GENDER ANALYSIS FINAL REPORT
WATER, SANITATION, AND HYGIENE (WASH)
Ethiopia Performance Monitoring and Evaluation Service

December 2019
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## ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>ADS</td>
<td>Automated Directives System</td>
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<tr>
<td>CDCS</td>
<td>Country Development Cooperation Strategy</td>
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<td>CLTS</td>
<td>Community-Led Total Sanitation</td>
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<td>GOE</td>
<td>Government of Ethiopia</td>
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<td>GTP</td>
<td>Growth and Transformation Plan</td>
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<td>HEW</td>
<td>Health Extension Worker</td>
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<td>JMP</td>
<td>Joint Monitoring Programme</td>
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<td>MHM</td>
<td>Menstrual Hygiene Management</td>
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<td>OWNP</td>
<td>ONE WASH National Program</td>
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<td>PAD</td>
<td>Project Appraisal Document</td>
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<td>PSI</td>
<td>Population Services International</td>
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<td>SDG</td>
<td>Sustainable Development Goal</td>
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<td>TVET</td>
<td>Technical, Vocational and Educational Training Association</td>
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<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>WASH</td>
<td>Water, Sanitation, and Hygiene</td>
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<td>WASHCO</td>
<td>Water, Sanitation, and Hygiene Committee</td>
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<td>WHO</td>
<td>World Health Organization</td>
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I. INTRODUCTION

BACKGROUND

Ethiopia is considered Africa’s fastest growing economy; however, quality of and access to water and sanitation services in Ethiopia is lacking and open defecation remains a common practice. A substantial disparity exists between water and sanitation access in rural and urban areas. Despite a 22 percent increase in the proportion of the population using basic water services between 2000 and 2017, the disparity between urban to rural access to basic water services is 80 percent to 32 percent.\(^1\) 43 million people, slightly less than half of the population, lack access to handwashing facilities at home.\(^2\) Though access to potable water in urban areas remains relatively high as compared to rural areas, it varies widely across regions.

Ninety-five percent of the rural population and 80 percent of the urban population have poor sanitation, defined by limited service, unimproved or open defecation.\(^3\) Despite a 57 percent decrease in the proportion of the population practicing open defecation between 2000 and 2017, open defecation remains a major issue in Ethiopia with 22 percent of the population engaging in the practice as of 2017.\(^4\) Open defecation in rural areas has decreased faster among the more wealthy, who experienced a 69 percent decrease since 2000, than the poorest, who experienced a 9 percent decrease.\(^5\)

Ethiopia frequently experiences droughts and floods that pose a significant threat to the population. These recurring natural disasters, an effect of accelerating climate change, will test the resilience of systems of agriculture, water resources, and health, which will be the most negatively impacted.\(^6\) This threat underscores the urgency of integrated, multisectoral approaches and interventions that improve existing water, sanitation, and hygiene (WASH) systems in a way that reduces gender disparities in resource access.

GOVERNMENT OF ETHIOPIA POLICIES

The Government of Ethiopia (GOE) identifies water and sanitation as priority areas for achieving sustainable growth, poverty reduction, and improved social outcomes. Ethiopia has adopted aggressive targets for WASH indicators, demonstrated in the Growth and Transformation Plan-II (GTP-II) targets

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2 Ibid.
3 Ibid.
4 Ibid.
5 Ibid.
and Sustainable Development Goals (SDGs), which are illustrated in Figure 1 and Figure 2, as well as several national policies and programs supporting these targets:7

- Water Sector Development Program (2002)
- Guidelines for Gender Mainstreaming in the water and energy sectors (Ministry of Water, Irrigation and Energy) (2012)
- The Growth and Transformation Plan of 2011-2015 (GTP I) and 2015-2020 (GTP II)
- ONE WASH National Program (OWNP)- Phases I and II (2013-2020)

![Figure 1: Ethiopia’s GTP-II Targets for 2030](image1)

![Figure 2: Ethiopia’s WASH SDGs for 2030](image2)

6.1 Achieve universal and equitable access to safe and affordable drinking water for all

6.2 Achieve access to adequate and equitable sanitation and hygiene for all, and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations

II. PROJECT SUMMARY

PROJECT PURPOSE

The WASH Project aims to support accelerated access to improved water supply and sanitation through catalytic investments for sustainable WASH service delivery, with a special emphasis on women and girls. The Project aims to contribute to the United States Agency for International Development (USAID) Ethiopia Mission’s Country Development Cooperation Strategy (CDCS).8

Further information on the Project design, as well as the final report section on design implications and recommendations, has been redacted from this report due to procurement sensitivity.

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8 Due to procurement sensitivity concerns, descriptions of the theory of change, its design, and its graphic representation have been removed from the document.
III. METHODS

GENDER ANALYSIS PURPOSE & KEY USERS

The purpose of this gender analysis is to provide pertinent information for the USAID/Ethiopia WASH Design Team to enable gender integration within its Project design and its Project Appraisal Document (PAD). In light of this purpose, the analysis identified design priorities and considerations for the Project, addressing issues such as:

- Gaps in participation by gender which may affect key results of the Project, based on Project purpose, theory of change, and intervention areas.
- Potential priority areas for intervention, as determined by key inequalities among genders, focusing on women and men, and girls and boys, noting good practices from Ethiopia or worldwide to address these areas.
- Potential risks and differential effects, and providing approaches for mitigation or monitoring.

The WASH Design Team and USAID/Ethiopia’s Program Office, particularly the Mission Gender Advisor, are the intended key users of this report.

DATA COLLECTION METHODS

The Gender Analysis Team used two primary data collection methods: 1) a desk review of secondary sources containing qualitative and quantitative data, and 2) stakeholder consultations. See Table 1 for a summary of the data collection methods and their contributing data sources.

DESK REVIEW

The desk review was the primary mode of data collection for the analysis. In concert with the USAID Gender Advisor and the WASH Design Team, the Gender Analysis Team identified key documents on gender with regards to WASH policies, strategies, interventions and existing data. The team used limited snowball sampling—references or bibliographies in reports reviewed and stakeholder recommendations—to supplement documents provided or identified by USAID. See Annex A for a bibliography of documents cited in this analysis.

STAKEHOLDER CONSULTATIONS

The Gender Analysis Team complemented the desk review with stakeholder consultations. Stakeholders were purposively identified based on their knowledge of the Project’s key themes or areas of interest. The team held an initial consultation with the WASH Design Team on June 21, 2019 to understand the PAD’s stage of development, and to understand the Design Team’s critical gender-related information needs. The Gender Analysis Team used this information to focus its analysis efforts and proposed recommendations. In total, the Gender Analysis Team conducted five interviews with three organizations from August 6-9, 2019.
Table 1: Summary of Data Collection Methods

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<th>DATA COLLECTION METHOD</th>
<th>DATA SOURCES</th>
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<tr>
<td>Desk Review</td>
<td>Previous USAID Project and Activity gender analyses; Activity research and evaluation reports; GOE and donor planning and evaluation documents; available datasets, such as from the United Nations Children’s Fund (UNICEF)/World Health Organization (WHO) Joint Monitoring Program (JMP); and regional research.</td>
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</table>
| 5 Stakeholder Interviews | 1. UNICEF (2 interviews)  
2. Department for International Development (United Kingdom) (1 interview)  
3. Population Services International (PSI)/USAID Transform WASH (group interview with three staff)  
4. Addis Ababa City Water and Sewerage Authority (1 interview)  
5. Care Ethiopia, USAID Lowland WASH (group interview with three staff) |

DATA ANALYSIS

The analysis addressed a combination of USAID’s five domains of gender analysis as outlined in Automated Directives System (ADS) 205, as well as the WASH Design Team’s priority intervention areas as communicated to the Gender Analysis Team during the initial stakeholder consultation. The report findings are organized around these two guiding frameworks, whereas the implications and recommendations elaborate on what the findings imply for the Project design. Figure 3 lists the five gender domains and the Design Team’s key areas of interest. Annex B describes the gender domains in more detail. Depending on the key areas of interest, this analysis included a subset of the five domains with the most relevance to Project design.

Figure 3: Guiding Frameworks for Analysis

GENDER DOMAINS

1. Laws, policies, regulations, and institutional practices
2. Cultural norms and beliefs
3. Gender roles, responsibilities, and time use
4. Access to and control over assets and resources
5. Patterns of power and decision-making

KEY AREAS OF INTEREST

1. Urban Sanitation
2. Community-Level WASH
3. Economic Enabling Environment for WASH
4. WASH System Strengthening

LIMITATIONS

This gender analysis included several limitations. First, this work relies principally on secondary data, with limited key informant interviews. This introduces biases based on the secondary sources, such as timeliness, or perspectives of the original research team. To mitigate this, the gender analysis triangulates information where possible between data sources. The team also prioritized resources from
the last eight years, since the last CDCS, though drawing on older materials if needed to address an information gap. There is the risk of selection bias, especially towards data that is known to USAID/Ethiopia teams in documents and consultations. The team conducted internet searches to uncover additional secondary material and used snowball sampling to identify new stakeholders for interviews. Lastly, these projects are wide in scope and at various phases in the project design process. The analysis prioritizes addressing the key questions for project-level gender analysis as required in ADS 205 through the five domains of gender analysis, while also addressing priorities from the Project Design Team as was feasible.

**IV. FINDINGS**

This section outlines findings related to the five domains of gender analysis, as well as a special section on the economic enabling environment for WASH investments at the Project team’s request.

**LAWS, POLICIES, REGULATIONS, AND INSTITUTIONAL PRACTICES**

*The GOE has created numerous water and sanitation related policies and actions, and several efforts have been made to focus on elements of gender within existing policies. However, further research is needed to understand the gender-related effects these policies have had on WASH.*

Select policies and programs that address gender and WASH are described in Table 2. Although the policies are promising, it is unclear how well the gender aspects of these policies have been implemented and to what extent they have addressed gender inequities.

*Table 2: Gender Aspects Within GOE WASH Policies*

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<th>POLICY</th>
<th>GENDER ASPECTS</th>
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| GTP-II | • Core strategic direction: Empower women including decision-making.  
|        | • Goal 2.3: Empower Women in Water, Sanitation, and Hygiene Committee (WASHCO) management including in decision-making and increase their membership in WASHCOs to 50 percent and more.  
|        | • Goal 4.1: Train and engage into the sub-sector 4,374 higher and 13,000 medium level professionals and 510,000 artisans and caretakers and ensure that the involvement of women in this regard is 25 percent or more.  
|        | • General strategy:  
|        | o Ensure in design and construction that water supply facilities are convenient for women.  
|        | o Establish coordination mechanism with the health, education, agriculture, urban development, environmental protection, and women affairs sectors to integrate the water supply sub-sector engagements with sanitation and hygiene, urban development and environmental undertakings.  
|        | o Ensure maximized benefit of women in water supply and sanitation (urban wastewater management undertakings).  
<p>|        | • While one of the GTP pillars is to integrate gender across all sectors, it does not specifically speak about gender equality and WASH. |</p>
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<th>POLICY</th>
<th>GENDER ASPECTS</th>
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| Ethiopia’s Water Resources Management Policy (Ministry of Water Resources) | • Adopted as a key principle the promotion of the participation of all stakeholders, user communities; particularly women’s participation in the relevant aspects of water resources management and section 2.2.10 on Gender Issues states: Promote the full involvement of women in the planning, implementation, decision-making and training as well as empower them to play a leading role in self-reliance initiatives.9  
• The policy promotes the involvement of women in the operation and maintenance of WASHCO water systems. Yet women’s participation is still poor because of restrictive cultural norms, low interest among women, and limited availability of female engineers.  
• Gender aspects of the policy implementation has so far been poor or overlooked.10 Gender guidelines related to WASH have not flowed down to lower administration levels. |
| GOE OWNP-Phase II (part of the above policy) | • Requires WASH interventions to increase the participation of women and youth in: supply chains for latrine and water construction materials and Menstrual Hygiene Management (MHM) products, WASH construction jobs, and artisan training.  
• Recommends that gender responsive programming integrates approaches for preventing gender-based violence, but there is a lack of evidence on the extent of gender-based violence programming integrated in WASH. |
| Integrated Urban Sanitation and Hygiene and Strategy11 | 7.7.2. Gender  
• Increase the involvement of women in designing urban sanitation programs; which, in turn, helps empowerment and local ownership and capacity.  
• Increase the focus on the needs of women and girls by integrating urban sanitation and hygiene programs such as separate sanitation facilities and MHM.  
• Empower and capacitate women in economically viable management of urban sanitation and hygiene facilities.  
• Increase opportunities for women and girls in developmental activities related to prevention of sanitation and hygiene related diseases.  
• Use model women as change agents in addressing urban sanitation and hygiene related issues.  
• Increase engagement of women associations, forums and stakeholders working on gender.  
• Encourage creation of job opportunities for unemployed women, female school leaders and youth through construction work, business management roles, and engagement within SMEs in primary solid waste collection, waste reuse and recycling, public toilet service provision and fecal sludge management. |
| Ministry of Water, Irrigation and Electricity Training Manual | • Includes gender mainstreaming guidelines related to WASH in February 2017, targeting WASH practitioners to increase the integration of gender equity at all levels of WASH programs.12 |

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10 Wilson et al. 2018.  
WASH SYSTEM STRENGTHENING

There is recent progress in incorporating gender considerations and programming in national-level WASH policy, though putting gender-related programming into practice is highly variable. In many cases, policies are overlooked, unenforced, or have non-existent regulations. Sub-federal administration levels are frequently not aware of the policies or gender norms and low interest by women hamper policy implementation. Overall, there is a major gap in modalities for increasing female participation in WASH, mechanisms for enforcing gender equity policy, and program requirements to monitor implementation of gender components. Further, there are no mechanisms for adequately allocating resources for implementation of gender guidelines across line ministries.

Both intentional national policies and adequate funding for school-based interventions can support the strengthening of WASH systems in Ethiopia. According to UNICEF, interventions for systems-strengthening are inclusive of technical and strategic inputs to gender-related policies, action plans, budget analysis and financing in conjunction with gender budgeting, improved data and monitoring systems, as well as enhancing the gender capacity of administrators and service providers. Most, if not all, policies and programs mentioned earlier in this analysis have a component that focuses on strengthening of WASH systems in Ethiopia, either through capacity building, collaboration with other programs, or making learning a focus.

Transform WASH conducted training for sub-national GOE staff in management of WASH activities, specifically in sanitation marketing and strengthening of the market for accessible and high-quality WASH products and services. Though not specific to gender, select learnings are below on efforts to strengthen WASH systems:

- Bringing regional, zonal, and woreda level staff together into the same training sessions gave them a forum to discuss issues and develop solutions beyond their immediate interests. This has resolved many challenges and improved vertical and horizontal coordination and integration.
- Follow-up with those who have been trained initially has ensured that cascading training continues.
- Ongoing coaching and mentoring are effective in sustaining momentum at all levels of government.
- Broad attention to overall implementation of the OWNP was needed before limiting the focus on sanitation marketing. This ensured that training was relevant and made improvements at the system level, which was a prerequisite for sustainable WASH systems.


ACCESS TO AND CONTROL OVER ASSETS AND RESOURCES

_Lack of access to WASH resources ultimately leaves women and girls more vulnerable to violence and missing out on income generating or educational opportunities._

ACCESS TO WASH

Female-headed households targeted under the ONEWASH Plus project were less likely to have access to improved drinking water in comparison with male-headed households, especially in urban areas.\(^{15}\) Reduced access to water decreases women's potential involvement in agricultural production, food security and business opportunities.\(^ {16}\) A 2016 study in two rural woredas concluded that poor access to safe drinking water, coupled with illiteracy and water borne disease prevalence, affects the participation of girls and female in education, agricultural production, and other development activities.\(^ {17}\)

According to interviewed stakeholders and a brief review of the literature, no gender disaggregated data exists on access to improved sanitation facilities or open defecation in Ethiopia. More information on the effects of access to sanitation services can be found in the MHM section.

ACCESS TO WASH IN SCHOOLS

In the education sector, a lack of gender-segregated toilets in a majority of primary and secondary schools negatively affects girls' attendance at school. A stakeholder consultation revealed that the absence of gender-segregated toilets is one of the major challenges affecting adolescent girls' education, resulting in some girls missing up to a week of school each month. Similar findings were also reported in the READ II Rapid Gender Assessment.\(^ {18}\) However, the Ethiopia Country Landscape Analysis conducted by FSG in 2016 did not find MHM to be a leading contributor to girls' school absenteeism in Ethiopia, but cited the finding of Population Council, which showed that only 17 percent of girls reported missing class due to menstruation in the last year.\(^ {19}\) JMP data on WASH in schools revealed that, in 2016, 66.5 percent of schools surveyed nationally had no water source, 14.2 percent had no toilet facility, and one-third of girls had access to a girls-only toilet.\(^ {20}\) 60 percent of all primary schools and 46 percent of secondary schools do not have any sanitation services.\(^ {21}\) Only 37 percent of primary schools and 28


\(^{16}\) Swedish International Development Cooperation Agency. (2015, March). Women, water, sanitation and hygiene. Gender Tool Box [Brief]. [https://www.sida.se/contentassets/1d733a7ede3c42ad802b452b70f7ef28/women-water-sanitation-and-hygiene.pdf](https://www.sida.se/contentassets/1d733a7ede3c42ad802b452b70f7ef28/women-water-sanitation-and-hygiene.pdf)


\(^{21}\) Ibid.
percent of secondary schools had single sex or girls-only toilets. Limited access to clean water and sanitation facilities affects adolescent girls’ ability to manage menstrual periods adequately.

ACCESS TO MENSTRUAL HYGIENE MANAGEMENT

MHM is challenging for women and girls who have little access to a reliable water source and sanitation facilities. According to the most recent JMP report on household sanitation and hygiene, nearly half of women and girls surveyed (45 percent) wash and change sanitary materials at home, as compared to washing them in a backyard, no facility, or in an unspecified location. Only 13 percent of those surveyed had access to a safe, clean, private, and locked facility with access to water and soap. Approximately half reported access to a safe or clean facility and less than half reported access to a locked facility, access to water or access to soap. However, 74 percent reported having access to a private facility. Only 3 percent of women and girls were using what are considered ‘inappropriate’ materials for menstruation, and 39 percent reused menstruation materials. When interviewed, a stakeholder stated that the ability of adolescent girls to safely manage their monthly menstrual cycle in privacy and with dignity is fundamental to their health, psychosocial well-being and mobility. Moreover, millions of girls in low-resource and emergency contexts who does not have access to adequate MHM facilities and supplies experience stigma and social exclusion and forgoe improved economic opportunities.

Data on MHM in schools, collected during UNICEF’s 2017 MHM Baseline Report which covered six regions of Ethiopia, revealed both positive and surprising trends that point to regional variances: In Amhara, girls mostly disagreed with suggested restrictions on their activities during menstruation, specifically, 79 percent disagreed with missing school. Overall, 20-25 percent of girls choose to miss at least some school because of menstruation. The Southern Nations, Nationalities, and Peoples Region is relatively better off, with only 11 percent of girls missing school, while Gambella is relatively worse off at 46 percent, where common reasons for missing school is the pain that comes with menstruation and teasing from other students. Nearly two-thirds of those with access to toilets at school do not want to use them because they are unclean, lack privacy, or are unsafe. Disposable sanitary pads are used by 86 percent of urban adolescent girls but less than half of those in rural areas due to cost and availability.

ACCESS TO URBAN WASH

Between 1961 and 2013, the urban population in Ethiopia grew at an average rate of 5.84 percent, adding about 755 people every day. More recently, the Ethiopia Development Trends Assessment conducted by the Institute for Security Studies reports that Ethiopia’s urban population has more than tripled since 1991, growing from 6.4 million in 1991 to approximately 19 million in 2017. By 2030, 26

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22 Ibid.
24 Ibid.
25 Ibid.
percent of Ethiopia’s population is expected to live in urban areas.\textsuperscript{28} This makes improving urban sanitation a critical intervention area, especially as the growing population puts pressure on existing sanitation systems.\textsuperscript{29} Slums, where 80 percent of the population of Addis Ababa live, are particularly at-risk for poor sanitation because of their high population density, contamination risk, limited space, poor water supply, high-risk disposal practices, and overcrowding. The urban poor in Addis Ababa are uniquely excluded from basic sanitation services. A 2015 study found that 91 percent of sanitation facilities are onsite sanitation that requires pit emptying, but 85 percent of residents are dissatisfied with pit emptying services.\textsuperscript{30} The same study found the fecal sludge management system is ineffective at combatting environmental pollution and public health risks.\textsuperscript{31} The GOE currently produces no gender disaggregated data about access to WASH services in urban areas.

Small and medium urban towns where population growth is the fastest present unique challenges for women and girls in WASH. UNICEF’s ONEWASH Plus program is approaching projects in these locations as a population of ‘users’ rather than ‘beneficiaries’ to change attitudes towards a more business-oriented and potentially more sustainable model.\textsuperscript{32} The ONEWASH Plus program complements the government OWNP’s activities in a way that contributes to GOE goals and strengthens programming. UNICEF supports gender equity in schools through the inclusion of gender-sensitive facilities, delivering the MHM package as part of school WASH programming, and through the promotion of women’s groups in WASH activities. UNICEF believes these interventions have been effective thus far, but further information is needed to confirm outcomes of this exercise.

There is some data on the specific challenges of women and girls living in urban centers of Ethiopia, though some of the challenges that are perceived to exist for women and girls in urban settings are not very different from women and girls in other locations. Information from Plan International revealed very poor sanitation and kitchen facilities for women working in the industrial park in Awasa as evidenced in Figure 4 below.

\begin{itemize}
\item Wilson et al. 2018.
\item Beyene et al. 2015, pp. 726.
\item Ibid, pp. 726.
\end{itemize}
PATTERNS OF POWER AND DECISION-MAKING

While most women have a role in hygiene purchases and sanitation decisions, obstacles exist for them to attain leadership in community WASH management.

SANITATION AND HYGIENE PRODUCTS

The 2018 Transform WASH Activity baseline survey explored the extent to which women participate in household decisions about the procurement of sanitation and hygiene products. A promising 87.3 percent of women in intervention areas reported they make decisions regarding the purchase of these products either alone or with their partners. Nearly half of all women surveyed reported they are solely
responsible for sanitation decisions at the household level. This did not vary by wealth status but did vary by age, as women aged 25-34 were more likely to participate in these decisions.\textsuperscript{33} The Transform WASH baseline also found that approximately 83 percent of women surveyed participated in decisions about their health.\textsuperscript{34}

COMMUNITY LEVEL WASH LEADERSHIP

While women have access to membership in WASHCOs, obstacles to influence decisions as leaders still exist. WASHCO membership, which provides the opportunity for training in preventable operation and maintenance of water, and how to manage the money collected from community members, is most often composed of male members. Women are nominated as cashiers because communities perceive women to be trustworthy with money, but women do not usually take up leadership positions in WASHCOs.\textsuperscript{35} Female WASHCO members received training faced obstacles to applying their training because of their family roles, limited exposure outside the home, and perceptions of their gender.\textsuperscript{36} As women do not occupy influential positions in WASHCOs, water and sanitation planning and implementation considerations of women are therefore not adequately represented.

Results from four case studies commissioned by the Ministry of Water, Irrigation and Electricity suggest that woredas play an important role in selection of WASHCO members, and their direction was influential in nominating women as cashiers and chairpersons. Though participation is promising, woredas also need to strengthen gender awareness. A widespread assumption exists that women should take up more leadership positions because water is considered women’s work. However, simply putting women in leadership positions without additional mechanisms to prepare them for success and build confidence via education and support will not secure their involvement. Women’s roles in the household can prohibit their participation as they are might not be aware of and thus do not attend meetings on water management. Once women are involved in leadership, however, it encourages other women to participate.\textsuperscript{37} Finally, the case studies found that there has been little meaningful involvement from woreda Women’s Affairs Offices in promoting women’s involvement in WASHCOs.

CULTURAL NORMS AND BELIEFS

Cultural norms and beliefs negatively influence women’s participation in WASH management and hygiene management.

MENSTRUATION

Menstruation and MHM are talked about rarely in most communities, as they are associated with a girl’s sexual debut and signal that a girl is ready to marry. Studies have shown that this causes some girls to

\begin{itemize}
  \item \textsuperscript{34} Ibid.
  \item \textsuperscript{35} Haile, L., Hailegeorgis, M., & Rautiainen, O. (2016, July). Case study on women’s role and inclusion in water management through comparison of WASHCOs in three COWASH regions. http://www.cmpethiopia.org/content/download/2557/10717/file/Gender%20Case%20Study%20brochure.pdf
  \item \textsuperscript{36} USAID/Ethiopia. (2017). The role of gender in WASH market development in Ethiopia: An analysis for USAID Transform WASH.
  \item \textsuperscript{37} Haile et al. 2016.
\end{itemize}
refrain from sharing when they begin menstruating. In some Ethiopian languages, menstruation is called ‘dirt’ or ‘disease of the abdomen.’38 Further, girls have reported feelings of isolation as well as being insulted or discriminated against during menstruation.39 Experts suggest that until the subject is normalized, open discussions and learning will continue to be a challenge.40 Discussions are also limited by a lack of MHM curricula and little to no training for teachers, which is particularly important for male teachers who are not as sensitized to the needs of girls,41 and Health Extension Workers (HEWs).42

**WASH-RELATED EMPLOYMENT AND MANAGEMENT**

While there are many opportunities to work in the WASH sector, cultural norms regarding the status and roles of women and men influence the type of work that can be done by different genders. Fewer men than women are involved in the management of public toilets as it is considered a lower-level job. Additionally, the USAID WASH implementing partners consulted report that norms related to childbearing and women’s household responsibilities discourage qualified women from taking WASH jobs because of the extensive fieldwork involved - see the ‘Gender Roles, Responsibilities, and Time Use’ section for more information. Men’s reluctance to let their wives join WASHCOs impacts female participation. Stakeholders report an unwillingness of women to take part in tasks on committees that take them away from their domestic responsibilities.

**GENDER ROLES, RESPONSIBILITIES, AND TIME USE**

*Women’s WASH responsibilities in the home both put them at risk for violence while fetching water and prevent them from participating in WASH management to a greater extent than men.*

**TIME USE AND DISTRESS**

It is recognized globally that women and girls, regardless of age, are disproportionately affected by the burden of collecting water, in addition to other chores. According to the 2016 Ethiopia Demographic and Health Survey, Ethiopian women were more likely than men to both collect drinking water in general and in rural areas. Adult women were eight times more likely to fetch water for the household than adult men. Similarly, girls under age 15 are more than twice as likely as boys to collect drinking water.43

39 Ibid.
41 Ibid.
43 FSG 2016.
Women and girls are primarily responsible for collecting water, disposing of household waste, and cleaning. Poor access to water exacerbates the work burden of women due to the long distance they travel to collect water, which also presents risks to their safety. Water insecurity is a predictor of psychological distress, according to a 2016 study in the Amhara region of Ethiopia, measured by the WHO Self-Reporting Questionnaire. Because responsibility for accessing water is a role women hold more often, they are likely to experience increased psychological distress as compared to men.

In 2017, USAID conducted a gender analysis of the Transform WASH Activity which, through secondary sources and corroborated through interviews, found that Ethiopian women spend more time than their male counterparts providing unpaid, undervalued labor such as community, domestic and care giving work. Women and girls spend less time on learning activities, such as formal education and consultation of information sources, and have less time for leisure and recreational activities, such as cultural events and sports.

**WASH MANAGEMENT**

As mentioned previously, there is gender inequity in the management of WASH interventions. At kebele and woreda WASH public sector entities technical staff are nearly entirely male, due to political nepotism and a lack of females enrolling in engineering programs. Woreda WASH technical teams are all male university graduates, partially because fewer women than men are graduates in WASH technical field but also because the positions tend to be awarded to politically active individuals, most of whom are men.

Cultural norms discourage women from working in construction jobs, however, more women manage public toilets compared to men. In both these cases two separate stakeholder consultations revealed that women-run toilets and construction projects are oftentimes better managed than those run by men and produce important income for women. Gender norms restrict women from participating in community WASHCOs, particularly norms that limit their decision-making power and focus on domestic chores. WASH-related management jobs also require extensive fieldwork which discourages some women given traditional expectations to take care of the household and bear children.

**COMMUNITY LEVEL WASH**

At the community level, several initiatives have the potential to engage women and girls in improving water and sanitation services that disproportionately affect their health and safety. Community-level interventions have an important role to play in reducing open defecation.

**HYGIENE AND ENVIRONMENTAL SANITATION UNDER THE HEALTH EXTENSION PROGRAM.** HEWs play a critical role in increasing awareness of good WASH behaviors at the community level, though only 11 percent of their work focuses on hygiene and environmental health (see Figure 5). HEWs are largely women and thus they increase representation of women in community-

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45 USAID/Ethiopia 2017.
level planning and WASH leadership. HEWs have been instrumental in increasing community awareness about WASH and in constructing and using of pit latrines.46

Figure 5. WASH Duties of HEWs

- Construction and maintenance of sanitary latrines
- Solid and liquid waste disposal
- Water supply safety measures
- Control of insects and rodents
- Food hygiene and safety
- Personal hygiene
- Healthy home environment
- Health education and communication

WASH COMMITTEES. WASHCOs, which have been mentioned several times above, benefit from the Community-Managed Project approach. Community-Managed Project is a rural WASH implementation approach where communities are supported to undertake all stages of a project, from initiation through planning to implementation and management continuing into the future.47 OWNP stipulates that at least 50 percent of WASHCO members must be women.48 Studies have shown that increasing the participation and representation of women in WASHCOs leads to more sustainable results and project-level effectiveness, but the quota system has not ensured sufficient female inclusion, especially in the Somali region.

COMMUNITY-LED TOTAL SANITATION (CLTS). CLTS is a participatory approach to addressing open defecation which has been adopted in both national policy and the USAID-funded interventions (Transform WASH and Lowlands WASH Activities). CLTS is effective in increasing construction of household latrines and reducing vulnerabilities to violence associated with women and girls’ need to defecate in the dark and away from home.49 HEWs have traditionally facilitated CLTS and this has seen a substantial reduction in open defecation.50 Facilitation of CLTS through promotion of safe and healthy sanitation practices can also be implemented by teachers; however, a quasi-experimental study comparing teacher-led CLTS and conventional CLTS found that teacher-LED CLTS was less effective in reducing open defecation and increasing ownership of latrines with stable flooring, which suggests that teachers might be more appropriate for a supporting role in CLTS.51 While implementing CLTS is

46 Wilson et al. 2018.
51 Ibid.
already contributing to equality in sanitation, it is important to be aware of potential risks to women and girls while using this strategy, such as the threat of conflict or violence to women who ask their husbands to build their own latrines, and the potential for women and minorities working in WASH to face harassment and bullying or have their contributions be ignored or undermined.52

**ADDITIONAL PRIORITY AREAS**

**ECONOMIC ENABLING ENVIRONMENT FOR WASH INVESTMENTS (PRIVATE SECTOR)**

Overall, there is limited private sector engagement in WASH interventions in Ethiopia, including for sanitation products. However, a new policy environment strongly supports private sector involvement and there is strong potential to involve and support women as they take advantage of existing opportunities.

**MENSTRUATION.** Stakeholders report that the demand for sanitation products has increased, including in rural areas, but consistency of supply and affordability due to higher taxes are major limitations to further increasing uptake.

One of the specific objectives of the GOE MHM Policy is to “Enhance inter-sectoral collaboration among different actors (government, civil society organizations, community-based organizations, the Private Sector, influential leaders, etc.) towards effective and efficient MHM systems,” (author’s emphasis).53 The MHM Policy and Implementation Guide details the actors involved in increasing access to safe and sanitary MHM in 2016. While this Guide is outdated, it is a good start to create a more updated list of programming that takes an entrepreneurial approach to addressing MHM in Ethiopia.54 For additional information on the benefits and disadvantages of available MHM materials, UNICEF’s recently published ‘Guide to Menstrual Hygiene Materials’ is a comprehensive source.55

**POLICIES AND PROGRAMS THAT SUPPORT PRIVATE SECTOR INVOLVEMENT.** Many national policies and programs that guide the implementation of WASH activities also support private sector involvement in WASH, such as the Water Resource Management Policy, the Ethiopia Water Sector Strategy, the Integrated Urban Sanitation and Hygiene Strategy, and the OWNP. A particularly interesting approach to involving the private sector in WASH is the National Sanitation Marketing Guideline, detailed in Figure 6.56 The guideline emphasizes the involvement of the private sector in developing, testing and upgrading new sanitation technology options and commercializing sanitation

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52 House & Cavill 2015.
54 Ibid
56 Kebede, A. & Kumela, D. (2017, October). Financing practices and options for sanitation products and services: Findings from SNNPR, Ethiopia. USAID Transform WASH. IRC. Assia Ababa. https://www.ircwash.org/sites/default/files/report_-_sanitation_marketing_financing_options_tracked_pmc211117.pdf These guidelines are currently being updated with support from USAID Transform WASH.
marketing initiatives. The Guideline also encourages microfinance institutions to offer loans across the sanitation value chain and to households. The implementation of this policy has, however, not yet created a favorable environment for private sector WASH sector investments. The Gender Analysis Team learned from interviews with USAID WASH partners that, while there are several investors interested in manufacturing WASH products in Ethiopia, procedures and taxes on raw materials are restrictive. PSI currently imports WASH materials using USAID’s tax-exempt status, which makes the materials affordable, but it cannot ensure consistency and a sufficient quantity of supplies. Further, this access is dependent on USAID’s presence in Ethiopia, which undermines long-term self-reliance.

Another intervention, UNICEF’s ONEWASH Plus program, is implementing sanitation marketing through a partnership between UNICEF and a private company, Lixil American Standard, to roll out satopan3 products in Ethiopia,\(^{57}\) including field trials in the small towns of Welenchiti and Wukro.\(^{58}\)

While policies and programs attempting to involve the private sector in improvement of WASH have the potential to support women entrepreneurs, women remain at a disadvantage when compared to men because women have reduced access to private sector initiatives.

**WOMEN’S ACCESS TO THE PRIVATE SECTOR.** According to a 2014 UN Women report, only 13.7 percent of the small-scale manufacturing industries in 2008 were woman owned, however, women’s participation in micro and small enterprises is relatively high, at 41.5 percent.\(^{59}\) The Federal Job Creation and Food Security Agency reported that between 2013-2017, a total of 17,376 women applied for business loans and training in business skills in and around Addis Ababa. Just over half of the women were engaged in trade, one-third were engaged in services and less than 13 percent worked in manufacturing and construction.\(^{60}\) Female entrepreneurs face substantial challenges compared to men, as they are less likely to own assets that can be used as collateral. 70 percent of woman-owned small-

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\(^{57}\) Also called SaTo pan (derived from ‘safe toilet’), this is an inexpensive innovation designed for poor households in cultures where squatting and pour-flush latrines are the norm.

\(^{58}\) UNICEF 2019, April 6.

\(^{59}\) Ethiopian Chamber of Commerce & Sectoral Association. (2019). Reviewing policies & regulations relevant to micro, small & women owned enterprises in Ethiopia.

\(^{60}\) USAID/Ethiopia 2017.
businesses in developing companies are considered unserved or underserved by financial institutions. Ethiopia’s Federal Job Creation and Food Security Agency’s Women Entrepreneur Development Project identified additional barriers to women in business:

- Limited access to self-development; training and capacity development (business skills, confidence, access to training, limited knowledge of regulations).
- Family situation as a barrier (supporting family while running a business, patriarchal values).
- Community barriers (stereotypes about women and misconceptions of business savvy).
- Working environment barriers (access to working space, exposure to bureaucracy and harassment, no female targeted business support/associations).

USAID’s Transform WASH Activity has private sector partnerships in 41 woredas. While demand is high for the products designed, affordability is an issue for sustainable demand. Many women have dropped out of training and other livelihood options offered by the Activity because of a lack of capital, limited access to collateral, and cultural norms that favor male dominance in decision-making broadly and the field of WASH. Female entrepreneurs, who comprise 25 percent of the target entrepreneurs, are involved in both the management of public toilets and in the supply chain, and 50 percent of the promoters are women. Participation of women in construction is low, less than 0.1 percent, because only a few women are trained. The Activity currently works with Technical, Vocational and Educational Training Associations (TVETs) to train women artisans to create toilet slabs for latrines. USAID Transform WASH facilitates access to loans for business owners, such as manufacturers and retailers, but most women tend to drop out from the program due to the lack of capital or collateral required to access loans.

**LIYU CLASS ACTIVITY.** The Liyu (‘special’ or ‘premier’) Class Activity, run by PSI, has piloted a demand-driven urban WASH franchise that implements gender-segregated sanitation facilities run by women. In 2015, PSI piloted an urban public toilets franchise (Liyu Class) in the Merkato area at four sites with gender-segregated toilets and showers, funded by the Stone Family Foundation. Results from the pilot confirm the viability of the toilets and PSI has secured funding to expand the franchise to other towns to construct 20 additional toilets and implement socio-economic activities primarily run by women.

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63 The initiative is supported by other partners: GOE; the SNV Netherlands Development Organisation, who is working on creating an enabling environment, market creation and capacity building; PLAN, who is working on Behavior Change Communication with HEWs and Health Offices; PSI, who is working on demand creation and supply chains; and the International Rescue Committee (IRC), who is working on knowledge generation and dissemination.
WASH AND CLIMATE CHANGE

Ethiopia has experienced unprecedented natural disasters in recent years, including floods and drought, and is vulnerable to the effects of a rapidly changing climate. The impacts of climate change will continue to test the resilience of water and sanitation systems. Women and girls are more vulnerable to the effects of climate change because they have fewer financial coping mechanisms and less control over productive resources. Further extreme weather burdens women and girls by creating increased time spent on unpaid work, greater health risks, and higher risks of gender-based violence when WASH resources are not easily and safely available. According to a 2010 study on WASH and climate resilience, the WASH infrastructure with the highest resilience for East Africa are tubewells, utility managed piped water and pit latrines.

USAID GROWTH THROUGH NUTRITION

USAID’s Growth through Nutrition Activity uses sustainable, comprehensive, and coordinated interventions to improve the nutritional status of women and young children. It focuses on strengthening nutrition programs and policy, health care services, community-oriented nutrition and livelihood care and practices, access to clean water, and a rigorous learning agenda.

Nutrition lies at the nexus of WASH and food security. According to USAID’s WASH and Nutrition Strategy, nutritional outcomes can be improved by use of safe water, sanitation facilities, and good hygiene by addressing both immediate and underlying causes of malnutrition. Lack of sanitation is strongly correlated with acute malnutrition, stunting, and even in the absence of diarrhea. A fecal-contaminated environment is linked to chronic undernutrition, which reduces utilization of essential nutrients. Diarrheal disease reduces the absorption of nutrients by the gut. These health issues have a greater impact on women and children. The GOE reaffirmed its commitment to nutrition by signing the Nutrition for Growth Compact in 2013, which allocated an additional $15 million per year to nutrition initiatives, with a goal of reducing the prevalence of stunting and underweight children to 20 percent and 15 percent by 2020, respectively.

USAID LOWLANDS WASH

The USAID Lowlands WASH Activity is focused on improving the water supply by constructing water points, creating an open defecation free society using CLTS, and improving natural resource and water management. In 2016, Lowlands WASH conducted an Activity-level gender assessment focused on four primary dimensions: gender roles and responsibilities, access to resources and information, participation, and

and decision-making power. Below are the recommendations based on the Lowland WASH Gender Assessment’s findings, some of which were corroborated by stakeholder interviews:\textsuperscript{69}

- **Address barriers to women’s participation in the planning, construction, management and maintenance of WASH facilities** by designing targeted strategies to include women in training opportunities and decision-making bodies.
- **Ensure equitable participation in decision-making bodies**, such as WASHCOs, natural resource management committees, and irrigation management committees.
- **Adopt and design interactive hygiene promotion strategies**, that are specific to the local context and needs of the community.
- **Integrate gender considerations into training modules**, rather than having a stand-alone module, to further promote exposure of gender issues in the context of technical capacity building.
- **Engage community leaders**, such as HEWs, woreda water officials, and other influential community members to raise awareness of the importance of addressing gender considerations in water management and hygiene and sanitation practices.
- **Consider the location, timing and structure of meetings** as they may need to adapt to facilitate women’s participation.
- **Promote key areas of decision-making targeting men and women equitably**, such as the identification of water sources and siting of facilities; selection of technology; sharing arrangements; selection of caretakers, water committee members, as well as the selection and management of financing systems.
- **Disaggregate beneficiary data** by sex and develop indicators to measure progress on gender related issues within the relevant activity components.

\textsuperscript{69} USAID. (2016). Lowland water, sanitation and hygiene activity gender assessment and action plan.
ANNEX A: BIBLIOGRAPHY


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## ANNEX B: USAID GENDER DOMAINS

<table>
<thead>
<tr>
<th>DOMAIN</th>
<th>DESCRIPTION</th>
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<tbody>
<tr>
<td>Laws, Policies, Regulations, and Institutional Practices</td>
<td>The gender analysis will identify the extent to which laws, policies, regulations, and institutional practices contain explicit gender biases (e.g., explicit provisions that treat males and females differently; laws and regulations that criminalize and/or restrict individuals on the basis of their gender identity or expression) or implicit gender biases (e.g., the different impacts of laws, policies, regulations, and practices on men and women because of different social arrangements and economic behavior).</td>
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<tr>
<td>Cultural Norms and Beliefs</td>
<td>Every society has cultural norms and beliefs (often expressed as gender stereotypes) about what are appropriate qualities, life goals, and aspirations for males and females. Gender norms and beliefs are influenced by perceptions of gender identity and expression and are often supported by and embedded in laws, policies, and institutional practices. They influence how females and males behave in different domains and will be explicitly identified in the gender analysis because they affect potential participation of males and females in project activities.</td>
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<tr>
<td>Gender Roles, Responsibilities, and Time Use</td>
<td>The most fundamental division of labor within all societies is between productive (market) economic activity and reproductive (non-market) activity. This is the central social structure that characterizes male and female activity. The gender analysis will examine what males and females do in these spheres, including roles, responsibilities, and time use during paid work, unpaid work (including care and other work in the home), and community service to get an accurate portrait of how people lead their lives and to anticipate potential constraints.</td>
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<tr>
<td>Access to and Control over Assets and Resources</td>
<td>A key component of gender analysis is an examination of whether females and males own and/or have access to and the capacity to use productive resources – assets (land, housing), income, social benefits (social insurance, pensions), public services (health, water), technology – and information necessary to be a fully active and productive participant in society. Analysis of this domain will also include an examination of how a society’s acceptance (or lack thereof) of individuals’ gender identity and/or expression may influence their ability to access and control resources. Gender gaps in access to resources will be identified.</td>
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<tr>
<td>Patterns of Power and Decision-making</td>
<td>This domain of gender analysis examines the ability of women and men to decide, influence, and exercise control over material, human, intellectual, and financial resources, in the family, community, and country. Issues of power often cross-cut the other domains of gender analysis as well.</td>
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