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Hannan & Andersson, 2002, p. 5 (15)

Background
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Access to adequate sanitation is a matter of security, privacy, and human dignity. The costs of ignoring the need to address sanitation are far higher than the expense of providing sanitation and hygiene. Therefore all efforts are needed to provide the safe and sustainable sanitation to the 40% of the world’s population – 2.6 billion people – that lack such access at present.

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Gender equality
The equal visibility, opportunities and participation of women and men in all spheres of public and private life; often guided by a vision of human rights, which incorporates acceptance of equal and inalienable rights of women and men. Gender equality is not only crucial for the well-being and development of individuals, but also for the evolution of societies and the development of countries. However, gender equality is not yet a fact: violence against women continues to be a curse worldwide. On average every minute one woman dies and 20 face serious harm due to pregnancy and giving birth. Worldwide 600 million women, in comparison with 320 million men, are illiterate, and particularly in South Asia and Sub-Saharan Africa, girls have only limited chances to complete primary schools. And although important progress has been made (e.g. regarding universal school enrollment, women’s access to the labour market, and women gaining political ground), gender inequality is one of the most pervasive forms of inequality worldwide. (UNDP, 2005; UNFPA, 2005; UN, 2007)
What is sustainable sanitation?

The main objective of a sanitation system is to protect and promote human health by providing a clean environment and breaking the cycle of diseases. Basic principles when planning and implementing a sanitation system were endorsed by the World Supply and Sanitation Collaborative Council and Sandec, (2006) in the Bellagio Principles for Sustainable Sanitation:

1. Human dignity, quality of life and environmental security at household level should be at the center of any sanitation approach.

2. In line with good governance principles, decision-making should involve participation of all stakeholders, especially the consumers and providers of services.

3. Waste should be considered a resource, and its management should be holistic and form part of integrated water resources, nutrient flow and waste management processes.

4. The domain in which environmental sanitation problems are resolved should be kept to the minimum practicable size (household, neighbourhood, community, town, district, catchments, and city).

Gender and sanitation

One of the most observable divides between women and men, especially in developing countries, is in sanitation and hygiene. The provision of hygiene and sanitation are often considered women’s tasks. Women are promotores, educators and leaders of home and community-based sanitation practices. However, women’s concerns are rarely addressed in the provision of sanitation facilities. Women are systematically under-represented in decision-making bodies. Women and children often bear the brunt of the consequences from lack of toilets and other sanitation facilities. Women, more than men, suffer the indignity of being forced to defecate and urinate in the open, even at risk of assault and rape. The majority of those using public defecation areas, where hygienic conditions are often poor and disease is rife, are women. In the absence of sanitary facilities, factors such as modesty or risk of attack mean that women often have to wait until dark to go to the toilet. That is why women often drink less, causing all kinds of health problems (incl. urinary tract infections, chronic constipation and other gastric disorders).

Responsibilities, construction and maintenance

Women’s involvement in hygiene and sanitation at household level, toilet construction programmes that provide income-generating opportunities often presume that only men will be interested in or suited for these tasks. Both women and men need access to cash income and would welcome the potential economic benefits of ecological sanitation and related small enterprises.

Are pit latrines a sustainable sanitation solution for women and men?

The chosen solution in most areas of the world is pit latrines. They do not comply with the criteria for sustainable sanitation (see text box). Pit latrines tend to be bad smelling and lead to unhygienic conditions. And they pose additional gender problems. In general, women use the pit latrines several times a day whereas men are not similarly dependent on them as they can easily relieve themselves outside. Therefore, men might be less interested in changing the toilet situation.

In the design, location and construction of toilets and sanitation blocks, inadequate attention is paid to the specific needs of women and men, boys and girls. Sanitation programmes, as with many other development programmes, have often built around assumptions of some gender-neutrality. This results in gender-specific failures, such as, toilets with doors facing the street in which women feel insecure, school urinals that are too high for boys, absence of disposal for sanitary materials for women, pour-flush toilets that require considerably more work for women in transporting water. Also, sanitation blocks are sometimes used for multiple functions, including washing and drying, shelter from rain and as meeting places, but are not designed for these purposes.

A combination of discrimination, lack of political will or concern, and inadequate legal structures result in neglect of women’s needs and lack of their involvement in sanitation development and planning. The majority of the world’s 1 billion people living in poverty are women, and the feminisation of poverty, particularly among women-headed households, continues to grow. Land tenure is a significant stumbling block as well; worldwide women own only up to 2% of all land (IFAD, 2008), and therefore often lack access to related assets and resources, including water and land for toilet construction.

During the 2006 World Water Forum – 4, in Mexico City, local actions and projects on gender in water and sanitation in Armenia, Bulgaria, Romania, Ukraine, and Mexico were shared. It was demonstrated that a stronger involvement of civil society groups, in particular women and minority groups, in decision making on sanitation and wastewater management is often necessary to achieve a breakthrough in the sector.
Different roles for men and women: Construction is primarily done by men. Washing is primarily done by women.

Sustainable sanitation

Apart from the gender-specific issues mentioned, the gender perspectives of sustainable sanitation projects have not been fully explored yet. Hanmer and Anderson (2000) remind us that women are actively involved in food crop production and food security in many parts of the world, and would be directly affected by increased soil nutrients provided through ecological sanitation, for their rural and urban agriculture. (11)

For example, the ecosan toilet in use in South India requires much less water than the water flush toilets favored by more well-off families. This reduces the work burden for women in providing water for the toilets. (16) In Zimbabwe women in some rural areas preferred the ecological sanitation alternative to the “arbor loo”4 to the conventional pit latrines as they can be built closer to the house. Filled pits are used by women for planting fruit trees. And men expressed appreciation of the “arbor loo” because the pits are smaller and require less labour in building.

School sanitation

School sanitation is a neglected problem in many parts of the world. The hygienic conditions are often very poor, and hand washing facilities are missing. Separate individual cabins for the pupils and anal cleansing materials (water or paper) are missing in many toilets. The deplorable conditions do not comply with basic human dignity for boys and girls. Children and teachers do not drink adequately, in order to avoid the toilet visit, which has negative impact on their health.

Girls, particularly during and after puberty, miss school or even drop out of their schools due to the lack of sanitary facilities, and/or the absence of separation of girls’ and boys’ toilets. In these situations girls also stay away from school when they are menstruating. (2) In rural Pakistan, more than 50% of girls drop out of school in grade 2-3 because the schools do not have latrines. (15) In Zimbabwe women in some rural areas preferred the ecological sanitation alternative to the “arbor loo”4 to the conventional pit latrines as they can be built closer to the house. Filled pits are used by women for planting fruit trees. And men expressed appreciation of the “arbor loo” because the pits are smaller and require less labour in building.

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An assessment in 20 schools in rural Tajikistan revealed that all girls choose not to attend when they are menstruating. (2) In rural Pakistan, more than 50% of girls drop out of school in grade 2-3 because the schools do not have latrines.

A concern of the boys is that the toilets are very smelly, and one of the reasons for girls not showing up is menstruation. (2) In Tadjikistan around 50% of the girls in grade 2-3 miss school because of the lack of latrines.

Lessons from Garla Mare, Romania (24, 25)

In Garla Mare, a typical Romanian village of 3,500 citizens without a central water supply, ecosan school toilets (urine dry diverting) were introduced by Women in Europe for a Common Future (WECF), Medium en Sanitas and Hamburg University of Technology, replacing the old school pit latrines, which were in an unacceptable state. (25)

The ecosan school toilets were built for demonstration and proved to be clean, and cheap, and produced excellent fertilizer, that has been used to grow corn and peppers. Both men and women contributed to the development of the toilets in their traditional roles, men were the builders and women were those teaching their children about how to use the toilets and hygiene.

After a year of operation, a survey that was undertaken in the village among 40 respondents (21 women/19 men) showed the following results: (24)

Only 3% of women were willing to invest in a new type of toilet; for men this percentage was 20%. 10% women were willing if it would fit into their budget. This is understandable as the income level of most families is extremely low and they can hardly afford to buy enough food for themselves.

But it also shows that more investigation is needed around the financial aspects, and the fact that men feel there are enough financial options, and women do not. 74% of women as opposed to 58% of men want dry urine diverting toilets for the school; whereas 32% of the men and 17% of the women would prefer a water flush toilet. The arguments women mentioned were that the toilets are good for children’s health, there is less bad odor, and children are happy with them.

More schoolgirls, who were interviewed separately, would like to have such toilets at home, then school boys. Apparently girls feel that they benefit more from clean toilets.

In general, women’s attitudes towards urine diverting dry (UDD) toilets seem to be more positive than those of men. In many cases, such as in Garla Mare (see text box), women prefer the UDD toilets while men prefer water flush toilets. Women would like to have the toilets in the house, as that would reduce walking distances also during bad weather conditions, but often there is not enough room in the house. They are also more willing to use the fertilizer in their fields and gardens. Therefore women and children (via schools) could play an important role in motivating and educating others to use UDDT projects.

Experiences until now show that demonstration projects from local women’s groups can be great examples of how fast and sustainable change can be realized. (25)

Some experts, however, warn that sustainable sanitation systems such as urine diverting dry toilets (UDDT) require more work in cleaning, maintenance, and application to agriculture of urine and faeces. Much of that work is done by women, so that could add to their work burden. Therefore it is important to closely monitor these projects and operations in a gender specific way. Also, women need more education because it is not allowed to throw tampons and other menstruation materials in the toilets (especially in the UDD toilets) and the use of urine diverting toilets is a little more complicated for women. (27)

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Apart from the global development goals, resolutions, comments, and expert reports recognizing the right to water and addressing sanitation as a right alongside water, there are some specific international (legal) instruments that are relevant for ensuring a gender perspective in sanitation. (1)

Millennium Development Goal (MDG) 3, calls for the promotion of gender equality and women’s empowerment. Four indicators – relating to education, literacy, wage employment and political representation – are used to monitor progress.

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW; 1979), is the most important legally-binding international instrument for the protection of women’s rights. While addressing the living conditions of women in rural areas, CEDAW mentions in its article 14(2)(h), that States parties shall ensure „...that the needs of women, especially those living in impoverished areas and belonging to scavenger families, bus stations, and railway stations. Special attention is given to the needs of women, especially those living in impoverished areas and belonging to scavenger families. They are included as both students and instructors in the re-education process and trained as sanitation volunteers, with the expectation that they will pass the message along to other women. (4)

Gender mainstreaming in sanitation

In order to achieve gender equality, women’s empowerment and full participation are important strategies. The process to thoroughly integrate a gender perspective in institutions and operations is called gender mainstreaming. According to the ECOSOC definition gender mainstreaming is “the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.” (ECOSOC, 1997)

As has been argued above, there is an urgent need to bring a gender perspective into the sanitation and hygiene sector, and to involve and address both women and men in these efforts. Gender mainstreaming leads to benefits that go beyond good water and sanitation performance, including, economic benefits, empowerment of women, more gender equality and benefits to children. (5)

Gender mainstreaming works best through an adaptive, process-oriented approach, that is participatory and responsive to the needs of the poor. Specific institutional arrangements are necessary to ensure that gender is considered an integral part of efficient and effective planning and implementation. (2)

This encompasses, for example, the development of gender policies and procedures, commitment at all organisational levels, the availability of – internal or external - gender expertise. Gender must be addressed in policy formulation and by-laws. (2)

The following elements of the gender mainstreaming process can safeguard a gender perspective in sustainable sanitation. (5)

A gender analysis helps in understanding the socioeconomic and cultural concerns in a project area. At the end of this chapter a list of guiding questions provides the framework for such an analysis. A gender analysis builds understanding of the demands and needs of women and men, their respective knowledge and expertise, attitudes and practices, and it draws light on the constraints for women’s and men’s participation in activities. (5)

In order to make such an analysis, gender disaggregated data and involvement of women and men in sanitation planning, construction and maintenance are needed. (3)

It is also important to assess the impact of policies and programmes on women and men, of different social and age groups. There the question should be raised who benefits and who bears the burdens/face drawbacks of these policies and programmes. (3)

Project teams in the field should strive for a gender balance and be sensitive to gender and related cultural concerns. This can be enhanced by selecting field team members with gender awareness, local knowledge, cultural understanding and willingness to listen. (5)

Trained women make a difference

In Hyderabad and Vijayawada, India, the Municipal Corporations have entered into arrangements with the private sector Sulabh International to supply pay toilets and/or subsidised toilets in slums. The community toilet complexes have significantly improved the surrounding environment, particularly in public places such as markets, bus stations, and railway stations. Special attention is given to the needs of women, especially those living in impoverished areas and belonging to scavenger families. They are included as both students and instructors in the re-education process and trained as sanitation volunteers, with the expectation that they will pass the message along to other women. (4)

Women’s participation improved

At the 4th World Water Forum in 2006 in Mexico, it was reported that women only take part in 1% of Mexico’s National Water Commissions, whereas women from the highlands have to walk 5-6 hours per day to get water. (Karla Priego, Agenda Azul, Mexico).

To counteract this situation, in the Alternativas y Procesos de Participacion Social increasingly female engineers have been hired to work on projects (e.g. clean water management) in the poor Tehuacán region in the state of Puebla. There are also flexible work schedules and day care for children whose mothers and fathers work on the projects. (20)
Women in Zambia, South Africa and Jamaica take the lead

Winny Miyando Cheolo and Febby Temb Mwachingwala are members of a women’s group in Mwachingwala village, Zambia, which has actively promoted sanitation and hygiene issues since 1998. During this time, they have been involved in building latrines for every household. Other hygiene initiatives carried out have been the promotion of the use of dish racks, rubbish bins and washing facilities, all of which have impacted on reducing the incidence of disease in the village. Another important improvement is that children are taught about good hygiene practice. (WASH, 2006, p.8,11)

In Kraaipan, in the North Western province of South Africa, Jacobeth Mabeo and her female sanitation committee colleagues have responsibility for implementing the village sanitation project, which covers all aspects of planning, construction, health and hygiene training, awareness-raising and financial management. The committee has succeeded in extending the project to encompass a greater number of households than were originally proposed. This was achieved by building the toilets more cost-effectively and through the use of an external subsidy. (WASH, 2006, p.5,19)

Women of the Whitehorses, Botany Bay and Pamphret Benevolent Society in St. Thomas, Jamaica, have been trained as WASH Promoters to investigate the state of sanitation and hygiene in their communities and to mobilise, educate and support community members to address key concerns. Consequently, community members are using self-help, small grants and loans to construct toilets. Men are also becoming more active in responding to issues of sanitation and are included amongst participants in behaviour change training. (WASH, 2006, p.9,11)

Financing and budget allocations are often major constraints, as most of the governments delegate the support for and financing of sanitation facilities to local governments. However, the right investments in sanitation and hygiene usually pay off. Adequate resources should be allocated to implement gender strategies in the sector. Gender responsive budgeting could be a useful tool to make sure that women and girls also benefit from hygiene and sanitation efforts.

As not all women (and men) are the same, it is important to diversify amongst different groups: younger and older women and men; women and men from different classes, castes and ethnicities; women and men living in poverty, refugee women and men, and female-headed households.

In gender mainstreaming sanitation, one has to be aware of a few pitfalls, according to a publication of the Asia Water Watch 2015: (3)

- Women may be encouraged to take on sanitation management roles and additional work, but they may not receive additional resources or influence to perform these tasks. This could be the case in particular for UDDT systems, where more maintenance work is required than for pit latrines.
- The introduction of a ‘user pays’ system for toilets and other sanitation facilities may cause a considerable burden for women, particularly for those living in poverty. On the other hand there are also studies showing that women are willing to pay for hygienic and safe toilets. Another survey showed that even though women might want improved toilets, they might lack access to funds to be able to take an investment decision.
- If hygiene education is identified solely as a ‘women’s area’, men may stay away from this, and those components may be seen as less important.
- Women may receive more training, but may be prevented from putting their own skills and knowledge into practice by cultural or social norms.

UDD Toilets: heavier work for women?

The Centro Mujeres Tonantzintzin, in Mexico, undertakes women’s empowerment and leadership training, helping the very poor in the slums of Ciudad Juarez, close to the border between Mexico and the USA. 700,000 people are living in poverty in desert-like situation without any water and sewage services. In this area 250 bathrooms with dry urine diverting toilets were build in the period 2001-2007. But some women stopped using these as the compost and urine reservoirs have to be emptied out, which is very heavy work for women, and men did not help them. (Aurora Ramírez & Petra Penan, (25)

In order to succeed in bringing a gender perspective in sustainable sanitation policies and programs, it is imperative to also involve men, enable them to share their views on gender issues and promote their gender sensitivity. Women as well as men have to be recognised as important actors, stakeholders and change-agents in households and communities.

Afghanistan: Burden on boys shoulders

Katachel is an NGO that has been working in N. Afghanistan for many years, focusing on schooling, health care, shelters for the poor. Katachel is also addressing the issue of accepting better and healthier sanitation, but talking about toilets is still a bit of a taboo and 90% people in the area are illiterate. This makes it difficult to get sustainable toilet systems accepted. In Atachal village, it is the boys that need most support in water-related issues: they spent many hours each day bringing polluted water on donkeys from a river 15 kms away from their village, leaving the boys only 2 hours to attend school. (Sybille Schneehage, 25)

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Lessons from the WASH Campaign

Based on the experience of the global WASH Campaign (Water, Sanitation and Hygiene for all), which started in 2001, positive results in having a gender focus were identified. Putting women at the centre of the water, sanitation and hygiene activities led to:

- better health for all
- greater privacy and dignity for women
- better women’s health and well being
- more girls attending school
- improvement in the status of women
- greater opportunity for women to earn an income
- better service provision

Reasons for these results were, amongst others:

- women have good knowledge about local water and sanitation practices and any associated problems, which can direct interventions
- women’s interest in the family’s health motivates them to bring about improvements
- women’s particular needs are taken into consideration
- women can relieve themselves when they need to, rather than waiting until they can have some form of privacy
- women suffer less harassment, abuse and violence
- women no longer have to endanger their health by delaying defecation and urination
- the role of care of the disabled becomes less demanding
- the disabled experience improvement in their personal hygiene, health and independence
- where schools have clean water supplies and private toilet facilities for girls, they are more likely to attend school
- female teachers are easier to recruit and retain, if schools have good water and sanitation provision
- they are encouraged as having skills and knowledge that is outside the scope of their traditional roles
- they strengthen their voice in their family and community to negotiate their own needs
- opportunities are presented for employment, greater autonomy and independence
- women also spend less time suffering from sickness and caring for others who are ill
- women can develop particular aspects of income-generating activity that are dependent on a supply of water
- women are targeting men for involvement in sanitation and hygiene promotion so that they too take responsibility for this aspect of personal and family living
- success based on women’s involvement can lead to changes in attitudes in both women and men

Special consideration is needed for hygienic needs of women and girls.

During a girl’s or women’s menstrual cycle, blood will inevitably enter the urine and faeces chambers when she uses the UDD toilet. This organic material poses no threat to the sanitising or composting process nor to its future use as agricultural fertilizer or compost. But there are psychological problems arising from this: traces of blood that are left behind and remain there for future users to see are often an embarrassment to women and girls, and could hinder their use of the toilets. A simple solution is to provide a brush and water to wash the toilet; limited amounts of water, one or two cups, do not harm the system. If the faeces chamber becomes too moist, additional absorbing material like wood, dust or ashes can be added. As sanitary materials are often non-biodegradable, these should not be disposed of in the toilets. Therefore, wrapping materials and a proper container for their disposal should be provided. This is particularly important in public places, and in schools. (26, 27, 28)

Some Guiding Questions

As has been shown in the text and cases above: without a gender perspective in sustainable sanitation and hygiene policies and efforts, unexpected side effects can occur, such as adding extra burdens for women or men or facilities are constructed that do not meet the needs of women and girls. On the other hand: mainstreaming a gender perspective into WASH can add to its effectiveness and efficiency. The following guiding questions can be helpful in the process of integrating a gender perspective into sustainable sanitation planning, design and implementation. (1, 3, 5, 7, 20)

Gender analysis
- Have you developed a socioeconomic profile of the target population?
- Have you investigated the gender issues related to sanitation provision and use in the project area?
- Are women’s (and men’s) needs, interests and priorities regarding sanitation clear?
- What are the gender-specific elements in the sanitation policies and strategies of the government, company or institution?
- Did you use a gender perspective when gathering information? Is the gathered data sex-disaggregated?

Institutional aspects
- Is expertise in social development, sanitation and hygiene education available in the organisation, project or program team?
- Are women and men fully involved in the organisation and have internal discriminatory factors been tackled successfully?
- Are there any constraints for women and/or men to access and have control over resources?
- Is the location close to home and is the path well accessible and safe?
- Are separate toilets for women and boys and girls constructed and maintained (e.g. in schools, factories, public places)?

Location and design
- Does the design and location of sanitation facilities reflect the needs of women and men?
- Are toilets situated in such a way that physical security of women and girls is guaranteed?
- Is the location close to home and is the path well accessible and safe?
- Are separate toilets for women and men, boys and girls constructed and maintained (e.g. in schools, factories, public places)?

Technology and resources
- Does the technology used reflect women’s and men’s priorities and needs?
- Is the technical and financial planning for ongoing operation and maintenance of the facilities in place?
- Are funds been earmarked for separate sanitation facilities for girls and boys, and for hygiene education in school curricula?

Empowerment and decision-making
- Has women’s capacity developed and their participation in training encouraged?
- Are women and girls enabled to access relevant information, training and resources?
- Is there gender balance in decision-making?
- Have women been involved in the planning (incl. location and quality) and management of sanitation services?
- Have hygiene education messages been promoted through women’s groups, schools and health clinics?

Specific consideration is needed for hygienic needs of women and girls.