

Module B9

Location and sharing of responsibility

Target Group

Policy makers, Project managers and Civil Society Activists.

Time

2 hrs

Material

The teaching aids required for the session are:

- Whiteboard
- Whiteboard markers
- Flipchart and markers

Examples/Handouts

International Examples

Examples from Pakistan

Note: depending upon the target group of participants either use the examples to illustrate training points or explain concepts or give these as a handout.

Guideline / Procedures and Main Training Points

1. Introduction to Module B9

Procedure

- Start the session by stating the topic and objective of the module

Topic: Location and sharing of responsibility

Objective: To understand the importance of location and sharing of responsibility for developing institutional framework

- Introduce and state the main training points of Module B9

Introduction

- For many reasons, governments consider water resources planning and management to be a central part of their responsibility. This view is consistent with the international consensus that promotes the concept of government as a facilitator and regulator, rather than an implementer.
- The challenge is to reach mutual agreement about the level at which, in any specific instance, government responsibility should cease, or be partnered by autonomous water services management bodies, NGOs and/or community-based organizations.
- To tackle gender equity, programmes of reform must take into account from the outset the way in which formal and informal institutions are shaped by unequal gender relations. These

institutions will tend to reproduce gender based inequality unless they are appropriately redesigned during the reform process.

Main Training Points

1. Gender mainstreaming in IWRM requires sharing of the responsibilities between government and private institutions that are gender sensitive and have sufficient expertise.
2. For gender mainstreaming in IWRM, involvement of women in sharing of responsibilities is essential

2. Training Points

2.1 Training Point 1

Gender mainstreaming in IWRM requires sharing of the responsibilities between government and private institutions that are gender sensitive and have sufficient expertise.

Procedure

- Brainstorm with the participants on training point 1 and write down the relevant responses on the whiteboard.
- Ask 1 or 2 participants to summarize main training points on the whiteboard as you go along.

Training Points

- The gendered dimensions of current governance reforms in many developing countries have not been given appropriate consideration except in discussions on decentralization. Yet there are many instances of gender-specific capacity failures in public water institutions targeted for reform.
- Public expenditure management systems fail to acknowledge women's needs, or distribute budgetary resources equally. The civil service and judiciary may be dominated by men. Women workers clustered at the bottom of state bureaucracies may be the first to be fired when cost-cutting efficiencies are introduced.
- A good point to begin may be the institutional locus fostered by IWRM practitioners. The concept of IWRM has been accompanied by promotion of the river basin (and sub-basin) as the logical unit where IWRM can be seen to happen. In order to bring IWRM into effect, institutional arrangements are needed to enable the following:
 - The functioning of a consortium of stakeholders, involved in decision-making, with representation of all sections of society, and a gender balance
 - Water resources management based on hydrological boundaries, as defined and agreed to by both local men and women
 - Organizational structures at basin and sub-basin levels to enable decision making at the lowest appropriate level, with the participation of both men and women

- Coordination by government of the national management of water resources across water use sectors, while steadily increasing the proportion of women engaged as professionals, managers, academics and decision-makers.
- Gender mainstreaming of Water Sector Institutions would require the following:
 - Water as a priority in women's development and women's empowerment institutions.
 - Water as a priority in environment and other related institutions.
 - Water as a priority in women's development NGOs.
 - Engendering of water related NGOs
- In government institutions dealing with water, in RSPs and the larger NGOs working in the water sectors reserve quotas for women are needed:
 - Participatory decision-making means men and women at every level in every water agency or institution, and in user groups, have a say on how that agency or user groups incorporates the perspectives, needs and wants of both men and women. In each instance the share of participation should be defined strategically
 - Donors supporting government and NGO water programmes and government supporting NGO programmes can insist that the recipients demonstrate that they have the required quotas in their managerial, participative and staff structures to qualify for support.

2.2 Training Point 2

For gender mainstreaming in IWRM, involvement of women in sharing of responsibilities is essential.

Procedure

- Read through the summary of training point 1 to lead on to training point 2.
- Brainstorm with the participants on training point 2 and write down the relevant responses on the whiteboard.
- Ask 1 or 2 participants to summarize main training points on the whiteboard as you go along

Training Points

- It was seen that while women are active managers of water at the household level, they are largely passive or kept out of decisions on issues of water, food, agriculture and water infrastructure development. To counter this trend, the strategy of developing "women-only" organizations can be adopted to provide a separate platform to women for highlighting their issues and concerns. Such organizations can work with close contact with other institutions working in the water sector.
- The functions of such women organizations or women networks at local level maybe:

- Identification of women's organizations and women member (in the geographical and programme areas), who can form a women's perspective on water and highlight (as well as seek to address) those issues that particularly effect women.
 - Development of a local grassroots gender perspective.
 - Strengthening of the role of women and women organizations in the planning, development and management in their local partner organizations.
 - Promotion, strengthening and empowerment of women in relation to water resource management in project areas.
 - Institutionalization of gender analysis at all levels of policy, planning programmes and project implementation within partner institution.
 - Evolution of local women organizations as pressure and lobbying groups in project areas.
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- Meetings with other women organizations for sharing of information, experiences and good practices.
 - A plan of activities to implement defined actions.

National and international examples show that a combination of proactive actions for the promotion of women, designed as a component of an overall gender mainstreaming and gender institutionalizing strategy, can help women move faster into water institutions usually dominated by men.

3. Winding up

Procedure

- Wind up the module with a summary and thanks to the participants.
- If more than one session in the workshop, announce break and time to return for the next session.

Examples of Module B9

Location and sharing of responsibility

INTERNATIONAL EXAMPLES

Gender Institutionalizing Strategy

For many reasons, governments consider water resources planning and management to be a central part of their responsibility. This view is consistent with the international consensus that promotes the concept of government as a facilitator and regulator, rather than an implementer. The challenge is to reach mutual agreement about the level at which, in any specific instance, government responsibility should cease, or be partnered by autonomous water services management bodies, NGOs and/or community-based organizations.

To tackle gender equity, programmes of reform must take into account from the outset the way in which formal and informal institutions are shaped by unequal gender relations. These institutions will tend to reproduce gender based inequality unless they are appropriately redesigned during the reform process (*Gender Equality, Striving for Justice in an Unequal World, Executive Summary*, UNRISD, Switzerland, February, 2005).

The gendered dimensions of current governance reforms in many developing countries have not been given appropriate consideration except in discussions on decentralization. Yet there are many instances of gender-specific capacity failures in public water institutions targeted for reform. Public expenditure management systems fail to acknowledge women's needs, or distribute budgetary resources equally. The civil service and judiciary may be dominated by men. Women workers clustered at the bottom of state bureaucracies may be the first to be fired when cost-cutting efficiencies are introduced (*ibid*).

A good point to begin may be the institutional locus fostered by IWRM practitioners. The concept of IWRM has been accompanied by promotion of the river basin (and sub-basin) as the logical unit where IWRM can be seen to happen. In order to bring IWRM into effect, institutional arrangements are needed to enable the following:

- The functioning of a consortium of stakeholders, involved in decision-making, with representation of all sections of society, and a gender balance
- Water resources management based on hydrological boundaries, as defined and agreed to by both local men and women
- Organizational structures at basin and sub-basin levels to enable decision making at the lowest appropriate level, with the participation of both men and women
- Coordination by government of the national management of water resources across water use sectors, while steadily increasing the proportion of women engaged as professionals, managers, academics and decision-makers.

The GWP family of institutions (Regional Water Partnerships, Country Water Partnerships and Area Water Partnerships, as well as the River Basin Organizations) are built on this institutional framework. There is an associated programme to support gender mainstreaming in GWP's programmes, and GWP regions have chosen different ways to attempt gender mainstreaming.

Water Sector Institutions

Area Water Partnerships in South Asia emerged out of the need to find tangible and feasible units for institutionalizing IWRM in countries where the river basins are huge and unwieldy. They are part of the 'family' of institutions fostered by the Global Water Partnership (GWP). The rationale for this type of decentralization in South Asia has been that IWRM knowledge and good practice should be grounded in the grassroots, as this is where IWRM has meaningful practical interface with people's daily lives and livelihoods

It was seen that while women are active managers of water at the household level, they are largely passive or kept out of decisions on issues of water, food, agriculture and water infrastructure development. To counter this trend, the strategy is to have a parallel "women-only" Women and Water Network attached to each Area Water Partnership (AWP), which sends as many members as possible to the AWP steering committee or board (Kamal S, Area Water Partnerships (AWPs) and their Potential for Community-based Action in IWRM, Keynote paper, International symposium on Community Based approaches for Integrated Water Resources Management, Islamabad, February, 2004).

The objectives of WWNs at AWP level are:

- Promotion of women's issues within AWP's
- Gender mainstreaming in all of the AWP's programmes

The functions of WWN's at AWP level are:

- Identification of women's organizations and women member (in the geographical and programme areas), who can form a women's perspective on water and highlight (as well as seek to address) those issues that particularly effect women
- Development of a local grassroots gender perspective (in all AWP areas)
- Strengthening of the role of women and women organizations in the planning, development and management in AWP's and their local partner organizations
- Promotion, strengthening and empowerment of women in relation to water resource management in the AWP area
- Institutionalization of gender analysis at all levels of policy, planning programmes and project implementation within AWP work
- Promotion and incorporation of gender focus and women specific approaches and budgetary allocations in the AWP's work (a certain percentage can be set aside for gender mainstreaming in each AWP programme)
- Evolution of local WWNs as pressure and lobbying groups in the AWP's
- Meetings with other WWNs associated with AWP's for sharing of information, experiences and good practices
- A plan of activities to implement defined actions

This example shows that a combination of proactive actions for the promotion of women, designed as a component of an overall gender mainstreaming and gender institutionalizing

strategy, can help women move faster into water institutions usually dominated by men.

Gender mainstreaming of Water Sector Institutions would require the following:

- Water as a priority in women's development and women's empowerment institutions
- Water as a priority in environment and other related institutions
- Water as a priority in women's development NGOs
- Engendering of water related NGOs

In government institutions dealing with water, in RSPs and the larger NGOs working in the water sectors reserve quotas for women are needed:

Participatory decision-making means men and women at every level in every water agency or institution, and in user groups, have a say on how that agency or user groups incorporates the perspectives, needs and wants of both men and women. In each instance the share of participation should be defined strategically.

Donors supporting government and NGO water programmes and government supporting NGO programmes can insist that the recipients demonstrate that they have the required quotas in their managerial, participative and staff structures to qualify for support.

The Interagency Task Force on Gender and Water

The Interagency Task Force on Gender and Water (GWTF) was established in February 2003 as an initiative of the Interagency Network on Women and Gender Equality (IANWGE). It was subsequently endorsed by the inter-agency group of agencies and programmes called "UN-Water" as the focal point for both gender and water issues. At the Task Force's inaugural session, Ms. Angela King, Assistant-Secretary-General and Special Adviser on Gender Issues and the Advancement of Women, stated: "...the Task Force offers a valuable opportunity for dialogue between gender specialists on the one hand, and water and sanitation experts on the other. Such a dialogue should lead to concrete recommendations on how to strengthen gender mainstreaming in the water and sanitation sector."

NATIONAL EXAMPLES

Water Sector Institutions in Pakistan

Governments see water resources planning and management to be a central part of their responsibility.

In terms of institutions dealing with water for nature, the Planning Commission of Pakistan has a separate section on environment, which also deals with water. In addition, Pakistan also has Water and Power Development Authority (WAPDA), one of the largest water utilities in the world, which has several departments and cells dealing with water issues. There are also institutions for managing inter provincial distribution of water where issues relating to water for nature are regularly brought up. None of these institutions have specific policy on gender but attempts are under way to introduce gender focal points.

The main Water Sector Institutions in Pakistan are grouped largely within the purview of the Ministry of Water and Power that has the responsibility for water and power sector:

- WAPDA
- Inter-provincial coordination on water and drainage
- Federal Flood Commission
- Indus River System Authority (IRSA)
- NESPAK
- NPCC
- Pak Engineering Council

Functions of Water Related Agencies

Functions of WAPDA

- generation, transmission and distribution of power
- irrigation, water supply and drainage
- prevention of water logging and reclamation of waterlogged and saline lands
- flood control
- inland navigation
- execution of schemes that are transferred to Provincial Irrigation Departments for operation and maintenance
- operation and maintenance of large multipurpose reservoirs and inter-provincial link canals

Provincial Agriculture Department

- Organizing input distribution and extension services to farmers, especially farm management
- Implementation of on-farm water management

Provincial Irrigation Departments

- Operation and maintenance of irrigation infrastructure
- Technical data Collection

Provincial Irrigation and Drainage Authorities (PIDAs)

- Autonomous bodies responsible for intra-provincial aspects of irrigation and drainage

- from barrages to canal headwork's, and from main drains that cross canal commands to intra-provincial drains
- Structure: AWBs, FOs and WCAs (only active Sindh at the moment)

Municipal Water Authorities

- A plethora of provincial and local agencies
- Karachi has 32 different agencies dealing with water supply and sewerage

Institutional Environment for Women's Development

- National Commission on Status of women (NCSW)
- Ministry of Women's Development (MoWD)
- Gender Reform Action Plans (GRAPs)
- Proposed Gender and Social Development Sections in Key Ministries (under GRAPs)
- Programmes that address gender issues

A recent study by the National Commission on the Status of Women (*Inquiry Report on the Status of Women's Employment in Public Sector Organizations, NCSW, GOP, 2003*) shows that women have less than 6 percent share in public sector employment, most in admin jobs in the lower grades. WAPDA, Irrigation and Agriculture Ministries and related departments have a handful of women, mostly in project-related temporary jobs, while Sindh Irrigation and Drainage Authority (SIDA) has a few women social organizers.

Example of Gender Equity Strategy in a Government Body

An example of an institutional attempt to mainstream gender is SIDA'S Gender Equity Strategy

The SIDA Gender Equity Strategy proposes ways to address the concerns and interests of women in particular and of male and female agriculture-dependent end users in general

The strategy recognizes that gender disparities are additional factors which cross-cut land ownership and share cropping arrangements, making it sometimes difficult to distinguish between equity issues related to gender and those related to larger power structures.

Objective 1

To increase the capacity of male and female staff in SIDA and associated institutions to undertake their tasks with maximum efficiency

Outputs for Objective 1

- Awareness and commitment at all levels of SIDA to integrate gender equality in behaviour and practices
- System and procedures for gender mainstreaming in place
- Gender responsive planning and implementation undertaken
- All M&E data collected and analyzed is gender-disaggregated for effective planning and programme implementation
- Training and Human Resource Development policies and procedures are responsive to

gender differences and requirements

Objective 2

To strengthen the capacity of men and women stakeholders to participate in, and equitably share benefits from, the water management transfer process

Outputs for Objective 2

- Increases representation of women landholders and male and female non-landholders in decision-making at all levels
- Increased access for women landholders and male and female non-landholders to opportunities and resources in water management transfer, including training and access to improved resources and skills
- Group formation for men and women developed and integrated into Farmers' Organizations
- Plans, design, implementation, monitoring and evaluation of gender equitable programmes in villages