

Gender Equality in Sanitation

-Province of Xai-Xai, Mozambique

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By

Mette Svendsen

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Wageningen
The Netherlands



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Fax: 31 26 3615287

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ABBREVIATIONS AND ORGANISATIONS

AMURT	Ananda Marga Universal Rescue Team
Fipag	Fundo de Investimento e Património do Abastecimento de Água, Local water company in Xai-Xai
GAM	Gender Analysis Matrix
IRC	International Water and Sanitation Centre
OMM	Organização da Mulher Moçambicana
TPA	Teacher-Parents Association
VEI	Vitens-Evides International B.V.
WASH	Water, sanitation and hygiene

1. ABSTRACT

This thesis analyses the gender aspects of the sanitation part of the project Schoon Water voor Mozambique. The project has been started by the Provincie Fryslan, Wetterskip Fryslan, Vitens and the Friesian Municipalities in corporation to provide technical assistance to the municipalities in the province of Xai-Xai and assist in establishing durable, competent and self reliant sanitation departments. The thesis further describes the positive and negative effects of the project on gender equality and gives recommendations for improvements.

The purpose of the thesis has been to contribute to appropriate strategies to incorporate gender in the already planned activities in the on-site sanitation project. The activities analysed were chosen on the basis of their close connection to the end-users in the communities. The activities were analysed with the Harvard Analytical Frameworks and Gender Analysis matrixes. The information for the analysis where compiled by observation, interviews and group discussions with relevant stakeholders of the project.

The strategies developed in this thesis are in brief: To focus on the practical problems and encourage changes in attitude, to support changes in the practical problems in a long term perspective; Development of a gender sensitive communication plan; Gender sensitive hygiene training, Creating new job opportunities for women with fixed contracts; Arrange meetings when women have possibility to participate; Extended opening hours at public toilets; Flexible payment for the improved private toilets and promotion of the improved private toilets as status symbols. The data from the interviews concludes that the end-users and the local management are motivated and committed to including gender in the project. The local municipalities are more reluctant to accepting gender sensitivity as a relevant tool to use in their work. The main challenge for all stakeholders is to understand how to work with gender, and include both men and women, within their field and possibilities.

2. BACKGROUND / INTRODUCTION

The Provincie Fryslan, Wetterskip Fryslan, Vitens and the Friesian Municipalities (here called the Frisian Partners) have in corporation started the project “Schoon Water voor Mozambique” (Clean Water for Mozambique) in the province of Xai-Xai in Mozambique. Stichting Wetterhelp Fryslan and the Van Hall Larenstein institute in Leeuwarden are connected to the project, as well as the Dutch Ministry of Development Corporation who supports the project with funds. The goal of the project is to provide technical assistance towards the municipalities in the province of Xai-Xai on sanitation. The assistance is mainly based on transfer of knowledge and experience exchange. The Frisian Partners wish to establish a durable, competent and self reliant sanitation department.

The topic of the thesis is the gender aspects of the project Schoon Water voor Mozambique in the province of Xai-Xai. I will evaluate the different aspects of the project at community level, and define how the project affects men and women of the end target group.

According to FAO (1997) gender is defined as “the relations between men and women, both perceptual and material. Gender is not determined biologically, as a result of sexual characteristics of either women or men, but is constructed socially. It is a central organizing principle of societies, and often governs the processes of production and reproduction, consumption and distribution”.

It is these socially constructed roles of men and women, I will define in this thesis. By defining these roles, and the processes of production, reproduction, consumption and distribution It is possible to assess how the project will influence the roles of men and women, and advice on how to consider the gender differences in the planning and execution of the project.

Overview of the Frisian Partners

The Provincial Council

The national government has delegated many of the governmental tasks to the provincial level. In the Netherlands the Boards of the 12 provinces play a dominant role in Physical Planning, Infrastructure and Housing. On this level also important decisions are taken on policies for Environmental and Nature Protection and integrated Water Management. Elections for Board members are held every 4-years.

Schouwenaars, Baas and Veenstra (2009)

The 31 Municipal Councils

The Province of Friesland comprises 31 municipal councils. They are responsible for many services for their inhabitants, including the investments, operation and maintenance of sanitation services.

Elections for Board members are held every 4-years.

Schouwenaars, Baas and Veenstra (2009)

The Water Board of Friesland

The Water Board Friesland, also called Friesland Water Authority (FWA), ensures that the province of Friesland in The Netherlands has clean water and dry feet. Regional water boards are governmental organizations, which can be compared with provinces and municipalities. However, water boards have specific tasks focused on water policy and management. The FWA area is 335.000 ha in size with a population of 650.000. The main tasks of FWA includes: flood defences, quantitative water management and water quality management. Elections for Board members are held every 4-years.

Schouwenaars, Baars and Veenstra (2009)

Vitens-Evides International B.V.

Vitens-Evides International B.V. is the international arm of the two largest water companies in The Netherlands, Vitens and Evides. Together these two companies supply excellent drinking water to about half of the Dutch population. Their combined annual turnover amounts to €750 million. They employ some 2,000 experienced, professional staff. Both companies are privately structured, but their shares are held by local and provincial authorities. Both companies view their international involvement as part of their Corporate Social (Global) Responsibility. As a result, they annually make €2.0 million available for these activities. VEI conducts its business on a 'not-for-profit, not-for-loss' basis. As a result, VEI wants to minimise its risk and, therefore, does not provide (risk-bearing) investment capital.

To enable their domestic clients to actively support VEI's international activities, Vitens and Evides have established an independent foundation 'Water for Life'. Through this foundation, their clients can make voluntary contributions towards the grant-financing of small infra-structural project specifically targeted at poor and peri-urban areas.

Schouwenaars, Baas and Veenstra (2009)

The Project Schoon Water voor Mozambique contributes to maintain clean drinking water by, among other things, building toilets in schools in the cities, public toilets and development of a waste system. An important part of the project is to educate the people in the communities and authorities in the municipalities in Mozambique by exchange of knowledge. The municipality of Friesland has according to the homepage a lot of knowledge in the field of sewage, waste and cooperation with people in the villages and neighbourhoods. Through corporation with local organisations in Mozambique, it is possible for the Frisian Partners to help the communities to build a local organisation that will be able to continue and expand even after the project ends (Schoon Water voor Mozambique 2010).

The Frisian Partners feels that the strength of this project lies in the cooperation between the various Frisian water partners (province, water board, municipalities, Vitens) that work together to improve their own Frisian water cycle and the knowledge of the Frisian municipalities in cooperation with the population.

In addition to the original activities, the province has in the recent years included (inter)nationally renowned partners who are innovative in the field of water. Knowledge institutes like Wetsus and NHL in Leeuwarden are involved in various water projects. This cooperation and knowledge is used for training and retraining of people in Mozambique. The Water Service Management Research Group at the NHL Leeuwarden (NHL) gives this interpretation in collaboration with Universities in Mozambique (Schoon Water voor Mozambique 2010).

It is the hope of the Frisian Partners that with this project they can address the Millenium Development Goal 7, Target c and d.



Target 7c: Reduce by half the proportion of people without sustainable access to safe drinking water and basic sanitation

Target 7d: Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020

Schouwenaars, Baas and Veenstra (2009)

There has been a change of focus in development projects in the past two decades. During the 1970's and -80's most sanitation projects were technical and based on experiences and technologies from Europe and USA. These technologies didn't function well in developing countries and focus had to be changed from being entirely technological to the entire process of management of the systems. During the 1990's development projects started to focus on forming of committees and user groups to maintain the sanitation units. The Participatory Rural Appraisal (PRA) made sure that the users were able to participate in the decision making process, the training and social focus of the PRA were designed to ensure the sustainability of the sanitation projects (Mollinga, Meinzen-Dick & Merrey 2007).

Unfortunately the PRA was not enough for all projects to succeed. Many committees and user groups failed in taking care of the entire process themselves, especially the operation and maintenance problems were difficult for the groups to handle. To ensure the success of the sanitation projects the enabling environment needs to be supportive of the process. Both legislation, policies and the institutional environment were needed to support the committees and user groups, and all had to interact effectively together. The project management started to realise that all stakeholders in communities and the public and private sectors needed to take part in the decision making process to acquire a sustainable solution. The shift in project management has gone from technical solutions, to PRA methodologies, to the enabling environment, to intervention in governance of water resources and services (Mollinga, Meinzen-Dick & Merrey 2007).

The new approach of intervention in the systems that control the decision making process of the sanitation systems has begun to interfere with the social, cultural and political foundations of society in a way installing a latrine does not. "Such decisions often contain a profoundly political element, particularly where there is competition for limited resources" (Mollinga, Meinzen-Dick & Merrey 2007).

A study of 121 World Bank financed rural water projects showed that user participation was the most significant determinant of project efficiency and effectiveness. Only 17% used a gender approach to bring in women as well as men. These scored consistently better on all indicators of project success except for cost sharing and skills as shown in table 1 (Narayan 1995).

Table 1. Pearsons Correlations of Benefits with Overall Participation and Women's Participation in 121 World Bank co-financed Rural Water Supply Projects

No.	Category	Overall participation	Participation of women and men
1.	Project effectiveness	.70	.76
2.	Water system effectiveness	.70	.76
3.	Quality of project design	.66	.72
4.	Quality of project implementation	.69	.76
5.	Transition of system operation	.64	.71
6.	Quality of project O&M	.60	.65
7.	Maintenance after one year	.52	.58
8.	Percentage of recurring costs users pay	.57	.46
9.	Reliability of water system	.53	.54
10.	Project efficiency	.51	.59
11.	Community empowerment	.82	.85
12.	Empowerment of women	.73	.88
13.	Increased client capacity for WS tasks	.81	.79
14.	Health benefits	.51	.57

Narayan 1995

In the literature, there are many examples of how integrating gender in projects concerning water and related issues like sanitation and hygiene leads to higher efficiency, effectiveness and equity. The International Water and Sanitation Centre (2004) states that

1. Involving men and women in influential roles at all levels can hasten the achievement of sustainability in the management of scarce water resources.
2. Managing water in a sustainable way can contribute significantly to better gender equity, by improving the access of women and men to water and water-related services.

These points are coherent with the study of the projects of the World Bank shown in table 1.

So, successful Integrated Water Resources Management (IWRM) needs a “gender-equitable” approach, and gender-equitable access to water services is best achieved through IWRM-based water policies.

This recognition of the interdependence of gender and water programmes has influenced the international development agenda for some time. There are plenty of international declarations and supporting national policy statements that urge and pledge support for “gender mainstreaming” in water projects. Unfortunately, as Gender and Water Alliance’s analysis of water policies, legislation and institutional arrangements around the world revealed, it takes more than a signature on a conference declaration to put the globally accepted concepts into widespread practice. Few countries have yet turned their commitments into practical action to ensure full involvement of men and women in water for people, water for food, water for nature, or, perhaps most critical of all, improvements in sanitation for those in greatest need (The International Water and Sanitation Centre 2004).

The need for integrating gender in development projects related to water and sanitation are clearly showed in the above statements.

Previous experiences show that there are many issues to consider in relation to sanitation projects. Relevant experiences in relation to the project of the Frisian Partners include waste, toilets and access to steering groups.

According to the Gender and Water Alliance (2008) the main issues to consider in relation to gender and solid waste are:

1. The part of waste which is domestic waste is managed by women and less so by men. Therefore training related to waste management needs to be addressed at all groups, but certainly also at women.
2. The removal of waste is often the unpaid work of women, but as soon as it is slightly mechanised, for example by the use of carts or delivery tricycles and at the same time paid for, men take over this work.
3. Interventions in waste management including sorting, recycling and reuse of waste products, often can create paid employment. It is important that poor women are given the choice to be involved.
4. Waste is often chemically and biologically contaminated. When women (and men) are trained to manage the waste, it is important that awareness about health hazards is included in the curriculum.

Experiences shows according to the Gender and Water alliance (2004) that main issues in relation to toilet facilities are:

1. Without adequate sanitation facilities and due to increasing deforestation, rural women, with their already long work days are forced to get up before sunrise and walk long distances in search of privacy.
2. Due to the lack of adequate sanitation facilities in both urban and rural areas many women risk personal safety when attempting to reach these facilities in the night. Women are at constant risk of sexual and physical assault.
3. Public toilets are often built without adequate water supplies.
4. The poor, especially the aged and the disabled, cannot afford private toilets even when subsidized.

The Gender and Water Alliance (2004) also states the main issues in relation to women and steering groups are:

1. Given the demands of collecting fuel wood, fodder and water, and the responsibility of looking after children, livestock and of cooking meals, women often do not have the time to attend project meetings.
2. Poor women who are part of daily wage labour cannot attend project meetings organized during the day.
3. It is difficult for women to attend project meetings and trainings outside the village.
4. After years of suppression and social control, women find it hard to speak up in public.
5. Women face pressure by husbands, male village elders and also elder women when speaking up in public or when they get involved in project activities.

The development of methods and former experiences of issues to pay special attention to in relation to sanitation projects are relevant for how the projects are managed today, and which issues to be aware of when planning the research and assessing the gender sensitivity of the project.

3. PROBLEM DEFINITION

Vitens Evides International, Provincie Fryslan, Wetterskip Fryslan and the Friesian Municipalities have in corporation started an on-site sanitation project in the region of Xai-Xai, Mozambique in January 2010. The project aims to pay special attention towards gender, but the management has not planned any concrete actions or focus on gender in the activities (Baas 2010).

It is important to consider gender in the project to achieve a success. If the needs and constraints of women are not explored, there is a risk that the women e.g. can't participate in the meetings, with the consequence that

- The design of the installations may not be woman-friendly
- The location of the toilets may not be woman-friendly
- The work of cleaning and maintenance of the toilets will not be organized / distributed in a woman-friendly way
- The women don't learn how to maintain the facilities

Since sanitation and access to toilets is a bigger concern for women than for men, there is a risk that the toilets will not be maintained when the women don't possess the knowledge. This is just one simple example of why the International Water and Sanitation Centre (IRC) (2010) recommend that "if water and sanitation projects and programmes are to be sustainable, equitable and effective they must be gender-balanced and provide access for all".

Research Objective

To contribute to appropriate strategies to incorporate gender in the already planned activities in the on-site sanitation project.

3.1. Main Research Question

Which approaches would be appropriate to incorporate gender in the already planned activities by the project management?

Sub Questions

1. Are the management aware of the gender aspects in the project?
2. To what extend can or want the management make changes in the project?
3. Which activities are, so far, planned in relation to:
 - Product
 - Planning
 - Execution
 - Transfer of ownership
4. How do / will these activities (process / products) affect men and women in the area?
5. What can possibly affect gender equality negatively?
6. What can be done to create more a positive outcome?
7. Do the Frisian partners, project management and the target group recognise the importance of incorporating gender in the project?

4. METHODOLOGY

The research has mainly a quantitative approach, with some qualitative aspects. The research is based on empirical data, literature and documents from the Frisian Partners. The literature review was mainly done in the Netherlands before departure to Mozambique. The data collection in situ was one through study of organisational practices of the management of the project, semi-structured interviews with the local staff of the project, local partners at the municipality of Xai-Xai and men and women from the target group, observations made in the area and an analysis related to the gender sensitiveness of the project and suggestions for improvement. The interviews and following analysis was mainly made on the background of the Harvard Analytical Framework and the Gender Analysis Matrix, while the organisational analysis was made with the Gender Equality in the Project Identification and Preparation Phases Tool of Overholt, Anderson, Cloud and Austin, 1984 and UNEP's (2009) Gender-Inclusive Project Planning Process.

The Harvard Analytical Framework was chosen because it helps to determine an efficient and equitable allocation of the resources of the project. In this assessment of the Schoon Water voor Mozambique Project it was used to determine if the resources of the project are used efficient and equally for men and women in the target group, and to suggest possible improvements to the project. By mapping the work of men and women in the communities and highlighting the key differences, it is possible to improve the effects of the project and demonstrate that there is an economic incentive for allocating resources of the project to both men and women.

The Gender Analysis Matrix (GAM) was chosen because it is a useful tool at different stages of the project. The Schoon Water voor Mozambique project started January 1st 2010, and has project parts at all stages from planning to monitoring and evaluation. The GAM can be used at all these stages, and therefore provides a useful tool to give a systematic overview of the positive and negative effects of the project. The GAM is furthermore useful in initiating a process of analysis that identifies and challenges assumptions about gender roles within the community in a constructive manner (March 1996).

The project has several layers at community level, municipality level, national level and in the Netherlands. I have in this project chosen to limit my studies to the impacts at community level to facilitate a bottom-up approach, and assess the impacts on the end-users.

The data collection was made in situ in the communities of Xai-Xai and Chokwe, with the help of a local translator who speaks the local language Changuane and the official language Portuguese as well as English.

The interview persons were selected to represent the various stakeholders of the project and covers children, school personnel, men and women in the communities, local leaders, counsellors from the municipality and project staff.

The participants in the Gender Analysis Matrix were selected from areas where the school toilets from the project are already in use, to ensure the participants have knowledge of the project. For collection of the groups, I was assisted by the local secretary of the neighbourhoods, who made it possible to gather the people needed for each group.

5. WHAT IS GENDER

There are various different definitions of gender, I have chosen to look at the definitions of WHO, FAO and Borgatta and Montgomery, as they are all widely used.

WHO (2002) defines gender as being “used to describe those characteristics of women and men, which are socially constructed, while sex refers to those which are biologically determined. People are born female or male but learn to be girls and boys who grow into women and men. This learned behaviour makes up gender identity and determines gender roles”.

As mentioned in the introduction gender is according to FAO (1997) defined as “the relations between men and women, both perceptual and material. Gender is not determined biologically, as a result of sexual characteristics of either women or men, but is constructed socially. It is a central organizing principle of societies, and often governs the processes of production and reproduction, consumption and distribution”.

Borgatta and Montgomery (2000) define gender as “the division of people into two categories, “men” and “women”. Through interaction with caretakers, socialisation in childhood, peer pressure in adolescence, and gendered work and family roles women and men are socially constructed to be different in behaviour, attitudes and emotions. The gendered social order is based on and maintains these differences”.

The definitions from WHO and Borgatta and Montgomery defines what gender is and how it is constructed. The definition from FAO defines these things, and adds the aspect of the effects of gender. That is why I in the following operationalization will use the definition of gender from FAO.

Table 2. Operationalization of the concept of gender

Concept	Elements	Indicators
Gender	Perceptual relations between men and women	Production
		Reproduction
		Consumption
		Distribution
	Material relations between men and women	Production
		Reproduction
		Consumption
		Distribution

Source: The table is made on basis of the mentioned definition of gender from FAO (1997)

It is important to distinguish between gender and sex. Sex refers to the biologically determined characteristics of men and women. While gender, as the mentioned definitions show, is not defined biologically, but refers to the socially constructed roles and responsibilities of men and women within a culture. The culture, and thereby the roles of men and women, is influenced by the society around it, including political, economic, social, technological, environmental and cultural factors.

Children learn to adapt to the social expectations, and the gender roles are created. The gender roles can therefore be challenged and changed over time.

Definition of sanitation as a concept and a dry toilet as used in the project, according to Tilley et al (2008):

Sanitation is a multi-step process in which wastes are managed from the point of generation to the point of use or ultimate disposal. A sanitation system is comprised of Products (wastes) which travel through Functional Groups which contain technologies which can be selected according to the context. A sanitation system also includes the management, operation and maintenance required to ensure that the system functions safely and sustainably. By selecting a Technology for each Product from each applicable Functional Group, one can design a logical sanitation system.

A Dry Toilet is a toilet that operates without water. The Dry Toilet may be a raised pedestal that the user can sit on, or a squat pan that the user squats over. In both cases, excreta (both urine and faeces) fall through a drop hole.

5.1. The Importance of Gender Sensitivity in Sanitation Projects

An analysis of gender in the sanitation sector will identify the differences between the activities of men and women, their roles within the society and in the family. To understand these differences it is important to analyse quantitative and qualitative information about the activities, resources, constraints, benefits and incentives of men and women in the affected areas to identify the different needs, felt as well as objective, of men and women. These factors are all important in the design of the project and for determination of community demand. A gender analysis of the sanitation project of the Frisian Partners can help to ensure that the offered services are appropriate to these different needs. The participatory approach requires extra time, but the chance of success of the project is higher. When the user are participating in the process, the chances of acceptance, use and maintenance of the sanitation facilities, and thereby the final impact of the project is higher.

6. RESULTS

6.1. The Management's Awareness of the Gender Aspects in the Project

To determine the awareness level of the management of the gender aspects in the project during the planning period, I will assess the project proposal “Partnership for a Management Development Program on Urban Sanitation and Water Services in Mozambique” (Schouwenaars, Baas and Veenstra 2009) with the Gender Equality in the Project Identification and Preparation Phases Tool of Overholt, Anderson, Cloud and Austin (1984) and the Gender-Inclusive Project Planning Process of UNEP (2009) (Annex A) to see whether the points have been considered in the planning of the project. Not all questions from the Gender-Inclusive Project Planning Process tool have been answered, due to lack of information.

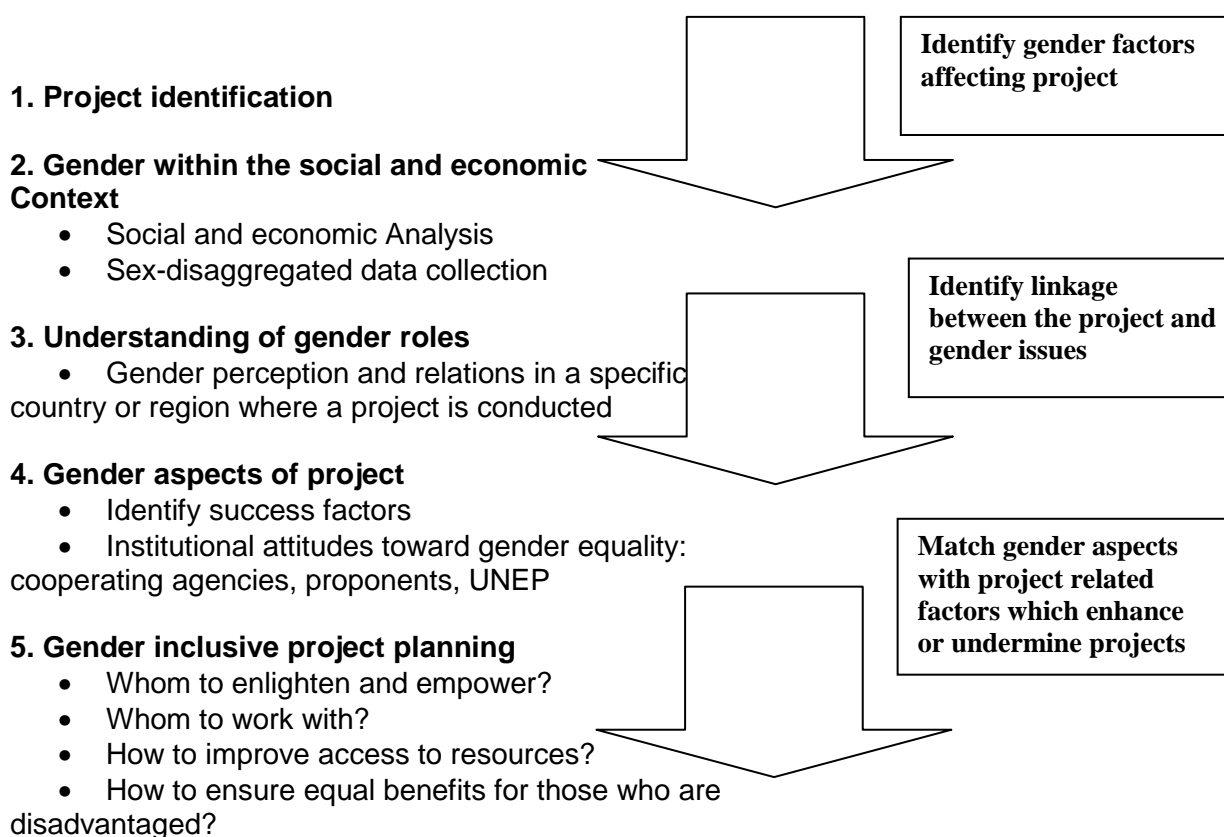


Figure 1. Gender Equality in the Project Identification and Preparation Phases Tool

Adapted from Overholt, Anderson, Cloud and Austin (1984)

During the project identification phase the proposal writers has not paid particular attention to assessing women's needs, and their possibility of taking advantage of the benefits the project will offer. No assessment has been made of gender perceptions and relations in Mozambique or the region of Xai-Xai where the project is conducted. Identification of gender factors affecting the project and the linkage between the project and gender issues has therefore not been made. This

means that gender aspects has also not been matched with project related factors which enhance or undermine projects. The entire tool of Gender Equality in the Project Identification and Preparation Phases has therefore been left out of the preparations in connection with the project proposal.

The Gender-Inclusive Project Planning Process of UNEP (2009) shows that gender inclusion to some extent has been considered in the proposal, but many factors have been left out.

The narrative summary of the project shows that the goal and overall indicators are not made gender sensitive, but assumes that everybody will benefit from the project. The assumption of the management is that a sanitation project will always be of benefit to all, and gender sensitive indicators are therefore unnecessary.

Table 3. Summary of project

Narrative Summary	Objectively Verifiable Indicators	Means of Verification
Goal: To contribute towards the attainment of the MDGs related to sanitation and hygiene for the population of the four urban cities and thereby improve the health situation and enhance development. By partnering and providing technical, financial and capacity building assistance to the National Directorate of Water and Sanitation and in particular the four southern municipalities in Mozambique.	Reduced morbidity and mortality due to waterborne and hygiene related diseases, improved health situation and therefore improve the quality of lives.	Program impact evaluation report

Source: Schouwenaars, Baas and Veenstra, 2009

A further assessment of the proposal shows that no monitoring and evaluation, indicators or expected output are made gender sensitive. The collection of data used for the proposal has also not been made sex-disaggregated. In the same way the success factors of the project in relation to women has not been identified.

The analysis of the context in which the project will work does however recognise that “low coverage levels, poor service delivery and weak sustainability characterises the overall situation in Mozambique, affecting the health and quality of life of the population, in particular the most vulnerable groups, such as children and women”.

The description of the activities concerning awareness and hygiene promotion also shows that the project management are aware of many of the problems women and girls face in relation water and sanitation.

“Women bear much of the physical cost of child mortality and morbidity due to water and sanitation related diseases since they are the caretakers on household level. Women and girls in particular also face severe and detrimental problems of personal safety, hygiene, privacy and health in relation to the use of latrines, at home, school and traditional places for excreta disposal. At schools there are often no facilities for girls and where latrines exist they are often expected to share facilities with boys”.

Unfortunately the awareness and hygiene promotion activities are the only part of the project where the women and gender differences are considered. There are many other activities, such as choices regarding locations, capacity building and formation of committees where the project can benefit from considering the gender aspects.

During the preparation phases of the project, it has not been considered which possible negative effects the project risk having on women and their activities, or if there are different long and short term effects that should be accounted for. This is again due to the assumption that a sanitation project will always be of benefit to all.

Exchange of best practices has been considered in the project proposal, but it is not mentioned if the exchange will include gender and the indicators are not mentioning gender as a criteria.

The overall impression of the project proposal is that the project has very little awareness of the gender aspects of the project. There are however signs that there is knowledge about the issue and related problems, but no clear strategy on how to address the issues and ensure equal benefits for men and women from the project.

Talks with the Project Manager Linda Baas and Assistant Project Manager Elsa Macie confirm this perception; both women express a concern for the topic and shows related knowledge on several points. Especially the specific needs of the women seems to have been considered in the planning phase, and gender specific considerations have been made, such as no urinals in women's toilets and seating- instead of standing latrines.

6.2. To what Extent Can/Want the Management Make Changes in the Project?

The Frisian Partners behind the project has set some goals the project management has to fulfil, but in the daily decisions the project management has great freedom of decision making. It is possible to make day-to-day changes in the project, and this is done if it is appropriate. The management of the project is very flexible and listens to the users, so they are very willing to make changes. The fast decision making process has many advantages, as the projects can adapt fast to changes in the surroundings and feedback from the users. But in fast decision making there exist a risk of forgetting the stage of reflection, and therefore a risk of making inappropriate decisions.

However the ownership of the project lies with the municipality, not the project management. This means that even if the project management are willing to make changes, the responsible partners in the municipality might not agree to the changes. The project management can give advice, but not make the decisions. Some decisions can be made by the project management before the ownership is handed over to the municipalities e.g. the design of the toilets, but many decisions are made by the municipalities themselves. Finance is also a limiting factor in relation to changes, as they can be costly, and therefore not possible to carry out within the planned budget.

Another factor in relation to the decision process is the local culture. The culture has very traditional gender roles, and it is difficult to change people's mind-set in the short period the project is running. Minor changes can be introduced without resistance, but for major changes the process will take time, more time than available in the project.

6.3. Which Activities are So Far Planned?

School and Public Toilets

This part covers both public and school toilets, since the product is the same. Only the sizes differ, since the school toilets are made in child sizes and the public toilets are made to fit adults.

Choice of products is made on the base of a study on several low-cost technical options for a closed circuit sanitation unit and latrines. In the product stage short term experts were involved to give advice on low cost sanitation and mobilisation. The latrines of a former project in the area have also been studied, to identify what works and doesn't work in the local setting.

The products and factors considered in the planning stage are

- Construction of sanitation units at 15 primary and secondary schools in each municipality
- Construction of sanitation units at three public places within the municipalities
- Cleaning of toilets
- Different uses of the latrine by men and women

Pit latrines were chosen because it is the most common solution in Mozambique. Flush toilets would be too expensive for the schools, because of the big amounts of water needed.

In **the planning stage** the project management looked for contacts in the municipalities to assist them in choosing the right locations for the toilets. Since not all schools could be a part of the project they visited all the schools to identify the schools with the biggest need.

In **the execution phase** the project management are flexible and efficient. All decisions are executed immediately to encourage the schools and municipality to take part in the project and see how their ideas and inputs are heard. There are no protocols or bureaucracy to follow in order to ensure this powerful and dynamic management. An example of the flexibility in the project is shown by the changes made after the construction of the first school toilet units. These units were traditional pit latrines for squatting. When the mayor saw them, she was disappointed and commented that they are a modern society, they also want to be able to sit down while using the toilets. The management was open to this critique and the next units build had a new type of latrine designed for sitting.

In **the transfer of ownership phase** the management tries to create a sense of ownership for the users. The schools have to participate in maintenance, pay the water expenses, painting and spare parts. In the schools the parents has to contribute about 5 MZN a year to the school for the use of toilets, soap and cleaning materials. The project management wants to make the parents realise the benefits of the children's access to toilets and water to drink.

The construction of the public toilets is in the start-up phase at the moment, so the transfer of ownership has not yet been done. The ownership will later belong to the municipalities, who will subcontract them to a caretaker.

It is planned that the municipalities has to visit the schools and public toilets to control if the toilets are maintained. The sooner the control starts the better, since it is easier to control when the toilets are new and in good shape. This control will be in the program of the chef of the urban services department.

Solid Waste

The choice of the product is made because solid waste is the main concern for the municipalities, and is their priority in relation to the project. For this reason the project management chose to work with solid waste in order to gain interest for the rest of the project. Short term expert was consulted on the environmental impacts the solid waste project would have.

The factors considered in the planning stage are

- Exchange of best practices
- Environmental impact study on the present situation in the municipalities
- Establishment of an effective coordination with the local water company

The planning phase of the solid waste part of the project is done in corporation with the municipalities. The municipalities already have a department for sanitation including workers, so the planning is made around the existing facilities.

The execution phase has yet to start, but will mainly be facilitated by the municipalities. As for the toilets part of the project, the management of the project are flexible and ready to apply changes on a day-to-day basis.

For the transfer of ownership phase the project management has prioritised the sense of ownership in the municipalities and a solution for the sustainability of the project and waste and disposal sites.

Private Toilets

The choices of products for the private toilets are taking place at the moment. The experiences from the school and public toilets are used, as well as a study of which latrines are in use in the households at the moment. Short term experts will provide knowledge on low cost sanitation and mobilisation.

Since the project is newly started and the focus till now has been on other parts of the project, **the planning, execution and transfer of ownership phases** has not yet been considered. The management aim to have the same flexibility as in other parts of the project and create a sustainable solution.

Awareness Raising

The product/program for the awareness training has been made since the project management are aware that an important part of providing sanitation is to educate on hygiene. Without the hygiene training, the benefits from improved sanitary facilities are low. The choice of partners for the awareness raising activities are made on the base of local experience in the area, and experience with participatory methods. There will be inputs from short term experts on behaviour change related to sanitation.

In relation to the awareness raising it is a goal to strengthen the public-private and municipality partnership with a national soap producer to make a low cost soap available at the schools.

The products planned in relation to awareness training are

- Organisation of a series of trainings for wash committees, school teachers, and children on basic hygienic skills, operation and maintenance
- Organisation of a yearly sanitation day in the municipalities
- Develop hygienic promotion and a basic health campaign on primary and secondary schools
- Development of a visibility sanitation strategy to reach the population of the municipalities involved in the project
- Promotion of gender integration on municipality level
- Sanitation demonstration centres
- Continue and if needed adapt on-going hygiene promotion activities through existing programs on national and municipality level

The planning and execution of the awareness raising training is left to the external organisation AMURT, who are in charge of the choice of methods.

The transfer of ownership takes place during the training, where the trainees are taught how to transfer the knowledge to students and communities. This part is, like the other phases, the responsibility of AMURT.

The rest of the activities are only chosen as products, but not planned yet, as the project is a small and have limited staff. The staffs in charge of the awareness raising activities have been occupied elsewhere in the project till this stage. Without a clear plan for the activities, there is a risk that not all levels are executed.

Steering Groups

In **the product phase** it has been chosen to format steering groups with the competency to lead the project after the Frisian Partners has handed over the ownership of the project to the municipalities.

These steering groups are as follows

- sanitation department with staff and own counsellor
- sanitation committee with members of from Fipag, municipality and civil society
- sanitation steering committee
- individual school Wash Committees

To ensure the competencies of the steering groups training and education are **planned** in the areas of

- water, sanitation and hygiene (wash)
- planning
- implementation
- communication
- budget control
- administration
- basic practical skills
- bridging institutes

The **execution and transfer of ownership** has not been planned yet.

6.3.1. Sub conclusion

Gender was considered in the product stage of the awareness raising activities, but only on municipality level. In the choice of design of the toilet facilities, the gender differences were considered. In relation to the private toilets, the planning is not far enough to tell if gender differences will be considered, but in relation to the solid waste, gender was not a part of the planning.

I believe these differences shows the project management's willingness to deal with the differences between men and women, but that they haven't had the tools to analyse the situation and thereby be aware of which problems can occur in relation to the project. The obvious gender problems have been dealt with, while the more complex or difficult tasks has been postponed. This is most likely also a consequence of the need to create an ownership within the municipalities. Gender is a difficult topic, and most employees within the municipalities are not aware of these problems or are neglecting them. It is my impression that the project management are willing to adapt these changes, but find it more appropriate in the context to keep a flexible approach to this topic and incorporate it in the project little by little.

I find it important to analyse the consequences of the project activities for the target groups, before beginning each stage. There is sense in the approach the management are using now, by introducing the sensitive topics to the municipalities little by little, however I find it important for the management themselves to be aware of possible negative effects at an early stage in order to prevent these from occurring later. A baseline survey could be useful in order to monitor and evaluate the project, and see the actual consequences for the target groups and the effects on men and women in the area.

6.4. How Do/Will These Activities Affect Men and Women in the Area?

School Toilets

The project Schoon Water voor Mozambique are building school toilets in the municipalities of Xai-Xai, Chokwe, Maxixe and Inhambane, the goal is to build latrines in 60 schools in total in the four municipalities.

For the school toilets, the product and planning phase has been carried out, and the execution is in the process. Several toilet buildings are already in use, and many are under construction.

The number of toilets build at each school is depending on the number of students at the school and follows the standards of UNICEF, which suggests one toilet for 40 students. The students study in three shifts, which mean that only one third of the students are present at the school at the same time.

0-600 Students 1 combi unit

600-1200 Students 1 unit for girls and 1 unit for boys

1200-1800 Students 1 unit for girls, 1 unit for boys and 1 combi unit

1800-2400 Students 2 units for girls and 2 units for boys

If the school does not already have access to latrines for the teachers, an additional small unit with 1 latrine for female and 1 latrine for male teachers are build.

The girl latrine unit consist of six latrines in separate booths with doors.

The boy latrine unit consist of four latrines in separate booths with doors and a wide urinal.

The shared latrine unit is separated by a wall in the middle of the building. There are three latrines for girls and three for boys, the boys have additionally a urinal.

The buildings have open space under the roof, which is necessary for ventilation. The open space can be reached by the other children, by climbing onto something. There is a risk that this possibility of viewing into the latrine booths, can intimidate the girls from using the facilities. The latrines are built for seating and have a toilet seat of plastic. The latrines are made in the height of 40 cm to fit the needs of the children.



Figure 2. School latrine building

Outside each building are a double sink for washing hands. The sinks are located outside the building so the teachers and children can see each other when to use the sink. The visible location of the sinks is meant to ensure the hygiene, by peer pressure from the other children and teachers.

In the cellar of each toilet building is a tank for the waste. In the first design of the pits, the content of the tank was max. 6m³, an adjustment to the design was made and the pits can now contain 14,36 m³ of waste, and are expected to be filled in 1 ½-2 years. The time it takes to fill the tanks are calculated from the number of students and the expected volume of the excrements. The long filling period means that there are fewer expenses in relation to emptying the tanks, but also that the Frisian Partners will have left the project when the tanks are full. It is therefore important to have a plan for how the emptying should happen to ensure the sustainability. At the moment the project management and the municipality are working on a solution where the municipality have

the responsibility of emptying the tanks. The money for this should come from a sanitation tax and the income from the public toilets, as explained below. It is at the moment considered how to implement the tax in the municipalities.

The design of the toilet units is considering the gender differences. The design of the latrines is considering the comfort of the women who can now sit, instead of squatting while using the latrine. There are doors with locks in the booths and separate buildings or rooms for boys and girls to provide privacy. The improvements in the design are major, e.g. was it earlier common in Mozambique to build urinals in the toilets for women because the costs for urinals are lower than for toilets, but the design was made for men, not women and the women were not able to use them.

The open space for ventilation can possibly cause a problem for the privacy while using the latrines, other children can climb the wall and peek in the latrine booths. The space is however needed to prevent problems with smell.



Figure 3. Child sized latrine

The materials used for construction is mainly concrete, the urinals are tiled, the doors are made from wood and the seats are made from plastic. The concrete is not cleaning friendly as the surface is rough and dirt and bacteria can stick to the surface. This means that the cleaning personnel, who are according to a School Director (2010) are always women, will need to spend much time on the cleaning. The toilet seats are made from thin plastic and can easily break. They are glued to the concrete, and the responsibility to exchange broken seats is the schools. The schools budgets are tight, and there is a risk that they will not prioritise new seats. The consequence can be need for more time to clean the seats properly, and higher risk of infections for the girls who are more likely to sit down while using the latrines than boys.

To clarify the impact of the school toilets on boys and girls in the area, a gender analysis matrix was made in corporation with the children of a school where the toilets were already in use. The children's perceptions of the consequences of the new toilets are shown in the table below.

Table 4. School toilets impact on men / boys and women / girls

School toilets	Labour	Time	Resources	Culture
Women / girls	-Extra work cleaning the toilets	+ Save time on going to toilet at school -Extra time spend on cleaning at school + Save time on caring of sick relatives	+ Better possibility for going to school, even when menstruating	+ Cleaner around the school
Men / boys	-	-	-	+ Cleaner around the school
Household	-	-	+ Better health	-
Community	-	-	+Better education opportunities for girls + Less hygiene related diseases	+ Better hygiene in community

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

The children see many positive effects of the new toilets, and are happy with the new possibilities. The girls see it as negative consequence that they now have to spend more time cleaning the toilets, as the old latrine were hardly ever cleaned. Officially both boys and girls have to take part in this work, and teachers and school directors states that they do. However my interviews with the students, and observations at the schools shows a different reality. I experienced that the boys were present at the schools during cleaning time, but didn't participate. Both boys and girls confirm this, as a reason they state that it is a job for the girls, or simply that they don't know, it was always like this. The girls are worried about the cleaning of the toilet bowls, as they think they will collect the waste, furthermore they believe the smaller students will have troubles with the size of the hole in the bowl.

Public Toilets

The public toilets are in the preparation phase. The competitive biddings are being held at the moment, and constructors are chosen to build the facilities.

The competitive biddings are held at the municipalities, with a representative from Vitens and the municipality. The decision of which contractors to use are the municipalities own, Vitens only participates in the process as advisors. There are no fixed criteria for the selection of the contractors, except that they have to fulfil all legal parameters.

The toilet buildings are designed by the project, who at the moment is considering changing the original design to allow space for more women's toilets. The plan for the public toilets is a shared building separated in the middle for a male and females. The male part will contain a toilet for disabled, two toilets for all, three urinals and two sinks. The female part would in the original design contain a toilet for disabled, two toilets for all and two sinks. However Vitens are aware of the differences in use and time needed for the toilet visits between men and women, and are at the moment working on changing the design of the female part to one toilet for disabled, four toilets for all, and two sinks. This change is important to ensure men and women equal access to the toilets and make it possible for women to make use of the facilities while they take care of the children. The access to the toilets will be obtained faster than in the traditional design, where there is an equal amount of toilets for men and women, and women often waits in long lines while there is free access to the men's facilities.

The materials used for the construction of the toilet buildings are the same as for the school toilets, and the consequences following will be the same as at the schools. According to Mr. Mambule, municipality counsellor in Chokwe (2010) all cleaning personal are also women at municipality level.

The public toilets will be staffed and open during the day and closed in the evenings. This decision has been made to avoid theft and vandalism of the facilities, the decision is made based on earlier experience from the municipalities. The consequence of the facilities being closed in the evenings is that women despite the existence of public toilets, still doesn't have access to toilets in the evening, where they are still committed to income generating activities like trade.

The toilets will be maintained and staffed by a private contractor, who will pay the municipality to be able to run the public toilets as a business. The contractor will charge money from the users for the use of the facilities, it is not decided yet how much the contractors are allowed to charge the costumers. The decisions of opening hours and costs of visiting the toilets will be a part of the competitive bidding, interested contractors will submit a proposal of how they will run the toilets, and the municipalities will then choose the best option.

The price of a public toilet unit is 575.000 MZN or ca. 12.000 euro.

To determine the effects of the public toilets on men and women the gender analysis matrix below was made to clarify how the different users saw the benefits and pitfalls of the toilets.

Table 5. Public toilets impact on men / boys and women / girls

Public toilets	Labour	Time	Resources	Culture
Women / girls	-Must work to pay fee for toilet	+Save time when in the city because they don't have to go home to use a toilet	+Better network, due to more time outside home	-
Men / boys	-	-	-	-
Household	-	-Less time in household	-	-
Community	-	-	+Cleaner, healthier environment	+Less accepted to pee in public places +Better possibilities for women to spend an entire day outside home

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

The matrix shows that women saw many benefits in the public toilets, while the men failed to see any effects, positive or negative. This shows that the women have a big need of these facilities, while the men has always been able to urinate in public and therefore didn't experience an urgent need for these facilities. The women realised that the presence of toilet facilities in town meant that they spend less time in the household, as they don't have to go home to urinate, but saw this as a minor problem. The main concern for the women is the size of the fee for the use of the toilets. They fear that the fee will be as high as they experience on bus stations and other public places. They believe that they will use the toilet facilities several times a day, and the expense should be adjusted to this.

Solid Waste

The solid waste from the private households is collected from the side of the streets in the communities two times a week. The expenses for the collection is paid as a garbage tax via the electricity bill, the tax is according to Mr. Sergio (2010), Head of the Department for Health, Women, Water, Energy and Social Affairs in Xai-Xai 20 MZN a month. If a household does not have electricity they do not pay the tax, but the household has still access to the collection service. The electricity bill is according to Mrs. Tuaira (2010) secretary of the neighbourhood Bairro 2000 in Xai-Xai normally the responsibility of the man. This means that even though the women are more concerned about the disposal of waste than men, the men who have control of the income pays the bill. Mrs. Tuaira also tells that men and women are equally concerned about electricity in the home. The women need the light for reproductive activities, and for men it is a symbol of status to have electricity in the house. The shared concern about the electricity and the connection of the

waste fee to the electricity bill means, that the collection of waste is not de-emphasised or left to the women.

The solid waste from the public spaces is collected daily in the morning. The expenses therefore are covered by the municipality. The project has provided trash cans for the streets made of used oil barrels, which are painted lime green with the slogan “keep Xai-Xai/Chokwe clean”.



Figure 2. Trash cans

In the households the women are responsible of collection and removal of waste. In the municipalities sanitation departments it is only men working with the collection of waste. Women are also employed in the department, but their job is to sweep the streets at night. In the municipality of Chokwe some changes to these traditional gender roles are happening at the moment. According to Mr. Mambule (2010), the municipality counsellor, they will now only employ women to drive the tractors collecting the waste. This change has happened because they have experienced that women are more careful and makes less damages to the machines. One woman is already employed as a driver and six more are undergoing education at the moment. The change is not gender sensitive, since the municipality now hires only women, instead of only men for the job. There is a risk that the men will not like this change in job opportunities, and will make the job difficult for the women. The optimal solution would be to pick the right person for each job, instead of the right sex. The change is however positive, as it challenges the traditional perception of which jobs men and women can possess. The change shows that the municipality has the willingness to change, this possibility should be nurtured and exchange of experiences from Chokwe with the other municipalities can support the process of changes in the other municipalities who have not started this process yet.

In all the municipalities men and women earn the same salary for the same work. But since there exist a sharp distinction of which jobs men and women possess there is still a difference in the salaries of men and women. Women in Chokwe who drives the tractors will receive a salary equal to the men, while the women sweeping the streets receive a lower salary. Another problematic factor in relation to gender in the sanitation department is that the departments where the women work, are also the departments with time limited contracts. The municipalities hire widows and people in need for a one-year period to help them support their families. After the one-year period the women has to find employment other places. The idea behind this type of contracts is good, however it is a problem that this occurs only in the traditional womens jobs.

The equipment used for the collection of the trash is not suitable for the use of women. The trash barrels are made of old oil barrels and are heavy, and the upper edge of the trailer for the trash is at about 2 meters height. These factors make it difficult for the women to participate in the work. Mr. Sergio (2010) tells that women are not hired for collecting waste, since he considers the job too heavy for them.



Figure 3. Trash collection

The equipment for the women working with sweeping of the streets is a broom, a coat and a pair of gloves. The brooms are small and can easily be handled by both men and women, but not very efficient. The gloves are, although the sizes should be for women, too big for the women and makes the work difficult and more time consuming. Many of the women have as a consequence of this stopped using the gloves and the risk of infections are therefore higher.



Figure 4. Street sweepers in uniform
Photographer: Elsa macie

Later the project will facilitate sorting of garbage on-site in new non-permeable disposal sites. The garbage will be sorted in plastic, iron, cans, paper and organic waste. The organic waste is sorted to secure that the rest of the garbage it is not in contact with organic waste so the process of breaking down the solid waste doesn't start. At the sorting site a machine to compress the garbage will be available to save space. Some of the garbage that is sorted will be sold for recycling, both to prevent environmental damage and provide an income for the municipality. The rest of the garbage will be left, but stored in an environmentally safe way to prevent pollution from getting in to environmental system. The plastic collected will be used for creating the improved latrines for the private households.

To ensure the sustainability of the project, a garbage tax will be introduced. This garbage tax will also be collected as a part of the electricity bill. The electricity users will in the future have to pay 15% of the bill extra as garbage tax. Of these 15%, 5% is a fee to the electricity company for administration while the municipality will receive 10% to cover the expenses of the new services.

Awareness Raising

The awareness training on water, sanitation and hygiene (WASH) is made in corporation with the indian development organisation Ananda Marga Universal Rescue Team (AMURT). AMURT has been present in Xai-Xai since the floods in 2000, and has experience of training in hygiene and sanitation.



Figure 5. Teacher training on WASH

Amurt gives, on behalf of the Frisian Partners, training with participatory methods to communities and schools.

At the school level, a teacher from each school participates. The teachers who participate in the training are the school health responsible, selected by the school director at each school. In the communities a representative is chosen by the parents-teacher association. The teacher will be responsible of passing on the knowledge from the training to other teachers and students. The representative will be responsible of passing on the knowledge in the communities. How this is done is completely up to the teacher/representative, AMURT does not give any advice on this matter. Both male and female teachers participate in the course,

normally it is 1/3 men and 2/3 women. This ratio is equivalent to the number of male and female teachers in the municipalities according to Mr. Melchor. My observations, from participating in two teachers and one community training session, shows that the facilitators talk consequently about

women in relation to all tasks regarding hygiene, sanitation and other traditional female tasks. The Portuguese language is male oriented, and everybody is referred to as male, if only one participant is male. The language used in the training therefore shows that even the facilitators see the hygiene and related areas as a job for the women. Another example is the pictures used in the group work. Of 21 hygiene and sanitation related pictures, only one shows a picture of a sitting man. The 20 other pictures shows women cleaning or doing other reproductive tasks. This use of language and pictures in the training keeps men and women in their traditional roles, and does not challenge the teachers/representatives to pass on the message that both boys, girls, men and women are responsible for hygiene.

It is the perception of the responsible from AMURT, that women participate more active in the course than men. They believe this difference is caused by the women's higher concern for and awareness of these issues. AMURT does not have any evaluation of how many of the trainees implement their knowledge after the training, but it is their perception that most do, and that the number is equal for men and women.

A small survey among the participants in one training session, made after the training, shows that the participants are not aware of how their new knowledge and improved hygiene can affect boys and girls differently.

Table 6. Awareness level of WASH impact differences for boys and girls

	Men Yes	Men No	Women Yes	Women No
Are you aware of if boys and girls are differently affected by the WASH training?	0	3	1	9

As table 9 shows, only one woman was aware of how the WASH training affected boys and girls differently. The rest of the group could not mention any impact that could be different for boys and girls. This means that after the training, they will most likely implement the new knowledge in the same way as AMURT, and therefore also keep the boys and girls in their traditional roles.

Introduction of improved private toilets

The aim of the private toilet part of the project is to provide technical support to individual households who are constructing a sanitary latrine. It is planned to provide the assistance to 2.000 families in each municipality. Since this part of the project is only in the first start-up phase, not much is decided yet. It is planned that the new and improved latrine should be affordable for the households. Formerly a big part of the expenses for purchasing a new latrine unit was the transportation costs. It is therefore planned that the new latrine should be made of plastic to make it light and easily transportable. The plastic for the construction of the latrine will come from the waste collection centre to keep costs low. To make the latrine affordable for all, it will be constructed as a unit where the families can buy more parts, as they save up the money. The first part is a basic unit and more parts can be purchased later to improve the latrine. The latrine will be constructed as a sitting unit, so women achieve a greater comfort than with the usual squatting latrines. The plastic material and smooth surface will make the cleaning easy.

Table 7. Private toilets impact on men / boys and women / girls

Private toilets	Labour	Time	Resources	Culture
Women / girls	+Less time needed for cleaning -Takes time to build	+ More time for the children	+Better health	-
Men / boys	-Takes time to build +Lasts longer than pit latrines	+Less time for building in total as it the new toilets lasts longer than the old	+Better health	-
Household	+Less labour needed	+More time for other things	+Better hygiene +Less diseases	+Cleaner houses
Community	-	-	+Less exposure to sources of infection	-Pressure to get the same as others

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

As the matrix above shows, both men and women see the advantages of the new improved latrines in the household. The only negative affect shown in the matrix is the time consumption for the construction of the new toilets. Most people did however acknowledge, that the old latrines also take time to build and that the new latrines last longer. This means less time consumption for construction in the long run. In the matrix it is shown that both men and women acknowledges the relation between the improved latrine and better health. From my interviews I observed that women are far more concerned about the health issues than men, but the decision about building a new latrine will in most households be made by the man. In the group discussion while creating the matrix it was clear that many people were concerned about the costs of this new unit and the willingness to buy one was highly depending on the costs. This is also the reason why people see the risk of a pressure in the community to have the same as others.

Steering Groups

There will be created steering groups for the project at different levels. Besides an operational group in the Netherlands, and a group at national level in Mozambique, there will be created a steering group consisting of members at ministry, provincial and municipality levels in Mozambique.

At municipality level in Mozambique will be created a steering group of civil servant education, health and urban services combined with representatives from the communities. Here I will focus on this steering group, as it has a direct impact on the people in the municipalities, and it is in this group they have a possibility of influence. The start-up process is at the moment taking place in Xai-Xai with a training program. The steering group will meet 2-3 times a year. Responsibilities the steering group includes awareness training in garbage, hygiene and sanitation practices. The

group will furthermore see what problems occur and be responsible for solutions to these problems. In Xai-Xai the members for this group has been selected by the municipality in corporation with the leaders of the local neighbourhoods.

Table 8. Steering Groups impact on men / boys and women / girls

Steering Groups	Labour	Time	Resources	Culture
Women / girls	-Meetings and information in Bairro takes time and work away from other activities	-Meetings takes time	+More knowledge of what is going on	+More influence
Men / boys	-Meetings and information in Bairro takes time and work away from other activities	-Meetings takes time	+More knowledge of what is going on	-
Household	-Meetings and information in Bairro takes time and work away from other activities	-Meetings takes time	+More knowledge of what is going on	-
Community	-Meetings and information in Bairro takes time and work away from other activities	-Meetings takes time, other community tasks might not be done	+More knowledge of what is going on +Good for community to gain influence	-

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

From the matrix it is clear that men and women has the same perception of the effects of the steering groups. Everybody is mainly concerned about the time the meetings will consume, and the time away from other activities. On the other hand, everybody acknowledges the possibility of influence on what happens in their neighbourhoods, and the new knowledge they will gain.

The following table is meant to give an overview of the factors and influences of the different activities in the project. The table is made on the basis of the gender analysis matrixes, interviews and own observations.

Table 9. Summary of factors and influences

	School toilets	Public toilets	Solid waste	Awareness training	Steering groups	Private toilets
Distance	Shorter distance for both boys and girls	Shorter distance for men and women	Longer distance to collection points	-	Depending on the place of the meetings	Same as earlier
Time	Girls are able to pee in schools instead of going home and saves time	Women are able to pee in public places and saves time	Women save time formerly used to caring for sick family	Training is time consuming	Membership of groups takes up a lot of time	The improved toilets will save time before spend for cleaning Women save time formerly used to caring for sick family
Risk	-	The risk of assault are minimised in a surveyed toilet, but only in the opening hours	Health risks are minimized when waste is collected regularly	-	-	-

Table 9 continued	School toilets	Public toilets	Solid waste	Awareness training	Steering groups	Private toilets
Workload	Children do the cleaning, girls have extra work	-	Less work burden for women when waste is collected	The awareness will cause a use of more water in the household, which the women and children are fetching	Extra workload for men and women who are members	Less workload to pay for doctors and medication
Social	Girls will have better possibilities to attend school	Women will have better possibilities to attend social gatherings and work	Less acceptable to have waste in surroundings, can lead to stigmatisation of poor female headed households	Higher pressure on women to keep their family clean and healthy	-	-
Prestige	Better possibilities of education for girls can lead to a higher prestige	Women can attend more activities in town, and have better possibility of achieving a higher position in the municipality	The collection of waste and sweeping of the streets generally keeps men and women in the traditional roles, and thereby enforce the separation	The awareness training can make the men aware of the importance of womens work and thereby give the women a higher position	-	The improved toilet can become a symbol of wealth

Table 9 Continued	School toilets	Public toilets	Solid waste	Awareness training	Steering groups	Private toilets
Culture	Girls will be better educated	Women are more free to spend time in public	-	Hygiene will be part of the culture and social pressure	People will expect influence on future matters	Better hygiene in the households will be reflected in the culture
Location	-	-	The waste collection will be close to the home. The disposal of the waste will be moved from the local area	The location of the training can make a difference of how many men and women participate	The location of the meetings can make a difference of how many men and women participates	-
Physical differences	-	-	Equipment are influencing which jobs can be possessed by men and women	-	-	-

As the summary table above shows there are both positive and negative effects of the project for both men and women. There are however more impacts on women than on men, both positive and negative. Women and girls have better possibilities of participating in the life outside the households, and this is seen as a big improvement. The negative impact on women is the higher workload related to specially the new level of hygiene. The improved hygiene leads to more tasks for women in relation to cleaning, fetching water and collection of garbage.

6.5. What Can Possibly Affect Gender Equality Negatively?

To determine which parts of the project that can possibly affect gender equality negatively, it is necessary to analyse the context in which the project operates.

From interviews and observations I have created the following activity profiles to determine who in the families are responsible for the many activities that have to be carried out within the households and in the communities.

Table 10 shows the distribution of responsibility for the productive activities. The roles within the families are in general traditional. Both men and women are responsible for income generating activities, but the tasks are different. Men work outside the household and take care of the cattle, and the farming activities related to animal. Women work on the land or in small stands/shops and take care of the smaller animals.

Table 10. Activity Profile, Productive Activities

Productive activities	Women	Men	Girls	Boys
Income generating	X	X		
Cattle		X		X
Goats	X		X	
Chickens	X		X	
Small shop / stands	X			
Cultivation of land	X All activities not including animals	X Activities including animals	X Helps the women	
Market related	X Vegetables and home produced food	X Other goods		

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

The responsible for the reproductive activities, as shown in table 11, shows that women are in charge of the majority of the activities in the homes. The girls help their mothers with the house chores, while the boys only help if there for some reason are no girls to do the task.

Table 11. Activity Profile, Reproductive Activities

Reproductive activities	Women	Men	Girls	Boys
Water related	X		X	(X)
Food preparation	X		X	
Household	X		X	
Collection of firewood	X		X	X
Child care	X		X	(X) If no girls in family
Health	X		X	
Cleaning	X		X	
Repairs		X		
Animal care	X Goats, Chickens And cattle left home	X Cattle		X
Market related	X	X		

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

As table 11 shows, both men and women participates in community meetings and projects, while the more traditional tasks like arranging weddings and funerals are a task for women. Men also participate in these events, but do not take part in the preparations.

Table 12. Activity Profile, Community Activities

Community activities	Women	Men	Girls	Boys
Community meetings	X	X		
Weddings	X		X	
Funerals	X		X	
Community projects	X	X		

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

After determining who has which tasks and responsibilities within the household, it is relevant to see who has access and control of the household's assets. Table 13, on the following page, shows that women have access to most assets, but are depending on the men who have the control of virtually all assets.

Table 13. Access and Control Profile

Access and Control Profile	A=Access C=Control	
	Women	Men
<u>Resources</u>		
Land	A	A/C
Equipment	A	A/C
Labour	A	A/C
Cash	(A) Earned by market related activities	A/C
Education / Training	A	A/C
<u>Benefits</u>		
Outside income	A/(C)	A/C
Ownership of assets	A	A/C
Basic needs (food, Clothing, shelter)	A	A/C
Education	A	A/C
Political Power / prestige	A	A/C
<u>Private toilet related</u>		
Decision making building toilets	A	A/C
Paying for the building		X
Getting materials	X	X
Building toilets		X
Maintenance of toilets	X	

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

Table 14 shows the factors that have influence on the situation in the communities and households. These factors are relevant in relation to how the project affects the users, because they are all a part of the society and determines how people act within the society. The most important factors are the opportunities that are created from the new situation with many female headed households. The situation has occurred due to the high unemployment rate, many men are working abroad to support their family and the women are left in charge of the family. Many men has furthermore died in the traffic, and left the widow in charge of the family. This creates a situation where more women have both access and control of the assets in the household. Other women sees the changes these women experiences and are inspired to make more decisions themselves. The traditional gender roles and the machista culture are pulling in the opposite direction, but the situation is undergoing changes at the moment.

Another important factor is that the project needs top-down management to some extent, since the culture in the area till now has been top-down management. People are therefore not used to taking a lot of responsibility in this kind of projects themselves. On the positive side is that people are very open and willing to participate and learn. Most people doesn't have unrealistic expectations to what they will gain from the project and are therefore corporative and open to what the project brings of opportunities.

Table 14. Influencing factors

Influencing Factors	Constraints	Opportunities
Community norms and social hierarchy	<ul style="list-style-type: none"> -Traditional gender roles - Machista culture -Local female authorities are left out of influence if men in the same position exist 	<ul style="list-style-type: none"> -Changes in community hierarchy due to many female headed households
Demographic factors	<ul style="list-style-type: none"> -Men migrate to South Africa for work -Men die in traffic accidents 	<ul style="list-style-type: none"> -New positions to women because of the absence of men
Institutional structures	<ul style="list-style-type: none"> -Men in highest positions -Organisations protecting women's interest lacks knowledge on the topic 	
Economic factors	<ul style="list-style-type: none"> -High migration rate because of lack of local jobs 	
Political factors	<ul style="list-style-type: none"> -Bureaucratic system -System controlled by traditional leaders and gender views 	<ul style="list-style-type: none"> -Mozambique has a gender policy for the country -Willingness in municipalities to incorporate gender equality -Women in parliament -Mayor of Xai-Xai is a woman

Influencing Factors Table 14 continued	Constraints	Opportunities
Legal parameters	<ul style="list-style-type: none"> -Traditional laws are in many places considered more important than official laws -Polygamy is officially not legal, but traditional laws permit it -When a husband dies, the wife is third in lineage of inheritance, after father and brothers -National Act of Gender Equality is not always enabled 	<ul style="list-style-type: none"> -National Act of Gender Equality exist
Training		<ul style="list-style-type: none"> +People are interested in training
Attitude of community towards development workers	<ul style="list-style-type: none"> -Community needs some degree of top-down approach to keep the project going 	<ul style="list-style-type: none"> -Open, friendly and curious attitude, willingness to participate -No hostility or unrealistic expectations to the projects
Peeing in public places		<ul style="list-style-type: none"> -Men pees openly everywhere -Women pees publicly in rural areas, not in the cities -Peeing in public places is accepted as a necessity

Source: Adapted from March, Smyth and Mukhopadhyay, 2008

With all the above factors in mind it is possible to analyse the consequences of the project on gender equality and determine the negative effects.

Below is a list of the most important negative impacts of the different parts of the project.

School Toilets

- Girls have more work cleaning the toilets

Public Toilets

- Opening hours of the toilets might affect the positive outcome of the public toilet, as women cannot use the toilets in the evening
- Fees can be so high that women has to work extra to pay for the use of the toilets, or simply doesn't use them

Solid Waste

- Less possibilities of permanent employment for women
- Equipment not appropriate for women
- Garbage collection is a task for women when it is unpaid work in the households, and for men when it is paid work

Awareness Raising

- Risk of keeping men and women in traditional gender roles
- Training doesn't feel relevant for the men, due to choice of words, teaching equipment etc.
- Women and girls has more work related to the improved hygiene

Improved Private Toilets

- Men doesn't acknowledge the women's wish to improve the latrines

Steering Groups

- Meetings are held when women has other chores
- Women are not considered due to the machista culture

The impacts can be divided into practical problems or cultural problems as shown in the table below. The ranking of the importance of the problems are made on the basis of the perceptions of men and women in the area, and how the problems influence other issues. For instance is the hygiene and awareness training ranked as the most important problem to handle, both in practical problems and in relation to culture. The reason for the importance of this issue is that the awareness training can influence the perception of men and women, and therefore influence all other parts of the project.

Table 15. Ranked division of the negative gender impacts

Rank	Practical Problems	Cultural Problems
1	Hygiene training doesn't feel relevant for men due to choice of methods, this leads to new problems when the knowledge is passed on	Hygiene training doesn't feel relevant for men due to the traditional roles of men and women
2	Less possibilities of permanent employment for women	Girls and women are responsible all for hygiene related issues like cleaning and fetching water
3	Equipment is not appropriate for women	Risk of keeping men and women in traditional gender roles
4	Meetings are held when women has other chores	Men makes decisions in the households, also in relation to the traditional female areas
5	Opening hours and price of public toilets	Garbage is a task for women when unpaid, and for men when paid
6		Women are not considered for committees due to the culture

6.6. What Can Be Done to Create a More Positive Outcome?

It is important to remember the many positive outcomes of the project. Both men, women and children in the target groups, are very positive in their expectations and evaluations of the project.

There is however room for improvement of the gender related issues mentioned in table 15.

In the short time limit of the project it can be very problematic, or even impossible to change culture and attitudes. But the practical problems can all be solved within the time frame.

Many of the male teachers in the awareness and hygiene training did not feel that the training was relevant for them. This can be due to the culture, where hygiene is a task for women and girls, or due to the choice of methods in the training. As mentioned before, the training is directed at women in language and materials. To make the training more appropriate for both sexes, I recommend adapting the materials and examples used in the training to be more including for men and boys. In this way the chance of success of the training is higher. Only one teacher from each school is educated to train the students, and if this teacher is male and feels that the training has not been relevant for him or for boys, there is a risk that the knowledge is not passed on. A more gender equal training method is also relevant for the female teachers, as they will all pass on the achieved knowledge to the students. If the training makes it clear, that both boys and girls can participate in the improved hygiene tasks, it might contribute to improving other gender issues. E.g. is it at present the girls cleaning at the schools, with the training it could be possible to influence the perception that the boys do not have to contribute to this task. There is even a change that such little changes can influence the children on a longer term, and change the traditional roles of men and women later in their lives. In Chokwe and Xai-Xai, the teachers training has already ended, but it is still possible for a small amount of money to adjust these things in other municipalities.

During the interviews, all interview persons were asked what the major problem for women in the area is. All interview persons stated that the major issue is unemployment. The only exception was the secretary of the Organisation of Mozambican Women, who believes the major problem was lack of tractors for ploughing the field. This difference was clear in many of the secretary's other answers. This lack of knowledge about women's issues is a general problem in the municipality and is a limitation for the development of the relation between men and women after the transfer of ownership of the project. I therefore recommend that this issue is addresses in the parts of the project concerning municipality level.

In the project is a lack of permanent job opportunities for women, this issue can be addressed in different ways. One solution is to make the equipment appropriate for women, and thereby hope the sanitation department and the (possible) employees see the new opportunities. This option is costly, and there is a risk of pushing the culture into a scenario it is not yet ready for. This kind of change of mind-set takes time to develop, and the project is running for a limited period. In some areas, e.g. the female tractor drivers in Chokwe, there are positive changes. These tendencies should be encouraged and nurtured. A possibility of creating job opportunities for women within the limitations and possibilities of the project is, to make the new job opportunities in the waste collection centre available for women on fixed contracts.

There are both cultural and practical reasons why women do not achieve influence in steering groups and committees. The cultural reason is the machista culture where men traditionally make the decisions. The public domain is traditionally male, which restrains the women from speaking in public. When women participate in a group, her task is often to sum up the opinions of the male group members and function as a secretary of the group. The culture has started to change in the province, due to the fact that many men are working outside the region, or has been killed in traffic. The women are therefore taking over many positions that used to be held by men. The women are

content with this development, but for many women it is a problem to find time to participate in the meetings at the hours they are scheduled. Often the meetings are held in the morning or weekends, where the women are busy working in the household, field or with community obligations like weddings or funerals. I therefore recommend to schedule the meetings in the afternoons, after the women have finished the work in the fields.

The women are all happy with the future construction of public toilets. The fees of using the toilets and the opening hours have not been defined yet, and causes concern with the women. The women fear that the price of using the facilities will be so high, that they either cannot afford to use them, or has to work extra to be able to pay. They also fear that the toilets will close so early, that they cannot use them in the evening hours when they feel more at risk by urinating in public or walking to and from the toilet in their home. I therefore recommend that these worries are considered in the outsourcing phase of the toilet buildings to ensure, that the buildings can be of most possible benefit for the women.

The women are all interested in the new and improved latrines. Both men and women see the advantages, but the men are more reluctant to spend money on latrines than women. Women spend more time in the homes and use the latrines in the households more, they are also in charge of caring for sick family members, so for the women there are more obvious benefits than for men. In most households it is the men who in charge of the decision making. It is therefore crucial for the success of the improved latrines that the men support the purchase. The main concern of the men in relation to the purchase is the price of the product. Many of the men expressed a wish to be able to pay in rates. A solution where the different parts of the latrine can be bought separately could therefore be a solution to address this concern. The women have a fear that, the smaller children will fall in the hole in the seat and are concerned about the safety. One of the parts for the latrine that can be bought separately could therefore be a child sizes seat fitting the latrine. Many of the female interview persons stated that, if the men should be interested in the new latrine, it was important that they saw it as something that gave them a higher status in the community. This strategy of making the improved latrines a status symbol will confirm the fear of the Gender Analysis Matrix, and create a pressure to own the same as others. Despite this fear, I believe that creating a peer pressure is the best way to ensure a common interest for the improved latrines in the households. I will therefore recommend that a strategy on how to introduce the latrines to both men and women is developed. The men and women have different views and wishes to the new latrine, and the communication strategies should be adapted to these different wishes.

The need for different communication strategies to men and women can be crucial in different part of the project. E.g. will there later in the process of the garbage sorting be a need to address the men and women's different tasks in relation to garbage to ensure that the right information reach the right people.

The culturally related gender issues of the project are all difficult to address within the limited time of the project. In this type of project who interferes with areas where the gender roles are very traditionally divided, there is always a risk of keeping the people in the traditional gender roles, or maybe even strengthen them. It is therefore important to be aware of the different consequences for men and women of each part of the project. Some traditions or cultural aspects cannot be addressed within the time frame and others are it too soon to change. If the changes in culture are forced, there is a risk that the society cannot keep up with the changes and new problems are created in the households. I will therefore recommend the project management to be aware of these tendencies, and encourage the changes in attitude where they experience them, but be careful not to force changes where the community is not ready yet.

6.7. Recognition of Importance of Incorporating Gender in the Project

The Frisian Partners is a company, not a development organisation. They are therefore focused on the results of the project in relation to water and sanitation. The program is purely technical and social issues like gender was never considered from the Frisian Partners side. They didn't do research on these topics before the start of the project, and are they are therefore not familiar with the former research in the area. The management of the project in Mozambique are more aware of these issues and made more social adaptations to the program, than other project managers would have done. This difference is most likely due to the background of the project managers and the fact that they are both women. –The only two women employed in similar positions by the Frisian Partners. The project manager acknowledges the advantages of thinking gender differences into the project. At a coming Vitens Evides International day in December, the project manager is considering mentioning the gender perspectives in the program for the sanitation experts. She hopes it will influence them to think about these things when they design similar programs in other countries. I fully support the idea of transfer of knowledge on gender related and other social issues from the field staff to the local staff in the Netherlands. Only by understanding the local context, will it be possible for the staff in the Netherlands to contribute with appropriate solutions for the project.

At municipality level the civil servants are not conscious about the aspects of gender equality. Their mind-sets are fixed on the traditional tasks of men and women, and this affects the way they look at gender equality. In many cases they believe gender is a silly concept that they have to follow because of the national gender policy or demands from donor organisations. At the moment they do not acknowledge the need of incorporating gender equality in the project, even though the counsellor in the municipality of Chokwe is more open to the idea than the other counsellors. This openness could be an opening to use in the communication with the other municipalities.

At user level in the communities both men and women are open to the idea of incorporating gender differences in the project. They see, among other things, that it can be useful in directing communication to the right people. It is my perception that the men are scared of being forgotten in the process, if focus is too much on women, so it has to be stressed that gender equality is not only for women.

7. DISCUSSION

The results of this study are a product of the chosen methodology. The interviews and the observations in the field have proven to be useful. All interview persons have been very corporative and willing to answer my questions. For some interviews I have used a translator, and others I have carried out myself in Spanish, a foreign language for both the interview persons and myself. I found that the translator's knowledge on local customs was a big help in achieving results from the interviews, but at the same time I most likely lost some of the points of the interview persons by relying on translation. To be able to understand the nuances of the interview person's points I chose to do the interviews in Spanish when it was possible. I found the interviews reliable and useful both when I used a translator and performed them myself. The Harvard Tools has been appropriate both for creating the right questions for the interviews and later in the process for analysing the impacts of the project.

In relation to the gender analysis matrixes I found it difficult to facilitate group discussions via a translator. When filling in the matrixes there were several fields where the interview group had no opinion, and it is difficult to determine if these points were lost in translation, not facilitated well enough or if there was simply no answer. I find the matrixes very useful in relation to determine the impact of the project on the target group, but another tool might be more appropriate in the future, when I, as a facilitator, do not speak the language of the group.

A limitation to my research has been that I didn't speak the local language or was familiar with the culture and the project. I had to spend time in the beginning of my research to become familiar with the local settings. This time could have been spent better, if I had known the settings beforehand.

I think the results of my research are, to an extent, in accordance with the previous research in the sanitation area.

The management of the project has followed the general development in the area and uses the approach of intervening in the systems that control the decision making process of the sanitation systems and acknowledges that the social, cultural and political foundations are important to ensure sustainability of the project. As expected the toilet facilities affected women and girls most, since women biologically and socially have more problems by peeing in public than men and boys. The awareness training on hygiene also has a bigger impact on the workload of girls and women, but the positive effects of the improved hygiene are felt by both men and women. Traditionally domestic chores are the work of women, and the awareness training strengthens this gender role by referring to women and girls in relation to all training and tasks.

The part of the project concerning solid waste confirmed previous research in the area. The handling of garbage is a chore for women when it is unpaid, and a job for men when it is paid work. It has been difficult for women to achieve permanent employment in the sanitation department, this will hopefully change with the new employment possibilities in the garbage sorting centres. The job opportunities in the sanitation departments are also keeping men and women in their traditional roles, since the jobs in the sanitation department are not open for women, or the equipment are not appropriate.

My research furthermore confirmed previous research stating that women are often busy in the households and do not have much time for activities outside the home. This can limit the women's possibilities of participating in the steering groups if this is not considered in the planning of meetings etc. The social pressure on women can also make it difficult to participate in meetings and speak in public, maybe even against men.

In general terms my research confirmed the previous research in the area, but local differences were present. Earlier research showed that women often were in the risk of being attacked while relieving themselves, but this didn't seem to be a problem here. Neither the women nor the girls in schools mentioned any problems with harassment in relation to visits at the toilets. Previous research did not seem to mention the problems related to keeping people in their traditional roles, and maybe even strengthen these roles. This was a problem I observed, both in the training and in the employment part of this project.

The tasks of men and women in relation to solid waste. When the solid waste part of the project, where the sorting of garbage begins, it is important to give the right information to the right people to ensure the success of the project.

- To determine the reason why the male teachers are less interested in the hygiene training, than the female. The lower level of interest can be due to the perception that it is a task for women, or due to the fact that the training does not feel relevant to them. Further research on this topic can help develop an appropriate method for awareness training.
- How to avoid keeping men and women in their traditional gender roles, and to what extent this should be avoided.
- How to educate civil servants and other employees at municipality level on gender issues

8. CONCLUSION

Based on the findings of the research the following conclusion has been made:

The project management are not fully aware of the gender aspects of the project. There exists a wish to incorporate the gender aspects, but there has not been enough knowledge in the area to understand how the different parts of the project affects the gender balance. In many cases gender sensitivity has been considered in the project, but there does not exist a gender approach or a division of labour to ensure that these issues are addressed.

The project management is very open to making changes in the project, and acts active and on a day to day basis on new inputs. Since the project management is aiming at handing over ownership of the management of the project to the local municipalities, it is not all decisions the project management can make on their own. Decisions in regard to the product before the transfer of ownership can to a high extent be made by the project management. Decisions in relation to the transfer of ownership and later in the process will be made by the municipalities. In these cases the project management can only seek to influence the decisions.

The project is very extensive at several levels in the society. In relation to the communities, which this research has focused on, many activities are planned in order to achieve a full program of sanitation related activities. The project focuses on awareness training on hygiene, school and public toilets, improved private toilets, steering committees and solid waste at municipality level and in the households. The project has been started within the past year, and the activities are therefore at different levels of the start-up process. Some parts of the project are still in the choice of products phase, while others are in the beginning of the transfer of ownership phase.

Men and women in the area are differently affected of the project. While women are affected most negatively by the extra workload the hygiene awareness creates, they are also benefitted most from the positive effects of the improved hygiene.

The school and public toilets benefits women and girls most. The toilets create new possibilities of schooling and work in the city. The women and girls will thereby have bigger chances of influence in the communities and independence in the future. The awareness training benefit the families by improved health, the women will have to spend less time caring for the sick family members, but the improved hygiene means that they will have to spend more time on hygiene related tasks. The men and boys will benefit from the improved health conditions. Membership of a steering group is time consuming for both men and women, but benefits all from the influence they gain on their community. The improved private toilets will mainly benefit women as they are responsible for caring for sick family members and cleaning of the toilets. Men will benefit from the improved health of the families as less sick family members means less expenses for doctors and medication. The collection of the solid waste will benefit men and women the same way, as the improved private toilets. The sanitation project offers many benefits to both men and women. In many cases women have more direct benefits from the project, this is due to the fact that sanitation is mainly a task of the women in the households. The women are therefore affected most by the project, positive as well as negatively.

The possible negative effects of the project on gender equality can be divided in to practical and cultural problems. The practical problems can easily be solved, and are mainly depending on finances for a solution. The cultural problems are more difficult to solve, especially within the limited timeframe of the project. The sanitation project interferes with an area where the gender roles are very traditionally divided, and there is a risk of keeping people in the traditional roles, or even strengthen them. It is important to be aware of the different consequences for men and

women of each part of the project. Some of the cultural difficulties can not be changed within the timeframe of the project, and others are too soon to change. It is therefore important within the project to be aware of any changes in attitude and encourage them, but also to be careful not to force changes where the community is not ready yet.

To create a more positive outcome of the project i will recommend making changes to the hygiene training so it feels more relevant for the male trainees. In this way it can be ensured that the training is passed on at all schools and in all communities. If the men feel that the training is relevant for them, they will also influence the boys to participate actively in the hygiene activities, and an attitude change can in a long term perspective be started.

The biggest problem for everybody in the area, and especially for women is unemployment. So creating job opportunities in the sanitation sector for women would have a major effect on the women in the area. The job opportunities would not only create permanent positions for women in the sanitation department and thereby make it more gender equal, but would also create a large amount of goodwill to the project, and other parts of the project might be accepted more easily.

It is furthermore important to consider the objective needs of women when arranging meetings and deciding on opening hours of the public toilets. The main income of the women is farming and they work on the land all mornings during the week. In the weekends they are responsible for the many traditional activities in the communities. The meetings should therefore be scheduled during the week in the afternoon, to create the best opportunities for women to participate. In the same way the opening hours for the public toilets should be decided after considering what the actual need of the women is. If the public toilets close in the evenings before the women can go to their homes there is a risk that the positive effect of the project is smaller than it could have been.

The women are more interested in the improved private toilets than the men, due to their higher use of the toilets in the homes. The men are most often the decision makers in the homes, and the ones who will be paying for the improved latrines. The men are concerned about the costs, and wish for a solution where the entire amount does not have to be paid at once. It is therefore important to create a solution where men will also wish for the new toilet, and where the payments can be made in rates. This can be done by designing a solution where the toilets can be created by different parts that can be bought little by little, when the families have the money. To involve the men it is a possibility to create a felt need, by promoting the new improved toilet as a status symbol. In this way the men will wish to show the surroundings that they are able to provide the toilet for their family.

In general there is a big need for different communication strategies for men and women. The felt and objective needs of men and women are different, as well as the tasks and incentives.

Both men and women in the communities are open to the importance of incorporating gender in the project. They acknowledge the need of communicating different to men and women. The men are unfortunately a bit scared of being forgotten in the process, this is important to remember in the communication, in order not to create hostility to the project among the men.

The civil servants of the municipalities are more fixed in the traditional way of thinking of men and women. They follow the national gender policy because it is demanded, and does not acknowledge the importance of incorporating gender in equality in the project at the moment.

The local management of the project in Mozambique acknowledges the importance and benefits of thinking gender into the project, and plans several changes to the program. The Frisian Partners is a company, not a development organisation, and this affects their way of thinking. The approach to the program is mainly technical, and not many social needs are considered.

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10. APPENDIX

Annex A Gender Equality in the Project Identification and Preparation Phases

1. During the project identification phase:

(a) Assessing women's needs

- What needs and opportunities exist for increasing women's productivity and/or production; access to and control of resources and access to and control of benefits?
- How do these needs and opportunities relate to the country's other general and sustainable development needs and opportunities?
- Have women been directly consulted in identifying such needs and opportunities?

(b) Identifying possible negative effects

- Might the project reduce women's access to or control of resources and benefits?
- Might it adversely affect women's social and economic situation in some other way?
- What will be the effects on women in the short and longer term?

2. During the project preparation and formulation phase:

(a) Project's impact on women's activities

- Which areas of women's social and political empowerment does the project affect?
- If it is planned to change women's performance of that activity (locus of activity, remunerative mode, technology or mode of activity), is this feasible and what positive or negative effects would there be on women?
- How can the project design be adjusted to increase the above-mentioned positive effects and reduce or eliminate the negative effects?

(b) Project's impact on women's access and control

- How will each project component affect women's access to and control of resources and the benefits stemming from the production of targeted goods and services, and social and political functions?
- What forces could be set into motion to induce further exploration of constraints and possible improvements?
- How could the project design be adjusted to increase women's access to and control of resources and benefits?

(c) Defining general project objectives and results

- Do project objectives and results explicitly incorporate women's needs?
- Have women participated in setting the objectives and results?
- What are the lessons learnt from the earlier efforts relating to gender equality?
- How has the present proposal built on earlier achievements?

Annex B Summaries of interviews

Interviews with secretaries of the neighbourhoods (bairros), five men and five women

The secretaries tell that the fee for installing water in the household is too high, 30-40% in the area cannot afford to pay the fee. Because of this many families share a tap, and help each other out this way. It is a problem that many families does not know what the fee is for and why they have to pay it. The secretaries agree that the installation fee for a water tap is too high. Many families share a water tap, so they believe it is not a big problem for the neighbourhoods. 90% has access to water from the water company, but it is not clear how many have their own connection and how many share. Many female headed households have to many expenses and the water is therefore cut off. When people share a connection they pay the connection owner 1MZN for 20 litres of water. The well is 10-15 MZN a month for all the water you need.

The normal consumption of water in the province is about 100 MZN a month. Most people keep an eye on the meter, and adjust their water consumption so they have money to pay the bill. However, about 10-20% of the households does not know how to save water and eg. leaves the tap running. These families have problems paying the bills.

When the families does not have money to pay for both the water and electricity bill, they find the water most important and prioritise to pay the bill for the water company.

The minimum salary for people in the province is 2200 MZN., most people does not work, but have a plot of land for agriculture.

Many of the areas have a tractor that drives to collection points on the main roads to collect the trash. The garbage should be collected by the tractor once a week, but most often this doesn't happen. Even though people do not produce a lot of garbage, the collection doesn't cover the need. Some households dig a hole in the garden and throw the trash in there. The areas are big, and the tractors cannot serve all and are often broken. This makes many people change to holes instead of the collection for getting rid of the garbage. The secretaries agree that they have no garbage related problems, since they "take care of their own garbage". The garbage tax for the municipality is paid via the electricity bill, but many does not have electricity and does not pay. In department A 20% does not have electricity and in department B 80%. Most secretaries do not think it is fair that not everybody pays the tax, people thinks it is not fair, and that the service is not worth the money they have to pay. For central collection points it should be considered that the areas are big, and more points are needed. The garbage in the households is the responsibility of the women. The women would use the central points if they are informed properly.

The secretaries says that the modern toilets are too difficult to install and too expensive for the people in their areas. Besides they do not believe that the tractor with the vacuum tank from the municipality will come to their area to empty the toilets, and the money for the construction will therefore be wasted. The vacuum tank is often broken, and they have heard from others that it only works two days a month. The women are interested in the new toilets, but the decision will in the end belong to the men. The secretaries think that it is up to the woman of the household to convince the man to be in favour of the improved toilets. People can not afford to pay a lot for the new toilets.

Most people in the area of Patrice Lumumba 1 and 6 has a pit latrine and they treat the latrine with salt to avoid smell and flies. They are happy with their toilet solution and do not see a need for improvement.

The secretaries agree that the public toilets will benefit them, specially the women. People work in the city or at the market. The cities are growing and many people pee everywhere, so the public toilets will mean a cleaner city and better hygiene. The price of using the facilities should depend on what the toilets offer and the fact that people need to use them often.

The secretaries have not heard of any problems with the new school toilets. They believe hygiene training for the children is important, so the children learn to use the toilets correct.

Malaria is together with HIV/AIDS the main illnesses in the area.

Many men are dead or working in South Africa and only home rarely. Women in households where the man is gone makes decisions, when the man is there, he is in charge of decision making.

The secretaries are not aware of the connections between waste and health, regarding toilets and the secretaries see no connection between garbage and health, but are aware of the connection between toilets and diarrhea.

There has been some hygiene programs in the area, but people are still interested and there is a need for more knowledge. So most secretaries welcome more training, female secretaries are more interested in the training than men.

The men will be responsible of construction work, while the women get materials and water for the construction.

Biggest problem for men and women is unemployment.

Interview with five children of the school Segundo Bairroin Chokwe, three girls and two boys.

The children are cleaning the school by turn on Saturdays, all children have to participate, on this day the boys are watching, the girls are cleaning.

Girls: We all have to clean the school, but the boys do not help. They show up because the teacher tells them to, but don't do anything. The teachers know, but don't do anything about it. They don't have to help because they are boys.

Boys: We don't know why we don't help cleaning, it has always been like this.

Interviews with from the schools with toilets from the project, four girls and three boys

We like the new toilets. For the girls it is good that there are no urinals, and we like to sit down and use the latrines. We don't have problems with children teasing or looking at us while using the toilet. It is us children who cleans the toilets, but the boys doesn't help, it is a job for the girls. We are scared the hole in the seat is too big for the small children.

The boys doesn't look at us while we use the toilet, we have doors now so they can't. We like to sit down on the toilet. It is the girls who cleans, the boys comes because the teacher tells them. The boys don't help, but tells the girls to do their part of the cleaning. It is difficult to clean the inside of the latrine, because the surface is so rough and we don't have tools for it.

Interviews with teachers of the schools with new toilets, two women and two men.

The teacher is at the school to supervise the students cleaning. While the students clean, the teacher is working on the lessons for the following week. Both boys and girls participate in the cleaning. The girls work harder than the boys, but that is because they are used to the work. In the families, the girls usually do all the cleaning. Sometimes cleaning of the toilets are used as a punishment for naughty children.

Interview with Dada Melchor, responsible for the WASH training in Chokwe and Xai-Xai, male.

The teachers in the WASH training are selected by the School Director at each school. The teachers are the school health responsible previously selected by the School Director.

The participants in the communities are selected by the Parent-teacher Association (PTA) at the schools. The PTA chooses the representatives by themselves, depending on who has time to give sessions in the communities.

The participants in the trainings decide themselves how to implement the training later. AMURT does not give ideas or lessons about training methods or approaches.

The female trainees seem to pay more attention to the training, and learn more here. Maybe this is because they feel a relation to the topics that the men doesn't.

We don't have an evaluation of how and if the trainees implement what they learn at the training. But it is our impression that they all implement it, and that there are no difference in how many men and women use their new knowledge and implement it at their schools and communities.

Interview with Luis da Silva, Regional Manager of FIPAG, male

FIPAG has problems with the employees and a bureaucratic system. We inherited many employees when we took over, many doesn't do their job. At the moment we are in the process of letting those people go, but it is expensive and takes time. In the meanwhile the rest of the employees have to work very hard to do all the work. This means, unfortunately, that there isn't much time for some of the tasks. Among those the information part, this must be the reason why our customers are not aware of why they pay a fee to get the connection for the water company. This is unfortunate FIPAG should inform the costumers, when we have our personnel problems under control we will pay more attention to the information part.

There is a big part of the customers who don't pay their water bill. This is a serious problem for FIPAG. People pay their phone bill and electricity bill because they know they will be cut off if they don't pay. They will also get cut off the water supply, but people feel that water should be for free, and therefore do not prioritise the bill. This month we cut off one of our own managers because he didn't pay on time. He felt he shouldn't loose the water supply to his house because he is a FIPAG manager, but we cut off everybody to show we are serious.

Interview with Mrs. Clara, Counsellor of Energy, Water, Health, Women and Social Action in Xai-Xai, female

For the school toilets we are happy with what the project gave us, but a toilet with flush and water would have been more appropriate. -All though many schools have problems paying their water bill. Showers would be useful too, as many children don't have showers at home, and could benefit from access in schools after sports.

The public toilets are of great benefit to women, as it is not possible for women to pee in nature to the same extend as men.

For the private toilets I would advise to build toilets with a roof. People live in flats and can peek down into a traditional toilet, the roof would protect the privacy of the toilet user. Of environmental reasons I believe we should introduce more septic tanks where the waste can be taken out, and not led out into the environment. For the lower city we have to look at different technologies. In some places the water is less than one meter below the surface, so we have to look at the area before deciding which option to choose. In the rural areas there might be some families where old traditions still rule. Here the grandfathers do not want to use the same toilets as their grandchildren.

The women are the ones responsible for garbage in the households. A garbage container in the center of the city where the women can take garbage would help a great deal. Education on awareness training and environmental issues can be necessary to teach the women in the municipality how to deal with the garbage. It is possible to invite the men to this training too, but they might not show up. It is very difficult to educate men in these issues.

The main problem for the women in the municipality is their limitations in resources. Most women have no income, so we can empower them to solve their own problems by hiring them to work in the waste collection points and for street sweeping.

I would like to be able to provide education for the women working in the sanitation department on how to open their own business. It is possible for the women to attend training while they work, the limitation is funds for the training.

I have not experienced any negative effects of the sanitation project, but I would like the awareness raising and the building to be closer connected. As it is now, the training begins a long time after the toilets have been inaugurated.

Interview with Mr. ansaldo, Counsellor of Sanitation in Xai-Xai, male

When we are forming a committee, we do it with the help of the local manager of the neighbourhoods. The members for the sanitation committee are chosen in the neighbourhoods, we don't influence the process.

Job opportunities in the department are posted in public ads. We also receive a list of widows who needs an income. They are chosen from their ability to work and their level of poverty. They receive a contract for a year. After one year, they must find another job. Now we have 15 women in the department, they work as street sweepers and maintain the garden and cemetery. This system works as social security. It is only men working with the garbage collection. Women can not do this job, it is too heavy and women can not get in and out of a tractor all day.

We follow the national gender policy in the municipality. We have a process of hiring women to work with the public departments. We pay the same salary for the same work. Women receive 60 days leave after a birth and can leave an hour early for three months while breastfeeding.

The garbage collection points are a good idea, people will use them.

The price for the use of public toilets has to be discussed with the project managers. We will see how many uses the toilets, so we can't give a figure now. The toilets will be maintained by a private manager, so the price will be a part of the proposals at the competitive biddings. The emptying of the public toilets will be ensured, since it is still the responsibility of the municipality. The manager has to pay for this service.

Interview with Mrs. Benvinda, Secretary of Women in Organização da Mulher Moçambicana, female

The school toilets contribute greatly to the education of girls, the girls will learn to clean the toilets in a hygienic way in the schools and will bring the knowledge home. The hygiene will in this way be improved greatly in the families.

The private toilets are very important for the families, they will help to change the mentality and mind-set of people towards a more hygienic behaviour. The payment of the improved toilets depends on the family. When both the man and woman works, they can both help paying, when only the man works he will pay and in the households where only the woman is here, she will pay.

Both men and women will be interested in an improved latrine, since it will improve their lives. I would start with a demonstration site, so people can see what will be offered and the costs. Then people can decide if they are interested.

It is the women in the families who take care of the garbage. The changes in collection of the garbage will therefore affect women most, also because they spend more time in the homes.

The biggest problem for women in this area is lack of resources. E.g. the women are farmers and don't have tractors to improve their production. Another problem is the lack of income generating projects, the women doesn't have money to pay the tuition fees for the children's school and needs an income.

The municipalities have implemented the national gender policy, but I cannot give any examples.

Interview with manager of a neighbourhood, female

Meetings in the communities are organised by meeting the secretaries first. The secretaries arranges meetings with the different groupings, the grouping selects representatives who joins a committee.

If everybody in the neighbourhood should attend a meeting, we have an instrument that are only played on these occasions, then people knows they should show up.

There are many traditional ceremonies in the weekends, so it is better to arrange these meetings during the week.

There is no discrimination from the municipality, before some positions were not open for women, this is not a problem anymore. The discrimination can happen within the communities.

If the garbage tractor does not function, a central garbage collection point is a good idea. I am convinced people will use it.

People are interested in improved toilets. Women are most interested in sanitation related issues as it is their responsibilities in the households. Even I, who works in a big position, am responsible for these things in my home.

Awareness training in hygiene is a good idea. Maybe men and women would benefit from different training, but it will be a lot of work to organise it like that.

If the household can only afford to pay for one bill, they pay the water bill.

The biggest problem for people in the area is unemployment.

It is difficult to work with the community, people are fighting, this has changed in the past two years.

Interviews with two school directors, one male and one female

The maintenance of the toilets is the responsibility of the schools. There is no budget from the government. The municipality does not react when we tell them we don't have money to empty the toilet tanks.

The products for cleaning the toilets and the soap are expensive.

We are happy with the new toilets for the children. It is good they can sit down while using them.

The male director tells that with the old type of toilets it could happen that the boys would look at the girls who were peeing, but this is not a problem anymore. The female school director never experienced this.

It is the children and cleaning staff that in corporation cleans the toilets and the school buildings. Both boys and girls participate in the cleaning. It is the responsibility of the teachers that the children clean.

In addition to the interviews, group discussions were carried out in relation to the Gender Analysis Matrixes. The summaries of these can be seen in the tables in the general text.

Annex C Guiding Questions for the Interviews

Guiding questions for the communities regarding:

Private toilets

1. Are you satisfied with your toilet?
2. Who makes the decision if you want to make a new toilet?
3. Who pays for the building of the new toilet?
4. Who gets the building materials?
5. Who builds the toilet?
6. Who maintains the toilet?

School toilets

1. What does the school toilets mean for your boys and girls?
-Labour, time, resources, culture
2. Who cleans the toilets?
3. Are there any dangers concerning the toilets?
-Do the girls feel safe using the toilets at school?
4. Can/should anything be changed?

Public toilets

1. What do the public toilets mean for women and men?
-Labour, time, resources, culture
2. Do you think people are willing to pay for using the public toilets?
3. What do you expect from a public toilet?

Awareness training teachers

1. Is the WASH implemented at the schools?
2. How does it affect the boys and girls?
- Labour, time, resources, culture

3. Can / should anything be changed?

Awareness training community representatives

1. Is the WASH implemented in the communities?
2. How does it affect men and women in the community?
-Labour, time, resources, culture
3. Can/should anything be changed?

Solid waste

1. Who is responsible for collecting the garbage in the household?
2. Would you be willing to pay someone to take the garbage to a central collection point daily?
3. Can/should anything be changed?

General

1. Who pays the electricity bill in the household?
2. Do you have any ideas to where the schools can get money, to pay for the emptying of the toilets?
3. Do women and men have the same opportunities of participating in meetings with the municipality?
-Time, location, work load, prestige
4. Who can become community authority?
5. What is the role of the traditional leader?
6. Which leader is in charge of toilets?
7. Which leader is in charge of garbage?
8. How do elections of local leaders take place?