

Personnel Development Component
Yemeni-German Technical Cooperation
Water Sector Program



Creating a Gender Responsive Culture
in the Urban Water and Sanitation
Sector

by

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GOPA/RODECO

April 2009

Foreword

It has been generally recognised, that urban water and sanitation utilities employ only a small number of women. Due to the technical nature of operations and traditional forms of division of labour between gender the majority of employees are male with a technical and engineering background. Typical reserves for female employment have been secretarial, administrative, customer relation oriented and clerical as well as cleaning jobs. Nevertheless there are some exceptional cases of female engineers demonstrating their capabilities in senior technical positions.

However considering the fact, that water and sanitation utilities are not just technical corporations but providers of essential services, the potentials for employing females and even of those already employed are not yet fully utilized.

In addition it has been observed, that the number of females participating in training courses is still extremely small. During the years between 2005 and 2008 the number of female staff participating in national training courses decreased from 15 to 9. This trend was only recently reversed, when 11 women enrolled in training courses during the first quarter of 2009.

Furthermore, an independent evaluation of the entire water sector programme carried out in August 2008 came to the conclusion that women are underrepresented in water utilities and in training activities. Therefore it was recommended to mainstream a gender approach.

In order to develop proposals for enhancing the role of women in the urban water and sanitation sector a specialized consultant was contracted with the main tasks of:

- Assess the present situation of female employment in the urban water and sanitation sector
- Identify impediments to female employment in the sector
- Propose measures and systems to enhance the employment of females in the water sector
- Propose measures to facilitate the further qualification of female employees
- Propose gender sensitive approach for Personnel Development

The consultant, Dr. Soumaya Ibrahim-Huber, has an experience of more than 25 years as a national and regional specialist in Social Development and in research and analysis of Gender. She visited the Personnel Development Component in Yemen from 21st of March until 20th of April 2009 and was assisted by Mr. Ahmed Nahbl.

In order to map out the assignment a kick-off workshop was held with a group of selected representatives on the 24th of March. Thereafter the consultant visited and met a number of women organisations/departments and the Local Corporations of Abyan, Aden, Hajjah, Hodeyda and Sana'a where she assessed and analysed the current situation. Special meetings were held with groups of female employees of selected utilities.

On 15th of April the consultant presented her preliminary findings in a workshop with representatives from all water and sanitation utilities, the Head of the MWE-Women Department and representatives of women organisations. At the workshop working groups discussed the way forward and developed recommendations which are reflected in this report.

Peter Herrmann (Team Leader of Personnel Development Component)

Words of Appreciation

The accomplishment of this work would not have been possible without the wonderful support provided to the consultant by the HRD Team component 2 of the GTZ Yemeni-German Water Sector Programme. Their conscientious dedication and professional enthusiasm turned the consultancy assignment into a fruitful cooperative team-work.

I am also appreciative of the many local and international experts who made time for the consultant to meet with her and reveal extensive aspects of Yemen's social and economic development.

A great thank you goes as well to the lovely male and female staff members of the utilities visited who had opened their hearts and passionately shared their personal work experiences and aspirations.

To all of you "thank you" working with you was a joy.

Soumaya Ibrahim Huber (PhD)

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ACCRONYMS:

DGWW:	Directorate General for Working Women
GWCC:	Girls World Communication Centre
GTZ:	Gesellschaft fuer Technische Zusammenarbeit
HR:	Human Resource
HDI:	Human Development Index
ILO:	International Labour Organisation
LC:	Local (Water and Sanitation) Corporation
MDG:	Millennium Development Goals
MoSaL:	Ministry of Social Affairs and Labour
MWE:	Ministry of Water and Environment
NCW:	National Committee for Women
NWSA:	National Water and Sanitation Authority
PDC:	Personnel Development Component
WEC:	Women and Environment Centre

Disclaimer: This report reflects the views and opinions of the Short Term Consultant which may not be identical with those of the Yemeni Ministry of Water and Environment, GTZ, GOPA or RODECO.

Executive Summary

This report documents the findings of the assignment contracted by the Personnel Development Component of the Yemeni-German Technical Cooperation - Water Sector Programme in the Ministry of Water and Environment (MWE) during the time from the 20th of March till the 20th of April 2009. The objective of the assessment is as stated in the Terms of Reference of the consultant to assess the present situation of female employment in the urban water and sanitation sector and to identify impediments to female employment in the sector. The purpose for the assessment is to propose measures and systems to enhance the employment of female employees in the water sector, to propose measures to facilitate the further qualification of female employees and to propose a gender- sensitive approach for Personnel Development.

This report is composed of four sections in addition to five annexes. Section **one** is the Introduction and provides a background on the present context of Gender and Employment on the macro level. It starts by stating the statistics as provided in the Global Gender Gap Report of 2008 and then discusses the causes behind this gap. It discusses further how the current policy and institutional context provide promising opportunities to build on in future work.

Section **two** is the section on methodology and presents the analytical framework adopted in this work as consisting of four levels of analysis, namely the individual/ informal aspect dealing with male and female consciousness, the informal system aspect covering the organizational culture with its gender stereotypes and gender division of labour as perceived and apprehended by the employees. The third aspect of the analysis deals with the individual / formal aspects as manifested in the organizational structure and covers issues as access and control over the utility's entitlements, capabilities and vulnerabilities. The final theme revolves around the formal / system issue exemplified in the organizational policies and procedures. The section illustrates how the approach adopted both the quantitative and qualitative techniques in collecting the information and therefore used several tools such as review of literature, semi-structured interviews with male and female employees, key Informants, focus group discussions and observations. The sample in this study is composed of 63 interviewees of which 51 (16 male & 35 females) are from the water utilities. The water utilities interviewed were the four pilot utilities of the project namely; the Local Corporations of Sana'a, Hajjah, Hodeyda and Abyan in addition to Aden. The section provides as well a detailed table about the tasks and the dates of implementation.

Section **three** presents the findings that were revealed through the adoption of the analytical framework. The findings of each utility are presented in a separate case study scheme and adhere closely to the four levels of analysis as discussed before. Each of the cases starts by presenting the present actual situation of female employees in the utility. The second subsection of each utility states the needs as expressed by the male and female staff members interviewed.

Section **four** is the final chapter and provides the recommendations as requested by the terms of reference. The first part in this section suggests measures to improve the employability of female staff. The second section suggests measures for the improvement of capability of the female employees and the final part provides recommendations for a gender –responsive approach that the GTZ can adopt in its personnel development component. The recommendations throughout this section are based on the needs as expressed by the employees during the assessment, as well as the recommendations suggested by the participants in the final workshop, in addition to the ones brought forward by the consultant.

MAIN FINDINGS ON PRESENT SITUATION OF FEMALE EMPLOYMENT IN UTILITIES VISITED

INDIVIDUAL CONSCIOUSNESS

Both male and female staff is aware that there are certain traits that characterize both of female employees and male employees namely that:

Female staff have recurrently been described to be more: committed, devoted and punctual.
"Female staff have a heightened sense for rights, are more honest and trustworthy".

Male Staff are perceived to be more: mobile, risk taking and less obedient.

Further patterns of how each of the male and female staff members perceives themselves within the organisation is illustrated by the following quotes:

- **Male Attitudes:**

"Female staff is more accurate in their work and more committed and more eager to learn, they are more timid and scared. On the contrary, male staff does not perform equally and are not as honest and can be more courageous and dominating".

- **Female Attitudes:**

"We female staff, we are miserable. I feel that I have fallen into a deep well. Men on the other hand, if in our similar situation, can create a status for themselves"

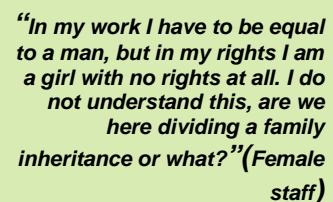
"They always tell me he is a boy and you are a girl, I cannot understand why can't girls (female staff) get their rights?"

"Males are privileged simply because they are males"

"Here the understanding of masculinity is how to be abusive of women".

ORGANISATIONAL CULTURE

The organizational cultures of the utilities as organizations located within the large societal institutions are invaded by beliefs, perceptions and behavioral patterns that reiterate the ones perpetuating in the society at large. Prime among those beliefs and perceptions are the stereotypes about male and female roles. A lot of merging exists between the two roles of female workers, namely the productive and the reproductive roles, and which are usually used for the benefit of the male superior staff.



"In my work I have to be equal to a man, but in my rights I am a girl with no rights at all. I do not understand this, are we here dividing a family inheritance or what?"(Female staff)

According to a female staff member:

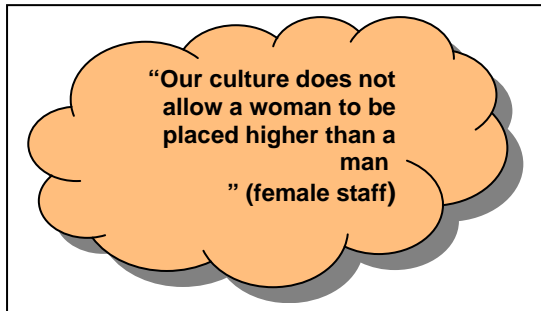
"They do not give me my rights because I am a married Woman and according to them have a husband who should spend his money on me...Men marginalize women and obstruct their involvement in any matter".

According to another female staff member:

"When there is a training opportunity my boss forbids me to go because he says I should stay with my daughters and then when my daughters are ill and I want to call them or attend to them he asks why I need to go home to them?"

Certain stereotypes perpetuate as well the belief with which female employees are brought up with, namely not to be trouble makers. According to a female staff member:

"Because female staff are known not to fight for their rights, their positions are easily targeted".



The utilities as well are invaded by classical attitudes about the traditional patterns of **Gender Division of labour** and which further result in both vertical and horizontal segregations.

In the *vertical segregation*, female employees are usually perceived as women and not in an objective professional way as employees having the same efficient qualification as any other male employee. Hence, they are not expected to occupy higher

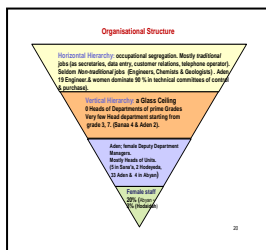
posts.

The *horizontal segregation* is reiterated by the popular belief that female staff can only be good at certain jobs, which also conform to the traditional norms as illustrated in the following quotes:

"Men perceive that women are only good to become secretaries and they do not involve them in anything else". (Female staff)

"Female staff members are never invited to join any of the meetings. The first and only meeting we attended was when Ms.Hasiba the head of the Women's Directorate at the Ministry of Water and Environment came to visit the utility last week". (Female staff)

"In a water utility it is difficult for women to find a niche for themselves because the sector does not match female areas of specialization". (Male staff)



ORGANISATIONAL STRUCTURE

The organisational structure can best be described as a reversed pyramid. The peak of the pyramid or the lowest point signifies the very low representation of female staff, which ranged in the utilities visited between 3 % as in Hodeyda, 4 % in Hajjah, 7 % in Sana'a, 8% in Aden and 20 % in Abyan. In specific female representation decreases the most in the higher organisational echelons and increases in the lower positions as demonstrated in the following section.

REPRESENTATION IN UTILITIES' HIERARCHIES

All utilities visited demonstrate both vertical and horizontal hierarchies in their organisational structures as well. The vertical hierarchy is manifested through the *'glass ceiling'* when female employees cannot due to the previously mentioned cultural barriers reach the top echelons of the organisation. Thus, findings reveal that there is no female staff found in the position of a General Manager. They can rarely start to appear as managers in the lower grades starting from grade three (as in Sana'a where there are 4 staff members), or in grade seven (as there are 2 staff members) etc. Female staff members can also become Deputy Department Managers as in Aden. Female staff is mostly found to become head of units (5 in Sana'a, 2 in Hodeyda, 33 in Aden and 4 in Abyan).

The utilities visited reflect a large horizontal hierarchy as revealed in the occupational segregation. Female staff is mostly found in female perceived traditional occupations such as secretaries, data entry, customer relations, telephone operators. They are seldom found in jobs that are considered non-traditional for females such as engineers, chemists and

geologists. In Aden, there are 19 female engineers and women dominate the committee for purchasing and control.

ACCESS TO ENTITLEMENTS

Among the few female employed staff members there are some with fixed or permanent **working contracts** and some with temporary working contracts. In Sana'a there are from 47 female staff, 7 with temporary working contracts, in Hajjah, 1 out of 5 has a temporary contract, in Hodeyda 5 out of 20 have temporary contracts, in Aden all have permanent work contracts and in Abyan 16 out of 34 have temporary contracts. Contracted Female employees have low educational background and hence the worst working conditions.

Concerning **promotion**, female staff has often to wait for very long time (if ever they are promoted). Preference is given to male staff because they are considered to be their family's heads and have better educational background.

ACCESS TO TRAINING AND CAPACITY BUILDING

In the case of NWSA, data reveals that during the years 2005- 2009 on average between 6-15 female trainees from all 36 water utilities had participated in those training courses on an annual basis. During those four years, a total of 54 training opportunities were offered to female staff.

The exact distribution of the trainees in the training courses attended can be categorised as follows: in customer's relations 21, in financial and administration 17, in technical issues and water quality 10 and in Sewage 6.

To cite a closer example, according to the documents in 2008 there were 17 training courses offered and attended by a total number of 322 trainees from 36 utilities. Only 9 female trainees had participated in those 17 training courses offered during that year.

Problems mentioned concerning training revealed that often male heads of department decide beforehand for female staff that they will be unable to attend. There are usually no plans for training and there is no assessment done about the staff to decide on their training gaps.

ORGANISATIONAL POLICIES

Throughout the visited utilities, there was a general lack of information about the present national or international conventions and strategies on female employment rights. Within the utilities the 'formal' system is usually found to depend entirely on the present managers and whether they are supportive or not of their staff. Because the present decree for board membership does not explicitly request female representation, hence, there is no female staff participating in the decision-making processes. Even if the present decree does not specify a certain sex, it is very unlikely for female staff to participate in any board, as all positions specified by the decree are usually not occupied by women.

The findings reveal two positive examples of supportive General Managers. In Hajjah, the General Manager decided to request the inclusion of the newly appointed female representative in the board and in Abyan; the General Manager suggested that one of the two customer's representatives could be a woman.

RECOMMENDATIONS

1. Proposed measures to enhance female employment

- **Enable male and female staff members to adopt an Equal Opportunity proactive consciousness.**

Concrete actions could be:

- Conduct awareness raising campaigns about the importance of the incorporation of the female employment on both the macro level, (for the National Economic Growth) as well as the micro level, (for the efficiency of the utilities).
 - Encourage female employees to understand their full rights and the measures they can adopt in order to demand for their rights.
 - Initiate a close cooperation with the Department of Working Women at the Ministry of Work to arrange with them possible interaction schemes as well as the use of their published material about working women.
 - Encourage the spirit of leadership among women and enable them to become leaders.
 - Provide self-development programmes to support female and male staff to surmount the timidity barrier and become outspoken and improve their interaction abilities.
- **Improve *organizational culture* to become an enabling working context for female employees.**

Concrete Actions could be:

Addressing Practical Gender Needs

- Raise awareness about the importance of providing rest rooms and washing closets for female staff as well as equal access to other utility services such as transportation buses and internet services.

Addressing Strategic Gender Needs:

- *Emphasize the adoption of values* by male and female staff members which can include; transparency, trust, partnership, respect, collegiality participation, cooperation, accountability, team-spirit, honesty, harmony, unity, democracy, etc.
- Conduct *gender sensitization as well as training workshops* about gender conceptual rationale and its practical integration in the employee's work and life attitude.
- Highlight how everybody is a valuable resource within the utility and hence all staff members should exert their best effort and collectively strive towards the efficiency and sustainability of their utility.
- Spread group spirit among staff members and support them to become more cooperative, more participative and more efficient. Staff members need to acquire the feeling of 'colleagues'.
- Encourage male department heads to adopt an understanding attitude towards female employees. This could possibly be achieved through the frequent organization of regular meetings between the management and female staff members. Other measures need to be introduced to enable female staff to express their opinion and discuss recent events.
- Support group spirit among women staff. This can be enhanced through the initiation of sports club with facilities such as table tennis and black gammon.
- Eliminate stereotypes about female labour force and do not discriminate against them in the selection of jobs and tasks and training courses. This can be enhanced through the promotion of values of *mutual respect* for colleagues. "*We want our male colleagues to deal with us as colleagues and respect us as women.*"

- **Promote *organizational policies* that adopt Equal Opportunities principles**

Concrete Actions are:

- Review charts of utilities and engender them to be more encouraging for female staff. Ensure the incorporation of the International conventions and agreements as well as the National Constitution and strategies in the utilities' charts.

- Provide opportunities to encourage the promotion of female staff to top positions (for example to become General Manager) through legal decrees like quota for a limited period until the gender gap is narrowed.
- Institutionalize through a legal decree the principle of Equal Opportunities.
- Promote equal treatment between male and female staff.
- Give female staff a chance to assert themselves.
- Abolish discrimination in favour of men and listen to female staff recommendations.
- Do not discriminate against female staff with no educational background.
- Introduce a system to allow female employees to work from their home if their children are sick.
- Issue law by Minister to include a female member in the board of the utility.

2. Proposed measures for further qualification of female employees

- **Encourage utilities to adopt the principle of Equal Opportunities in their organizational structures.**

Concrete Actions are

To promote Equal Opportunities in access to entitlements:

- Ensure more transparency in **recruitment and promotion process** as well as advertisement for vacancies and training opportunities.
- Enable female staff to be promoted to decision-making positions.
- Support female leaders for example women representative in workers union.
- Provide training in legal matters.

BENEFITS:

- Instill the principle of productivity and efficiency in the assessment criteria. Encourage that incentives be rewarded according to productivity and not be based on educational background.
- Promote systems of personnel appraisal whereby all department heads need to know about the gaps of all their employees. Encourage efficiency to become criteria for evaluation instead of educational background.

To promote Equal Opportunities in access to capabilities

- Provide training courses in:
 - *Technical and Administrative Skills* such as; Languages, secretarial work, computer - maintenance, finances and accounting, updating of new technology and maintenance of equipment.
 - *Personal Skills*; such as interaction and communication among colleagues. management skills for women.
 - *Additional Skills* such as design and implementation of awareness campaigns, project management, monitoring and evaluation personnel and human resource management, how to write job descriptions, skills of supervision and control, strategic planning techniques of problems solving, cooperation among departments, survey methodology.

- *Team work*
- *Gender training* for key decision-makers.

➤ Promote following modes for capacity building

- Encourage female staff to resume their education in the afternoon.
- Provide on-the –job training opportunities.
- Organize refreshment courses frequently.
- Encourage training opportunities through ‘Learning by Doing’.
- Initiate opportunities for mentoring among utilities.
- Encourage networking among utilities.
- Provide on-site training centre.
- Ensure that outside training courses be arranged with high caliber training institutes.
- Organize on-site workshops about cultural, economical issues for employees.

➤ Promote techniques of capacity building such as:

- Encourage department managers to have training plans for all staff members.
- Ensure that in each training plan:
A substantial number of female employees are among the trainees.
Training needs of both male and female staff are included.
Ensure that training courses directed to female staff are not only limited to traditional sectors.
Ensure actual attendance of female staff of the different grades in the training.
Involve female trainers in the training courses.
- Monitor the skills gained through the training and evaluate its impact on the career development of the female staff.
- Ensure frequent training follow up is arranged.
- Promote transparency in the advertisement of the training courses which have to be publicly announced everywhere in the utility.
- Enable staff to apply for themselves in courses. *“Training opportunities should be a personal matter for women to decide upon and not be decided upfront for them.”*

To promote Equal Opportunities in relevance to Vulnerabilities:

- Institutionalize a complaint mechanism, which can be either the equal opportunity officer or a committee, which can help to solve the concern.
- Encourage the increased employment of female staff with permanent contracts and invest in the daily laborer's work force with daily contracts.
- Be more appreciative of female staff work and increase their financial rewards and or ensure moral rewards.

3. Proposed gender-responsive approach to be adopted by PDC

- **Formulate a Gender Strategy in which Gender and Equal Opportunities are the goal and Gender Mainstreaming is the approach.**

It is important to proceed with the adoption of the mainstreaming approach in a holistic and strategic manner. Accordingly, it is suggested to proceed in two steps namely:

a) MAINSTREAMING WOMEN and

b) GENDER MAINSTREAMING

Mainstreaming women is the first step, which the component can start with. It emphasizes the need to increase the number of women and their active participation in mainstream activities, particularly in politics, leadership and management; in fact in all decision-making processes and at all levels.

Gender mainstreaming as step two, is a more comprehensive approach to change the way of thinking and action to address the underlying causes of gender inequalities occurring in the society at large and at all organizational levels. Hence, it could be adopted at a later stage of the initiative, for example after few months. The proceedings from step one to step two should be very subtle.

- **Include Gender concerns in the ten Guiding Principles** either as
 - a) Crosscutting throughout the ten guiding principles or
 - b) As an independent guiding principle.

- **Initiate a Policy Dialogue** to ensure the enhanced awareness of the politicians about the crucial role of female employees in the water sector and that female employees are not only additions.

Concrete actions could be:

To support the request to the Minister to issue a **formal decree** for the incorporation of a female representative in the boards of the utilities. This representative can be either the nominated female coordinator in the utility, or the local representative of the National Women Committee.

To encourage the Minister to join the other ministries and adopt the Presidents recommendation in ensuring the 15 % employment of female staff in order to attain as highlighted in the Yemen Strategic Vision of 2025 a 50 % female employment. This action as well would endorse the National Strategy for Women Development which strives to increase female employment on an annual basis

To endorse the removal of legal barriers to female productive employment or male family obligations. This could be performed through the review of legislations from a gender perspective to highlight any legislative barriers to women's full employment in the productive labor market. During this review, restrictions on men from full participation in family obligations will be revealed (e.g. denial of paternity leave to fathers).

- **Initiate a Thematic Working Group on Gender and Water Sector.** The group can include all stakeholders involved in both gender and water issues such as donors, national or international NGOs, training institutes, and the National Committee for Women. This group can meet on a monthly basis and be involved in sharing of news, events and experiences and can be involved with other international networks such as Gender and Water Alliance in the Netherlands, or CapNet etc.

- **Provision of Training Courses in Gender Conceptual Rationale.** Training courses should be recurrent and ongoing to develop and improve trainee's practical knowledge and expertise in matter of gender and water. Mixed teams of male and female trainers could gradually be constituted to demonstrate that gender is not a basically female issue.

The training should be provided in two levels and be directed to;

- a) Decision-makers of utilities who can receive a sensitization course
- b) HRD officers and the female representatives attached to the Ministry of Water and Environment. This type of training should be an advanced training course and include tools for Gender - Analysis, - Planning - Budgeting and - Auditing.

- **Formulate and agree upon an Action Plan together with representatives of the utilities to be monitored and evaluated with gender-sensitive Indicators.** The Monitoring should be twofold; monitoring of the Mainstreaming Process and Outcomes

a) **Monitoring the process of gender mainstreaming** reveals the mode of carrying out the work within the utility.

b) **Monitoring the outcomes of gender mainstreaming** provides information that ensures that the gender mainstreaming efforts are actually resulting in gender responsive work practices at all stages (policy design, implementation, and monitoring and evaluation) and focuses on the outcomes of the gender mainstreaming efforts.

- **Conduct GENDER - RESPONSIVE EVALUATION AND FOLLOW-UP.** Conduct Evaluation to assess whether the policy intervention or activities suggested have achieved their objectives. Measure the impact of initiatives, and importantly, establish good practices and lessons learned for the ultimate purpose of improving future initiatives. Evaluation is also important in relation to accountability for resources used in the utility.

After important actions have been undertaken from a gender perspective and lessons are drawn from gender-responsive evaluations, there should be a plan to make use of these lessons for future policy and planning processes.

1. Introduction

The Present Context of Gender and Employment in Yemen; the macro level.

“Yemen comes last in Global Gender Gap report for the third year in a row. Yemen having a score less than 0.5 means that in the four categories of economic opportunity and participation, education, health and political participation together, it means that Yemeni women nearly have half the rights Yemeni men do”. .

However, the individual scores of each of the four categories vary. According to the report when it comes to health and survival, Yemeni women are almost as equal to men with a score of 0.98 while educational attainment comes second at 0.62, then comes economic participation at 0.25 and finally political empowerment which is 0.016.

Despite the slight progress from last year which was mainly in the health and survival category and education, the economic and political empowerment have dragged Yemen again to the bottom of the list of 130 countries world wide. The calculations include factors such as literacy rate, employment, healthy life expectancy, number of women in leading decision making positions”.

Yemen Times (Issue 1215) Vol. 16 from 11 Dec. -14 December 2008

However taking a closer look at female’s economic participation rate of the country (0. 25), one can argue that it reveals that Yemeni women have even less than half of the economic rights Yemeni men have.

In spite of some recent improvements, such as the increase of life expectancy, Yemen is still classified by UNDP (*Yemen Common Country Assessment, 2001*) as one of the “Least Developed Countries” in the world. Its very low Human Development Index (HDI) of 0.482 ranks 149 among 177 countries in 2004 (*Global Human Development Report, 2004*). This is far below the 0.651 average HDI for all Arab states.

In a similar vein, the Arab Human Rights Index of UNDP reiterates that Yemeni women are not properly involved in economic activity, their participation in the labour force is low, and they face discrimination in employment.

Yemen has since its independence, began to increase its number of active women in government service, which until now still provides the largest employer in Yemen. Since 1995 there have been a number of high level appointments including Yemen’s first female ambassador in 2000 and in 2001 the appointment of the first woman in the cabinet.

The civil service has a very clear and equitable wage scale based on qualifications and years of service. Nevertheless, many gender inequities arise regularly within the bureaucracy in promotions, discrepancies between wage and appointment levels and in pay scales-unequal pay for equal work. In an effort to increase the number of female teachers as in the education sector, qualifications are lower for females than males. Accordingly female staff receives lower wages for similar work performed as their male colleagues... A further gender issue identified in the civil service is the chances women are given to climb higher on the wage scale, but not in position and status in the bureaucracy. Thus many women with seniority in years of service and pay remain lower in position than lesser qualified males (Colburn, 2002).

WHY IS YEMEN NOT OPTIMIZING THE USE OF ALL ITS TALENTS?

According to the UNDP report, *“cultural traditions continue to keep women at lower status and deprive them of access to and control over resources and assets. With regard to the Gender Development Index (GDI) which captures inequalities between males and females using HDI dimensions, Yemen ranks 133 out of 143 countries and the lowest in the Arab region.”*

Gender inequalities impact women's participation and remuneration in labour markets, educational opportunities, decision-making, influence access to legal systems and fertility levels. Conceptions of appropriate gender roles shape economic opportunities as well as work environments. There are clearly professions that are more acceptable for females such as the fields of education and health. There are also categories of employment that are not encouraged by the dominant gender division of labour. Such profession include engineering.., as well as manually strenuous jobs.

The reason that these profession are less open to women vary but often include: social and religious attitudes about women's rational mental abilities; appropriate codes of behaviour and dress; beliefs about female excessive emotional energy; physical capabilities and jobs that would require intimate contact with male colleagues. However there are pioneer women found in most of these professions (Colburn 2002, 112-23).

It is important to note that such contestants are not absolutes. With present day supportive institutional and policy environment, and with appropriate programmes in place, a positive context is likely to escalate.

POLICY AND INSTITUTIONAL CONTEXT AS PROMISING OPPORTUNITIES

Institutions, legislation, technical and research apparatus have been reformed and developed to reverse this dramatic trend and reduce poverty often with some international donors support.

According to the Yemen Strategic Vision of 2025 issued by the Ministry of Planning and International Cooperation; *“The efforts also focus on narrowing the existing gaps between men and women, whether in education, health, or in providing greater chances for women to participate in political, economic and social activities. Women should become full partners with men in carrying the burdens and harvesting the fruits of Development, with a view towards realizing the principle of **“women are the Siblings of men”**, without prejudice and with respect to the consistent gender. Differences (do not exist) legally and in accordance with Islamic jurisdiction. This orientation aims for increasing the participation of the women in all facets of economic activity and to raise their participation rate in the labour force from 22.7% to 50% by 2025”*.

Yemen has acceded to six of the seven major United Nations conventions on human rights, namely: the two International Covenants on Civil and Political Rights; on Economic, Social and Cultural Rights (1987), the International Convention on the Elimination of All Forms of Racial Discrimination (1972), and the Convention on the Elimination of All Forms of Discrimination against Women (1984).

Women's status in Yemen has improved over the past decade with increased government attention to arrange of issues from legal rights to employment. A number of laws have been amended to reflect more gender equitable provisions. For instance, the labour legislation of Yemen now takes working women into account by recognizing that work is a right of all citizens. Article 5 of the Labour Code emphasizes the principle of equality between women and men with respect to working conditions, rights and duties and labour relations without discrimination. This article also prescribes equality between the sexes in matters of employment, promotion, training, qualifications and social security.

The National Women's Employment Strategy is a 10 years (2001-2011) initiative, which was

approved by Cabinet Decree No. (49). It builds on demographic and economic indicators related to women's employment and highlights for better utilization, current national legislation and international conventions that the Yemeni governments have signed. The initiative reviews the existing efforts around gender and employment issues in the country, identifying four strategic objectives for activities (employment opportunities, employment ability, terms and conditions of work and perceptions and attitudes around women's work).

The establishment of the Directorate General for Working Women (DGWW) in the Ministry of Labour in 1998 marked an important turning point for gender and employment in Yemen. The Body's mandate is to work towards enhancing gender equality, preventing discrimination in the world of work and improving women's employment ability through appropriate policies, legislations and interventions.

The DGWW remains a part of the present Ministry of Social Affairs and Labour (MoSAL). ILO regional Office in the Arab States has an ongoing project with DGWW and MoSAL on gender and employment in Yemen.

An additional programme titled "Strengthening the Women's Machinery for the Advancement of Women's Work in Yemen" is a project which was launched in June 2004. The project has four main goals:

- Institutional capacity of DGWW for advancing women's work
- Coordination of the implementation of the National Women's Employment Strategy
- Becoming a clearing house for sharing knowledge and information on working women's issues in Yemen
- Advocacy platform for workers issues in general and women's workers in particular.

An additional programme supporting the project is a Gender Mainstreaming in Social Dialogue Institutions Programme. Two other studies, one on women members of Chamber of Commerce and Industry and the other on women members of the General Federation of Worker's Trade Unions, were commissioned in order to provide an assessment of the needs of women members of these organizations as well as provide recommendations for policy and action. The findings from the studies were planned to be used for designing training and awareness raising activities.

(Yemen Times Issue: (824), 14-16 MApr-09 March 2005. Volume 13).

INITIATIVES IN GENDER AND WATER SECTOR:

Additional initiatives come through the National Women Union and the National Women Committee (supported by OXFAM) both of whom have local branches in different governorates. The National Women Union participated in the Country Water resources Assistance Strategy for Yemen Rural Water Supply and Sanitation. A thematic group is providing training for environmental awareness and hygiene and loans and micro-credits to women to raise their standard of living. The National Women Committee holds an annual Water Crisis Workshop attended by various organizations.

The Women and Studies Centre is a research and education centre in the University of Sana'a, which was reopened in 2003, and concentrates on women's social and technical issues. This Centre collaborates with the Water and Environment Centre (WEC), supported by the Wageningen University, on a special "Gender and Water" training course in the WEC Master Diploma on Integrated Water Resources Management. WEC and the Women Centre are in the same premises of Sana'a University. A session on water and gender, was translated into Arabic by "women's role in water management", is taught in the 1st semester of each year. WEC is a centre for water management and environmental science, providing education

and training, consultancy services and undertaking applied research, for the Yemeni and regional water sector. The Centre aims at contributing to the highly required practical solutions for water security, to accelerate and broaden the flow of workable ideas and solid knowledge in water management in Yemen. WEC also provides capacity development and training to policy-makers from different ministries (Pelat, Iddeales 2006).

The Girls World Communication Centre (GWCC) in Sana'a was established in 1998, as a learning centre exclusively for girls. Their main objective is to fulfil the present day labour market needs by improving access and basic training opportunities for young, particularly under-privileged, girls and by empowering the new generation to assume a leadership role in the development and economy of Yemen. In their curriculum, the GWCC introduced Course topics on environment and more specifically on water, considered as a vital topic. After several participations in World Water Conferences, World Water Forum and events in Yemen such as the World Water Day, the Water Crisis Workshop for Yemen, the GWCC has established its own water resources curriculum (Pelat, Iddeales 2006).

1.1 Objective and Purpose

The objective of the Assessment is as stated in the Terms of Reference of the Consultant to:

- Assess the present situation of female employment in the urban water and sanitation sector
- Identify impediments to female employment in the sector

With the purpose to:

- Propose measures and systems to enhance the employment of female employees in the water sector
- Propose measures to facilitate the further qualification of female employees
- Propose gender sensitive approach for Personnel Development

Overview on Report

This Report is composed of four sections in addition to 5 Annexes. Section **one** is the Introduction and provides a background on the present context of Gender and Employment on the macro level. It starts by stating the statistics as provided in the Global Gender Gap Report of 2008 and then discusses the causes behind this gap. It discusses further how the Policy and Institutional Context provide promising opportunities to build on in future work.

Section **two** is the section on methodology and presents the analytical framework adopted in this work as consisting of four levels of analysis, namely the *individual / informal* aspect dealing with male and female consciousness, the *informal / system* aspect covering the organisational analysis of gender stereotypes and gender division of labour as perceived and apprehended by the employees. The third aspect deals with the *individual / formal* aspects as manifested in the organisational structure and covers issues as access and control over the utility's entitlements, capabilities and vulnerabilities.

The final theme revolves around the *formal/system* issue exemplified in the organisational policies and procedures. It illustrates how the approach adopted both the quantitative and qualitative techniques in collecting the information and therefore used several tools such as review of literature, semi-structured interviews with male and female employees, key informants, focus group discussions and observations. The sample in this study is composed of 63 Interviewees of which 51 (16 male & 35 females) are from the water utilities. The water utilities interviewed were the four pilot utilities of the project namely the Local Corporations of Sana'a, Haggah, Hodeyda and Abyan in addition to Aden. The section provides as well a detailed table about the tasks and the dates of implementation.

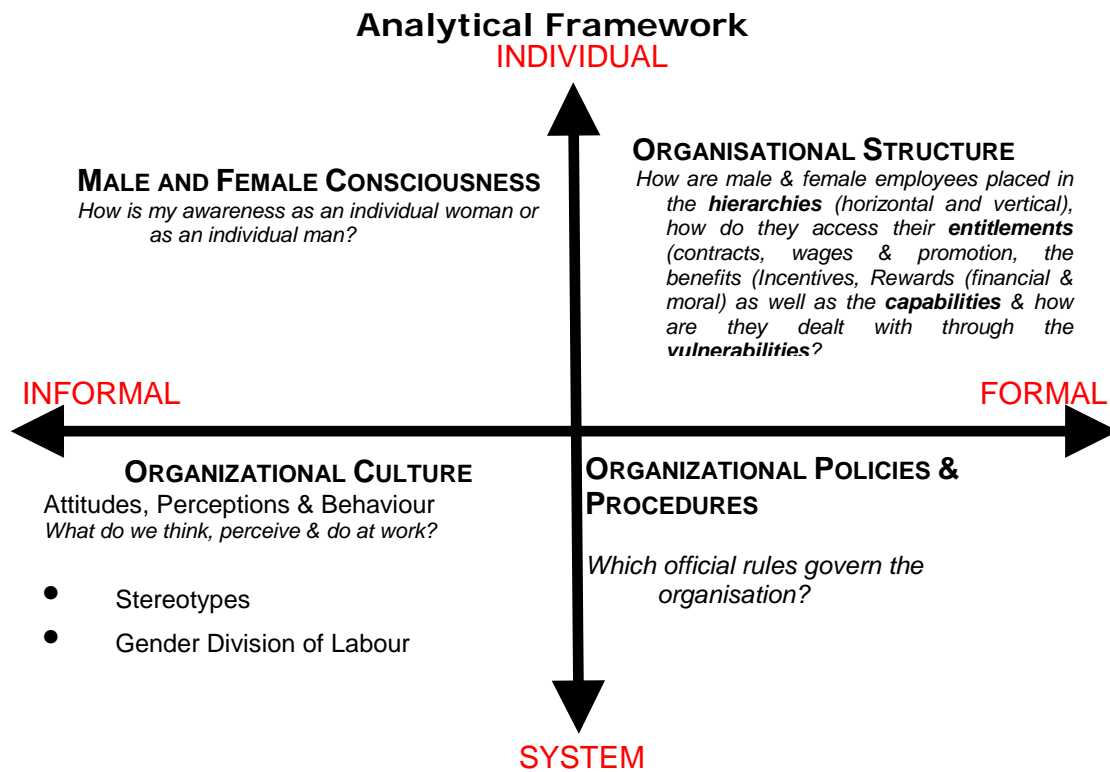
Section **three** presents the findings that were revealed through the adoption of the analytical framework. The findings of each utility are presented in a separate case study scheme and adhere closely to the four levels of analysis as discussed before. Each case starts by presenting the present actual situation of female employees in the utility as perceived by the staff members themselves. The second table states the needs as expressed by the male and female staff members interviewed.

Section **four** is the final chapter and provides the recommendations as requested by the terms of reference. The first part in this section suggests measures to improve the employability of female staff. The second section suggests measures for the improvement of capability of the female employees and the final part provides recommendations for a gender-responsive approach which the GTZ can adopt in its personnel development component. The recommendations throughout this section cite the needs as expressed by the employees during the assessment, as well as the recommendations suggested by the participants in the final workshop.

The Report has 5 **Annexes** which include the following. ANNEX 1 includes the names of the external people met, who are not staff members in the utilities, ANNEX 2 cites the references used for the report, ANNEX 3 includes the power point presentation of the final workshop, ANNEX 4 includes the working group exercise used during the final workshop and finally ANNEX 5 presents the results of the four working groups in the final workshop.

2. Methodology

To assess the present situation of the gender employment in the water utilities, an analytical framework was adopted. The analytical framework is composed of two crossing axes, a vertical one running starting from the system up to the individual sector and a horizontal one starting from the informal into the formal dimension. The two crossing axes create four areas for analyses, namely the level of the informal- individual to informal systems levels covering themes of individual consciousness and group consciousness or organisational culture. Likewise the level of the formal individual covering issues of access and control over resources up to the formal system level dealing with the policies and procedures. The four themes are covered by the following questions:



Adapted From AghaKhan Gender Analysis Tool Box

INDIVIDUAL CONSCIOUSNESS OF MEN AND WOMEN

This theme as mentioned before researched the informal / individual dimension and questioned mainly male and female awareness, understanding and commitment towards gender equality.

The key question therefore was

How do male and female employees feel as women/ or men inside the organisation, i.e. what constitutes for them being a woman or a man, and what are the traits for masculinity and femininity through which they come to apprehend themselves?

ORGANIZATIONAL CULTURES (GROUP CONSCIOUSNESS)

This angle dealt with the informal system of the organisation or the organisational culture and was interested to investigate the existing stereotypes as well as the gender division of labour about women and men within the organisation and as perceived by the employees. It investigated the attitudes, perceptions and behavioural explanations by asking the following questions:

What do male and female staff members always work?

Why do they work in those jobs?

Are women staff members treated with respect; is there an acceptance of their presence on the staff?

Is there an acceptance of women's staff family responsibilities and their implications for their participation in the work of the organization?

Is there a sense of equality between male and female staff in the working relationships?

ACCESS AND CONTROL OVER RESOURCES IN THE ORGANISATIONAL STRUCTURE

This section is with the individual and formal aspects or the access and control of female staff compared to male staff with relevance to the Entitlements (wages, contracts), Benefits (Incentives & Rewards), Capabilities (training and capacity building) and Vulnerabilities (during crisis, & budget shortages).

Basic questions here were:

Is there equal pay for equal work? And incentives?

Is there equal promotion to senior positions?

Is there equal opportunity for membership in unions?

Is there equal opportunity to attend training programmes or important meetings?

Is there any type of harassment?

ORGANISATIONAL POLICIES AND PROCEDURES

This angle investigated the organisational formal system of the organisation namely its governing policies and rules and hence posed the following questions:

Is there a policy that gives women access to flexible hours to manage family responsibilities?

Is there a sufficient budget to women's empowerment?

Are there well-developed programmes that focus on women's empowerment?

Are there accountability mechanisms that are related to gender equality outcomes?

Approach

The approach adopted in the assessment used both the quantitative and qualitative research techniques for the collection of the information. The quantitative research technique was used to collect the quantitative data about the labour force statistics and female staff representation in the utilities. The qualitative approach was used in order to increase the understanding not only of the 'how' the situation looks as such but also the 'why' or reasons behind the behavioural patterns.

For the data collection several **tools** were used namely.

- Review of secondary material: (reports, books and statistics, both published and unpublished).
- Semi-structured interviews with individual male and female employees
- Interviews with key informants
- Focus group discussions
- Observation

Sample selected with Location

A total sample of 63 individuals was met during the assignment in order to collect the information needed. The interviewees were selected due to their relevance to the sector of Gender and water. Thus donors such as the Netherlands Embassy and Japan International Agency (JICA) were met. Local Organisations such as the Centre for Gender Studies at the Sana'a University or the Social Fund for Development were also included. Representatives from relevant Ministries such as the Department for Working Women at the Ministry of Labour or the Women Department at the Ministry of Human Rights were also chosen to discuss their experiences and lessons they have retrieved.

In a similar vein, the National Committee for Women was selected as a National Authority and visited twice in order to retrieve information about the national plans and strategies. The Yemeni Women Union was also selected as a local non-governmental women organisation to complement the picture of the present scene.

Table 1: Distribution of Sample of Interviews

Category	Interviewees		Total
	Male	Female	
Sex of Interviewee			
Water Utilities	15	35	50
Local Organizations/ Ministries	1	6	7
Donors	2	4	6
Total	18	45	63

The sample of interviewees from the water utilities comprised 50 interviewees. The utilities selected were the ones who had already been chosen by the project as pilot utilities. The utility of Aden was visited even though it is not considered a pilot utility because Aden was chosen as the venue to meet with Abyan staff members who were asked to come due to security reasons.

The Head of the Women Department recently appointed in the Ministry of Water and Environment has been added to this sample of interviewees from the water sector.

Table2: Sample of Staff Members in Urban Water Sector in the Ministry and Utilities visited

Location	Manager		Staff Member		Total
	Male	Female	Male	Female	
Ministry		1			1
Sana'a	2	1	1	5	9
Hajjah	3		2	4	9
Hodeyda	2			12	14
Aden	3	2		8	13
Abyan	2			3	5
TOTAL	12	4	3	32	51

Duration and Time of the Tasks:

The assignment was carried out over a period of one month (4 weeks) which extended from the 20th of March till the 20th of April 2009.

The first week after the arrival was devoted for the review of the background material as well as for initial meetings with the project team and key informants. At the end of the first week a kick-off workshop was arranged by the project to meet with various stakeholders and introduce the assignment to them and receive their recommendations about the most important interviewees to meet with. The second and third week were devoted mainly to field visits to Hajjah, Hodeyda and Aden to meet with the Local corporation staff members. The final week after the return from the field visits was devoted for the analysis of the field notes and the data collected as well as the preparation for the final workshop. After this workshop the consultant resumed with the final writing of the report. The delivery of the report on the final day was accompanied with a brief presentation of the report to the project team.

The following table illustrates the dates, duration and tasks carried out.

Table 3: Time table with Tasks carried out during the Assignment

DATE	ACTIVITY
20 th -30 th of March	Review of Literature, meetings with interviewees in LC Sana'a
24 th of march	Kick-off Workshop
30 th of March – 1 st of April	Visit to LC Hajjah and Hodeyda
6 th of April – 8 th of April	Visit to Aden & meeting with Abyan LC
9 th of April – 14 th of April	Analysis of findings and preparation for workshop
15 th of April	Workshop for presentation of findings
16 th till 20 th	Writing of final report in Sana'a and delivery of report

3. Findings of Gender Analysis about the present situation of female employment in the urban water utilities

The findings in this section rely entirely upon the information provided by the interviewees of the utilities as they perceive and experience their present situation. The section is divided into five sub-sections whereby each utility has its own separate findings about the present situation as well as the needs of its staff members. Several quotes made by the interviewees have been extracted and placed primarily in the sections about the informal aspects such as that about the male and female consciousness to extend the liveliness of the interviews to the report. The other statements made by the interviewees receive either a minus sign (-) to reveal the negativity experienced by the interviewee or receive a plus sign (+) in front of them as they were mentioned in a positive sense.

3.1. Assessment by the Head of the Women Department in the of Water and Environment and female staff from other utilities

The findings in this section are based on the interview conducted with the head of the Women Department in MOWE as well as the information collected during the workshop the head had organized for the female staff of all utilities.

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>Male and Female Consciousness Female Attitudes: <i>"Women themselves need to know that they have their own rights".</i></p> <p><i>"Female staff is more committed, and they stay far longer than male staff".</i> <i>" No one supports women"</i> <i>"Women seize their training opportunities by force".</i> <i>"Male staff mock at female staff".</i></p> <p><i>"The brains are damaged. Prime among anything is to develop the mental attitude".</i></p> <p><i>"Honesty is more found among women than among men."</i></p> <p><i>"Women work more and are more transparent and committed".</i> <i>"Female employees are excluded , subordinated and marginalized"</i></p> <p><i>"Women often refuse to get paid for their afternoon work especially if they to not attend the meetings".</i></p> <ul style="list-style-type: none"> ➤ Include male and female leaders in any awareness raising workshop. 	<p>STRUCTURE Vertical Hierarchy On the level of MOWE there are 13 male general managers and only 1 female general manager. Ms.Hasiba, after being nominated by the Minister as the General Manger for the Women Directorate suggested to the Minister to assign female representatives in all other water utilities.</p> <ul style="list-style-type: none"> -) Reactions of male staff were fierce because this job is not included in the mandate of the Ministry of Civil Service. -) Female staff members are not welcomed in leading positions. ➤ Support female leaders for example women representative in workers union. <p>Horizontal Hierarchy</p> <ul style="list-style-type: none"> -) Female staff's low education compels them to take low calibres job where they stick lifelong. -) Jobs offered to women are limited to secretarial jobs. <p>ENTITLEMENTS</p> <p>Wages in utilities exceed wages paid in the Ministry.</p> <p>Recruitment</p> <ul style="list-style-type: none"> -) Much nepotism used for recruitment of male staff, no advertisement made and no formal procedure is followed. ➤ More transparency is needed in recruitment process and advertisement for vacancies. <p>Benefits</p> <ul style="list-style-type: none"> -) Internet access is limited to male staff who due to their positions have access to it. -) Men often receive illness allowances which women do not receive. -) Men often have their own vehicles. <p>Incentives</p> <ul style="list-style-type: none"> -) There is a gender gap & female staff often work without any incentives. -) Female staff is often excluded from committee meetings in order to save their incentives. <p>FORMAL INDIVIDUAL</p>
	<ul style="list-style-type: none"> -) Women are often told not to attend afternoon meetings and then paid half the allowances of men, so as to silence them and prevent them from complaining. -) Men often invent extra work in the afternoon to receive incentives. -) While men receive compensation for food

	<p>and qat, women receive only 300 to 500 YR.</p> <p><u>CAPABILITIES</u> Capacity Building -) Female staff is not involved in training programmes.</p> <p><u>VULNERABILITIES</u> Budget Shortages: -) Ministerial staff is compelled to receive their allowances for their visits from the utilities (conflict of interest).</p>
<p>INFORMAL SYSTEM</p>	<p>FORMAL SYSTEM</p>
<p>ORGANIZATIONAL CULTURE Norms of Exclusivity Male Attitudes: <i>"Men perceive women as only good to become secretaries and they marginalize women by not involving them in anything".</i> +) female staff are able to convince both men and women in the field.</p> <p>-) Because female staff are known not to fight for their rights, their positions are easily targeted.</p> <p>-) Society's attitude about women is that they are weak.</p> <p>Female attitudes: -) Women's achievements depend on their relations and not their productivity.</p> <p>-) Women stay far too long in the positions because they are not ambitious enough.</p> <p>-) Lack of understanding for women's work and motives. Female staff is often perceived to have taken up their jobs either because it is fashionable or due to economical necessity.</p> <p>-) Female staff is more marginalized because their network is very weak. Their chances for networking are also weaker.</p> <p>-) Male staff meets in qat gatherings and influence each others selection (nepotism).</p>	<p>Organizational Policies/Procedures <i>"No one adopts the laws, they are only words on paper". (female staff)</i> <i>"Women seem to come from a different planet. They themselves commit a mistake by not informing themselves about any laws or charts". (female staff)</i> -) When a female staff asked for her marriage allowance like her male colleagues, her male manager ridiculed her questioning whether she needed to pay to her husband the bridal money (mahr).</p> <ul style="list-style-type: none"> ➤ Politician's awareness needs to be enhanced; they need to understand that women have a role to play and are not only additions. ➤ Provide training in legal matters. ➤ Review charts of utilities and make them more accommodating for female staff.

3.2. Local Corporation Sana'a

3.2.1. Assessment of present situation of female employment

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>Male and Female Consciousness Male Attitudes: <i>"Male staff has financial interests while female staff are ambitious for promotion".</i></p> <p><i>"Female staff is more accurate in their work and more committed and more eager to learn, they are more timid and scared. Male staff is on the contrary, they do not perform equally and are not equally honest and can be more courageous and dominating".</i></p> <p><i>"Women give up very easily but men persevere. I have faced many problems but I did not surrender until I obtained that position".</i></p> <p><i>"In the official board meetings there is no qat chewing and a man would even feel ashamed of himself if he would still do so".</i> <i>Female staff is more cooperative and in agreement among each other more than men, they have one word and if they agree to do something, they carry it through. Unlike men who are only interested to have their opinions executed."</i></p> <p>Female Attitudes: Men usually trivialize women. They do however accept elder women.</p> <p><i>"Men dislike successful women".</i></p> <p><i>"The request by our male boss for the written approval from our male guardian creates for us a psychological dilemma. Are we students at the kindergarden".</i></p> <p><i>"I am a grown-up girl (30 years) and responsible for a family, so why should I get a written approval of my brother?"</i> <i>"We female staff, we are more committed than men who always want to go home early".</i></p> <p>INFORMAL INDIVIDUAL</p>	<p>STRUCTURE: Female labour force is 4% (47 female staff out of 1157 total) -) there are no job descriptions -) there is a general preference for the recruitment of men.</p> <p>HORIZONTAL HIERARCHY 2 Engineers, 2 chemists & 1 Geologist (all grade 3) 4 male and 3 female staff in the lab</p> <p>VERTICAL HIERARCHY 1 head of minor department(grade 3) 4 head of units (grade 2 & 3, 3 & 4) 1 female geologist head of unit and 1 female representative at workers union</p> <p>ENTITLEMENTS Contract Out of 13 staff with tentative contracts 7 are females' .Thus of 47 female staff 7 have temporary contracts. <i>"Being without a contract does not guarantee any rights"</i></p> <p>Wages: +) revenues derived from the labs are equally distributed among male and female employees.</p> <p>Promotion Men with lower education were promoted because they created their position. HRD Department creates obstacles for female staff. Male officers are the ones to be promoted. They tell us that men will get married & will have to feed children". Female staff is limited due to their educational background.</p> <p>Benefits -) There is gender disparity; female staff do not usually receive allowances to attend training. When their requests for training are refused they dispose of their daily allowance in order to be able to attend. Male staff however receives US150 /month to attend their training.</p> <p>FORMAL INDIVIDUAL</p>
<p><i>"I am really sick of this unequal</i></p>	<p>Male students coming from outside Sana'a receive US 250 for books and</p>

<p>treatment. All I want is to study and I do not want them to focus on me".</p> <p>-) "I do not use the toilet because I would have to walk a long distance in the hall which is embarrassing for me".</p> <p>" If I do not develop myself who else is going to develop me" "The female representative at the workers union cannot even support herself or solve her own concerns".</p> <p>" Female staff fear problems and 'gender' we are told is a western concept"</p> <p>"Because I am ambitious men scare that I want to become a Manager, but I only want to help Yemen solve its problems."</p> <p>"We women we are marginalized. Everything I need, I have to shout for and need the use of authority".</p> <p>-) "Girls are the ones who are forced to create themselves. They are however secluded in their offices and among themselves they are also divided, everyone thinks about her own self".</p> <p>"We female staff, we are miserable. I feel that I have fallen into a deep well. A man on the other hand in our similar situation can create a status for himself. They always tell me he is a boy and you are a girl, I cannot understand why can't girls (female staff) get their rights?"</p> <p>"Males are privileged simply because they are males" "We women we are more committed and practical and have a drive to learn more and develop".</p> <p>"I feel that I do not exist. Whenever I request my incentives they used to tell me you have your salary and then they stop me.</p>	<p>transportation.</p> <p>Incentives We are not equal in the rights nor in the incentives" Because men receive more incentives they are secretive about it".</p> <p>Rewards Moral support is good enough for female staff.</p> <p>CAPABILITIES Training -) Our male supervisors are always the one to attend the courses even if they are overqualified. -) Workshops outside Yemen are confined to male staff.</p> <p>Capacity Building Opportunities for female staff are limited to computer & secretarial work. Female technical staff (biology, chemistry) does not receive training in their fields. -) Female staff requests for training are usually refused .Men may attend courses twice, and sometimes go secretly to courses. -) Male managers seize all training opportunities for themselves. -) Training in financial and technical issues is limited to men. -) Male managers are the ones to nominate trainees. +) On the job training is equally provided for men & women (f.eg how to conduct surveys).</p> <p>VULNERABILITIES Punishments "When the General Manager heard that we had used our vacations to attend an external training course he yelled at us".</p>
<p>INFORMAL SYSTEM</p>	<p>FORMAL SYSTEM</p>
<p>ORGANIZATIONAL CULTURE Norms of Exclusivity Female Attitudes</p>	<p>Organizational Policies/Procedures -) The rules differ from one boss to the other.</p>

<p>+) Female staff used to meet before Ramadan month to celebrate the occasion.</p> <p>+) My male colleagues in the laboratory are very understanding for us, they are more like brothers to us than colleagues.</p> <p>+) There is a merry go round saving scheme among male and female staff members.</p> <p>Male staff organize trips for themselves only. (<i>Men's exclusive club</i>)</p> <p>-) The notion that female staff will marry and quit work, incurs preference for male staff in scholarships. <i>"I do not receive any payment for my course fees."</i></p> <p><i>" I am never consulted in meetings I am not a chair in my office, I do not know why this is like this"</i></p> <p><i>"I believe that female staff are recruited because they are committed, they are the first to open the offices and the last to leave the offices".</i></p> <p>-) <i>"Here there is no career ladder for women. They like to substitute men for the female calibre even if she has the requested background."</i></p> <p><i>"Our male boss decides for us and determines that we cannot go"</i></p> <p><i>"Male colleagues do not understand women's nature, they firmly believe that women do not deserve to be promoted and that men are more capable, this is a tribal mentality."</i></p> <p><i>"Because of my low educational background, I am intimidated to express my opinion".</i></p> <p><i>"My male bosses keep telling me you are a girl but I know for sure that the law does not discriminate".</i></p> <p>-) <i>"Sometimes when they don't accept</i></p> <p>INFORMAL SYSTEM</p>	<p>Former male Department Manager requested written approvals by male guardian of female staff to allow them to attend training courses and workshops.</p> <p>The support is a personal matter; one of the former male head was supportive.</p> <p>-) <i>"Every support I receive is a personal support from my male boss."</i></p> <p>FORMAL SYSTEM</p>
<p><i>my opinion they just tell we will see."</i></p>	

Gender Division of Labour

" My recruitment in the laboratory was a stroke of luck because they were searching for female staff"

+) Many women from the South of Yemen who had attained high positions acted as models for us.

"Male staff refuses to let female staff attend any training because they fear that they might become better than themselves. They fear that women become managers and then take their jobs".

"In general preferred jobs for women are teachers or physicians and here it is either computers or language specialists."

" Men always believe that work for female engineers in well drilling is tough, this is tiring for me"

Male Attitudes:

Female lawyers unlike male lawyers need time until they can go out to the field.

"Educational background and experience is what differentiates between male and female staff".

"In a water utility it is difficult for women to find a niche, because the sector does not match female areas of specialization." Women do not apply in this sector because sanitation requires men but computer is frequented by women.

Box 1: An Individual Case study

An Individual Case study about : The wasted efficient and qualified female labour resource

A.A is a successful female civil engineer originally from Aden who was subordinated and marginalized for no apparent reason rather than being a female Engineer working in a male entrenched institution.

Engineer A.A. was promoted as the manager of an important department in one of the Local Water Utilities. During this post which she filled for 3 years this engineer used to supervise the implementation of projects and attend committees for drilling wells, as well as tender committees. She successfully participated in the policy design of numerous investment projects. This position necessitated that she supervise male engineers.

After the three successful years which this engineer had spent in this department, she arose one day to the news that she has been shifted through a Ministerial decree to become one of the Councillors of the General Manager of the Utility. In fact it is through this decree or stroke that this female engineer was made redundant. This stroke did not only mean loosing her job but also her office space. She was left behind with no room as well as no concrete tasks to accomplish, which resulted in her touring around the different departments offering her support on a daily basis. In short, she remains a wasted human resource.

Loosing her job meant a big loss for the utility, which as an institution is not only wasting its human resource but also wasting its return on investments as this engineer had in the past been sent to attend numerous training courses. For example she had attended a training course on capacity building for local consultants organized by the Social Fund for Development. She also had attended a capacity building training course specifically for female managers, and one on financial procurements, and another on water harvesting techniques, and planning and management of water resources in Japan funded by JICA to state but a few.

Was this loss in any way attached to the numerous obstacles she had to struggle against during her prior successful years? Occupying that post was not an easy matter for her as she recalls facing fierce challenges on several fronts. One front was the community front when male community members were constantly requesting her replacement by a man. The other front was created through her male colleagues who could not tolerate to find a successful female engineer placed in a leading position.

During those days her male boss used to comfort her male colleagues asking them to calm down and give her the priority to talk first during meetings, since she will be leaving anyhow and they 'the men's club' can carry on extensively later.

3.2.2. Needs of Sana'a LC Employees

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>Male and Female Consciousness</p> <ul style="list-style-type: none"> ➤ Encourage women to demand for their rights ➤ Women themselves need to be trained to become convinced that she is capable of becoming a leader ➤ Raise awareness about women's role in society. ➤ <i>"I need to learn to surmount the shyness barrier and become outspoken".</i> 	<p>STRUCTURE</p> <p>VERTICAL</p> <ul style="list-style-type: none"> ➤ Use the newly established women Department in the Ministry as a model to encourage other women to head departments also. <p>HORIZONTAL</p> <ul style="list-style-type: none"> ➤ Enable women to work in non-traditional sectors <p>ENTITLEMENTS</p> <p>Benefits</p> <ul style="list-style-type: none"> ➤ Provision of Kindergarten relaxes mothers psychologically. ➤ Provide restroom for female staff <p>CAPABILITIES</p> <p>Training</p> <p>Provide Training</p> <ul style="list-style-type: none"> In management for women staff. In communication and networking Maintenance of Equipments English language Computer <p>Capacity Building</p> <p>Organize frequent refreshment courses as women need to be constantly profiting from the courses.</p> <p>Head of training depart needs to know about the gaps of all his employees.</p> <p>Training courses have to be advertised & announced publicly everywhere.</p> <p>Enable staff to apply in courses and not only be selected by their bosses.</p> <p>Enable women to be trained in non-traditional occupations.</p>
INFORMAL SYSTEM`	FORMAL SYSTEM
<p>ORGANIZATIONAL CULTURE</p> <p>Organize frequent meetings between the management and female staff members to enable them to express their opinion.</p> <p>Support group spirit among women staff.</p> <p>Initiate a sports club with table tennis faculties & black gammon.</p>	<p>Organizational Policies/Procedures</p> <ul style="list-style-type: none"> ➤ Operationalize the presidential decree for the increase of female labour force to 15 % ➤ Raise awareness of male Decision-Makers about the importance of women's participation in decision-making as well as women's role. ➤ GTZ has to support & monitor the presence & attendance of female employment. ➤ Provide promotion opportunities for female in top positions through legal decrees like quota for a limited

	period of time. (Male staff) FORMAL SYSTEM
	<ul style="list-style-type: none"> ➤ Institutionalize through a legal decree the principle of Equal Opportunities & selection criteria should be based on efficiency. (Male staff) ➤ Give preference for the employability of female staff until the gender balance is achieved. (Male staff). ➤ Promote equal treatment between male and female staff. ➤ Give female staff a chance to assert herself. ➤ Abolish discrimination in favour of men and listen to female staff recommendations. ➤ Do not discriminate against female staff with no educational background.

3.3. Local Corporation Hajjah

3.3.1. Assessment of present situation of female employment

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>MALE AND FEMALE CONSCIOUSNESS</p> <p>Male Attitudes <i>'Female employees are more committed (especially in urban areas) than men who are more mobile'</i></p> <p>Female Attitudes <i>'My father trusts me and confides in me. He told people in our community that this is my daughter and I have brought her up with good manner'.</i></p> <p><i>"Male employees get jealous from us because they fear that we might want to get their jobs".</i></p> <p><i>"We have proved ourselves through our work, we come punctual at 8am until 1:30 pm, we do not store qat and we are committed as admitted by our boss".</i></p> <p><i>"It is our work that prompts men to respect us".</i></p> <p><i>"Male colleagues do not want to work and do not want anyone else to work".</i></p> <p><i>'They discriminate against us and</i></p>	<p>STRUCTURE: Female employees comprise 4% (5 of 119) of the total labour force.</p> <p>VERTICAL All female staff is in the subordinate positions & is faced by a glass ceiling justified through their lower education.</p> <p>HORIZONTAL 2 officer for Customer' Relations, 1 Telephone Operator, 1 secretary & clerk. -) unavailability of technical specialization among female staff. only male employees work in financial and technical jobs</p> <p>ENTITLEMENTS</p> <p>Contracts 4 out of 5 have permanent contracts.</p> <p>Recruitment -) Female staff does not apply when vacancies are announced. Advertisement is too meagre, only in one newspaper, which men & women hardly read.</p> <p>Promotion -) Priority is given to men even if with low educational background, if there are no suitable candidates to be found.</p>

<p>INFORMAL INDIVIDUAL</p>	<p>Male employees (so it is said) have FORMAL INDIVIDUAL</p>
<p><i>justify this based on our low education instead of evaluating us according to our efficiency".</i> <i>Men score higher in their education and seniority at work.</i></p> <p><i>"We want to work to educate ourselves and not to take over men's job as they scare".</i> <i>We do not request to take men's positions". Men's perception about women is that they are nothing".</i></p> <p><i>"I was offered to be the trustee of the fund and I refused because after all I am only a woman. If the fund created problems for a man and he could not get his right so how could I as a woman?"</i></p> <p><i>"Through my work I prove myself socially. If men compose half of society so women compose the other half".</i> <i>"Through my work I feel that I am not marginalized in society".</i></p> <p><i>"It is through my work that I earn a status in my family and with my husband. It makes me feel that I am a respected human being".</i></p> <p><i>"When women participate at work they have a chance to be better respected by men. Work itself is a value".</i></p>	<p>priority because they have better education; they studied in Sana'a, Jordan and Iraq.</p> <p>BENEFITS Incentives It is only male bosses who decide on incentives. Criteria are based on physical appearance, commitment to work, respect for colleagues, execution of orders etc</p> <p>-) Sometimes male staff receive incentives, which female staff does not get to know about. -) Incentives are paid according to education and not according to productivity.</p> <p>Rewards Allowances are paid acc. to educational degree for example for transportation, for rising living costs, for medical treatment.</p> <p>CAPABILITIES Training: Training Opportunities are scarce but male employees have priority. Capacity Building -) GTZ requested that female staff concentrate on their work, thus preventing them from continuing their formal university education. Hence they missed the chance to improve their education and hence their status. +) One female staff got one hour exempted by the management to continue her education.</p>
<p>INFORMAL SYSTEM</p>	<p>FORMAL SYSTEM</p>
<p>ORGANIZATIONAL CULTURE NORMS OF EXCLUSIVITY Male Attitudes: <i>"Social Justice has a different understanding in the community and is not fair to women. In our society we lack awareness, and there are no initiatives for awareness raising and no motivating calibres".</i></p> <p><i>'In our society female work is accepted as long as it is in the health and education sectors only".</i></p>	<p>Organizational Policies/Procedures</p> <p>+) After the GTZ workshop, the General manager invited Ms. Hasiba as the Head of the Women Department in the MOWS and agreed together to adopt a strategy, which is more inclusive, cooperative & based on efficiency thus encouraging a team spirit.</p> <p>+) The recruitment committee internally has agreed to accept female</p>

	applicants who approach the utility
INFORMAL SYSTEM	FORMAL SYSTEM
<p>Female Attitudes Once any female embarks in any work she opens the opportunities for other female to follow suit. <i>My job was first occupied by an Egyptian girl who led to the acceptance of girls working.</i></p> <p>Economic circumstances as well as the expansion of education opportunities improved our community's perception about female's work.</p> <p><i>"Our culture does not allow a woman to be placed higher than a man".</i></p> <p>Several factors prevent girls education: The gender segregating culture is the driving motive preventing girls from attending schools or joining education facilities. Early marriage.</p> <p>within the utility: <i>"Female staff members are never invited to join any of the meetings. The first and only meeting they attended was when Ms. Hasiba the Head of Women's Department came to visit the utility last week".</i></p> <p>Female staff learns accidentally about any learning opportunities.</p> <p><i>"Men interact a lot at work and meet in the afternoon through various venues such as in the mosques and the next morning we are surprised about their decisions they have taken together".</i></p>	<p>even without any prior advertisement.</p> <p>+) The Utility decided internally to appoint the newly elected female representative as the 9th board member to represent the female voice on the board.</p> <p>-) Male and female staff in the utility are not informed about any International Conventions. Female staff lacks any awareness about women's rights and have no idea about the law of Civil Service.</p>

3.3.2. Needs of Hajjah LC Employees

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>Male and Female Consciousness</p> <ul style="list-style-type: none"> ➤ Conduct gender training and how to integrate it in our work. ➤ <i>"We have to be firm believers ourselves that we have to make maximum use of resources".</i> ➤ <i>"We need to become more cooperative, more participative and more efficient. All the staff needs to have the feeling of colleagues".</i> ➤ Expand the culture of gender through awareness raising sessions & highlight the role of models so as to inspire the individuals themselves. <p>Female Needs</p> <ul style="list-style-type: none"> ➤ Enable women & men to interact together as colleagues. 	<p>STRUCTURE</p> <p>HORIZONTAL</p> <ul style="list-style-type: none"> ➤ Employ female specialized calibre even if from outside Hajjah. ➤ Mainstream female staff in non-traditional specializations. <p>ENTITLEMENTS</p> <p>Promotion</p> <ul style="list-style-type: none"> ➤ Encourage promotion of women to top positions. <p>Incentives</p> <ul style="list-style-type: none"> ➤ Encourage incentives to be according to productivity & not educational background. <p>CAPABILITIES</p> <p>Training</p> <ul style="list-style-type: none"> ➤ Provide courses on interaction & communication among colleagues. ➤ Courses in financial matters & accounting. ➤ Secretarial courses ➤ How to design an awareness campaign and implement it. <p>Capacity Building</p> <ul style="list-style-type: none"> ➤ Enable female staff to resume their education in Hodeyda ➤ Increase our proficiency in skills such as languages ➤ Encourage on-the job training.
INFORMAL SYSTEM	FORMAL SYSTEM
<p>ORGANIZATIONAL CULTURE</p> <p>Needs expressed by Male Staff:</p> <ul style="list-style-type: none"> ➤ Organize a workshop on the community level to increase the awareness about the importance of women's work and change behavioural concepts. Workshops must be attended by the Governor, local People's Assembly members, Sheikhs, teachers, local directorates, local Branches of Women's national committee in Hajjah and parties. ➤ Introduce a series of mobilization workshops for community members. The frequent workshops will enable the impact assessment at a later stage. <p><i>"We have to increase the belief in the ultimate use of energy to reach</i></p>	<p>Organizational Policies/Procedures</p> <p>Female Needs</p> <ul style="list-style-type: none"> ➤ Encourage efficiency to become criteria for evaluation instead of educational background.

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3.4. Local Corporation Hodeyda

3.4.1. Assessment of present situation of female employment

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>MALE AND FEMALE CONSCIOUSNESS MALE ATTITUDES: <i>"Female employees are more committed to their work and we knew how to make good use of this attitude in our organisation". (male Vice president)</i></p> <p><i>"Some female staff members have formal educational backgrounds and hence need to be promoted".</i></p> <p><i>"To introduce a new women unit in our institution is an extra burden for us, because we need to convince the board, get the governmental approvals of the Ministry of Water and the Ministry of Civil Service , is a process that might take one year' Emotionally however we support them and help our female staff. (male vice president)</i></p> <p>Female Attitudes <i>"We are simply slaves; we don't suggest and we don't even talk".</i></p> <p><i>"In my work I have to be equal to a man, but in my rights I am a girl with no rights at all. I do not understand this are we here dividing an inheritance or what?"</i></p> <p><i>"We feel we are in a kindergarden. Our male boss does as he pleases; this is not a treatment between a male and a female colleague. He acts like the male heir with female slaves. He sent out our male colleagues and limited his staff to women in order to practice control".'</i></p> <p><i>"Our boss treats us as clerks and requests us to carry heavy carton boxes. What if a woman carries this heavy load and then the next day gets heavy bleeding?"</i></p> <p><i>"When there is a training opportunity my boss forbids me to go because he says I should stay with my daughters and then when my daughters are ill and I want to call them or attend to them he</i></p>	<p>STRUCTURE: FEMALE EMPLOYMENT : 3 % (20 F. FROM TOTAL OF 580)</p> <p>VERTICAL HIERARCHY 2 females head of Units. 18 implementing subordinate staff.</p> <p>1 female staff was elected by the female staff members as the female representative in the workers union.</p> <p>HORIZONTAL HIERARCHY Female staff are concentrated in data entry jobs (14 out of 20) in the, secretarial jobs (2) and operator (1) clerk (1) and 2 Heads of Units Financial and training Departments. 5 have bachelors in English, Management & Accounting. 7 have diploma (in secretarial, 2 accounting& 1 Human Resources) 7 have secondary education & 1 semi-literate. Male staff is predominantly found in the tasks requiring fields services such as infrastructure & sanitation.</p> <ul style="list-style-type: none"> ACCESS TO ENTITLEMENTS Contract: Of 20 female 15 have fixed contracts & 5 staff have daily contracts & are the worst cases. Priority to obtain a fixed contract is provided to the one with contacts. <p>Recruitment: preference by males for males only. <i>Even if they claim to want female employments, they have already their own male employees ready at hand'. 'Priority is given to the one with contacts.'</i></p> <p>Promotion; +) one female staff member got one month ago promoted as secretary of head of training department.</p>

<p><i>asks why I need to go home to them?"</i></p> <p><i>"After I got married they stopped all training opportunities for me because I am married. They told me stay with your children. At the same time however they forbid me to take the hour I am entitled for breastfeeding and forbid me to go home early".</i></p> <p><i>"We want to be treated with respect like any treatment between a male and a female colleague".</i></p> <p><i>"We are requested to perform degrading tasks such as cleaning the shelves and the archives"</i></p> <p><i>'The woman here is destructed'.</i></p> <p><i>'They do not give me my rights because I am a married woman and according to them have a husband who should spend his money on me.'</i></p> <p><i>"When new female staff applies, our department head says we have enough calamities, meaning us women".</i></p> <p><i>"During closing hours it is only female staff who are found in the office".</i></p> <p><i>"Male staff only appoint the ones who are of interest to them".</i></p> <p><i>'We are not aware about women rights and not about the whereabouts to place a complaint'.</i></p>	<p>-) Female staff receives no salary increase because they tell us <i>'this is your work'</i>.</p> <p>-) <i>"we have a ceiling we cannot transgress. We are prompt in our attendance and we exert an extra effort'.</i></p> <p>Vacations: requests are usually rejected & often during vacations, female staff are called to come in despite illness. Vacations for one whole month are not permitted despite the right to do so and there is no financial compensation for not taking vacations.</p> <p>Benefits</p> <p>Services: utility owns 2 Buses for transportation of staff, but female staff are often left behind because bus leaves sometimes early.</p> <p>Incentives: male staff receive 50.000 YR. as marriage allowances when female staff receive 15.000 YR. only. <i>"Any extra work I do, I get told this is the work you are supposed to do".</i></p> <p>Rewards</p> <p>-) There is no financial nor moral rewards nor appreciation for our work performed <i>'We receive half the amounts of our rewards until they finally reach us'.</i></p> <p><u>CAPABILITIES</u></p> <p>Training</p> <p>-) There are no training opportunities despite other female members from other institutions attending training opportunities. Hence no training allowances as well. Training opportunities are limited to certain male staff. The head of the department does not support female staff to attend training courses even if external scholarships are provided by external donors (e.g. World Bank) <i>'our boss tells us you do not have time to go on training courses'</i></p> <p>Enablement's</p> <p>-) Despite driving skills, car keys are never given to her to drive to the field visits (female staff from branch utility)</p>
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	<p>+) <i>"My previous boss gave me the chance to learn by doing, to learn through the tasks I was requested to do".</i></p> <p>VULNERABILITIES Punishments: If female members refuse to come during their vacations, they receive a 'warning'.</p> <p>A mistake committed in the work is a reason for male bosses to publicly scorn and shout with female staff even in front of lower calibres.</p> <p>Crisis: while men can leave without written permission, women are requested to have a written one.</p> <p>Budget Shortages: <i>" As a female employee I earn 8000 YR. My boss earns YR20.000. Only our salaries are shortened and not that of our male bosses".</i></p> <p>The utility is always with no funds but there are exemptions made for male staff.</p>
<p>INFORMAL SYSTEM</p>	<p>FORMAL SYSTEM</p>
<p>ORGANIZATIONAL CULTURE Norms of Exclusivity</p> <p>-) There is much nepotism used against both male and female staff. One needs to have contacts to be enabled & promoted in the utility.</p> <p>-) Male Head of Department restricts interaction among female staff members.</p> <p>-) Female staff members even if senior are excluded from budget planning meetings simply for 'being women'.</p> <p>-) No interactions among female staff members is allowed. <i>'When I talk to my female colleague he scorns me and shuts be down'.</i></p> <p><i>'there are no contacts between us and any of the other water branches, we do not know them even'</i></p> <p>"Data entry is a female job as men say and they disrespect this job".</p>	<p>-)Performance evaluation discriminates against women.</p> <p>-)Female staff members have no information about the newly introduced HRD guiding principles.</p> <p>-)Male and female members are not aware about the international nor even the national policies on female employment strategies and conventions etc.</p>

3.4.2. Assessment of Needs of Hodeyda LC Employees

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p data-bbox="277 309 735 331">MALE AND FEMALE CONSCIOUSNESS</p> <p data-bbox="277 371 833 495"><i>“We want to be respected as women and to be judged and evaluated according to our work and level of productivity”.</i></p> <p data-bbox="277 566 833 656"><i>“We want our male colleagues to deal with us as colleagues and respect us as women”.</i></p>	<p data-bbox="858 309 1018 331"><u>STRUCTURE:</u></p> <ul data-bbox="863 338 1398 656" style="list-style-type: none"> ➤ There is a need for a women’s department to solve women’s problems. The person needs to have an assistant to support her. This person needs to be totally devoted for the women cause and have a respectable personality. She should not be a regular employee doing other tasks because no one will listen to her. <p data-bbox="858 730 1050 752"><u>ENTITLEMENTS</u></p> <p data-bbox="858 761 986 784"><i>Contract</i></p> <ul data-bbox="863 790 1398 880" style="list-style-type: none"> ➤ Increase female employment through fixed contract. Invest in the daily labourer’s work force. <p data-bbox="858 925 986 947"><u>BENEFITS</u></p> <ul data-bbox="863 954 1350 1043" style="list-style-type: none"> ➤ Services: provide bus for female workforce to leave after working hours. <p data-bbox="858 1088 1018 1111"><i>Incentives</i></p> <ul data-bbox="863 1117 1350 1173" style="list-style-type: none"> ➤ Be appreciative for female staff’s work <p data-bbox="858 1180 1002 1202"><i>Rewards:</i></p> <ul data-bbox="863 1209 1366 1265" style="list-style-type: none"> ➤ Increase our financial rewards and ensure moral rewards. <p data-bbox="858 1310 1050 1332"><u>CAPABILITIES</u></p> <ul data-bbox="863 1339 1398 1753" style="list-style-type: none"> ➤ Provide training courses on: project development, cooperation with departments, management skills, financial concepts, and methodology for surveys, archives, secretarial work, computer skills and computer maintenance. ➤ Organize training with high calibre training institutes such as British Institute to learn English language. ➤ Inform female staff about training opportunities and do not decide on their behalf. <p data-bbox="858 1760 1129 1783"><i>Capacity Building</i></p> <ul data-bbox="863 1789 1278 1845" style="list-style-type: none"> ➤ Provide on the job training, ‘Learning by Doing’.

INFORMAL SYSTEM	FORMAL SYSTEM
<p>ORGANIZATIONAL CULTURE</p> <ul style="list-style-type: none"> ➤ Eliminate stereotypes about female labour force and do not discriminate against them in the selection of jobs or tasks and training courses. ➤ Male head of departments should adopt an understanding attitude for female employees and should be appreciative and respectful towards female employees and not be abusive. 	<p>Organizational Policies/Procedures</p> <p>Procedures:</p> <ul style="list-style-type: none"> ➤ Increase of interactions among staff members through organization of meetings. ➤ GTZ as a donor and partner should monitor more closely the implementation of agreements, plans and achievements. <p>Policies:</p> <ul style="list-style-type: none"> ➤ Operationalize the Civil service law which stipulates that female labour force should reach 20% any institution. (?????)

3.5. Local Corporation Aden

3.5.1. Assessment of present situation of female employment

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>Male and Female Consciousness Male Perceptions: <i>"Female Staff members are less corrupted"</i></p> <p>Female Attitudes: <i>"I now feel my work has turned into a load for me. When I was single I was more active than now. When my child gets sick now, my manager scorns me very strictly and other take no consideration to my circumstances and still ask me to come in the afternoon".</i></p> <p><i>"The understanding of masculinity is how to be abusive of women".</i></p> <p><i>"Even young boys of four years manipulate their mothers now."</i></p> <p>Vulnerabilities: Sanctions: <i>"We women we feel we are like bees here. A woman never leaves her work before she finishes it or else she takes it back home despite her numerous domestic chores. Unlike male employees who have a lower dexterity. Nevertheless she is much more severely judged and punished than male employees".</i></p>	<p>STRUCTURE Female Labour force constitute 8% of the labour force (150 from 1800)</p> <p>MISSING DEPARTMENTS: No personnel department No department for public relations No monitoring and evaluation department</p> <p>VERTICAL HIERARCHY 2 female heads of departments vs. 30 male heads of departments & 33 female heads of units vs. 165 male head of units Female staff dominate technical committees (supervision & control of purchases); they compose 90% of the committee (5 out of 7 members)</p> <p>There is a 'Glass ceiling' as Female employees are appointed as Department Deputy Managers or as Head of Units only.</p> <p>HORIZONTAL HIERARCHY +) 19 female engineers out of 110 engineers. In 2009 out of 58 positions, 8 female employees were appointed (5 engineers</p>

<p><i>"There is no solidarity among the staff in general or among women in specific".</i></p> <p><i>"Male employees have a strong solidarity among themselves, while female employees are more frightened to support each other".</i></p> <p><i>"We all take everything personally and do not look at matters professionally; we tend to mix between our work and our persona".</i></p> <p><i>"Women hardly commit mistakes, they always ask for consultations and they are afraid and remain straight forward".</i></p> <p><i>" women are always cautious"</i></p> <p><i>"Women are very correct, because they cannot afford to commit one mistake. Committing once a mistake means to be open to a series of further corruptions".</i></p> <p><i>"Present working conditions demotivates female staff & prompts them to look forward to their retirement".</i></p>	<p>& 3 administrative staff). For the remaining 30 vocational occupations and 20 drilling jobs no female candidates applied).</p> <p>ENTITLEMENTS</p> <p>Contract Since 2001 – 2008 female employment increased by 2.6%.</p> <p>Promotion Female employees with low educational level have no chances for promotion & the worse working conditions.</p> <p>Benefits</p> <p>Incentives : +) " female employees take exactly the same rate as their male colleagues for the overtime hours , even if the work is performed at home"</p> <p>Rewards -) no personnel department & no personnel appraisal.</p> <p>CAPABILITIES</p> <p>Training During 2008, only 6 females out of 48 trainees attended local workshops. As for internal workshops: 19 female staff out 168 trainees attended. -)Opportunities are very scarce for regular staff. Some did not go on training since 23 years or since they joined 7 yrs ago. - It is only the General Manager or his deputy who decide on who should go on a training. -) Often male managers decline to train female employees because they are married & do not inform them at all before. -)Training courses held in Sana'a are monopolized by men. Female employees are only allowed to attend as a substitute for male staff when they cannot attend training workshops.</p> <p>Capacity Building -) Managers do not assess their subordinate's gaps in order to support them. +) Female engineer receives 70% financial support for her Master degree study & 50 % of her per diems to attend external workshops.</p>
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	<p>VULNERABILITIES Punishments Women often come late to work because of transportation problems they face due to crowded vehicles. They are then severely punished. -) there are often exemptions made for male employees when they are late.</p>
<p>INFORMAL SYSTEM</p>	<p>FORMAL SYSTEM</p>
<p>ORGANIZATIONAL CULTURE Norms of Exclusivity There are no rest rooms for women and no facilities.</p> <p>Gender Division of labour: Male Attitudes: “A male secretary has no patience at all”</p> <p>“Working in sanitation jobs requires muscles and hence not suitable for women. There was however one female employee who equipped to work due to her practical experience but has retired now”.</p> <p><i>“Before the unification female employees were working in all spheres. Now when we called out for 20 vacancies for the pump operation not one single woman has applied.”</i> <i>“The percentage of female employees has decreased & male employees have increased nowadays because economic circumstances are severe, The computer has replaced much of the manual work and women are more interested in office work”.</i></p> <p>-) Female employees often request to be accompanied by a male guardian ('Mehrem').</p> <p>Female Attitudes <i>“Male’s mentality does not accept that female become responsible and placed as their boss and then give them direction. They feel that this is an insult”</i></p>	<p>ORGANIZATIONAL POLICIES/PROCEDURES</p> <p>-)There is no female membership on the board of the utility because the board membership is assigned according to the law. As there is however no women occupying the requested positions that are assigned, there are no women in the decision-making positions.</p> <p>-) There is no straight line and no system, the General Manager has the upper hand in everything; he recruits, he decides on the training on everything.</p> <p>-) There are no principles for punishments nor accountability measures.</p> <p>-) Staff have no idea about international conventions & no contact with women national institutions.</p> <p>+) In the past before unification, every Thursday was called the 'political working day', when all employees in the utility met with the General Manager and every issue was discussed in public. The present General Manager was then the head of the maintenance department and hence he is very democratic as he was involved during those days.</p> <p>It was a political decision that was ruling the utility then and not a 'One-Man show' as in the present.</p>

INFORMAL SYSTEM	
<p><i>"Elder male colleagues are more understanding for us women. They guide us and accept us. It is a problem and a very sensitive issue for a woman to become the boss of young male employees."</i></p> <p><i>"For male employees the issue takes more of a male-female dimension".</i></p> <p><i>"Young employees are ambitious; they want to climb to the top without any effort."</i></p> <p><i>"The good working conditions of female staff is only due to the support of the General Manager for female employees. He is very understanding and modest. Female employees can enter his room"</i></p> <p>-) Personal relations influence work process. Thus having personal relationships with male top leaders is used to navigate ones' way in the organisations.</p>	

3.5.2. Assessment of Needs of Aden LC Employees

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>MALE AND FEMALE CONSCIOUSNESS</p> <p><i>"We all need to raise our awareness and become more appreciative and accepting for the others. We need to become more objective and professional".</i></p> <p><i>"We need to learn that the success at work is means the successes of everybody. So when men accept us as sisters, this will strengthen all of us".</i></p>	<p>ENTITLEMENTS</p> <p>Benefits</p> <ul style="list-style-type: none"> ➤ Provide transportation facilities ➤ Provide women's rest rooms <p>Rewards</p> <ul style="list-style-type: none"> ➤ Be more appreciative of female employees (financially and morally) <i>"Our male managers need to be more appreciative of their female employees".</i> ➤ Show appreciation for female employees working in lower ranks (as support staff) for example by providing them with acknowledgement certificates. <p>CAPABILITIES</p> <p>Training</p> <ul style="list-style-type: none"> ➤ Organize following courses : Gender training for influential key decision-makers. Communication skills for advocacy, skills of managing people,

	<p>techniques of problems solving, updating of new technology, strategical planning training on human resource management, how to write job descriptions.</p> <p>Capacity Building</p> <ul style="list-style-type: none"> ➤ Organize more external training opportunities for women. <p><i>"Training opportunities should be a personal matter for women to decide on and not be decided upfront for them."</i></p> <ul style="list-style-type: none"> ➤ Allow female employees to go on training in the afternoon and exempt them from office work in the morning. ➤ Managers of departments should have a training plan for their staff. ➤ Introduce an on-site training centre in the utility. ➤ Organize workshops about cultural, economical issues for employees here on site.
INFORMAL SYSTEM	FORMAL SYSTEM
<p>ORGANIZATIONAL CULTURE Norms of Exclusivity</p> <p>VULNERABILITIES Crisis <i>"Be more considerate for women's working hours due to their double burden."(home & work)</i></p>	<p>ORGANIZATIONAL POLICIES/PROCEDURES</p> <ul style="list-style-type: none"> ➤ Introduce a system to allow female employees to work form home if their children are sick. ➤ Issue law by Minister to include female member in the Board of the utility.

3.6. Local Corporation Abyan

3.6.1. Assessment of present situation of female employment

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
<p>Male and Female Consciousness</p> <p>Female Attitudes: <i>"Female staff request to work in a beautiful working environment because it matches their nature and affect their psyche".</i></p> <p><i>"We female staff, we cannot ask for more because if we do we will be harming ourselves. Because we cannot excel our husbands, who would not accept this and this will affect my marriage relationship".</i></p> <p><i>"Female staff have a heightened sense for rights, are more honest and trustworthy".</i></p> <p><i>"A woman's work is like her child."</i></p> <p><i>"Female staff is very punctual at work in the morning".</i></p> <p>Male Attitudes: <i>"Female staff is praised for their ambitiousness and good working manners, which is the reason for their promotion. Each one of them has proven herself in her position. Amany, for example, due to her good English proficiency was able to escalate from a secretary to become the Head of the Human Resource Unit".</i></p>	<p>STRUCTURE Total 179 staff & 35 female staff -) many of the requested vacancies are not filled by specialized officers. Appointment is only due to their practical experience acquired.</p> <p>VERTICAL HIERARCHY No female staff was able to reach a leading position. From 17 units, female staff head 4 units. Female staff are members only in sub-committees & which have been inspired by GTZ. 1 female representative at the Workers Union (Merriam). 1 female representative nominated as the extended arm of the women's directorate at the MOWE and acts as the link between the General manager and the female staff. Only in severe cases (as in disputes) can this female officer refer to the Ministry.</p> <p>HORIZONTAL HIERARCHY There were 2 female engineers, now only 1 is left. Female staff predominantly works in awareness raising (11 females & 5 males).</p>

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
	<p>ENTITLEMENTS</p> <p>Contracts: 16 permanent employees & 16 temporary that are contracted on a yearly basis.</p> <p>Wages Both salaries and incentives are set based on the formal educational background.</p> <p>Promotion Despite their long working years female staff do not get promoted. They can only get the title. No Appraisal system followed</p> <p>Benefits: Female staff suffer from public transportation vehicles who drop them far from the utility, where they need to walk for half an hour. +) Male employees support female staff by inviting them to ride on their cars if available.</p> <p>Rewards -) Only male staff receive 'housing compensations' which is justified according to positions & influenced by the tribal tradition recognizing only men as income breeders of their families. -) Male heads of departments are the only ones to decide upon rewards.</p> <p>CAPABILITIES</p> <p>Capacity Building -) Female staff, (it is believed), are confronted with familial obstacles rather than organisational barriers, which prevent them from attending any workshops. +) On the other side, it is confirmed that family support systems function well enough to enable female staff members to leave their children during training workshops. -) Only male staff express their training needs & attendance is limited to men also. -) External training is only attended by male staff and hence they have developed a better practical experience.</p> <p>VULNERABILITIES</p> <p>Budget Shortages: As utility was not able to collect its revenues, all staff members did not receive their salaries since two months. It is only lately that they received only one month and the</p>

	<p>other month remains due to be paid. Due to this shortage, female staff members do not receive their birth allowances though they need it desperately.</p>
<p>INFORMAL SYSTEM</p>	<p>FORMAL SYSTEM</p>
<p>ORGANIZATIONAL CULTURE Norms of Exclusivity</p> <p>-)The utility works in severe institutional context conditions due to many conflicts between the local community and the state, social barriers, agricultural environment, lack of interest on the part of the state, no basic infrastructure, no industry, no training institutions and community members feel much disempowered because of that.</p> <p><i>“Men’s attitudes limits female staff role. Male staff perceive female staff as less efficient, and fragile and less capable”.</i></p> <p>It is said that the only female engineer was threatened to be killed by conservative community members if she does not quit her job.</p> <p>-)Male manager complaints when female staff receive their maternity leave and claims that this affects the utility’s work. When mothers ask for unpaid leave their requests are rejected as male managers claim that this is none of their business.</p> <p>+) Female extension staff are encouraged to go out in groups in order to support each other.</p> <p>-)All jobs in the utility are perceived to request male staff as it necessitates muscle work.</p> <p><i>“If female staff are equally equipped they can become more efficient than male staff. For example they would make better head of administrative affairs because they can better associate with female staff members and sense their needs, or as head of clients relations because this job requires much compassion and emotions”.</i> (female staff)</p>	<p>Organizational Policies/Procedures</p> <p>+) The General Manager accepted to include in the Board of the Utility one female representative & mentioned to have her be one of the Community Representatives. He in fact endorsed the idea and explicitly thought about the female School Master of Abyan. (In Abyan 40 % of the teaching staff are female teachers).</p> <p>-) Very weak internal information sharing among utility staff members and no sharing about workshops attended.</p> <p>-) Support for women depends entirely unto the male leader of the department. If he is not personally convinced then no support is provided. Before the present General Manager, female staff was totally neglected and they did not dare to enter his office.</p>

INFORMAL SYSTEM

Lately since 2005 the utility stopped recruiting illiterate staff. Before that illiterate staff was recruited in order to provide muscle work.

"The mentality of our male staff totally rejects the idea that men become subordinates to women, unlike in Aden."

+) Utility's management is fully convinced and mirrors society's conviction, that women play a visible and important role in the water sector.

It is necessary in order to recruit women in leading positions that they have the respect of both men and women in the society.

-)The newly selected female representative was in fact nominated by the General Manager before she was selected as a representative by female employees.

"In Abyan due to the severe economic circumstances we are all entirely dependent upon our salaries".

3.6.2. Assessment of Needs of Abyan LC Employees

INFORMAL INDIVIDUAL	FORMAL INDIVIDUAL
Male and Female Consciousness	<p>Promotion</p> <ul style="list-style-type: none"> ➤ Enable female staff to be promoted to decision-making positions. <p>Benefits</p> <ul style="list-style-type: none"> ➤ Provision of transportation will increase & improve female staff employability, as they would have no reason to skip work when they are tired to walk. ➤ Provide rest-room for women <p>CAPABILITIES</p> <ul style="list-style-type: none"> ➤ Organize training courses on: team work, skills of supervision and control, project management & monitoring and evaluation. <p>Capacity Building</p> <ul style="list-style-type: none"> ➤ Provide payment for male guardian to enable female employees to travel to their training opportunities. ➤ Encourage <i>on-the-job</i> training and <i>on-site</i> training. ➤ Aden could become a potential mentor for the other utilities. Aden utility is perceived as having granted all female staff their rights. 2 female staff members are involved in the purchasement procedures.

4. Recommendations

4.1. Proposed Measures to enhance female employment

Objective 1.1: To enable male and female staff members to adopt an Equal Opportunity pro-active consciousness

Guiding Principle:

Power within: This power refers to self confidence, self awareness and assertiveness. It relates to how individuals can recognise through analysing their experience how power operates in their lives, and gain the confidence to act to influence and change this. (Williams *et al*, 1994)

Concrete Activities entail:

ADDRESSING GENDER STRATEGICAL NEEDS

- Conduct Awareness raising campaigns about the importance of the incorporation of female employment for both the macro level, (in Yemen's National Economic Growth) as well as the micro level, (in the efficiency of the utilities) .The awareness about the importance of women's work should aim at changing behavioural concepts and be organized at the community level. Ensure to include male and female leaders in any awareness raising workshop. These workshops should be attended by the Governor, local people's assembly members, Sheikhs, teacher's, local branches of women's national committees and political parties. Such mobilization workshops should be conducted frequently and documented. The impact these workshops had made on changing people's attitude should also be assessed at a later stage.
- Encourage female employees to understand their full rights and the measures they can adopt in order to demand for these rights. This could be achieved through conducting a series of workshops to discuss the International Conventions signed by Yemen as well as the National strategies on women's right to work.

Initiate a contact with the Department of Working Women at the Ministry of Work to arrange with them possible interaction schemes as well as the use of their published material on working women. In addition to the use of material, the Department for Working Women can organize gender - training courses and - sensitization workshops.

- Encourage the spirit of leadership among female employees and empower them to be capable of becoming leaders.
- Provide personal or self-development programmes to support female and male staff to surmount the timidity barrier and become outspoken and improve their interaction abilities.

Suggested topics could be:

- Techniques for appreciative inquiry and
- Techniques for the adoption of objective and professional manners in working relations.

- Adoption of 'conscious modelling' principles. For example, the newly established Women Department in the Ministry can be used as a model encouraging other women to equally strive for becoming heads of departments. In a similar vein, research and promote the visible demonstration of successful female pioneers and use them as role models. For example, the previous Yemeni queen is mentioned in the Koran and earns a lot of admiration among Yemeni men and women.
- Promotion of the acquisition of skills on how to adopt the 'Win Win' approach and to learn that the success at work means the success of all the team.

Objective 1.2.: To Improve *organisational culture* to become an enabling working context for female employees.

Guiding Principle:

Power with: This power involves male & female employees organising with a common purpose or common understanding to achieve collective goals.

Suggested Activities are:

ADDRESSING GENDER PRACTICAL NEEDS

- Raise awareness about the importance of providing rest rooms for female staff as well as the importance that female staff has equal access to other utility services such as transportation buses for female staff to leave after working hours. Provision of transportation will increase and improve the employability of female staff, as they would have no reason to skip work when they are tired to walk.

ADDRESSING GENDER STRATEGICAL NEEDS:

- Conduct **gender sensitization as well as training** workshops about gender conceptual rationale and its practical integration in the employee's work and life attitude.
- **Emphasise the adoption of values** by male and female staff members which can include ; transparency, trust, partnership, respect, collegiality participation, cooperation, accountability, team spirit, honesty, harmony, unity, democracy, etc.

Concrete tasks include:

- Highlight that everybody is a resource for the utility and hence every staff member should exert their best effort for the utility to become efficient and sustainable.
- Spread group spirit among staff members and support them to become more cooperative, more participative and more efficient. All the staff needs to get the feeling of 'colleagues'.
- Encourage male department heads to adopt an understanding attitude for female employees and be appreciative and respectful towards female employees and not be abusive. This can be enhanced through the frequent organization of regular meetings between the management and the female staff members to enable them to express their opinion and discuss recent events.

Always ensure that such gatherings are attended equally by female and male staff.

- Support group spirit among women staff. This can be enhanced through the initiation of sports club with facilities such as table tennis and black gammon.
- Eliminate stereotypes about female labour force and do not discriminate against them in the selection of jobs and tasks and training courses. This can be enhanced through the promotion of values of *mutual respect* for colleagues. *"We want our male colleagues to deal with us as colleagues and respect us as women."*

Objective 1.3.: Promote *organisational policies* that adopt equal opportunities principles

- Review and engender charts of utilities to be more accommodating for female staff and ensure their incorporation of the International Conventions and Agreements as well as National Constitutions and Strategies.
- Encourage the promotion of female staff to top positions (for example General Manager) through legal decrees like quota for a limited period of time until the gap is balanced. An alternative mechanism instead of the quota would be through setting targets and milestone indicators (for example: after xx years, the utility has a certain percentage of its female staff appointed to high senior management positions).
- Institutionalize through a legal decree the principle of equal opportunities.
- Promote equal treatment between male and female staff.
- Give female staff a chance to assert themselves and provide channels or mediums for that, for example through an appointed officer, an ombudsman or coaching sessions.
- Abolish discrimination in favour of men and listen to female staff recommendations.
- Do not discriminate against female staff with no formal educational background.
- Introduce a system to allow female employees to work from home if their children are sick.
- Issue law by Minister to include female member in the board of the utility.

4.2. Proposed measures for further qualification of female employees

Objective 1.4. Encourage utilities to adopt the principle of Equal Opportunities in their *organisational structure*

Guiding Principle

Power to: This power relates to having decision-making authority, power to solve problems and can be creative and enabling.

Suggested Activities are:

ADDRESSING GENDER STRATEGICAL NEEDS

➤ **Promote Equal Opportunities in Access to Entitlements:**

Concrete tasks include:

Box 2: Components of Entitlements and Recommendations for Actions

Components of Entitlements	Recommendations for Actions
<i>Recruitment:</i>	Ensure more transparency in recruitment and promotion processes as well as the advertisement for vacancies and training opportunities.
<i>Promotion</i>	Enable female staff to be promoted to decision-making positions. Support female leaders for example women representative in workers union. Provide training in legal matters
<i>Benefits</i>	Instil the principle of productivity and efficiency in the assessment criteria and that incentives should be rewarded according to productivity and not educational background. Promote systems of Personnel Appraisal whereby all Department Heads need to know about the gaps of all their employees. Encourage efficiency to become criteria for evaluation instead of educational background.

➤ **Promote Equal Opportunities in Access to Capabilities:**

Box 3: Components of Capabilities and Recommendations for Actions

Components of Capabilities	Recommendations for Actions
<i>Training</i>	Provide training courses in <ul style="list-style-type: none"> ○ <i>Technical and Administrative Skills</i> such as; languages, secretarial work, computer & - maintenance, financial and accounting, updating of new technology and maintenance of equipment ○ <i>Personal Skills</i>; such as interaction and communication among colleagues and management skills for women. ○ <i>Additional skills</i> such as: design and implementation of awareness campaigns, project management, monitoring and evaluation, personnel and human resource management, how to write job descriptions, skills of supervision and control, Strategical planning techniques of problems solving, cooperation

Components of Capabilities	Recommendations for Actions
	<p>among departments and survey methodology.</p> <ul style="list-style-type: none"> ○ <i>Team work</i> ○ <i>Gender training</i> for Key Decision-makers.
<p><i>Capacity Building</i></p>	<p>Encourage Capacity Buildings through the following Modes</p> <ul style="list-style-type: none"> ○ Encourage female staff to resume their education in the afternoon. ○ Provide 'On-the –Job' training opportunities. ○ Organize refreshment courses frequently ○ Encourage training opportunities through 'Learning by Doing'. ○ Initiate opportunities for Mentoring among Utilities. (Aden for example could become a mentor because female staff in Aden is perceived to have attained all their rights. 2 female staff members are involved in the purchasement.) ○ Encourage Networking among Utilities. ○ Provide on-site training centre. ○ Ensure that outside training courses are arranged with high calibre training institutes such as British Institute to learn English language. ○ Organize on-site workshops about cultural, economical issues for employees. <p>Promote techniques of Capacity Building such as:</p> <ul style="list-style-type: none"> ○ Encourage Department Managers to have training plans for all staff members. ○ Ensure that in each training plan: <ul style="list-style-type: none"> A substantial number of female employees are among the trainees. Training needs as expressed in the training needs assessment by male and female staff are included. Ensure that training courses directed to female staff are not only limited to traditional sectors Ensure actual attendance of female staff of the different grades in the training. Involve female trainers are involved in the training courses. ○ Monitor the skills gained through the training and evaluate its impact on the career development of the female staff. ○ Ensure frequent training follow up is arranged. ○ Promote transparency in the advertisement of the training courses which have to be publicly announced everywhere in the utility. ○ Enable staff to apply themselves in courses and to not leave the selection to their bosses. "<i>Training opportunities should be a personal matter for women to decide upon and not be decided upfront for them.</i>"

➤ **Promote Equal Opportunities with relevance to Vulnerabilities:**

- Institutionalize a complaint mechanism which can either be the equal opportunity officer or a committee which can help to solve the concern.
- Encourage the increased employment of female staff with fixed contracts and invest in the daily labourer's work force with daily contracts.
- Be more appreciative of female staff work and increase their financial rewards and or ensure moral rewards.

4.3. Gender-responsive approach to be adopted by PDC

❖ **Formulate a Gender Strategy in which Gender and Equal Opportunities are the goal and Gender Mainstreaming is the approach.**

The approach suggested to be adopted is the **Gender Equality Mainstreaming Approach**. The adoption of this mainstreaming approach however should proceed in a holistic and strategic manner. Thus it is suggested to proceed in two steps namely:

a) MAINSTREAMING WOMEN AND

b) GENDER MAINSTREAMING

These are two different but equally important approaches to mainstreaming gender equality:

Mainstreaming women is the first step, which the component can start with. It emphasizes the need to increase the number of women and their active participation in mainstream activities, particularly in politics, leadership and management; in fact in all decision-making processes and at all levels.

Gender mainstreaming as step two, is a more comprehensive approach to change the way of thinking and action to address the underlying causes of gender inequalities occurring in the society at large and at all organisational levels. Hence it could be adopted at a later stage of the initiative, for example few months from begin of stage one. The transition between step one and step two should be very subtle.

Mainstreaming women and gender mainstreaming are equally important: like men, women decision makers can be blind to gender differences, and gender mainstreaming could occur with little or no participation from women. Gender equality requires both an active role for women in decision-making, and a gender perspective (by male and female decision-makers) that takes into account the potentially different impact of policies and programmes on women and men - and on different groups of women and men. It is very important, therefore, to have strengthened the capacity beforehand and then to embark on constantly integrating both women's and men's perspective into the mainstream when designing and reviewing policy, programmes and projects undertaken by the utility.

❖ **Include Gender Concerns in the 10 Guiding Principles**

Either / or as

- A) cross-cutting in guiding principles
- B) independent guiding principle

A) Integrating of Equal Opportunities Principle as a cross-cutting approach throughout the 10 guiding principles.

Suggestions for the actual integration are as follows:

1. Clear responsibilities

The role of the HR Department as stated already should be creating equal opportunities among male and female employees. Further suggestions would be to maintain, control and supervise this equal opportunity principle that it is mainstreamed throughout all the utilities, policies, culture and structure and proceedings.

An additional suggestion could also be that the newly created job or task of the female representative by the Ministerial Women Department become part of this office and hence become an officer in this department.

2. Sufficient Budgets

The principle of equal opportunity would mean the adoption of the practice of **gender auditing** and **gender budgeting**. Gender auditing is the step where the finances and budget allocations of the utility are checked from their gender dimension in the sense of how much of the budget has been spent on either male and female employees to see how the utility is actually steering towards the gender equal opportunity approach. Gender budgeting is then the step that follows in which the utility plans its annual programmes taking each of its male and female employees into consideration equally.

3. Demand Related Roles based on Staff Appraisal

In reviewing and adjusting the Staff structure it is necessary to review it from an equal opportunity approach to see whether the utility is still maintaining the two problems identified during the initial gender analysis within their organisational structures. Findings of the gender analysis revealed that the analyzed utilities harbour a vertical hierarchy through their maintenance of the 'glass ceiling' (preventing female staff from reaching the higher organisational echelons) as well as the *horizontal hierarchy* in the sense of maintaining the '*occupational segregation*', or maintaining female staff in traditional occupations such as secretaries and administrative staff.

4. Annual Training Plan

It is important here as well to adopt the gender equal opportunity approach and ensure the incorporation of a significant number of female employees in each training course, or allocate enough training opportunities for the female calibre. It is noteworthy to mention that female staff need to be enhanced and not be confined to female traditional training sectors.

From an equal opportunity approach it is also important to reiterate that the principle of equal opportunity needs to be ensured among male employees as well. Therefore it is important to emphasise that training opportunities need to be distributed largely among male staff and not be limited to certain senior male calibres only.

5. Forecasts for Human Resources

The initial gender analysis revealed that due to existing gender stereotypes, female staff do not get equal chances as their male colleagues, and that they are undermined, marginalized or segregated against and that usually male employees with their similar circumstances manage to obtain better opportunities. Based on the equal opportunity

principle, these drawbacks impeding female staff, need to be well recognized during the restructuring and re-staffing opportunities. Female staff has been unanimously found to be very eager to learn and to acquire new skills if only given the chance.

6. Career Development

Earlier investigation has proved that female candidates have to wait for a very long time, if ever, to get promoted. Because they are known not to fight for their rights, their positions are easily targeted. In addition as mentioned before, female staff are faced by a 'glass ceiling' and are not encouraged to be promoted to the higher posts. Here it is especially important to emphasise the principle of equal opportunities in promotion opportunities.

Thus female staff has to be encouraged to attend the programmes of Middle and Senior Management Development. Female candidates should also be advised to attend special programmes on the promotion of women managers.

Among the topics listed in the guideline, it is worth adding the awareness about the International Conventions such as the *Millennium Development Goals*, the *Convention on the Elimination of Discrimination against Women (CEDAW)* and National Strategies for the promotion of gender equality such as the *National Strategy for the Employment of Female Staff from 2001 to 2011*, the third five years strategy and the *National Strategy for the Advancement of Women*.

It is primarily important not to encourage as stated in the manual on the guiding principles (draft of April 2009), that female employees be fully utilized to employ the traditional financial and customer related services as this is likely to ghetto them in these calibres and reiterate the traditional stereotypes of sex segregation.

7. Modes of Knowledge and Skill Transfer

From an equal opportunity perspective it is worth remembering that the organisational resources need to be equally distributed and that each of male and female staff members need to have equal access to the resources. This is specifically the case when looking at sources of information for example access to the internet, and training opportunities as well as attendance of workshops.

Additional modes of training can as well be to organize exchange visits among the utilities or with other departments, study tours, on the job training and frequent arrangement of workshops and mentoring among the utilities. Aden for example is perceived as a utility in which female staff has been enabled to acquire higher positions or be involved in non-traditional jobs. In this case, Aden can become a mentor to the less fortunate utilities.

It is worth recommending that female staff would benefit from opportunities to attain basic qualification. Training institutes either specialized in vocational training as Dahban Industrial Technical Institute or Management, as the National Institute of Administrative Sciences, provide opportunities for the attainment of skills through short courses or diplomas through a two years degree.

Additional options for the enhancement of Attitude and Behaviour need to include topics that enhance a gender responsive organisational culture (see above).

8. Staff Incentives Schemes

Staff incentives schemes as mentioned in the manual on guiding principles (draft of April 2009) and as assessed in the gender analysis need to be based on actual performance and not on educational background as this is likely to reiterate the

already existing gender occupational segregation and hence lead to the demotivation of the female staff (who so far are mentioned to be discriminated against due to low educational background and sexual discrimination).

The informal barriers perpetuating through the organisational culture, that married female staff do not need to receive incentives, as their husbands are responsible for them, need to be highlighted and prevented.

9. Transparent Recruitment Procedures

Recruitment procedure as well as selection criteria and announcement of jobs need to be very transparent and fair. Earlier results reveal that discrimination against female staff due to cultural stereotypes prevents the employability of female cadres. Announcement modes need also be fair and made public through various means/media all of which need to be accessible for male and female candidates.

It is also important here to include among the stakeholders the public recruitment offices that are located in each governorate and belong to the Ministry of Civil Service. They need to be included in the equal opportunity sensitisation workshops.

Thus it is important to reiterate as stated in the manual, the importance of the adoption of an equal opportunity policy.

This policy could as well promote the integration of female staff in the senior positions to make up for the existing gap in the representation of female staff among the highest organisational echelons as in the board membership, for example.

If the quota option is unflavoured, then other alternatives can be used, for example, identification of targets and indicators. In addition, not only should the policy reject nepotism and political appointment but also and most important gender discrimination (either directly or indirectly).

10. Sector Specific Terms of Employment

Reviewing the terms of employment in other sectors from a gender-responsive approach reveals that it is usually left to the concerned Minister to specify the percentage of female employability. Accordingly it is recommended to encourage the Minister of Water and Environment to allocate a certain percentage for the female employability in each utility as well as mentioned below, to issue a decree for the female representation in the board membership.

B) Gender Concerns as an Independent Guiding Principle

Alternatively, it can be thought to add Gender Equal Opportunities as the guiding principle number 11. The added value of this initiative would be the highlighting of its importance. It would also require active interventions and monitoring on the part of the utilities.

❖ Initiate a Policy Dialogue

Ensure the enhanced awareness of the politicians about the crucial role of female employees in the water sector and that they are not only additions.

The *National Strategy for Women Development (2006 – 2015)* mentions among the six strategy objectives (3 & 4) that it plans to:

“Reduce poor women rate to half and enhance women dependency through economic empowerment and effective participation in economic and environmental decision making.”

“Increase women’s participation, quantitatively and qualitatively in all decision-making and power positions “.

The *National Strategy for Women Development (2006 – 2015)* states among its interim objectives 2006 -2010, that it aims at increasing women participation to 30% in economic and developmental decision-making positions (3.2.5).

Among its executive measures during the Five Year Plan 2006 – 2010 the National Strategy for Women Development (2006 – 2015) mentions to provide women with higher percentage for available job opportunity in private and public sectors according to qualification to reduce gender gap with annual increase by 5%. (3.3.2).

In its interim objective 4.2.1. the National Women Strategy aims at applying the quota system for women in different decision making position by 30%.

Unfortunately among the 13 or 14 concerned implementing agencies mentioned in the Strategy, the Ministry of Water and Environment is not mentioned once.

Therefore concrete recommendations would be:

- Request the Ministers’ support in issuing a formal decree for the incorporation of a female representative in the boards of the utilities. This representative can either be the nominated female coordinator in the utility or the local representative of the National Women Committee.

- Encourage the Minister of Water and Environment, to join the other ministries and likewise adopt the Presidents recommendation in ensuring the 15 % employment of female staff as well as endorse the National Strategy for Women Development , in order to accomplish as mentioned in the Yemen Strategic Vision of 2025 the attainment of 50 % female employees among the labour force .

- Endorse the removal of legal barriers to female productive employment or male family responsibilities. This could be performed through the review of legislation from a gender perspective to highlight any legislative barriers to women’s full employment in the productive labour market. Similarly, restrictions on men from full participation in family responsibilities will be revealed (e.g. denial of paternity leave to fathers).

❖ **Initiate Thematic Working Group on Gender and Water Sector.**

The group can include all stakeholders involved in both gender and water issues such as donors, national or international NGOs, training institutes, and the National Committee of Women. This group can meet on a monthly basis and be involved in sharing of events, experience and exchange of information and can be involved with other international networks such as Gender and Water Alliance in the Netherlands, or CapNet etc.

The group, due to its nature of composition can be involved in support of the promotion of policy and legal issues, such as linking with the committee responsible for the report writing of the follow up of the CEDAW or the MDGs etc.

❖ **Provision of Training Courses in Gender Conceptual Rationale.**

Training courses should be recurrent and ongoing to develop and improve trainee's practical knowledge and expertise in matter of gender and water. Mixed teams of male and female trainers could gradually be constituted to demonstrate that gender is not a basically female issue.

The training needs to be directed to;

a) Decision-makers of utilities. This type of training can be a basic one and remain at the level of sensitization. Potential training providers could be either the National Women Committee or the Working Women's Department in the Ministry of Labour.

b) HRD officers and the female representatives attached to the Ministry of Water and Environment. This type of training should be an advanced training course to include tools for Gender - Analysis, - Planning - Budgeting and - Auditing.

❖ **Formulate and agree upon an Action Plan together with representatives of the utilities to be monitored and evaluated with gender-sensitive indicators and followed up.**

The monitoring should be two-fold; monitoring of the mainstreaming process and outcomes

a) **The process of gender mainstreaming:** As gender mainstreaming is an organisational change and developmental process, it is important to monitor the implementation of gender mainstreaming (as a strategy) within the organisation. Monitoring the gender mainstreaming process is thus concerned with the mode of carrying out the work within the utility.

b) **Monitoring the outcomes of gender mainstreaming** implies monitoring Information that ensures that the gender mainstreaming efforts are actually resulting in gender responsive work practices that lead to attention to gender issues at all stages (of policy design, implementation, and monitoring and evaluation); focusing on the outcomes of the gender mainstreaming efforts.

Box4 EXAMPLE: TARGET AND INDICATORS FOR MONITORING THE GENDER-MAINSTREAMING PROCESS

TARGET: All personnel employ gender-responsive work practices in policy and program development.

Examples of suggested INDICATORS

Percentage of decision-makers/staff provided with knowledge, skills on gender mainstreaming.

Does the utility have any regulation on gender mainstreaming?

Percentage of personnel who achieve their performance goals in relation to specific gender equality actions

Percentage of policies and programs promulgated with gender analysis carried out during policy/program formulation

Number of policy and program documents that clearly state the relevant gender issues

Number of policies and programmes that include deliberate and measurable actions to reduce existing gender inequalities and ensure that women and men benefit equally from the intervention

Number of project documents, reports and evaluation and that include gender disaggregated data and incorporate information on the relevant gender equality issues.

➤ **Conduct Gender - Responsive Evaluation**

Evaluation as a systematic approach is useful for assessing whether the Equal Opportunity intervention has achieved its objectives. It will measure the impact of the initiatives, and importantly, establish good practices and lessons learned for the ultimate purpose of improving future initiatives. The gender-responsive evaluation is also important in relation to accountability for resources used in the utility.

➤ **Follow-up of Action Plan**

After important actions have been undertaken from a gender perspective and lessons are drawn from gender-responsive evaluations, there should be a plan to make use of these lessons for future policy and planning processes.

To ensure the sustainability of mainstreaming efforts, it is suggested to consider the following:

How does the initiative or findings fit into the “big picture”, i.e. more comprehensive government, local and ministerial programmes and policy frameworks?

What concrete recommendations can be made for follow-up initiatives? What other entry points can be accessed to ensure this follow-up?

Does the evaluation point to implications for other ministries or stakeholders more broadly? Are there any concrete entry points to be suggested?

Has this process as well as the results of the initiatives been documented in a way that will guarantee institutional memory?

And how are the results going to be communicated?

Annex 1: List of People Met

NAME	POSITION/ TITLE
Diana Hedrich	CIM Advisor for LC Sana'a
Abdel Wahab El Megahed	Head of Water and Environment Unit Social Fund for Development
Ahmed Nahbl	Consultant to HRD /GTZ
Antelak Almutawakel	Sana'a University professor in English Literature & Head of Youth Leadership Development Foundation-Girls World Communication Centre
Djoeke Koekkoek	Embassy of Netherlands First Secretary Gender Issues & Civil Society Support
Hosneya AL Kadri	Director Gender and development Research & Studies Centre Sana'a University
Ibrahim AL Kebsi	Vice Dean for Programmes & Training National Institute of Administrative Sciences
Faiz Al-Senwi	Personnel Development Unit Officer
Jochen Renger	GTZ Head of Water Sector Programme
Khaled A. M. Zaid	Project Officer HR Development Yemeni German Water Sector Programme
Lamis Al-Iryani	Social Fund for Development Head of Monitoring and Evaluation Unit
Lana Al Sharabi	Manager of Women ,NGOs and Child-rights Department Ministry of Human Rights
Maha Ghaleb	Director General for Working Women Ministry of Social Affairs and labour
Megumi Shuto	JICA Project Formulation Adviser
Mohamed Al Aroosi	Embassy of Netherlands Senior Programme Officer Water
Mohammad Al-Salim	HRD Advisor (GOPA-Engicon) Yemeni German Water Sector Programme
Dr. Peter Herrmann	Team Leader Personnel Development Component (GOPA/RODECO) Yemeni German Water Sector Programme
Rashida Ali Al Hamadani	Chairperson Yemen Women national Committee
Prof. Dr. Waheeba Ghalib	Rector of National Institute of Administrative Sciences

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