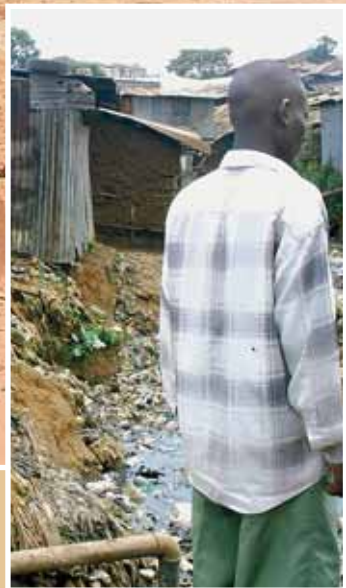
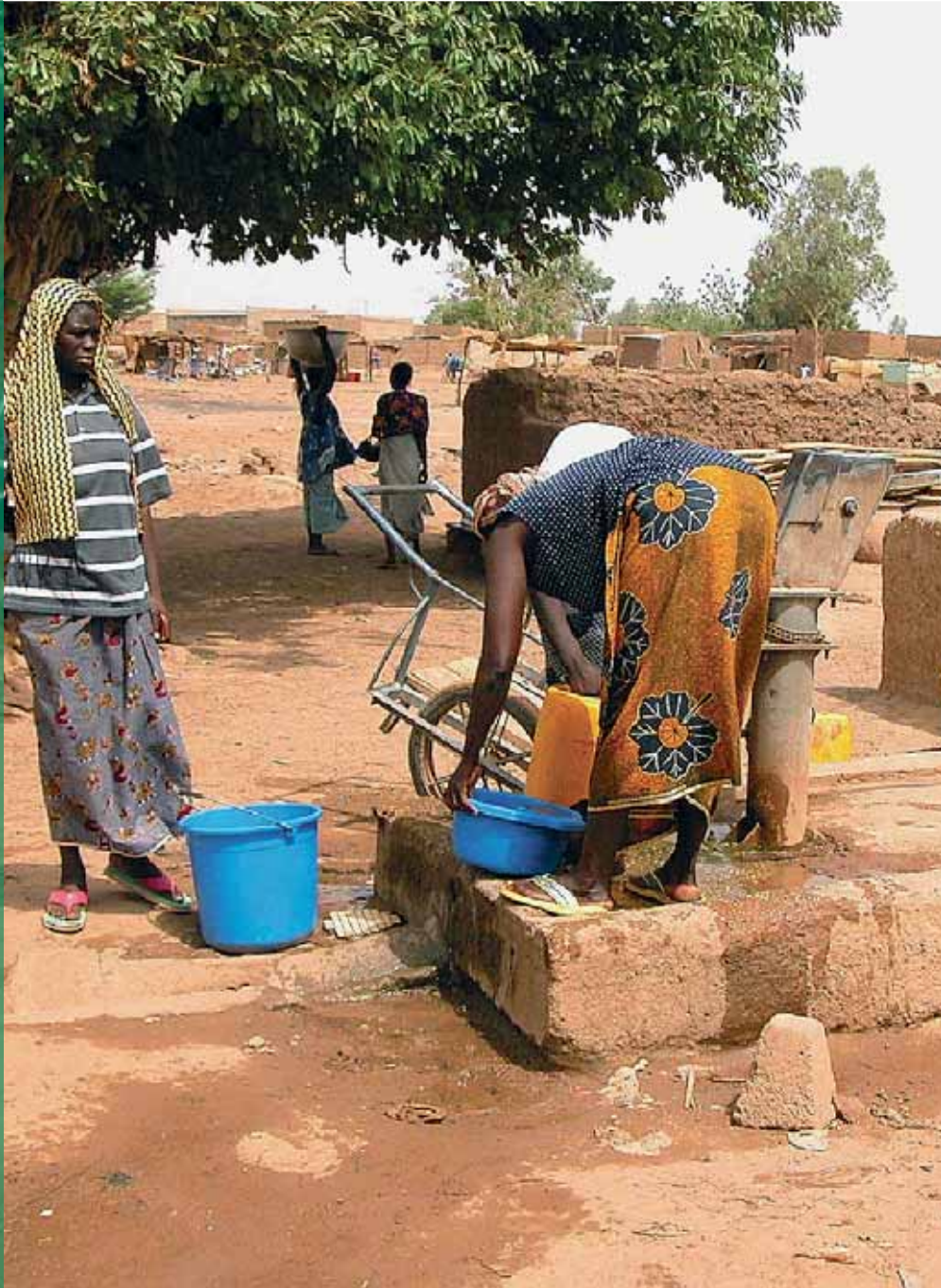


Navigating Gender in African Cities:



Synthesis Report of Rapid Gender and Pro-Poor Assessments in 17 African Cities



UN-HABITAT

United Nations Human Settlements Programme in Cooperation with the Gender and Water Alliance





The internationally agreed development goals including the Millennium Declaration recognise that most developing countries are currently faced with the challenge of providing sufficient clean water and access to decent sanitation to poor people. This is especially the case in urban areas. In Africa, a region with the poorest record of access to water and sanitation, 72 percent of the urban population lives in slums. In some slums 200 people or more queue daily to use a single public toilet. Women and girls suffer the most, risking both their dignity and personal safety. Additionally, many girls in their puberty drop out of school due to inadequate sanitation facilities, and consequently forego their right to education. Women and children are also disproportionately burdened with the task of fetching water, often queuing for long hours early in the morning or late at night. With all these efforts,

there is still no guarantee that the water is safe and water related diseases are among the most common causes of illness and death affecting the poor in Africa.

It is against this backdrop that UN-HABITAT's Water for African Cities Programme initiated a gender mainstreaming strategy with a commitment to work with key partners and stakeholders such as public utility firms, local authorities and civil society organizations to develop pro-poor gender-sensitive urban policies for water and sanitation. The pro-poor gender mainstreaming initiative, which was launched in January 2005, marks a significant step towards turning rhetoric into action.

Rapid gender assessments of official water and sanitation policies and practices of have been undertaken in 17 African cities, involving a wide range of stakeholders and the urban poor communities concerned. The results of these assessments provide a clear indication of what needs to be done to achieve more sustainable provision of water and sanitation services to the urban poor, especially for women. These assessments provide recommendations for addressing gender equality and equity and gender roles in the context of an integrated approach to water resources and waste management. They also address specific measures that need be taken by public utilities to make a real difference in the daily lives of the urban poor.

I acknowledge with special thanks the Governments of Canada, the Netherlands, Norway and Sweden for their support of the UN-HABITAT Water and Sanitation Trust Fund. I also would like to acknowledge the expertise of the Gender and Water Alliance and its partnership with UN-HABITAT.

A handwritten signature in black ink, reading "Anna K. Tibaijuka".

Anna K. Tibaijuka
Under-Secretary-General and
Executive Director of UN-HABITAT

Message from Executive Director, Gender and Water Alliance

Some decades ago African cities were mostly small compared to those in other continents. Since then various pull and push factors have resulted in huge urban agglomerates, which continue to expand. Provision of services such as water supply and sanitation can hardly be expected to keep up with this growth, without specific attention and increase of resources which is not available or supplied in many African countries. Urban centres have huge slums, often considered illegal settlements with a high degree of discomfort and insecurity. For various reasons urban slums are populated by women and children more than men. And it is especially these people who suffer most from lack of water supply and sanitation facilities, because they are more vulnerable to diseases and lack of safety and because they are responsible for supplying the household with clean water. To be able to make more than a dent in the welfare of African cities, it is crucial to look at the different positions, interests and skills of men and women of the different residential districts.

For many years now, UN-HABITAT has been supporting major African cities with its Water for African Cities Programmes I and II. The Gender and Water Alliance was brought into the Programme to facilitate the mainstreaming of gender in 17 cities. GWA facilitators in each of these cities supported the organization of stakeholder platforms who together with utilities, civil society organizations, government departments and residents, developed comprehensive city Rapid Gender Assessment Reports. This process led to the development of work plans for most of the cities, which have the scope for actual change on the ground for many poor women, children and men.

The Report in front of you is the outcome of the compilation of 17 reports of the WAC cities. What they have in common that they are African, but otherwise they differ tremendously — culturally, politically, institutionally, legally, economically and socially. For Prabha Khosla to write this Synthesis Report has been more than a challenge, because of all these differences. To say anything about the 17 cities in general terms and still be valid is very difficult. Nevertheless, the red thread running through all the cities' water situations is to be found in the position of women, which needs serious attention of UN-HABITAT and all the national and city governments. In the near future, improvements should be realised based on the serious mainstreaming of gender in water management for increased efficiency, impact, equity and sustainability.



Joke Muylwijk
Executive Director
Gender and Water Alliance

Acknowledgements

This Report is a synthesis report of the participatory and Rapid Gender Assessment (RGA) Reports that were conducted in the 17 cities of the Water for African Cities (WAC) II Programme. They represent the first stage of the Gender Mainstreaming Strategy Initiative of the WAC. The RGA Reports provide the baseline data and priority recommendations for pro-poor gender mainstreaming of the WAC programmes of the cities. The Reports are the result of the work of the following Gender and Water Alliance (GWA) Facilitators, the RGA Teams, and the women and men in slums and informal settlements in the cities. Many thanks to all of them for the effort and commitment they put into their Reports.

Abidjan, Cote d'Ivoire – Mr. Patrice Kouassi Effebi Ango
Accra, Ghana – Ms. Lorretta Roberts
Addis Ababa, Ethiopia – Ms. Hadera Tesfay
Bamako, Mali – Ms. Kadidiatou Diallo
Dakar, Senegal – Mr. Daouda Niang
Dar-es-Salaam, Tanzania – Ms. Gemma S. I. Akilimali
Dire Dawa, Ethiopia – Mr. Yehualashet Wubshet Sishaw
Douala, Cameroon – Ms. Rosemary Olive Mbone Enie
Harar, Ethiopia – Mr. Berhanu Mamo Teshome
Jos, Nigeria – Mr. Joachim I. Ezeji
Kampala, Uganda – Mr. Alfred T. Balinda
Kigali, Rwanda – Ms. Jeanne Bushayija
Lusaka, Zambia – Ms. Viola M. Mtamila
Maputo, Mozambique – Mr. Thomas Minyengu
Nairobi, Kenya – Ms. Pauline Ng'etaa Ikumi
Ouagadougou, Burkina Faso – Ms. Coura Bassolé Ndeye Ndoye
Yaoundé Cameroon – Mr. Adrien Amougou

The Rapid Gender Assessments (RGAs) of the WAC II would not have been possible without the overall guidance and supervision of Kalyan Ray, Chief of the Water Sanitation and Infrastructure Branch, Mariam Lady Yunusa as the Programme Manager who coordinated the execution of the process. The programme was followed up and enriched by the contributions of Daniel Adom, Julie Perkins, Eric Moukoro, and Angela Hakizimana, all of UN-HABITAT. Lucia Kiwala, Chief of UN-HABITAT Gender Mainstreaming Unit provided valuable insights and contributed to the research design and reviewed drafts throughout the research process. Mary Liao and Prabha Khosla, as the lead consultants, designed the process and provided substantive frameworks for gender mainstreaming. Maria Arce and Joke Muylwijk provided critical advice for the partnership with the Gender and Water Alliance.

Special thanks are due to the Governments of Netherlands, Norway, Canada and Sweden, contributors to the UN-HABITAT Water and Sanitation Trust Fund for their financial support.

Executive Summary

Since 1999, UN-HABITAT, through the Water for African Cities (WAC) Programme, has assisted African countries¹ to improve the management of water and sanitation. The objective of the WAC is to tackle the urban water crisis through efficient and effective water demand management, build capacity to mitigate the environmental impacts of urbanization on freshwater resources and boost awareness and information exchange on water management and conservation.

The second phase of the WAC Programme was launched in December 2003 with the focus to assist in the international effort to reduce poverty as embodied in the goals and targets of the Millennium Declaration and other United Nations commitments. Specifically, the WAC II is attempting to address the Millennium Development Goal 7, Target 10 “to reduce by half the proportion of people without sustainable access to safe water” and Target 11 “to achieve significant improvement in the lives of at least 100 million slum dwellers by 2020”. Additionally, the WAC II is also addressing the World Summit on Sustainable Development’s (WSSD) Plan of Implementation “to reduce by half the number of people without access to sustainable sanitation.”² The seventeen cities of this second phase of the WAC are Abidjan, Cote d’Ivoire; Accra, Ghana; Addis Ababa, Dire Dawa, and Harar, Ethiopia; Bamako, Mali; Dakar, Senegal; Dar-es-Salaam, Tanzania; Douala and Yaoundé, Cameroon; Jos, Nigeria; Kampala, Uganda; Kigali, Rwanda; Lusaka, Zambia; Maputo, Mozambique; Nairobi, Kenya; and Ouagadougou, Burkina Faso.

The six priority themes of the WAC II are:

- Pro-Poor Water Governance and Follow-up Investments
- Sanitation for the Urban Poor
- Urban Catchment Management
- Water Demand Management
- Water Education in Schools and Communities
- Advocacy, Awareness-raising, and Information Exchange

In the second phase, a major initiative was launched to gender mainstream the WAC Programme. In order to prepare the Gender Mainstreaming Strategy for the WAC II Programme, UN-HABITAT initiated a participatory and rapid gender assessment in the 17 African cities. The participatory and Rapid Gender Assessments (RGAs) were conducted from the 3rd week of March to the 2nd week of May 2005. They were the first step in the development of the Gender Mainstreaming Strategy Initiative (GMSI).

The participatory and Rapid Gender Assessment (RGA) framework was developed by the Gender and Water Alliance (GWA) with the objective of using a pro-poor gender lens to identify, gather, and analyze baseline data relevant to the WAC II programmatic and thematic focus. The baseline data would contribute to the development of a gender mainstreaming strategy for the WAC II through the development of gender equity action plans and their integration into the implementation plans of the participating cities. The RGAs also included a rapid gender institutional assessment of the utilities in the cities.

The WAC II Programme applies bottom up and top-down approaches. A bottom-up strategy is used to support local governments in building capacity and strengthening relevant institutions through training programmes, thereby equipping them to improve efficiency in management and delivery of water and sanitation services in the context of rapid urbanization.

The top-down strategy is to encourage and support national governments in the development of appropriate policies, regulations, and legal frameworks, and equipping them with both the institutional and managerial capacity to facilitate devolution of decision-making processes to the lowest levels. This includes a focus on capacity building for equitable water sector policies and gender mainstreaming of relevant institutions.

The RGA framework is based on the collection and analysis of existing documents in the areas of inquiry, and the interviewing of relevant actors in the thematic focus areas of the WAC. It is not premised on generating original data if similar data already exists. In fact, considering the limited resources and time frame of the RGA the focus is on using existing studies, government documents and policies, document and research of multi- and bi-lateral organizations and women's groups, ENGOs, NGOs and CBOs operating in each of the cities. This analysis of secondary sources would then permit the identification of gender and poverty data gaps as well as areas for capacity building of the key actors in the water sectors.

The Rapid Gender Assessment teams in the cities consisted of a range of stakeholders. They included a combination of representatives from utilities, local governments, women's and water and urbanization ministries, the health and environment sectors, women's groups, and NGOs. Case studies from low-income settlements in Lusaka, Zambia and Dire Dawa, Ethiopia profile the poverty and living conditions in these communities.

Gender and Pro-Poor Analysis of Water and Sanitation Policies and Institutions

The Assessments underline the existing trends in the water and sanitation sectors. First, almost all the countries have a vast array of policy frameworks that inform water resources use and management. Secondly, these policies implicate a host of institutions and levels of governments. Thirdly, the last ten to fifteen years have witnessed attempts to bring coherence to policies and legislative frameworks as well as the management and implementation institutions. Fourthly, some new legislative frameworks are beginning to incorporate gender and pro-poor considerations, and these considerations are being included in some sustainability and poverty eradication plans. However, there is not always coherence between the national gender policies, the anti-poverty plans, and the water and sanitation sectors. More importantly, there is a major implementation gap in terms of operationalizing these new and often more comprehensive policy and legislative frameworks and the delivery of much needed basic services to poor women and men in Africa's slums and informal settlements.

The policy and legislative environment of the water and sanitation services of Lusaka, Zambia is outlined in some detail to demonstrate the range of policies and institutions that are engaged in these water sectors. Brief examples from Accra, Ghana and Kampala, Uganda also underline the points raised above. The example of Ethiopia is used to illustrate the next generation of water-sanitation-environment policies and a shift from traditional policy and legislative frameworks to more inclusive policies. And at the national level, Uganda provides a unique example of a water sector gender strategy. However, the implementation of these new policies is not taking place as expected. Reasons cited for this include the lack of financial resources and human and institutional capacity.

Gender Institutional Assessment of Water Utilities

The gender institutional assessment was supposed to be a gender analysis of the water utilities in terms of their gender policies and practices in the utilities, the level of gender awareness in the

institutions, the sensitivity of management systems to the specific and unique needs of both women and men, a gender analysis of personnel policies and employment and hiring practices, and the implications of a gender analysis on services provision, norms, standards, tariffs, etc.

However, this component of the RGA was the weakest in all of the RGA Reports. There are several possible reasons for this. Gender institutional assessments are as complex as the institutions they propose to investigate and require very specific skills and expertise. Secondly, it was not possible for the GWA Facilitators to conduct a rapid institutional assessment in the limited time they had. Furthermore, it was also very difficult for them to access information or senior managers to speak about gender which is not a familiar subject in the utilities.

What is clear from the Rapid Gender Assessment is that from the executive director to the engineer, to the technician on the street, men have most of the jobs in the water and sanitation sectors and most of the decision-making power and that the water and sanitation services sectors are in need of a gender balance.

The sex-disaggregated listings of employees and their professional status in the utilities from Dakar, Senegal; Dar-es-Salaam, Tanzania; and Lusaka, Zambia; provide clear proof of the need to integrate more women into the utilities as well as more women into senior decision making. Engaging women trained in gender analytic skills will enable a change in priority setting in the mandates of the utilities. A case study of the Harar City Water Supply and Sewerage Service Authority (HWASSA) provides an interesting profile of a local utility.

The chapter concludes by a brief examination of the debate on public or private water and sanitation utilities and accountability to the provision of water and sanitation services to poor urban women and men. It raises the questions as to how the focus on privatization of water services might have failed to consider the need for investments in public sector utilities as a more viable option in terms of its accountability to citizens and elected officials. The same cannot be said of the accountability of the transnational private sector company.

Enabling inclusive water governance in cities needs to further open the debate on financing and the provision and management of infrastructure to also include women and community-based and controlled water and sanitation services. Financial and credit services need to be provided for women and community-based services in slums and informal settlements.

Gender and Pro-Poor Assessment of the WAC II Themes

This chapter focuses on the themes of the WAC - Pro-Poor Governance and Follow-up Investments, Sanitation for the Urban Poor, Urban Catchment Management, Water Demand Management, Water Education in Schools and Communities, and Advocacy, Awareness-raising and Information Exchange.

Pro-Poor Governance and Follow-Up Investments

Some cities in the WAC do not have a specific pro-poor policy framework or implementation focus and thus no enabling mechanism for financing of services provision to poor residents. These are described in some detail. Others have policy commitments, but almost no implementation of the policies. And still others such as Accra, Ghana and Dakar, Senegal are attempting to focus on the provision of services to poor residents through some participation in services delivery. The Ghana Water Company Ltd. (GWCL) is seeking to expand the reliable supply of safe water in urban areas,

ensure that poor households have access to potable water at affordable prices, and ensure sustainability of the sector through cost recovery and improved management. To meet these objectives, a project is proposed comprising system expansion and rehabilitation, extension of service to low-income areas, and the rehabilitation of the existing network to reduce non-revenue water through a public-private partnership. The Public Utilities Regulatory Commission (PURC) has also published a social policy and strategy for water regulation based on the Government's broad social policies as articulated in the Ghana Poverty Reduction Strategy as well as a socio-economic survey on water accessibility, affordability, and quality. Under this, one option includes cross subsidies between domestic and non-domestic customers so as to impose higher tariffs on non-domestic consumers allowing domestic tariffs to be reduced. Infrastructure development charges are not to be charged to consumers, and neither is the provision of standpipes for poor communities.

The example of Dar-es-Salaam is used to illustrate the changes in policy for increased participation of service users in water and sanitation services and a case study demonstrates the use of gender-responsive budget initiatives in the Ministry of Water of Tanzania.

Sanitation for the Poor

Results from the RGAs generally paint a dismal picture of sanitation services in slums. There are very few official sanitation services and most residents make do with what they can, leading to contamination of their living and natural environments. Some cities do not have dedicated utilities for the provision of sanitation services and the impact of Uganda's new Gender Strategy for Water and Sanitation has yet to be assessed. The example of Jos, Nigeria is used to demonstrate the toilet types and use arrangements in particular slums. Burkina Faso has had a sanitation strategy since 1996. It also includes solid and liquid waste management and implicates three Ministries. While an extensive subsidy scheme exists to enable the provision and upgrading of sanitary facilities, the cost of these is much higher than an average "medium level income" of households. Dakar, Senegal with assistance from the World Bank is providing latrines to low income residents and specifically to poor women and women-headed households as well as engaging them in micro-credit schemes, the management of finances and training for facilities maintenance.

Schools in slums and informal settlements are in desperate conditions and many of them do not have proper or sufficient toilets for girls and boys. Kigali, Rwanda and Harar, Ethiopia provide examples of conditions of the toilets and the lack of access to water.

The menstruation needs of poor women and girls do not receive any attention when toilet blocks are designed or in the siting of toilets and in dealing with the waste products of menstruation. The silence

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_19267

