GENDER SCAN METHODOLOGY
FOR
WATER UTILITIES

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INTRODUCTION

Water and sanitation services provision is one of the most important factors for ensuring adequate human health and improving economic development. People need water every day, and in 2010 water has been declared a universal human right. In urban areas most people depend on the water supplied to them by utilities, either directly into the home or through a public standpipe.

Men and women tend to put different values on water depending on their responsibilities and how they use the resource. In developing countries, the majority of household tasks, including cooking, washing and laundry, are done by women, who also often manage the allocation and use of water within their household. Often women are responsible for bringing water to the house, also for bathing of all the family members. Hygiene and sanitation, for which a lot of water is needed, are important in every household and women more than men take care of hygiene. In case of sick family members women have to care for them, which reduces the time they can spend on paid employment. Furthermore cleanliness is more important for women because of their reproductive functions.

Water and wastewater utilities must meet the demand of this diverse array of customers, and to do so they must understand the socio-economic, gender, political, cultural and historical aspects of their consumer base. This is why utilities often hire professionals in a variety of disciplines to work on various technical, financial, business, human resource, customer service and management aspects of running the utility. The better the utility learns to utilise their diverse assets, the more efficient and effective they will be in delivering products to the end user. Recent research suggests that companies that mainstream gender into their operations are more profitable, competitive and efficient.

> **Gender** refers to the social and cultural differences between men and women, to their responsibilities, tasks, knowledge and foremost to the relations between men and women.
>
> Gender does not simply refer to women or men, but to the way their qualities, behaviours, and identities are determined through the process of socialisation. Gender is generally associated with unequal power and access to choices and resources. The different positions of women and men are influenced by historical, religious, economic and cultural realities. These relations and responsibilities can and do change over time

Gender diversity in the workforce stimulates more vigorous discussion on policy discussions and operational approaches, resulting in smarter business decisions. The number of women in the workforce is growing, but companies do not always recognise the implicit and explicit barriers they face in their careers. This does not only prevent women from moving forward but can also impact productivity, lead to lost revenues, and even hurt the corporate image. Companies that are able to effectively tap into the growing female workforce by offering gender-friendly policies

in the workplace and gender-sensitive products or services to external customers, are more profitable, competitive, sustainable and have a more dedicated and loyal workforce than their competitors who do not provide such policies or services. It has been found that in companies with engaged and committed personnel, who are working at the position they fit in and who feel appreciated, the work related accidents diminish with 60%, the absenteeism with 27%, whilst the production and the number of customers increase substantially.

Good governance gender aspects such as participation, transparency and accountability within water and other companies result in better time use of the personnel. This is true for women as well as men employees at different levels. Good governance and gender sensitivity will result in more pleasant working environment and, in turn, better understanding of the diversity of the customers leading to higher rates of bills paid on time, faster notification of maintenance problems, or a decrease in illegal connections and vandalism.

When a water utility manages to mainstreaming gender into its policies, practises, procedures and services it will enhance its competitiveness, maintain its profitability as well as be able to attract and retain top talent. A method to assess the level of gender mainstreaming achieved and identifying areas for improvements for a utility is through a gender scan.

The Gender Scan Methodology

The Gender and Water Alliance (GWA) has designed this Gender Scan Methodology to assist water and sanitation utilities in identifying how effectively they are mainstreaming gender in their policies, practices, and procedures, and to assist them in identifying areas where they can further strengthen gender mainstreaming. It is based on a draft version that was developed together with the USAID Environmental Cooperation-Asia (ECO-Asia) under the WaterLinks program.

Gender mainstreaming

Mainstreaming gender issues means taking into account the different implications for women, men and children of any policy, practice or procedure. During the planning and implementation phases it is important to assess who will benefit and who will lose from the planned change, taking into account the different knowledge, needs and requirements of men and women of different categories so that each one can equally benefit from the intervention and that existing inequalities are not reinforced. The ultimate goal of gender mainstreaming is to achieve gender equality.

This participatory gender scan methodology guides utility staff to determine the level of gender mainstreaming inside and outside of the utility by using both objective data as well as staff perceptions of the achievement of gender equality. It should be used as a tool for achieving long-term overarching targets and goals for improving gender mainstreaming for more sustainable, efficient and responsive services. The gender scan methodology can be used to assess gender mainstreaming opportunities throughout the utility's operations and management, or can be limited to a specific component or activity the utility would like to focus on.

PART I

OVERVIEW OF THE GENDER SCAN

What is a Gender Scan?

A gender scan is a tool to help water utilities understand how their policies and operations affect men and women differently. It can show how, by taking into account the diversity of people, utilities can increase their efficiency, productivity, effectiveness, sustainability, and customer relations.

A gender scan can be adapted to fit the particular needs of a utility; it can examine all the utility's policies, procedures and practices for its staff and customers, or it can be much more specific, such as by examining how gender friendly the utility's human resources policies are or the gender implications of payment collections from customers. A utility can also decide if they would like to focus on internal policies and functioning of the company by applying an *internal gender scan,* or if it would like to examine the effects of its policies and products on the customers as well by also implementing an *external gender scan*.

An *internal* scan assesses the utilities' internal policies and practices that relate to the <u>working environment</u> with the aim to create a more pleasant working atmosphere for all the personnel, women and men at the different levels, resulting in more efficient and better services. It identifies the level of diversity of a company's staff, and the measures taken to enable staff to function effectively.

> A **gender scan** assesses an organisation's performance and potential to successfully mainstream gender. On the basis of the assessment, the company will be able to develop and implement gender inclusive policies and practices, resulting in improvements that can strengthen the company's operations, services and products and lead to a more competitive, efficient, effective, equitable, profitable and sustainable water utility as a whole.

An *external* scan assesses the utilities' external policies and practices that impact <u>customers</u> and other stakeholders with the aim to provide better services and products. It identifies the capacity of a company to serve a diverse group of customers, by taking their different needs and interests into account.

A gender scan can be 'self-applied' by a gender scan team, composed of staff members from the organisation, or facilitated by an outside consultant. A gender scan typically takes between two to six months, with additional time for implementation of any recommended changes, monitoring and evaluation. The steps of a gender scan include:

- Identify the type of gender scan;
- Form the gender scan team and develop a work plan;
- Collection and analysis of information;
- Reporting on the major findings, including areas of improvement;
- Development of an implementation plan for any recommended changes;
- Monitoring results of any recommendations implemented; and
- Evaluating the gender scan process.

Why do a Gender Scan?

Water and wastewater utilities must serve a wide array of stakeholders, from customers interested in getting services at a fair price, to local government officials looking to expand services, to board members interested in profit, and staff looking for a fair and competitive workplace. Mainstreaming gender into all its policies, practices and services, assists in meeting the demands of all these different stakeholders.

A gender scan provides the utility with a process for gathering and analysing information related to its gender performance – it allows the water operator to better understand how it is meeting the different needs of its female and male staff and/or customers.

> The **purpose** of gender mainstreaming is not to achieve a gender balance in every department of the utility, or in every issue or practices that the utility faces, but rather it is to ensure that men and women have the same opportunities, for career development, trainings, salaries, etc, and that no one is discriminated against on the basis of gender. This is called gender equity or gender justice.

The findings of the gender scan can help the utility to identify its current gender-sensitive policies and practices and improve awareness of their existence, while also determining where improvements are necessary to become a more attractive employer or service provider.

To cater to the demands of its diversity of customers, utilities have to understand the differing socio-economic, political, and cultural aspects of their consumer base. A gender scan will assist in addressing the different needs of customers, so services will be better suited to the wishes of the users, leading to better service delivery and higher customer satisfaction. The rate of return will increase as users will be more willing to pay their bills, and less inclined to illegal use of water. Also if more customised services are available, there will be less risk of destruction of pipes by illegal users, and decreasing costs for repair and maintenance of the system. Satisfied customers also have more goodwill towards the utility in case of maintenance works and/or construction works. They will have more patience if for that reason their roads are blocked or services suspended for a few hours.

> According to a 2009 report by the *American Sociological Review* "workplace diversity is among the most important predictors of a business' sales revenue, customer numbers and profitability." Organisations with the highest amount of gender diversity outperformed their competitors with a low level of diversity in revenue by over 500 percent.

The male and female professionals of the utility bring a wealth of diverse experience, skills, and knowledge to utility management. A gender scan will help the utility learns to utilise their diverse human talents and contribute to building the staff's capacity, leading to more motivated and knowledgeable staff. The utility will become more efficient and effective in delivering their products to the end user, resulting in higher customer satisfaction and a more competitive utility.

Purpose of the Gender Scan

The overall aim of the gender scan is to assess a utility's performance and potential in developing and applying gender inclusive policies and practices and to strengthen overall gender mainstreaming. Through conducting the Gender Scan, utilities will be able to pin point the challenges they have in mainstreaming gender. It will assist them in formulating a plan of improvement through a process of organisational change.[1]

Specifically, the gender scan will assist utilities to:

- Analyse the extent that gender issues and principles have been incorporated and applied to the utility's policies and/or products and services and the implementation of the internal gender policy (if existing)

- Understand the level of organisational support for development and/or application of gender sensitive policies

- Highlight areas for institutional change for improved operationalisation of gender mainstreaming.

- Identify and share information on mechanisms, practices and attitudes that have made a positive contribution to mainstreaming gender in the utility (e.g. best practices).[2]

It is vital that the overall objectives of the gender scan are defined and communicated to all staff members, as well as supported by senior management. This will enable appropriate allocation of resources to ensure that the scan is implemented properly, and that the findings and suggestions that result from the scan are properly utilised.

> The outcomes of the gender scan will be different for each utility. Examples include:
>
> - The utility has modern and internationally accepted policies in place and gender equity is promoted
> - Gender sensitivity among staff is improved
> - The utility is making the best use of its human resources
> - The working environment and the motivation of the staff is improved, making the utility is appealing to high-calibre, potential employees
> - Understanding of the customers' needs and behaviour has improved, and as a result customer relations have improved and consumer confidence has been strengthened
> - New products have been introduced and/or the market base has been broadened

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[1] Part from GWA, Policy Development Manual for Gender and Water Alliance Members and Partners, 2003
[2] ILO. 2007

The Gender Scan Timeline

There are five major steps in implementing a gender scan as detailed below. Depending on the scope of the scan and staff resources, the gender scan can take between two to six months. Figure 1 provides a suggested timeline for the gender scan.

Figure 1: Gender Scan Timeline

Getting started	Planning	Implementation	Reporting & Follow-up	Monitoring & Evaluation
2-4 weeks	1-2 months	1-2 months	2-4 weeks	After 1-2 years
- Readiness diagnosis - Type of gender scan - Form gender scan team	- First team meeting - Identify main issues & components of the scan - Develop indicators - Formulate key questions - Select methods for information gathering - Fill in the Gender Scan Framework and Develop a work plan	- Review of key documents - Collect data - Analyse data	- Write preliminary summary - Debriefing session for utility staff - Write gender scan report - Develop implementation plan	- Monitor implementation plan - Monitor progress of performance indicators - Progress reports on gender mainstreaming - Evaluation of gender scan process

1. Getting Started

The first thing that has to be checked is the level of readiness of the utility for the scan; is a proper enabling environment in place to support a gender scan? This is crucial to carry out an effective scan. Furthermore it has to be decided which type of the gender scan will be done; what will the scope of the scan be (internal and/or external), which policies will it assess and till what level, will it be "self-applied" or facilitated by outsiders? After establishing the readiness and type of scan, a gender scan team should be formed which can lead the effort and develops a work plan.

2. Planning the Gender Scan

During the second step, the gender scan team will meet for the first time. Taking into account the available resources, they will identify which performance issues will be addressed, what components the scan will consist of, formulate indicators and key questions, and identify research methods for collecting information. The team will also fill in the Gender Scan Framework and develop a work plan for implementation of the gender scan.

3. Implementation

Implementation of the Gender Scan starts with the review of key documents. Furthermore data are collected according to the methods identified during the previous phase and analysed.

<u>4. Reporting and follow-up</u>

Immediately after the data has been collected and analysed, the gender scan team should write a *Preliminary Summary*. This will capture immediate impressions and provide an initial analysis of the gender scan findings. In a debriefing session the team presents these first findings to all utility staff. After this meeting a more comprehensive *Gender Scan Report*, needs to be written, which includes findings and recommendations. To implement the recommendations, it is advised to develop an *Implementation Plan*.

<u>Monitoring and Evaluation</u>

The final stage of the gender scan is to monitor the implementation plan and evaluate the overall impact of the gender scan. Findings from the evaluation can strengthen the credibility of gender mainstreaming in the utility and promote future initiatives focused on gender.

PART II

APPLYING A GENDER SCAN

In this part the five steps of a gender scan will be explained into more detail. Some worksheets have been developed to assist in applying the gender scan which can be found in the annexes. These worksheets are not meant to serve as blueprints, but rather are to be seen as entry points which can be adapted to suit the purpose of the specific gender scan that is applied.

Step 1: Getting Started
Readiness diagnosis

Before a gender scan can begin, the utility must determine if the necessary enabling environment is in place to support the scan. This can be done through a *Readiness Diagnosis*, which will indicate whether the utility is prepared, organisationally and financially, to develop and implement a gender scan.

The Readiness Diagnosis is based on the organisation's best judgement, and will not give hard guarantees that the organisation is ready for a gender scan, but helps the utility to consider the elements that will contribute to a successful gender scan. Although there is no specific set of indicators to assess an organisation's readiness, the following aspects should be considered:

- *Vision and strategy readiness*. The utility should have a clear vision of why it wants to improve gender mainstreaming within the utility itself and/or in its products and services. It also implies that the utility is committed to implement the recommendations from the gender scan.

- *Cultural readiness*. The utility has an organisational culture in which it is acceptable to provide suggestions for improvement, irrespective of hierarchical structures. When assessing products and services, especially an openness to listen to the different opinions of the customers of the water utility is needed.

- *Leadership readiness*. Leaders support the gender scan and the allocation of resources to the process. The outcomes of the scan may be unexpected, and senior management needs to support the results and subsequent implementation plan, whatever they may be, as much as possible. There should be strong support for the scan as a tool for improvement.

- *Resource readiness*. The utility is prepared to commit the resources (people, time, money and technology) needed to conduct the gender scan. Self-scans require more time from the utility's staff than externally conducted assessments. However a self-scan has the added benefit of motivating staff to implement suggested changes.

- *People readiness*. The utility has people on the staff who will champion the gender scan process. They should be willing to work together in a dynamic process that may sometimes be challenging.

- *System readiness*. The utility has or wants to have systems in place to provide the information needed to complete data collection and support the gender scan.

Because conditions and staff can change over time, it is important to move ahead with the scan within a reasonable timeframe (e.g. 3 months from the date of the diagnosis) or be prepared to re-assess the organisation's readiness if more time has lapsed.

In ANNEX 1, a worksheet is provided to establish the level of readiness of the utility to apply a gender scan.

Type of Gender Scan

There are several ways to implement a Gender Scan, which will influence the time and resources necessary to conduct the scan. Before entering the Gender Scan the utility has to be clear on the following issues:

- Scope of the Gender Scan: Defining the scope of the gender scan will help the utility understand the amount of time and resources needed for implementation. A utility needs to decide if it would like to focus on internal policies and functioning of the company by applying an *internal gender scan,* or if it would like to examine the effects of its policies and products on the customers as well by also implementing an *external gender scan*. As an *internal gender scan* can be conducted at many levels, the utility needs to decide at which level they would like to conduct the gender scan; it may examine the entire organisation, a department, or a work unit.

  In view of the goal of mainstreaming gender and diversity, it is recommended to examine the entire water utility for an internal as well as an external scan. This will benefit the organisation in the long term as staff will be part of the process and have a sense of ownership when recommendations are made and new action plans developed. For an external scan also random sample of the water users or customers should be examined. The link with the customers will make choices of staff more sensitive to the different needs of men and women users.

- The type of policy assessment: The existence or absence of a gender strategy or gender action plan within a water utility will determine how a Gender Scan can take place, and what the results will be. In case the utility has a gender strategy or gender action plan, this will be taken as a basis for the Gender Scan. The Gender Scan will analyse how successful the water utility has been in the implementation of its strategies and how well the staff understands them.

  In case there is no specific gender strategy or gender action plan or if the utility chooses to do so, the Gender Scan can be used to determine if gender has been mainstreamed in all policies and practices of the water utility. The outcome of the Gender Scan will indicate if it still would be useful to formulate a gender strategy or gender action plan or if other measures should be taken.

- Who will conduct the scan: Will the scan be a self-scan done by utility staff, or will external help be hired to assist or completely conduct the scan?

The answers to these questions will determine what the Gender Scan will look like, and should be kept in mind in the following steps. In ANNEX 2, a worksheet is provided to determine the type of gender scan the utility would like to conduct.

Create the Gender Scan Team

It is vital to select the right people to conduct the gender scan. If utility staff are involved it is important that the staff members have volunteered (rather than be assigned) and have shown an interest in gender and diversity issues. It is also important that the team is well-rounded and that men and women from different *levels* and *departments* of the organisation are represented. Since the gender scan addresses power relations between various groups, it is especially important to ensure that staff from different levels of the organisation is included on the team.

The size of the team will depend on the size of the organisation, the availability of staff to work on the gender scan (full-time, part-time, etc) and the number and type of tasks that form the gender scan. Within the team the following skills and expertise should be available:

- The appropriate mix of authority, responsibility, knowledge and skills on gender issues;

- Understanding and knowledge of the utility, its issues, products and services;

- Knowledge on self scan techniques and data analysis (how to design and test questionnaires, design and test scales, review documents, how to conduct an interview, how to prioritise questions, where to look for data, how to analyse data);

- Communication and facilitation skills to conduct the scan and present results in a manner easily understood by the all parties;

- Ability to interact with all parties in a gender sensitive and effective manner.

In ANNEX 3, a worksheet is provided to check if all necessary skills are available in the Gender Scan Team.

The gender scan team will need to have a Team Leader who will be responsible for coordinating the whole process. If the utility has funding available, it is recommended that they utilise the services of an outside consultant to serve as the Team Leader because of the sensitivity of the subject. An outside gender expert will be more neutral and will have the expertise in assessing policies and practises from a gender perspective. An external expert can also fill in gaps within the team, for example, by having experience in scanning techniques or communication and facilitation skills.

STEP 2: PLANNING A GENDER SCAN

During this step the Gender Scan Framework is built. Here the team will decide which issues and components to focus on, what indicators they will use, which questions need to be asked and how they will gather the information. The choices made, on the basis of the type of scan and the resources available, will be determining the outcomes of the gender scan.

Identify the Main Issues and Components of the Gender Scan

The overall aim of a gender scan is to assess a utility's performance and potential in developing and applying gender inclusive policies and practices and to strengthen overall gender mainstreaming. A gender scan can be used to assess many different aspects of the performance of the utility. The different components of the Gender Scan and the performance issues related to them are shown below in figure 2.

Figure 2: Components of the Gender Scan

General components
National and international policies and agreements
Performance issues:
- National gender policies are implemented in the utility, with a focus on the water policies
- International laws and instruments such as the Beijing Platform for Action or the gender paragraphs of the Copenhagen Commitments have influenced the utility
Incorporation of gender in utilities policies
Performance issue:
- Utility's policies (recruitment policy, staff policy, costumer policies) reflect awareness on gender, ethnicity, socio-economic position
Components in case of a gender policy
Gender policy in the utility
Performance issues:
- Existence of a policy statement on gender and diversity, when created and by whom
- Nature of the policy – see if it is based on gender analytical information and sex-disaggregated data
- Policy is known and agreed to by staff
- Policy reflects clear institutional targets and indicators
- An implementation strategy is in place with clear objectives, roles, responsibilities and activities
- A monitoring system is in place for monitoring progress in implementation
- Impact of mainstreaming policy (on sector and on women and men)

Components in case of a gender policy (continued)

Application of gender policy within the own organisation
Performance issues: - Availability of work plans with clear objectives, targets and responsibilities - Gender balance in work force at different levels - Salary arrangements for women and men - Career opportunities for women and men - Training opportunities for women and men - Creation of a practical working environment for women and men - Availability of procedures to address conflict situations (e.g. sexual harassment)

Application of gender policy in products and services
Performance issues: - Organisation's products reflect awareness on gender, ethnicity, socio-economic position - Organisation's services are diversified reflecting the differences in customers

Organisational support for gender policy implementation
Performance issues: - Resources made available (funding for what activities to what effect?) - Designated persons for monitoring - Gender issues included in routine systems and procedures (information systems, appraisal, planning and monitoring) - Incentives for gender promotion - Board of directors' and donors' support to policy - Influence of external organisations on own organisation regarding gender

Components related to management

Organisational culture
Performance issues: - The utility's involvement in promoting men and women's empowerment - Gender issues are recognised by staff of the utility - Gender sensitive behaviour in language used by the staff - Gender sensitive language and images in all utility's documents - Attention given to sexual harassment or discrimination in the utility (a system in place to report it)

Decision making
Performance issues: - Equal representation of women and men in the board - Decision-making shared equally by men and women - A democratic environment aiming for good governance

Components related to management (continued)
Gender expertise
Performance issues:
- Training opportunities for staff development in gender awareness
- Staff members knowledge and expertise on gender issues
- Staff practice of gender analysis in projects and in services
- Training conducted on gender and water
- Staff perception of management attitudes towards gender
- Staff performance assessments on gender practice
Components related to customers
Awareness of gender relations within the customer base
Performance issues
- Relation to water of women and men, their participation in decision making, their needs and their priorities
- Equal representation of women and men in water user committees
- Occurring of conflicts between different water users, specified if they are based on gender, income level, ethnicity, caste, etc.
- Level of involvement of the utility in attempts to solve conflicts
Products and services
Performance issues:
- Organisation's products reflect awareness on gender, ethnicity, socio-economic position
- Organisation's services are diversified reflecting the differences in customers
Product Pricing and tariffs
Performance issues:
- Tariff-system for water and sanitation services, payment for services, who pays to whom?
- Seasonality of water: availability during the dry season, differences in the use and management of water during depending on the season.
- Ability of the poor to pay for water

Based on the type of gender scan the utility would like to conduct, the team should determine which performance issues are most important to gender mainstreaming in the utility. This will help them in identifying the components that should be part of the gender scan they are to apply.

In any gender scan the current National and International policies and agreements on gender relevant for the utility should be assessed. The utility needs to know if they are complying with the legal setting they operate in. It might also indicate if regulations are met and if new regulations can be expected in the near future.

For an internal gender scan the components related to management should be included into the scan. Also the incorporation of gender in the policies of the utility should be assessed. In case

the utility has a gender policy in place it might want to limit the scan to its gender policy only, as it is mainly interested in its effectiveness. In that case the components related to the gender policy will be included into the scan, and the component on utility policies left out.

If a utility is (also) interested in doing an external scan, the components related to customers should be included in the scan, but also the gender expertise within the utility should be part of the gender scan. In case a gender policy or gender action plan is available, the scan will include the components focussing on the impact on customers and services delivered.

The best impression of the success and challenges in gender mainstreaming of the utility however, will be achieved by doing a complete gender scan, that is to say, to include all components in the gender scan.

In ANNEX 4, a worksheet is provided to help identify the components the gender scan should consist of.

Develop Indicators

For every component that is included in the Gender Scan, the gender team has to formulate performance indicators. These are used to set goals for gender mainstreaming and to help the team monitor progress in achieving those goals. As each interest group may have a different idea of what is important, it is essential to obtain consensus on performance indicators.

To get the best results the team should develop indicators that are **SMART**: **S**pecific, **M**easurable, **A**cceptable, **R**ealistic and **T**ime bound. For example, if the team wants to analyse the utility's decision making structure as part of an internal scan, they might select "decision making shared equally by men and women" as an important performance issue. The team would then develop indicators to help them quantify or qualify the component, such as:

- Number of female and male staff in the department in 2010;
- Number of women invited to staff meetings of the department in 2010 versus number of men invited to staff meetings of the department 2010;
- Number of women attending staff meetings of the department 2010 versus the number of men attending staff meetings of the department 2010;
- Number of times 2010 that women speak out during staff meetings of the department versus number of times men speak out during staff meetings of the department;
- Number of times 2010 that the ideas presented by men in the staff meetings of the department are taken over in the final decision versus number of times the ideas presented by women in the staff meetings of the department are taken over in the final decision.

For every indicator a baseline has to be established of where the utility is now, as well as the goal is that is to be achieved, be it quantitative or qualitative. This will be a challenging exercise

as it will involve value judgements regarding acceptable quality and quantity. During the monitoring phase these indicators developed by the team, can serve to measure the impact of the implementation of the recommendations.

In ANNEX 5 some examples of performances issues and related indicators are given.

Formulate key questions

Once the performance issues to be examined have been identified, key questions need to be developed to guide data collection. To do so, the gender scan team will have to ask itself the following questions for every assessment component:

- What are most important aspects of this issue?
- Can we prioritise these? Which aspects do we really want to deal with?
- Did we formulate indicators to look at these most important issues?
- Can these indicators be formulated as questions?
- Will the answers to these questions provide all information needed to validate the issue?
- Will the information be sufficient to make recommendations on the issue, if necessary?

When the team has developed a satisfactory set of questions on issues, prioritisation of the questions is required based on the following factors:

- ▪ ***Purpose of the scan***: questions should be prioritised according to the overall purpose of the scan. Eliminate questions you do not need to answer.

- ▪ ***Resource levels***: These are the people and the time required in the self scan process. The more resources the organisation has available, the more scope and depth the scan can have. Eliminate questions that, when compared to the information provided by the answers, will require too many resources (either staff time or financial resources).

- ▪ ***Staff interests***: Some questions may be more important to one set of staff members than to others (e.g. professional staff dealing with content and administrative or secretarial staff). Questions will need to reflect a balance of your staff needs.

Select Methods for Information Gathering

Information can be collected from different sources and in a variety of ways:

- ▪ <u>Documentary sources and databases</u>: These can be internal (financial statements, annual reports, human resources policy, programme and project documents, strategic plans, promotion brochures, evaluation report etc.) or external (country policies, legislation, media, donor's reports etc.)

- ▪ Information can also be obtained from <u>people</u>: It can be collected directly through interviews, or indirectly through questionnaires. They can be approached individually or in groups e.g. during focus group discussions. Ideally you want to meet as many people as

possible who can provide you with relevant information but time constraints, political sensitivity, people's availability, and geographical location can limit access.

- A <u>visit</u> to all parts of the utility (Plant Promenade) or to a customer service area (Transect walk) are a way to see with your own eyes what is going on, as well as talk to staff and customers.

There are two types of information — quantitative and qualitative. Each type has different methods for information gathering, such as a quantitative survey or questionnaire, or a qualitative in-depth interview or focus group discussion. Figure 3 provides information on when to use each method. In many cases, to collect the most accurate information, the gender scan team will need to use both methods.

To attain quantitative (and often more objective) data, the team can review documents such as financial statements, annual reports, human resources policies, program and project documents, strategic plans, promotion brochures, evaluation reports, etc. It is important to make sure to review documents that are relevant to the strategic questions developed by the team.

Figure 3: Quantitative vs. Qualitative Information

Quantitative	Qualitative
- Seeks to establish "how many" and "the relationship between variables." - Facilitates the use of numbers and statistics for aggregating, summarising, describing, and comparing data. - Allows for a broad generalisation of findings to the larger population.	- Allows the researcher to study selected issues, or events in-depth and detail through direct quotation, interaction, and observations. - Seeks to answer the reasons "why." - Is in-depth, exploratory, and allows for more probing. - Portrays the participants' emotions, perceptions, attitudes, motivators, etc.

To obtain more qualitative (and often more subjective) data, individuals and groups can be asked to provide information through interviews, focus group discussions or questionnaires. It is important that data is gathered from a diverse group of people with various characteristics, and can include utility staff including senior management, and/or customers. A visit to a customer service area or to a site or facility run by the utility will help you understand the gender issues at play better.

In ANNEX 6, an overview is given of information gathering methods.

Fill in the Gender Scan Framework and Develop a Work Plan

After going through the previous steps the gender scan team can start to fill in the Gender Scan Framework as shown in figure 4. For every component the performance issues have been identified (which can be more than one for every component) and performance indicators have been formulated (which again can be more than one per issue). This has lead to the key questions for that specific component of the gender scan, and ideas have been gathered on how the answer to that question can be found (the method of data collection)

Figure 4: Gender Scan Framework

Gender Scan Component	Performance issue	Performance Indicator		Key question	Method of data collection
		Baseline	goal		

It is now also possible to develop a work plan that shows the timeframe of the gender scan, outlines individual responsibilities, and lists dates for major deliverables. This work plan is a useful management tool for keeping team members focused and helps the team meet its deadlines. It can also be used to update senior management on the progress of the gender scan.

STEP 3: IMPLEMENT THE GENDER SCAN

Review of Key Documents

In any gender scan the current national policies and agreements on gender that may be relevant for the utility should be reviewed. These policies and agreements can provide guidance on legal requirements (e.g. quotas) the utility needs to follow as well if any new regulations that can be expected in the near future. The review of key documents is not a difficult exercise but can prove to be tedious for someone who is not used to work on gender mainstreaming. In many countries women's or gender organisations annually summarise national policy documents and the utility may want to obtain their summary. Examples of relevant documents are:

- National Water and/or Gender Policies;
- National Millennium Development Goals Plans;
- Documents on Water Sector Reforms;
- Local Government Mandates related to water and sanitation services, women's rights and gender equity, etc;
- Census Data; and
- Corporate by-laws, hiring documents, human resources guidelines and/or other organisational documents.

In ANNEX 7 more information is given on Review of Key Documents.

Collect Data

As mentioned before, there are many ways to collect information, each with its own methodology and results. Collecting data will be easier if the process is carefully designed, both from a technical point of view as well as from a gender perspective.

For example, a questionnaire survey will need to be designed, distributed, coded and analysed. These tasks should have a definable output, a time frame, and a responsible person. In planning for data collection, assign team members in ways that will take advantage of their strengths. Some will have experience in interviews; others may be more familiar with questionnaires and surveys. When planning for data collection from people, it is important to realise the constraints presented by peoples' schedules, their geographic location, and any political sensitivities present in the work place or at home.

In ANNEX 8 an example of a questionnaire can be found, which can be adapted to the needs of the gender scan team.

Figure 5: Research Issues to Consider

- Data collection instruments should be well developed and agreed on in advance so that every respondent can be asked to express views in a standardised way.
- When gathering information from staff or customers, the scan should ensure that the opinions of a wide variety of people are collected. Staff of different age, sex, ethnicity, skill level, and department should be part of the sample. The same applies when gathering data from customers; ensure they are from different groups with respect to age, sex, ethnicity, socio-economic background, etc.
- Gender scan team members leading interviews or group discussions should not take things for granted; instead they should explore or even challenge each response to ensure that they have not unintentionally filtered the responses.
- The facilitator of group discussions should ensure that everyone in the group is able to participate and give her/his opinion freely. To ensure this is possible, it may be necessary to split groups along the lines of sex, age, skill level, socio-economic class, or others.
- Because gender relations are very sensitive in most cultures, it is important to ensure that information collected is handled confidentiality and inform the respondents about this.
- When asked about gender-related issues, respondents are even more inclined to give guarded or socially accepted responses than they would in other types of surveys. Sometimes, when replies are doubted, they have to be re-checked in a more private setting.
- When conducting interviews socio-cultural barriers have to be kept in mind. For that reason it may also be advisable to interview women using female interviewers, and men using male interviewers. Since authority issues can also come into play, the interviewer preferably should not have a higher status than the interviewed (e.g. a senior staff member interviewing her/his lower level colleagues, or a revenue collector interviewing customers).
- Apart from the quantitative data and the interviews, it is important to collect short stories that people tell, and written with direct quotes, given in their own words. Such qualitative information makes it easier to understand and explain the quantitative data. Furthermore such stories and quotes are important for training staff on gender issues and for convincing the managers and/or directors of the utility about the validity of the gender scan's results.

The team must take several measures to ensure that the data collected for the gender scan are valid, especially since gender is a sensitive topic in many areas. Figure 5 outlines some of the major issues to consider when collecting data.

Analyse the Data

Data must be captured in ways that other staff members can learn from. Summarise interviews, analyse the information provided by focus groups, and tabulate the contents of the documents, so that other team members can read and understand the material. It is essential that the sources of sensitive information are not recognisable by name in the outputs.

If the team is dealing with a large number of responses, it may be useful to develop a database to store data, using either a database or spreadsheet software depending of staff time and ability. Where differences between different groups of staff are going to be analysed and commented upon, it is important to use appropriate statistical tools to test for the significance of such differences.

It is very important to triangulate the data you gather. This means that data gathered from one source is checked against data collected from another source. During a gender scan both qualitative as well as quantitative data will have been collected from different groups of people (e.g. different levels/types of staff members and different gender), documents and surveys. The opinions collected can be compared to facts or procedures from the organisation's financial data, project reports etc. Do the data collected from different sources reinforce each other, or do they contradict? By comparing the different data it will help to reduce inconsistencies and confirm results from more than one source.

A framework can be established to sort the data around the indicators that have been formulated in step 2. Key points to keep in mind when sorting the data include:

- **Patterns:** Look for information that supports other information; look for trends or look for information that contradicts other information.
- **Coding:** If you code your data you can review it later with original source verification. Make codes useful, for example, you might code professional staff as P1, P2, etc, administrative staff as A1, A2, etc. It is especially important to collect all data differentiated by gender.
- **Weigh your data:** Weigh your data to take into account how many interviews gave you the same answer, whether the information is confirmed across different groups and whether is denied or confirmed by external sources.
- **Score your data:** Scoring your data (with a minimum to maximum score – especially used in multiple choice type questionnaires) is another way to analyse the information in terms of where the organisation may stand on a particular issue.

As data can be interpreted in many ways, it is important to take into account potential differences in interpretation early in the process. One of the main decision-making methods generally used to interpret data is by comparison between:

- different departments and levels in the utility
- the past and the present;
- women and men; and
- the scanned utility and other utilities or organisations

STEP 4: REPORTING & FOLLOW-UP

From the analysis of data, it will become evident in which areas the utility has successfully mainstreamed gender, as well as where gender mainstreaming could be strengthened. As one of the objectives of the Gender Scan is to identify organisational changes required for improved gender mainstreaming, it is very important that the Gender Scan brings out recommendations for action and follow-up. This will enable the utility to plan and implement an *explicit* process of mainstreaming gender within the utility and in its products and services, in a comprehensive and consistent manner. In this step the results of the gender scan are shared with the staff of the utility through a short series of reports and a debriefing session.

Preliminary Summary

At the end of the gender scan, it is important to write a summary "in the heat of the moment". It should highlight the major points that stemmed from the scan and can be a draft for pointing out the good practices and areas for improvement that have been identified during the process, without having to wait for the full report to be ready. This summary can serve as an outline for the final report and debrief to the rest of the utility.

Debriefing Session

This session aims at presenting the major findings of the assessment (including good practises and areas for improvement) and recommendations to the organisation - to the entire utility, the department, or the work unit depending on what the scan examined. It can also be an occasion to thank the staff and the managers for their participation in the scan and a chance to inform them on the next steps of the process. This step can also lead to a discussion on the possible changes that could be made and how they could be achieved inside the utility.

Gender Scan Report

The Gender Scan Report is the major deliverable for the gender scan and provides a permanent record of the gender scan team's research and finding. Figure 6 outlines a possible table of contents of the Gender Scan Report.

Figure 6: Example of table of contents the Gender Scan Report

1. Introduction
2. Background
    2.1   Utility profile
            (including aspects like ownership; number of total staff, disaggregated by gender; annual budget; Coverage of water and sanitation services; norms and standards; tariffs and subsidies)
    2.2   Utility's view on gender
    2.3   Purpose of the Gender Scan
3. The Gender Scan
    3.1   Scope of the Gender Scan
    3.2   Team that conducted the gender scan
    3.3   The Gender Scan Framework
        3.3.1   Components
        3.3.2   Performance issues
        3.3.3   Performance indictors
        3.3.4   Key questions
        3.3.5   Methodology for data collection
4. Findings
    (including an analysis of the data gathered)
5. Good practices and lessons learned during the scan
6. Conclusions and Recommendations

Annexes

Develop implementation plan

After the Gender Scan Report has been written and the debriefing session held, the management, with the support of the gender scan team, may decide to develop an implementation plan. The implementation plan is to take the recommendations of the Gender Scan that have been agreed upon by the management, further. It will detail the proposed recommendations, plan for their implementation including a projected timeline and outlines the resources needed to do so. It includes indicators needed to monitor and sets intermediate and final goals for what the utility would like to achieve. These indicators and their baselines can be taken from the Gender Scan Report.

STEP 5: MONITORING AND EVALUATION

After the implementation plan has been developed it is important to monitor the implementation of the recommended changes. This will allow for any mid-course adjustments, if necessary, to achieve the final goal. It is also advised to evaluate the overall impact and final results of the gender scan.

Monitor

It is recommended that the utility monitor the performance of the implementation plan for at least a year following completion of the gender scan. This involves collecting and analysing data on the progress of the actual implementation of the recommendations, but also on their impact. The timeline and indicators set within the plan are a helpful tool for this.

It will provide the utility with regular feedback on the progress, or lack thereof, of any policy/practice change. This feedback will allow analysing the impact of the change, including any unintended consequences, and will make mid-course adjustments possible to better achieve the objectives in gender mainstreaming.

Although monitoring and evaluation are often lumped together they are two different processes that produce different results for analysis.

Monitoring is done semi-regularly for a year following the end of the gender scan to provide feedback on progress of policy/practices changes. Data are collected periodically at preset intervals, analysed and used immediately for mid-course adjustments to better ensure the intervention is having the intended effect.

Gender scan team members typically do the monitoring

Evaluation demonstrates the impact of the program and the success the utility has in meeting its goals.

The evaluation typically occurs a year after the gender scan has been completed. Data is generally collected towards the conclusion of the implementation plan and compared to the baseline information (data collected at the start of the gender scan began).

Staff members or external consultants who are not directly involved in the gender scan are best positioned to do the evaluation, to avoid prejudices or conflict of interest in the final evaluation.

Results from the final evaluation should be shared with managers and staff and successful policies/practices scaled up in other parts of the utility.

Apart from the monitoring the performance of the implementation plan, the utility might also want to monitor the performance indicators that have been developed during the Gender Scan. It will provide them with feedback on all issues that have been considered important for gender mainstreaming, and not only those that have been considered areas of improvement. This will ensure that the utility will keep performing well in those areas where they are successful in gender mainstreaming.

Monitoring results can be summarised in "progress reports on gender mainstreaming".

Evaluate

An evaluation measures how successful the policy/practice change was in meeting the activity's overall goals and objectives. The evaluation normally focuses on the relevance, effectiveness, efficiency, sustainability and the impact of the Gender Scan itself, but also on the Gender Scan as a process. The Gender Scan framework developed during the Gender Scan can be a useful tool to evaluate the impact of the Gender Scan.

Evaluation findings can strengthen the credibility of gender mainstreaming in the utility and promote future initiatives focused on gender. Demonstrated tangible impacts provided by the evaluation, can also help management to allocate funds and resources for future programming better.

To ensure unbiased results and objective it is recommended that someone outside the gender scan team conducts the evaluation.

PART III

ANNEXES AND WORKSHEETS

ANNEX 1
WORKSHEET 1: Readiness Diagnosis

Give a score for every bullet point between 1 and 5, with 1 being the lowest possible score, and 5 the highest possible score. By adding up the (sub)-totals it will give an impression up to what level the utility is ready to implement a gender scan. It will show where more attention needs to be given to the process and if all scores are low, maybe the utility should decide not to start the gender scan at this point in time.

Type of readiness	Indicators	Score
Cultural readiness (max. score: 20)	• Is it accepted to provide suggestions for improvement? • What is the level of hierarchy within the utility? • What is the level of democracy within the utility? • Is there an openness to listen to opinions of customers?	
	subtotal	
Leadership readiness (max. score: 20)	• Does the leadership support the gender scan? • Will it allocate resources to the process? • Is the leadership willing to openly recognise issues which could be improved? • Is the leadership willing to enter a process for improvement to achieve better results later?	
	subtotal	
Resource readiness (max. score: 20)	Is the utility prepared to commit the following resources needed for the gender scan • People • Time • Money • Technology	
	subtotal	
Vision and strategy readiness (max. score: 10)	• Does the utility have a sense of where it is going and how it should get there? • Does the utility have a desire to create a clearer vision on gender mainstreaming	
	subtotal	
People readiness (max score: 10)	• Does the utility have people on the staff who will champion the gender scan process? • Are they willing to work together in a dynamic process which sometimes might be challenging?	
	subtotal	
Systemic readiness (max score: 5)	Does the utility have systems in place to provide the information needed to complete the data collection and support the Gender Scan?	
Total (max score: 85)		

ANNEX 2
Worksheet 2: Determining the type of gender scan

Before starting the Gender Scan some decisions need to be made on what it will entail. Choices need to be made on the scope of the scan, what will be scanned and who will do it. For all 3 questions both boxes can be ticked, it is not a matter of either – or.
When deciding on the type of scan the utility should take into account the available resources and expected results.

Scope of the scan	Internal
	The department or unit of...
	All the departments of the utility
	External
Type of policy assessment	Gender Policy
	Other Policies
Who will conduct the scan	Utility Staff
	External Consultants

ANNEX 3
Worksheet 3: Selecting a Gender Scan Team

Team member	Name	Sex	Function and Department	Gender knowledge and experience	Knowledge of utility and its services and products	Knowledge on self scan techniques and data analysis	Communication skills	Facilitation skills	Ability to interact in a gender sensitive manner	
1										
2										
3										
4										
5										
6										
7										
8										
9										
10										

By writing the name of every potential team member in the sheet and filling in the columns, it will become clear if a well mixed team is being formed. The team should try to achieve a balance between men and women and people from different departments and levels.

Not every team member has to possess all skills and knowledge that are mentioned in the different columns. However every skill should be covered at least by 1 person in the team. Which skills should be covered by more than one person is dependent on the size of the team and the type of gender scan that is conducted.

Additional skills or knowledge that the team considers necessary can be added in extra columns of this table.

ANNEX 4
Worksheet 4: Determining the components of the gender scan

	Internal Scan			External Scan			Complete Scan
	No Gender policy	Gender policy	All policies	No Gender Policy	Gender Policy	All policies	
General components							
National and international policies and agreements	✓	✓	✓	✓	✓	✓	✓
Incorporation of gender in utilities policies*	✓		✓	✓		✓	✓
Components in case of a gender policy							
Gender policy in the utility*		✓	✓		✓	✓	✓
Application of gender policy within the own organisation		✓	✓				✓
Application of gender policy in products and services					✓	✓	✓
Organisational support for gender policy implementation		✓	✓		✓	✓	✓
Components related to management							
Organisational culture	✓	✓	✓				✓
Decision making	✓	✓	✓				✓
Gender expertise	✓	✓	✓	✓	✓	✓	✓
Components related to customers							
Awareness of gender relations within the customer base				✓	✓	✓	✓
Products and services				✓	✓	✓	✓
Product Pricing and tariffs				✓	✓	✓	✓

* With an internal scan the focus will be on internal policies, for an external scan the focus will be on products and services.

Depending on the type of Gender Scan the utility has decided to do (see worksheet 2), the scan will deal with different components. An internal scan will not take components related to

customers into account, and an external scan will not deal with the organisational culture and decision making.

A distinction has been made between scans with respect to which policies they can and want to focus on; on all available policies (Columns "No gender policy" and "all policies"), or on the effectiveness of an existing gender policy ("Gender Policy").

ANNEX 5
Examples of performance issues and related indicators

Performance issues	Indicator
Organisational Governance and Values	
Diversity amongst board members	What is the gender breakdown of the utility's current board of director? What was it 3 years ago? 5 years ago?
Diversity in management	What is the number and percentage of management posts by gender? How has it changed over the years?
	Is there a quota system to ensure that women are represented on the board/in management?
	Is decision-making share equally between men and women in management?
Gender mainstreaming in utility policies	Do the utility's personnel, recruitment and customer policies reflect an awareness of gender?
	Are financial and staff resources made available to develop and disseminate policies?
	Is there a specific person designated to monitor implementation?
	Are there incentives for gender promotion?
Workplace	
Equal job opportunities	Are there initiatives/policies in place to promote equal opportunities in the workplace? Is there a method in place to track this?
	How are new opportunities marketed?
Work environment	Is there an effective grievance policy in place for workers? Are they aware of it? Do they take advantage of it?
	Is gender-sensitive language used in utility documents? By utility staff?
	Are the utility's sexual harassment and discrimination policies well-known?
Wage system	What is the entry level salary for positions? How is it set?
	What is the salary ration of all employees, by employee category and gender?
Human resource development/career path development	How is it determined who gets to participate in training?
	What is the gender ratio of training in a given year?
	Do women and men in similar positions have similar business goals and expectations?
Family friendly policies and practices	Is there an opportunity to develop flexible work schedules?
	What is the utility's maternity/paternity/family leave policy?
	Are there initiatives to provide child-care facilities or subsidises to employees?

Performance issues	Indicator
Customers	
Awareness of gender relations within the customer base	Is gender sensitivity training offered for customer service representatives or technicians?
	Is there a mechanism in place for customers to report grievances, including sexual harassment and discrimination? Is there a different system for men and women?
	How are the rules and how is the practice with disconnecting non-paying customers? Is this different for women and for men?
Products and services	Do the utility's products and services reflect awareness of gender and the socio-economic position of its customers?
	If the utility has community meetings, how are they advertised? When are they held? Are women's household duties considered when setting meetings?
Marketing and advertising	Is gender sensitive language used in utility marketing and advertising materials?
	Is there a policy in place to avoid gender discrimination in marketing and advertising materials?
	How are complaints about marketing and advertising materials handled?

ANNEX 6
Information gathering methods

There are many ways to collect information, each with their own methodology and results. Below is a list of the different data collection methods that can be included in the Gender Scan. However you are encouraged to chose other methods if you judge that they will be more suitable for your utility. Remind yourself of the sensitivity of gender issues, and of the lack of gender sensitivity of most of the people you will work with in the gender scan. This combination is unique to working with gender mainstreaming.

Document review:
- This involves identification of written or electronic documents containing information on issues to be explored
- The team reviews documents and identifies relevant information
- Keep track of information retrieved from documents
- Check if gender disaggregated data are available, and see if differences between categories of people are visible in budgets, in the financing system and the billing system.

Gathering of statistical data
- This involves the collection of gender-disaggregated data from different types of data-bases like personnel data: absenteeism, illness, # of women and men, etc.; and customers: payment records, closure of connections, non-customers

Questionnaires
- This is a printed or electronic list of questions
- It is distributed to a predetermined selection of individuals
- Individuals complete and return the questionnaire

Face to face interview:
- This involves personal interaction
- The interviewer asks questions, following a guide or protocol
- The interviewer can probe further into issues that are interesting and relevant for the gender scan
- Interviewer records answers

Group Techniques (facilitated workshop, focus group)
- This involves groups discussion of predetermined issues or topic
- Facilitator or moderator leads the group
- The discussion and different points of view are recorded by a minute-taker

Transect Walks
- Walks with an interdisciplinary team through service areas of the utility
- Key informants are found to observe, to listen, and to ask questions to, which will enable identification of problems related to gender and collectively begin to think of solutions. Key informants from a gender perspective include: old people, women representatives, school teacher, community representatives, vulnerable groups and Town Council
- List points of attention. The transect shall enable the gender scan team to quickly learn about the social structure, issues pertaining to water and gender, social impacts of the quality of the water supply, community alternatives, sanitation facilities, etc.
- Walks last one and a half hours.
- After return the team reports back to a bigger group of staff and analyse the result in a plenary session.

Plant Promenade
- Walks with an interdisciplinary team through all parts of the water plant, the treatment plant, pumping station, maintenance shed, etc.
- Staff is observed, asked questions and listened to, which will enable identification of problems related to gender and collectively begin to think of solutions.
- List points of attention.
- Time spent on walks depend on the size of the utility, but last around one and a half hours.

ANNEX 7
Review of Key Documents

To get insight into the legal framework and rules and regulations related to gender and water, it is critical to identify and locate various relevant documents. These documents can be found at different levels and might deal with either gender or water, but should be screened for their relevance for the utility. Sometimes the utility will already have access to various documents relevant to the objectives and programmatic focus of a gender scan. The following list gives examples of documents that might be relevant to consider:

- National Water Policies/Act
- National Gender Policy/Act
- CEDAW reports (Committee on the Elimination of Discrimination against Women)
- National IWRM (Integrated Water Resources Management) Plans
- National MDG (Millennium Development Goals) Plans
- Watershed Management Plans
- Documents on Water Sector Reforms
- Local Government Structure and Mandate (vis-à-vis water and sanitation services, women's rights and gender equity, etc.)
- Census Data (demographic, social-economic)
- Relevant reports, work plans, action plans, implementation plans, etc. [3]

Apart from these documents pertaining to national and regional policies, it is also important to examine the gender-specific documents that the utility possesses and how they help promoting gender equality. Are they accessible and do the staffs use them? How often?

The review of key documents is not a difficult exercise but can prove to be tedious for someone who isn't used to work on gender mainstreaming. Below are examples of indicators that can be used for the reviewing. You could verify that the document:

- uses and analyses gender-disaggregated data/information;
- uses gender-sensitive language;
- takes into account the different experiences of women and men, for example, in the case studies, anecdotal or testimonial materials;
- distinguishes between a focus on one sex and a focus on gender relations;
- takes into account ethnic, age and other relevant differences between people;

It is not always necessary to read all the documents. In most countries there are women or gender organisations who analyse the national policy documents annually, and whose reports can be used.

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[3] UN-HABITAT and GWA, Navigating Gender in African Cities: Synthesis Report of Rapid Gender and Pro-Poor Assessments in the 17 Cities of the Water for African Cities (WAC) II Programme. P88

ANNEX 8
Example of Questionnaire

One method that can be used in a Gender Scan is conducting a questionnaire survey. This is an example of a questionnaire based on the suggested Gender Scan components. The questions have multiple answers that form scales ranging from high to low. The answers should not be presented in the same order (reflecting high-low or low-high scales) to reduce bias of staff when answering.

As the Gender Scan should be tailored to each utility's needs and demands, this questionnaire cannot be taken as suitable for immediate use!

Current national/international gender issues and gender debate affecting the utility

The utility is influenced by: Examples of scores
- o   National gender policies   1
- o   International laws and instruments (Beijing Platform for Action for ex.)   2
- o   Both   3
- o   I don't know   0

Gender policy in the utility

Our water utility:
- o   has a formal gender policy   3
- o   has no formal gender policy   1
- o   a formal gender policy is under development   2
- o   I don't know   0

In our utility, the gender policy refers to:
- o   External products and services to our customers   2
- o   The internal organisational aspects   1
- o   Both of the above   3
- o   I don't know   0

In our utility, the action plans within the gender policy are:
- o   Monitored for internal organisational aspects   2
- o   Monitored for external services and products   1
- o   Monitored for both   3
- o   I don't know   0

Our utility:	Examples of scores
o Has an affirmative action policy for hiring women	3
o Has an affirmative action policy for hiring minority people	2
o Has none affirmative action policy	1
o I don't know	0

In your opinion, gender issues in our utility:	
o Are discussed insufficiently	1
o Are discussed sufficiently	3
o Are discussed too much	2
o I don't know	0

Internal application of gender policies

Of the total work force, women employed by our utility constitute:
- o 0-10%
- o 10-40%
- o 40-60%
- o 60 – 100%
- o I don't know

Of the total work force, the percentage of women in the following sections is about:
- o Administrative departments: …..% women
- o Financial departments: …..% women
- o Management   …..% women
- o Services   …..% women
- o Production   …..% women
- o Customer service   …..% women
- o Technical maintenance   …..% women
- o Cleaning   …..% women
- o Other:

In terms of salary scales:	
o Women and men receive the same salaries for the same jobs	3
o Women receive lower salaries than men in the same jobs	2
o Men receive lower salaries than women in the same jobs	1
o I don't know	0

Part-time work: Examples of scores
o   More women than men have fulltime job   3
o   More women than men have a part time job   2
o   Directors and other high positions have to have fulltime assignments   1

If most women in the utility have part-time job (why) is related to family and child care responsibility? Or other reasons, please mention them:

Do you feel that career opportunities (i.e. advancement possibilities) in our utility:
o   Are equal for men and women   3
o   Are more favourable for men than for women   2
o   Are more favourable for women than for men   1

Our utility:
o   has formal procedures for addressing sexual harassment and discrimination 3
o   has informal procedures for addressing sexual harassment and discrimination 2
o   has no procedures for addressing sexual harassment and discrimination   1
o   I don't know   0

Can you give an example of what happened after sexual harassment was reported?

Our utility has facilities or schemes for (multiple answers possible):
o   Maternity leave   1
o   Maternity and paternity leave   2
o   Child care   1
o   Space for breast feeding   1
o   Adequate toilets for women   1
o   I don't know

Our utility has toilets and other facilities that:
o   Take into consideration the disabled people and people with special needs   1
o   Doesn't take them into consideration   0
o   I don't know

Committees: Examples of scores
- o Number of committees in the utility: ....
- o Number of women and men in each committee: 1: ....
                                                   2: ....
                                                   3: ....
- o Is some committee or department in the utility specialised for women or men?
- o If yes, why?

During the committee meetings:
- o Women are present and express themselves   3
- o Women are present but hardly speak   2
- o Women are not present   1
- o I don't know   0

If the utility works in a multi-cultural context with a variety of religions and minorities:
- o The minorities are represented in the utility's management   1
- o The minorities are not represented in the management   0

On which basis does the utility select people for high positions?

Organisational culture

In the documents produced by our utility, gender-sensitive language and images:
- o Are always given attention   3
- o Are sometimes taken into account   2
- o Are never used   1
- o I don't know   0

In our organisation, the board of directors are:
- o Supportive towards promoting the empowerment of women and men and in changing cultural norms in society   2
- o Neutral towards promoting the empowerment of women and men and in changing cultural norms in society   1
- o Unsupportive towards promoting the empowerment of women and men and in changing cultural norms in society   0

Decision-making

In our utility, women are: Examples of scores

- Represented in the decision-making positions and roles   2
- Not represented in the decision-making positions and roles   1
- I don't know   0

How is the board composed?
- More men than women   0
- More women than men   0
- Equal share   1

Minorities are:
- Represented in the decision-making positions and roles   2
- Not represented in the decision-making positions and roles   0

Existing gender expertise in the utility and building gender competence

In our organisation, resources (financial, time or other) for practising gender (for example for gender training):
- Are made available by the management   2
- Are not made available by the management   0
- I don't know   0

In our organisation, in order to monitor whether gender is consistently mainstreamed in all documents, water policies and activities:
- There are designated people/unit to conduct the monitoring activities.   3
- There are no designated people/unit who conduct the monitoring activities. It is the responsibility of each individual, but there is some encouragement from management.   2
- It is the individual's responsibility with no encouragement from management 1
- Nobody monitors activities   0
- I don't know

The unit for monitoring gender mainstreaming in the utility
- Is composed of only women   1
- Is mixed   2
- Has a budget to work with   3
- I don't know   0

With regard to training on gender for staff in our organisation: Examples of scores
- o Opportunities are regularly available for all staff (for example at the start of a project)

                                                                                             4
- o Opportunities are rarely available for all staff   3
- o Opportunities are regularly available but for some staff only   2
- o Opportunities are only available for the management   1
- o Opportunities are never available   0
- o I don't know

The training was provided/is provided by a gender specialist from:
- o Within the utility   2
- o Outside the utility (NGO…)   1
- o I don't know

Are there other ways that issues of gender equity are addressed in the utility?

If the utility has a gender expert, which position does he or she have?

Can she/he participate in a decision or not?

Application of gender policy in products and services

Do you explicitly build in gender analysis in your content related activities?
- o Yes, always   2
- o Yes, sometimes   1
- o Never   0

All our organisation's information materials, such as pamphlets, brochures, newsletters, annual reports and publications have illustrations which:
- o Have been carefully chosen to reflect gender   2
- o Do not take gender into account   0
- o Sometimes take gender into account   1
- o I don't know

The costs of one m^3 water from our utility: Examples of scores

- o   is different for poor and less poor customers   3
- o   is different for men and women customers, water users   1
- o   is different for small consumers than for large consumers   2
- o   is the same for all   1
- o   I don't know.

Open questions

What is your experience with gender relations, mainstreaming of gender and diversity of people and with discrimination in the organisation?

Could you suggest improvements both in the personnel policy as well as in the customer relations?

Did we leave out some important gender issues?

ANNEX 9
GLOSSARY OF GENDER CONCEPTS

Empowerment is about people – both women and men – taking control over their lives: setting their own agendas, gaining skills, building self-confidence, solving problems and developing self-reliance. No one can empower another: only the individual can empower herself or himself to make choices or to speak out. However, institutions including international cooperation agencies can support processes that can nurture self-empowerment of individuals or groups. Empowerment consists of four interacting components that all four need to be reached for people to be really seen as empowered: socio-cultural, political, economic and physical.

Gender is the culturally specific set of characteristics that identifies the social behaviour of women and men and the **relationship** between them. Gender, therefore, refers not simply to women or men, but to the relationship between them, and the way it is socially constructed. Because it is a relational term, gender must include women **and** men. Like the concepts of class, race and ethnicity, gender is an analytical tool for understanding social processes. (Status of Women, Canada, 1996).

Gender+ is a broader and inclusive gender concept as applied by GWA. Differences between women and women, between men and men are equally important in gender power relations. Also age differences, caste and class influence the position of individual and categories of people. Race, ethnicity and religion interact with the gender relations as well. All these different influences together are included in the gender concept called gender+.

Gender Analysis is a systematic way of looking at the different roles of women and men in development and at the different impacts of development on women and men. Essentially, gender analysis asks the 'who' question: who does what, has access to and control over what, benefits from what, for both sexes in different age groups, classes, religions, ethnic groups, races and castes? Gender analysis also means that in every major demographic, socio-economic and cultural group, data are separated by sex and analysed separately by sex. A gender focus - that is looking at males and females separately, is needed in every stage of the development process. One must always ask how a particular activity, decision or plan will affect men differently from women, and some women or men differently from other women and men (Rani Parker, 1993). Looking at how water management tasks are divided across the sexes and age groups shows for example on which aspects water projects need to work with women or with men, as within families, different categories of women, and men, tend to have different tasks, decision-making power and knowledge (van Wijk, 1998).

Gender Equality means that women and men enjoy the same status. Gender equality means that women and men have equal conditions for realising their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality is therefore the equal valuing by society of both the similarities and differences between women and men, and the varying roles that they play as for example the different roles of women and men in water resources management.

Gender Equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality.
In the water sectors gender equity often requires specific policies that focus on the technical capacity development of women and the hiring and promotion of women in water resources management to address their historical disadvantage in decision making in these sectors.

Gender Mainstreaming is the process of accessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality [*by transforming the mainstream*] (ECOSOC, 1997, emphasis added).

Gender Relations constitute and are constructed by a range of institutions such as the family, legal systems, or the market. Gender relations are hierarchical relations of power between women and men and tend to disadvantage women. These hierarchies are often accepted as "natural" but are socially determined relations, culturally based, and are subject to change over time.

Affirmative action usually refers to policies that take gender, race, age or ethnicity into account in an attempt to promote equal opportunities and increase gender and ethnic diversity in workplaces and in decision-making bodies, for example water user committees. The impetus towards affirmative action is twofold: to maximise gender balance and diversity and its presumed benefits in all levels of society, and to redress perceived disadvantages due to overt, institutional, or involuntary discrimination. Organisations are encouraged (or forced by regulations) to be more representative of the population they serve or should serve. This is very relevant for Water Companies.

Gender-sensitivity is the awareness of differences between men and women, in their needs, their tasks, their knowledge, their power position, etc. This is not about putting women up against men, on the contrary, a gender sensitive approach is benefitting both women and men. Through gender sensitivity one recognises assumptions which are valid, or those based on stereotypes and prejudices. Gender awareness requires intellectual efforts and an open mind. In learning organisations gender sensitivity is encouraged. In water utilities, it would show gender sensitivity if it is not automatically assumed that the man is the head of the household, or that women don't pay bills, or that cleaning work is women's work, etc.

Gender sensitive language

English, like so many other languages is a naturally sexist language. This is because the language mirrors the culture it is developed and used in. Words like Chairman, manhole, waiter appear to assume that these functions are only performed by men. The Chairman is now known as Chairperson so not to offend a lady who might actually be in charge. So, to use a word like Chairperson instead of Chairman is to Gender Sensitive. Gender Sensitive also means that one refrains from telling jokes at the expense of the opposite sex. If you had to say: "Women need men like goldfish need electric guitars," that would be offensive to a man and thus you would not be gender sensitive.

ANNEX 10
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