

REPORT

Study into gender mainstreaming in projects in the water sector in Mozambique

About this publication

This report is the result of a study commissioned by the Embassy of the Kingdom of the Netherlands in Mozambique.

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Acronyms

ARA	Administração Regional de Águas (Regional Water Administration)
AIAS	Administração de Infraestruturas de Água e Saneamento (Water and Sanitation Infrastructure Administration)
BUPUSA	Buzi, Pungwe, Save Watercourses Commission
CBO	Community Based Organisation
DNAAS	Departamento Nacional de Abastecimento de Água e Saneamento (National Department of Water and Sanitation)
EKN	Embassy of the Kingdom of the Netherlands
FFP	Feminist Foreign Policy
GAP	Gender Action Plans
GBP	Gender Budgeting and Planning
GBV	Gender Based Violence
GWP	Global Water Partnership
ILO	International Labour Organisation
INE	Instituto Nacional de Estatísticas (Institute of Statistics)
INMACOM	Incomati and Maputo Watercourse Commission
IUCN	International Union for the Conservation of Nature
IWRM	Integrated Water Resources Management
JMP	Joint Monitoring Program

MACS	Multi-Annual Country Strategy
M&E	Monitoring and Evaluation
MOPHRH	Ministério de Obras Públicas, Habitação e Recursos Hídricos (Ministry of Public Works, Housing, and Water Resources)
NGO	Non-Governmental Organization
RBO	River Basin Organization
RISE	Revitalising Informal Settlements and their Environments
SADC-GMI	Southern Africa Development Cooperation-Groundwater Management Institute
SASB	Serviço Autónomo de. Saneamento da Beira (Autonomous Services of Sanitation of Beira)
SDPI	Serviços Distritais de Planeamento e Infraestruturas (District Services of Planning and Infrastructure)
SIWI	Stockholm International Water Institute
SPS	Small Piped System
UNICEF	United Nations Children’s Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UTS-ISF	University of Technology Sydney – Institute for Sustainable Future
VEI	Partnership of Dutch water operators Vitens N.V. and Evides N.V
VNG	Association of Netherlands Municipalities
WASH	Water, Sanitation and Hygiene
WHO	World Health Organisation

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1. Introduction

The Embassy of the Kingdom of the Netherlands (EKN) in Mozambique has declared a focus on Water Security and Safety in her Multi-Annual Country Strategy (MACS) for the period 2023-2026. One of the larger projects funded by the Embassy is on Water, Sanitation and Hygiene (WASH), in which institutional support is offered to urban and peri-urban regions. The Netherlands also fund other water projects through Invest International. Furthermore, the Embassy collaborates with the city of Beira on water security and climate adaptation. Gender equality has been one of the main priorities of the kingdom of the Netherlands for several years and therefore, is cutting across the different thematic areas of interest. In 2022, the Netherlands introduced the new Feminist Foreign Policy (FFP). Based on that, the EKN will shift focus towards increased integration and exploration of a gender-approach for more impact by fostering the economic, social and civic empowerment of vulnerable people. The aim is to provide stronger guidance to implementing partners to implement gender transformative programs and to design more gender transformative activities. This will include standardizing gender-analysis for all activities, integrating gender issues in results frameworks for all programs, studies, evaluations and risks assessments.

This study which is carried out by Stockholm International Water Institute (SIWI) aims to assist EKN in identifying the degree to which gender is mainstreamed in their projects in the water sector in Mozambique, see good practices of other countries and provide recommendations to make the projects become gender transformative. The report is articulated in chapters: Chapter 1 introduces the study and describes the objectives as the Terms of Reference. Chapter 2 starts by summarizing the context of gender equality in Mozambique, briefly describing how it is included in its legal framework. It continues by situating gender equality in the water sector and its particularities, and it finalizes by describing major key constraints for gender equality. Chapter 3 describes the methodology used for the study, which was based on literature review, interviews and site visits with EKN partners, WASH and IWRM stakeholders virtually and in person in Maputo, Sofala and Cabo Delgado (see Appendix 4 for details). It shows the results of a stakeholder mapping that summarizes the main actors in the water sector in different categories. Chapter 4 introduces the “Framework towards gender-transformative practices in water sector”, which classifies the interventions into four categories: gender insensitive, gender sensitive, gender responsive and gender transformational. This framework was used to evaluate and analyze the data found about the EKN projects

and in the good practices identified internationally. It does so by listing the EKN projects and categorizing them using the framework. Finally, chapter 5 shows some conclusions and recommendations.

The objectives of the study are:

- a. To assess the degree of gender focus in the different EKN Water projects, implemented and under implementation in Mozambique.
- b. To assess similar water projects implemented or under implementation in other countries – that include gender mainstreaming. This section of the assignment should:
 - Describe the manner in which they do that and to map out best practices;
 - Link to the Mozambican context of water projects by elaborating on similarities and differences;
 - Describe how the best practices should be understood and displayed on the Mozambican context within the context of reform and redesign Dutch projects.
- c. To provide recommendations of how the EKN can improve the practice of gender mainstreaming in its water projects including practical tools for altering the design of water projects to make them become gender transformative.

This study was carried out with the information gathered in 30 interviews, of which 16 were carried out virtually or in-person in Maputo, 8 in Sofala Province, 6 in Cabo Delgado Province, with EKN partners, WASH and IWRM stakeholders. A total of 54 persons were interviewed (46% women) (see Appendix 4 for details). The information contained in this report is based, then, on analysis of primary and secondary sources but in some cases, it is not conclusive to consider an intervention into the four categories identified in the framework. Therefore, the categorization should be considered indicative, with the aim to provoke reflection and identify its potential for improvement rather than labelling.

2. Mozambican context

2.1. Gender equality legal framework

There are a range of legal instruments promoting gender equality in Mozambique starting with the Constitution of Mozambique which states that women and men are equal (article 36)¹. This principle has a good rate of implementation in the national government, as currently 50% of ministers are female, while 42% of parliamentarians are women². At local level (municipal and districts), the rate is much worse, as there are even fewer women leaders.

Mozambique adopted a Gender strategy for the public sector in 2020³, which underline the importance of promotion of more women in the public sector including at leadership level. The strategy highlights the importance of Gender Budgeting and Planning (GBP) as a key strategy for integration of gender in public services. GBP is part of the budgeting, but it is not implemented throughout the public services.

2.2. Water and gender in Mozambique

A detailed overview of water and gender is presented in Appendix 2. This overview includes the following areas:

- Gender and Water at household level
- Gender and water in numbers
- Gender and water in the Mozambican policy context

2.3. Key constraints to gender equality in WASH and IWRM sectors

A discussion of general constraints to promoting gender equality in the WASH and Integrated Water Resources Management (IWRM) sectors namely unequal gender social norms, infrastructure (technology) bias, gender mainstreaming fallacy and the economic situation is presented in Appendix 3.

¹ Constituição da República. 2004

² Charles, Estrela and Bila, S. (2023). Women 's Representation in decision-making bodies and quality of maternal and child health care. CIP. Centro de Integridade Pública.

³ Conselho de Ministros (CdM. 2020. Resolução. No 39/2020 de 8 de Julho de 2020. .Estratégia de Género na Administração Pública 2020-2024.

3. Methodology

This study was done through the review of selected Mozambican Government policies (see Appendix 3) and complemented with 30 semi-structured virtual and in-person interviews and selected site visits in Sofala and Cabo Delgado Provinces. The projects and partners interviewed are summarised in Appendix 4.

An emphasis was put on identifying good practices of gender mainstreaming amongst following types of actors in the sector: the specialized institutions of Water and Sanitation, and water resources, notably the Administration of Infrastructure of Water and Sanitation (*Administração de Infra-Estruturas de Água e Saneamento* (AIAS)), and Regional Water Administrations (*Administração Regional de Águas* (ARA)) international River Basin Organisations (RBOs) representatives, private sector implementing partners, and projects and programs of international cooperation partners. The study did not assess the effectiveness of the interventions amongst final beneficiaries, but during field visits a limited number of interviews were carried out with female beneficiaries.

To further outline the roles of the different stakeholders of the study, a stakeholder mapping was developed, as shown on Figure 1.

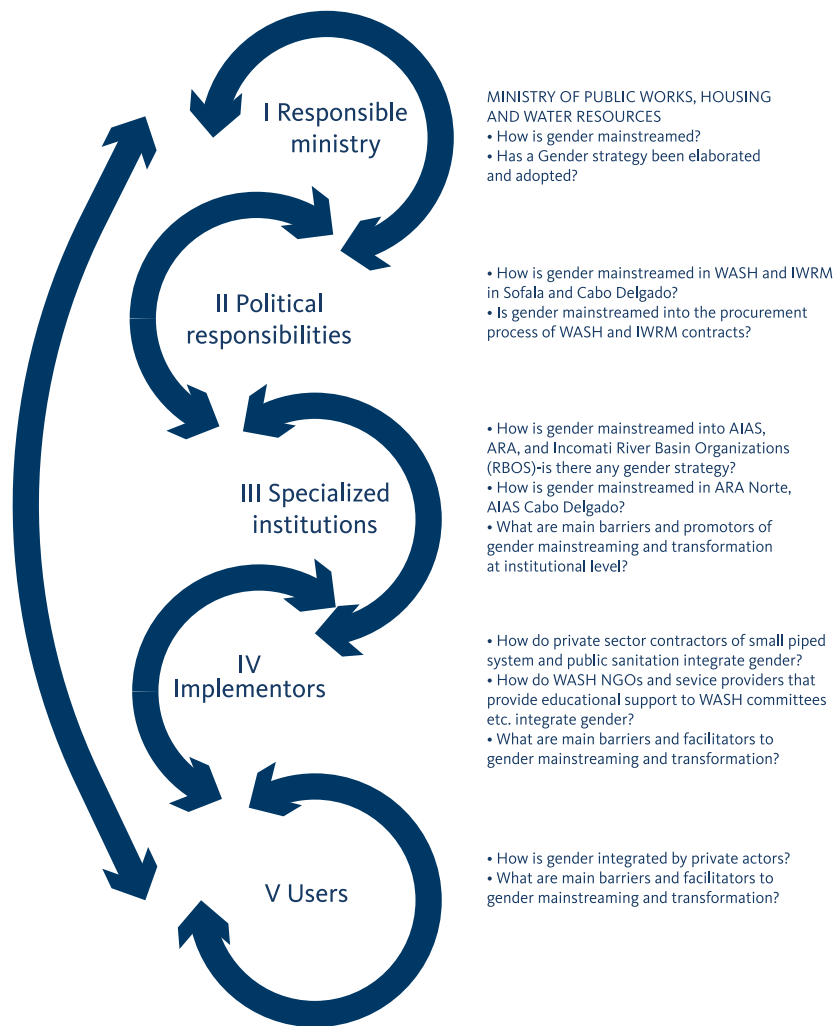


Figure 1. Water sector stakeholder mapping and key areas of concern for gender mainstreaming and transformation

Semi-structured Interviews were carried out with male and female stakeholders both virtually and in-person and using interview guidelines tailor-made for the various categories of stakeholders. The interviews guidelines were developed in a way that they could shed light on the status of gender mainstreaming at provincial and local level as well as highlight the barriers and promoters (See Appendix 8). Field visits were carried out to Sofala and Cabo Delgado provinces considering the support of EKN to both WASH and IWRM in these two provinces including to small piped systems in Buzi town, Sofala Province and Chiúre town, Cabo Delgado Province. The table in Appendix 4 shows the record of the selected key actors and partners

that were contacted for this study virtually or in-person in Maputo, Sofala and Cabo Delgado. A total of 30 interviews were carried out with 54 persons of whom 46% were women.

4. Data analysis & key findings

4.1. Analytical framework

A qualitative data analysis was conducted to identify the gender focus of EKN’s projects in the IWRM and WASH sectors in Mozambique. The main tool used was the Framework towards gender-transformative practices in water sector, a framework developed by researchers at the University of Technology Sydney – Institute for Sustainable Future (UTS-ISF) and used to critically reflect on the extent of gender transformation of the Australian Government’s Water for Women Fund. The tool categorizes interventions as a progression towards gender-transformative practices in the water sector (Figure 2). Interventions are categorized as gender insensitive, sensitive, responsive, and transformative while taking into account five motivators for change – welfare, efficiency, equity, empowerment and equality.

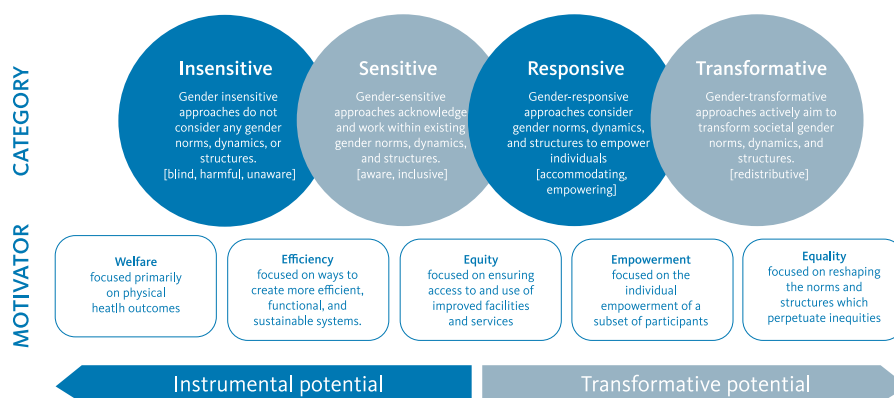


Figure 2. Framework towards gender-transformative practices in water sector⁴

The framework combines the gender equality continuum model (the category row) with different development motivators (the motivator row) to categorize water sector programs and projects in a continuum towards gender transformation. The framework is used to qualitatively assess the programs and projects contacted during the field work for the study (see Appendix 4 for a summary).

⁴UTS-ISF and ADB (2023) Gender inclusion and water security: Accelerating change. Prepared for the Asian Development Bank by the University of Technology Sydney - Institute for Sustainable Futures. Authors: Jess MacArthur, Juliet Willetts, and Melita Grant.

The framework is used to assess the extent of gender transformation on a scale from gender insensitive to gender transformative. The definitions of the different levels of the scale are presented in Table 1 below.

Table 1. Scale of gender transformation ⁵

Scale of gender transformation	Definition/explanation
Gender-insensitive (welfare focus of project)	Gender-insensitive approaches to WASH and IWRM are those that are not aware of gender or social dynamics. For example, in contacts with communities, the implementing agency only engages with men as traditional leaders; or construction of public latrines with urinary for men but with no menstrual health hygiene facility for women. An institution has carried out no gender analysis nor has a gender policy/gender action plan can be considered gender insensitive. This scale of practices excludes harmful practices but may have harmful effects and perpetuate gender inequalities.
Gender-sensitive (focus on efficiency and equity considerations)	Gender-sensitive approaches to WASH and IWRM focus on increasing the participation of women in leadership and committees, often through gender quotas and gender parity. They rely on evidence that the involving women can increase the sustainability and performance of water systems. Such programs may leverage women’s traditional advocacy roles as community teachers, health workers and healers. For example, election of female treasurers in WASH committees or as water point caretakers.
Gender-responsive (focus on empowerment)	Gender-responsive WASH and IWRM approaches purposefully aim to empower women by increasing their participation and capacity in leadership, technical and decision-making roles. For example, promotion of women as plumbers or water technicians, water experts in different roles in water in decision making bodies (committees, government, universities, etc).
Gender-transformative (focus on transformative equality)	Gender-transformative WASH and IWRM approaches aim to transform gender dynamics related to gender roles and responsibilities, social norms and decision-making. Transformative practices <i>focus on both women and men</i> and actively confronts norms supportive of violence against women. For example: interventions that divide differently the workload between men and women in the household (rural areas) or in the decision-making bodies, sustainably.

⁵ Adapted from MacArthur et al (2023) pp 9-11

For this study, a *good practice* is defined as “*an intervention that is gender sensitive, or gender responsive.*” Gender sensitive or gender responsive practices are good practices on the journey towards gender equality. A *best practice* is defined as a *gender transformative* practice. Practices/interventions carried out by EKN partners and other actors in WASH and IWRM, have been analysed with respect to the Gender Transformation Scale based on the interviews and field visits.

4.2. Assessment of the degree of gender focus of EKN supported projects and recommendations of how the EKN can improve the practice of gender mainstreaming in its water projects

4.2.1. AIAS Phase III (PO75)

The AIAS - Phase III PO 75 program is an EKN supported program for capacity building and operational investments in urban water systems and sanitation with a focus on rural towns in Sofala and Cabo Delgado Provinces. AIAS capacity building is supported by VEI – Partnership of Dutch water operators Vitens N.V. and Evides N.V s. The support on gender mainstreaming the embassy is providing to AIAS includes the elaboration of a gender strategy, support for a gender advisor/trainer, and gender training. This analysis focuses on the project’s human resources institutional support, AIAS support to Small Piped Systems (SPS) in rural towns and examines the institutional gender mainstreaming support and EKN’s support to gender friendly and accessible school toilets.

4.2.1.1. Key findings with regards to EKN support to AIAS

a. Institutional support

Overall, the EKN’s support to AIAS gender mainstreaming can be considered a gender-responsive practice as it promotes women’s empowerment through its support to the development of a gender strategy and increased gender equality of AIAS workforce⁶. The main interventions supported by the P075 program are: creation of AIAS gender units; training of Gender Focal Points; AIAS technicians and SPS Operators; promotion of female leadership; prioritization of women in SPS management; and operation and development of Gender Action Plans of SPS operators.

⁶ Unidade de Género de AIAS. 2018. Estratégias de Género da AIAS 2019-2024

However, with regards to the P075 program's budgetary support to human resources at both headquarters and provincial delegations, it can be considered gender sensitive (see Table 1 for a definition of the scale). A total of 20 posts are supported by the program of whom 25% are held by women. With regards to female leadership of AIAS, the Director and 2 out of 6 Provincial Delegates are women (paid by Mozambican Government Budget) (see Appendix 6). Thus, the program does not directly support female leadership in the institution. However, at AIAS headquarter, the program is supporting the employment of two female WASH technicians.

While EKN has supported specific gender mainstreaming interventions or activities, the support does not have a focus on institutional changes and regulatory systems which are important for the sustainability of the interventions. For example, gender mainstreaming has been delegated to a gender advisor and a gender focal point at AIAS and has not been integrated into AIAS' overall budget and planning process. Neither the budget and planning process, nor the procurement system consider gender or social dynamics. The budget and planning process, and the procurement system can be considered gender-insensitive practices (see Table 1), based on the information gathered in this study. When gender is integrated in the planning and budget processes, an institution's main decision-maker carries out weekly, monthly, quarterly and annual budget and planning gender reviews together with its other reviews.

The gender strategy (and EKN support) aims to ensure gender equity amongst the 132 SPS that are operated under the AIAS umbrella. With support of the Gender Advisor and the AIAS Gender Focal Point, the institution is carrying out gender equality training for the SPS operators. The training includes the elaboration of Gender Action Plans (GAP) aimed at empowering women working for the SPS contractors. This AIAS intervention can be considered a gender-responsive practice (see Table 1). The impact of the training and the GAP elaboration varies amongst the SPS operators. The Gender Advisor pointed out that rotation of SPS operators makes it difficult to follow up initial training and reduces its impact.

b. Small Piped Systems

Field visits were carried out to two different types of operators: on one hand, a family-owned operation that depended on family members for key functions of company, and on the other hand, a more "enterprise-style" company that recruited outside staff members for key functions. Representatives of both companies had participated in AIAS gender training for SPS operators. Following the training, the

family-owned operation had not elaborated a Gender Action Plan while the enterprise style company had done so. The experiences of the two companies show that the gender focus varies considerably amongst the SPS operators.

The management of the family-owned operation was carried out by the male head of the household. When the company owner was unable to assume management during a family crisis, the sons stepped in as managers. The wife supported the business as a book keeper but not as a financial manager. The family-owned operation had no female staff, nor has reflected on the gender of clients with regards to demand of water services. This gender focus of this SPS company can be considered as gender-insensitive (see Table 1).

Gender training for family-owned business representatives not only implies challenging gender social norms in the workplace but also within the home. Such businesses present special challenges with regards to development of gender action plans as the owners who also are male heads of household may feel personally threatened if female members of their families contribute to decision-making⁷.

Training members of family-owned businesses on gender social norms can result in gender transformation not only in the business but also in the family.

The enterprise-style company had elaborated a GAP showing that SPS operators can engage in interventions with gender focus. Below are examples of gender insensitive, gender sensitive and gender responsive interventions carried out by the operator:

i) An example of how to a gender insensitive intervention can become gender sensitive:

The SPS operate both public water points and household connections. A majority of the population uses the public water points. In rural areas, public water points are managed by a water committee with representatives from the community (50% female). The committee collects a small fee from the users to be used for maintenance of the water point. In urban areas there is no similar national guidelines. However, to effectively and efficiently manage the public water points, the SPS operator needs to develop a system both to ensure the maintenance of the water point, and to collect fees for its upkeep from the water point users.

⁷ One of the consultants can also point to examples where gender training the idea of seeking advice from a female partner was positively received by a male participant. He later explained that seeking the advice of his partner resulted in her proposing a new economic activity which increased family income significantly.

The Cabo Delgado SPS operator provided an example of what may occur if a gender-insensitive approach to water point management is applied – that is when an approach is applied without considering gender social roles and norms with regards to income generation and water use.

First a short presentation of water and social gender roles and norms in Mozambique. Mozambican women are responsible for carrying water from the water source to home (see Appendix 2). Hence women are directly impacted by good (or bad) access to water. They feel it in their bodies. For example, if the water point situated close to their house is not working, they (the women) have to walk further to collect water. If the water point is dirty, the women suffer by waiting for water in a unsanitary environment. Women water point caretakers are more likely to take good care of a water point because they know that a water point that functions well is important not only to themselves but also to their female neighbours.

With regards to gender and income generation, in Cabo Delgado, men are primarily responsible for income generation, such as sale of agricultural produce. A good man provides an income for his family. Thus, when there are income generating opportunities, men will try to take advantage of such opportunities. Income generation is part of a man's gender social role.

In Chiúre, the SPS operator decided that one way to manage the public water points, was to find persons living in the neighborhoods (bairros) and contract them as water point caretakers/managers as service providers. The water point caretaker would ensure the clean and continuous operation of the water point, and collect a fee per bucket from the users of the water point. The money collected as fees would be shared between the water point caretaker and the SPS operator. To identify potential caretakers, the operator reached out to the Secretaries of the neighbourhoods. These are local leaders either linked to party structure or traditional leadership. Each neighborhood usually has a Secretary that informs the community of major events and also mobilizes the communities for community activities. In Mozambique, an estimated 90% of the local leaders are men⁸. In the case of the Chiure Secretaries, all were men. When the Secretaries heard about the water point income generating opportunity, they all proposed young men.

The SPS contracted the young men. However, none of the young men honored their part of the agreement with regards to sharing of water fees. Nor did they keep

⁸ This estimate is based on one of the consultants personal experiences from working in rural Mozambique for more than 25 years.

the water point clean. As a consequence, the SPS operator decided to close all public water points and identify another approach to their management. Reflecting on this situation, the SPS operator noted that women are the main users of the water points. And women also tend to stay most in the neighborhoods and thus were more likely to note any problems with the water point. In addition, women are traditionally considered good housekeepers of money (as per their gender social norm). He has therefore decided to identify women who could assume the role of managing the water points. This is still in progress, but according to the SPS operator, if the women manage the water point well, they could earn up to half a minimum agricultural wage each month.

This example shows that the company initially used a gender-insensitive approach (see Table 1) for selection of public water point caretakers' candidates by not considering that the secretaries of bairros (neighbourhoods) were likely to propose only male candidates. This is generally caused by the fact that secretaries are all men and biased towards men who are considered as bread winners in the households. The male caretakers did not honor their agreements with the SPS operator. Consequently, the operator is now applying a gender sensitive approach (see Table 1) to selection of water point caretakers by identifying women as water point caretakers. He believes that women will be more efficient than the men because they live next to the water points, are more concerned of keeping water points tidy and clean and manage money better.

(ii) Example of gender responsive interventions

By employing female SPS supervisors/managers in some of the towns where the company operates a SPS, SPS contractor in Cabo Delgado can be considered to have a gender-responsive focus of the employment of SPS supervisors/managers (see Table 1). The operator has also provided internships (and later employed) for female plumbers thus encouraging women to carry out work normally considered the domain of men the water sector. This is can also be considered a gender-responsive intervention (see Table 1).

c. Sanitation and hygiene in schools

The construction of "female friendly toilettes in schools" component of the PO75 project (with the support of the Dutch Development Organisation SNV) increases gender equity with regards to access to sanitation facilities for boys and girls. Overall, public sanitation facilities in Mozambique are not gender sensitive with more space being provided for men's urination than women's menstrual hygiene

needs⁹. This example counterbalances this trend and is an example of a gender-sensitive practice (see Table 1).

4.2.1.2. Gender responsive or transformative practices implemented by development partners

SNV is developing an accountability tool to increase the participation and decision-making of women and men with regards to management of SPS in small towns. As mentioned in Table 1, this is an example of a gender responsive intervention as it seeks to empower women and men with regards to decision-making over the management of SPS.

Under the auspices of a World Bank project, AIAS has developed a project-specific gender-based violence and sexual harassment policy. This policy and practice that actively confronts norms that are supportive of violence against women is an example of a gender-transformative practice (see Table 1).

4.2.1.3. Recommendations

The recommendations for the P075 project are of two types: (1) core interventions that are part of an institution's permanent regulatory set up; and (2) Supportive program interventions that promote gender equality through training, sensitization and specific targeted actions. Both types of interventions are necessary to promote gender equality in a transformative way.

a) Core interventions

(i) Implement Gender Planning and Budgeting (GPB)

Gender Planning and Budgeting is a key tool for integrating gender equality and promoting social inclusion in government policies and interventions at all levels (from community to national level and beyond). GPB ensures a consistent approach to gender mainstreaming and transformation and avoids *Ad hoc* interventions. GPB helps to monitor progress towards gender equality at all phases of the planning and budgeting cycle. As the Mozambican National Gender Strategy for Public Service states GPB “means analyzing the budget process and

⁹ Based on consultant observations of public buildings across Mozambique (including the ARA Norte offices in Pemba being constructed with support by EKN).

incorporating a gender perspective at all levels of the budget process - planning and budgeting”¹⁰

Although GPB is a key intervention/tool to promoting gender equality used by Mozambican government, AIAS finance and planning staff are not aware of it¹¹. Without GPB, it is difficult to promote gender transformation on a sustainable basis in an institution. When Gender Planning is part of a weekly, monthly, quarterly, and annual planning process of an institution, all staff members put on their gender glasses when planning any activity by reflecting on the implications of the activity on both women and men, and how that activity can be structured in order to promote gender equality. When GPB is implemented, gender is mainstreamed throughout an institution and gender specific activities - such as those identified in the Gender Strategy - are planned, budgeted, implemented, monitored and evaluated, then reported on. In an institution such as AIAS, the planning department has a key role in promoting gender equality as the entity responsible for the planning process. As it is a key institutional intervention, it is important to provide planning and finance staff with GPB tools and training.

It should be noted that monitoring is an integral part of GPB. Not only is it important to collect sex-disaggregated data with regards to AIAS (and EKN) direct interventions, it is also critical to ensure that sex-disaggregated data is collected on indicators relevant to the water sector, as is mentioned in Appendix 7 c.

(ii) Introduce gender sensitive procurement (including EKN gender sensitive audit of partners’ gender sensitive procurement)

AIAS does not directly operate the SPS in rural towns and thus, does not interact directly with the final beneficiaries – the women and men, girls and boys that use the small town’s SPS. The operations are carried out by private SPS operators. The operators have been selected through the Mozambican national procurement process. Currently, AIAS (with the EKN support) attempts to influence the private operators through gender training and encouraging the operators to develop and implement gender action plans. However, the contracts (including the terms of reference) between AIAS and the operators do not include any clause linked to the promotion of gender equality and/or women’s empowerment. Therefore, while AIAS (with EKN support) are encouraging the operators to promote gender

¹⁰ Conselho de Ministros (CdM).2020. Resolução No 39/2020 de 8 de Julho de 2020. .Estratégia de Género na Administração Pública 2020-2024.

¹¹ One of the consultants has found in her research that few institutions implement GPB and few planners understand what it is

equality through training and back-up support to gender action plans, the institution has no legal means to put pressure on the operators to develop or carry out the gender plans. If, for example, the development of Gender Action Plans was included in the Terms of Reference of the contracts of the SPS, AIAS would be able to put additional pressure on the operators to develop gender action plans by referring to the contract. While the Mozambican legal regulation of contracting private operators does not include the promotion of gender equality, this does not preclude AIAS from including activities linked to promotion of gender equality in the terms of reference of the contract. However, AIAS' oversight will not be as compulsory as would be the case if the national procurement legislation included promotion of gender equality.

A useful resource that EKN can refer to for improving gender procurement is the ILO (International Labour Organisation) and UN Women (United Nations Entity for Gender Equality and the Empowerment of Women) framework for gender responsive system. The framework highlights the complex eco-system of a gender responsive procurement system showing the six main clusters of actors in such a system (see Figure 3 below).

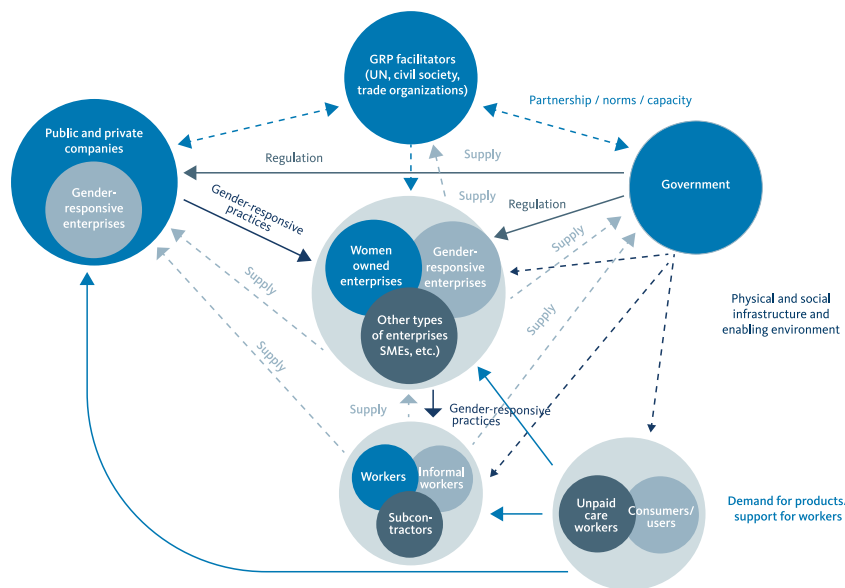


Figure 3. Gender-responsive procurement system¹²

¹² UN Women and the ILO.2021. Rethinking Gender-Responsive Procurement: Enabling an Ecosystem of Women's Economic Empowerment: p. 12

A gender-responsive procurement ecosystem

Figure 3 illustrates six clusters of actors in a gender-responsive procurement ecosystem, showing the multiple roles and relationships that actors have in procurement. Gray dashed lines refer to relationships between suppliers and buyers. The main large buyers are governments, enterprises and organizations that play a dual role as buyers and facilitators of gender-responsive procurement, like the UN. The cluster in the centre-women-owned enterprises, gender-responsive enterprises and other types of enterprises-can supply directly to these buyers. Workers, informal workers, and subcontractors supply to these businesses, but they also sometimes supply directly to the large buyers. Of course, nothing would be possible without the contribution of care work. Consumers, who include the many women that bear the disproportional brunt of care work and domestic reproduction that supports workers, drive demand (shown in grey with the turquoise lines). Blue lines in different shades represent relationships that aren't necessarily transactional but are still related to procurement.¹³

EKN can support AIAS (and the Ministry of Public Works, Housing and Water Resources) to:

- introduce and carry out oversight procedures considering the gender-responsive procurement system (Figure 3 above);
- include gender equality in the terms of reference for private operators of small piped systems; and
- together with cooperation partners, support to develop a legal framework ensuring gender equality and social inclusion in the procurement process.

(iii) Develop and implement gender-based violence and harassment policies

Women are vulnerable to illegal and coercive practices leading to sexual extortion (sextortion) around water and gender-based violence¹⁴. In male dominated workplaces such as water utilities, sexual harassment is common. The Gender Strategy for the Ministry of Works, Housing, and Water Resource is currently developing a Gender Strategy that will include a gender-based violence and harassment policy.

The World Bank SPS project implemented by AIAS, has developed policies to prevent sexual harassment at project level. EKN and World Bank can support AIAS in developing an encompassing gender-based violence and harassment policy for the institution that is not limited to a specific project. At local level, AIAS can link up

¹³ UNWomen and the ILO. 2021: p. 12

¹⁴UNDP-SIWI Water Governance Facility (2017). Women and corruption in the water sector: Theories and experiences from Johannesburg and Bogotá. WGF Report No. 8. Stockholm: SIWI. Available: [wgf-report-no-8_final-web-edited.pdf \(siwi.org\)](https://www.siwigo.org/publications/water-governance-facility-report-no-8)

with local organisations working against Gender Based Violence to tap into local resources and to ensure that impact is felt on the ground, where it matters the most.

(iv) Support the elaboration and implementation of Ministry of Public Works, Water Supply and Water Resource's new Gender strategy

EKN can share its own and partners' positive experiences of promoting gender equality in the water sector within the Ministry. The strategy elaboration process is an opportunity to promote gender sensitive procurement, among other key aspects. Following the Mozambican Government's approval of the strategy, EKN can support its implementation with regards to interventions relevant to EKN projects.

(v) Apply Gender transformative monitoring and evaluation of EKN programs (see Appendix 7)

Monitoring and evaluation (M&E) enhance the effectiveness of an intervention by establishing clear links between past, present and future interventions, and results. It considers conditions ante to a particular intervention and assists in reporting progress in reaching the set goal and objective. It also makes it possible to identify and address bottlenecks as well as assist with harvesting relevant information which could be used to redress or re-orient existing programs or inform future interventions. Without monitoring and evaluation, it would be difficult, if not impossible, to judge if work is heading the right way, whether progress and success could be claimed, and how future efforts might be improved.¹⁵

The following recommendations are formulated:

- EKN to undertake regular field visits with AIAS
- EKN to take stock of the number of women involved in the various processes
- EKN to undertake own stakeholder consultations or feedback process to assess the service rendered by AIAS with their support
- EKN to ensure they have oversight over (if not drive the process of) setting up and running a Monitoring & Evaluation system to measure progress

b) Program supportive interventions

Program supportive interventions promote gender equality through training, sensitization and targeted actions. A set of key interventions for the AIAS support project is presented below.

¹⁵ [Microsoft Word - UNISDR M E Framework Draft \(1.0\).doc \(preventionweb.net\)](#)

(i) Gender training for all

The AIAS experience shows that there is a need for recurrent gender training for staff members. This training should include Training and Sensitization on both Gender Budgeting and Planning and Gender Based Violence (GBV) and harassment. Such training program should cater for feedback from women as they are better placed to indicate what is best for them. Possibly, the training can learn from experiences of a gender training package/tool being developed by SNV based on experiences from Bhutan.

(ii) Sensitization to promote changes of social gender norms

Social gender norms are a major barrier to gender equality (see Appendix 3a). Norms limit women's voice and decision-making power and increase time they spent carrying out water related activities (carrying water, heating up bath water, washing clothes, washing children etc.). Sensitization and awareness campaigns that encourage men and boys to become champions and ambassadors for gender equality through assuming equal responsibility for water supply and use in the household and in the community can contribute positively to gender transformation. Similar sensitization also needs to be directed to women encouraging them to share their water responsibilities and raise their voice with regards to water governance.

Such social behavioural change communication campaigns conducted throughout Mozambique could result in changes of the expectation that only women are responsible for water carrying, with men taking on equal responsibility for household water supply. In this scenario, the water burden of women would also be reduced.

Training with regards to social gender norm transformation for both men and women also needs to be recurrent, inclusive and to occur at all levels (community to national, local association to national institution). The training could use digital information systems and facilitate contacts with local gender trainers. Such training could include:

- Preparation of gender norms change education materials to share with private operators and public entities;
- Providing AIAS and private operators with contacts with local trainers and organizations (e.g. working against GBV);
- Creation of national awareness campaigns pointing out with concrete examples the differences on the workload that a typical day makes for men and women with regards to their household expectations. Encourage women to contribute to WASH as technical support/experts through internship programmes.

(iii) Promote gender equity in water professions by encouraging female technicians through internships

Most water technicians at local, town and national level are men (see for example the staff composition of AIAS in Appendix 6), but young women are increasingly graduating from technical schools (See Appendix 2 Table 2b). However, they lack practical experience which limits their access to employment opportunities.

Currently the Mozambican Government has an employment freeze. This limits the opportunities for new female graduates of technical and professional institutions to join their male counterparts in the water-related fields in the public sector.

Provision of internship for female graduates will facilitate the entrance of women into the water sector labour market and restore the balance.

Supportive interventions include:

- Strengthen/continue EKN's support to facilitating employment/internships for female water technical students; and
- Encourage SPS private operators to provide internship opportunities for female plumbers and other water technicians in line with the experience of the Cabo Delgado Private SPS Operator.

(iv) Encourage water institutions to include female finance and administrative staff on field visits

Currently, field visits to SPS and other water infrastructure are mainly carried out by technicians a majority of whom are men (see e.g. Appendix 6). In so doing, the visits perpetuate the mindset in the communities that only men can provide technical support water systems. Inclusion of women in the field visit team will not only contribute to changing this viewpoint but also allow for a female point of view to be considered in matters concerned water investments. In many communities, women may also be hesitant to raise their concerns in front of a male stranger due to social gender norm limitations. A female colleague could facilitate such communication. It is noteworthy that the finance and administrative staff of AIAS have more than a basic understanding of the technical side of water management because of their work and therefore there is a range of areas for them to contribute based on their professional experience.

(v) Provide gender inclusive participatory management training for AIAS Small Piped System Private Operators

Participatory (non-hierarchical) management practices facilitate temporary substitution of a staff member temporarily due to pregnancy or illness. This

recommendation is based on the experience of the Small Piped System visited in Cabo Delgado.

(vi) Develop a gender sensitive stakeholder engagement strategy for Small Piped Systems in small towns

Currently there is no stakeholder engagement strategy for the SPS in small towns. This limits the opportunity for both women and men to contribute to the development of a system that would suit their needs. The visits to the towns Buzi in Sofala Province and Chiure in Cabo Delgado Province showed that there is a lack of stakeholder engagement in the small town urban water sector. In the case of Buzi, the existing boreholes for the SPS contain water that is not fit for human consumption due to high manganese content. AIAS and the district government are carrying out studies as to how to overcome this hurdle. But there is no process through which the local population is informed about these efforts on a regular basis by the SPS operator, the District Government or AIAS. In Chiúre, as described above, the SPS operator communicated directly with the neighborhood Secretaries who were not gender sensitive in their proposals of public water point caretakers. The existence of a gender sensitive stakeholder engagement strategy or procedure could have been a practical tool for the operator.

SNV plan to develop a community accountability tool for SPS to ensure that women and men in towns exercise greater oversight of the SPS, is possibly a tool/strategy that could be used as a prototype for the sector. It is recommended that EKN follow up on this initiative.

4.2.2. SASB Capacity building

EKN provides support to SASB (*Serviço Autónomo de Saneamento da Beira*), the Autonomous Services of Sanitation of Beira) through Institutional capacity building and in the development of tertiary drainage in the city of Beira. This project is managed by VNG International, an International Cooperation Agency of the Association of Netherlands Municipalities.

Beira city, as it lays below the sea water level, is under severe stress with regards to water drainage and this was exposed during the Idai Cyclone 2019. The EKN support consists of three pillars: (1) improved operation and management of drainage (and sanitation) and the overall service delivery by SASB; (2) development of pilot interventions on tertiary drainage in flood prone neighbourhoods; and (3) capacity development within the Municipality of Beira and SASB to better

coordinate aid interventions in Beira. The project which is implemented with support of VNG International is in its inception phase.

As the project is still in an inception and project development phase, the consulting team visited two potential partners for the pilot interventions with regards to tertiary drainage to learn from their experience on community engagement in wastewater management.

Two community organisations were interviewed in Beira: the non-governmental organisation (NGO) FACE de Água e Saneamento and the community-based organization (CBO) CERECIDE.

4.2.2.1. Key findings of community sanitation and wastewater management initiatives

The NGO FACE has carried out gender analysis in urban communities to improve waste management and as such, their interventions have become more gender sensitive/responsive (see Table 1 for an explanation of the definitions). One approach cited was the participatory research they carried out amongst female traders in an urban market before FACE built a public latrine considering the specific needs of the women. This intervention is deemed as gender-sensitive because it engaged the market women in the definition of their needs and the design of the public latrine constructed in the marketplace.

The CBO CERECIDE recruited women from the townships to help with cleaning of drainage ditches. Initially, they encountered resistance in the communities because the work of cleaning drainage ditches was not deemed appropriate for women, but they persevered and were paid a small amount of money for their work. This intervention can be considered as gender-responsive as it focused on increasing the participation of women in drainage ditch brigades, a task that can be considered as a task for men.

The SASB project plans to engage community members in neighbourhoods to identify, design and implement decentralized approaches to waste water management. This approach has a gender-responsive potential if the implementing organization, as per intention, manages to engage both women and men in the design and management of the wastewater control approaches. An intention of the project is to increase women's participation in income-earning activities linked to waste management and drainage. Engaging women in income earning activities with regards to waste management and drainage can be considered a gender responsive initiative.

The community components of both the FACE initiative and the planned SASB project can be considered as gender transformative as opposed to the traditional infrastructure-focused approach to sanitation and wastewater management since the interventions focus on the identification of socially inclusive solutions.

4.2.2.2. Recommendations

a) Core gender interventions

It is recommended that EKN and its SASB partner review and endorse the following **core gender** interventions as described in the section on AIAS (please refer to 4.2.1.3.1) to ascertain the level to which these can be included in EKN support to SASB:

- Apply Gender Planning and Budgeting (GPB);
- Apply Gender sensitive procurement (including audit of partner gender sensitive procurement by EKN);
- Develop and implement gender-based violence and harassment policies;
- Support the elaboration and implementation of Ministry of Public Works, Habitation and Water Resources' new Gender strategy.

b) Supportive interventions

In addition, it is recommended that the following supportive interventions are included:

- Provide Gender training for all.
- Apply Sensitization to promote changes of social gender norms.
- Apply Gender transformative monitoring and evaluation of EKN programs (see Appendix 7).

(c) Specific recommendations

Currently, the SASB project is in inception phase, hence it is difficult to assess the gender focus of its components. However, based on information from the field visits, it appears that the proposed community sanitation and wastewater management component has potential to be to be gender responsive and possibly transformative, and thus it is important that EKN encourages VNG International to document and share amongst development partners not only its results but also the process used to develop the tertiary wastewater management pilots.

4.2.3. ARA Integrated Water Resources Management Fund

EKN provides support to Integrated Water Resources Management at the decentralized level (Zambezi Valley, Cabo Delgado), the transboundary level (Incomati-Maputo River basins) as well as at the central level (MOPHRH). EKN provides institutional support to the Regional Water Administration (*Administração Regional de Águas*) Ara-Centro and ARA Norte Messalo Montepuez. EKN also supports the secretariat of INMACOM – the Incomati-Maputo Watercourse Commission Secretariate located in Eswatini.

The ARAs are regional institutions under the administration of the Ministry of Public Works, Housing and Water Resources, holding the mandate to manage river basins in a sustainable way, controlling the levels and flows and providing water use rights. They also propose the definition of protection zones according to the law. The regional ARAs are supposed to include Municipalities in the management of river basins, in order to improve the quality of water and increase the benefits of sustainable water management for the urban population.

4.2.3.1. Key findings for ARAs

a) Human resources

Technical occupations tend to be perceived as ‘masculine’, whereas caring occupations are often labelled as ‘feminine’¹⁶. In general, there are less female water technicians or engineers than there are male engineers¹⁷ while women usually occupy administrative and finance roles. This is seen at both ARA Centro Pungue and ARA Messalo Montepuez, as all administrative and finance staff are women. At the Pungue division of ARA Centro, there are three (03) male water technicians/engineers and no women engineers. At ARA Norte Messalo Montepuez, there are 2 male water technicians and 1 female water technician. These positions are paid by the Mozambican Government budget.

As an example, staff from ARA Sul (interviewed virtually) underlined, similarly to the ARA Centro Pungue staff members, the value of including female technicians as they would facilitate the communication with female community representatives

¹⁶ Cecilia Alda-Vidal, Maria Rusca , Margreet Zwartveen , Klaas Schwartz & Nicky Pouw (2017): Occupational genders and gendered occupations: the case of water provisioning in Maputo, Mozambique, Gender, Place & Culture, DOI

¹⁷ As shown in Appendix 2 Table 2 b, more and more women are joining technical training at basic to higher levels

during field visits. ARA Centro Pungue had a positive experience of 2 short term female technicians and regretted that the institution had not been able to secure financial resources to retain them as staff.

The ARA Norte Messalo-Montepuez has contracted three new female technicians with EKN support which increases the technical capacity of the institution and increase female participation. The technical staff members appreciated increase of technical experience and expertise provided by the new recruits. The female technician also considered positive not being the only woman in the technical team. This targeted recruitment of female water technicians by ARA is an example of a *gender-responsive* intervention.

b) Enabling environment (Ara Centro & Ara Norte Messalo Montepuez)

Neither ARA Centro nor ARA Norte has gender strategy documents or legal framework to promote women's participation and female voice. While ARAs' representatives explained that they would like to see women participating in the meetings, and that they believe that women are main water users, no effort has been made to ensure that female representatives are able participate to an equal extent (or more) than men. This way of functioning can be considered as gender sensitive.

c) Recruitment (selection) method of community members as part-time water level readers (ARA Norte Messalo Montepuez)

ARA Norte Messalo-Montepuez contracts community members on a part-time basis to act as water level readers to regularly measure the level of the rivers. The readers are selected based on recommendations by community leaders (ARA Norte asked the community leaders to identify good candidates). The readers receive basic protective gear and a small stipend. Of the 30 community water readers, only 1 is a woman – this woman is also part of the District Administration staff, and she carries out readings in the district administration. ARA Norte Messalo-Montepuez has not made any effort to intentionally recruit female candidates from the communities. As an ARA representative noted, women are the major regular users of the river water - for example when they wash clothes – flood warnings by a female water level reader may have a greater impact than similar warning by a male water reader. The recruitment process of water level readers is an example of a gender insensitive intervention.

d) Community outreach: River basin committee meetings (Ara Centro & Ara Norte)

In accordance with Mozambican legislation, the ARAs should meet at least once a year with water users in their river and catchment area who form part of the river basin committee. The users are representatives of district, community, and key users (such as water boards, large commercial farms and mines). Unfortunately, due to financial constraints, the ARAs usually only hold one meeting with the committee per year – usually at the time when the meteorological institute publishes rainfall previsions for the coming rainy season.

In the case of both ARA Centro and ARA Norte Messalo Montepuez, the main representatives are men. Sometimes, a female President of an agricultural association or a female District Administrator may participate in the meetings. The ARA has not employed any targeted approach to ensure women's participation in the committees. Community outreach is an example of a gender insensitive intervention.

Furthermore, the committee members are supposed to be a link between communities, water users and ARA but there are no established mechanisms to provide feedback. For instance, the ARAs are not able to assert the extent to which the committee representatives inform their constituencies about the results/outcomes of the meetings.

e) Sexual harassment policies-ARA Sul

ARA Sul has developed a Gender Strategy and is in the process of developing a Sexual Harassment Policy. Sexual harassment and gender-based violence (GBV) policies and interventions encompass changing of gender social norms and decision-making power. Such policies have a gender transformative potential (see Table 1 for detailed explanation).

4.2.3.2. Key findings for INMACOM

The newly established INMACOM regional water basin commission secretariat has not carried out any gender analysis of the river basins, nor developed any gender action plan. The male staff members of the secretariate have not had any gender training. Currently the interventions of the secretariate can be considered to be gender insensitive.

4.2.3.3. General recommendations

a) Core interventions for ARA

It is recommended that EKN and its ARA partners consider the following **core gender** intervention:

- Apply Gender Planning and Budgeting (GPB)
- Apply Gender sensitive procurement (including audit of partner gender sensitive procurement by EKN)
- Develop and implement gender-based violence and harassment policies.
- Support the elaboration and implementation of MPWHWR' new Gender strategy by developing a gender action plan considering the new strategy and ARA specific issues
- Provide Gender training for all
- Apply Sensitization to promote changes of social gender norms
- Apply Gender transformative monitoring and evaluation of EKN programs (see Appendix 7)

With respect to GBP, gender sensitive procurement, GBV and Harassment policies, it is recommended that EKN supports a process of exchange of experience across other ARAs (ARA Centro, ARA Norte Montepuez-Messalo, and ARA Sul) as they face similar challenges with regards to gender transformation.

For a more complete description of the core interventions, see the AIAS section.

b) ARA specific supportive interventions with regards to gender sensitive stakeholder engagement

(i) Ensure participation of female stakeholders at annual water user meetings

Currently, there is limited exchange of information and feedback between ARAs and water users – usually only 1 annual meeting is held with community representatives, of whom a majority are men. It is recommended that EKN supports the increase of the number of in-person meetings and a special effort is made to include female stakeholders. The agenda needs also to be gender – sensitive and provide opportunities for the participants to raise concerns of both women and men.

(ii) Develop digital tools to facilitate communication between ARA and key stakeholders, with special attention to female stakeholders

This recommendation translates into promoting innovative Information technology communication solutions (e.g. establishing and managing WhatsApp groups or any other interactive platforms fostering communications between two or more parties) for client feedback amongst the ARA partners. Special attention should be paid towards reaching female stakeholders, and specifically regarding their access to mobile phones and plans to have access to data.

c) INMACOM: Interventions

There is a need to strengthen the institutional gender capacity of INMACOM starting with gender training of the INMACOM team. As the secretariat does not understand the gender dynamics of the river basins, there is a need to carry out a gender analysis and develop a gender strategy/action plan for the basin. Combining the gender training with participatory gender analysis for the small team would ensure that all team members understand the gender complexities of the rivers basins and can develop relevant gender sensitive, responsive, and transformative interventions.

In addition, it is recommended for the Secretariat to:

- Introduce and apply Gender Planning and Budgeting (GPB)
- Introduce and apply Gender sensitive procurement (including audit of partner gender sensitive procurement by EKN)
- Develop and implement gender-based violence and harassment policies
- Apply Sensitization to promote changes of social gender norms
- Apply Gender transformative monitoring and evaluation of EKN programs (see Appendix 7)

4.2.4. Ibo Community Recovery and Resilience project

4.2.4.1 Key findings

This project is implemented by United Nations Children’s Fund (UNICEF) and focuses on Ibo District Community Recovery and Resilience – a Child-focused Approach to increase Access to Basic services and strengthen social cohesion. This project’s intention to carry out gender-sensitive interventions is clearly stated in the Project Document, which states that “UNICEF Gender-transformative programming will be integrated into the project by:

“Shaping gender norms, supporting gender-based violence services, attitudes and behaviours in the earliest life cycle of children, ensure barriers and bottlenecks are identified and tackled in all life-cycle stages, increase work with men and boys to

counter gender inequality, utilize peer-to-peer clubs to increase appropriate interpersonal contact between girls and boys.”¹⁸

The log frame of the project can be considered *gender sensitive* (see Table 1 for definition) as it specifies the number of boys and girls or male or female caretakers that will be targeted by the project’s activities. The sanitation facilities that will be/are under construction are gender sensitive and inclusive. With regards to girls, the project will promote menstrual hygiene health and safe sanitation practices and the provision of menstrual management materials to menstruating - aged girls.

According to the log frame, gender-sensitive spaces will be developed to provide access to “protection support, vocational and life skills training, parenting programme, focused mental health and psychosocial support interventions and case management”, and as such, these interventions can be considered gender transformative as they actively confronts norms supportive of violence against girls and women (see Table 1).

Currently, a small piped system for Ibo Island is still under procurement/construction. It is not clear how it will be operated/managed.

4.2.4.2. Recommendations for supportive interventions

These include:

- With AIAS support, encourage the Small Piped System Private Operator selected to manage Ibo Island system, to elaborate a Gender Action Plan and provide gender training which includes social gender norm sensitization
- Encourage SPS water operator to facilitate internships of female plumbers
- Provide gender inclusive participatory management training for the Small Piped System Private Operator selected to managed Ibo Island water system.
- Develop a gender sensitive SPS stakeholder engagement strategy for Ibo Island

4.2.5. General recommendation towards gender transformative monitoring and evaluation of EKN programs

Overall, EKN should ensure that its monitoring and evaluation (M&E) system is sensitive to gender transformation through applying gender lenses when developing

¹⁸ MINBUZA-2023.854684 4000006691 - SASB - Publieksbemo 220000160_opendata: p 12

the tools (questionnaires), constant review and revision of all logical frameworks or addition of new reporting formats, as relevant. Qualitative indicators are important tools to follow up on gender interventions and results. Partners should also be encouraged to describe in text (and not only numbers) the results that they observe as changes of gender roles, norms and relations are not easily quantified. Please see Appendix 7 for a presentation of three different approaches to monitoring gender within WASH and IWRM.

4.3. Gender focus on similar water projects in other countries: Good/Best practices

In this section, some examples of good/best practices or projects, implemented in countries with similar context pertaining to legal framework based on the literature review and SIWT's own practice, are listed in the below table.

Table 2. International examples of Good Practices of Gender Integration and Transformation

Scale of gender transformation	Area of program / intervention	Countries	Highlights	Applicability/recommendations for EKN projects
Gender sensitive	<u>RISE delivering Nature-based solutions</u>	Indonesia and Fiji	De-centralised system and empowerment of communities; Inclusion of communities as part of ecosystems; Inclusion of traditional knowledge from communities combined with technical expertise and technology fosters co-design and inclusivity and creates community buy-in.	Beneficial to the EKN support to SASB relating to inclusivity and fostering participatory approaches with community
	<u>Female-friendly public and community toilets: a guide for planners and decision makers</u>	Bangladesh, India, Nepal, and Tanzania	Participatory approach System for feedback from stakeholder after deliver of guidelines were delivered	Beneficial to AIAS and ARAs Support with developing policies and training materials as well as delivering training to communities.
Gender responsive	<u>Women in Water Utilities : Breaking Barriers</u>	Global	Provides an overview of good practices of how to increase female representation in water utilities taking an employment cycle overview including training, recruitment, retention, and promotion.	Beneficial to AIAS and ARAs Support to developing policies and practices to increase female technicians in WASH and IWRM
Gender-transformative	<u>Integrating gender in Building Resilience and Adaptation to Climate Extremes and Disasters (BRACED)</u>	Ethiopia and Burkina Faso	Community resilience strengthening, women’s empowerment, and setting up enabling environment to receive community feedback. Form gender transformative early warning committees.	Beneficial to the Support to ARAs

	<u>Qualities of transformative leaders in WASH: A study of gender transformative leadership during the COVID-19 pandemic</u>	Lao People's Democratic Republic and Nepal	Support transformative leadership for inclusive WASH through participation of women in formal institutions and the workforce.	Beneficial to the support to Ministry regarding the gender policies once the strategy has been developed. SNV aimed to build potential for transformative leadership in the Ministry of Health's Rural Sanitation and Hygiene Programme. The project invested in women's leadership skills during the Covid-19 pandemic, established networks and worked with men to increase women's voice and influence in the WASH sector. SNV will implement an adapted version in Mozambique.
	<u>Assam Integrated River Basin Management Program</u>	India	Dedicated empowerment of women to assume decision making positions and lead basin committees; Set up of a system to collect and address grievances of stakeholders.	Beneficial to the support to INMACOM, ARAs
	<u>Lilongwe Water and Sanitation Project</u>	Malawi	Set up of a robust M&E system; Set up of stand-alone and integrated indicators to measure the impact of Women's empowerment and training (including baseline assessment).	Beneficial to all EKN projects and related to the M&E system setup and running
	<u>Dhaka Sanitation Improvement Project</u>	Bangladesh	M&E system setup and running; Oversight on operators; Training of operators and female employees, career advancement; Grievance redress mechanism; Survey to test level of satisfaction of services at household levels.	Beneficial to the support to AIAS to have an over

5. Conclusion

It is not possible to have water equality in the water sector (IWRM and WASH) without water equality in the home.¹⁹

The results presented in this document drew opportunities to formulate recommendations for the perusal of the EKN in Mozambique to strengthen the efforts on mainstreaming gender and to progress towards transformation. The review of EKN supported projects identified several gender sensitive and responsive interventions and therefore, it is important to commend the EKN for their contribution towards gender equality and transformation. Although no existing interventions were deemed gender transformative according to the framework used for this study, it is noteworthy that all existing EKN project have great potential to promote transformation.

The recommended core interventions could, on one hand, contribute to creating the environment that would strengthen the capacity of the institution through which they are promoting gender equality as well as guarantee the success of the interventions. The supportive interventions on the other hand would zoom into specific programming aspects and elevate the projects as best practices for subsequent phases of existing projects or future new projects.

It is recommended that EKN undertakes to conduct deeper assessment of the level of alignment of their vision with the institution receiving their support. Furthermore, to further strengthen the gender focus of the projects, the consultants recommend the introduction of institutional wide practices such as Gender Budgeting and Planning and Gender Sensitive Procurement, provision of continuous gender training for stakeholders in all projects with special emphasis on sensitization with regards to social gender roles, and support for development of gender-based violence and harassment policies in line with other development partners and support to the future Gender Strategy of the Ministry of Public

¹⁹ Paraphrasing Claudia Golding, Nobel prize winner 2023, “ We cannot have gender equality in the labor market without gender equality amongst couples”

Works, Housing and Water Resources. Above all, great attention should be paid on social gender norms as they are invisible barriers to gender transformation that require sensitization of stakeholders at all levels in both IWRM and WASH sectors.

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Ministério de Obras Públicas e Habitação (MOPH). PRON

ASAR. 2012. Inquérito de Base 2011. Relatório Final (Agregados Familiares e Fontes de Água) Maio de 2012.

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Appendix 1. Gender definitions

The following definitions of gender concepts are from the Mozambican Government's Gender Strategy for Public Services²⁰

Gender – set of socially constituted characteristics that define behavioral patterns, norms, beliefs and expectations about the actions of women and men.

Sex – set of biological characteristics of men and women related to the female and male reproductive system.

Gender Equality – refers to the absence of discrimination based on sex, where men and women are treated equally and enjoy the same rights and opportunities.

Gender Equity – is an ethical principle that recognizes that individuals are different from each other, and therefore deserve different treatment, but that eliminates or reduces inequality of rights.

Gender equity implies a series of actions that seek fair treatment for women and men. Although equity constitutes a means to achieve equality, these concepts are not synonymous.

Masculinity – constitutes the attributes, behaviors and roles associated with boys and men. Masculinity is socially defined and, although it may also be associated with a biological determinant, it is distinct from the definition of biological male sex.

Gender transversality – is an imperative for the development process. It focuses on the systems, processes and norms that generate inequalities. Gender transversality is based on the idea that all spheres, systems, institutions and norms are reviewed to ensure that the principles of gender equality are reflected, regardless of the people involved in the institutions.

Planning and Budgeting from a Gender Perspective (GPB) – consists of the integration of gender in planning and budgeting, which means rationally considering the needs of women and men in the formulation, implementation, monitoring and evaluation of plans and programs in all stages of planning and political, economic and social spheres. It means analyzing the budget process and incorporating a gender perspective at all levels of the budget process - planning and budgeting, to promote gender equity and equality, without creating a separate plan or budgets or allocating additional resources to a plan or sector.

²⁰ Conselho de Ministros (CdM).2020. Resolução No 39/2020 de 8 de Julho de 2020. .Estratégia de Género na Administração Pública 2020-2024

Appendix 2. Gender and Water in Mozambique

A. Overview of gender and water at household level

The following overview of gender roles, norms and relations with respect to water, hygiene and sanitation is based on previous field research on gender and WASH in Mozambique and on personal experience from the rural WASH sector.

Gender roles, norms and relations shape access and use of water and sanitation. In general, women are responsible for ensuring access and availability of water for the household including collecting water at the nearest water point, washing clothes in unprotected streams, washing dishes, using water to wash young children and to prepare food for the family. A study from 2011 found that women collected water 93% of the times in rural Mozambique²¹. Carrying water from a water point to the homestead starts early. Young girls are taught to carry water before they start school; sometimes their brothers may also carry water. Collecting water is what a woman does and as such it is so common that the effort to carry water almost becomes unseen. A woman is the final link in the water supply chain. If men carry water, they often use a bicycle or cart to transport larger quantities of water. They may fetch water further away and sell part of the water to neighbours to earn a little money.

Men are responsible for digging pit latrines and constructing the latrine. It is rare for a woman to dig a pit latrine. Hence, any programme aimed at construction of improved latrines to improve sanitation, will involve men. However, women tend to use latrines and sanitary facilities more than men, both because of menstruation, but also because they often accompany small children. Traditional and improved latrines need to be repaired, and often rebuilt after the rainy season.

In many households, men are responsible for earning income for the family. Thus, they are responsible for most family expenses, including any payment for WASH services. However, as they are not responsible for supplying water to the family, they may not prioritize paying for water although water is known as “the precious

²¹ MOPH. PRONASAR. 2012. Inquérito de Base 2011. Relatório Final (Agregados Familiares e Fontes de Água) Maio de 2012.

liquid” throughout Mozambique. The extent to which a woman can influence a family’s decision with respect to water payment varies, but in most households, men are the main decision-makers.

Often, women make up a majority of members of community committees, such as WASH committees. They tend to attend meetings more regularly than men. However, a man is usually selected/elected as the chairperson of the committee. A woman may be elected to be the treasurer, as women are generally considered better at managing/taking care of money. However, if a male president wants to use the money for a particular purpose, it is difficult for a female treasurer to refuse to provide the money, as a women should not voice a strong opinion according to gender social norms.

B. The numbers: Gender and WASH with focus on Cabo Delgado and Sofala Provinces

The Mozambican Institute of Statistics (Instituto Nacional de Estatísticas) (INE) has published updated analyses of water and sanitation based on the 2017 population census and the 2022 household budget survey. The discussion below puts the data in the context of gender and WASH. As mentioned in the report by UNICEF and WHO on progress of WASH since 2000, a major problem with most national statistical data is that it is only available on a household basis and not on an individual basis which would facilitate an understanding of how women and men fare differently with respect to WASH²².

What do the numbers tell us?

- Percentage of female headed households

Knowing the percentage of the proportion of female headed households can not only tells us the number of women who are considered the “head of household” by the family and the community, but also the number of households that have fewer number of adults. A large majority of men in male headed households are either married or living with a partner, while many women in female-headed households are either divorced or widowed. With fewer number of adult household members, female headed households often have access to less labour for the many physical tasks that Mozambican households engage in (for example carrying water, working in agricultural fields).

²² UNICEF and WHO. 2023. Progress on household drinking water, sanitation and hygiene 2000–2022: special focus on gender: p. 9

Overall, a female head of household has decision-making power over household decisions. This is not the case of women in male headed households. For example, the AfroBarometer of 2021 found that 70% of male respondents make decisions on behalf of the households while only 28% of female respondents made decisions²³. This means that with regards to decisions linked to accessing water and sanitation (for example, deciding to invest in a connection to a small piped system, and using water for purposes such as irrigation) a man can make an autonomous decision with regards to the investment, while a woman usually must negotiate with her male relative. In some communities, due to social gender norms, the nominal female head of a household – for example a widow – may refer to male relative (for example a son) to represent the household.

What are some of the consequences of the unequal household decision-making for a Small Piped Systems private operator? Women are responsible for carrying water in Mozambique and thus not only suffers from the physical burden but also the time spent carrying and waiting for water. Men do not carry water – they may use carts or bicycles – and seldom wait in queue at water point (although Chiúre infrastructure representative reports an increasing number of male youths waiting at water points). A woman – who experiences the totality of water carrying burden – cannot make an autonomous decision with regards to investing in the pipe connection, she must convince her husband that this is a good idea. In many households, women may not only not make decisions, but may be hesitant to suggest to their husbands that the household should make a sizable investment such as a water connection. Men tend to be responsible for “large” investments while women are responsible for day-to-day household expenses – which may include the payment of water at the water fountain. Men, as mentioned previously, are not exposed to the physical burden of carrying water, and as such may not prioritize making a sizeable investment needed to get a water connection. Female headed households, often have access to less income than male headed households²⁴, and while they are more likely to make autonomous decisions than their married sisters, they often have access to less resources to invest in a connection.

Social gender norms that dictate that men make most decisions in households also leave little room for women to practice their decision-making capability. The norms limit women’s voices in communities and in the workplace – especially in work environments that are not conducive to open communication. Enhancing women’s

²³ Afrobarometer. 2021. Afrobarometer Round 8. Summary of Results for Mozambique 2021: p. 18

²⁴ Instituto Nacional de Estatísticas. 2023. Relatório Final do Inquérito de Orçamento Familiar - IOF 2022: p. 35

empowerment entails creating spaces – and practices – where women feel safe to raise their voices, and men are open to listening to their opinions.

Another significant difference between male and female headed households, is that 80% of male heads of households are married or live in a marital union, while only 21% of female heads of households are married. Thus, in female-headed household there are fewer adults, which affects the household's ability to carry out physical tasks such as collecting water or working on agricultural fields.

- *Illiteracy rate*

Overall women are less literate than men – this is especially the case for women over the age of 20²⁵. But as the table 2a below shows, literacy rate also varies across the country with both men and women being more literate in Sofala than Cabo Delgado. However, the literacy also hides significant generational differences: more girls are literate than their mothers – for example 70 % of girls between 15 and 20 are literate while only, 52% of women between 30 and 39²⁶. Girls and young women living in and close to rural towns are more literate than girls and young women living in more remote areas (based on observations from fieldwork).

The overall low literacy levels for both women and men demand that any information material - for example about menstrual hygiene – need to use simple language and explain using images. The low overall level of literacy also means that there is a large section of the population with limited understanding of the official language of Mozambique – Portuguese.

- *Population increase of towns and cities*

Overall towns show greater population growth rates than cities and rural areas in Mozambique²⁷. In both Cabo Delgado and Sofala provinces the population of small towns grew with 5.8% and 9.3% respectively. The relatively higher growth rate of small towns in Sofala province may be due to reclassification of some rural areas to urban²⁸. While overall there are relatively more adult men than women in urban areas (and relatively more adult women than men in rural areas) – except the for ages above 75 years old and above – in towns (not cities) there are relatively more women than men. Thus, while investment in improved water supply in small towns is of importance to both women and men, improved water supply in towns will benefit relatively more women than men than similar investment in improved water supply in cities.

- *Access to safe water and sanitation*

²⁵ INE. 2023. IOF 2022: p. 93

²⁶ INE. 2023. IOF 2022: p. 93

²⁷ Instituto Nacional de Estatística (INE). 2023b. Migração e Urbanização em Moçambique: p. 71

²⁸ INE. 2023b: p. 73

Overall access to safe water and sanitation is limited in towns in Mozambique. In Cabo Delgado less than half have access to safe water, while slightly over half of the population have access to improved sanitation. In Sofala, water access is better (86% have access to safe water), while the sanitation situation is worse – only 36% have access to safe sanitation. In Buzi town, there are only two water points with safe sweet water – the water from the small piped system is salty – and thus while the distance to a safe water point may not be far, women (and some men) must wait in queue for many hours to collect water. But overall, every other person (woman, man, child) in towns in both Cabo Delgado and Sofala do not have access to safe water and sanitation. Lack of safe water and sanitation exposes the population to water borne diseases and infections such as the Cholera outbreak occurring at the time of this study.

- *Distance to water points*

The distance to water points shows how much time a woman must spend on carrying water – the data does not include waiting in line. The data covers both urban and rural areas. If we assume that the longer distance to water points is mostly in rural areas, then women in towns need to carry water on their head for up to 30 minutes.

Even if the distance is less than 30 minutes, and a woman does not carry water every day (perhaps every other day), the impact on a woman's health of carrying a 15-to-20-liter bucket (between 15 kg to 20 kg of water) on the head during a lifetime is considerable. However, surprisingly, few studies have been carried out on this aspect. A review of studies points to impact on pain, fatigue, perinatal health problems and exposure to violence while walking to fetch water and at the water point²⁹. The study did not consider the additional dangers from wild animals (crocodiles, hippopotamuses) of using water from rivers while bathing or washing clothes.

²⁹ Geere J-AL, Cortobius M, Geere JH, et al. 2018. Is water carriage associated with the water carrier's health? A systematic review of quantitative and qualitative evidence. *BMJ Glob Health* 2018;3:e000764. doi:10.1136/bmjgh-2018-000764

Table 2a. Gender and WASH in Cabo Delgado and Sofala

Gender/WASH indicator	Cabo Delgado	Sofala
Basic provincial demographic data		
Female headed households³⁰	30.6%	22.9%
Illiteracy rate³¹		
Men	46,8	18,6
Women	74,5	49,0
Population growth rate of towns (vilas) 2017³²	5.8% (urban areas total (3,8 cidade)	9.3% (urban areas total (3,2)
Sex ratio (% men per 100% women) of towns (vilas) 2017³³ I	92%	95,5 %
WASH		
Access to safe water in towns³⁴	55,1%	86,2%
Access to safe Access to improved sanitation (toilet+latrine)³⁵	49,9%	35,8%
Distance to collection of water³⁶		
Up to 30 min	91,6%	90,6
31 to 59 min	5,5%	6,0
60 min and above	2,9%	3,4

Female technicians

There are fewer female technicians in all fields but as Table 2 b show more and more women are graduating from technical schools. From 2007 to 2017 the number of female technicians increased by 44 to 90% in the different fields of

³⁰ INE. 2023a: p. 29

³¹ INE. 2023a. IOF 2022: p. 93

³² INE. 2023b: p. 72

³³ INE. 2023b: p. 77

³⁴ INE. 2023b: p. 85

³⁵ INE.2023b: p. 87

³⁶ INE. 2023a. IOF 2022:p. 92

technical education. It is likely that this trend has continued or at the very least is maintained at same level.

Table 2 b. Ratio of female to male students in basic technical education in Mozambique³⁷

Year	Elementary technical education	Basic technical education	Medium technical education
1997	0,46	0,44	0,32
2007	0,47	0,50	0,59
2017	0,89	0,72	0,85

C. Gender and WASH at institutional level

At an institutional level, the Mozambican National Directorate of Water and Sanitation carried out a gender analysis and elaborated a draft Gender Strategy in 2017³⁸. The gender analysis pointed out the following as the key barriers:

- Few women as technicians and as leaders in the water sector
- Limited training and capacity with regards to gender at all levels
- Limited access of women to WASH services.
- Documentation and reports that are not gender sensitive.
- Planned activities don't consider the different needs of men and women.
- No Gender Budgeting and Planning

The analysis concluded that this results in high levels of gender inequality with respect to access, control and participation of decision making in the water and sanitation sector.

The draft Gender Strategy was not approved. However, the Ministry of Public Works, Housing and Water Resources has started a process of developing a Gender Strategy for the entire Ministry, including Water Resources.

³⁷ Instituto Nacional de Estatísticas. 2023c. Educação em Moçambique: pp 67-69

³⁸ Ministério de Obras Públicas e Habitação e Recursos Hídricos (MOPHRH). 2017. Estratégia de Género do Sector de Água e Saneamento 2017-202. Proposta

D. Gender in WASH and IWRM Mozambican National Policies and Strategies

Key Mozambican policies and strategies with respect to EKN support to IWRM and WASH in small towns in Mozambique are the 2016 National Water Policy³⁹, Decree 72/2020 of August 20, 2020, which defines the merger and operations of the Regional Water Administrations⁴⁰, and the National Strategy of Urban Water and Sanitation for the period 2011-2025⁴¹.

Overall, strategies are gender insensitive. The National Water Policy – the key WASH and IWRM regulatory document – is an exception as it does mention women in the introductory section discussing participation of beneficiaries, stating “Promote the participation of the communities and users of water, with emphasis of women in planning, implementation, management, use, and maintenance of the water and sanitation infrastructures.”⁴²

The Policy also mentions rural women’s important role in water provision, and the role of women with regards to families’ hygiene and sanitation. But the Policy does not refer to women with regards to urban water supply and sanitation. Nor does the Policy mention women with regards to the constitution of River Basin Committees. Neither women nor men are mentioned as important water users with regards to water user management – for example with regards to irrigation.

The Urban Water and Sanitation Strategy⁴³ makes no mention of women nor men nor of their different roles and responsibilities with regards to WASH. The strategy uses gender neutral words such as population, family, residents or habitants to describe the beneficiaries of the strategy⁴⁴. The Regional Water Administration Decree of 2020 also does not mention the role of women and men in management of water resources or the Regional Water Administrations, nor the Administrations’ duty to involve them in the river basin committees.

As the draft 2017 Gender Strategy for Water and Sanitation states: “The lack of a strategic approach to gender-sensitive issues is one of the main problems. Most of the barriers that contribute to gender inequality in the Water and Sanitation Sector are linked to limited knowledge and attitudes regarding the integration of the

³⁹ Conselho de Ministros (CdM). 2016. Resolução no 42/2016 de 30 de Dezembro. Política de Águas

⁴⁰ Conselho de Ministros (CdM). 2020. Decreto No 73/2020 de 20 de Agosto

⁴¹ Ministério das Obras Públicas e Habitação, (MOPH). 2011. Estratégia Nacional de Água e Saneamento Urbano 2011- 2025

⁴² CdM.2016. Paragraph 1.3 f)

⁴³ Ministério das Obras Públicas e Habitação, (MOPH). 2011. Estratégia Nacional de Água e Saneamento Urbano 2011- 2025.

⁴⁴ (MOPH). 2011

gender perspective (technical and leadership level) and the absence of a planning and budgeting system of the Sector that does not consider the specific needs of men and women.”⁴⁵ (own translation)

Gender insensitivity of key policy documents perpetuates the infrastructure bias of the water sector. Apart from inclusion of women in rural water and sanitation committees, the lack of regulatory instruments promoting gender equality in the sector, limits the potential gender transformative power of WASH and IWRM intervention.

⁴⁵ Ministério das Obras Públicas, Habitação e Recursos Hídricos. 2017. Estratégia de Género do Sector de Água e Saneamento 2017-2024 Draft: pp. 17-18

Appendix 3. Barriers to promotion of gender equality in IWRM and WASH

Gender transformation is a process of transforming gender norms, structures and dynamics that create inequalities in households, communities and institutions with the aim of promoting gender equality. ⁴⁶Below are presented four main barriers to gender transformation in the water sector with focus on Mozambique.

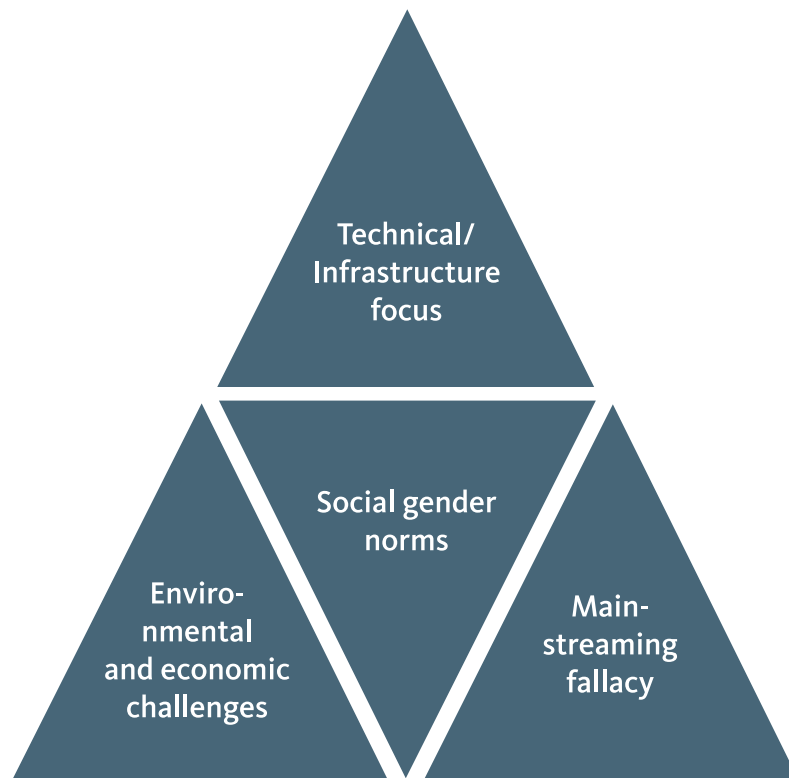


Figure i. Barriers to gender transformation

⁴⁶MacArthur et.al. 2023: p. 7

A. Social gender norms

“Gender norms are informal rules and shared social expectations that distinguish expected behaviours on the basis of gender.”⁴⁷They are closely linked to dynamics of power in social relations between men and women. Women and girls are often disadvantaged by gender norms because of the distribution of power and resources that ascribe men authority (social/political power) and the role of the breadwinner (economic power).⁴⁸

Social gender norms are a central barrier that impacts or influences the other barriers to gender transformation. For example, investment in water infrastructure is often described as “reducing women’s burden” without considering the ability (or lack thereof) of men to carry water. Carrying water is part of women’s social gender role in Mozambique, and this expectation that women will carry water is part of social gender norms. And vice versa, the expectation is that men will not dedicate equal time to carrying water as women. As one professional interviewee explained, “women are responsible for household water supply – it is our culture”.

(An alternative to building more water points to reduce women’s water burden - and a gender transformative practice - could be to carry out social behavioural change communication campaigns throughout Mozambique resulting in changes of the expectation that only women are responsible for water carrying, with men taking on equal responsibility for household water supply. In this scenario, the water burden of women would also be reduced.)

Social gender norms may not be as visible as long queues of women waiting for water, but the norms dictate for women (and not men) to queue to access water. And social gender norms also shape who makes decisions (traditionally men), who earns money (men), and who learns early how to be a good housekeeper of money and other resources (women).

Social gender norms not only shape the lives of community members – women and men, girls, boys and other genders – but also private sector partners, water sector technicians and administrative staff, district and municipality staff and leaders at all levels (including civil society). The extent to which professional head quarter staff are also influenced by social gender norms can be illustrated by a professional

⁴⁷ Marcus and Harper, 2015. Social norms, gender norms and adolescent girls: a brief guide. ODI: p 4

⁴⁸ Petit, Vincent. 2019. The Behavioural Drivers Model: A Conceptual Framework for Social and Behaviour Change Programming, UNICEF: P. 13.

interviewee who described how a female relative was shocked when her husband and sons cleared the table and washed the dishes following a weekend dinner at her home.

Social gender norms are invisible barriers to gender transformation that require sensitization of stakeholders at all levels in both IWRM and WASH sectors.

B. Technical/Infrastructure bias

Both the IWRM and WASH sectors have a technical (infrastructure-related) bias. A focus of the water sector challenges (of which there are many) is on finding a technical solution and investing large sums of money in this infrastructure solution. By focusing on finding the best technical solution – such as those that the private small piped system operator and district administration official discussed in Buzi town – non-technical challenges and solutions are overlooked. And in a gendered society as Mozambique where men are considered technical experts and women social experts, female voices are often not sought or are not considered as important as technical voices. In Mozambique there are an increasing number of female water technicians, and there are men advocating non-technical or non-infrastructure solutions to IWRM and WASH challenges, but the technical focus of the water sector hides the voices of women and men that advocate sustainable social solutions to the water sector challenges.

C. Mainstreaming fallacy – Provision of limited resources to promotion of gender transformation

Gender mainstreaming –is usually treated as a by-the-way issue that does not require additional resources in terms of money, persons and knowledge. Implementing activities that are gender sensitive may not require a lot of effort if the implementor has sufficient knowledge and resources (in terms of both time and money) in order to transform gender insensitive to gender sensitive activities. But when an institution adopts a gender mainstreaming strategy, the staff and the systems of the institution are not gender mainstreamed and hence there is a need to carry out a series of additional (new) activities that require time, money and knowledge (see Figure ii below).

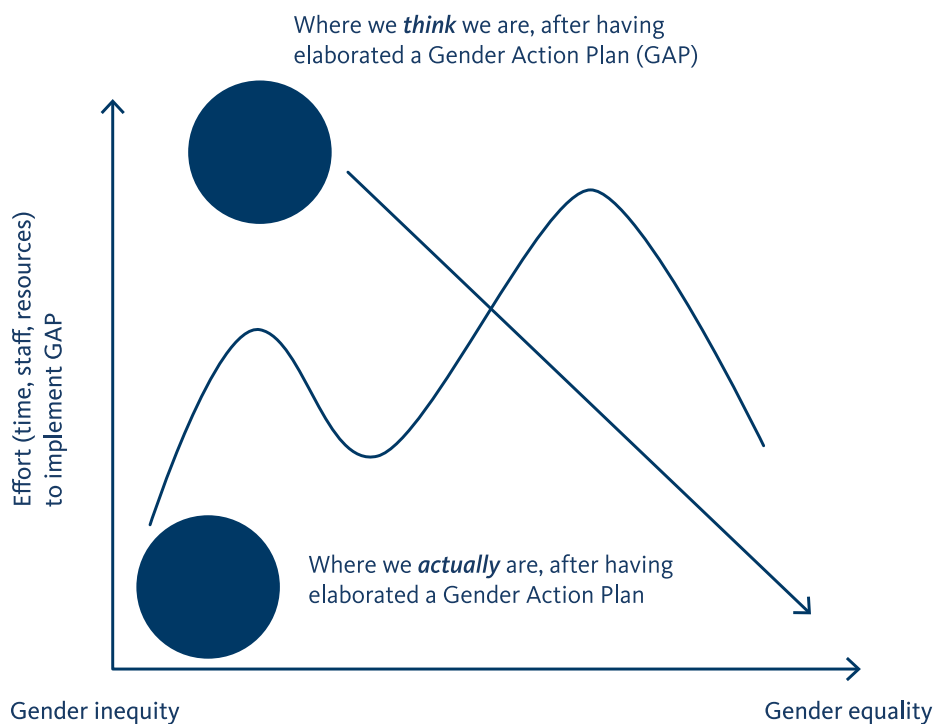


Figure ii. Gender mainstreaming trajectory fallacy

Figure ii presents a gender mainstreaming trajectory starting at an initial situation of gender inequity - at the lower lefthand corner of the diagram- with an aim of reaching gender equality - defined as the absence of discrimination based on sex, and where men and women are treated equally and enjoy the same rights and opportunities^[49] – at the righthand corner of the diagram. In simple terms, elaborating a gender policy involves both analysing the gender situation in an institution, reaching a consensus of its content and identifying a gender action plan. In many cases, after reaching such a consensus an institution is lulled into a false sense that it already is at the top of the diagram and that thereafter it is smooth sailing until the end-goal of gender equality. But in actual fact an institution requires a lot of effort and resources to achieve gender equality.

For example, AIAS has adopted a gender strategy but several of the staff members were not aware of their own responsibility for implementing the same (mainstreaming implies that all assume responsibility). And as the Gender Social Norm barrier section discusses, gender mainstreaming also entails changing staff mindsets. Gender transformation require human, technical, financial and time

⁴⁹ Conselho de Ministros (CdM).2020. Resolução No 39/2020 de 8 de Julho de 2020. .Estratégia de Género na Administração Pública 2020-2024

resources – especially at the initial stages. If not, only the relatively “easy” tasks such as counting number of women and men will be implemented and possibly specific limited interventions receiving external funding.

Another way to look at the process of integrating gender in an institution is to look at it as a roadmap towards gender equality as the figure iii below illustrates. This Gender Equality Roadmap assess the degree to which an institution is working towards gender equality.

At the beginning of implementation of a strategy or action plan, an institution usually is at 1 “Compliant” or 2 “Programmatic” but thinks it is at 4 “Integrated” because of the efforts made to elaborate the instruments such as plans, strategies, policies, etc.

This roadmap is slightly different from the analytical gender transformation framework in Figure 2, but the road signs *Avoiding* and *Compliant* roughly corresponds to the *Gender insensitive* categorization, the road sign *Programmatic* corresponds to *Gender sensitive* categorization and the *Strategic* and *Integrated Road* signs correspond to *Gender responsive* categorization while the Sustainable Road sign correspond to *Gender transformation* categorization.

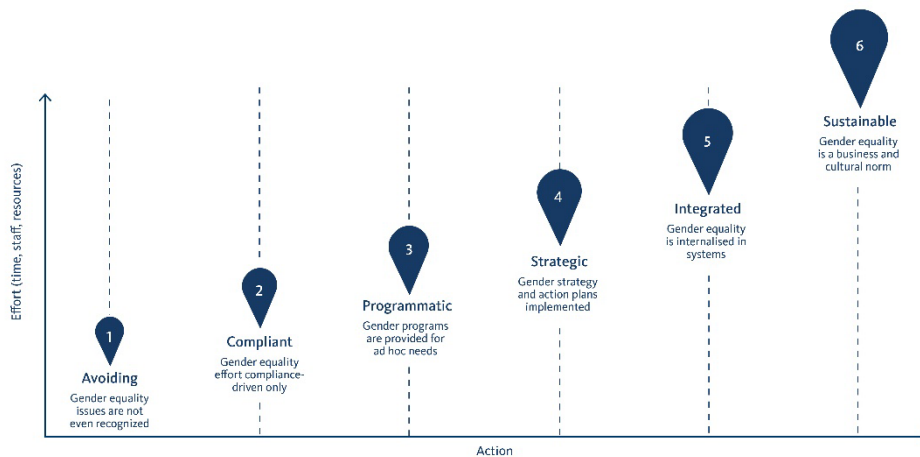


Figure iii: Gender equality roadmap⁵⁰

⁵⁰ Australian Government. Workplace Gender Equality Agency. (no date) OGender Strategy Toolkit-A direction for achieving gender equality in your organisation. P 11

D. External challenges: environmental and economic

With scarce economic resources, gender equality is usually not treated as a priority. Moreover, with competing demands on national and regional economic resources, budgets are exposed to changes that often are not in favour of issues like gender equality. However, achieving transformation will require strong investments at all phases of development. In addition, the climate change challenges that Mozambique increasingly is facing (droughts, floods, and cyclones) and insurgency in northern Mozambique, resources are diverted from development (including promotion of gender equality) to emergency response.

Appendix 4. Summary of the interviews conducted

STAKEHOLDER/TYPE OF INTERVIEW	Number of Interviews held	Male	Female
VIRTUAL OR IN PERSON INTERVIEWS WITH INSTITUTIONAL PARTNERS, COOPERATION PARTNERS AND OTHER STAKEHOLDERS			
Regional/international cooperation			
IUCN (International Union for the Conservation of Nature)	1	1	
SADC-GMI (Southern Africa Development Cooperation-Groundwater Management Institute)	1	1	
BUPUSA (Buzi, Pungwe and Save Watercourses commission)	1		1
Cooperation partner, NGO (Non-Governmental Organization)			
WorldBank	1		1
WaterAid	1		1
ADA	1	1	
BeGirl	1		2
Project partner organizations			
UNICEF (United Nations	1	1	
SNV	1	2	1
Institutional representatives			
ARA Centro	2	1	1
ARA Sul	1	1	1
AIAS	3	3	4

INMACOM (Incompati and Maputo Watercourse Commission)	1	1	
National Department of Water and Sanitation (Departamento Nacional de Abastecimento de Água e Saneamento, DNAAS)	1		1
sub total	17	12	13
FIELD VISIT INTERVIEWS IN SOFALA AND CABO DELGADO			
Sofala			
Institutional representatives			
Director do ARA Centro Pungwe	1	1	
VEI (Partnership of Dutch water operators Vitens N.V. and Evides N.V)	1	1	
Small Piped System (SPS) Operator of Buzi	1	1	1
Coordinator of local NGO working with sanitation	1	1	
Small group interview with District Administrator, Infrastructure Director and Water technician in Buzi Town	1	3	
Small group interview with SPS staff	1	2	1
Community representatives			
Focus group interview with local Community Based Organization (CBO) working with sanitation	1	1	4
Individual interview with water user	1		1
Cabo Delgado			
Institutional representatives			
Director of ARA Norte Messalo Montepuez	1	1	

Small group interview with ARA Norte technicians	1	3	3
Chiúre small piped system operator	1	1	
Small group interview with SPS staff	1	2	1
Responsible for SDPI (Serviços Distritais de Planeamento e Infraestrutura) (District Services of Planning and Infrastructure) in Chiúre	1	1	
Community representatives			
Individual interview with water user	1		1
sub total	14	18	12
TOTAL	31	30	25
% women and % men interviewed		60%	40%

Appendix 5. Categorization of WASH and IWRM interventions visited/interviewed along the Gender transformation scale

Gender transformation scale and underlying motivators	Interpretation of scale	Example of behaviour and/or actors
Gender-insensitive (welfare)	<p>Gender-insensitive governance approaches are not aware of gender or social dynamics and often only engage with men as traditional leaders.</p> <p><i>Note: excludes harmful practices but often have harmful effects and perpetuate gender inequalities</i></p>	<p>IWRM committee-local leaders with no quota nor framework for female leaders (all ARAs)</p> <p>Water level readers (ARA Norte)</p> <p>INMACOM</p> <p>Small Piped System (SPS) Private Operator (PO) in Sofala</p> <p>Small Piped System (SPS) Private Operator (PO) in Cabo Delgado initial engagement with secretary of bairros (neighbourhoods)</p>
Gender-sensitive (efficiency and equity)	<p>Gender-sensitive governance approaches focus on increasing the participation of women in leadership and committees, often through gender quotas and gender parity. These approaches rely on evidence that the involving women can increase the sustainability and</p>	<p>Female public water point managers in Cabo Delgado</p> <p>Female SPS financial managers in Buzi and Cabo Delgado</p> <p>Private Operator</p> <p>Female administrative and finance staff in AIAS and ARA Centro and Norte Messalo Montepuez</p> <p>Serviços Autónomos de Saneamento da Beira (SASB) community approach</p> <p>Experience of Associação FACE de água e Saneamento (FACE)</p>

	performance of water systems	ARA Sul Female drainage workers- CERECIDE CBO
Gender-responsive (empowerment)	Gender-responsive governance approaches purposefully aim to strengthen the empowering participation of women in leadership, technical and decision-making roles.	Support to female technician interns (ARA Norte Messalo Montepuez and SPS in Chiúre) Gender training for AIAS SPS Female SPS supervisors SPS accountability tool being developed by SNV Gender training for Provincial and District Water Department's management (SNV)
Gender-transformative (transformative equality)	Gender-transformative governance approaches aim to transform gender dynamics related to traditional gendered societal roles. Transformative governance support focuses on both women and men and actively confronts norms that are supportive of violence against women.	Sexual harassment policies- ARA Sul; World Bank project at AIAS WaterAid's requirement that <u>male</u> health professionals also participate in MHH training. BeGirl's Menstrual hygiene training for community, teachers and male and female students

Appendix 6. AIAS Staff supported by Government and Projects by Gender 2023⁵¹

Institution/Project	GOVERNMENT BUDGET			P075 SUPPORT			
	Total	% Women	% Female Director/Delegation	Total	% Women	% Female Director/Delegation	% Female WASH technicians
AIAS Headquarters	24	29%	100%	11	45%	0%	18%
P75 Consultancy team				7	29%	0%	0%
Nampula Delegation	2	0%	0%	2	0%		
Cabo Delgado Delegation			0%	3	0%		
inhambane Delegation	1	0%	0%	3	0%		

⁵¹ From P075 2023 monitoring data

Zambézia Delegation	3	33%	100%	1	0%		
Gaza Delegation	2	50%	0%	0			
Niassa Delegation	1	100%	100%				
% Female Directors/Delegates		43%					
TOTAL P075 SUPPORT (excluding consultancy team)				20	25%		
Headquarter Staff of Projects supported by other Cooperation Partners							
CERRP consultants	10	20%	0%				
Projecto de Água Segura	6	33%	0%				
Projecto de Saneamento Urbano	6	17%	100%				

Appendix 7. Examples of Gender Transformative Monitoring and Evaluation frameworks applicable to WASH and IWRM processes

Monitoring and evaluation enhance the effectiveness of an intervention by establishing clear links between past, present and future interventions, and results. It considers conditions ante to a particular intervention and assists in reporting progress in reaching the set goal and objective. It also makes it possible to identify and address bottlenecks as well as assist with harvesting relevant information which could be used to redress or re-orient existing programs or inform future interventions. Without monitoring and evaluation, it would be difficult, if not impossible, to judge if work is heading the right way, whether progress and success could be claimed, and how future efforts might be improved.⁵²

Critical factors or criteria to take into consideration when developing M&E activities are:

- The focus of the evaluation
- The source (audience) to engage
- The indicators to measure success or progress
- The frequency at which monitoring is effected
- The method

1. Definitions of Monitoring and Evaluation and related terms

Monitoring can be defined as a continuing function that aims primarily to provide the management and main stakeholders of an ongoing intervention with early indications of progress, or lack thereof, in the achievement of results. An ongoing intervention might be a project, programme or other kind of support to an outcome.

Evaluation is a selective exercise that attempts to systematically and objectively assess progress towards and the achievement of an outcome. Evaluation is not a

⁵² [Microsoft Word - UNISDR_M_E_Framework_Draft\(1.0\).doc \(preventionweb.net\)](#)

one-time event, but an exercise involving assessments of differing scope and depth carried out at several points in time in response to evolving needs for evaluative knowledge and learning during the effort to achieve an outcome. All evaluations, even project evaluations that assess relevance, performance and other criteria need to be linked to outcomes as opposed to only implementation or immediate outputs.

Reporting is an integral part of monitoring and evaluation. Reporting is the systematic and timely provision of essential information at periodic intervals. Monitoring and evaluation take place at two distinct but closely connected levels: One level focuses on the outputs, which are the specific products and services that emerge from processing inputs through programme, project and other activities such as through ad hoc soft assistance delivered outside of projects and programmes. Outcomes incorporate the production of outputs and the contributions of partners.

Feedback is a process within the framework of monitoring and evaluation by which information and knowledge are disseminated and used to assess overall progress towards results or confirm the achievement of results. Feedback may consist of findings, conclusions, recommendations and lessons from experience. It can be used to improve performance and as a basis for decision-making and the promotion of learning in an organization.

A lesson learned is an instructive example based on experience that is applicable to a general situation rather than to a specific circumstance. It is learning from experience. The lessons learned from an activity through evaluation are considered evaluative knowledge, which stakeholders are more likely to internalize if they have been involved in the evaluation process. Lessons learned can reveal “good practices” that suggest how and why different strategies work in different situations valuable information that needs to be documented.

2. Types of frameworks and uses

There are many frameworks that can be used to monitor gender transformation. Below are presented three different approaches. The first can easily be applied to individual projects or interventions following basic gender training. The second uses the gender transformation framework as a monitoring tool and is especially useful for monitoring a range of interventions or projects. The third refers to a global initiative to monitor gender within WASH.

a. A Simple Qualitative M&E framework

A simple way to monitor gender transformation is to develop indicators using the following scale: Expect to see/achieve; Would like to see/achieve; Would love to see/achieve.⁵³

For example, with regards to “Gender training of SPS operators”, the scale may be as follows:

Expect to see/achieve: The SPS operator elaborates and shares with AIAS its Gender Action Plan which includes gender sensitization of men and women in neighbourhoods (bairros)

Would like to see/achieve: The SPS operator carries out gender sensitization and shares photos of men of all ages participating in the activities

Would love to see/achieve: SPS operators report increased number of connections because men (who often is the main income earner in the family and traditionally responsible for major household investments) have an increased understanding of the importance of having water at the home because of gender sensitization of men in the neighbourhoods (bairros)

When this type of indicator is elaborated in a participatory manner, the process of elaborating the indicator also serves as way of increasing the awareness of stakeholders of the end-goal of an activity/intervention.

b. Using the Gender transformation framework

The Gender Transformation Framework presented in this study can also be used for monitoring. Table 7a shows how the framework could be used as a M&E framework.

⁵³ See for example, CARE. no date. Designing a Common Indicator Framework for CARE’s Pathways Program.

Table 7a. Categorization of EKN support with respect to terms of the “Gender transformation” continuum

Gender transformation Approach	Definition	EKN Support to Water Sector
Gender insensitive	Do not consider norms, dynamics and structures	Support to INMACOM
Gender sensitive	Acknowledge and work with existing gender norms, dynamics, and structures	Expansion of inclusive WASH facilities for girls and boy in schools
Responsive	Consider gender norms, dynamics, and structures to empower individuals	Support for employment of female IWRM technicians at ARA Norte Messalo Montepuez
Gender transformation	Actively aim to transform gender norms, dynamics and structure	

c. The Joint Monitoring Programme of WHO and UNICEF (JMP)

The Joint Monitoring Program (JMP) is developing a global framework to monitor progress towards gender equality within WASH⁵⁴. In addition to its report on progress on WASH with a focus on gender, JMP has developed several

⁵⁴ UNICEF and WHO. 2023. Progress on household drinking water, sanitation and hygiene 2000–2022: special focus on gender

methodological reports on how to monitor gender in WASH. These reports can be used as background or inspiration for developing gender indicators in WASH⁵⁵

⁵⁵ Caruso, B.A., Salinger, A., Patrick, M., Conrad, A., & Sinharoy, S. 2021. A Review of Measures and Indicators for Gender in WASH. WHO/UNICEF Joint Monitoring Programme for Water Supply, Sanitation, and Hygiene, June 2021.

Annex 1. Interviews guidelines

A. Questions to institutional representatives (AIAS, ARA, Small piped system operator)

We would like to talk to you both about your institution and the interventions that your institution carries out.

1. Can you briefly explain the work of the institution and the role it plays?
2. How are you integrating gender in your work? Can you give an example? Are you implementing a Gender strategy/other strategy? Can you give me an example? What are the challenges?
3. Based on your experience, /studies carried out what are what are the main challenges accessing your resources/services? Are these different for men and for women? Are there people who can hardly access your services/resources? Who and why? What is the situation of access to water for people living with disabilities?
4. Does your sector/institution work with communities? How? In your opinion/experience what are key cultural, social, or traditional issues that influence water decisions and water use by men and women?
5. Do you have mechanisms in place for monitoring and evaluating progress on gender equality?
 - a. Are there goals and strategies for working toward gender equality in organizational development (eg leadership, learning and development, knowledge management, programme management, resource allocation)?
 - b. Do you have the tools and training to carry out gender-responsive planning and budgeting? What kind of data do you keep on gender and water?
 - c. Have women and men achieved more equal participation in decision-making? If so, how? If not, why?
6. What are the main opportunities to enhance gender equality in the sector/institution/company (access to water, training, participation in decision-making, others?)
 - a. How could future interventions benefit men and women equally?
 - b. Are there challenges to ensure that interventions benefit men and women equally?
7. Would you like to add any other information? Thank you for your valuable time and inputs.

B. Gender analysis at community level

B.1. Questions at community level (focus groups of WASH users - women and men separately)

1. Can you tell me about your family and household (number of members – adults, children, adults, people with disabilities – whether you are married or not, whether the children attend school. What work do you do for income?)
2. What water sources do you use?
 - a. How far is it to fetch water?
 - b. How much time do you spend daily/weekly fetching water?
 - c. Who else in the household fetches water?
3. What do they use water for?
4. Do you pay for water? Who pays?
 - a. Are there challenges in the process of accessing/purchasing water? Which?
5. Do you decide on water use? Who decides?
 - a. Do you have access to the water you need? If you could access more water, what would you use this water for?
6. What sanitation resources/services do you use (e.g. latrine/open defecation spaces, public baths, laundry facilities, etc.)
 - a. What are the challenges regarding these resources/services (e.g. distances, quality, cleanliness, etc.)
 - b. Are there any risks or safety issues in using water and sanitation resources/services? For yourself or for others? If so, what is needed to improve the situation?
 - c. What is the situation when a woman or girl is menstruating? Are there adequate resources/services (sanitary boxes, etc.)? If not, what is needed to improve the situation? What are other aspects of health where water use is especially important?
7. Have you ever participated in any training or meeting about the use or management of water? If yes, can you describe it?
8. Have water and sanitation services been improved over the last 5 years? Were you consulted before this?
9. How did changes in policies and practices differently affect women/girls & men/boys? Were there changes in ideas and beliefs toward women and men?
10. What would be your suggestions to improve the water and sanitation situation in the future (access, quality, safety, etc.)?
11. Would you like to add any other information? Thank you for your participation and contributions.

B.2. Questions for communities with small piped systems (individual or small group interviews)

1. Who makes decisions with regards to the small piped system? Who manages the system?

2. If it is a water management association, how many men and how many women are part of it? Who is president, vice president, etc.?
3. Did they receive training? Who received and what type of training?
4. How do they receive payment for water? What happens with the money? Is it invested? Who decides on this?
5. What are the requirements to participate in water management? Knowledge, education, time?
6. Are there different requirements for men and women? Which?
7. Who buys water? Who carries water? Men/women, girls/boys?
8. Would you like to add any other information? Thank you for your participation and contributions.
9. What are the overall benefits of the small piped systems? How do they affect women/girls and men/boys?
10. To what extent are women suffering less gender-related violence?
11. To what extent have gender stereotypes and discriminatory attitudes towards women and girls been challenged and changed?

C. Questions to cooperation partners in WASH and IWRM

1. Can you briefly explain the work of your institution and the role you play?
2. In your opinion, what are the main gender issues in the WASH/IWRM sector? Regarding
 - a. Access to water, water use and water management.
 - b. Opportunities to use water to generate income, and to work within the sector, be a small piped system contractor?
 - c. Opportunities to access training in the sector?
 - d. Are there some women or men who hardly access water? Who and why?
3. Are there cultural, social, or traditional issues that influence water decisions and water use by men and women?
4. What are the challenges regarding water and sanitation resources/services? Is it different for men and women? Why?
5. Are there any risks or safety issues in using water and sanitation resources/services? If so, who and what is needed to improve the situation?
6. What are the existing water management and procurement processes? How do they impact men and women? How could they be improved in the future?
7. What are the main challenges to achieving gender equality in the WASH/IWRM sector?
8. What are the main opportunities in your opinion that the sector can provide to men and women (access to water, training, participation in decision-making, others?)
9. Can you give examples of projects in the sector that successfully promote gender equality and gender transformation?

10. Are there typical challenges for interventions in the sector to benefit men and women equally? How could future interventions benefit men and women equally?
11. What type of data/information/knowledge would be useful or necessary to implement gender-sensitive work in the water and sanitation sector?
12. Would you like to add any other information? Thank you for your valuable time and inputs

D. Gender analysis at regional/international cooperation level (cooperating partners in IWRM)

1. Mandate and enabling environment?
 - a. Does your organization have the mandate and enabling environment to promote gender equity? Please describe
 - b. Are there legal instruments that facilitate the mainstreaming of gender in your organization?
2. Gender analysis?
 - a. Has your institution conducted a rights-based gender analysis? Is this gender analysis translated into concrete programme/projects objectives to strengthen women's rights and gender equality?
3. Tools & Training?
 - a. Do you have mechanisms in place for monitoring and evaluating progress on gender equality? Do you have the tools and training to carry out gender-responsive planning and budgeting? What kind of data do you keep on gender and water?
 - b. Are there goals and strategies for working toward gender equality in organizational development (e.g: leadership, learning and development, knowledge management, programme management, resource allocation)?
 - c. Have women and men achieved more equal participation in decision-making? If so, how? If not, why?
4. Specifics

Could you pick one project/programme your institution is implementing. What objective (s) relates to gender quality and social inclusion? Does the project (programme) relate to the impact of the project on gender relations?

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