambia, Zimbabwe, Kenya, Tanzania, Niger Egypt and Namibia were brought together in a workshop, which was held in Kenya with support from AMREF. Participants from the above mentioned countries were chosen because they were working or had been involved in development projects and programmes financed by the Netherlands Ministry for Development Cooperation, who also financed the workshop and the development of the guide. A consultant from IRC, together with a training expert from AMREF (she is also Head of their CBHC-Support Unit) facilitated the workshop.

Location of authors' projects

1. Egypt
2. Ghana
3. Niger
4. Niger
5. Kenya
6. Kenya
7. Zambia
8. Tanzania
9. Zimbabwe
10. Namibia



The workshop started with the participants sharing their experiences in water supply and sanitation projects. After defining important issues, and making a framework and outline for the guide, the group dived into "writing units", to draft the different chapters. Furthermore, individual participants wrote case studies based on their experiences, to highlight important points. The first draft of the complete document was edited at IRC. After an extensive review by all participants, IRC took care of the final production.

It is not easy to develop and to write a coherent document together, with twelve people who did not know each other before the workshop started, and who have quite different experiences. But in working together we felt that we could overcome the difficulties, and finally our pleasure in sharing and making it happen prevailed. We hope that you, the reader, will enjoy reading this guide as much as we enjoyed writing it.

Who will use this guide?

This guide is meant to be used in particular by the **KEY ACTORS** in any water and sanitation project or programme: **THOSE WHO ARE DIRECTLY INVOLVED IN WORKING WITH THE COMMUNITIES.**

They may be members of the project management team or they may be a group of people directly below the top management, working at the project site in a defined geographical area. They may have a technical background, or they may be health and hygiene educators.

These **KEY ACTORS** will be the specific users of the guide, but the top management of the project and relevant officials at national and local level must also understand its use in order to provide the back-up required by the trainers and field workers. In other words there must be a shared understanding between them and the rest of the project management about how the guide will be used, in order to provide consistency and understanding throughout the project management.

How to use it

The guide can be used for national-, provincial- and local-level project planning and execution, as well as for project plans of NGOs. It can be used throughout all steps in any project cycle, but especially during the preparatory phase.

How is it distributed?

The guide will be distributed in Africa to all water affairs departments and associated sectors of different ministries of English-speaking countries, to major financing agencies, NGOs, and to the Dutch embassies. It can also be obtained by writing to:

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P.O. Box 30125
Wilson Airport
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AN AFRICAN TREE OF GENDER

MEN

WOMEN

Men have little involvement in the daily tasks of supporting the family, but they feel that their views are central in family life and in the community and that they have the right to take decisions. They have more direct access to resources like land, credit, employment, etc. Often they resent it when women take the lead in making improvements in family life.

Men are initiators and suitors in marriages. They rule politically; they make the law of the land. They have the right to heritage. They represent the family in the outside world.

Men are thought or supposed to be: strong; responsible for all family needs; in charge of security and protection.

LEAVES AND BRANCHES REPRESENT DAILY PRACTICES

Women are busy, their daily life is full. With their work they contribute to family development and national development. This busy life is the same for working urban and rural women. They care for their families, providing food, health, comfort and other basic needs. Generally, they SUSTAIN LIFE. They are often silent in public when men are present; they do not easily give their opinion or express their wishes.

THE TRUNK REPRESENTS SOCIAL STRUCTURE AND INSTITUTIONS

Women support the marriage institutions; their life is centered around the family, and in their reproductive role. They often support religious institutions, which can give them comfort in a difficult life. They maintain social activities, e.g. traditional clans. They support peace and harmonious relations in the family as well as in the community through networking.

THE ROOTS REPRESENT VALUES, NORMS, PERCEPTIONS AND ATTITUDES ON GENDER DIFFERENCES

Women are thought or supposed to be: motherly; patient; selfless; modest; hard-working; practical; caring; full of ideas; but naive.

2. *Key Concepts Used in the Document*

In this chapter some explanation is given on key concepts which should be regarded as the building blocks for the discussion of issues in the guide.

These concepts are:

- ★ **Gender**
- ★ **Gender awareness**
- ★ **Gender policy**
- ★ **Partnership**
- ★ **Integrated water supply projects**
- ★ **Environmental problems**
- ★ **Sustainability**

★ **Gender**

Issues of gender are sometimes thought to be equivalent with women's issues. However, **GENDER REFERS TO WOMEN AND MEN**, or rather to social differences between women and men.

With the concept of gender we indicate that in each society and culture people have quite specific ideas about differences between men and women: what is a real man, or a real woman, and how should he or she behave. Everywhere in the world people ascribe different roles, tasks, responsibilities and authority to women and men. There are also norms and rules on gender relationships, e.g. how women and men must behave towards each other, or how they may cooperate.

Children learn about gender differences from when they are very small, for example that boys (men) are tough and do not cry, and that girls (women) are modest, selfless and caring.

The "tree of gender" on page 4 personates ideas and values about women and men in African societies, and the way these ideas are expressed in social institutions and daily practices.

As the authors of this guide are all women, their views on men in African societies may be somewhat different from men's own views about themselves. The tree provides the opportunity for all users of the guide to fill in their own perception of women and men in their society.

★ *Gender awareness*

Water and sanitation projects always deal with men as well as women. Therefore, projects must take the existing gender differences and gender relations into account. Although improvements in water supply will generally benefit the whole community, women and men may need water for different purposes and consequently have different priorities and interests in the improvements to be made. Men may want a pond or a dam to water their cattle, for example, whereas women are mainly interested in safe and easily accessible water for household purposes.

Such differences in needs and interests are usually reflected in people's willingness to pay for any improvements. Men may be reluctant to contribute toward a water supply near their homes, which they do not perceive as a priority, whereas women may not have the means themselves to pay for such an important lightening of their daily tasks. Usually specific measures need to be taken to ensure proper cooperation between women and men in preparing, planning and management of the improvements. Any rules imposed from above (e.g. the donor agency), such as "a village water committee should have at least 50% women members", miss their point if they do not fit in with local ideas about possible cooperation between men and women.

It is clear that projects where no attention is given to gender differences are less successful. **GENDER AWARENESS** would help the project staff and the field workers to distinguish between needs and interests of women and men, to identify specific problems, and find better solutions. Gender awareness in a project also means that there is an effort to include women as well as men in the project staff, at all levels from the top management down to the field workers. If both women and men are members of the project staff, different gender interests in general, and women's concerns in particular will not be easily overlooked.

★ *Gender policy*

Ideas and practices concerning gender differences and gender relations are usually deeply embedded in the cultural and social structures of societies. But this does not mean that they can not be changed. Some traditional beliefs, regarding women as "the weaker sex" unable to do certain types of work and not permitted to take part in public decision-making, may be a serious hindrance to development. Besides, these beliefs may even not be traditionally African; for a large part they may have been imported from Western countries in colonial times.

Women who are strong would be able to share responsibility for improving the living conditions of their children, their families, and the community as a whole. For any development effort to succeed, it is crucial that all

members of a community, men and women, are involved and share the work and the responsibilities. It is, therefore, important for projects to include some specific policy for supporting women, and overcoming possible "weaknesses" or disadvantages.

One type of specific policy addresses **PRACTICAL NEEDS** of women. This usually means improving the living conditions of women and the family, e.g. by supplying clean water near the home. If practical needs of women are included, a project will help relieve their burden, improve their health, or support them in earning their own income. All this will have a direct positive impact on the living standards of the family.

A policy aiming at the **STRATEGIC INTERESTS** of women goes somewhat further. Its objectives focus on making women stronger, in order to improve their own lives and, at the same time, the living conditions and relationships within the family and the community as a whole. Gender equality in making decisions, for example, leads to more shared responsibility between women and men in the family and the community. More access to resources (e.g. land, water income, but also information and training) for women results in increased ability not only to take decisions about their own lives and to improve family life, but also to contribute to the development of the community. To meet strategic interests a project can support the empowerment of women, encouraging them to share in decision making and management, and to take part in training and other activities.

It is crucial that husbands and families understand the reasons for women's involvement in development projects. They should recognize how women's well-being and their activities contribute to the family's well-being and to the development of the community. Women, for their part, must strive to gain their families' support in every way possible.



PRACTICAL NEEDS AND STRATEGIC INTERESTS OF WOMEN

<i>Practical Needs</i>	<i>Strategic Interests</i>
<ul style="list-style-type: none"> * may be unique to particular women * relate to daily needs: food, water, housing, children's health, etc. * easily identifiable * tend to be immediate, short term * can be addressed by provision of specific inputs: food, handpumps, a health care centre, etc. 	<ul style="list-style-type: none"> * may be common to almost all women * relate to disadvantaged position: lack of resources and education, vulnerability to poverty, exploitation, and violence * root causes of disadvantages, and potential for change not always easily identifiable * tend to be long-term * can be addressed by providing information and education, by increasing self-confidence, strengthening women's organizations, etc.
<i>Project for Practical Needs</i>	<i>Projects for Strategic Interests</i>
<ul style="list-style-type: none"> * tend to involve women as beneficiaries, and sometimes also as participants * can improve the living conditions of women and their families 	<ul style="list-style-type: none"> * involve women as active participants, or enable women to become active participants * can empower women and transform relationships, for the improvement of family life and the development of the community

Adapted from: Caroline Moser (1989). Gender planning in the third world: meeting practical and strategic gender needs.



Partnership

For any development effort to succeed, the people, men and women, and the development agency (the government, or an NGO) have to work together as partners. Most communities will find it difficult to improve their water supply and introduce new technologies or new management systems without support from outside. Most governments and agencies will find it difficult to introduce, manage, and maintain improved water supply systems without considerable inputs from the users' communities.

Within communities women and men must work together to ensure that their most important needs are met, and that the improvements will be kept in good condition.



To establish a good partnership between the community and the agency in a water supply project the following points are crucial:

- *The agency does not impose any solutions on the community, but both the agency and the community, women and men, take part in planning and decision making.*
- *Agency and community work together in all stages of the project, the agency having mainly a supporting role, adapting its work to the communities' needs and capabilities.*
- *The community acknowledges the need to involve all its members, women and men, in all activities concerning the project. It supports disadvantaged groups, and in particular also the women, to take part in decision making and all other activities.*
- *The agency does not rely only on its own skills and knowledge, but encourages the community, men and women, to bring in their skills and knowledge, to ensure that the improvements will be well-established, appropriate, and locally acceptable.*
- *The agency shares important skills and knowledge with the community, women and men, to enable them to take up management and maintenance tasks for their new water supply.*
- *The community is willing to take up the responsibility to manage and maintain their own new water supply.*



To establish a good partnership between men and women working together in a water supply project, the following points are crucial:

- *Men (husbands, fathers, brothers) understand the need for women to participate in all project activities. They support women's participation because they know that sharing responsibilities will improve living standards in the family and in the community.*
- *Women are ready to take up their responsibility to share their knowledge, train for new skills, and spend time to participate fully, alongside men, in planning and decision making, as well as management and maintenance of all improvements.*



★ *Integrated water supply projects*

A water supply project will not be effective if it just stands by itself. The wider context has to be taken into account. Therefore, most water supply projects consist of **five integrated elements**:

- *The improvement of the **WATER SUPPLY** itself: the availability of plentiful, easily accessible, clean and safe water for the whole population is an important development issue in most countries.*
- *Without good **SANITATION AND HYGIENE** water does not stay clean and safe: unsafe disposal of human waste, domestic waste and drainage leads to pollution of water and affects health.*
- ***HYGIENE EDUCATION** can show people the relation between health and having a clean environment and using safe water: not only clean water contributes to the improvement of health conditions of communities, but also safe water drawing, handling and storage, improved personal hygiene and sanitation practices, and safe disposal of wastewater and garbage.*
- *The **PROTECTION AND MANAGEMENT OF WATER RESOURCES** is an important pre-condition for any water supply project: in many regions in Africa clean, safe water is becoming increasingly scarce. To remain available and suitable for drinking, sources must be better protected and managed. In some cases insufficient existing sources can be supplemented through rainwater harvesting or recycling of wastewater. Although the general management of water resources in a country is largely the task of the government, communities can take some responsibility to protect and manage their local water resources.*
- ***MOBILIZATION, TRAINING, AND SUPPORT OF COMMUNITIES** is another pre-condition for making an integrated water supply project successful: to ensure that the project meets people's needs, and that the improvements can be managed and maintained on a long-term basis by the people themselves, agencies must establish a partnership with communities, and support their training and mobilization (see also the section on **PARTNERSHIP**, page 9).*

Generally, different ministries or departments (e.g. water supply, health, community development, environmental departments, etc.) must work together in a water supply project to ensure a good integration of the five elements.

★ *Environmental problems*

Water Scarcity

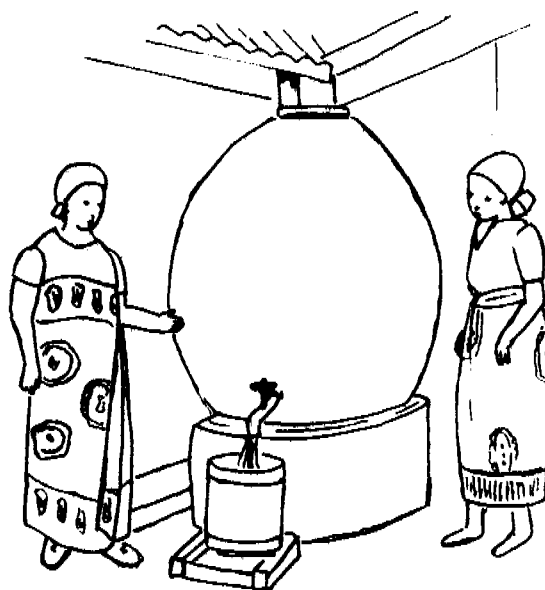
In many African countries scarcity of clean, safe drinking water is increasingly becoming a problem. For a large part, this scarcity is caused by environmental damage.

- **DEFORESTATION** often damages spring and catchment areas; tree cutting, but also increase of herds and overgrazing lead to deforestation.
- **LOSS OF VEGETATION** exposes soils to sun and heat, which causes the soil to seal so that water can not enter any more into the soil and fill the aquifers; water flowing off the land leads to erosion. Higher soil temperature and a general lower level of humidity lead to climate changes and more droughts.
- In semi-arid areas, many rivers dry out during **DROUGHTS**. The people then dig temporary dams and wells along the river beds, undermining the river banks. During the rainy season, the banks collapse the river then stagnates, and in some cases may dry up completely.
- **WATER EVAPORATION** in dams and irrigation schemes can cause up to 70% water loss. If a good species of tree or shrub is planted around the dam and the irrigation canals, less water is lost.
- In **AFFORESTATION AND TREE-PLANNING SCHEMES**, often fast-growing softwood trees are used. Mostly, this type of tree has capillary roots which suck much water; this leads to reduction of soil fertility, drying of wells and, in some cases, breakage of dam walls.
- Use of **FERTILIZERS AND PESTICIDES** for agriculture affects the quality of surface and groundwater.
- In urban areas, **LACK OF GOOD SEWAGE AND DRAINAGE AND UNSUITABLE WASTE DISPOSAL FACILITIES** frequently lead to the pollution of drinking water sources.

It is not yet common for water supply projects and programmes to take the root causes of water scarcity into consideration. This neglect may easily lead to unsustainable projects: digging of wells in areas where the groundwater level is falling; building dams without proper protection against evaporation; etc.

The general management of water resources in a country is the responsibility of the government, which can have an overview of all available resources, and define a policy with regard to general distribution, use and protection.

For the protection and management of local water resources, it is very important to take local practices and experiences into account. Women in particular, but also men, may have valuable knowledge about appropriate protection and management of their traditional water resources. By incorporating this knowledge, water supply projects will be more sustainable on a long-term basis.



Water Supply and Sanitary Practices ^AEffecting the Environment

Some water supply and sanitary practices, including the way some projects have planned and designed improvements, have negative effects on the environment:

- *In the design of new water points or a water supply scheme, good **DRAINAGE** is not always included, leading to messy and unhealthy surroundings. Stagnant water is a good breeding environment for vectors transmitting diseases like Bilharzia, Guinea worm, Malaria, etc.*
- *If wells are constructed in semi-arid, or other **ENVIRONMENTALLY VULNERABLE AREAS**, in many cases the problems which can arise through use of the wells are not taken into consideration when the project is planned. In pastoral communities, for example, people and cattle commonly use the same water points. The area around these water points is often severely degraded, the water polluted, and the wider environment barren en deforestation through overgrazing and firewood collection by the herders.*

-
- *In the CONSTRUCTION OF LATRINES the possibility of contamination of groundwater sources is often not taken into consideration.*
 - *INFLUX OF PEOPLE into towns and cities is in many cases not in proportion to the volumes of water and sanitary facilities available. Particularly in poor neighbourhoods, where people lack the means to arrange acceptable solutions themselves, this can lead to very unhealthy living conditions.*

One way of avoiding environmental problems caused by water supply and sanitation practices is to involve the users in planning and design of the new facilities, or in the improvement of existing ones. Women can contribute in making an appropriate design for improved water points including drainage; they can be encouraged to use wastewater for gardening; communities can be asked to design improved facilities for watering cattle, separately from water points for household use.

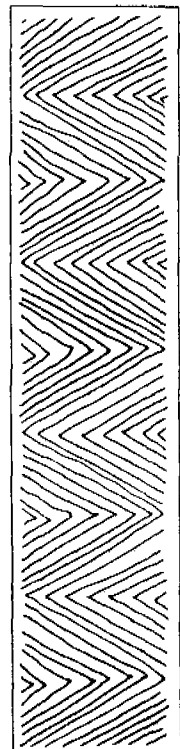
Projects should not only focus on short-term solutions, but must also take the long-term effects into account, e.g. recycling of water to maintain the environment, preventing future environmental degradation and choosing technologies which - with training - villagers themselves can replicate or expand.

Sustainability and Women's Groups

Machakos, Kenya is a mountainous region with much rainfall. Nevertheless, for women providing water for the household was an arduous task because it involved climbing up and down steep slopes. Besides, many springs and streams are damaged and drying up, due to severe tree cutting and erosion in the area.

Women's groups, together with a local NGO, discussed possibilities for an improved water supply. Rainwater harvesting was seen as the best solution. The women and the NGO together started a project for the construction of rainwater tanks for households. The women were trained in technical skills for making the tanks. Within three years about 2000 tanks were constructed. When the funding ended the communities were still motivated to continue, with women taking the lead. Since then another 1000 tanks have been built, exclusively with funds from the women and the communities.

Case from Teresia Kavita, Kenya



★ Sustainability

Sustainability means that improved facilities remain in good order, and are used and maintained by the people, also after external support ceases.

In the previous sections of this chapter we have mentioned some important conditions which need to be fulfilled for the establishment of sustainable water supply and sanitation. In short, these are:

- *ensuring good **MANAGEMENT AND PROTECTION OF NATIONAL AND LOCAL WATER RESOURCES**, and the environment in general;*
- *taking the **CONSERVATION AND PROTECTION OF THE ENVIRONMENT** into consideration when planning and designing a water and sanitation project;*
- *establishing a well-defined **PARTNERSHIP BETWEEN THE COMMUNITY AND THE AGENCY**, not only for planning and implementing a water supply and sanitation project, but certainly also for support of the agency and maintenance and management of the improvements after the project has ended;*
- *applying **GENDER AWARENESS** in the project. Firstly to recognize differences in interests and opportunities between women and men and secondly to include women as well as men in the project staff, at all levels from the top management down to the field workers;*
- *using an appropriate **GENDER POLICY**, to enable women as well as men to share knowledge and experiences, and to take part in all activities;*
- *establishing **GOOD PARTNERSHIP BETWEEN MEN AND WOMEN** in all project activities, to ensure that they will share responsibilities for the improvement of living standards in the family and the community;*
- *establishing a smooth **INTEGRATION OF THE FIVE ELEMENTS OF A WATER SUPPLY PROJECT**, in order to promote its effectiveness:*
 - *water supply;*
 - *sanitation and hygiene;*
 - *hygiene education;*
 - *protection and management of water resources*
 - *mobilization, training and support of communities.*



3. Projects for Women and Men

What kind of policy will a project adapt to ensure the involvement of women and men? A gender-aware approach is not yet common, perhaps because it has not been properly understood, and agencies do not quite know how to do it. In some water and sanitation projects and programmes there are efforts to make women and men share the responsibility, but without taking into account specific constraints for women, and some problems men may have.

In this chapter we want to give an overview of types of projects with a different approach towards gender. Then we will show why in water and sanitation projects a special policy is needed to include women as well as men.



TYPES OF PROJECTS

- with a view towards gender -

General, gender-blind projects

These projects often address the community in general without noting any gender differences. Participants are villagers, users, beneficiaries, target groups. Differences in interests and opportunities among women and men in these groups are usually not taken into consideration. It is assumed that everybody, and notably men and women will participate and benefit equally, but in reality this often does not happen. When women are not addressed specifically, they mostly are left out and the project turns out to be exclusively a male affair.

General projects with a special women's component

These projects encompass a 'general' part and a special component for women. The women's component often has been added as an afterthought. In most cases this component does not have adequate resources in terms of funds and expertise, this means that it has very little prestige and is not taken seriously. Another effect of this approach is that women usually are not included in the 'general' part of the project, although it may concern them also.

Women's projects

In the 1970s and '80s many projects were started which focused exclusively on women. Most of these projects are on income generative activities. They are usually operated by NGO's on a very small scale. Consequently they do not have much funds, and often they lack expertise. For this reason many of them do not adequately address the needs of individual women, and often do not provide adequate economic gains.

General, gender-aware projects

So far there are few projects that integrate gender awareness. This is the ideal situation in which women and men can participate on equal terms, addressing the same issue. A gender-aware project must explicitly state women's involvement, and expertise must be drawn equally from women and men. Efforts must be made to include women in the technical as well as the social aspects of the project. If the expertise is not available among women, it must be created within the project. It is also very important that women are employed as project staff on an equal basis with men.

A good gender-aware approach divides work, position and benefits equally between men and women

Why special attention to women?

A development project which depends mostly on the participation and the work of the male members of the population will be less effective and sustainable. If women are not included, they will not be interested in the project, and consequently may abandon or neglect any improvements that the project is supposed to provide.

A development project which benefits mainly men, and much less women and children, represents a lost chance to improve life for all. It is therefore crucial that both women and men should be included in all aspects and stages of a project, to ensure that both will contribute in its implementation and its sustainability, and that benefits will be shared by all.

But this is not always easy. The reason is that compared to African men, African women are in a more difficult position to take part in project activities and decisions. There are some specific constraints which women have to overcome before they can participate and share their responsibility equally with men.

SOME CONSTRAINTS FOR WOMEN

*Many women are **OVERBURDENED**, involved in daily life-sustaining activities: providing food, firewood and water, looking after the children and sick members of the family, and trying to earn a little income on the side. The division of labour in the family is often assumed, not discussed, and women end up doing the larger share of family labour. This means that often women have less opportunity to take part in meetings and other activities concerning development projects.*

Access to economic and other resources e.g. income, land and credits is generally gender-bound. This may limit women's potential to contribute financially to a project, which may also limit their influence in decisions, and in general their involvement in the project's activities and its benefits.

*The majority of women have very **LITTLE ACCESS TO INFORMATION AND TRAINING** to enhance their skills for the improvement of their own lives and the life of their families.*

***CULTURAL TRADITIONS** may inhibit women from taking part in public activities and events together with men.*

*Women themselves may **LACK CONFIDENCE** to take part, due to cultural traditions, but also because of existing gender-blind policies which neglect and overlook women and exclude them from project planning and decision making.*

It is very important that these constraints are taken into consideration when a project is planned and its policy determined. Project staff should be aware of the necessity to support women, and make efforts towards finding appropriate solutions to overcome any difficulties they may face. Some possible measures and ways to support women are discussed in the next chapters of this guide.

At the same time don't leave out the men

Although women may need special support to participate meaningfully in a project, it is quite clear that this does not mean that men will be neglected. A water and sanitation project is never a project "only for women". Even if its main focus is on providing clean, safe water for household purposes, it is self-evident that the whole community - men, women and children - can benefit. Therefore it is very important that men, too, will take up their responsibilities. However, some experiences show that men may feel threatened and jealous if women get special attention.

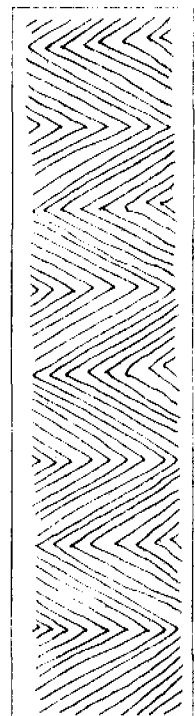


Sometimes men feel threatened

In a rural water project in Zambia the staff decided to give special training courses for women in maintenance and management of the new wells. It was thought that women, as main users of the wells, would probably be better able and feel more responsible to look after them than the men. Also, the project required that at least half of the members of each village water committee should be women. However, it became apparent that many men were quite jealous of this special attention to women. They boycotted the election of able women in the water committees, and tried to prevent as much as possible women's participation in the training.

It has been difficult for the project to break through this pattern. Discussions with men and women revealed that the men do not regard their jealousy as a problem but rather as something natural, whereas the women stated that they suffered very much from it.

Case from Riet Lenting, Zambia



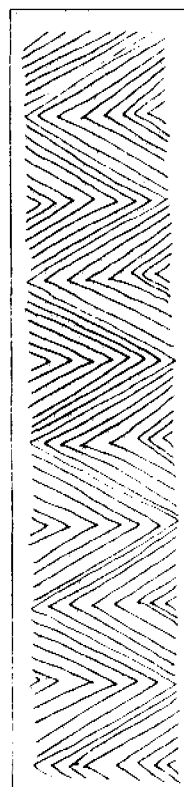
It is quite clear that much care needs to be taken to hold proper discussions on project policy with everybody concerned, men and women. Measures and solutions to be adapted in support of women's participation should be understood very well by everybody, and be acceptable to men too.

Fortunately there are also some positive experiences, where men have been encouraged to share training and responsibilities with women.

Training for women and men

Women in Machakos felt that their participation in development was low due to lack of education and skills. On their request, the Diocese Development Programme in 1979 started training women, using a participatory approach. In this training women were encouraged to plan and set up their own projects, and after implementation, do the monitoring and evaluation themselves. The training was a continuous process, and many successful projects have been initiated as a result.

After about ten years of separate training and activities, the women felt that men should be equally involved. "What about our husbands?" they asked. "If we had been getting the training together with our men, we could have been sharing ideas, plans, and development activities in our villages. The results would have been even more wonderful !" This idea was accepted, and the men are now very interested in working together with the women. A gender training on rural development, using the same participatory approach started last year.



Case from Teresa Kavita, Kenya.

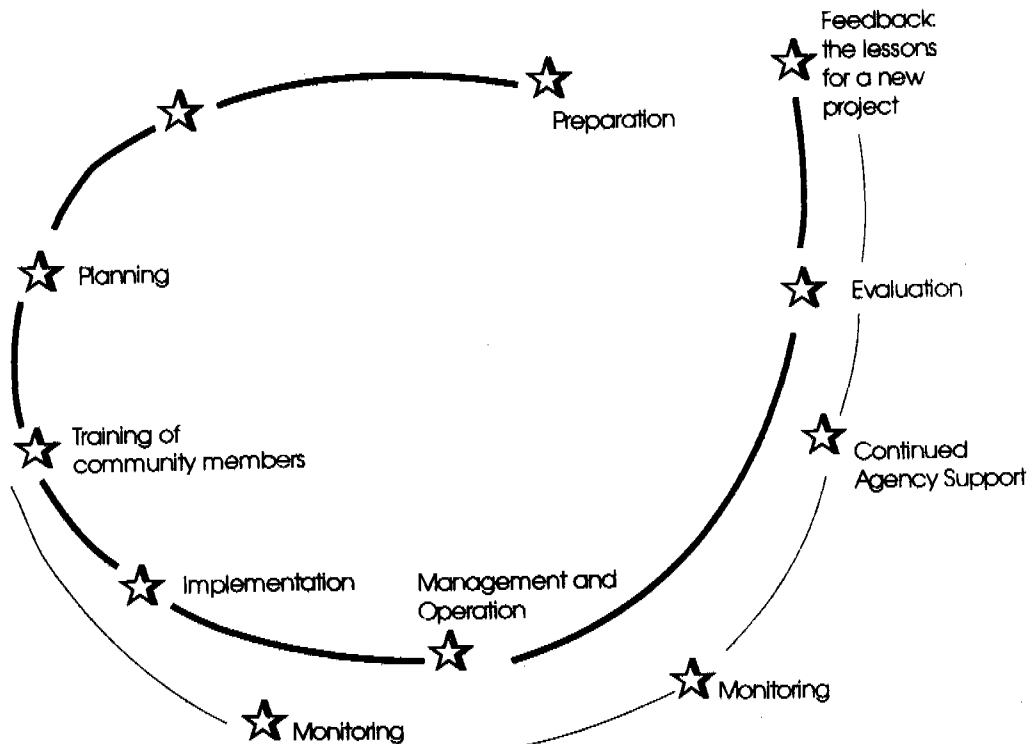


4. The Project Cycle

There are many different projects, but all of them have to go through certain stages, and within each stage, follow a number of steps to ensure smooth progress and good results. General stages of a water supply and sanitation project are, in chronological order:

1. identification
2. preparation
3. planning
4. training of community members
5. implementation
6. management and operation
7. monitoring and evaluation

Strictly speaking, monitoring is not a separate stage, but rather an ongoing activity. The monitoring of project activities usually starts in the implementation stage and can continue after the project (or the funding of the project) has ended.



In the following sections of the guide each stage is discussed separately, with a focus on all those issues which are important for a gender-aware and participatory approach.

4.1 Identification

Every project starts with an identification of crucial issues: what will be done, where, how, and with what goals or objectives?

Who will be involved in this stage depends largely on who has taken the first initiative to start a project. In most countries a national policy has been defined for the adequate provision of drinking water and sanitation to the population. A government agency will identify specific areas for development projects to improve existing facilities, or to build new ones. In this case the first initiative for the project and all activities in the identification stage will be in the hands of the agency, with virtually no inputs from the communities.

But sometimes the people themselves express a strong need for the improvement of their water supply. They approach the government, or a donor, often through a local NGO. It is clear that in these cases communities will be much more involved in the formulation of project policy and objectives.

Regardless of who may be involved, certain steps need to be taken in this stage:

- ★ ***Formation of the identification team***
- ★ ***Defining a general project policy***
- ★ ***Making a reconnaissance visit***
- ★ ***Defining specific objectives for the project***
- ★ ***Identifying implementing institutions***
- ★ ***Writing and submitting a proposal***



★ *Formation of the identification team*

An interdisciplinary team of women and men representatives of government departments and other institutions will be formed to carry out all activities which are necessary to start a project.

The team may include people from governmental and non-governmental institutions concerned with:

- general water resources management, and environmental issues connected with water;
- water supply;
- sanitation and hygiene education;
- community development.

When the initiative for the project comes from the communities themselves, their representatives may be included in the identification team.

It is important that the team includes people with knowledge and/or experience on women and development, to ensure that all necessary information concerning gender issues will be taken into consideration

★ *Defining a general project policy*

The team will usually start by defining the general policy context of the project. Firstly, this involves the assessment of national policies and priorities on:

- water resources management and general distribution of fresh water in the area concerned, with a view on sustainable use;
- water supply, including community management and cost recovery;
- sanitation and hygiene education;
- general national policy on gender issues, including the existence of a national women's bureau, and national and local women's and men's organizations (formal and informal).

Secondly, general strategies to ensure gender awareness in all aspects of the project should be formulated at this stage.

GENDER-AWARE POLICY

In order to determine a gender-aware project policy, some important questions need to be answered:

- *Will the project take into consideration differences in needs and priorities of women and men?*
- *Will the project encourage and support women as well as men to take part in all important project activities, such as: planning and decision making; training and skill development; taking up leadership and management roles?*
- *Will the project be planned and implemented in such ways that both women and men can benefit from it? What benefits are expected for women and for men?*
- *Will the project address possible constraints to women's participation by developing strategies and methods to overcome them?*
- *Will the project provide for adequate female project personnel at all levels, to ensure that women can be reached directly, and that gender issues are addressed appropriately?*
- *Will the project provide for adequate training of its personnel, including training in gender issues?*



★ *Making a reconnaissance visit*

This is the visit paid by the project identification team to selected or potential project areas. The aims are:

- to get general information on the proposed project area, in order to specify relevant project objectives and ensure a proper focus on real conditions and needs in that area;
- to ensure that proper attention is given to gender differences in needs and priorities of the people.

Usually discussions will be held with local government officials and local leaders, including representatives of women's and men's organizations. Specific topics are identification of general problems and needs in the area and possible solutions. Some topics for information collection are given below. So as not to overlook the needs of women, it is important to include women from all socio-economic levels in the review. A specialist on gender issues may be asked to give specific inputs.

SOME TOPICS FOR INFORMATION

- *Environmental assessment in relation to water sources, taking men's and women's traditional knowledge and practices into account.*
- *General demographic and socio-economic data on the area, taking gender differences into account.*
- *Existing water supply, for domestic and other use by women and men.*
- *Existing sanitary practices and felt problems of men, women, schoolboys/girls.*
- *Local health and hygiene education, taking gender differences in access and applicability into account.*
- *Other development activities in the area, particularly concerning water supply, sanitation and hygiene education.*
- *Existence of women's and men's organizations and groups connected with any development efforts, type of people involved (rich/poor).*

Although at this stage only general information is required the team may get a good impression of the problems and needs in the area if adequate methods for investigation are used.

Gender-specific assessment for project preparation

In preparing a project supported by several UN agencies in North Tanzania, the following technique was used for a quick and gender-specific assessment:

- * *The identification team consisting of women and men sub-divided the proposed project area into zones which differed in ecological, socio-economic and cultural conditions.*
- * *It selected a small number of villages in each zone.*
- * *It paid one visit to each village, met the authorities and representatives from local women's and men's organizations, explained the purpose and asked for a separate men's and women's meeting.*
- * *For the meetings the team split up: the men sat with the men, the women with the women. A checklist developed by all team members helped to structure the discussion in the meetings.*

The discussions revealed marked gender differences in water use and needs: men used water for their cattle and needed more appropriate water points for this purpose; women needed a more reliable water supply, nearer to their homes, for domestic purposes.

Case from IRC, Tanzania

During the reconnaissance visit, it is possible to get a better idea of the technical conditions and the kind of services men and women want and are willing and capable to support. Chances of sustainability are greatest when men and women agree about the types of facilities needed and are both ready to support them.

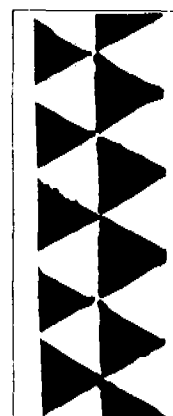
The danger of overlooking specific environmental conditions and choosing inappropriate technical solutions can be avoided by a careful assessment of local women and men's knowledge about the environment and their problems with the existing water supply.



Choice of technology for sustainability

Women in the Nyando plains were quick to point out the unsustainable nature of solutions drafted by outside agents. They explained that water from boreholes would be unsuitable for domestic and productive use, as it contains high levels of salinity due to volcanic action in the area. The solution they preferred was river water. They realized that this requires a comprehensive strategy which includes arresting upriver pollution and flood control mechanisms.

Case from Joyce Mbare, Kenya



★ Defining specific objectives for the project

After the results of the reconnaissance visit have been analyzed, the specific objectives of the project can be defined.

Often, project objectives are formulated in very general and gender-neutral terms, without a specification of who actually will be involved, and how responsibilities will be divided. For example, the project documents state that "the communities" or "the users" will be responsible for the management and maintenance of the newly constructed wells with handpumps. Or, the project document mentions the training of "villagers" in operation and maintenance of new water points.

In these cases it is not made clear that **WOMEN AND MEN** are members of communities, and that each group can have specific responsibilities for a new water supply which will benefit everybody.

The direct "users" of a water point may be mostly women and children fetching water for household purposes. But also men may want to use the water point, to water their cattle, or for brick-making. It may then be necessary to adapt the design, or make specific regulations for the use of the water point, e.g. to prevent dirty surroundings. Also, special contributions for particularly heavy use (brick-making) may be required. If project documents do not specify training for **WOMEN AND MEN**, women's training requirements get easily overlooked, in particular when it is not yet common for women to be trained for participation in water and sanitation projects.

Project objectives should clearly specify women's and men's roles, responsibilities and requirements in the project. This will help the project staff to promote meaningful participation of all users, or the whole community

Where women may be expected to meet specific constraints (see page 18) it is necessary to include objectives concerning women's needs and interests.



EXAMPLES OF PROJECT OBJECTIVES CONCERNING WOMEN'S NEEDS AND INTERESTS

- *Women are specifically encouraged and supported to take part in project planning and design, e.g. siting water points, contributing ideas for appropriate technology, etc..*
- *Women are encouraged and supported to take part in operation, maintenance and management of the improved water supply and sanitation, and to attend training for a good performance of these tasks.*
- *Men (husbands, family members) are encouraged to support women in performing their roles in planning and management of water supply and sanitation, and generally in the implementation of the project.*

★ *Identifying implementing institutions*

Usually the identification team will propose one or more institutions to be involved in the implementation of the project. These will include an agency with technical knowledge, and an agency with knowledge and experience on community development.

For the work with the communities combined field teams are preferable, in which social and technical staff work together.

The personnel of both technical and social agencies need to be familiar with participatory techniques for communication with communities. If this expertise is not available within the agencies, the project has to provide adequate training for its staff members.

An important requirement for technical and social project staff is knowledge of gender issues, and experience on how to work with women and men to ensure their participation in planning, implementation and management of water and sanitation activities. To meet this requirement a special training on gender issues may be needed

For large projects a **STEERING COMMITTEE** is sometimes formed, with members from implementing and other relevant institutions. The steering committee supervises and/or supports the implementation of the project. Depending on the need for specific support, experts on women's and gender issues and on partnership approaches will be included in the committee.



★ *Writing and submitting the proposal*

All information gathered in the previous steps is brought together, resulting in a proposal for a project. The proposal will contain the following items:

- **WHY** the project is necessary: a specification of general policy and specific objectives, including strategies for a gender-aware approach.
- **WHERE** it will be implemented: a description of the project area.
- **WHAT** it will do, **HOW**, for whom, and what **RESULTS** are expected: a description of all project activities, with an overview of the people (women and men) involved, and a specification of expected results.
- **WHO** will be working for the project, in what capacity: an overview of project personnel.
- **WHEN** the project activities will take place: a time-table.
- Estimated **COST**, based on the project objectives and on estimated personnel and materials needed: a tentative budget.

Special attention should be given to the long-term sustainability of the improvements to be made, in terms of ecological soundness of the water sources, appropriate service level and technology, and appropriate support service after the project itself has ended.

The objectives and the expected output or impact of the project as stated in the proposal should include specific indications of impact on women and men, and other specific groups in society (religious, ethnic, social): what and how is each group expected to benefit? How will this be measured?

When the initiative for a project has come from the people themselves, it is obvious that they should be involved in the formulation of the proposal. The final draft of the proposal should be extensively discussed with representatives (women and men) of the communities concerned. They should be completely satisfied that the proposal reflects their real needs and expectations. They should express again their ability and willingness to take part in the project activities which are specified in the proposal. Only after they have given their consent, can the proposal be submitted to a funding agency.

4.2 Preparation

After the project has been accepted for funding, the preparations for the actual work will start. The most important steps to be taken in this stage are:

- ★ ***Selection of project personnel***
- ★ ***Orientation and training of project personnel***
- ★ ***Introduction of the project in the project area***
- ★ ***Needs and priorities assessment***
- ★ ***Baseline study***
- ★ ***Selection of communities***

When the project has been initiated by the communities themselves the steps can be somewhat different. A formal introduction of the project in the area will then not be necessary. A selection of communities will sometimes take place, where the project cannot serve everyone at the same time.

A baseline study is often omitted when communities have started or requested the project themselves. But it still can be very useful, and should be conducted whenever possible. It will allow the communities to assess the situation before the project begins, and compare it later with the situation after the project. Data from a baseline study can also reveal some problems which then can be addressed in planning the project.

★ ***Selection of project personnel***

After the project has been accepted it will need:

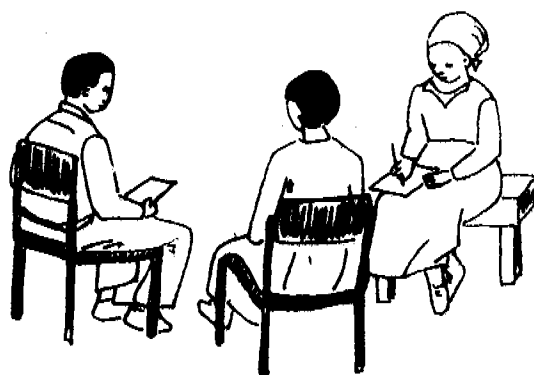
- women and men to perform administrative and managerial tasks;
- women and men to do field work (technical and social specialists);
- female and male specialists to assist in specific issues (environmental and social researchers, trainers, etc.).

It is not always easy to find the right people to work in a project, and to determine the right way of employing them. Some problems with employing people are discussed here. For some projects special personnel will be selected through a selection procedure by the agency, sometimes assisted by a local NGO. The danger is that these people will lose their jobs at the end of the project, and there will be a disruption in the project. Sometimes this can be avoided by working more directly with the NGO in the project and ensuring when its future involvement and support.

When the agency is a government institution, mostly people from that institution are selected as project personnel. Problems occur when these people are not seconded to the project, so that they cannot devote themselves completely to the work the project demands from them.

Another difficulty may be a general lack of motivation and commitment of government staff, due to frequent staff transfers and lack of incentives. To further motivate government staff for project work, the project can provide refresher courses, night-out allowances and means for transport.

It is important to ensure the equal representation of women and men in the project team. Particularly in field work a sufficient number of women is required to reach the women in the communities. For many projects it is necessary to take specific measures to enable women to work in the project. Some problems and solutions for the employment of women field staff are given below.



HOW TO GET MORE STAFF

In many projects the number of women field staff is very low. There are many constraints for women to do this kind of work. Married women are mostly not able to stay away from home for long days, or stay in the village for several days. Unmarried women are often too young and unexperienced to be properly accepted by older community members. Young women move away from the area with their husbands when they get married. Finally, many educated women prefer city-based work to the comparative hardships of working as a field expert.

Some solutions to these problems can be suggested:

- *Women field experts can best be recruited from the area where they will be working.*
- *A married women can be offered the opportunity to work part-time, and share the job with another married women.*
- *A young, inexperienced women can work together with an older, experienced woman for some time, to learn.*
- *The project can offer free training for more women than it can employ at a time - when somebody leaves the job, another one can take over who has been trained already.*

Field workers have a key role in any project, because they work directly with the communities. Their experience and skills in reaching and supporting women and men, and in sharing their knowledge with them, are crucial in establishing the project's success.

A sample task description with a list of required abilities and attitudes for field workers (sometimes called community workers or extension workers) in a water and sanitation project is shown below.

A SAMPLE TASK DESCRIPTION FOR FIELD WORKERS



Her/his most important tasks are:

- *to assist women and men in the identification of needs and problems concerning water, sanitation, and hygiene, and to support them in taking action;*
- *to involve women and men in all stages of the project in such ways that decision-making activities, functions and benefits are shared equally and satisfactorily between them;*
- *to identify training needs, and to assist in the development of training programmes for female and male community resource persons (e.g. water committee members, waterpoint caretakers, latrine builders, etc.);*
- *to use gender-aware training methods and materials, which are adapted to gender differences in general access to information;*
- *to use gender-aware evaluation and monitoring tools (also allowing to detect if women are excluded and how women and men benefit), for the identification of shortfalls and provision of corrective measures.*



Her/his most important abilities and attitudes are:

- *the ability to communicate with the community and establish good relationships with people;*
- *the ability to listen well and learn from women as well as men;*
- *the ability to share knowledge and experience with women and men;*
- *respect for women's and men's ideas, their skills and wisdom;*
- *awareness of and respect for social practices, traditions and culture of the community.*

★ *Orientation and training for project personnel*

Before the work for the project can start, all project personnel will need an orientation on project objectives and policy. It is very important to include an orientation on gender issues to prevent communication problems and wrong starts. All project staff should be aware of the need to involve women and of possible constraints for women to participate in the project. This manual aims at providing background information and suggesting tools to help project staff in defining strategies and taking action for a successful inclusion of gender issues in the project.

ORIENTATION

- why?**
- * to inform all project personnel on objectives, policy and workplan of the project
 - * to sensitize them on gender issues, and in particular the need for giving special attention to women's involvement
 - * to ensure that they are familiar with all key aspects of the project and the approaches to be adopted
 - * to encourage team building among technical and social personnel
- who?**
- * all project personnel
 - * one or two facilitators from outside the project, who are specialists on participatory approaches and on gender issues
- how?**
- * by holding a two- or three-day workshop
- when?**
- * after selection of personnel has been completed, before the actual work starts

Apart from the orientation, in many cases special training for field workers will be needed. It will give them an opportunity to enhance their skills, to gain new knowledge on improved approaches, and to share experiences.

To enable particularly the married women among the field workers to take part in the training without much difficulty, it is advisable to limit the time of any course to three or four weeks maximum. To update and further enhance skills, a refresher course can be given every year.



TRAINING

- why?**
- * to improve and build upon existing skills and experiences of field workers, particularly with a view to participatory approaches and techniques for reaching women as well as men
 - * to build teams of social and technical field workers who can cooperate in working with communities
- who?**
- * all field workers
 - * facilitators who are specialized in participatory approaches, gender issues, and technical aspects of water supply and sanitation
- how?**
- * by holding three-week courses
 - * to ensure team-building, the main part of the course will be held for social and technical field workers together; for specific technical and social issues the group can split up
- when?**
- * before fieldwork starts, preferably with a refresher course every year

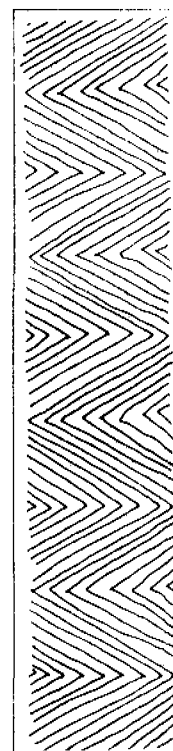
It is very important that technical and social field workers together attend this training. They will have to work together with the communities, and must be able to share experiences and cooperate in using participatory approaches. Unfortunately this insight is not yet common. In particular technicians may think that they do not need to concern themselves with social issues.

The importance of working together

In the Village Water Reservoir project, the training of the project teams is planned by each section head. Even though the technical section and the animation section should work closely together for the smooth execution of the project, there have been difficulties in this direction. The animation team is always accused by the technical team of being "petty" and the animation team accused the technical one of being "soldiers" who behave just like their machines.

The need therefore arose to train the technical team on social aspects, i.e. communication skills. However, up to date, this has not been possible because the technicians think this is not important. The animation team still feels desperate because the technicians do not listen to the communities' wishes, and they generally do not discuss decisions with the communities. For example, the choice of a location for a dam by the community is not taken seriously by the technicians.

Case from Fathi Mumuni, Ghana



In the reality of daily life, the social and technical aspects of a project are closely intertwined. Decisions of people concerning water supply and sanitation are always based on a combination of social and technical issues. Therefore, technical and social field workers should work as closely together as possible.

Team-building among technical and social field workers should be an important part of their training

Technicians are often men, who will tend to talk and work mainly with the men in the community. It is then easily forgotten that women may be very well able to handle technical issues and to decide about them, if they are given a chance to do so.

Social workers are often women, who will tend to talk and work more with women. It is then easily forgotten that men also need to take decisions on social issues and to share responsibilities with women.

Team-building among technical and social field workers can help to break down inefficient gender barriers which inhibit successful sharing of responsibilities between women and men in a project.

Not all training subjects will have to be shared by everybody. Below some suggestions are given as to subjects to be included for technical and social field workers together, and for each group separately.

SOME SUGGESTED TRAINING SUBJECTS

Subjects for training technical as well as social field staff will include:

- *communication skills in teamwork and in working with the communities;*
- *basic participatory approaches and techniques;*
- *the importance of women's involvement and of gender differences, and ways of taking these into consideration in all aspects of project work;*
- *basic technical knowledge about water supply, sanitation and health and hygiene.*

Special subjects for further training of technical field staff will include:

- *techniques of water supply, sanitation, hygiene and waste disposal (specific subjects for training will be determined by the objectives of the project).*

Special subjects for further training of social field staff will include:

- *social aspects of water supply, health, hygiene, and sanitation management and organization;*
- *advanced training on participatory approaches and techniques for working with the community;*
- *participatory methodology for data gathering, analysis, and interpretation;*
- *participatory methodology for monitoring and evaluation.*

★ *Introducing the project in the project area*

The project teams are now ready to introduce the project in the project area. They will explain to the people what the project in general aims to do, and ask their first views on the matter.

Usually the teams will start meeting with local officials and informal leaders in the area. These include female and male village leaders and other key persons, such as representatives of NGO's, religious groups, health workers (nurses, midwives, village health workers), and development groups.

A project team visiting a community consists of at least one female and one male project worker. This is to ensure that women as well as men in the community can be easily consulted, and that separate meetings with women and men can be held if necessary



After consultation with the leaders, general community meetings can be organized. These meetings should always be planned very carefully:

- *For meetings with the community the project team must make sure that people from different groups in the community are invited and will attend the meeting: ethnic groups, religious groups, but also those who are wealthier and those who are poorer. Special efforts may be needed to inform women of the meeting and to encourage them to attend.*
- *During the meeting everybody must have an opportunity to speak up. The project team must make sure that in particular the less powerful members of the community have a chance to take part in the discussion, and encourage them to give their views.*
- *Due to cultural traditions women often have problems with speaking in public when men are present. Women can be assisted in speaking out by introducing short breaks for discussion amongst themselves. Also they can be asked to chose one or several spokeswomen to speak for them in the meeting.*
- *In some areas cultural traditions prevent women and men from freely attending a public meeting together. Or women may just feel more comfortable discussing among themselves first. If necessary, separate meetings with women and men can be held, or informal contacts with groups of women can be arranged at places where women gather for work or leisure, or in their homes.*
- *Meetings need to be timed well. Preferably they should not be held on market days, during peak times in the agricultural season, and during peak times in daily work. Enquiries should be made by the project team to ensure that women as well as men can attend the meetings.*
- *The place for any meeting and seating arrangements also need careful attention. The place should not inhibit certain groups of people from coming, for example, it should not be a place where normally only men get together. Seating arrangements should be comfortable, and in such a way that everybody, women and men, can hear and be heard.*

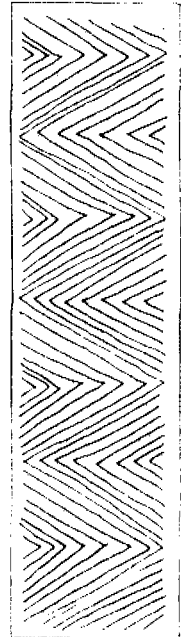


Planning focus group meetings

In the course of the years the animation section in village water reservoirs projects in Ghana had problems with information collection and free flow of information in general meetings. Older men tended to dominate the discussions; women and young persons could not freely express their views. It was thus decided to change the method from general meetings to focus group discussions. The community is divided into four groups: men, women, young (unmarried) men, young women. Meetings with these groups taken place on the same day so as to prevent repetition of ideas.

Male animators meet with the men's groups and female animators with the women groups. This process gives women and youth the confidence to contribute and be involved.

Case from Fathi Mumuni, Ghana



It is very important that a participatory approach is adapted right from the very first meeting onwards. If during the first meeting the community has been told what to do and what will happen, instead of being encouraged and supported to take initiatives and make decisions, the tone for the project will be set. Then, later it will be much more difficult to persuade the people that the project is theirs.

***The project team should never speak TO the people, but
always WITH the people***

★ *Needs and priorities assessment*

A needs and priorities assessment with the community not only gives the project team the chance to get to know the views of women and men. It also can help members of the community to discuss possible improvements in their living conditions and become aware of different needs and priorities of women and men.

Important issues to discuss are:

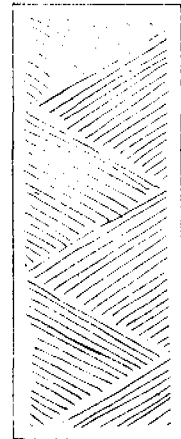
- *Do **women** need any improvements in water supply and sanitation? If so, what improvements would they need most? Why?
What and how would they be able to contribute to any improvements?
What benefits would they expect from a water supply and sanitation project for themselves and their families?*
- *Do **men** need any improvements in water supply and sanitation? If so, what improvements would they need most? Why?
What and how would they be able to contribute?
What benefits would they expect from a water supply and sanitation project for themselves and their families?*

It is crucial that women and men both give their views. Each may have different needs and priorities, and the project has to take these differences into account to ensure that responsibilities and benefits can be shared.



Through a project in Tanzania, villages were offered help with building wells and installing handpumps to improve their drinking water supply. An investigation among the people revealed that the men in that region, who are predominantly cattle holders, would prefer to build watering places for their cattle.

To get full support from men as well as women, and ensure appropriate and safe use of the available water sources, the project would have to develop a combination of improvements in water supply for households as well as cattle holders.

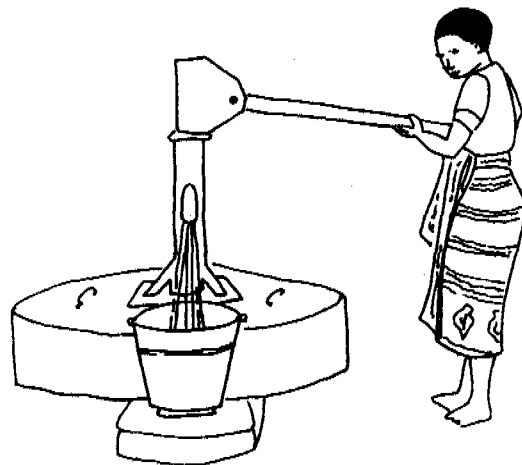


Case by Consolata Sana, Tanzania

Some communities may not feel any need for the improvements the project would offer or support. In particular sanitation is often not felt as a pressing issue in rural communities. Obviously these feelings have to be taken very seriously. A project which is not supported by most of the people is bound to fail.

On the other hand there may be specific needs which have never been taken into consideration in a water supply and sanitation project. Such specific needs may concern women's hygiene during menstruation. In Africa, as in most countries of the world, the issue of menstruation is taboo - it is never talked about in public, especially not in the presence of men. Nevertheless it is felt that there should be more opportunity to integrate the specific needs of women for hygiene during menstruation into the planning and implementation of improvements in water and sanitation. One way of encouraging this is to discuss the matter in women's groups and during home visits with women and girls, and to support female project staff in addressing the issue.

A good needs and priorities assessment is a very important step in establishing a participatory approach. Participatory techniques can be used to discuss and analyze the views of women and men on water use, choice of technology, hygiene issues, etc.



★ *Baseline study*

At the start of every project a baseline study is needed to establish what the situation in the project communities is **before** any improvements have been made. It is then possible to compare this with the situation **after** the project has been implemented.

A study of the situation before the project starts, will also provide technical data needed to identify the most suitable technical options, and social data for the identification of specific problems and constraints and ways to overcome them.

↳ **Basic technical data include:**

- *inventory of all available water resources in the area;*
- *existing drinking water availability in terms of quantity and quality;*
- *rates of water consumption, for domestic and other use;*
- *ecological consequences of changes in water supply and water use.*

↳ **Basic social data include:**

- *demographic data;*
- *economic data, including the division of labour between men, women and children, and women and men's access to resources (land, income, property, information, etc.);*
- *data on women's and men's local organizations (formal and informal);*
- *data on patterns of decision making, and representation of women and men in community leadership;*
- *data on health and hygiene (sanitation), including concepts and habits of women and men;*
- *data on water supply, including women's and men's knowledge and management of water resources, and concepts and habits of water use, handling and storage.*

In principle, all social data should be divided according to gender. A comparison of women's data with men's data will provide a better basis for planning shared responsibility and joint involvement of women and men in the project. It will also allow for monitoring and evaluating the roles and responsibilities of women and men in the project, and any differences in benefits or possible negative impacts for women and men

For a baseline study a combination of various types of data collection can be used: village walks; visits to water sources, schools and health centres; interviews with groups and individuals; use of available maps and records. This type of investigation is usually carried out by the project team, together with members of the community.

It is obvious that investigators should be women as well as men, for easier communication with female and male community members





Research specialists may assist in the design of the study and the analysis of the data. The results of a baseline study should as much as possible be presented to the community for discussion. Some collection and analysis of information can be done right away in a participatory process. Examples and references concerning participatory methods for data collection and presentation are given in IRC's Occasional Paper no. 24 *Together for Water and Sanitation : tools to apply a gender approach. The Asian Experience.*

In a participatory approach it is important to share the results of the baseline study as much as possible with the community. Any errors can then be corrected by the community directly. The results can be discussed and used by the community in planning and implementing project activities

For big projects covering a large number of communities, sometimes a formal survey is executed. This has the advantage that a large amount of data can be collected, which can be easily quantified. The results can provide an overview of a whole region or district.

A disadvantage of such a survey is that most of the data are too general to define a specific situation in a specific community, and too superficial to learn about views, skills and knowledge of the people. It is then still necessary to supplement the survey with a baseline study in all project communities.

★ *Selection of communities*

The most ideal situation for any project is that communities have initiated it themselves, are starting to plan for improvements, and are perhaps approaching an NGO or other agency for support.

A selection of which communities are going to be served first is sometimes necessary, but on the whole it is clear that a project is wanted. Still, it may be important to establish **who** in the community is proposing the project. Will women as well as men be involved? In what ways? What benefits do women and men expect? Is it possible to adjust the project proposal, if necessary, in such a way that women and men can share responsibilities and benefits?

Supporting agencies can apply a gender-aware approach in selecting only those community projects which propose shared responsibilities and benefits for women and men

In general, however, the need for any improvements is identified by local or national government, or an NGO, who may approach a donor for funding a project. Identification of the project area and a first selection of communities is then usually done in the identification stage (see page 22), according to criteria which have been laid down by government policy, and which have been specified in the aims and objectives of the project

Regardless of any other criteria for selection, there are two important points to be taken into consideration:

- *The final selection of communities should always be guided by the needs and priorities of the communities themselves. It makes no sense to start a project with people who are not really interested.*
- *Communities must agree with being selected. This means that not only the leaders, but ordinary community members, women as well as men, should have a fairly clear idea of what the project can do for them, and what is expected from them in terms of general contributions and sharing responsibilities and benefits.*



4.3 Planning

At this moment a full picture of the conditions, needs and priorities of the different groups in the community (women and men, poor and rich) will be available. It is clear to everybody concerned what the project's benefits can be, and what will be expected from the members of the community. And it is clear that at least a majority of the community members are willing and able to take up their responsibilities in making the project a success.

Now the actual planning for the project can start. This involves a number of practical activities. In following paragraphs they will be discussed in detail:

- ★ **Gender-aware planning**
- ★ **How to organize meetings**
- ★ **Choice of technology**
- ★ **Choice of design and location**
- ★ **Establishing a water committee**
- ★ **Setting up a financial system**

★ Gender-aware planning

Particularly in planning it is important to use a gender-aware approach, because it will ensure that decisions are shared between women and men. This will promote sharing of responsibilities, and also shared benefits.

GENDER-AWARE PLANNING WITH THE COMMUNITY

THINGS TO AVOID

- *women do physical work, men get functions and training*
- *women have to contribute disproportionately (in labour or cash)*
- *women have no way to influence operation and maintenance*
- *women contribute but get no insight in what is done with their contributions*

THINGS TO CONSIDER

- *the village builds facilities for washing and bathing when water points are far*
- *the village protects the interests of cattle owners **and** women*
- *women users are trained on technical aspects, so they can diagnose operation and maintenance problems early*
- *women are trained as handpump mechanics because of high motivation, regular visits, better preventive care*
- *local women know which women are the most suitable persons for a function*
- *villagers often prefer female treasurers for continuity and liability*

Participatory planning techniques

Planning with the community can be made easier by using participatory techniques.

- *Listing tasks or sorting pictures of activities into men and women in water, sanitation and hygiene gives insight and helps to plan in what aspects each sex should be involved.*
- *Making models (see page 52) or visiting completed facilities with men and women helps to stimulate discussions on design.*
- *Stories, role plays or pictures (with example of a "good" & "bad" village) make it possible for villagers to tell what can go wrong when financing or management are not fair without having to name names. Alternatives can then be planned.*

More to read on participatory techniques for working with communities:

Bolt, Eveline (1994). *Together for Water and Sanitation : tools to apply a gender approach.* (Occasional Paper no. 24). The Hague, The Netherlands, IRC International Water and Sanitation Centre.

Feuerstein, Marie Thérèse (1986). *Partners in evaluation : evaluating development and community programmes with participants.* London, UK, MacMillan Publishers.

Mascarenhas, J. et al. (1991). *Participatory rural appraisal : proceeding of the February 1991 Bangalore PRA Trainers Workshop.* (RRA Notes ; no. 3). London, UK, International Institute for Environment and Development (IIED).

Narayan-Parker, Deepa (1990a). *Participatory evaluation : tools for managing change in water and sanitation.* Draft. (Tools for community participation). New York, NY, USA, United Nations Development Programme, Promotion of the Role of Women in Water and Environment and Sanitation Services.

Srinivasan, Lyra (1990). *Tools for community participation : a manual for training trainers in participatory techniques.* (PROWESS/UNDP technical series involving women in water and sanitation : lessons, strategies, tools ; no. 9). New York, NY, USA, United Nations Development Programme, Promotion of the Role of Women in Water and Environmental Sanitation Services.

Stephens, Alexandra and Putman, Kees (1988). *Participatory monitoring and evaluation : handbook for training field workers.* (RAPA Publication 1988/2). Bangkok, Thailand, FAO Regional Office for Asia and the Pacific.

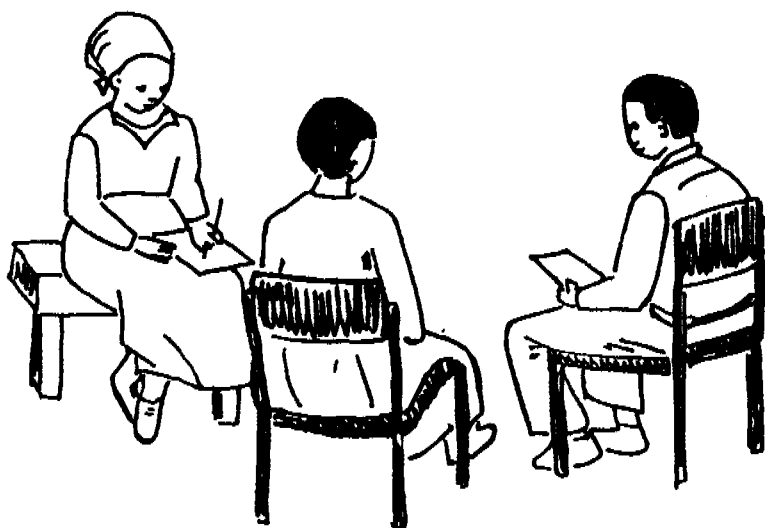
Wakeman, W. (1993). *Gender issues in water supply and sanitation : gender issues sourcebook 7-10 September 1993.* Washington, DC, USA, UNDP/World Bank Water and Sanitation Program.

★ *How to organize meetings*

Planning with community members usually involves a lot of discussion and meetings to ensure that all community members, or at least representatives of all different groups, take part in decision making.

These meetings have to be set up and conducted very well, to make sure that everybody understands the issues and will be able to participate in choosing the best options.

It is important that in planning with the community the project does not present solutions, but that an overview is given of options: what is technically possible, and what this will mean for the users in terms of costs (investment, operation and maintenance), quantity and quality of water, reliability of the system, ease of maintenance and administration, risks and benefits



Women often face problems attending general meetings and speaking out in them. The list on the next page gives some practical hints for encouraging women to participate.

In those cases where it is not very possible for women, or other groups in the community, to participate actively in general meetings, meetings with focus groups can be a good solution.

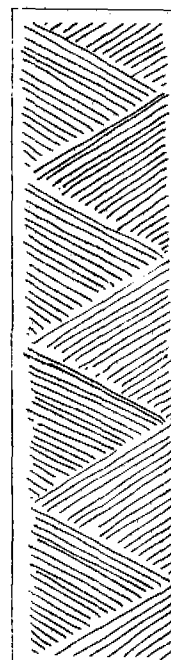
WOMEN PARTICIPATE IN MEETINGS - PRACTICAL HINTS

- *Organize meetings at times and places suitable for women.*
- *Inform men and women through channels reaching women.*
- *Encourage women to attend the meeting.*
- *Arrange seating so that men and women feel comfortable and can hear.*
- *Use the vernacular language or translate.*
- *Invite discussions from men and women.*
- *Assist women to speak out (give breaks for internal discussions, ask women to chose spokeswomen).*
- *Hold separate meetings with women, or get their views otherwise (door-to-door contact, informal sessions if necessary).*
- *Evaluate how men and women attended the meeting and spoke out.*

Choosing village technology

In an environmental health project in Ghana, communities are encouraged to develop solutions for waste disposal and drainage problems.

In the villages in the project area, every compound has at least two bathrooms, one for women, and one for men. The water from these bathrooms used to run away freely, making puddles of bad water, especially in the wet season. The team of animators encouraged the people to find a solution, and it was decided to build soak-aways. Initially the men showed little interest in the activity, because it was thought that women would bathe more. Meetings were held with men and women, separately and together, to discuss the issue. After some compounds had succeeded in constructing a soak-away, mostly through the efforts of the women, the men got convinced of its benefits, and now in seven villages almost every compound has constructed a soak-away.



Case from Fathi Mumuni, Ghana

★ *Choice of technology*

Choosing the technology involves considering local conditions and the needs and capacities of the communities. These often differ. Small isolated and scattered communities have different water needs and maintenance, management and financing capacities than large and concentrated settlements with an almost urban character. Often, one programme or project has to cater for a wide range of conditions and should thus be flexible.

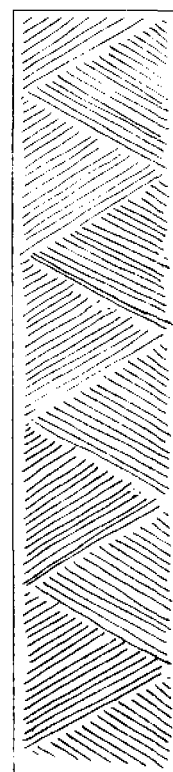
Different groups of people in the community may have different needs. To involve all groups, and in particular women, in the discussion on what technology is most appropriate, participatory methodology can be used.



Choice of technology by the community

In Shinyanga Region, Tanzania the water project uses a game with men and women in a general meeting to assess current practices and preferences on water sources.

- * *Different pictures showing different types of water sources that are present in the village are displayed together with pictures of other types found in neighbouring villages or towns.*
- * *An envelop is placed under every type of water source.*
- * *Every person present is given a small piece of plain paper with a different colour for men and women.*
- * *The people are then asked to vote for the water source that they presently use by placing the piece of paper in an envelop under their choice. Everybody does this freely, also the women because they are not required to speak aloud.*
- * *The results are counted separately for men and women and recorded aside.*
- * *Then they are again asked to vote for the type of water source they would like to have, and the same process of counting repeats.*



Case from Consolata Sana, Tanzania

★ *Choice of design and location*

In design and location of facilities men and women often have different interests. When this is not taken into account, the system will not work and be used properly. An example is conflicting interests between men and women in areas with a lot of cattle. The men are often more interested in water for cattle and will not easily support a domestic water supply alone. Adding a cattle watering to the domestic system is not a good solution because each group has different interests in location. Other problems to be solved between the two groups are good management (no erosion, no pollution and good drainage), rationing in times of water shortage, and a fair charging system for water and system management.

The design of facilities is often considered a purely technical issue, which is handled accordingly by engineers and technicians. Although the designs may be technically sound and shaped well, they may not be very practical for the women who will use them. The pump or the tap may be placed too high or too low for the containers which are commonly used; drains may be placed in an awkward way so that the users will step in them when they draw water; wash basins slope too much or too little, which makes using them inconvenient; etc.



The case below shows that it is very well possible for engineers to consult women for an improved design of facilities.

Planning for local conditions

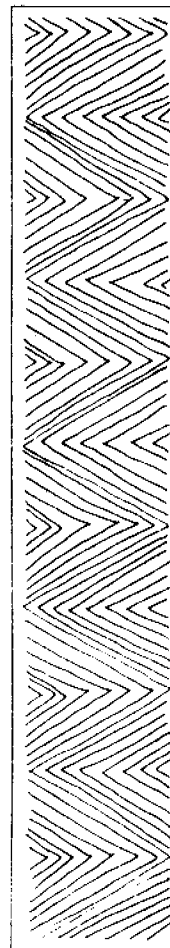
In Kenya, the lake basin development authority deals with two types of zones - the highlands and the plains. In the plains, latrines are difficult to construct. They must be lined otherwise they cave in. This challenge applies to the water wells too. Culverts are used to reinforce the walls.

In the highlands the project deals with spring protection. The aim is to increase water volume and provide separate sources for animals and for domestic use. People know local conditions and are ready to do extra work or make good training and management arrangements when they are taken seriously. Because each group has different tasks, expertise and interests, both men and women need to be involved in this process.

Case from Joyce Mbare, Kenya

In some villages in Zambia and Malawi, women were asked to design their "ideal" standpost. In the presence of an engineer and a technician they built a model standpost of some loose bricks and a pipe with a tap. They worked at it and tried out different shapes of the standpost and positions of the tap till they were satisfied that everything was according to their requirements. The engineer then took all relevant measurements of the model, and a proper technical design of the model was made. The actual standposts for the communities were built according to the women's design.

Case from the PSSC Project, IRC, Zambia and Malawi



★ Establishing a Water Committee

For the organization of community participation in planning, construction and management of the new water supply, some kind of community organization will be needed. If sanitation and hygiene are included in the project, these will also have to be managed by the community organization.

Sometimes an existing organization (e.g. a village council, a health committee, or community development committee) will take up the work for any water supply and sanitation project. Most common is, however, the establishment in the community of a special water committee, or water and sanitation committee.

RESPONSIBILITIES AND TASKS OF A WATER COMMITTEE WILL INCLUDE



in construction:

- *organizing the community for construction work, and coordinating the work of the agency and the community;*
- *collecting financial or other contributions towards construction;*



in operation and maintenance:

- *organizing and managing operation and maintenance of the new facilities, planning and supervising tasks by women and men;*
- *collecting and safe-keeping regular financial contributions for operation and maintenance;*



In related project activities:

- *supporting and supervising the hygiene education programme, carried out in the community within the framework of the project;*
- *supporting and supervising the sanitation programme, carried out in the community within the framework of the project;*



in general:

- *carrying out the plans and decisions made by the community;*
- *acting as liaison between the agency (the project team) and the community, in particular supporting regular monitoring of progress and impact of the project;*
- *holding regular meetings (at least once every month) of committee members to discuss all tasks and review activities and responsibilities;*
- *whenever needed, but at least twice a year, holding meetings with the community to account for the work done, and for financial accountability (presentation of budgets and financial overviews of income and expenditure).*

It is important to include women as members of a water committee. They are those who are primarily involved in providing water for their families, and generally for household use. They are also responsible for health and hygiene in the family and the household. They are most interested in a well-functioning, safe and accessible water supply, and in clean, safe surroundings. Accordingly, they are often ready to assist in improving and maintaining water supply and sanitation conditions in the village.

It is not always easy for a woman to be an active member of a committee, and take part in management. As has been explained before (see page 18), there are some specific constraints that women have to overcome before they can participate and share their responsibility with men.

Here some practical suggestions are given on how to encourage women to take up their responsibility in management tasks, and to encourage men to support them.



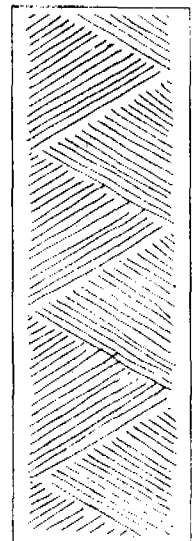
WHAT A PROJECT CAN DO TO ENCOURAGE WOMEN TO TAKE UP AND PERFORM MANAGEMENT ROLES

- *Discuss with men as well as women the need to share responsibilities.*
- *Ask community leaders to coordinate the sharing of responsibilities by men and women.*
- *Hold meetings (general meetings or focus group meetings) in ways that will encourage women's active participation.*
- *Ensure democratic selection of committee members - women can be chosen in women's focus group meetings, if necessary.*
- *Encourage women to take part in existing all-male committees, and encourage men to accept women's membership.*
- *Ensure that at least two women are included in any committee, so that they can support each other, if necessary.*
- *Give a very good orientation on tasks of the committee, and on how these could be divided between men and women - this will be done during the training of committee members.*
- *Ensure that women do not only "supporting" tasks, but share in real "managerial" tasks, for example collecting contributions and managing finances.*
- *Monitor closely the functioning of the committee, and in particular the proper sharing of responsibilities of women and men.*

Impose or convince?

In some cases, country policy or project policy prescribes the number of men and women to be included as members in the committee (several water supply projects in Tanzania, prescribe 50% women members; in Zimbabwe the government rule for membership in water committees is 3 women to 1 man).

Although this system may encourage some women to take part in committee work, it is often not successful. To fill the prescription, (male) village leaders may appoint a sufficient number of women, who are then not active in the committee. They are not informed of meetings, they do not take part in planning and decisions and they do not feel that they are involved or have any responsibility for the project.



Case from Tanzania and Zimbabwe

★ *Setting up a financial system*

Besides choosing the technology, design, and location for the new facilities and establishing a water committee, the community needs to plan how to finance operation and maintenance.

↳ **For the establishment of an appropriate financial system, several decisions have to be made. Important points to decide on are:**

- *How much contribution will be needed to ensure that the facilities can be kept in good working order at all times?*
- *How are the contributions calculated?
Will the users pay a certain amount per household? Should small households pay less than big households? Should very poor people, for example widows or divorced women with children, pay the same amount as others, or less?*
- *Will women and men who use the water also for business purposes or for watering cattle, pay an extra amount?*
- *When are contributions due to be paid: each time water is drawn; or every month; or once or twice a year, after harvesting?*
- *How is the money kept: in safe-keeping by one of the committee members; or in a special bank account?*
- *How are income and expenditures accounted for? Are proper records kept?
Will the community be informed regularly on how the money is kept and spent?*



Of course, other solutions are possible besides the ones suggested here. Different systems may be appropriate in different types of communities and it is clear that communities will find it easier to contribute when the financial system is an appropriate one. Therefore projects should never impose any financial system, but always assess carefully with the users what solution will be the best for them.

In some cases in particular women, as main users of a water point, are held responsible for payments towards maintenance. This is unfair, because it may be true that mainly women use the water point, but all family members, including the men, use the water.

The project should not condone, or even support, any unfair solutions for the financial system, because this will weaken the project and make it unsustainable.

But whatever has been decided,

it should be clear to everybody in the community what the contributions are, for what purpose they are needed, when and how they will be collected, and who is responsible for keeping them

Women as treasurers of water committees

Many countries have examples of women being chosen as treasurers of water committees, collecting contributions, putting them in the committees bank account, and keeping records.

It has been found that in general women are better, more reliable keepers of money than men. Once they are given an important task in the water committee, they tend to feel more responsible towards the community. Also, they will not so easy move away or disappear when something goes wrong, as men tend to do.

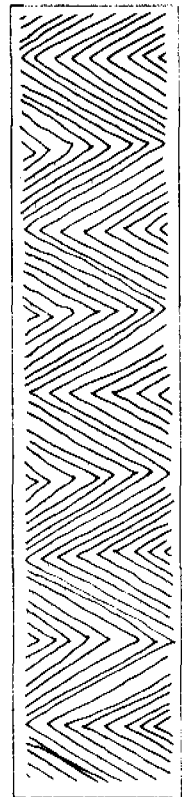
Sometimes women are reluctant to take up the role of treasurer, as they feel that they lack the skills. Projects could contribute considerably in enhancing women's skills in management tasks, particularly as managers of finances, by training women in bookkeeping and financial accounting.

Who to hold the purse

In the water project in Dosso, Niger, the water accounts are managed by one or more men, very often without involving the other members of the committee and even of the water committee. In 1989 the choice of committee members was completely left to the community. Unfortunately, in many villages the village chief appointed these members. Often the treasurer is an entrepreneur, who uses the money for personal loans and is not easily held accountable. However, there are some more positive experiences with female treasurers. Their appointment has been suggested by men as well as women.

Why women?

- * they are more stable
- * they do not spend money that is not theirs
- * men will be ashamed to ask for a loan with a women
- * control over the financial management will become easier; men tend to disappear or to become angry. In several villages the women have kept very well the contributions of the community. The project now promotes democratic election of limited members and women treasurers.



Case from Amsatou Kansaye, Niger



4.4 Training of community members

Training of community members is an important aspect of any project which aims at involving the people in the planning and management of the improvements in water supply and sanitation.

Some important aspects of training community members for an integrated water supply and sanitation project are discussed in this section:

- ★ **Training for aspects concerning improved water supply**
- ★ **Training for sanitation improvements**
- ★ **Training for improved health and hygiene conditions**
- ★ **Training methodology**
- ★ **Communication and information materials**

To be really effective, all training has to be carefully planned. It should be based on local experiences and practices, taking into account possible differences in experiences of women and men



The best way is to discuss their training needs with the people:

- *what skills and knowledge they would like to develop;*
- *what particular skills are needed to take up their roles and responsibilities in the project.*

It is very important that both men and women are trained in all relevant subjects. This is to ensure that both will understand their own and each others roles and responsibilities, even if they may not always have the same tasks.

When selecting people to be trained, communities should make sure that **at least two persons for each function** will attend the training. Members of the water committee, health workers, or pump attendants may move away or get ill. It is then important to have another person available for the job.

Training for aspects concerning improved water supply

From experiences with many water supply projects, in general the following training requirements can be identified:

WATER COMMITTEES (women and men)

Possible subjects for training are:

- division of tasks
- management, leadership and communication skills
- bookkeeping skills and financial management
- operation and maintenance of the facilities (supervision tasks)
- general information on health and hygiene issues
- accountability to authorities and user/tariff payers

CARETAKERS, PUMP ATTENDANTS, OTHER TECHNICIANS (women and men)

Possible subjects for training are:

- construction of new facilities
- maintenance and repair of the new facilities
- cleanliness of sites
- monitoring and reporting
- general health and hygiene issues

It is often thought that women are not interested in technical work, or that they are not able to do it. But experiences show that women can be excellent technicians when given a chance

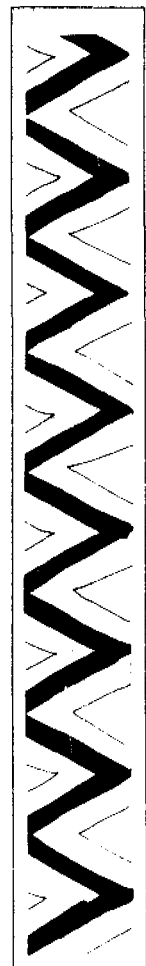
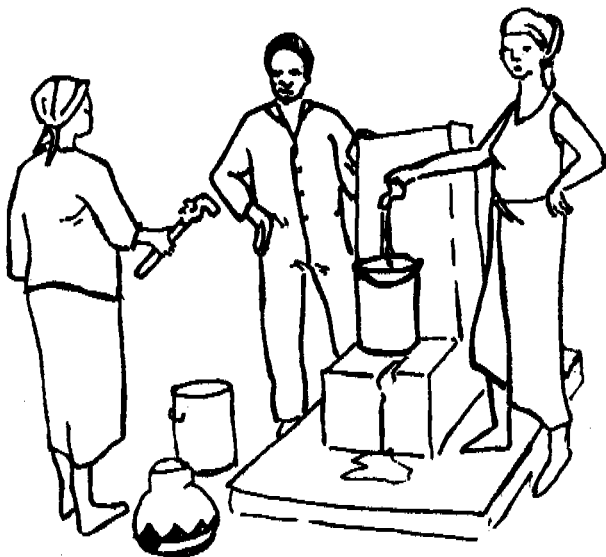
Training for construction

Well Sinkers, pump minders and latrine builders in Zimbabwe are still predominantly male. Men prefer to work with other men in well sinking, alleging that the work is too strenuous for women. However, women are doing strenuous work in "helping the men" by carrying water, pebbles and bricks to the construction sites. Most often they do not get paid for this work.

Many women are resentful about this. They maintain that given a chance they could do a better job in most tasks presently done by men, because they would work more carefully and thoroughly. Men have a habit of being careless and leaving work unfinished as they rush to take up other contracts.

In some districts, (Mudzi and Nkayi), unmarried women have been trained as sinkers and latrine builders. Complaints are that problems sometimes arise where "relationships" develop between the women and the men in the teams. This, almost without fail, breeds petty jealousies which interfere with the smooth execution of the task at hand. This could be a possible explanation for the reluctance of some of the field officers to recruit and increase the number of women technicians. The problem of "relationships" developing is seen as inherent in teams consisting of men and women. To avoid a recurrence of such problems, it is suggested that all-women well-sinking teams be formed in the districts.

Case from Joyline Mwaramba, Zimbabwe



In many places it is not easy to include women in general training. They may feel shy to take part and speak up in a gathering where men are present.

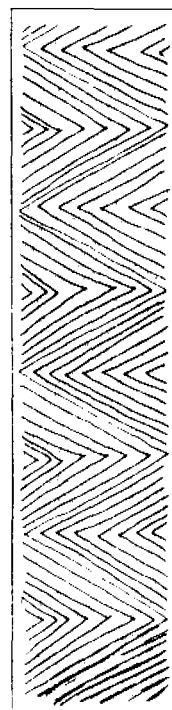
These difficulties can sometimes be overcome by a careful approach, starting an appropriate discussion in the group about gender issues and sharing responsibilities. In this way the training may support the women in building more confidence.

Gender and training: women's confidence building

In the RDWSS programme in Kenya the members of the water and sanitation committee are trained on two main subjects: management and technical aspects.

Management training is given in a classroom and women feel less at ease. At the beginning of the sessions the men speak more and women remain quiet until they are asked questions. The trainer has to be very careful to make sure that women are encouraged to take an active role. But as the sessions proceed, women become more confident and participate actively.

On the technical aspects women take a more active role from the start. Since women are action-centred, they quickly gain the knowledge for making blocks and latrine slabs. They often learn faster than men. The trainer can then encourage the men to support the women in taking up an active role in the work for the project.



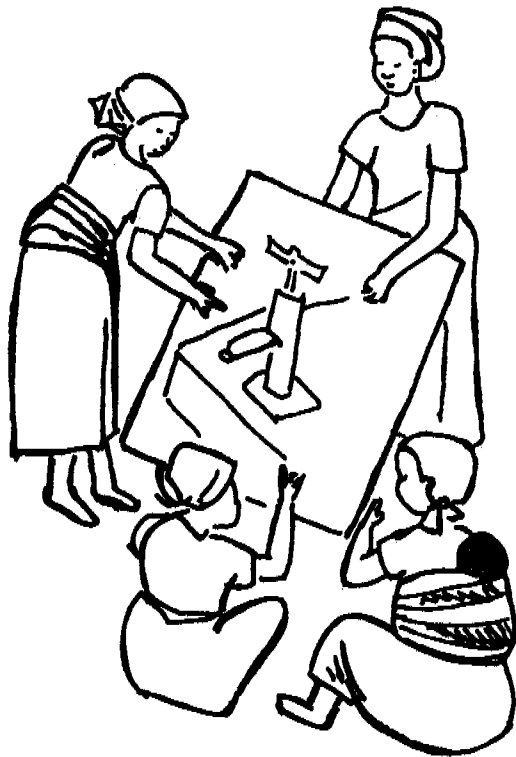
Case from Joyce Mbare, Kenya

Sometimes women may need special support, to overcome constraints, and strengthen their efforts in taking up their responsibilities in the project.

In those cases a special training for **WOMEN LEADERSHIP** or **MANAGEMENT** can be arranged.

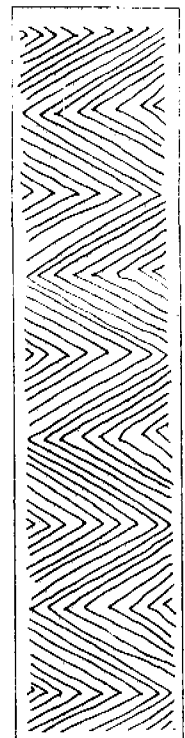
Possible subjects for training are:

- general information on life improvements and development efforts
- management, leadership and communication skills
- general information on health and hygiene issues



Training for site management

In the Mbeye water project, two women per water point/standpost are selected as chairman and secretary by the women in that community. A woman from the district who is a community development worker, conducts training for the women. They start their training by first identifying what they feel they need to be trained in, and draw up a training programme themselves. The training is based on the local experiences, practices and needs. After training, these women are the supervisors of other women in the community throughout the implementation phase and the project cycle phases that follow. They are trained in simple techniques on maintaining pumps, managing water sites, improving sanitation, and the best use of wastewater, because they are going to be responsible for establishing a good-looking and hygienic site. They exchange ideas on how to involve their fellow women per week. These women leaders are being given incentives by the village government through exempting them from other self-help programmes in the village.



Case from Penina Ochola, Kenya

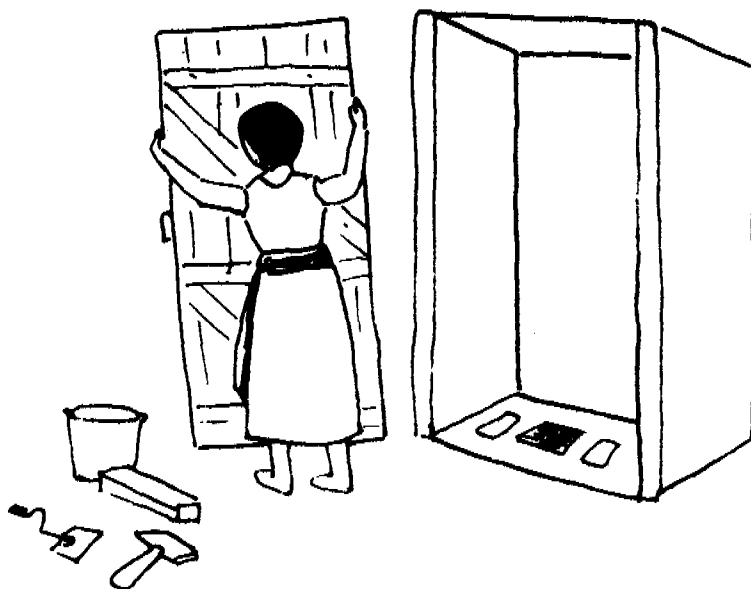
★ *Training for sanitation improvements*

When the project includes improvement of sanitary facilities, training of **SANITATION TECHNICIANS** will be necessary.

Possible subjects for training are:

- latrine construction, slab casting
- designing and building of bathing and washing facilities
- designing and building of wastewater disposal systems

Here again it is important to include women in the training. In some projects community members are encouraged to build their own latrines and other sanitary facilities. Then, project staff must ensure that all relevant information and directions for construction also reach the women. Because they are responsible for the cleanliness in the household, and will instruct children in personal hygiene and sanitary habits, they may have a special interest in building and constructing latrines according to their needs.



★ *Training for improved health and hygiene conditions*

Many water supply and sanitation projects require also the training of health workers in the community, who will then inform and support other community members on health and hygiene issues.

It is obvious that women and men both can have an important task as health workers in a community. Each can effectively reach their own group in discussing relevant issues, and both can combine efforts in taking action towards further hygiene improvements in the community.

Possible subjects for training HEALTH WORKERS (women and men) are:

- general cleanliness of the village, including waste disposal
- drainage methods and general water point cleanliness
- cleanliness of households
- safe transport, storage and use of water
- relation between handling of water and diseases
- different methods and possibilities to purify water
- personal hygiene and sanitary habits, including gender issues in health and hygiene
- cleanliness in relation to keeping animals
- communication skills and participatory approaches
- available support of official health and hygiene institutes

The selection of health workers should always be thoroughly discussed in the community. Sometimes community members are chosen who are already involved in health work, like government health workers, nurses, midwives, etc. In other cases ordinary community members are selected.

But whatever selection criteria will be used, it is important to ensure that the health workers have the ability and sufficient time available to do the work, and that they are well trusted in the community.



★ Training methodology

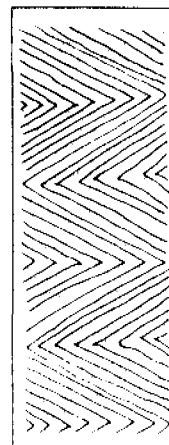
Effective training of adult community members does not consist only of giving them information, or teaching them some skills. The success of the training depends very much on the methodology used: how, where, and when the training is given.

HOW

- *training of community members should not be a teaching process, but a **mutual learning process**, based on **sharing of information**;*
- *training of community members can be most effective if a **knowledgeable and trusted member of the community is taking part as co-facilitator or resource person**;*
- *it should be **problem-based**, with a focus on real problems existing in the community and in the lives of the people;*
- *it should be **experiential**: based on people's experience e.g. training in bookkeeping for water committee treasurers should be simple, and based on people's experience with handling money;*
- *it should be **realistic and practical** e.g. in training on hygiene improvements, abstract information on germs and ideal practices like boiling of water will have little impact. More realistic is training which is based on women and men's own practices;*
- *it should be **action-oriented**: leading to specific action in the community;*
- *sufficient attention should be given to **gender issues**, ensuring that women can participate in a meaningful way, and that men understand the importance of women's participation;*
- *it has been found that **training in a group with people from different communities** motivates more than separate training in each community.*

Effective learning methods

One method used for training on safe water use in Ghana is a demonstration of filtering water through monofilament cloth. The guinea worms staying behind on the cloth are shown to the people. They are surprised and annoyed that they have been drinking filth. This helped change people's attitudes about choosing water points for drinking water and about safe storage of drinking water. "HABITS CAN BE CHANGED IF PRACTICAL OBSERVABLE MEANS ARE USED IN THE LEARNING PROCESS".



Case from Fathi Mumuni, Ghana

WHERE

- *technical training can in most cases best be given **on-the-job**, during construction of the new facilities;*
- *for management (water committee) and leadership training, often a **formal setting** is chosen, like a classroom or community centre;*
- *when women are trained in a separate group they may find it easier to gather in a more **informal setting**, for example in somebody's compound;*
- *training of health workers can take place in a **health centre**, but also more **informal settings** within the community can be chosen;*
- *most important: **the place for training should be convenient for the participants.***

WHEN

- *the first training of water committees and health workers should be finished **before implementation** of the project;*
- ***proper timing** should be adapted to local conditions: 2 full weeks, or 10 days spread over several weeks; only afternoons and early evenings, or a full-day training programme; etc. **In particular for women's participation, training programmes have to be properly timed, enabling the women to incorporate some inevitable household duties and child care;***
- *training at its best is a continuing process: it is much more effective to organize **regular refresher courses** than to give one long training of several weeks.*

★ *Communication and information materials*

All training can be considerably enhanced through the use of appropriate communication and information materials. Different types of materials can be used:

PRINTED MATERIALS: books, pamphlets, posters, flipcharts

LOCAL COMMUNICATION CHANNELS AND MEDIA: songs, drama, audio-visuals.

All materials should be locally made, depicting local conditions and experiences

In many places educational materials concerning water supply, sanitation, and hygiene education are already available from other projects. Obviously, time and money can be saved when these earlier materials can be adapted for the present project. But they should always be carefully assessed for appropriateness and usefulness.

When new materials are made, they should be properly tested among the people who will be using them: the project staff who will conduct the training, and the community members who will participate in the training. Tests should be executed with drafts or try-outs, before the final version is printed or brought out in the media.

Besides using printed materials and media communication, **EXCHANGE OF INFORMATION AND EXPERIENCES THROUGH FIELD TRIPS AND VISITS TO OTHER COMMUNITIES** can be a very nice and useful communication experience for community members. To be effective, these trips have to be well planned and prepared:

- what to see, to observe
- what questions to ask, from whom



4.5 Implementation

After all planning activities have been completed and the first training of community members has taken place, implementation of the project can start. Implementation means that the activities which have been planned are now being executed: new water points and latrines are being constructed; hygiene information is being spread in the community, and a village beautifying campaign is initiated.

It is very important that implementation of these activities starts as soon as possible after planning

Long delays (more than two months) between planning and implementation are demotivating: the people wonder whether the project will fulfil its promises. They will lose interest. Any contributions they have planned to make towards the project, may have been used for other purposes.

Below, the implementation of the different aspects of an integrated water supply and sanitation project are discussed:

- ★ ***Implementation of an improved water supply***
- ★ ***Implementation of a sanitation programme***
- ★ ***Implementation of a hygiene programme***

★ ***Implementation of an improved water supply***

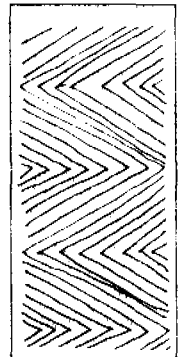
In this phase usually the water committee is responsible for a smooth progress of activities:

- ***The first financial contributions of the community are collected, as agreed upon.***
- ***A bank account is opened, or other ways of banking or saving are arranged.***
- ***Work methods for construction are determined: What work will the community contribute? Who (women and men) does what, when?***
- ***Arrangements and appointments with project staff, and sometimes a construction agency or firm are made.***

The water committee will coordinate and supervise all the work with the community, the project staff and the agency.

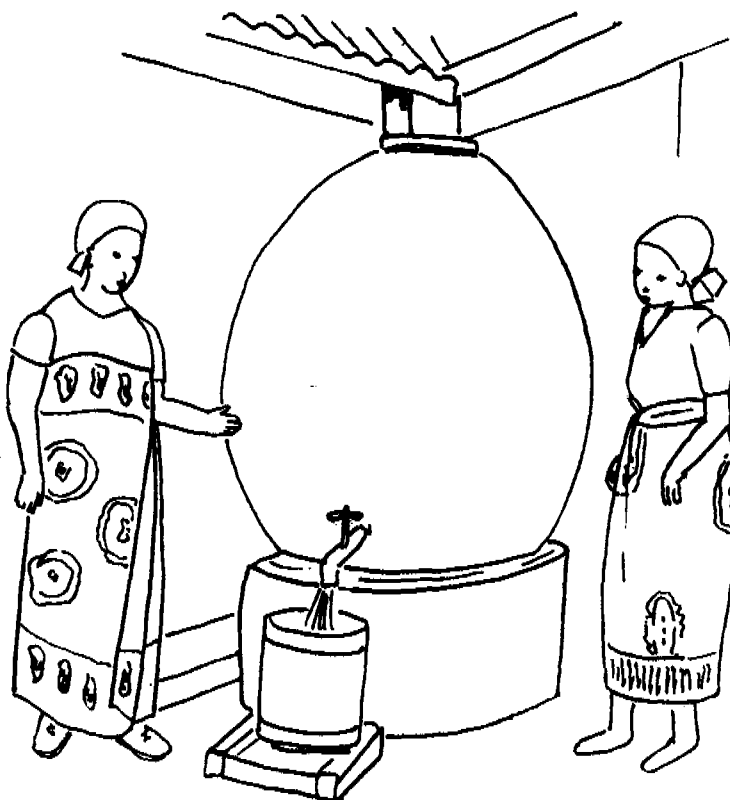
Dividing the work - gender aspects

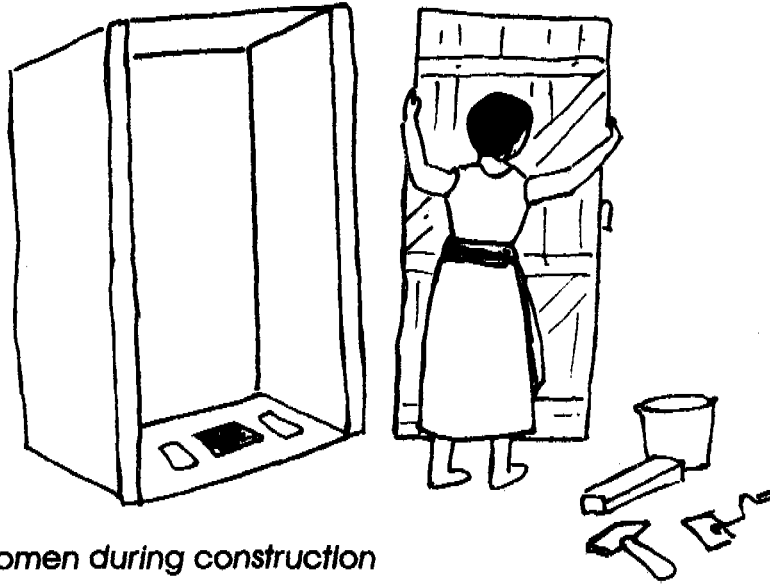
In a water supply project in Kenya, planning of community construction work is done in a general assembly. After explaining the purpose of the meeting the project's staff divides the villagers into groups - (men, women) to decide on when the women think is the best time for them to contribute, bearing in mind their workload - and what the men think about the time.



Case from Teresia Kavita, Kenya

There is often a tendency to allocate to women either some heavy, unskilled work, like carrying stones, or some marginal work, like cooking. The men, then, take up more responsible tasks which may require some training on-the-job, or even payment. This may make women feel left out of the project, with the possible result that they will be reluctant to contribute to its success.

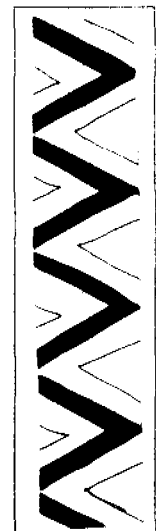




Role of women during construction

When dividing the workload, it is important to consider the women's attitudes towards the tasks that are allocated to them.

In Zimbabwe it is a requirement that women feed well sinkers, who at present are predominantly male. During an evaluation exercise on gender participation (1991) women expressed their feelings towards this practice. They complained bitterly against it as they felt they were being left out of the actual implementation of the project. The women felt that participating only through cooking is too simple and does not take their possible involvement and responsibilities as main users of the wells seriously.



Case from Joyline Mwaramba, Zimbabwe

As has been discussed before, it is very important for women and men to share responsibilities in the project. Women can be encouraged to do so, through ensuring their participation in planning and decision making, and in training. (See Section 4.3 on "Planning" page 47 and the Section on "Training of community members" page 60)

After the construction of the new water point is completed the water committee, together with the users, will make arrangements for improving the site: fencing, planting trees or flowers, further drainage of wastewater. The caretaker, or pump attendant, will be officially installed. Users living around the water point can be asked to keep a watchful eye, so that nothing is damaged.

To mark the completion of an important community effort, an opening ceremony can be held. This is good occasion for making public arrangements with the project staff for any further support, and for the water committee members to present themselves and describe their functions and future work.

★ *Implementation of a sanitation programme*

A sanitation programme will usually start with a sanitation awareness discussion with the whole community, preferably using participatory techniques (e.g. sanitation risks inventory, discussion posters). Latrines should only be built in those communities with a high need and demand from women and men. They can be improved pit latrines covered with slabs, or whatever other option is acceptable and affordable, preferably without individual subsidies.

Pit latrines are not always a first priority in all communities. Some may prefer other latrines, or other sanitary improvements, e.g. traditional latrines in farming areas to avoid pollution of drinking water sources, or improved drainage at water points. The choice of what to improve in sanitation - if anything at all - should preferably be made by women and men of the community or neighbourhood concerned, e.g. during a participatory activity on risk inventory and priority setting.

Focus groups for latrine programmes are individuals at household or homestead level, and schools. Both men and women, boys and girls are involved according to cultural norms. Project staff can act as facilitators, preferably with support from a community member who will be a co-facilitator. Sometimes the project provides necessary materials (sand, cement and moulds) and training, but mostly community members are asked to contribute materials for building their own toilets.

The project trains the community members how to make blocks (where needed to line the pits) and slabs and how to do bricklaying.

One-the-job training and demonstrations should be conducted in such ways that everybody (women and men) can be present and can participate

After the demonstration and training individual household members will dig their pits. At the same time building blocks and slabs are made by those who are trained. After covering the pit with a slab, the households will finish the latrine with local materials.

Gender and village sanitation

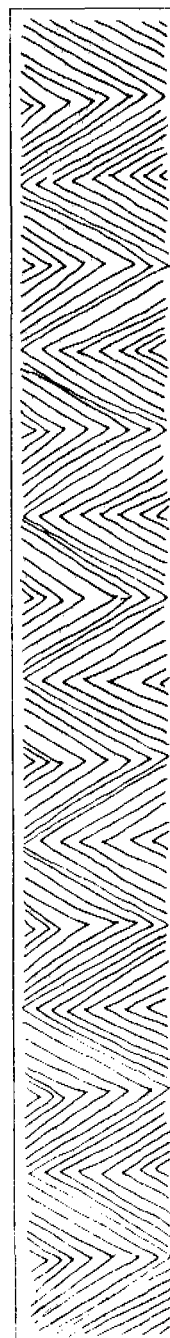
Sanitation and hygiene components of the RDWSS programme in Kisumu, Kenya are undertaken at homestead level. Homesteads are scattered and usually consist of extended families. Sanitation involves construction of pit latrines. Due to the unstable soil conditions in most parts of the project area, the pits have to be lined. The community is therefore charged with the responsibility of making blocks for lining the pits and slabs.

Blocks and slabs are made communally at one site, after which each homestead carries its share home. No homestead is allowed to do so until they have dug the pit. All members of the community, and mostly women, have been trained to make the blocks and slabs and the lining. All work is done free of charge. The programme provides cement, sand and moulds while the community does the rest. Each project has a water and sanitation committee (WSC) which is the organizing and supervisory body. The committee has divided the community into groups and made duty rosters on who works when.

A small aspect of the latrine is paid by the project. This is the plug for covering the pit. This costs Ksh. 50. When the issue of the plug comes up most members of the Project Advisory Team recommended that a local artisan be contracted to do the job. Most if not all artisans are men. The only two ladies on the team protested. We felt that if women were making blocks, slabs and doing lining of pits, then they could make the plug and not have men doing the only paid job in the process. It was agreed that three women groups be selected from three districts to test the possibility of women making the plug.

A week before I came here the results of the tests were reported as positive - women could make the plugs. The task was now to work out how to involve women in all communities in making the plugs for their pits.

Case from Joyce Mbare, Kenya



★ *Implementation of a hygiene programme*

As in a sanitation programme, a hygiene programme usually starts with a hygiene awareness campaign, or hygiene education.

In general, hygiene education has two functions, depending on the community:

- a. communities which already have a felt need for improved water supply and sanitation facilities.

Here, the programme helps people to decide how they will use and maintain the new facilities in a hygienic manner, and to plan and implement a programme to change other risky hygiene conditions and practices in their environment (neighbourhood, household, schools etc.) Community actions and monitoring of improvements can be planned jointly. These activities usually take place **AFTER CONSTRUCTION**.

- b. communities where no felt need for improved water supply or sanitation has so far been expressed, or exist only amongst women.

Here, a hygiene education programme can help people to become aware of unsafe conditions and the need for change. This programme can start **BEFORE CONSTRUCTION** of new facilities.



The aim of hygiene education is to reach **everybody**. However, a specification is needed of which groups will be included in the first place, e.g. groups of women and men, community leaders (M/F), and school teachers (M/F). Other decisions will be who are involved and trained as facilitators or health/hygiene workers (men/women) and how they will be paid for their work. In some projects it is presumed that community health workers will work without payment. In those cases motivation and commitment is low, and accordingly not much work is done after the first months. Therefore it is much better to establish some system for payment compensation of community health workers.

The purpose of the programme is not so much to increase the theoretical knowledge of these groups, but to help them change risky conditions and practices in their own living environments (see figure on the next page).

SOME TYPICAL SUBJECTS FOR HYGIENE DISCUSSIONS, DECISIONS AND ACTIONS

- *general cleanliness of the village, including waste disposal*
- *drainage methods, and general water point cleanliness*
- *cleanliness of households*
- *safe transport, storage and use of water*
- *relation between handling of water and diseases*
- *different methods and possibilities to purify water*
- *personal hygiene and sanitary habits*
- *available support of official health and hygiene institutes*
- *cleanliness in relation to keeping animals*

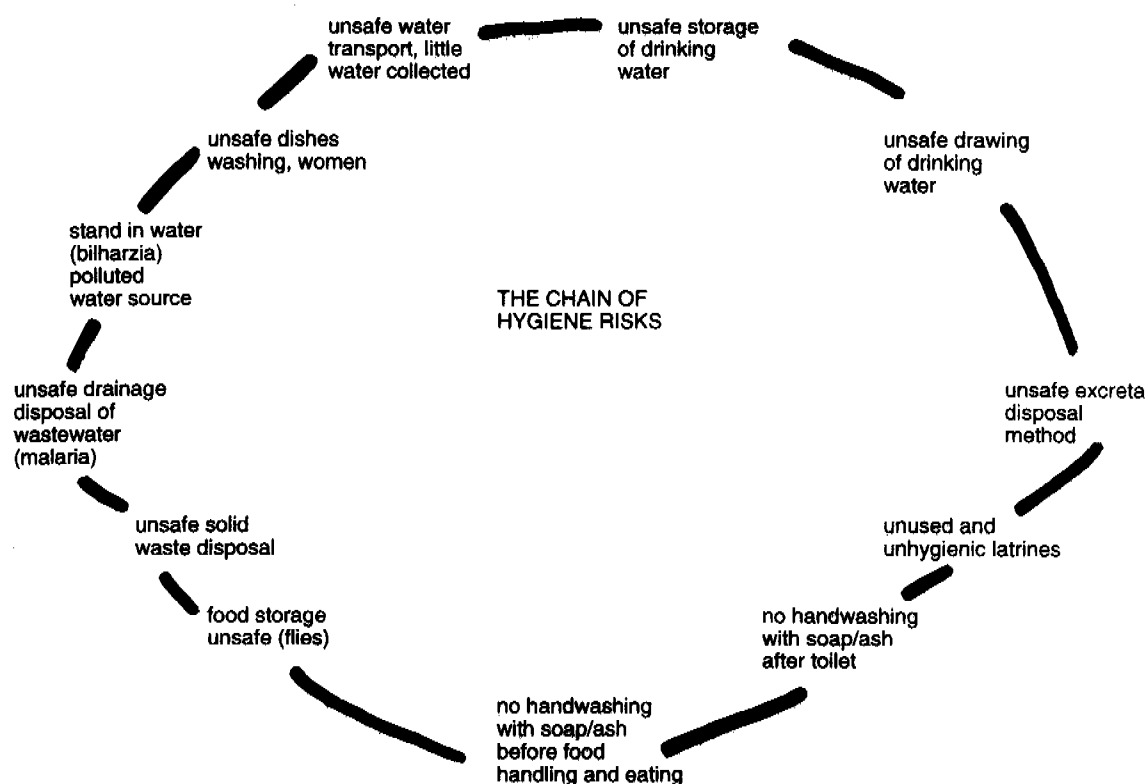


Figure: The many hygiene risks that may need changing (adapted from IRC/ DGIS sector day paper)

Usually the people are quite aware of at least some of these risks, but they do not know what they could do to avoid them. Living conditions in the community may be difficult, with bad drainage, water pollution, lack of proper waste disposal, etc. For individual women and men it may be almost impossible to fight these conditions without support from other members of the community.

Any hygiene awareness campaign, or hygiene education program, should therefore start with encouraging people to express their own ideas about their environment, and their constraints in trying to improve their living conditions

In every community there are women and men (midwives, traditional doctors, nurses) who have considerable knowledge about health and illness. They should be the first to be included in hygiene improvement activities, and their advice taken seriously.



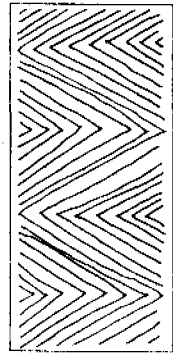
A good programme for hygiene education takes gender differences into account and addresses both gender groups accordingly

Often only women and girls are involved in hygiene education programmes. But if hygiene patterns of the whole community and family are to improve, women and men, boys and girls need to be addressed and involved. Training, work and responsibilities should be divided equally.

Men feel excluded from hygiene education

In a project in Zambia only women were selected for training as health hygiene facilitators. Many men became jealous and tried to sabotage the training by not allowing their wives and daughters to attend the meetings. This could have been avoided by having special hygiene education courses for men

Case from Riet Lenting, Zambia



In most African cultures men and women have different knowledge, skills and responsibilities on health/hygiene, e.g.:

MEN

- pay for modern medicines, and hospital care
- build the roofs of traditional latrines
- help with water transport if far or risky
- are responsible for cattle outside home
- communicate with men on village policy actions
- take on some work in community development
- start new water sources on request of women



WOMEN

- pay for traditional medicines
- know about and are responsible for child, health
- care for sick family members
- build walls and plaster floors of traditional latrines
- manage, transport and store household water; supervises how drinking water is drawn
- set example and educate children on health/hygiene
- care for cattle at home
- communicate with women on health/hygiene
- take on much work in community development
- manage use and upkeep of traditional water sources



Any hygiene awareness campaign can only be successful if it is practical, and builds upon the experiences of the people. If such a campaign consists of "somebody from town" coming to lecture on germs or on cleanliness, it will have no impact. If, on the other hand, a discussion can be started among the people on how to improve their surroundings, and proposed activities can be supported by the project, success has a chance.

4.6 Management and operation

The new facilities have been installed, and are functioning. Now their operation and maintenance needs to be managed, to keep them in good order and to ensure optimal use.

In this chapter several aspects of management will be discussed:

- ☆ **General management**
- ☆ **Operation**
- ☆ **Maintenance and repairs**
- ☆ **Financial management**

☆ **General management**

Some key aspects of good management of a community water supply are:

- **Management and protection of water sources**
The water committee ensures that the communities' water sources (wells, pools, springs, etc.) are protected against misuse and pollution, for example through making a clear distinction between sources used by cattle, and sources used for household purposes.
Springs may need special protection from nearby deforestation, and subsequent soil erosion and drought.
- **The water committee protects the interest of all users, ensuring that both women (mainly for household purposes) and men (for cattle, or for business purposes) have access to suitable water points**
In case of conflicts over water use and water availability, the water committee helps with solving the problems.
- **Management of all work done in connection with the operation and maintenance of the water supply**
The Water Committee supervises and monitors all work done by its own members and by others to keep the communities' water supply in good functioning order.
- **Regular meetings of the water committee to discuss, plan, and budget operation and maintenance issues, and further improvements and new activities**
The water committee as a whole ensures that all its members, in particular women members, are involved in decision-making:
 - women members are informed of meetings
 - meetings are held at a time and place convenient to the women
 - women are not discouraged to speak and contribute their ideas to the meetings.

- **At least once or twice a year the water committee holds a meeting with the community, or the users, to discuss important plans and other issues, and to account for actions taken and for financial management**
Women members of the water committee ensure that women community members and users of water points know them, and can contact them when they have problems or questions.
- **The water committee promotes that all households in the community can benefit from improved water and sanitation.**
Only when everybody in the community uses safe and clean water, can a full health impact be reached.
To ensure that everybody can benefit, special arrangements can be made for poor households, e.g. widows, or single women with children who may have difficulties with paying regular contributions.

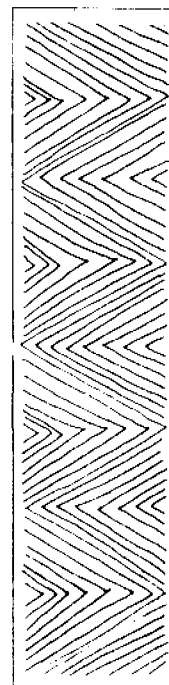


Functioning of female committee members

During a village water committee refresher course in Solwezi district in Zambia it came out that the task division among the members was not very well organized and carried out. The headman had put his old mother and his first wife in the committee. During the training it was said that the relatives of the headman never showed up during meetings. The other three members of the water committee were very unhappy about the two women who were not active at all. It was a cumbersome, hot discussion, but the outcome was that the committee itself decided to call up a village meeting to replace the headman and his two relatives.

Experiences in Niger have been similar and have led to a general policy that committees must be formed by democratic elections and village chiefs can only hold a coordinating function.

Case from Zambia and Niger



★ Operation

Key tasks in operation are:

- *to specify rules and regulations about the use of the water point, and to ensure that these are kept by all users;*
- *to keep the water point and the surrounding area, including the drain, clean and in good condition.*

Usually, the water committee will have appointed a caretaker, who will be responsible for daily upkeep and good use of the water point.

Women can be excellent caretakers, because they visit the water point daily anyhow, to draw water for their household. However, it is often said that women lack the authority to correct users or others when they are not using the water point properly. Therefore, it is very important that their authority as caretakers is established and confirmed in public, in a community meeting chaired by the water committee.

In some places a couple (man and woman) is appointed as caretaker. This has the advantage that the job can be shared, and not a sole woman or man is responsible.

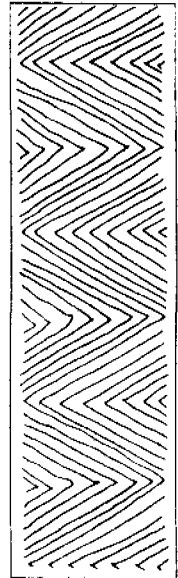
Opening hours of a communal tap

In those cases where the water point is a communal tap connected to a piped water system, women users need to be consulted about the appropriate time for the tap to be open. If the opening hours are not convenient, the women will not use the tap at all, or infrequently. They will then also refuse to pay any water charges.



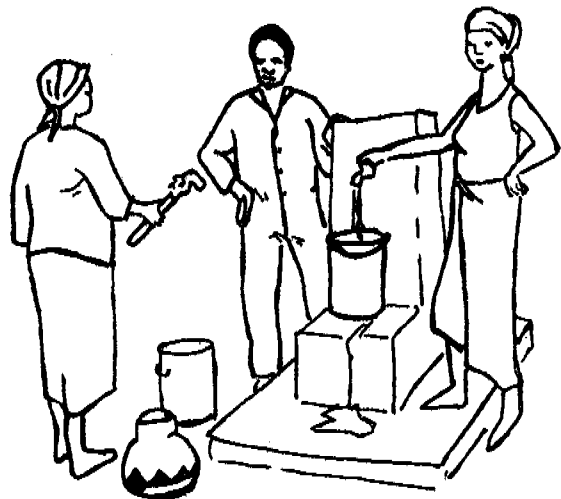
Opening hours for communal taps

To distribute the limited amount of water and avoid wasting water, communal water points in Malawi towns can be opened and closed with a valve. The valve is in a locked manhole to which tap committee members (mostly women) hold the key. Each morning and evening a committee member opens the valve for a few hours and families who are a member of the water users group can collect water. Once a month, the group gets a communal bill which they pay jointly. In the beginning, the water agency fixed the opening hours. This was one reason why the user groups stopped paying, as often these hours were not convenient for them. Letting the women users influence operating hours was one of the factors leading to regular water tariff payment.



Source: Fabiano Kwaule, PSSC project, IRC

★ Maintenance and repairs



Key tasks in maintenance are:

- to inspect the water point and the surrounding area regularly, including the drain;
- to repair any small damage or leak immediately to prevent major failures and more costly repairs. Some technology, like a handpump or a diesel pump, needs regular maintenance (lubrication, cleaning of mechanical parts) to keep working;
- to report any major failures immediately to those who are responsible for big repairs - this may be a pump mechanic, or a water authority, or government agency.

Usually the members of the water committee will divide the maintenance tasks between them, and share the responsibility. Keeping the new facilities in good working order is the ultimate test for being successful as a committee, and for the success and sustainability of the project.

It is important that women and men share the responsibility for maintenance tasks. Usually women, as main users of a water point for household purposes, will be very motivated to ensure continuous well-functioning of the facility. However, women should not be made solely responsible, leaving the men out completely. The burden of work should always be shared.

If a woman caretaker, or a woman pump attendant or technician has been appointed and trained, she should be treated equally with the men. Like the men, she needs to be equipped with tools (e.g. a spanner), and she should get compensation for her work in cash or kind.

Financial management

Choice of an appropriate financing system and proper financial management are crucial factors to keep a water system or any other community service/programme going. Usually arrangements have been made already in the planning stage for the amount to be paid, and the system of payment.

Key tasks in financial management are:

- *to collect and safely keep the money, and to record all income and expenditures;*
- *to make all necessary payments for maintenance and upkeep of the water point, and for water use, where this is relevant;*
- *to report regularly to the community on how the money is kept and spent.*

Women are often selected as tariff collectors and treasurers, because:

- *they are trustworthy and have fewer opportunities to abscond;*
- *they are committed to a good water supply;*
- *they realize the importance of funds;*
- *they participate in fewer other businesses which could cause funds to get mixed up;*
- *tariff collection visits with other women are culturally acceptable.*



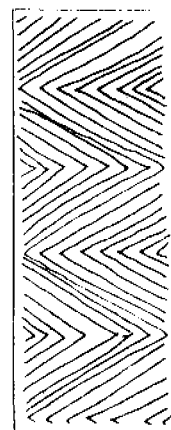
At the same time a good gender perspective is essential:

- *avoid that women do the collection work, but have no role in management;*
- *adapt bookkeeping methods and material to community's and women's realities. No expensive cash books, printed receipts and ledgers should be used when these are not manageable and affordable;*
- *make financial trainings practical. No top-down instructions in classrooms, but learning-by-doing and interesting games;*
- *keep trainings close at home, or adapt training to women's realities in other ways;*
- *keep literacy demands for financial administration down;*
- *retain trainers in modern education methods, if necessary;*
- *arrange for accountability to the water committee and users, to ensure lasting trusts.*



Women as financial managers

In Niger, monitoring of financial performance soon revealed that in villages where the village chief had appointed a male treasurer, (usually a large entrepreneur), considerable misuse of funds occurred. Such misuse did not occur in the villages with a female treasurer. The women had no other financial interest and less social pressure to give 'loans' to relations. The project is now busy trying to get female treasurers appointed and trained, under considerable opposition from the businessmen. In new village projects, a female treasurer is advised from the start.



Case from Amsatou Kansaye, Niger

4.7 Monitoring and evaluation

Monitoring and evaluation are not exercises to please the project management or the funding agency. They are tools to support and improve the project performance.

Monitoring and evaluation should be done as much as possible in partnership with the community. If everybody, women and men, can share in data gathering and analysis, they will be motivated to suggest improvements, and work towards more effective results.

Some important aspects of monitoring and evaluation will be discussed below:

- ★ **Key issues in monitoring**
- ★ **Key issues in evaluation**

★ **Key issues in monitoring**

Monitoring is an ongoing activity in support of a project. It is done to find out whether the activities are going according to plan, and what results and effects are being achieved.

Good results of a project depend very much on continuous monitoring, not only during the project, but also after it has formally ended.



KEY ISSUES TO BE MONITORED ARE

- **Information on progress:** *are all activities for the project done as planned?*
- **Information on effects and sustainability:** *are the improved facilities functioning well? Are they kept in good condition? Is the water committee performing appropriately? Are there any improvements in health and hygiene?*

To get the right information INDICATORS will be developed, to measure or point out progress and effects over time. Indicators for monitoring should be based on project objectives. If one objective of the project is, for example, the establishment of a community organization which includes women for the management of the new water supply, some good indicators for the functioning of the water committee can be identified as follows:

- *How often does the committee meet?*
- *What tasks do the women and the men have in the committee?*
- *Is there a regular exchange of information and a discussion of needs and problems between the committee and the community at large?*
- *What do other community members think of the performance of the committee?*



Often, the indicators for both monitoring and evaluation are derived from the baseline study. If this study shows, for example, that at that time 50% of all small children in a community had diarrhoea, an indicator for the monitoring and evaluation of the effect of a sanitation project could be: the decreasing percentage of children having diarrhoea.

The list on page 87 gives a condensed overview of the most important indicators for monitoring a water supply and sanitation project.

IMPORTANT INDICATORS FOR MONITORING AND EVALUATION OF A WATER SUPPLY AND SANITATION PROJECT:



Technical performance of the water supply:

- *sufficient water available/not available; at what times;*
- *general operation (opening and closing hours, appropriate fencing and drainage around water point, appropriate distribution) and cleanliness of water point and surroundings;*
- *type and frequency of breakdowns;*
- *repairs: how much time after breakdowns.*



Managerial performance of committee:

- *committee meets frequently, and is active in maintenance, supervision, and problem solving;*
- *contributions and payments are properly registered: funds are kept safely;*
- *performance is accounted for to users.*



Health and hygiene:

- *institutional latrines are adequate in number and well-kept;*
- *household latrines increase in number with population growth;*
- *latrines are used and maintained;*
- *village hygiene is improving (adequate waste removal, etc.);*
- *selected and measurable hygiene risks decrease.*



Gender aspects:

- *women in the community have regular contacts with female committee members;*
- *female committee members take active part in committee meetings and decision making;*
- *men and women in the community recognize the importance of sharing responsibilities in managing improvements in water supply and hygiene.*



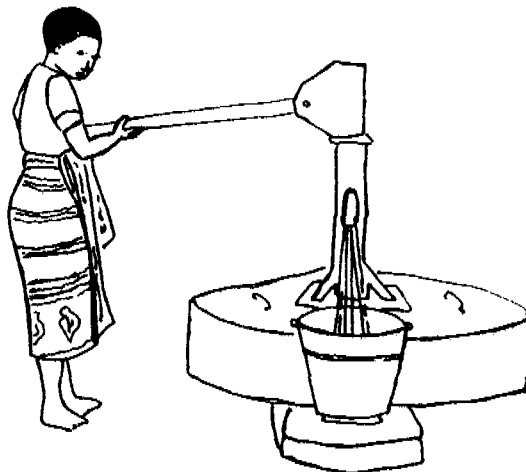
Continuous involvement of the users/the community:

- *water charges, or contributions towards operation and maintenance of new facilities are being paid regularly;*
- *those community members who have been trained to inform the people on hygiene risks and hygiene improvements still perform their tasks adequately;*
- *general satisfaction with the improvements and their functioning;*
- *general satisfaction with the work of the water and sanitation committee.*



Sometimes it is very useful if communities also monitor the performance of the agency or project staff who support activities in the community, e.g.:

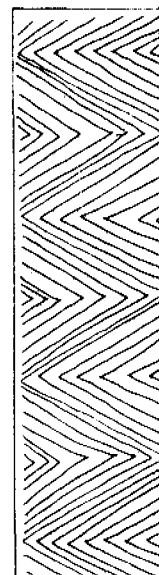
- *number of visits (per week or month) of a project staff member, a community development worker, or health worker;*
- *contacts of these workers in the community (discussions with whom, where, etc.);*
- *activities initiated and supported by these workers;*
- *appropriateness and usefulness of training of community members.*



Good indicators are always selected and tested in a participatory approach with women and men in the community

Monitoring of village management

In a rural water supply project, management is monitored and supported for three years by literate villagers (20 men, 2 women). They cover 4-9 villages and are paid by the project according to number of villages and means of transport. They monitor and assist on: turnover and management of water fund; participation of men/women in management; pump hygiene; conflict management; and keeping of pump logbooks. Training takes two days and includes active listening; problem solving; confidence building; organizational support. They get a quarterly refresher course. Findings are that the villagers know and use the operation and maintenance system; get more used to buying expensive parts; hygiene conditions are good; women's participation in management has not changed enough.



Case from Amsatou Kansaye, Niger

Most of the monitoring data can be gathered by the field workers or project staff, together with the community and the water committee. Some specific (technical) data may be gathered also by the water authorities.





IMPORTANT :

- *Monitoring should not be a haphazard exercise. It should be well organized. **Often women water committee members or community members are most reliable data collectors, because as main users of the facilities they are most interested in their well-functioning.***
- *A checklist with questions is an indispensable tool for the systematic gathering of data on progress and effects. Checklists have to be set up carefully. They should be comprehensible and simple.*
- *The items in the checklist should be gender-specific: women's and men's opinions and activities should be investigated and recorded separately.*
- *The frequency of data collection has to be established. Some data need to be gathered monthly, while some should be checked fortnightly.*
- *All data should be well recorded and kept in appropriate files. They should be analyzed frequently, to provide the necessary information to improve, adjust or correct project activities.*
- *The community should be involved in data collection and analysis as much as possible. The people will then be also involved in planning for corrective activities, if necessary.*
- *Participatory methods for collecting and analyzing data with the community are to be found in the books listed on page 48.*

Some examples of diagrammes, to be used in monitoring by the community



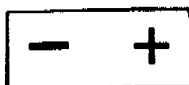
- degree of satisfaction, for example with hygiene education activities



- number of children, for example with and without diarrhoea



- number of households using the improved well



- something present or absent, for example fence around water point

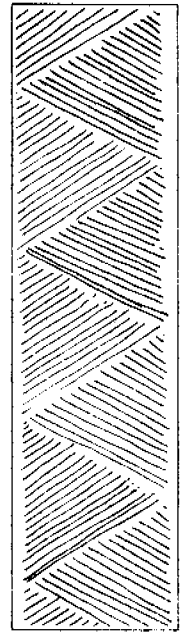
Source: Boot, Marieke (1991). Just Stir Gently. TP 29

Some methods for participatory monitoring

Simple diagrams or tables can be made for the Water Committee to fill in every week. For instance, a table showing all small repairs of a communal tap over a certain period will make clear to the community as well as the agency the scope and importance of the work the water committee is doing.

Equally, a table or diagram showing increasing numbers of latrines built in the community, together with (hopefully) decreasing numbers of cases of diarrhoea, could be very useful in showing to everybody the need for good sanitation.

Of course the tables should be well prepared, on large sheets of paper, and kept up regularly with current data. They should be displayed where the community has access to them and look at them frequently.



Source: Agness Simasiku, *A Manual on community participation*, 1992, PSSC Project Zambia



★ *Key issues in evaluation*

Evaluations are usually held at the end of a project, or at the end of a project phase. The purpose is to assess the results, strengths and weaknesses of the project.

The purpose of a good evaluation is not primarily a critique of the project. It is rather an important learning and development tool for ongoing and new projects. A good evaluation also helps to develop or adjust development policies.

KEY ISSUES TO BE EVALUATED ARE:

- **Effectiveness of the project:** *Have all activities been executed as planned? Are facilities working as planned? Were the improvements sustainable?*
- **Efficiency of the project:** *Has project money been spent well? did the project staff perform well? Have the improvements and activities been executed in the most efficient way?*
- **Impact of the project:** *How many people, women and men, children, are benefiting from the project? In what ways? Are water sources better protected than before? Is health and hygiene in the community improving?*

The indicators for an evaluation are largely the same as those used for monitoring. However, in an evaluation more attention is given to the performance of the project and the project staff.

To assess the benefits of the project for women as well as men it is very important to include gender aspects.

KEY ISSUES IN GENDER EVALUATION ARE:

- **Process by gender.** *How are men's and women's involvement taken into account in project formulation and implementation?*
- **The results by gender.** *How do the project services (water supply, sanitation, health education, water resource protection) reach and affect men and women.*
- **The impact from gender.** *What influence has participation of men and women had on the results of the project, and could these results be improved by a greater or better involvement of women and/or men.*

Special attention should be paid to any unwanted effects the project can have for women

PROJECT PROCESS BY GENDER

- *Are objectives gender-specific?*
- *Is a gender strategy formulated?*
- *Are roles of women and men:*
 - *unspecified*
 - *conventional*
 - *innovative*

GENDER IMPACT ON PROJECTS

- *Contributions of men, women to water payments/maintenance funds*
- *Performance of male functionaries as compared to female (e.g. treasurers, maintenance workers)*
- *Workload of men, women functionaries on maintaining and managing the system*

PROJECT RESULTS BY GENDER

- *Do all men and women have access to the services (water, sanitation, health education)?*
- *Do the facilities serve men and women well?*
- *Do all men, women use the sources adequately?*
- *Do the services lead to better environmental hygiene conditions and practices by men and women?*
- *Has the project changed men's and women's lives otherwise e.g.:*
 - *new capacities, skills*
 - *changes in position*
 - *changed influence*
 - *smaller workload*
 - *new income, jobs, economic opportunities*
- *Do men and women benefit equally from these opportunities?*

Evaluations are mostly done by outsiders to the project. It is presumed that by not being involved themselves in the project, they can look at it objectively. A disadvantage is that they usually do not know the background of certain decisions and activities, and may make wrong inferences. Therefore the best evaluations are done in a participatory way, including project staff as well as community members in data gathering and analysis.

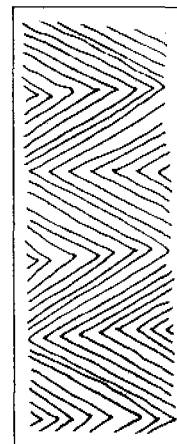
Every evaluation team should have women members, among the outsiders as well as the project staff. They should have expertise on gender aspects. If community members are involved in the evaluation, also women from the community should participate

Evaluation methods usually involve a review of proposals and planning documents, and a review of the results of the baseline study done at the beginning of the project. Field studies are done to collect new data. Monitoring data are used to assess progress and performance of the project through time.

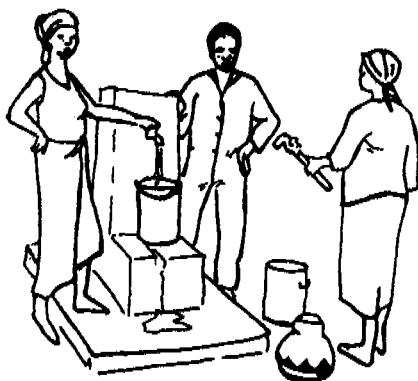
So far, there have not been many evaluations of individual projects executed which give attention to gender impact. Therefore, in some countries special, general evaluations are held, which look at the results of several projects and evaluate them in particular on gender impact.

Task division of men/women

In Zimbabwe, the National Action Committee for Water and Sanitation formed a national working group on gender participation. The group evaluated rural water projects in Mt. Darwin, Makoni, Mudzi, Zvishavane and Nkayi. It found that to date, women's participation in integrated rural water and sanitation projects is mostly limited to low positions, entailing very little decision making and from which no financial rewards are derived. The evaluation resulted in the development of a policy to better divide jobs and benefits in water supply and sanitation between men and women.



Case from Joyline Mwaramba, Zimbabwe



5. *Continuous Agency Support*

The work started by the project does not end when the user community or local authorities take on the management and maintenance of water supply and environmental sanitation.

The community may be very able and motivated to continue working to maintain and further improve facilities, but this does not mean that the agency (NGO, or government) can withdraw completely. Further support of the activities in the communities will always be necessary.

Typical follow-up activities are:

- *Monitoring and reporting of performance of established community services and hygiene programmes.*
- *Provision of refresher trainings.*
- *Regular evaluation of project results and project experiences, to up-date policy approaches and guidelines.*

Development of successful water supplies, sanitation, and water resource protection is a process. All partners continuously learn new aspects, including how to deal with gender issues, and how to better bring women into the development process. This involves a regular review of project experiences in general, and of experiences with women's participation in particular. Based on these reviews, guidelines for national policy can be drawn up or updated. These new gender-aware guides will ensure a better gender impact of future projects, and accordingly, more sustainable improvements in water supply and sanitation.



National guide on participation: Update includes gender

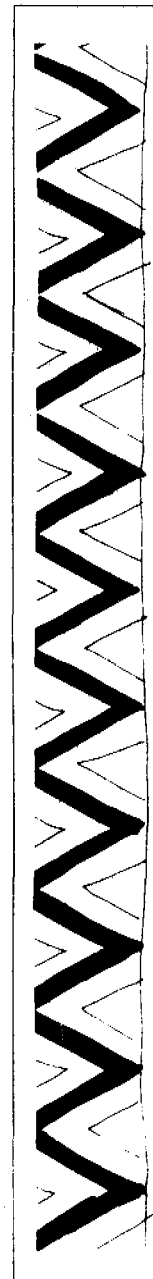
In 1988 a national guide on village participation in water projects was developed by a French consultant. There was at that time a need to elaborate an integrated approach since the majority of the pumps installed did not function anymore. This guide was hardly used as a result of:

- * a rather theoretical approach*
- * the difficult language*
- * its volume*

A seminar held in 1991 on community management of handpumps recommended to review the guide. Other reasons were the need to harmonize and standardize methods of software and hardware and the growing awareness that involvement of women in water supply projects should get more attention. Two sociologists from the Ministry of Water Affairs prepared a first draft. It was completed during a workshop held some four months later. At the workshop, all regions were represented as well as the Ministry of Water Affairs and some of the water supply projects working in Niger. Another three months later a locally printed small document could be distributed to all regions and projects by the Ministry.

Items on which the new guide was updated include:

- * democratically elected water committees, not appointed by the village chief*
- * sensitization of male villagers on women's roles*
- * separate meetings with women*
- * village chiefs to have a coordinating, not managerial function*
- * replacement of male treasurers by female treasurers; these top get training*
- * establishment of a socio-economic section in the Ministry of Water Affairs*
- * more female extension staff*
- * use of dialogue in village work.*



Case from Amsatou Kansaye, Niger



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