

Expert Group Meeting

Gender-disaggregated Data on Water and Sanitation

United Nations Headquarters, New York
2-3 December 2008

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Social Affairs (UN DESA)

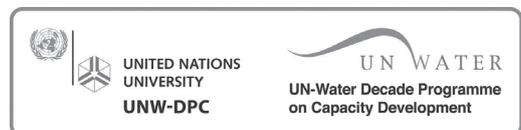


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Preface by Reza Ardakanian



In many societies, women are often the primary users of water in domestic consumption, subsistence agriculture, health and sanitation. Therefore lack of access to water and sanitation directly affects women's and their families health, education, income and empowerment. This also means that without the collection of gender-disaggregated data, it is not possible to fully measure actual progress towards the Millennium Development Goals. Therefore it is essential to better mainstream gender issues into national and global monitoring processes to ensure that the different needs of men and women are better understood, and that the specific needs and concerns of women are taken into account.

Against this background, the United Nations Department of Economic and Social Affairs (UN DESA) and the UN-Water Decade Programme on Capacity Development (UNW-DPC) co-convoked an Expert Group Meeting (EGM) on Gender-disaggregated Data on Water and Sanitation in December 2008, with 26 participating experts representing national ministries and other national institutions, and several international UN organizations and NGOs worldwide.

I am very pleased to present the outcomes of this expert group meeting in this report, which includes main recommendations for mainstreaming gender issues into water and sanitation policies. The report also presents six main gendered indicators which were selected by the experts as essential indicators to collect better gendered data on water and sanitation and which, according to the experts, should be incorporated into existing surveys and data collection efforts of governments and of key global-level data collection entities.

We envisage this publication as serving those decision makers, experts and water managers involved in monitoring and planning water and sanitation programmes and policies in their consideration of flexible and gender-sensitive strategies for sustainable access to and use of water and sanitation.

On behalf of UNW-DPC, I would like to thank the co-organiser UN DESA, all the experts for their valuable inputs and recommendations and especially Joni Seager for putting this final report together. I wish you an interesting read.

Dr Reza Ardakanian
Director UNW-DPC

Preface by Kenza Kaouakib-Robinson



In today's world, women are the primary stakeholders in the water and sanitation sectors and the primary providers of water for domestic consumption. Despite global commitments, persistent inequities remain between men and women: in access to work and equal pay; in decision-making power; in access to and control of land and financial resources. Women too often are the face of poverty. Gender considerations are at the heart of providing, managing and conserving the world's water resources as well as for safeguarding public health and human dignity through the provision of adequate sanitation and hygiene services. Gender perspectives must therefore urgently be mainstreamed into national and global water and sanitation planning and monitoring processes.

Development practitioners have recently realized that their efforts have not yielded the desired results partly due to inadequate information on the gender division of labor. Experience has shown that this is partly because the specific problems and needs of women have not been adequately addressed. One of the main reasons that the issue was not given due attention was the lack of data collection disaggregated by sex.

It is against this background that efforts should be made to fully mainstream gender into water and sanitation management. Robust gender disaggregated are needed if we are serious about improving access to water and sanitation of both men and women and equal participation in decision making bodies. So far, only one gender-specific indicator has been included in the framework for the global monitoring of progress towards the Millennium Development Goals. The United Nations Department of Economic and Social Affairs (UN DESA) considers this a critical data gap to be filled if we were to strengthen advocacy for water and sanitation services on behalf of women.

UN DESA and the UN-Water Decade Programme on Capacity Development (UNW-DPC) jointly convened an Expert Group Meeting

in December 2008 to address the question of gender disaggregated data. The Expert Group Meeting brought together nearly 30 water, sanitation and gender experts. This report presents the outcome of that meeting. The recommendations come from a shared belief that the world must acknowledge the crucial role that women play in safeguarding water resources, in promoting sustainable development and in alleviating poverty.

This report could not have been produced without the tremendous assistance of the Expert Group Meeting participants and organisers. I wish to convey the appreciation of UN DESA to all involved in the preparation, discussion and follow-up of the meeting. We believe that this report can be a valuable tool for advocacy and policy development to address this complex challenge. I commend these recommendations to your consideration and I encourage the incorporation of the gendered indicators identified by the Expert Group in existing surveys and data collection efforts of Governments and of key global level data collection entities.

Kenza Kaouakib-Robinson

UN DESA

Chair UN-Water Gender and Water Task Force

2 | Rationale and goals

So far the global commitments in the area of water and sanitation do not address gender differences

Gender considerations are at the heart of providing, managing and conserving the world's water resources as well as safeguarding public health and private dignity through proper provision of sanitation and hygiene. The central role of women in water resource management and sanitation, especially in developing countries, is increasingly recognized at all levels of development activity.

In most countries, women are, in fact, the primary stakeholders in the water and sanitation sectors, and are the primary providers of water for domestic consumption. They are also responsible for health, hygiene, sanitation and other productive activities at the household level. Lack of access to water and sanitation directly affects women's health, education, employment, income and empowerment. The gendered dynamics of water and sanitation underscore the close inter-linkages between poverty, gender and sustainable development. The issue of sanitation received global recognition and concrete commitments for the first time in 2002 at the World Summit on Sustainable Development. There, governments agreed to a specific target to cut by half the proportion of people without basic sanitation by 2015. This complemented the Millennium Development Goal (MDG) target on safe drinking water. At the same time, these commitments highlighted the role of sanitation in improving human health, in reducing infant and child mortality, and improving the situation of women in terms of their dignity and security.

So far, global commitments made in the areas of water and sanitation, including the MDG goals, do not specifically address the equitable division of power, work, access to and control of resources between women and men. The current system to assess global progress towards reaching the MDGs, through the Joint Monitoring Programme (JMP), until recently did not have any gender indicator for the water and sanitation goals; one gender-specific indicator has now been added. This slight representation underscores how critical it is to better mainstream gender perspectives into national and global water and sanitation (WAT-SAN) planning and monitoring processes to ensure that the different needs of women and men are understood, and that the specific needs and concerns of women are taken into account.

At the level of policy formation, there is no shortage of rhetorical support for gender inclusion by official agencies and governments. Almost

all of the key global frameworks and action plans on water and sanitation include gender considerations in their overall field of vision. Most “calls for action” or recommendations include some commitment to gender inclusion. More broadly, mandates for gender inclusion and gender equity frame almost all the key multilateral agreements to which most of the world’s governments are party, from CEDAW to Beijing to the MDG commitments. However, this has not produced tangible improvements in gender equity in the water and sanitation sectors.

This lack of progress is due in part to the stark absence of gender disaggregated WATSAN data. Without gender-disaggregated data, it is not possible to fully measure progress towards MDG or other goals. Without data, it is difficult to make effective analytical assessments of the comparative situation of women and men in different communities or parts of the world. Sound policy formulation is hampered by the lack of information about the gendered realities of water and sanitation access, need and use in private and public sectors. Gender-disaggregated data are essential to assess the effects of policy measures on women and men. Data are essential to be able to evaluate and track the pivotal role of women in development and to apprehend the specific contributions of women as a “Major Group” in society (as detailed in Agenda 21).

Sound policy formulation is hampered by the lack of differentiated qualitative information

Against this background of pressing data needs, the United Nations Department of Economic and Social Affairs (UN DESA) and the UN-Water Decade Programme on Capacity Development (UNW-DPC) convened an Expert Group Meeting (EGM) in December 2008 with several goals in view:

- At a macro level, this initiative was intended to support efforts to enhance gender equity in the water and sanitation sectors within the prevailing framework of the MDGs. While gender has been contemplated from many perspectives, attention to gender disaggregated data has been largely missing. A central goal of the EGM was to draw attention to this issue, and to frame new approaches to it.
- The overarching purpose of focusing on data is to contribute to goals of poverty eradication and gender equity through ensuring that women’s full and equal participation in all aspects of water

and sanitation sectors is taken into account. The challenge and added value of this meeting was to explore ways to bridge the gap between conceptual or theoretical comprehensions of gender issues and everyday grassroots realities of differential access to and use of water and sanitation.

- In terms of assessing the state of global gender-disaggregated data, the meeting had several specific goals, to
 - » take stock of the state of gender-disaggregated data on water and sanitation at global and regional levels;
 - » identify obstacles to gender-disaggregated data capacity/collection;
 - » to identify data needs/ priorities;
 - » make recommendations on policies, practices, and priorities to improve the state of gender-disaggregated data;
 - » weigh the adequacy of current data collection regimes for capturing the gendered dimensions of water and sanitation; assess the nature of changes in the use and collection of data that might be necessary to support a gender-informed water and sanitation agenda.

A group of more than 20 gender, water, sanitation, and data experts was convened (see participants list, Annex). The participants included scholars, policy-makers and project specialists from a range of backgrounds across development work, grassroots organizing, academia, governmental and NGO sectors; collectively, they brought decades of experience in these intersecting fields. Participants came from Chile, Sri Lanka, India, Ethiopia, Bangladesh, Mexico, Suriname, Peru, UK, Netherlands, Germany and Canada, and represented several international organizations and institutions including UN DESA, UNICEF-JMP, the World Bank, UNIFEM, Overseas Development Institute, the Gender and Water Alliance, Water Aid, IRC, UNDP, Women for Water Partnership, Women in Europe for a Common Future, and UNW-DPC.

The EGM proceeded through two days of working sessions, presentations, and structured examinations of core issues.

Mr Tariq Banuri, Director of the Division of Sustainable Development of the UN Department of Social and Economic Affairs (UN DESA), Ms Charlotte van der Schaaf, UN-Water Decade Programme on Capacity Development (UNW-DPC), and Ms Kenza Kaouakib-Robinson, UN DESA Senior Sustainable Development Officer and Chair of the UN-Water Gender and Water Task Force, convened the EGM with welcoming remarks and observations about the importance of taking gender into account in all WATSAN activities. Mr Banuri highlighted the particular importance of two issues: access of women and men to water and sanitation, and their equal participation in decision-making bodies, and emphasized that without gender-disaggregated data it will be problematic to measure the real impact of water and sanitation programs and projects. Ms van der Schaaf underlined the importance of developing the capacity of institutions for collecting and monitoring gendered data for mainstreaming gender into water supply and sanitation programs and projects. Ms Robinson highlighted the role of the UN-Water Gender and Water Task Force in monitoring progress and visibility of these issues.

Ms Joni Seager, gender expert, Ms Sascha Gabizon from Women in Europe for a Common Future (WECF) and Mr Rolf Luyendijk from UNICEF offered overview presentations on the state of gender-disaggregated data in international data collection and monitoring systems and programs, and addressed the challenges of data collection within the Joint Monitoring Program. Subsequently, the participants discussed regional differences in the collection of gender-disaggregated data on water and sanitation. The shared conclusion was that in most regions scarcely any data disaggregated by gender are collected, and that the problem is especially acute in Asia and Africa.

Ms Christine Sijbesma from International Resource Center (IRC), Ms Siegmien Staphorst representing the National Women's Movement in Suriname, Ms Lakech Haile from the Ethiopian Ministry of Water Resources and Ms Carolyn Sachs FAO consultant and agricultural specialist, presented assessments of the challenges, failures, best practices, and lessons learned from specific projects involving the development of gender-disaggregated WATSAN data.

3 | Participation and presentations



Participants of the Expert Group Meeting on Gender and Water, United Nations, December 2008

During working group sessions, a comprehensive list of obstacles to collecting gender-disaggregated data on water and sanitation was developed, and in successive sessions participants discussed priorities for data and developed a common list of core data needs. Presentations by Ms Nicola Jones (Overseas Development Institute), Ms Joke Muylwijk (Gender and Water Alliance), Ms Hortencia Uribe (National Institute of Geography Statistics and Information, Mexico) and Mr François Brikké (the World Bank) focused on “ways ahead” and future directions for work on gender-disaggregated data. Mr Henk van Norden (UNICEF) moderated a discussion on key institutional interventions needed. The EGM concluded with a consensus on a slate of Recommendations.

The two-day meeting drew out several overarching themes, which include the following:

There are strong rhetorical and written policy commitments to taking gender into account throughout the water and sanitation sector; however, the available data and data-collection efforts are not commensurate with these commitments, especially at the large-scale or global level.

Neither the quality nor the type of data currently collected are adequate to the task of supporting gender MDG (or other) goals in water and sanitation. In particular, using the “household” as the main unit of analysis, as most global surveys do, hinders gendered analysis by obscuring intra-household gender dynamics. Moreover, for the poorest people of the world, water and sanitation are not available within the physical or social confines of the “household.”

Overall, more attention is paid to and more data are available for the water sector than for sanitation. In turn, more attention is paid to household and drinking water than to the water sector in agriculture. The sole gendered data point currently available on a large scale is on which member(s) of the household has primary responsibility for water collection: male or female, adult or child. This question is now incorporated into the household surveys on which the Joint Monitoring Project (JMP) reports are based. The JMP team has considered a range of other gendered questions, but concluded that none are practicable to incorporate into their surveys.

The measure of progress most used in the sanitation sector is the presence of a toilet. Questions about issues such as excreta collection and disposal, personal safety in access to sanitation facilities, gendered intra-household differences in access and use of facilities are seldom addressed and almost never at a policy level. But, work in the sanitation sector demonstrates that starting from “presence/absence” information (e.g., “is a toilet facility present?”) is an inadequate indicator of actual facility availability and use. In this sector, qualitative assessments on the state of maintenance and hygiene of facilities must be taken into account to get a clearer picture of access and use; in this case, threshold indicators need to be developed on whether sanitary facilities are “safe and appropriate.”

4 | Summary of overarching themes

For the poorest people of the world, water and sanitation are not available within the physical or social confines of the “households”

Ranked qualitative scales can be developed to assess the quality of women's participation in decision-making bodies

The quantity and quality of gender-disaggregated data on smaller scales is considerably better than at the global scale, and is available for a wide range of topics – including actual water use and priorities for use within households, women's participation in formal decision-making and policy-setting institutional structures, girls' access to sanitary facilities at school, and links between water collection and sanitation access and transportation, among other topics.

The smaller scale may often be the most appropriate and fruitful. Data on local and small-scale interventions (and their outcome and impact) with respect to gender provide a concrete knowledge base on the effectiveness of WATSAN interventions. Local data not only provide the basis of most of the knowledge that we have on gender in water and sanitation, but small-scale efforts can inform and validate survey methods and techniques that then may be applied at a larger scale. In order to inform policy and increase capacity at the local or regional level, it is not necessarily desirable to emphasize the collection of globally-uniform data. However, "translating" between scales or integrating data collected on varying scales is very complex and needs further attention and methodological work.

NGOs and small community-based groups are essential partners in identifying and developing indicators that will most productively draw out the gendered realities of water and sanitation, and NGOs and grassroots groups are also the most likely to succeed at assembling information about gender and water and sanitation. This knowledge is seldom tapped by large data-collecting agencies.

Sharing information amongst networks is critically important; however it is a challenge to do so when so many actors, many operating on a very local scale, are involved in collecting and analyzing data.

In establishing priorities for data collection, it is possible and important to distinguish between what is 'nice to know' and what is 'necessary to know.' Simply increasing the quantity of data available, without rooting this in a gendered understanding of priorities, would not be a sound use of resources. Additionally, the method of collecting any data needs to be carefully scrutinized for gender bias, including, importantly, the gender profile of the interviewers and respondents.

The emphasis on demonstrating national progress in WATSAN sectors against global “targets” (such as MDG goals) often works against real progress in this sector. For example, governments may be encouraged to inflate reports of progress, or may reduce “progress” to simple quantitative measures.

The search for data and indicators should be guided by a concern for representing the realities of women’s and men’s lives – as they are experienced. Information about these kinds of socio-economic processes is often best elicited through qualitative approaches, even if the data so gathered is then rendered into some quantitative form. The criteria used in technical surveys are not adequate to represent socioeconomic processes.

There is a need to challenge the perception that qualitative data are anecdotal or ad hoc. Small-scale qualitative information is essential; it often provides the best information about problems (or solutions) which then might be followed up with larger-scale inquiry. Further, qualitative information can be systematized, collected on a ranked scale, and quantified to facilitate cross-case comparisons. Techniques to do so have already been developed and are proving their value; for example, ranked qualitative scales can be developed to assess the quality of women’s participation in decision-making bodies (rather than simply looking at the presence of women in such a group).

Both the water and sanitation sectors are dominated by engineering and infrastructure frameworks. The ‘problem’ of water and sanitation is often reduced to one of engineering.

“Second-effect” indicators may be particularly useful in filling out a gender-sensitive view of the implications of limited quality of water and sanitation. For example, indicators of the quality of drinking water and the hygiene levels of sanitation can point to labour burdens that fall to women; if people fall ill from polluted water, it is women who are responsible for looking after them. It is possible that the time spent by women on family members ill from bad water and sanitation might, worldwide, be much higher than time spent on gathering water, which is now a worldwide indicator.



Sarina Prabasi, Hortencia Medina Uribe and Maria-Angelica Alegria Calvo (from left to right)

To establish an effective gender-disaggregated data regime will require new indicators, new approaches, and new capacity development.

However, a lot of progress could be made by incorporating gender and WATSAN indicators/questions into existing capacities, surveys, measurements and approaches. For example:

- UNDP could incorporate WATSAN as one component of its composite gender indices, the Gender Development Index (GDI) and the Gender Empowerment Measure (GEM); a relatively easy entry point would be to incorporate into these indices statistics on women in governmental decision-making bodies on water and sanitation;
- UNICEF and UNESCO are well placed to collect gender-specific data on school sanitation;
- UNIFEM could incorporate water into their time-use studies.

Accountability is missing at all levels. Given sufficient political will, for example, projects could be halted if women's participation is absent or if no gendered information is available. Responsibility for reporting on improved gender equity using rigorous gender-disaggregated data could be embedded in senior manager job descriptions.

Incentives for governments/organizations could be used to encourage them to prioritize gender-disaggregation. International multilateral research donors' criteria for research funding could be shifted to support greater gender-disaggregated data in all areas and capacity building for collection and analysis.

The meeting devoted a session to identifying key obstacles and roadblocks to developing, collecting, and using gender-disaggregated data on water and sanitation. It identified problems in the structure of institutional culture, in societal discrimination, in the dominant conceptualization and framework of WATSAN, in the “location” (conceptual and otherwise) of gender issues, in methodologies of data, and in the extent and seriousness of commitments and accountability.

Broad social/cultural and institutional obstacles

- Within institutions, as in society at large, there is often active resistance to an agenda that takes gender seriously.
- Gender issues are often seen as (and usually are) a challenge to ‘business as usual’; in all institutions, there are vested interests in not challenging/ changing power relations. To overcome obstacles, power relations inside (and outside) institutions often need to be directly challenged – and this may not be acceptable or allowable. Gender awareness also challenges the status quo of gender relations in societies and cultures; gender change in broad social relations is usually seen as threatening and is often deeply resisted.
- Many institutions, often reflecting larger social values, incorporate discriminatory attitudes toward women and “women’s issues”; these may be trivialized, demeaned, or dismissed as less important, entirely unimportant, or distracting from “main” agenda.
- Gender demands are often seen as competing for scarce resources (at the project level, at agency levels, within NGOs, at national levels).
- Project-based commitments to “community participation” often eclipse or are substituted for women’s participation.
- Institutional commitments are often ‘window dressing’ or lip service. Good rhetoric is seldom matched by real commitments – by governments UN agencies, academia, NGOs, and community groups.
- It is necessary to distinguish “knowledge” from “understanding.” Understanding comes from a steeping in the issues, and there is

5 | Obstacles to developing, collecting, and using gender-disaggregated data on water and sanitation

Key policy-makers are seldom mentored on gender issues; without mentoring it is difficult for them to build personal conviction and commitment

very little commitment to developing this degree of familiarity with gender/ WATSAN issues.

- Key policy-makers are seldom mentored on gender issues; without mentoring it is difficult for them to build personal conviction and commitment. Personal commitment often drives policy. Success in gender awareness often depends on finding and convincing the 'right people' that gender issues are important.
- Within institutions, gender training is typically given short shrift. In most groups working on WATSAN issues, limited gender training is available; there is often the assumption that a one-day training on gender is sufficient.
- Despite the presence of "gender focal points" in many agencies and institutions, the focal point is often ill-equipped and not given sufficient resources.
- Institutional culture may not encourage (or may actively discourage) gender issues from being raised/ taken seriously – thus even if an individual is trained, sensitized, and eager to incorporate gender issues, he or she may not feel free to do so – or may be working within a broader cultural context in which this is not encouraged or accepted. Additionally, women, who might be the ones to raise gender issues, are often not empowered to do so.
- Women are often excluded from decision-making/ policy-making venues and positions of authority where they might be able to advocate



Sascha Gabizon (WECF), Christine Sijbesma (IRC) and Bilqis Amin Hogue discussing some of the obstacles.

Lack of institutional commitment/accountability

- In most agencies, there is little incentive (in any terms) to encourage agencies/ individuals/ organizations to take gender seriously and to collect gender disaggregated information. Donor funding could play a key role.
- Despite supportive rhetoric, in most institutions and projects there is virtually no accountability for follow-through; typically, there are no sanctions for not improving gender capacity.

- Turnover in governments and leadership within agencies means that the political will and commitment to gender agendas often changes. Often successes or commitments to things such as collecting gender disaggregated data are specific to individual managers/ leaders and if they leave so does the gender agenda.
- The United Nations could take the lead in accountability with incentives. There is a critical need for a lead agency on gender at the UN – UNIFEM does not have the clout or resources it would need to play this role.
- Within the UN, there is no leader in gender data initiatives.
- Reporting formats typically don't require gender analysis, thus it is easy to ignore gender. Governments should develop and insist on gender-disaggregated data guidelines, and the UN should hold governments accountable to do so.

Problems characteristic of WATSAN sectors

- Water and sanitation are seen to be “gender-neutral” and common resources, and thus it is especially difficult for many participants within WATSAN to understand why one would need to consider gender.
- There is a general lack of awareness of the importance of gender-disaggregated data across participants - from community groups to NGOs to governmental agencies. The basic “why” of collecting gender disaggregated data is often not appreciated nor understood. The “added value” and importance of infusing WATSAN approaches with gender perspectives does not inform general understanding. To the extent that there is an interest in gender disaggregated data, this is typically seen as an appendage, never as the main issue.
- The WATSAN sector is dominated by technical/ technological/ infrastructure/ engineering and biophysical perspectives, not social. Because of this sectoral bias, this is a largely male-populated and male-identified field. There are few women technicians, statisticians, policy makers, or leaders in these sectors.



Joni Seager, Henk van Norden (UNICEF) and Kenza Kaouakib-Robinson (UN DESA) at the Expert Group Meeting

- Water service providers, who typically have closely calibrated data collection capacities, typically don't evaluate or collect social or gender-informed data.
- WATSAN experts are often isolated from other experts, other perspectives, and new paradigms. Because of the technical and technological tendency of this sector, WATSAN experts are often especially isolated from people doing social analysis. This points to a need to engage in multidisciplinary education/conversation at all levels, of all types, across WATSAN sectors.
- For those people who are doing gender work in relations to WATSAN there is usually no "place" (literal or otherwise) to share information or to learn from one another. This is particularly stark in the context of disasters and the intersection of gender, water, sanitation and disaster. Groups and individuals who work in these areas typically do their work in isolation. Among other things, this blocks the possibility of learning from the lessons of other groups and people.

Data collection and methodology

- Because of the hierarchy and centralization of statistics-gathering, the same data are collected over and over. It is often very difficult and costly to change data collection systems. Gender needs to be embedded within them from the start.
- Neither the quality nor the type of data currently collected are adequate to the task of supporting gender Millennium Development Goal (or other) goals in water and sanitation.
- In terms of the gendered relations of WATSAN, considerable local and regional data are produced. These data are typically unavailable or unknown outside the small group that collected it. Consultants, academics, NGOs often produce reports that may not be disseminated. The information channels from local groups to larger agencies are not open, and, further, there are challenges for locally-based groups to communicate with one another. This points to the need for clearinghouse mechanisms, but also points to the need for large data agencies to incorporate grassroots participants and locally-based experts (and gender experts) into their data collection and preparation mechanisms.

- At the highest levels, governments, NGOs, and international organizations, all of whom might be collecting such data, do not coordinate their efforts. Likewise, inter-sectoral linkages are weak between educational systems, health systems, and social welfare systems, all of which collect some data on water and sanitation.
- Gender experts often know little about water and sanitation, just as WATSAN experts know little about gender. Gender databases often entirely ignore WATSAN issues, just as WATSAN databases often entirely ignore gender. Better coordination and cooperation – and mutual appreciation – must be cultivated between agencies and experts representing different approaches.
- There are considerable complications of scale: data collected on a meta- or global scale often mask local diversities; although large-scale data collection agencies typically have the best data collecting capacity, it is not always productive to collect on large scale. Often it is preferable to collect on local/small scale. However, while good data may exist at the local scale, it is hard to “scale up” or draw generalizations from local examples/cases. It is methodologically challenging to manage and integrate myriad local-scale data points.
- The prevailing emphasis on demonstrating national progress in WATSAN sectors against global “targets” (such as MDGs) often works against real progress in this sector. Governments may be encouraged to inflate reports of progress, or may reduce “progress” to simple quantitative measures.
- Because of the conceptual framework of WATSAN as a technical rather than social field, there is an erroneous, although widespread, perception that qualitative data are less serious, less reliable, anecdotal or ad hoc.
- It is a challenge to integrate qualitative and quantitative data, but techniques to do so have already been developed and are proving their value. For example, ranked-qualitative scales can be developed to assess the quality and nature of women’s participation in decision making (rather than simply looking at the “yes/no” presence of women in such a group); similarly, ranked scales can assess the nature and hygiene of sanitation facilities, rather than a focus



simply on the presence of a facility. Gender scholars are at the forefront of developing such techniques.

- Because qualitative data are likely to foreground nuance and complexity (rather than simple yes/ no data), policy makers and decision leaders often have a hard time knowing how to deploy them. Qualitative data can guide decision-making, but it typically needs to be translated into short components to perform this function. Policy makers are often ill-equipped to make this translation.
- The logistics of collecting gender data are challenging, but perhaps not more so than collecting any data. There are constraints of survey methodology: questions cannot be too long or complex, and cannot make surveys as a whole too long or complex or cumbersome. However, in terms of gender information, the realities of data collection need particular scrutiny, including the gendered dynamics of interviewers and interviewees.

The meeting devoted a session to identifying specific information about gender and water/sanitation in need of more attention, emphasis, and that should be incorporated into data collection activities. The expert group generated a list of minimal “need to know” information for which gender disaggregated data is currently mostly absent or significantly incomplete. Data collection efforts to fill these gaps are needed on a pressing basis:

Basic parameters of gender and WATSAN use

Data are not typically available on things such as:

- the use of water within households (and whether for productive and reproductive needs);
- gender-specific water/ sanitation priorities (public surveys as well as within households);
- the relationships between gender and modes of transportation in water collecting;
- gender differences in access to safe and clean water, measured by indicators of the appropriateness of water/ sanitation supplies;
- women’s and men’s views of the safety of the path/ road/ access to water supplies or sanitation facilities;
- documentation of violence against women/ girls in the context of water collecting or using sanitary facilities;
- information on the disposal of faecal wastes, at the household level and in public sectors, and the gendered workforce responsible for disposal of wastes, especially in urban areas.

Time

Data are needed on access to water, by distance, and by the time needed to collect water to meet daily basic needs; “time needed” includes waiting time. The time spent on collecting water is an essential equity issue: women are still over-burdened; time spent in these activities diminishes time available for other activities, and takes away from women’s and girls’ capacity to participate in productive labour and in civic opportunities including school attendance.

Decision making and policy

There is a dearth of information on decision-making at local through national levels on projects and issues related to water and sanitation. Any number of measures of the participation of women in water and

6 | Data collection needs: gender-disaggregated indicators currently represented or under-represented

sanitation sectors, including international policy formulation, could be deployed, including:

- the roles of women in communities or organisations in safeguarding access to water and sanitation supplies;
- whether women's participation in formal settings reaches the critical mass threshold of 30%;
- the participation of women in the advance planning stages of projects, not just at the implementation stage;
- the extent to which women's participation is volunteer labour, or, if compensated, whether on equal terms with men;
- information on water and sanitation decision-making within households; even in female headed households, the primary decision-makers might not be the women, but the owners of the house (if different).

Costs and benefits

Information is lacking on the economic benefit to men and women from improved access to water, or the differential costs to men and women of lack of access. Similarly, little attention is directed to understanding the gendered dimensions of costs and benefits from privatization of water and sanitation.

Private income and expenditures

Information is lacking on whether there are differences between female - and male-headed households in expenditures on water and sanitation.

Public expenditures

The scale and nature of public sector expenditures on investments for water, and the gender-differentiated impacts of those expenditures, are usually not tallied. For example, it is rare to have information on whether expenditures are directed towards hardware/software, hygiene and sanitation promotion, in rural and urban areas, how funds are distributed across communities, and the extent of funding directed to maintaining sustainability of services. The extent to which public funding is directed to women's groups working on water and sanitation is largely overlooked.

Public and school-based water and sanitation

Sanitation is not just a household matter; basic information is lacking on the nature of/state of sanitation provision in public places and espe-

cially the extent to which public/private provision is made for women's/ girls' menstrual needs. Data on the prevalence of open defecation on water and land by male/female, girls/boys are needed. Data are largely not collected on the presence/absence of public and school facilities, but more importantly, ranked indicators of conditions, availability, and quality are needed. Data needs to be collected on toilets at school and on what is counted as a school toilet; if toilets are not designed to serve girls, they should not be counted ("serving girls" adequately would include having sex-segregated toilets, adequate provision for sanitary supplies and disposal, toilets that allow privacy, that are at an appropriate distance from the school building for girls).

Health and sanitation

Much health data already are disaggregated by gender, but not necessarily then linked to water/sanitation.

Survey methodology

Most surveys on water and sanitation do not provide gendered information on who is interviewing/being interviewed.

7 | Summary indicator table

Data collection needs

The following table gives a summary of data collection needs, indicators and methodologies proposed.

<p>Gender and WATSAN use</p>	<ul style="list-style-type: none"> • use of water within households (productive/ reproductive uses); • gender-specific water/ sanitation priorities • gender and modes of transportation in water collecting • gender differences in access to safe and clean water • gendered views of the safety of access to water supplies or sanitation facilities • violence against women/ girls in the context of water collecting or using sanitary facilities; • the disposal of faecal wastes, at the household level and in public sectors • the gendered workforce responsible for disposal of wastes in urban areas
<p>Time use</p>	<ul style="list-style-type: none"> • total time expended by men and women (and boys / girls) in collecting water to meet daily basic needs, including waiting time at public supply points
<p>Decision making and policy</p>	<ul style="list-style-type: none"> • roles played and efforts expended by women in safeguarding the water and sanitation access • proportional women's/ men's participation in formal settings • participation of women throughout complete project cycles • compensation levels for men and women • decision-making power and processes within households

Costs & benefits	<ul style="list-style-type: none"> • gendered economic benefits from improved access to water; • the differential costs to men and women of lack of access. • gendered dimensions of costs and benefits from privatization of water and sanitation; • female/male-headed household expenditures on water and sanitation
Public expenditures	<ul style="list-style-type: none"> • scale and nature of public sector expenditures on investments for water, and the gender-differentiated impacts of those expenditures • information on expenditure allocations (hardware/software, hygiene and sanitation promotion, in rural and urban areas, how funds are distributed across communities, the extent of funding directed to maintaining sustainability of services) • public funding is directed to women's groups working on water and sanitation is largely overlooked
Public and school-based water and sanitation	<ul style="list-style-type: none"> • nature/state of sanitation provision in public places • extent of public/ private provision for women's/girls' menstrual needs • prevalence of open defaecation on water and land by male/female, girls/boys • presence/absence of public and school facilities, and ranked indicators of conditions, availability, and quality of those services
Health, Sanitation	public health data linked to/collected for the water and sanitation sector
Survey Methodology	sex of interviewers/respondents

8 | Recommendations

1. Governments and multilateral donors should support further initiatives to extend efforts to reframe the mechanisms, approaches, and paradigms of gender-disaggregated data collection in the WATSAN sectors, and to develop specific frameworks and methodologies for their implementation, taking into account the needs and obstacles identified through this EGM process. Such initiatives must involve grassroots participants as well as policy-makers, and must incorporate lessons from successful local and small-scale efforts that document the complex range and nature of gendered relationships to water and sanitation.
2. While this foundational revisionary work is underway, and as a parallel step, existing data mechanisms at local, national and global levels should be improved and deployed to incorporate consideration of gender-disaggregated water and sanitation issues.

For example:

- The UN-Water Global Annual Assessment of Sanitation and Drinking-Water (GLAAS) could incorporate questions on gendered participation into their existing reports on WATSAN capacities;
- UNDP could incorporate WATSAN as one component of its composite gender indices (the Gender Development Index (GDI) and the Gender Empowerment Measure (GEM)); a relatively easy entry point would be to incorporate into these indices statistics on women in governmental decision-making bodies on water and sanitation;
- UNICEF and UNESCO are well placed to collect gender-specific data on school sanitation;
- UNIFEM could incorporate water into their time-use studies.

As a general recommendation, current data collecting instruments and approaches should be diversified not only along gender lines but also to collect data disaggregated by social strata, class, age, and other key social variables.

3. As a first priority, **six gendered indicators on water and sanitation** should be incorporated into existing surveys and data collection efforts of governments and of key global-level data collection entities including JMP/GLAAS, UNDP, the World Bank, and UNIFEM, among others on:

1. the adequacy and availability of water at the household level for daily needs, distinguishing between reproductive and productive activities of men and women;
2. the time spent, by sex, to collect water, further distinguishing between that work done by adults and children (and collected by urban/rural);
3. relationships between transportation and gender in collecting water, with particular care taken to distinguish between “carrying” vs “assisted transport” (whether animal or mechanized);
4. what kind of sanitation facilities (if any) are actually used by men and by women and who are not using facilities, and why; these data should be further disaggregated by income and by urban/ rural setting;
5. women’s participation in decision-making processes regarding water and sanitation at all levels, including careful attention to indicators (such as qualitative ordinal scales) that reveal the nature and quality of women’s inclusion in decision making;
6. sanitation in schools, including specific information on whether facilities are provided separately for males and females, the extent to which existing facilities are actually used by male and female schoolchildren, and the extent to which those facilities meet the specific needs of girls in terms of safety, privacy, proximity, hygiene, cleanliness, water, and provision for menstruation.

As a first priority, six gendered indicators on water and sanitation should be incorporated into existing surveys and data collection efforts

These new data initiatives could be undertaken by NGOs, and at the local level; they need not only be developed by the large multinational organizations. However, to the extent that large data collecting agencies do take on this agenda, they should engage grassroots participants, gender specialists, and activists as equal collaborators in drafting the specific questions and defining the approaches (including, as appropriate, the specific survey instruments) that they will deploy in these efforts.

7. Donor support should be directed to governments and agencies, including NGOs and groups operating at the local level, that are willing to take the first steps to engage with and pilot these data collections.
8. Institutional constraints that inhibit the collection of gender-disaggregated water and sanitation data should be identified, monitored, and action plans developed to remedy these problems and develop capacities.
9. The UN Statistical Commissions should take the deliberations and proposed indicators of this EGM into its deliberations

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UNW-DPC

ADDING VALUE IN WATER-RELATED CAPACITY DEVELOPMENT

The UN-Water Decade Programme on Capacity Development (UNW-DPC) is a joint programme of UN Agencies and programmes cooperating within the framework of UN-Water. UNW-DPC supports UN-Water in the field of water-related capacity development. It is funded by the German Federal Government and it is hosted by the United Nations University in Bonn, Germany.

UN-Water, an inter-agency mechanism, strengthens coordination and coherence among UN entities dealing with issues related to all aspects of freshwater and sanitation and contributes to the agenda defined by the 2000 Millennium Declaration and the World Summit on Sustainable Development.

MISSION

Based on the firm belief that the achievement of the Millennium Development Goals (MDGs) related to water and sanitation is conditional on stakeholders being able to mobilise essential required capacities, UNW-DPC's mission is to enhance the coherence and effectiveness of the capacity development activities of the UN-Water members and partners. By working on the full range of individual, organizational and institutional capacity development, UNW-DPC seeks to strengthen the ability of the UN-Water members and partners to support Member States to achieve these MDGs.

HOW WE WORK

UNW-DPC works towards supporting the UN-Water members and partners in the following ways: UNW-DPC provides an observatory function that supports UN-Water in assessing capacity development needs, in mapping the existing capacity development activities and in analyzing capacity development gaps.

UNW-DPC subsequently cooperates with UN-Water members and partners to collate and produce required new knowledge, e.g. by jointly organising expert group meetings and workshops, as well as by compiling publications on cutting edge water-related capacity development issues. Newly produced knowledge then has to be managed and disseminated.

UNW-DPC invests in the design and implementation of knowledge management tools, such as the UNW-DPC repository of capacity development activities, to do so. In addition, UN-Water members and partners are also supported in transferring required knowledge and skills through effective, and often novel, delivery mechanisms involving, for example, e-learning, training of trainers and vocational training.

Finally, an evaluation of the efficacy of the knowledge delivered and the mechanism of delivery is used to adapt our support to meet future developments and needs.



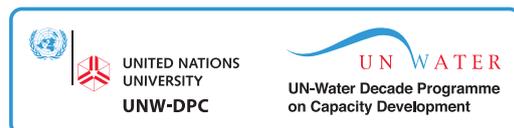
The UN-Water Decade Programme on Capacity Development (UNW-DPC) is a joint programme of UN agencies and programmes cooperating within the framework of UN-Water.

Adding Value in Water-Related Capacity Development

The broad mission of the UN-Water Decade Programme on Capacity Development (UNW-DPC) is to enhance the coherence and integrated effectiveness of the capacity development activities of the more than two dozen UN organizations and programmes already cooperating within the interagency mechanism known as UN-Water and thereby support them in their efforts to achieve the Millennium Development Goals (MDGs) related to water and sanitation.



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