



**GENDER & SOCIAL EQUITY FOR  
SUSTAINABLE WATERSHED  
MANAGEMENT**

**Third Report-2003-2005**





# Ridge to Reef Watershed Project

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## **GENDER & SOCIAL EQUITY FOR SUSTAINABLE WATERSHED MANAGEMENT**

### **Third Report-2003-2005**

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And the

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## **Preface**

The Ridge to Reef Watershed Project (R2RW) is in its last phase of a five year activity contributing to the achievement of USAID/Jamaica's SO2 – "improved quality of key natural resources in areas that are both environmentally and economically significant." R2RW comprised three Contract Results or Components contributing to results under SO2. Component 1 assisted in promoting sustainable environmental management practices by resource users. Component 2 focused on identifying and supporting solutions to improve enforcement of priority environmental regulations, primarily in the Great River and Rio Grande Watersheds. Component 3 provided assistance to key organizations to build capacity in watershed management efforts in Jamaica. ARD, Inc implemented the Ridge to Reef Watershed project.

## Acronyms

CBO	Community Based Organization
CDC	Community Development Committee
DDC	District Development Committee
ENGOS	Environmental Non-Governmental Organisation
FD	Forestry Department
FHH	Female Headed Households
GAD	Gender and Development
GEM	Gender Equity Mechanism
GRW	Great River Watershed
GRWMC	Great River Watershed Management Committee
HICUP	Hurricane Ivan Community Upgrading Project
ISCF	Island Special Constabulary Force
IICA	Inter-American Institute for Co-operation on Agriculture
JDCT	Jamaica Conservation and Development Trust
KAP	Knowledge, Attitudes and Practices Survey
LWMC	Local Watershed Management Committee
MHH	Male Headed Households
MOA	Ministry of Agriculture
NEPA	National Environment and planning Agency
NRCA	Natural Resources Conservation Authority
NSWMA	National Solid Waste Management Authority
PC	Parish Council
PDC	Parish Development Committee
PEPA	Portland Environmental Protection Agency
PTA	Parent-Teacher Associations
RRA	Rapid Rural Appraisal
RGW	Rio Grande Watershed
RGW	Rio Grande Watershed Management Committee
R2RW	Ridge to Reef Watershed Project
RADA	Rural Agricultural Development Authority
SDC	Social Development Commission
SWM	Sustainable Watershed Management
USAID	U.S. Agency for International Development

# 1. Introduction

## 1.1 The R2RW Programme Framework

The Ridge to Reef Watershed project (R2RW) is entering its final month of a five-year bilateral initiative between the Government of Jamaica's National Environment and Planning Agency (NEPA) and the United States Agency for International Development (USAID).

R2RW comprised three components, which contributed to the achievement of Intermediate Results under USAID's Strategic Objective 2 (SO2) – *Improved quality of key natural resources in selected areas that are both environmentally and economically significant.*

The three components required the project to: -

- ✍ Work with local organizations to identify and promote sustainable environmental management practices
- ✍ Support stakeholders in compliance and enforcement of environmental laws
- ✍ Facilitate the strengthening and capacity building of partner organizations.

Components 1 and 2 involved communities in activities leading to behaviour change. Component 2 also involves partner and state agencies in a range of activities aimed at achieving better enforcement, while Component 3 speaks to institutional strengthening of key partner agencies. The project focused on two watershed areas – the Great River and the Rio Grande Watersheds. More than 70% of the estimated 45 and 25 communities in both watersheds were involved in activities promoted by stakeholders and supported by R2RW.

Achieving results in SO2 then, required of the project a complex of activities within which equity was a significant principle.

As the R2RW project completes the final phase of its five year activities (year ending June 2005), there are distinct shifts in programming approach. Over the past eighteen months, these shifts can be seen in at least two areas among others. One is the shift of methodology from nurturing and demonstrating environmental stewardship to communities and agencies, to training and preparing stakeholders for more independent watershed management. There was some overlap in the two approaches, so a seamless transition accompanied the final programming towards sustainability. Another aspect of the transition is seen in R2RW's expanding understanding of "equity" as affecting more than gender based groups, to other social groupings that may be marginalized from the project processes which affect their lives.

## 1.2 The 2003 Gender Equity Report

In March 2003, the first R2RW Draft Gender Equity Report was finalized. The Report covering the period 2000 to 2003, discussed the steps taken to achieve the objective of integrating social and gender equity into the project process, including progress in the areas of –

- ✍ **Sensitization and gender training** of stakeholders in both watersheds
- ✍ **Broad gender analysis** from secondary sources to inform an understanding of how different social groupings interface with natural resources, the labour market, or assume leadership roles.
- ✍ **Reviewing existing gender checklists** (from agencies external to R2RW), to identify indicators appropriate to the watershed management process.



What is observed in the R2RW process is the care taken by the technical team to safeguard the pattern of 'natural selection' in participation, which in the Jamaican culture is non-discriminatory. Unlike strict fundamental societies, where women's professional work, social movements and mode of dress, are restricted by law, Jamaica falls in the "liberal" range of countries which have restricted women's rights and participation mostly in the areas of customary practice, as well as in the legislative and political areas. Legal reforms have been taking place since the early 1990's in all Caribbean countries, and Jamaica has been in the lead in advancing legislative changes, for example, in the rights of common-law partners to property or in the "Equal pay for work of equal value" legislation.

The 2003 Report further speaks about R2RW seeking to have impact at four main levels where gender tools would be used–

- ✍ **The team level**, in annual work plan guides to setting objectives in technical areas.
- ✍ **The partner agency level** – building capacity in monitoring gender and social equity impacts
- ✍ **The community level** – where behaviour change must take place if the ultimate objective of the project is to be met
- ✍ **The institutional level** –where gender mainstreaming is incorporated into national programmes.

In reviewing R2RW activities in this area in the period October 2003 to April 2005, in the preparation for this current Report, it appears that the steps taken, as above, and the levels targeted for "engendering" the process, had modest results. Each of the four levels cited above, was engaged in gender sensitization training, and the external analyses and checklists were used to inform the training workshops held. The gains remained modest however, because the project requirements and pace and range of activities created results which did not make equitable opportunities any more restrictive. Deliberate efforts to build equity into programming were made, and considerations will now need to be given to the value of this contribution in this final stage of the project in year 5.

### **1.2.1 Methodology Used to Assess the Current Situation**

The method used for this Report to investigate the "place" of the gender component in the current context of R2RW activities, involved:

- ✍ Use of a research assistant/intern.
- ✍ Observations of results which enhanced or hindered gender and social equity
- ✍ Secondary literature review, including documents produced for The Planning Institute of Jamaica (PIOJ), the 2003 Gender Equity Report, and other R2RW working documents.
- ✍ Design of a questionnaire administered to 12 persons, from the technical/resource team active in both watersheds, to our closest client organization representative, and to 14 community members from the Rio Grande Watershed (RGW).
- ✍ Preliminary baseline data established earlier in Lethe, Chester Castle and Cambridge, examining knowledge, attitudes, practices prior to intervention of the drama education group, the Action Boyz, and eliciting perceptions in the latter two communities of types of groups left out of project activities.

While the 12 technical or resource persons interviewed represent a high proportion of the total "Resource team", the 14 informants are by no means representative of the hundreds of persons contacted in the range of project activities. Their responses can be seen then as "indicative" of the thinking of persons in communities, rather than a scientific reflection of this thinking. There are, however, consistent patterns in responses given, despite the small numbers.

It would be useful here to review what gender and social equity mean to R2RW as it works towards handing over responsibilities in natural resource management to stakeholders, and whether there is a common understanding, which could affect results.

### 1.3 Conceptual Framework

From review of the 2003 Report and interviews held to shape this 2004/2005 Report, gender equity appears to be understood in the programme context in the following ways:

- ✍ The conceptual difference in definition between “equality” and “equity” is not fully understood in theory or in practice by all team members interviewed. They are both seen as “equal opportunity”, as parity in numbers between males and females, or as “having a level playing field”. Implied in this understanding is the sense, expressed popularly and in response to the questionnaire, that the Jamaican culture is non-discriminatory and in fact favours females, and marginalizes males. The project is seen by persons in the field as “going ahead as planned, with no discrimination against women.”
- ✍ The 2003 Report and sensitization held during that year attempted to distinguish between equality defined and practiced as treating every one the same, and being concerned with numerical balance—that is close to a 50:50 standard, and equity which involves recognizing different treatments of men and women (of all ages) in the culture and responding to these differences to achieve balance. From studies done over the years on behalf of Commonwealth countries, the factor of the “status” of women has also been associated with the “equality” framework- that is using measurable indicators of where men and women are in participation rates in education, labour force, in treatment by the Law, or in achievements, to inform “status”. However, when using “equity” as the guiding principle, differences in the roles/responsibilities ascribed to boys and girls, parents, groups/leaders/workers are recognized, and the methodology involves working through these differences to achieve balance, fairness, and justice. What has been demonstrated in international studies is that male/female participants can experience **equality of access** numerically, yet there is inequity of “**treatment**” or in power sharing opportunities. A gender planning methodology in the latter case would address more than “status” and would focus on the ability of all groups to defend and promote their “**interests.**” In R2RW, there are examples of male and female leadership, which demonstrate a focus on community interests, and therefore on sustainable watershed management, but this is an underdeveloped area of analysis in both watersheds.
- ✍ Conceptually R2RW understood gender equity as a process of not promoting one sex over the other, or placing one group at a disadvantage while benefiting another. Rather, project resources and activities were to be managed in ways that were socially equitable. This is a more refined method than mere “head counting” and seeks to ensure that no intentional discrimination becomes evident.
- ✍ It is in the broader area of social equity, that the project shows most sensitivity. For example, meetings were planned at times and on days convenient for maximum participation of religious groups, as well as women.

In summary, one overall statement by a representative from the client agency reflects the sentiments of the Resource team. The perception is that the focus on gender equity considerations in NRM was initiated by external development agencies, (USAID and ARD), and is not driven by local concerns, though there is sufficient social and gender imbalance within the culture to justify this focus.

## 2. Background Review

### 2.1 Equity Factors in Natural Resource Management

The 2003 Report makes a persuasive argument for understanding the links between poverty (women being among the poorest of the poor), rural households, female headed households, and the groups have access to amenities linked to health and the environment- such as toilets. In summary, participants' level of education, information, income, and their gender roles are recognized as intersecting factors in sustainable watershed management. The way gender roles are ascribed, is particularly significant among the poorest households, and therefore among the families least visible and most vulnerable to health and environmental hazards. The project as mentioned above has sensitized stakeholders to gender equity but relies on the very participatory nature of its wide-ranging activities to guarantee gender and social balance. Again, when results from multiple tasks are being assessed, the numerical visibility of females is used to attribute equity to inputs and outputs, when equality in participation rates is what is being measured.

Observations in 2004 to 2005, indicate that while women/girls are numerically well represented in meetings and training sessions, and while they benefit from services such as water and sanitation improvements supported by R2RW, they manage their time and abilities differently from males, resulting in a weakening of their power base.

The Report on the Status of women- ***Towards Equity in Development***- prepared for the Fourth Conference on Women and based on data from 16 Commonwealth Caribbean countries (Mondesire/Dunn 1995) reports as follows with regards to gender equity and sustainable development:

*The relationship between women and the environment has been approached from perspectives that do not present women's role as a positive one. When population and fertility factors are associated with increased demand on environmental resources, women's role as bearers of children is called in question...so over breeding by poor people, can be seen as a threat to the environment. Women, over represented among the poor, are the main consumers of water and fuel, and have often been seen as environmental abusers. It is now emerging, however, that poor people's role in environmental degradation, has been considerably overstated, and that pressure on resources, including land for agricultural use, has come not from the growing numbers of small subsistence farmers, but from large commercial holdings...which can disrupt the finely tuned use of complex ecosystems. Examples of commercial expansion in Jamaica and Guyana deriving from the shift of focus to a market economy and to trade liberalization are cited as carrying a threat to environmental security, particularly in the area of land use. In fact, Mondesire/Dunn assess that because people who are poor do depend on products of the natural environment, they have a vested interest in protecting the natural environment. For poor women, virtually all resources are scarce, and must be conserved accordingly.*

*The Report also refers to the NGO Report to the 1994 Conference of Small Island Developing States (SIDS), where women, youth and children, the disabled, the elderly, indigenous people, and men were described as among the marginalized. The NGO-led segment of the conference, called for action in the areas of:-*

1. Human and natural resource management,
2. Culture,
3. Governance and decision-making, and
4. Intersectional partnership and cooperation.

R2RW was prominent in taking action in these very areas. The remaining challenge is to identify where the equity gaps may still exist in a process driven by a policy of inclusiveness and participation.

## 2.2 Gender Analysis and Planning in Development

The PIOJ conducted between 1997 and 2001 some pioneering work in **Gender Equity in Analysis and Planning**. A gender equity mechanism (GEM), applicable to policy formulation and the project development cycle was designed, the objective of which was – *to provide expertise to the PIOJ in use of the gender equity mechanism, including gender analysis, planning and monitoring, so as to facilitate the link between sustainable growth and equity.*

The analysis leading to the development of the mechanism identified a very complex picture of gender relations in Jamaica, born out of its very history of social, class and income disenfranchisement. It is argued in that analysis that –

- ✍ Gender inequity appears to be only one, albeit an important factor in social inequity, and that treatment of women in isolation, or of gender inequity in isolation of an understanding of its historical roots and present day subtleties, may lead to limited results.
- ✍ Experiences of men and women, particularly around unemployment, under employment and access to opportunities, are different, are responded to differently, both socially and by the labour market, and require different but *equitable* treatment.
- ✍ Men are more likely to consider their **strategic interests** (vis-à-vis power), are less likely than women to accept temporary low wage offers to alleviate their poverty and their unemployment is **more visible, more explosive and less compromising**, especially in urban areas.
- ✍ Women are more likely to consider their immediate and practical needs, and with their triple roles of – reproduction/social reproduction, production and community management, are more likely to compromise with low wage job offers because of the immediate needs of their children. Their unemployment is **less visible, less threatening, and their labour more easily “exploited”**. They extract status and value from the very parenting role that they find burdensome because of poverty, and are less likely to consider a strategic solution to their problems.

The indicators developed for PIOJ to measure equity in large scale development projects (by way of a questionnaire to be administered to men and women in project locations), include:

- ✍ Participation/consultation (on project design)
- ✍ Income data (before, during and after project)
- ✍ Skill training/capacity building
- ✍ Organizational membership
- ✍ Community leadership
- ✍ Conflict mediation techniques
- ✍ Incidence of/witness to domestic violence and response
- ✍ Position on human rights
- ✍ Time use

These indicators and other impact assessment indicators to be used at the end of a project, while relevant to equity considerations in natural resource management, are less useful to this final phase of R2RW, than they would be in say year 2. At that stage when activities were being planned, some gender/social data was included in “Enhancing Awareness for Sustainable Watershed Management – Report of Knowledge, attitudes and practices Survey” by PSearch Associates, July 2002.

In that R2RW Report, data indicated that the 293 respondents in the GRW and 279 in the RGW were evenly distributed male and female. This is unusual in random sampling and suggested to the author that more men are at home in rural communities than in urban centers. The correlation between unemployment, poverty and environmental awareness (lack of) is an underlying theme in this Study. There are significant variations between the two watersheds, for example, households in the RGW are poorer, have higher unemployment rates, less education, and lower rates of home ownership. At the same time, in the project process, communities are more actively represented in RGW Task Force meetings than in the GRW where householders are more engaged in employment in the tourist or government sectors and find it difficult to commit to a structured management process. The gender-based data, where presented, indicate some cultural shifts in gender roles compared to two decades ago, in that a comparable percentage of men as women use the rivers for washing clothes. (See Table 11 in “Enhancing awareness.”). This former role ascribed to women is now shared with the growing number of unemployed men. From the findings in this Study, there is also some compression in the roles of men and women in agriculture, where two generations ago there was strict differentiation in who did weeding, reaping or selling.

### 3. R2RW Priority Programme Areas – 2004- 2005

In the period 2004 to 2005, the project focused on four broad areas with sub-themes. They were –

✍ **Grant or in-kind funding** to achieve specific watershed management goals. These fell in the areas of:

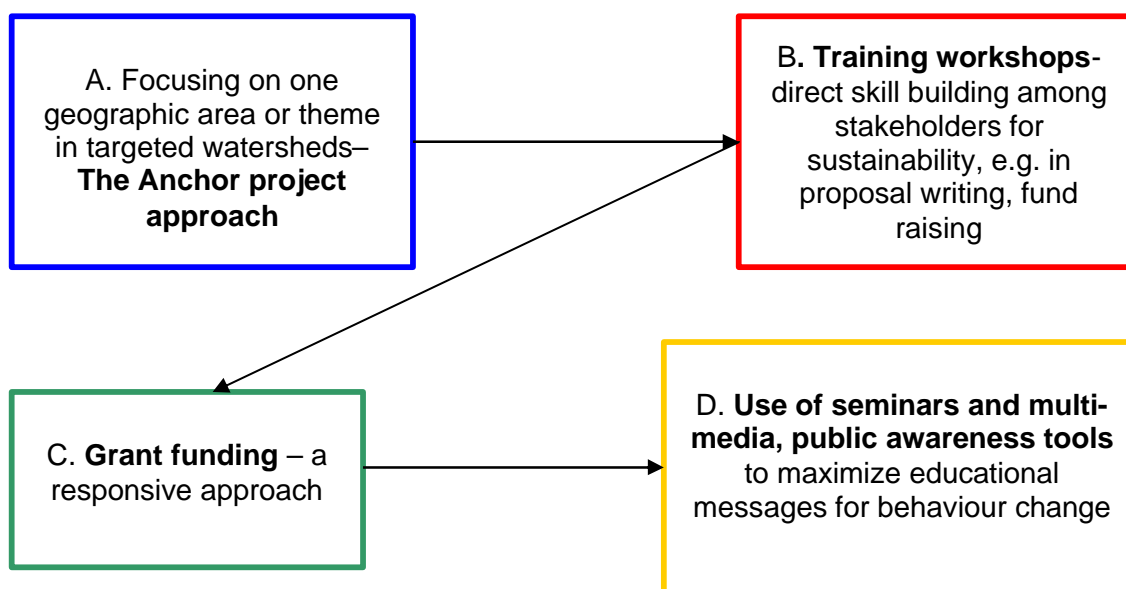
- Sanitation solutions, including community clean up work days and a RGW pilot project in solid waste management
- Land conservation inputs,
- Production and marketing of products that are significant to the environment as well as the market economy
- Public education programmes, including distribution of materials such as the pocket guide of environmental laws, and greening competitions

✍ **Conferences, seminars, commemoration of environmental calendar days, supported by media coverage**

✍ **Anchor projects** – a total of four in both watersheds

✍ **Training** - capacity building in skills related to sustained watershed management

The project methodology used was an over-arching one, intersecting with all four broad areas simultaneously. The main methodological approach is one of **capacity building among community managers and partner agencies to achieve improved sustainable environmental practices**. See below.



An assessment of equity in natural resource management follows, using some of PIOJ indicators, and information from the methodology mentioned at 2.2.

### 3.1 Findings - Applying Gender Indicators to the R2RW Process

Four indicators from the PIOJ approach mentioned above can be used to track results in the four R2RW methodological areas:

- ✍ Participation/consultation– **numerical representation**
- ✍ Organizational membership – **numerical representation**
- ✍ Community leadership – **for strategic interests**
- ✍ Time use – **for strategic interests.**

The discussion below is informed by responses to the questionnaire by technical team members, Anchor Project managers, community representatives (in the RGW only), and by participant observation over the past twelve months. Conclusions to be drawn, while **indicative** of achievements, also contribute to our understanding of equity gaps still remaining.

#### 3.1.1 Anchor Projects

Anchor Project Managers have witnessed women coming forward in leadership roles in project activities, where in the past men dominated. Two of the four Managers themselves are women and this can inspire female activism.

They, however, shared the concern for youth leadership to be built, and for community groups not represented currently in organizational structures, to be given opportunities to participate. They believe planning training programmes and making community meetings gradually more broad based, through phased outreach, inclusive of media coverage, can accomplish this. This worked particularly well in the Cambridge Anchor Project, the Pineapple Production Anchor Project, both in the GRW, and in a short term strategy in community outreach in public awareness, supportive of both sub-projects.

In the case of the Land Conservation Anchor project work in the RGW, there were structural challenges to equity, experienced in the mountainous terrain, and in the culture of male dominance in farming under this type of condition. The gender segmentation observed in agricultural activities in the RGW is in keeping with national statistics, which indicate that less than 20% of the agriculture labour force is female, many of whom work on large estates (banana, coffee). The small subsistence farmer who was targeted for this activity in the RGW, is usually male. The role played by their female partners, with most of these households having male and female heads responsible for different but complementary roles, was not fully investigated by R2RW. The role of women in farm households continues to be under-counted, where women play a supportive role.

Women, however, do play an active role in agriculture, through trade and distribution of farm produce to local markets. The Anchor Project Manager was sensitized to the need to integrate social and gender equity practices and public awareness environmental education into the land management strategy. Although the hurricane of September 2004 created the need for more frequent training programmes to rehabilitate the land, it proved difficult to attract women who were not farmers to these sessions. Wives and partners of male farmers tend to stay behind when these workshops target farmers for tree re-planting or tree resuscitation. It was further observed in the RGW that organized groups in the agriculture sector, even when inactive, for example, the Jamaica Agricultural Society groups, were also dominated by males.

The fourth Anchor Project focused on sanitation solutions, and made technical information on the constructed wetlands system available in workshops to a broad base of community members, including plumbers and masons, then in a seminar to technical persons, inclusive of the few female contractors. Though the construction and trades industry is one remaining bastion of male preserve, a few active business/trades women, such as the owner of heavy duty construction equipment, and a female shoemaker, were deliberately invited to the workshops. This aspect of information dissemination in R2RW's work, demonstrated a real concern for social equity.

Gender role differentiation was overall more evident in the RGW than in the GRW, where the historical pattern of males in farming and females in the distributive trades, remains. Given this structure in socialization, R2RW missed opportunities to include more female perspectives in agro forestry training sessions, and females who are active as farmers or market traders, often could not participate as animators or trainees when required. So when applying the indicator of participation/consultation or organizational membership to Anchor Project activities, the work of R2RW in Cambridge attracted more females and retired males, while the work in agri-business in RGW and GRW, attracted more males. The open selection method used, for example in Bickersteth, to implement a training session on tree resuscitation after the hurricane, was not responded to by many females as they may not have seen it as an activity in their strategic interest.

In terms of strategic interests and time use, males in both watersheds involved in the anchor projects, gravitated towards tangible benefits emanating from the project. They spent limited time on meetings focused on education and awareness, but assumed positions of leadership even when they represented the numerical minority in managing the on-going processes of the Task Forces, for example. A similar syndrome is seen in schools' PTAs where mothers tend to elect the sole father as President. Females best express their strategic interests in income generation, but can forfeit participation in training programmes, if there is a conflict of time, even if that participation could strengthen their abilities. In essence, the women who could benefit most from training in tree rehabilitation and land conservation, especially after the hurricane, availed themselves least of these offerings.

The factors of unemployment and under-employment by sex, and gender roles, also affect how both males and females respond to R2RW activities. Insufficient attention was given to exploring how discreet activities within Anchor Projects, could address gender and social inequities, which exist within the very fabric of the social structure.

### **3.1.2 Training**

Training workshops held over the past fifteen months focused on, - Managing meetings (including teaching skills of setting objectives at each meeting, taking minutes, facilitation methods- that is, skills in facilitating consensus building, and action planning especially at community level); Project proposal writing and fund raising; Sustainability planning (as R2RW phases out), and Advocacy training, taking participants beyond awareness to sustained action for change. The RGW Stakeholders' Forum, which guided stakeholders towards getting better results in enforcement, given recurring environmental violations, also offered the participants from the public and private sector, as well as some communities, an opportunity to identify inter-agency strategies in service delivery. A large turnout of both males and females attended. It was however, left to the female dominated Public Awareness Task Force to implement these strategies, which were successfully achieved through the Clean and Green Programme and the pilot project in Solid Waste Management. The Portland ISCF, headed by a female Commander, was also brought on board to support efforts at better enforcement.

Training of animators by the PDC's Project Manager responsible for Public Education in the Lower Watershed in the RGW held June and July 2004, saw 42 persons trained, only one of whom was male. Eleven of the trainees were selected to work in 13 communities, including the one male. Animators are volunteers who live in the communities where they work, and are paid only a small allowance to cover their basic costs. The one male migrated and two other females working as market vendors also dropped out. The eight remaining animators are underemployed or have part-time businesses. Volunteering for community education is not the chosen purview of males.

Youth conferences focused on environmental education were held in both watersheds. Again, using the open selection methods, twice as many females as males participated. (62:29 in the GRW conference and 43:25 in the RGW). This finding indicates that males can be as marginalized as females in numerical representation, as well as in their perception of what is in their strategic interests. From observation, males see their strategic interests more in tangible returns or in holding positions of power, than in singular educational forums.



**Table 1 Some participation rates females/males and the proportion of agencies represented,**

TYPE OF TRAINING	TOTAL PARTICIPANTS	No.&% FEMALES	% FROM COMMUNITY	% FROM AGENCY
GRW Meeting Management	40	15 females 37%	75%	25%
RGW Meeting Management	12	6 females 50%	45%	55%
GRW Sustainability Workshop	18	9 females 50%	17%	83%

It is evident that participation rates, while useful, are not sufficient to indicate equity in power sharing or leadership, or the gender-based motivation that can lead to transformation in natural resource management. While the persons/agencies invited by R2RW also affect the type of participation, what is being observed here is the **responsiveness of men, women, agencies and communities** to themes of meetings, which is different from how this gets translated into sustainable practices. The Stakeholders' Forum based on the theme and the type of invitees, attracted men from service agencies (NWC; NWA; NSWMA; Parish Council, the EAST project) who would not normally attend regular Task Force meetings. Also, the Meeting management training attracted a higher proportion of community participation than is seen in the on-going management process.

So although public awareness is identified by all components of the R2RW network as critical to sustainability, meeting attendance at the Public Awareness Task Forces may be seen as a luxury reserved for women and social service agencies. Other Task Forces are more male dominated with Police and Enforcement Officers, agriculturalists, and water quality/supply technicians in regular attendance.

In gross participation rates in the area of training, women are well represented, and it is men who are underrepresented at meetings where public education strategies are planned. Youth and community persons do not appear to be sufficiently part of the on-going process of meetings, decision-making and skill building. Training then cannot stand-alone as an indicator of equity, but is part of the overall strategy towards behaviour transformation. Greater returns in social equity can be had from training once more time is invested in outreach in the planning phase, and once the dynamic of gender, class groupings, and access to information which operates both in agencies as well as in communities is considered.

Two members of the Resource team, who operate mostly in the field, also indicated in response to questions, that there is no problem with women being left out, but with groups doing different things and not communicating with each other. The impact on equity is that access to information, which is a form of community power, is perceived as not being shared equally. This is the perception although many community persons choose not to attend meetings, which they know about.

### **3.1.3 Grant Funding**

Grant funding has been applied over the past two years until the current period to-

- ✍ Medium scale drain and road clearing post hurricane (HICUP grants)
- ✍ Constructed wetland sanitation system – for an additional 11 primary schools and 10 Basic schools, based on new funding since the hurricane in 2004. This is in addition to the sanitation systems introduced at Retrieve, Pisgah, Content, in the GRW, and Coopers Hill All Age, in the RGW.

- ✍ Water supply/river protection sub-projects- in both watersheds, some since new funding was made available after the hurricane (e.g. Pisgah and Ramble Pond)
- ✍ Small scale funding to community clean-up days
- ✍ Planting material for land conservation (RGW)
- ✍ Income generating agriculture and agro-processing projects (GRW)
- ✍ Public awareness interventions

Some interesting gender based phenomena emerged from analyzing these activities.

### 3.1.3.1 Sanitation and Water Supply Solutions

Sanitation interventions as well as the Water and Sanitation Task Force, reflected in its activities a distinctly male bias, not only in who comes forward with the request, but who benefits from the paid labour component. This is not to say that schools headed by women do not initiate requests for the new sanitation technology, but in rates of participation and community leadership in constructing new sanitation systems, plumbers and carpenters had to be relied on. This is traditional and cultural, as men predominate in the construction industry. One woman in Dundee owns a back hoe needed in the constructed wetlands activity at that community school. Another woman in Ramble Pond showed unusual drive in obtaining support from R2RW for water supply for her community after the hurricane. There is heavy resentment in both communities towards these women, who are activists, and the conflicts that surfaced in their communities, seem irrational, and may be gender based, given their efforts to bring services to their communities.

Another feature in this component is the leadership offered in the RGW by the Maroon Colonel (male) and others from the Maroon Council in Moore Town, to water solutions, not only for their own community but also for other communities in the upper RG valley. This quality of leadership is outstanding among a people who could, in some sociological analyses, be considered as marginal to the dominant Creole Jamaican culture. Their visibility in this component presents a favourable social equity juxtaposition to the main culture of which they are also a part. Within this same example of social equity, the role of women, though influential on the Maroon Council, is not visible in R2RW Task Force meetings. It is reported at these meetings by the men that women have benefited from water supply services, as they no longer do laundry in the river. It is not known whether women see this as a priority or see it equally as a benefit.

Water supply solutions are addressed by grant funding in response to the requests from local level leadership. While both male and female leaders see the improvements in infrastructure and water supply, as critical to building a base of environmentally aware residents, and this has generally been proven, there are exceptions. Related to the gender dynamic of **power** and **powerlessness**, which underlies community relationships, females in Pisgah have expressed anger at not having their labour specifically recognized at the Handing over ceremony; and the conflicts in Ramble Pond and Dundee, that have emerged are directed by males at females who have moved forward to represent community interests.

### 3.1.3.2 Clean - Up Days

It is here that we see the greatest gender and social parity, with a balanced number of women as men, children as adults, including elders, participating in the workdays. Seven Rivers, Chester Castle, Ginger House, Ramble Pond, Belmont, Windsor, Bellevue, and Cedar Grove are some of the clean ups held over the past fifteen months.

Belmont and Ginger House were outstanding in attracting all age groups and both sexes, to participate. Teenage girls were especially active in the Belmont and Ginger House clean up days.

Respondents from Windsor see sports and clean up days as effective vehicles to attract youths to participate in environmental education.

**Belmont Clean-Up Day**



*NEVER KNEW A DAY OF CLEANING UP MY COMMUNITY WOULD BE SO MUCH FUN.*



*TIME TO BAG THE GARBAGE*



*SONIA HARRIS (RIGHT) WITH RESIDENTS OF BELMONT*



*LOOK! HOW MUCH WORK WE HAVE DONE GIRLS*

**Ginger House & Ramble Pond Clean-Up Day**



*BOY AND GIRL HELPING TO DISPOSE OF GARBAGE*



*WEEDING OUT THE GRASS*



*THIS BAG IS HEAVY I JUST HAVE TO DRAG IT*



*TAKING THE WEIGHT ON MY SHOULDER WAS THE BEST IDEA*



*PICKING UP ALL THE LITTLE PAPER AND PLASTIC OUT OF THE GRAVEL*



*CHOPPING THE GRASS*

## Ginger House Sports Day



*GINGER HOUSE RESIDENTS RELAXING AND WATCHING CRICKET*



*CRICKET LOVELY CRICKET*



*MORE CRICKET*



*SPECTATORS FROM GINGER HOUSE WATCHING CRICKET IN THE SHADE*

### 3.1.3.3 Income Generating Projects

In the GRW, where Production & Marketing for Sustainable Livelihoods was focused on in 2003 – 2004, an informative gender based result emerged from two similar hot pepper projects as discussed above. The results show more favourable rates of productivity and output for the export market from the female managed project, though both groups received planting material from the same source at the same time. Among the fourteen participants in this sub project in Rushea, are seven women who are the driving force. They have increased their income from subsistence level as sidewalk vendors, often chased away by the Montego Bay Police, to earning between J\$4,000.00 to \$10,000.00 per week each. In the counterpart project in Cedar Grove, no income was gained, in the first year, as the crop failed. In this second year, the males are getting as high returns as the females.

### 3.1.3.4 Public Awareness

With youth and some sections of communities not being part of the on-going public education programme, special programmes were introduced to attract a wider audience and participation level. These include:

- ☞ Community outreach in the GRW between January to April 2005, which brought out more males and some new females to public awareness task force meetings and planning discussions.

- ✍ Three large Town meetings held in the RGW between September to November 2004, attracting all age groups, male and female
- ✍ The Clean & Green competition in the RGW, launched at the Town meetings, and which 12 communities entered. The winners had three strong men in the lead, supported by women.
- ✍ The pilot project in Solid Waste Management, operated in partnership between communities, the NSWMA and R2RW. Strong leadership from the Maroon chief, as well as the Public Education Officer of JCDT helped to create a break through in solid waste management for communities who, as expressed by older members ***“had never seen a garbage truck in the upper valley in their lives.”***
- ✍ The Faith and the environment seminar in the GRW attended by representatives from the RGW and four faith groups. Strong male presence was evident at this gathering, as the male leadership of Christian, Rastafari, and Muslim groups attended.
- ✍ The Youth and environment conference, already mentioned- a majority of females attended.

The vehicle of sports (male dominated) has also been used in Prospect and Ginger House to attract and organize youths.

Drama and media programmes are also being used to reach a broad base of community residents. Although the majority audience at community drama events is women and children, and media appears to reach a gender-blind audience, they are both supportive tools to other more deliberate gender equity strategies.

### 3.2 Findings from Investigations

Two types of groups have emerged from field study and from focused questions directed at team members. These groups represent

- a) Those who can be measured based on participation rates, high or low, including measurements of results
- b) Those whose ***strategic power interests*** are shaped by gender socialization, resulting in different use of Time and levels of participation

#### Group I – Examples include:

The report from the Survivors Group in Chester Castle that one segment of the community has consistently been left out of participation in community affairs, and so were left out of the clean up day activities held in December 2003. The group is described as “very nasty” and “always keep to themselves” and “different”, “slow” that is not sophisticated, and suspected of some in-breeding. It is possible then that the most needy of education from the Action Boyz community drama, which stimulated the clean up activities, are the most removed from the process.

Youth groups were consistently been reported (by Cambridge Women’s group; the Chair of the Compliance & Enforcement Task Force GRW; the Chair of the Public Awareness Task Force RGW; Secretary of RGWMC: and the President of the CDC in Windsor; the GRWMC) as likely to be left out of the project process. The project is aware of this concern and in response held Youth & Environment Conferences in July 2003, July 2004 and April 2005. The challenge remains, however, of reaching and communicating with “corner boys” (Windsor) and with “male youth who have dropped out of school and are not likely to participate in environmental activities” (lower RGW)

Two community groups in Rushea and Cedar Grove were involved in producing hot peppers for established markets. Seven women and seven men manage the Rushea Farmers Group project, with the women being the driving force. Nine men, who were experienced in growing peppers, manage the Cedar Grove Farmers Group project. The social profile on the two groups indicates that three of the seven women managed female headed households (FHH), while the others in both groups have partners. Rushea is a very depressed community in St. James, rarely heard of prior to R2RW and RADA's work there. The women of Rushea were subsistence farmers and higglers and had been forced off the Montego Bay streets many times by the Police. Their unstable income rarely exceeded JA\$1000 weekly in those days. They received the planting material at the same time from the same source as the Cedar Grove group. Production results varied significantly and R2RW identified the drive, commitment, and desire of these women to meet their **practical** needs, as an important factor in their success. Another very critical factor is the consistent leadership offered to the group by the then (female) RADA Extension Officer, who responded to every production obstacle presented by the group, with training or some appropriate technical solution. Further an established (female) exporter lives in the watershed area, and has nothing but praise for the group's consistency and output. They now earn a minimum of Ja\$4000. per week, and their success has energized the Member of Parliament and the Jamaica Social Investment Fund (World Bank) to seriously consider fixing the poor roads in Rushea. The Cedar Grove group, by contrast did not receive the same quantity or quality of extension service in year 1, and in spite of their experience initially had poor results with hot peppers.

A simple measure of participation rates, rather than of success, would have indicated success for males who outnumbered females, when in fact, it is the efforts and leadership of women that brought the noteworthy results seen.

The women and men of Rushea then have moved from a focus on their **condition and practical needs** to an understanding of their **position** in society and their **strategic interests** as players in the Export Trade sector. There are few better examples of equity in the liberalized global market and in sustainable environmental management.

## Group II

Females are as likely as males to have missed opportunities for self advancement through NRM, as are males.

The training in Tree rehabilitation after the hurricane targeted farmers, who are mostly male, though all home managers (48% of whom manage FHH) experienced tree damage during the disaster, and could have benefited from the technical information.

In the three Youth conferences held between 2003 and 2005, 105 females to 54 males have been trained as environmental stewards. Interest to be trained as **environmental wardens**, however, has been expressed by males in the GRW. One male in Cambridge, where slightly more females than males were trained as wardens, sees a future for himself as an Enforcement Officer with NEPA. Females have expressed no such strategic interest.

It is females in PTAs, as much as on Steering Committees for the planning of Youth and environment conferences, who elect males as head or chair. In the RGW, opinions are now being expressed that after having two male chairpersons of the Watershed Management Committee, who are capable at managing meetings, but have limited time for the process, that a female who is fully engaged in the process, would be elected as chair at the next AGM.

**Rushea Hot Pepper Production Project**



*EVERYONE INVOLVED IN PICKING PEPPERS*



*GROUP PICTURE OF RUSHEA HOT PEPPER TEAM*



*IN THE FELIDS PICKING PEPPER*



*LADIES PICKING PEPPERS*



## 4. Conclusions- The Way forward

Three areas can be considered by future project managers in framing a plan for the way forward. They are:

- a) Interventions related to the culture and addressing stereotypical thinking, for example the thinking that the secretary has to be female.
- b) The situation of the poorest households and the needs and abilities of the women who head the majority of them; and
- c) The recognition of and commitment to the policy of inclusivity and balance in the sharing of project resources and information.

### 4.1 Addressing the Feminization of Poverty

This one area of the three needs some highlighting. The majority of poor households in the targeted communities are female headed. The question of feminization of poverty and its relationship to environmental degradation becomes fundamental in deepening the understanding of impacts from project interventions. Time would need to be allotted to studying samples of these households from the equity perspective looking at their history of involvement in change and their position related to their strategic interests. The Tables below show that female-headed households are larger, have more dependent children and are **poorer**.

**Table 2 Household composition, by Gender of household head JSLC 1990 to 1999**

GENDER OF HEAD	YEAR	MEAN HOUSE-HOLD SIZE	MEAN NUMBER		
			ADULT MALES	ADULTS FEMALES	CHILDREN
<b>Male</b>	1990	3.8	1.5	1.1	1.2
	1991	3.7	1.5	1.1	1.2
	1992	3.8	1.5	1.1	1.2
	1993	3.6	1.4	1.0	1.2
	1994	3.5	1.4	1.0	1.2
	1995	3.6	1.4	1.0	1.2
	1996	3.6	1.4	1.0	1.2
	1997	3.4	1.4	1.0	1.1
	1998	3.3	1.4	0.9	1.0
	<b>1999</b>	<b>3.2</b>	<b>1.4</b>	<b>0.9</b>	<b>0.9</b>
<b>Female</b>	1990	4.1	0.9	1.7	1.6
	1991	4.2	0.9	1.8	1.5
	1992	4.0	0.9	1.7	1.5
	1993	4.1	0.9	1.6	1.5
	1994	3.9	0.9	1.6	1.4
	1995	4.1	0.9	1.7	1.5
	1996	4.2	0.9	1.7	1.6
	1997	3.8	0.8	1.6	1.5
	1998	3.9	0.8	1.7	1.4
	<b>1999</b>	<b>3.8</b>	<b>0.8</b>	<b>1.6</b>	<b>1.5</b>

Source – Jamaica Survey of Living Conditions 1999 by: The Planning Institute of Jamaica and The Statistical Institute of Jamaica

**Table 3 Household Composition by Sex of Household Head, By Quintile 1998JSLC 1990 to 1998**

	SEX OF HOUSEHOLD HEAD									
	MALE					FEMALE				
	HOUSEHOLD MEMBERS ANALYZED (N)	MEAN TOTAL SIZE	MEAN NO. OF ADULT MALES	MEAN NO. OF ADULT FEMALES	MEAN NO. OF CHILDREN	HOUSEHOLD MEMBERS ANALYZED (N)	MEAN TOTAL SIZE	MEAN NO. OF ADULT MALES	MEAN NO. OF ADULT FEMALES	MEAN NO. OF CHILDREN
<b>QUINTILE</b>										
Poorest	2522	4.99	1.61	1.31	2.07	2777	5.25	1.10	1.78	2.36
2	2711	4.57	1.53	1.30	2.07	2777	4.94	1.01	1.85	2.08
3	2900	3.96	1.40	1.15	1.29	2402	4.18	0.90	1.69	1.58
4	2796	3.11	1.21	0.85	0.86	2507	3.56	0.75	1.60	1.21
Wealthiest	3210	2.19	1.40	0.58	0.41	2090	2.46	0.49	1.39	0.59
<b>JAMAICA</b>	14139	18.82	5.54	0.93	1.01	12369	3.85	0.79	1.65	1.41

Source – Gender Equity for Sustainable Watershed Management Report March 2003

The 2003 Report recognized that the problem of female-headed households (40% of households) is not that women head them, but that they are poor. The feminization of poverty and environmental degradation are described as flipsides of the same coin. Furthermore, environmental degradation is one of the main factors that restrict the ability of women to overcome poverty. Given that poor women have to conserve all resources for their survival, it is in these women's interests to accept education on environmental management. The success of any such targeted approach would be enhanced if it included economic incentives.

## 4.2 Summary

Assessment of efforts made in the first phase of the project –2001 – 2003, indicates that a framework for equity was laid, and sensitization sessions held with stakeholders in both watersheds. However, less was achieved in the areas of mainstreaming a social/gender equity mechanism, including consistent use by R2RW of indicators for monitoring sub projects, and tools for measuring equity impacts. A systemic approach to gender equity programming is not evident. In the second phase 2003-2005, advancement was made in investigating social and gender inequities observed from the perspective of a cross section of stakeholders, including the author. Attempts were made to keep the database on participants in training sessions disaggregated by sex, but again no systemic adjustments were made in programming approach to accommodate the type of persons left out of activities.

However, in the areas of – *participation/consultation; organizational membership; community leadership, and time use*, the R2RW process has achieved over the two year period a reasonable **overall** balance between men and women. It is when the **breakdown** of who participates in which events is analyzed, when an open selection system is used, that the skew towards predominantly male or female participation, is observed.

Other exceptions to this picture of parity are seen in the area of **time use**, where women spend more time in meetings, avail themselves of some skill training, for example, in managing meetings, or advocacy, but do not as quickly as males see the link between training, for example, as environmental wardens, and their future **strategic interests**. However, when given the opportunity, to go beyond public awareness to **integrating** public awareness with organizational, infrastructural or economic activities, for example, the women of Pisgah or Cambridge, women begin to apply **time use** in a more focused, and sometimes strategic way. Men instinctively are more judicious with time use, except when it brings clear material or power returns.

At the same time, the time and energy that women have given to supporting political representatives and religious leaders, or that males have given to sports activities or political activism, remain an untapped reserve that projects such as R2RW, which follow a systematic process of iterative activities, can unleash. The challenge is to continue finding creative ways to cut across the vested interests in these established groupings, to demonstrate the benefits from engaging with broader based environmental interests.

It is in the broad area of social equity that other challenges remain. **Class attitudes** still prevail in rural communities towards “them” who are different or nasty in their watershed practices. An inclusive strategy based on gender and expanding to social equity would need to be built into the early stage of future project design. The strategy for expanding **youth participation** in natural resource management would need to go beyond the youth and environment conference objectives, to an approach which builds equity in stewardship. So far, this type of approach is beyond the range of the existing R2RW activities. The base would need to be laid early in the project process in order for the technical team of R2RW to understand what equity, not token interest in women, contributes to results. If preferred results continue to be confined to “hardware” such as water, sanitation and agricultural technologies, equity considerations will continue to be marginalized along with the range of community representatives inadvertently excluded from the rich experiences stimulated by the R2RW project.

## 5. Addressing Equity Gaps

Equity gaps remain mostly in the areas of

- ✍ A **more inclusive communications strategy** to reach poor households,
- ✍ The **timing** of the interventions applied towards an integrative process, such that environmental awareness, community participation, training, and technical sub-projects did not always flow in a coherent way from the planning to implementation stage;
- ✍ The consideration given to the quantum of time needed to engage community buy-in on equity and process management issues before implementation.
- ✍ Stereotypical thinking regarding gender roles and leadership in managing meetings, in volunteering labour in pipe installation and committee structures.
- ✍ A systemic practice in ensuring equity from the planning to the monitoring phase. This was not applied even when developed, indicating only a median range value was given to equity strategies.

The R2RW project had all the components for achieving an equitable system in management and benefits. It has succeeded in the Anchor Projects approach particularly in Cambridge in laying the foundation for an equitable system. This system can also be seen at work in the dissemination of Sanitation technology to mixed groups; in transferring consistent leadership in extension services from the Rushea project to the Pineapple production project, and in integrating public awareness with land conservation initiatives in the RGW. In the latter case, female leadership (which inspired male leaders to work towards the first place in the Clean & Green competition) was seen to be as distinct as male (Maroon Council) in getting the desired results. The collaboration between males and females in the technical team and in the field, stands as a testimony to the principle of equity.

*R2RW  
May 2005*

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**SOCIAL GENDER EQUITY QUESTIONS FOR TECHNICAL RESOURCE**

1. Are gender considerations important in your work?  
Yes \_\_\_\_\_ How?  
No \_\_\_\_\_ Why not?
2. What is your understanding of the meaning of gender equity in the context of your work?  
\_\_\_\_\_
3. What about social equity considerations? How does this factor into your work?  
\_\_\_\_\_
- a) Should social equity be given equal/ less/ more prominence in your work than gender equity  
\_\_\_\_\_
4. What more need to be done to integrate either or both factors into the project cycle of your work?  
\_\_\_\_\_  
✍ Gender equity need to be \_\_\_\_\_  
✍ Social equity need to be \_\_\_\_\_
5. Can you give two specific examples of your main sub-projects (location, participants by sex age; income or resource benefit expected or realized; environmental management component etc)  
\_\_\_\_\_  
a) What strategy do you use to generate community participation?  
\_\_\_\_\_
6. Describe three activities that are connected with task Force structure, and identify who comes forward (m/f) to take lead in which areas. (Give details)  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
a) What benefits are associated with each activity (Details according to sex and age?)  
\_\_\_\_\_
7. In what proportion of cases could benefits not be accessed by some sub-groups in the community? Give two examples  
\_\_\_\_\_  
\_\_\_\_\_
8. Any other suggestions to ensure equity in watershed management?  
\_\_\_\_\_

*Thank you  
R2RW  
3/29/04*

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**SOCIAL GENDER EQUITY QUESTIONS FOR COMMUNITY REPRESENTATIVES**

1. What kind of activity have you been with Ridge to Reef?

\_\_\_\_\_

2. How did you get information about this project activity?

\_\_\_\_\_

a) Who else heard about it at that time?

\_\_\_\_\_

b) Are there any groups (M/F/ Youth/Other) who did not hear about it?

Yes \_\_\_\_\_

No \_\_\_\_\_ Why.

3. Who else heard about it at that time?

\_\_\_\_\_

Income (Indicate level compared to before project)

\_\_\_\_\_

Knowledge (Compare to before project)

\_\_\_\_\_

4. How could the project be improved in terms of reaching out to more social groups?

\_\_\_\_\_

5. With reference to the following groups, has the project been – very helpful (vh): helpful (h); Not very helpful (nvh)?

\_\_\_\_\_

The needs of women (a) In what ways

The Needs of young men

The needs of young women

The needs of the elderly

The needs of children/students

The poorest in the community

Other special groups

6. Why is this so?

\_\_\_\_\_

a) Project responsible

b) Culture community

7. What can be done?

\_\_\_\_\_

*Thank you  
R2RW  
3/29/04*

## GENDER EQUITY & SPECIAL INTEREST MONITORING

In each sub-project, the following basic monitoring can be done every six months, with issues of inequity noted for referral to the Task Forces and relevant agencies for follow up.

### 1. DEMOGRAPHICS

a) Activities members \_\_\_\_\_ (number)

AGE	MALE	FEMALE
15 – 29 years		
30 – 49 years		
50 +		

b) Inactive members \_\_\_\_\_ (number by sex and age)

AGE	MALE	FEMALE
15 – 29 years		
30 – 49 years		
50 +		

c) Reason for inactivity by sex and age, or special interest:

- Female Youth \_\_\_\_\_
- Name interest group where relevant) \_\_\_\_\_
- Male Youth \_\_\_\_\_
- Female Adult \_\_\_\_\_
- Male Adult \_\_\_\_\_
- Female Older Persons \_\_\_\_\_
- Male Older Person \_\_\_\_\_

### 2. HOUSEHOLD HEAD BY AGE AND SEX

NAME/TITLE OF HOUSEHOLD HEAD	AGE OF HOUSEHOLD HEAD	MALE	FEMALE

a) Number and age of dependents (on household head)



- b) Members of the household by relationship age and sex.

**3. LAND/HOME OWNERSHIP BY AGE AND SEX.**

SIZE OF AVREAGE-SINGLE OWNER/CO-OWNER	AGE OF RESPONDENT	MALE	FEMALE
Landless (Squatting/Leasing/Renting)			

**4. INCOME/EMPLOYMENT BY AGE AND SEX**

AGE	EMPLOYED/ UNEMPLOYED	INCOME-AMOUNT BY SOURCE	MALE	FEMALE
15-29				
30- 49				
50 +				

5. Type of water supply for respondent's home /farm

6. Type of toilet facilities

7. How close is your home/farm to the river?

**FOLKLORE**

8. What did you hear the old folks say about the river-keeping it clean; spirits (prompt)

a) Which group holds the most folklore (cultural sayings about the river) Details

\_\_\_\_\_

**(INTENDED/UNINTENDED INEQUITY)**

9. Are there any groups you know who not have a chance to be part what is being planned in this group?

\_\_\_\_\_

a) Why is this? \_\_\_\_\_

b) What can be done? \_\_\_\_\_

**(POWER/SHARING PARTICIPATION)**

10. Who makes most planning (Financial) decisions in this group?

\_\_\_\_\_

a) How did this happen? \_\_\_\_\_

b) Do you participate? \_\_\_\_\_

c) Who makes most / planning/ financial decision in this group household?

**(ENVIRONMENTAL AWARENESS)**

11. What do you think is the greatest health problem facing the environment (river, land, forests etc) where you live?

*R2RW – Participation, Public Awareness, Equity Monitoring – Nov '03*



