

ADDRESSING UNPAID CARE TO CLOSE THE GENDER GAP IN THE PHILIPPINES AND ZIMBABWE

The Women's Economic
Empowerment and Care
Project Report
2016-2019

WE-CARE
WOMEN'S
ECONOMIC
EMPOWERMENT
AND CARE



OXFAM





Introduction



Reigniting progress on gender equality

Progress on gender equality has stalled. At the current rate of change, it will take more than 100 years to close the overall gender gap, and more than 200 years to close the economic gender gap.¹

The reasons for this lack of progress include the fact that women and girls around the world do on average three times more unpaid care and domestic work (UCDW) than men, and that governments, business and civil society are not investing enough in supporting families' care work. This is often influenced by traditional perspectives of gender roles related to care. In low-income settings such as Zimbabwe and the Philippines, where essential public services are lacking and tasks such as collecting water and firewood are particularly heavy and time-consuming, women do up to 5-6 times as much UCDW as men.²

The Women's Economic Empowerment and Care (WE-Care) programme has been working since 2013 to reignite progress on gender equality by addressing heavy and unequal unpaid care work. UCDW reinforces every aspect of gender inequality as it restricts women and girls' access to education, healthcare, and representation in political and economic decision-making processes, often limiting employment opportunities and leading to over-representation in insecure, part-time work. By recognizing, reducing and redistributing UCDW, WE-Care promotes a just and inclusive society where women and girls have more choice at every stage of their lives, more opportunities to take part in economic, social and political activities, and where carers' voices are heard in decision making about policies and budgets at all levels – supporting women and girls to reach their full potential.

WE-Care currently funds projects in six countries across South-East Asia and Africa, in partnership with national women's rights organizations, men's groups, youth groups, civil society and the private sector. The programme is supported by Unilever and its laundry brand Surf, the William and Flora Hewlett Foundation and other donors. So far, WE-Care methodologies and policies have been used in Oxfam's development and humanitarian programmes in 25 countries.

The **WE-Care partnership between Oxfam, Unilever and its Surf brand** ran from 2016 to 2019 and aimed to tackle the unequal distribution of UCDW that negatively affects women and girls' wellbeing and time use, in Zimbabwe and the Philippines, as part of the wider WE-Care programme.

This project specifically aimed to test a comprehensive intervention to reduce and redistribute UCDW for women and girls. In doing so, it has delivered significant results in support of Sustainable Development Goal 5.4 to: *'recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family.'*

In just two years of implementing activities (2017-2019) the project has reduced the time that women and girls are spending on care tasks, supported the redistribution of tasks between women and girls and men and boys, and contributed to a step change in government policy making by significantly raising the profile of unpaid care – influencing national census data on time use and supporting legislation that will benefit women and girls through policies and practices to reduce gender inequality.

AT A GLANCE

- Around 79,000 people, mostly women and girls, have benefited directly from water points, time- and labour-saving equipment (TLSE), and training on social norms around UCDW.
- Over 300,000 people have benefited indirectly from water points and social norms activities.
- Over 12,000 items of TLSE have been distributed.
- 1,365 decision makers and over 6,400 development professionals have engaged with the project through meetings, training, publications and participation in events.
- 34 million people have been reached through the media with messages on UCDW.

Project aims and objectives



Supporting women and girls to reach their full potential

The project's overall objective was to support women and girls to have greater choice over how they spend their time, enabling them to engage in social, personal, economic and political activities.

WE-Care offered a 'package' of interventions to address the unequal distribution of UCDW, under four outcomes:



1. REDUCTION

The intensity and amount of time required for unpaid care tasks is reduced.



2. REDISTRIBUTION

More participation of men and boys in care activities, and more equal distribution of unpaid care work between men and boys and women and girls in households and communities. Media and advertising increasingly present shared care roles.



3. LOCAL AND NATIONAL RECOGNITION

Decision makers (including government, service providers and private sector) increasingly recognize the positive role that policy and practice can play in addressing heavy and unequal care work.



4. GLOBAL RECOGNITION

Oxfam, partners and allies take joint action to strengthen the quality and impact of WE-Care interventions in and between countries and across the wider sector.

These four components complemented each other and provided important opportunities to learn about how best to address heavy and unequal UCDW workloads.



Project Theory of Change



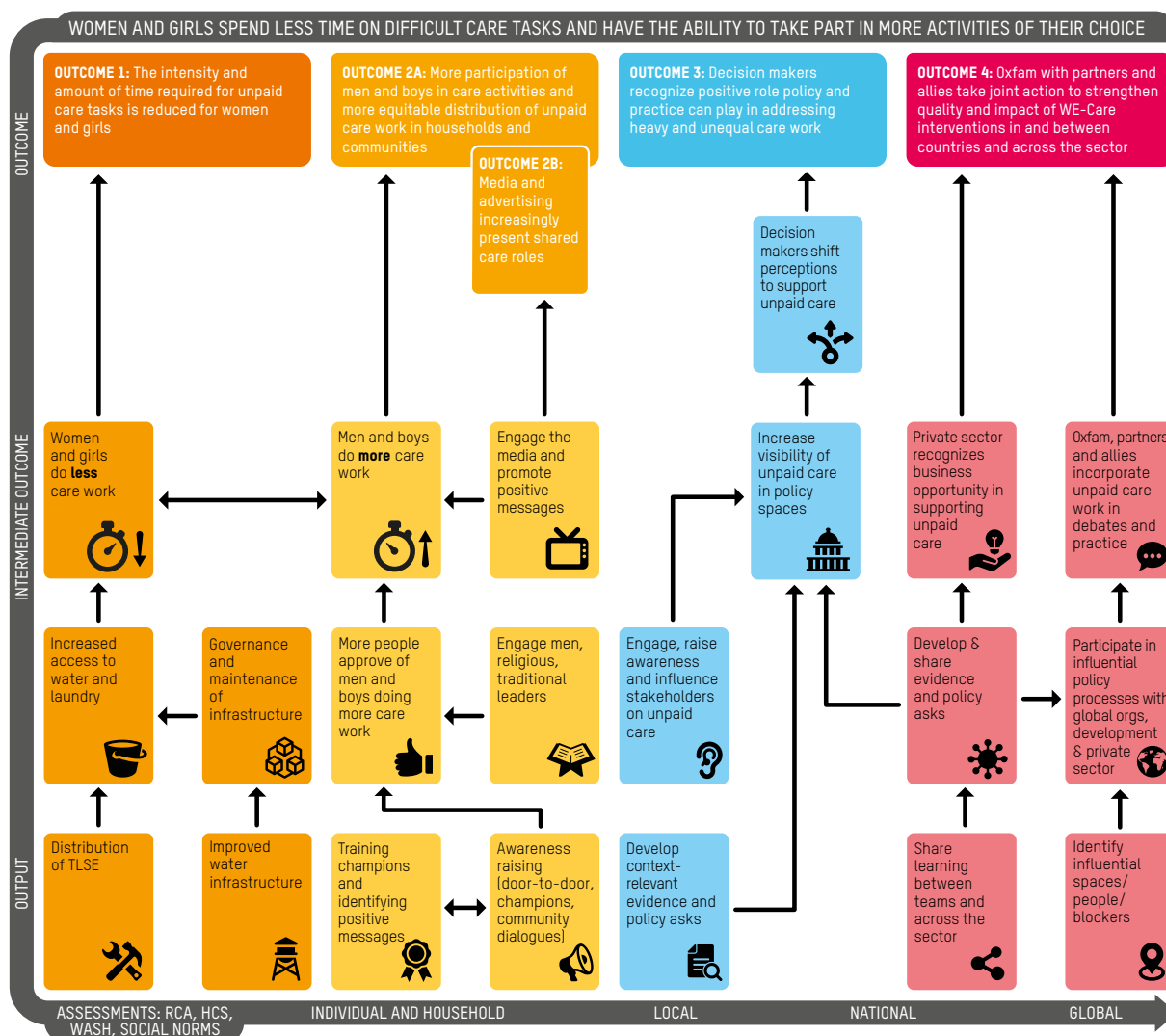
Sustaining progress through combined interventions

The project assumed that **change is more likely to happen and be sustained where direct interventions to decrease care workloads are combined with interventions that change attitudes, policies and practices on UCDW.** The Theory of Change (ToC) shows how the different outcomes and activities under the project contribute to this main objective.

Activities under outcome 1 (reduction) were expected to improve water and laundry infrastructure and distribute time- and labour-saving equipment (TLSE) to facilitate difficult care tasks. We assumed that this would **increase access to water and reduce the difficulty of related tasks, leading to women and girls spending less time on these tasks.**

For outcomes 2A and 2B (redistribution), activities aimed to generate awareness of the value and significance of UCDW. We assumed that this would start to influence changes in people's attitudes, practices and norms, leading to greater community approval of men and boys doing care work, and in turn a more equal distribution of UCDW at household level. We assumed this would be supported by more positive messages about UCDW in the media, creating a more enabling environment for shifts in norms on care. **These shifts in attitudes and norms on men's participation in UCDW would support reduction of UCDW for women and girls.**

The We-Care Theory of Change



Activities under outcome 3 (recognition) intended to develop robust evidence and policy asks on UCDW at local and national levels. We assumed that the combination of evidence and strong policy asks would **increase visibility and support for UCDW in policy spaces, leading to decision makers recognizing the positive role policy and practice reform can play in addressing heavy and unequal UCDW.**

Activities under outcome 4 (global recognition) aimed to take the project's evidence and policy asks to the global level. We assumed that developing compelling

policy asks and strong relationships with allies and stakeholders would allow us to participate in influential policy processes, where we could put pressure on international organizations and the private sector to recognize UCDW and commit to addressing it by investing in care-supporting infrastructure and services. We assumed that sharing evidence and promoting learning across countries would **enable joint action and shared learning between country teams and across the sector, leading to UCDW debates and practices being taken up within Oxfam and by partners and allies.**



Our partners



Working with local organizations

By working with small, grassroots organizations that have a better understanding of the local context, and joining with other international NGOs to reach greater numbers of people, we can achieve much more than we could on our own.

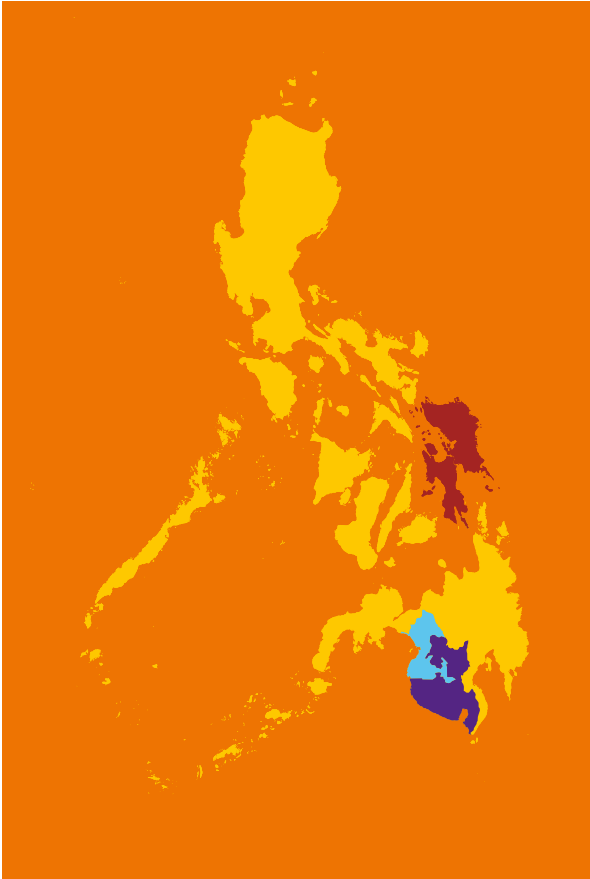
Much of WE-Care’s success can be put down to partners’ strong relationships with communities. Their commitment to raising communities’ awareness on unpaid care has created ripples of change in the lives of the women and men we have had the pleasure to work with in the past three years.

In the Philippines, WE-Care was implemented by five local partners in rural and peri-urban areas covering 108 *barangays* (villages), one city and 16 municipalities in three regions: the Autonomous Region of Muslim Mindanao (ARMM), Central Mindanao and Eastern Visayas, and by a national advocacy partner.

In Zimbabwe, the project was led by three local and three national technical partners in five districts: Bubi, Masvingo, Gutu, Zvishavane and Harare, covering 15 wards.

Now it is time to share our partners’ stories.

Philippines



- AUTONOMOUS REGION IN MUSLIM MINDANAO
- EASTERN VISAYAS
- NORTH CATABATO

Zimbabwe



- BUBI
- HARARE
- GUTU
- MASVINGO
- ZVISHAVANE

Association of Women's Clubs (AWC)

As one of the oldest women's organizations in Zimbabwe, AWC takes pride in its connection with local communities, especially with its almost 60,000 members (mostly women) in rural areas throughout the country. AWC seeks to improve the living standards of poor, marginalized, rural and urban women in Zimbabwe through skills, information and knowledge transfer that allows them to participate in their country's economic, political and social development for the benefit of their families and communities.

Bekezela Community Home-Based Care

Starting in 1994 as an outreach initiative at a district hospital, Bekezela Community Home-Based Care has grown into an NGO that seeks to build resilient communities that are able to address the negative impacts of HIV and AIDS. As a WE-Care partner, Bekezela's work centred on installing new water sources in Bubi District, freeing up women's time to do other activities of their choice and to earn extra income through gardening and craftwork.

'First and foremost, I'm doing this because I really love working with communities and with people from different cultural backgrounds. I'm passionate about the WE-Care project because we are now realizing better lives for women and girls – especially for girls who used to miss school because of the chores that they had to do.' Busisana Nyoni, Programme Officer at Bekezela Community Home-Based Care



The Bethany Project

For more than two decades, The Bethany Project has been at the forefront of building communities' and families' capacity to care for and support vulnerable children and youth, especially those living in some of Zimbabwe's poorest districts. It uses a participatory and rights-based approach that has enabled it to influence change in attitudes, norms and practices. The Bethany Project also works with communities to improve the wellbeing of young women and men with disabilities and those affected by HIV and AIDS, through raising funds, awareness raising, training, networking, advocacy and effective monitoring.

'We are teaching communities to recognize unpaid care work as valuable work. We also teach them how best to reduce this workload, which is overburdening women and girls, as well as the aspect of redistribution. If unpaid care work is redistributed, it means that women and girls will have chances to prosper and will have better positions in society.' Henry Ndlovu, Monitoring and Evaluation Officer at The Bethany Project

Community Organizers Multiversity (COM)

COM (formerly the Community Organizers Training, Research and Advocacy Institute) was established in 1994 as an alternative learning centre for community organizers and NGO workers. It is a capability-building institution that aims to respond to the challenges facing marginalized communities in the Philippines, such as poverty and conflict. COM uses a sustainable development framework, which emphasizes gender, ecology, ethnicity, equity, justice and democracy, and works with indigenous and Muslim communities.

Padare Men's Forum on Gender

Padare/Enkundleni Men's Forum on Gender leads WE-Care's work on challenging the social norms in Zimbabwe that disadvantage women and girls, especially in relation to unequal and unpaid care work. It traces its beginnings to 1995, when five male visionaries held informal meetings to consider how men could contribute to the debate and actions on gender following the World Conference on Women in Beijing. By 1996, the group had grown to 10 men with a 10-point plan to encourage men across Zimbabwe to challenge the status quo in gender power relations and promote a gender-just society. Today, Padare has over 65 chapters nationwide that meet regularly to address issues including gender-based violence, HIV and AIDS, and sexual and reproductive health and rights.

Pambansang Koalisyon ng Kababaihan sa Kanayunan (PKKK) (National Rural Women Coalition)

PKKK is an umbrella organization for around 426 rural women's organizations in 42 provinces. It is committed to ending discrimination, violence and poverty, and to strengthening women's movements in the Philippines. In pursuit of this vision, PKKK calls for rural women's rights, including property rights, and helps its member organizations to become more effective. PKKK led WE-Care's national influencing initiatives, which resulted in a partnership between the Philippines Commission on Women (PCW), PKKK and Oxfam. Through this, the PCW influenced other government agencies to take action on gender equality. Its efforts contributed to UCDW being a priority issue raised by the Philippines delegation to the UN Commission on the Status of Women in 2018 and 2019.

Philippine Rural Reconstruction Movement (PRRM)

PRRM was founded in 1952 to support rural communities in planning, advocating for and implementing sustainable development. It has made several important contributions to rural development and local democracy in the Philippines. PRRM was the first NGO to send its workers into the villages, to implement its integrated, fourfold programme of education, livelihoods, health and self-governance. It also pioneered the establishment of an elected barrio government, and today's Barangay Council can be claimed by PRRM as one of its main achievements in strengthening grassroots democracy.



'When I joined the volunteer programme in the university where I studied, part of my exposure was in the rural areas, working with farmers. My motivation is seeing poor communities improve the quality of their lives. In the Philippines, WE-Care is really helping women. With this project, we are able to uplift women, even in small ways, through coaching, training and seminars. All of these increase their awareness on unpaid care work. Eventually, this will spread to the whole family and will contribute to the improvement of the community.' Ma. Lorena Dagatan, Active Team Leader at PRRM

Rural Development Institute of Sultan Kudarat (RDISK)

Founded in 1995, RDISK's vision is of self-determining communities in Mindanao, where development is founded on equity and integrity in social relationships, ecological sustainability, respect for human rights and the diversity of cultures, and the empowerment of marginalized sectors and peoples. For more than two decades, RDISK has promoted participatory development that builds resilience in disaster-affected and vulnerable areas of South-Central Mindanao, and improved the security of households and communities through sustainable initiatives and partnerships.

Sentro para sa Ikaunlad ng Katutubong Agham at Teknolohiya (SIKAT) (Centre for the Development of Indigenous Science and Technology)

SIKAT is a non-profit NGO, established in 1991, that aims to enhance coastal community resilience by implementing community-based coastal resource management and disaster risk reduction programmes, and promoting good governance practices. It envisions empowered, sustainable and resilient coastal communities that are able to call for transparent, accountable, participatory and responsive government programmes and processes. In its partnership with WE-Care, SIKAT led the construction of new water systems in coastal communities in Eastern Samar. It also worked with women-led self-help groups that support community members to get involved in livelihood activities, such as soap making and vegetable gardening.

'As field manager, my job is to make sure that our projects reach the community. One of these projects is WE-Care, where we encourage families to share the workload in their household. I'm doing this job not only to earn money, but because this is my passion. This is where I am happy. I am happy to help families and communities; it is where I can see my worth, even if that means I'll be far from my own family. As long as I am strong, I will continue doing this.' Edgar Orencio, Field Manager at SIKAT



Sustainable Integrated Area Development Initiatives in Mindanao-Convergence for Asset Reform and Regional Development (SIMCARRD)

SIMCARRD is a Mindanao-wide NGO network that implements programmes on participatory governance, asset reform, sustainable agriculture, social enterprise and peacebuilding. It works closely with community-based NGOs and people's organizations, promotes partnership with local government units, and helps strengthen local alliances and networks. SIMCARRD empowers local communities to get involved in policy issues and supports reforms to enhance citizens' voices in decision making.

Zimbabwe Women's Parliamentary Caucus

The Zimbabwe Women's Parliamentary Caucus was launched in October 2001 in response to the Southern African Development Community (SADC) Parliamentary Forum initiative, to enable women parliamentarians to rise above party politics and address issues of common concern as women. The Caucus aims to create and promote a democratic and gender-sensitive environment to enable the women of Zimbabwe to participate fully in all spheres of life.

Women's Coalition of Zimbabwe (WCoZ)

Formed in 1999, the WCoZ is a network of women's rights activists and women's organizations that brings together women from diverse backgrounds to collectively advocate for their rights. Its goal is to achieve gender equity and equality by creating space for women and girls to take actions that lead to their empowerment. WCoZ works to influence decision makers, including government, service providers and the private sector, to recognize the positive role that policy and practice can play in addressing heavy and unequal care work. It also raises awareness among policy makers such as the Ministry of Finance and Economic Development on the impact of heavy and unequal care work, why and how to invest in care-responsive public services, and the need to increase budgetary allocation to address UCDW.

What we achieved



Creating opportunities for lasting change at scale

During the project's life, over 79,000 people, mostly women and girls, have benefited directly and more than 300,000 people indirectly through the construction and repair of water points, distribution of TLSE such as water containers, and social norms interventions, e.g. community awareness activities, training of care champions (men, women or couples willing to show public support and lead discussions on the theme) and involvement of school groups. We have engaged 1,365 decision makers and over 6,400 development professionals through meetings,

training, publications and participation in events, and reached 34 million people through our online, TV and radio campaigns.

In just three years, the project has been successful in reducing the time that women and girls spend on care tasks, and in gaining greater recognition of unpaid care – and commitments to address it – in local government policies.

Five of the most significant changes resulting from the project are described in more detail below.



1. WOMEN AND GIRLS ARE ENJOYING IMPROVED WATER AND LAUNDRY FACILITIES, REDUCING THEIR TIME ON UNPAID CARE

73,419 women and girls now have direct access to water and laundry facilities, and 147,018 men and boys and people in neighbouring households have benefited indirectly in communities in Zimbabwe and the Philippines, through the construction and rehabilitation of 62 piped water schemes, boreholes and laundry facilities.

Women's time has been freed up from unpaid care. In the Philippines, women are now spending 2 hours less on unpaid care each day, while in Zimbabwe women reported spending nearly 1 hour less on tasks.[†] As a result, women now have more time to spend on

activities of their choice, including paid work. Women in areas where water and laundry facilities were built or repaired are estimated to have spent on average 1.3 hours more each day on paid work activities in the Philippines and 1.2 hours more in Zimbabwe, compared to women from villages with no new water infrastructure.³

The water infrastructure work was combined with the distribution of almost 12,000 items of TLSE across the two countries, including water buckets of various sizes, pushcarts, wheelbarrows, water tanks, fuel-efficient stoves, solar lamps and solar irons, along with the social norms activities.

[†]When this report refers to the Philippines and Zimbabwe, we are referring to the communities and survey respondents in areas where the WE-Care project operated.

In Zimbabwe, women and men were involved in the construction of 'Tsootso stoves', artisanal fuel-efficient stoves that can be used while standing (see below). This is important, because traditionally, men in Zimbabwe are reluctant to squat, kneel or bend down to cook, for fear of being ridiculed. We targeted community and religious leaders to influence social norms by encouraging men and boys to take up UCDW tasks, reducing women's workload.





People living in Cagaut district in Salcedo town, Eastern Samar, Philippines, have never had running water inside their homes. Four years ago, the tap stands at their nearby water collection points had to be shut down due to contamination caused by a nearby mine. This left families with just a single tap they could use, some distance away from the village.

Thankfully this changed when Oxfam and SIKAT installed a new water system in March 2019. The tap stands are working again, and residents can now apply to have their own individual water meter. Soon everyone in the village will have the convenience of running water inside their houses. This initiative has been strengthened by a local ordinance enacted by the government of Salcedo that requires barangays to have 'easy access to safe water supply', through the installation of appropriate systems, to ease women's workloads.

Women's choice and wellbeing have improved. Women told us that the new water infrastructure and TLSE have made water and laundry-related tasks easier, faster and better for their health, as they reduce the effort required for these intense physical activities. They said that water points are now easier to use, citing previous difficulties pumping water manually in Zimbabwe. The new water infrastructure has also improved hygiene, with women reporting that they can now wash their clothes at the laundry points instead of in the river, where the water isn't clean.

Women also confirmed that the new water infrastructure meant they were better able to juggle their everyday activities, e.g. they were able to spend more time on their farming and income-generating activities without worrying about having to fetch water at certain times. They also described spending more time on social and leisure activities, such as visiting friends and neighbours or attending social

events, as well as having more time to nap, rest and/or having more time for themselves.

2. CARE CHAMPIONS HAVE CHANGED COMMUNITY SOCIAL NORMS ON UNPAID CARE IN ZIMBABWE

Social norms are powerful drivers of unequal patterns of UCDW. Oxfam's research in Zimbabwe and in the Philippines highlighted several deeply entrenched beliefs and behaviours among individuals, households and communities. In Zimbabwe, communities believed that women are responsible for UCDW and that men should provide for the family through paid work. At first, WE-Care focus group discussion participants were wary, anticipating that very few community members would respond positively to the idea of men's involvement in unpaid care. Our experience proved them wrong.

Men have been inspired to share care work.

Highlighting positive messages on the value of UCDW

and the benefits to the whole family and community of sharing unpaid care was crucial to the project's success. Partners developed compelling messages based on local assessments of norms, and shared these in a variety of ways to reach women and girls, men and boys. We held lively community dialogues and focus group discussions and took the message to young people at school health clubs. Role-model families and care champions played a vital part in sharing information with households through door-to-door visits. We also hosted weekly interactive radio programmes and community roadshows, and worked with leaders, including chiefs, to promote WE-Care's key messages.

Focus group discussions highlighted a set of shared understandings concerning the roles of women, men, girls and boys in selected communities in Zimbabwe. Involvement in care work had implications for how such men themselves were perceived. 'If the community sees a man sharing care and domestic work with his wife, we conclude that the man has been bewitched/made soft by love potions, or he is simply a weak and stupid man.' [Female, 48]. Women, in turn, were considered lazy if they did not fully carry out their care responsibilities, other activities notwithstanding. 'Even if both husband and wife work in the field, the wife cannot return home and expect not to cook – this shows laziness.' [Female, 68].

Men who participated in social norms activities reported spending more time on care work compared to men not involved in these activities. In Zimbabwe, men involved in social norms activities reported spending 1.8 hours a day on UCDW, compared to 1.5 hours a day for men who were not involved. The social norms intervention had the biggest impact on the time men spent on water-related tasks, such as collecting water and doing laundry, with men in Zimbabwe spending 20 minutes more on average on these tasks than those who had not been involved in the social norms activities. Families' testimonies showed that men and boys are participating more in collecting

water and firewood, motivated by the greater availability of TLSE and having the new water points close by, as well as social norms work to dispel myths about care work and encourage men's participation.

3. 34 MILLION PEOPLE REACHED WITH POSITIVE MESSAGES ON UNPAID CARE

Social media enabled us to take our messages to a huge audience in the Philippines. WE-Care partnered with PR, media and marketing firm Harrison to design the *I Laba Yu* social media campaign, which launched on Valentine's Day 2019. The campaign plays on the words 'love' and 'laba', which means to wash clothes in the language of Tagalog.



By sharing WE-Care's experience of men being inspired to improve their relationships through sharing care, project leaders encouraged the PR company to develop a concept to engage men with positive messages about love and care. The resulting video challenges the usual perceptions of laundry as arduous and a 'woman's work', instead portraying a lively alternative. A middle-aged husband reflects on his relationship with his wife, realizing he can 'bring back the romance' and show his love for her by sharing the housework. He surprises her by buying a two-person laundry tub, and gets involved in the washing with his wife and children, which is portrayed

Despite the positive steps in men's participation in UCDW, men who did not get involved in social norms activities had more sporadic engagement with UCDW, and in these households unpaid care tasks tended to be redistributed between older girls and female adolescents. This reinforces the importance of an integrated approach, where social norms activities are valued as much as water infrastructure. Our partners have concluded that continuous engagement with communities and individuals is vital to make sure that men and boys take the UCDW messages on board and that these messages are regularly reinforced.

as a playful and bonding experience. The advert ends with the tagline #careworkisteamwork. The campaign concept was based on our research with communities, and we consulted with local care champions to make sure that the content was authentic and would resonate with a wide audience.

The *I Loba Yu* advert has been seen over 30 million times on social media sites such as Facebook, Twitter and Instagram, and in airports across the Philippines. It generated likes, shares, retweets and comments from around 1,750,832 people in its first 10 months online.

Our experience in the Philippines showed us that social media is a powerful way of reaching new audiences and helping to shift social norms, especially when combined with activities that encourage discussion and reflection about attitudes and behaviours. The strategy allowed us to take advantage of the strong social media

infrastructure in the Philippines, which has been called the 'Social Networking Capital of the World'.⁴

WE-Care successfully influenced advertising experts to go beyond stereotypical images of a man's strength and power, which they initially proposed. This required negotiation and give-and-take. By building trust and openness, the teams were able to develop an advertising concept that appealed to a mass audience while staying true to Oxfam's approach to gender equity.

4. NEW LEGISLATION ON UNPAID CARE IN THE PHILIPPINES

In the Philippines, Oxfam and partners PRRM and SIKAT worked closely with government officials to champion the recognition of unpaid care work and women's economic empowerment. Through courtesy calls, workshops and write-shops, we supported policy makers including Mayor Atty Mechor Mergal and City Counsellor Hon. Jom Bagalyaya of Salcedo to develop



At 69, Modi Bhebhe, who lives in Bubi District, Zimbabwe, used to carry three buckets of water on her wheelbarrow just to do her laundry. It didn't help that the borehole was far away and there were always long queues.

Since WE-Care installed a water source and a laundry facility near her home, Modi Bhebhe and the other women in Ward 15 can collect water much more easily. With the support of Oxfam and its partner, they were also able to set up a vegetable farm that increases their income.

'The water situation has changed a lot,' explains Modi Bhebhe. 'I don't need a wheelbarrow, and I just carry my empty buckets from home. There is water flowing from the taps, and there are no long queues at the borehole any more. With the laundry station, people now have a place to do their laundry.'



Landelani Muteta, 44, lives in Zvishavane with his family. He has been a care champion for over two years. ‘When I was growing up, there were five girls in our family and three boys,’ he says. ‘As a boy, I only knew about going to take care of the cows in the fields every day. Doing things like washing dishes and going to fetch firewood was something that women did. At first, I thought doing that sort of work meant that as a man you were “hen-pecked”.

‘I think [the turning point for me] was watching other men do care work, and seeing what a difference it made to their homes. There were some families whom we knew had a lot of fighting in their homes, but after they started doing care work, we saw that they stopped arguing and fighting. I would say that helping out your wife does not mean that your wife has given you a love potion! Helping your wife helps builds your relationship because you are working together.’

policy based on local data highlighting the needs of their constituencies. This process ensured that community leaders and women’s rights organizations crafted the legislation together with legislators.

Eight local governments passed Women’s Economic Empowerment and Care Ordinances (‘WEE-Care Ordinances’), laws that make it mandatory to generate data and address unpaid care in all planning, budgeting and programming activities. This covers a wide range of areas such as housing and land use, community-based conflict resolution, access to care-supporting infrastructure and services, and programmes to help women enter the labour market. Tacloban City and the Municipality of Salcedo were the first to adopt the Ordinances, with the legislation subsequently passed in Quinapondan and Giporlos in the Eastern Visayas region; Buldon and Mao in ARMM; and Bai Saripina and Bagumbayan in the Central Mindanao region.

This success paved the way for partners to work with the Salcedo government to incorporate questions from the WE-Care Household Care Survey into the local community-based monitoring system. This is a nationally supported process, whereby a survey is conducted every five years to assess poverty and give policy makers and local implementers evidence to inform and track the impacts of their policies. With an expected reach of 5,100 households, the survey in Salcedo will ensure that evidence on unpaid care work, including women’s time use, is available to improve local policies – setting an important example for other local governments to follow.

Women are now having a say in key government budget, design and management decisions. The WEE-Care Ordinances further commit the government to ensuring women’s participation in community planning and other local government decision-making processes, meaning women can help shape the

policies that matter to them. Because the Ordinances are legally binding and provide budget to fund services, over the longer term they will dramatically improve women's access to care-supporting infrastructure and services, including safe water and childcare centres.

5. ADVOCACY HAS HELPED PUT UNPAID CARE STRATEGIES ON THE GLOBAL AGENDA

The voices of WE-Care leaders have been compelling and influential with global organizations. Taking part in global policy processes along with these organizations has been a hugely important part of our strategy. Our advocacy has been grounded in the experience and evidence from our local programmes and partnerships in the Philippines and Zimbabwe. WE-Care has been a leader in local programming and advocacy. WE-Care's evidence on achieving change in UCDW has been exceptional, going beyond other reports which mostly highlight the problem of heavy and unequal care workloads.

WE-Care teams have continued to forge relationships and seek out opportunities to influence decision makers at the international level, generating significant momentum and action on UCDW. We have worked collaboratively with a number of civil society organizations such as the International Center for Research on Women (ICRW), Promundo, Femnet and the Uganda Women's Network (UNWONET). We have also targeted institutions such as the World Bank, the UN and the OECD that influence and shape dialogue on economic development, globally and nationally. We have worked to support the voices of local partners and women's rights organizations at global forums

such as the UN Commission on the Status of Women, Women Deliver Conference and the SEEP Learning Forum on Women's Economic Empowerment.

With WE-Care support, Oxfam confederation teams promoted WE-Care messages. WE-Care policy asks have been integrated into Oxfam's high-profile campaigns, reaching world leaders and powerful global companies. For example, Oxfam's Even It Up campaign influenced policy makers at the annual World Economic Forum (WEF) in 2019, and the campaign has popularized WE-Care policy asks, strategies and tools, increasing international recognition of UCDW in policy debates.

In 2019, one of the three key asks promoted by Oxfam in its WEF report⁵ and associated media coverage was on unpaid care. WE-Care's policy asks and programme successes directly informed the report's recommendations on how to free up women's time by reducing and redistributing the millions of unpaid hours women spend every day caring for their families and homes. The report, which included a two-page section on unpaid care, was downloaded over 32,000 times. WE-Care's unpaid care asks, statistics and related messaging were reported on CNN and other international media, on several regional news channels in Asia, East Africa and North Africa, and by national media outlets in 18 countries. There was significant coverage in India in particular, where the unpaid care statistic made the headlines. As part of its gender equality push, the Davos team shared material on unpaid care on social media. Celebrity Annie Lennox picked up on an Oxfam sharegraphic on unpaid care, further increasing its reach.

REACH OF WE-CARE INFLUENCING



Challenges



Overcoming challenges

WE-Care achieved these successes despite a number of challenges, both at community/project level and due to external circumstances beyond our control. In all cases, country teams developed detailed contingency plans to mitigate risks and worked closely with partners to find solutions together.

- **Natural disasters affected planned activities.** In the Philippines, project areas were affected by two typhoons and an earthquake, affecting partners' implementation plans and requiring emergency responses by Oxfam. In Zimbabwe, drought and Cyclone Idai caused similar disruptions in project areas in early 2019, and led to cholera and typhoid outbreaks that affected water infrastructure and community gatherings. Despite the challenges, both countries successfully delivered the water infrastructure and TLSE distribution, with a minor extension needed to complete the infrastructure work in Zimbabwe.
- **Political instability hampered advocacy.** In the Philippines, advocacy activities were hindered by the martial law established for some parts of the ARMM in 2017, which restricted people's movements and affected the work of partners in the region. In Zimbabwe, advocacy activities were suspended shortly after changes within the government that brought Robert Mugabe's 30-year presidency to an end. Although these disruptions affected the continuity of the social norms work, partners and country teams still managed to achieve their targets.
- **Water infrastructure does not always solve water access.** In the Philippines, our final project evaluation

showed that some participants found water points to be crowded at times, with insufficient water, and some people still had to travel long distances to them. In Zimbabwe, there were water shortages at some of the WE-Care water points in drought-affected areas.

- **TLSE distribution requires careful and rigorous communication.** Gaps in communication caused by changes in local partners affected the distribution of TLSE, requiring involvement from the Oxfam team. In both countries, participants asked us for more clarity on the criteria for TLSE distribution to particular families. The practical implication of the various challenges is that not all communities experienced the benefits of the project in the same way. This is an important lesson to consider in future programming.
- **Costs affected the sustainability of water infrastructure and TLSE.** Local authorities and communities appreciated the innovative nature of the systems and equipment provided, particularly the solar-powered piped water schemes, as these are cheaper and easier to maintain, and the fuel-efficient stoves, as these can be used in the rainy season when firewood is more difficult to find. However, the economic crisis in Zimbabwe and the cost of fuel in the Philippines created a challenge to sustainability, as local authorities in the former reported that they might not be able to step in when more complex repairs are needed, and families in the latter might not use the stoves when fuel costs are higher. These types of challenges need to be acknowledged and discussed openly at design stage so they can inform our selection of TLSE and be accounted for in exit strategies.



Findings of the final evaluation





Understanding the impact of the project

The WE-Care final evaluation had two main objectives: to understand if change happened because of the project's interventions; and how it happened, in light of the different 'pathways of change' identified in the Theory of Change.

To answer these questions, we examined the impact of the different outcomes on participants' lives, how the outcomes complement and mutually reinforce each other, the possible unintended effects (positive

and negative) of our interventions, and factors that will help to ensure that the positive results will continue beyond the project's lifetime. We took a mixed-method approach to answer these questions, including a Household Care Survey, qualitative interviews and participatory approaches.

Please see the 'findings at a glance' on the following page.

KEY EVALUATION FINDINGS AT A GLANCE



HER TIME, HER CHOICE

Women involved in WE-Care reported having **more time to spend on activities of their choice**, including paid work.

Women in areas where water and laundry points were built or repaired spent **twice as much time on paid work and farming activities** in the Philippines and about **33% more on paid tasks** in Zimbabwe.

REDUCTION

New or improved water infrastructure reduced the time women in both countries spent on care work as a main task compared to women with no access to these infrastructures.



REDISTRIBUTION

In the Philippines, having a household member participating in awareness-raising activities about UCDW was estimated to have increased the time men reported spending on main care tasks by:



over an hour
(from 2 to 3 hours on average)

Qualitative findings suggest that **outcomes of social norms interventions** depend on different factors:

- ✓ participation of both men and women
- ✓ frequent visits of care champions when men and boys are at home
- ✓ training/skills of facilitators
- ✓ repetition of messages through different channels

- ✓ Women and girls interviewed told us that what used to be intense physical activities for women, such as fetching water and washing clothes, are now being done in a **faster, easier, and healthier** manner.

RECOGNITION

Significant **national and global level changes** delivered by WE-Care:



Enabling of **8 local legislative bodies** in the Philippines to include UCDW discussions in local planning and budgeting, and support sustainability of achievements



Creating opportunities for the participation of WE-Care implementing partners at the **62nd and 63rd Commission on the Status of Women**

Profiling of WE-Care in global events, such as the **Social Behavioral Change Communications Conference, Women Deliver Conference, and World Water Week**



Including **WE-Care policy asks and evidence** in key documents across the Oxfam confederation (World Economic Forum inequality report 2019), international organizations (OECD), and private sector partners (Unilever)



Raising UCDW issues to be the key theme of **Oxfam's inequality report for 2020**



At the local level, most stakeholders interviewed in the Philippines and Zimbabwe identified **water infrastructure as the greatest contribution of WE-Care**, emphasizing the low set-up costs of the solar panel technology.



The active involvement of participants and local authorities in **water infrastructure consultations** and **local legislation negotiations** contributed to ownership and might support sustainability of achievements.

WATER AND SOCIAL NORMS

The combination of interventions contributed to reduction and redistribution of UCDW from women and girls to men and boys:

- ✓ new and improved **water and laundry** infrastructure reduced women's time on unpaid tasks
- ✓ **social norms** awareness-raising activities increased men's time spent on unpaid tasks

WE-Care participants reported that this combination was key to achieve equal distribution of unpaid care tasks.

UNINTENDED EFFECTS

- ✓ improved **relationships** in the household
- ✓ increased **self-esteem** and **sense of dignity**
- ✓ improved **food security** and **income**
- ✗ perceived increase of **time spent** on UCDW due to closer water points and TLSEs—if men are not involved
- ✗ **men refraining from doing the tasks** that are now 'easier' for women
- ✗ perceived **increase in levels of acceptance of gender-based violence** related to care tasks

For more information about the WE-Care programme, visit: www.oxfam.org.uk/care.

The 10 key lessons from the WE-Care project



The 10 key lessons from the WE-Care project

1. Combining infrastructure and social norms frees up women's time

The project clearly demonstrated what we thought to be true: interventions on unpaid care can give women greater choice over how they spend their time only when infrastructure goes hand in hand with efforts to shift social norms. We found that without continuous work on social norms (e.g. the regular training and awareness-raising sessions aimed at increasing men's engagement), water interventions aiming to reduce women's time on unpaid care tasks could actually lead to women spending more time multi-tasking, or to housework being redistributed to other women or girls in the household. Despite significant buy-in from policy makers, most didn't see social norms activities as being as valuable as water-related interventions. This calls for conscious efforts to highlight evidence on the importance of this combined approach in ensuring that women gain ownership over how to use their time.

2. Men and boys' involvement is critical

We found that men are positive about sharing unpaid care work when the right conditions, incentives and messages are developed to encourage them to participate fully in social norms activities. Although it's important to reach large and different target groups to change social norms, and to work with influential individuals such as religious and community leaders to challenge existing perceptions of masculinity, approaches that create opportunities for discussion are critical in enabling people to reflect on the messages and commit to small and easy actions for change in their own lives. To attract men, social norms activities need to happen outside of working hours (to avoid competing with paid work activities) and be well planned and widely promoted. Trainers and care champions should have a clear understanding of key messages, and gatherings should happen frequently so that men and boys are exposed to continual, positive affirmation of the benefits of sharing UCDW.

3. Media multiplies reach and impact

The response to the project's public communications was overwhelmingly positive. Continuous investment in a wide range of media can expand the reach of – and continually reinforce – positive messages on UCDW, so that the dialogue that began with social norms activities can continue at home, at work and in public

spaces. Social media and TV are often the best channels in urban areas, while radio, posters, banners and roadshows can be used in areas where electricity is scarce or unaffordable for poorer households. Products that are visually and emotionally engaging and that use simple language, such as the *I Laba Yu* campaign, have proved to be effective in appealing to mass audiences. Tailored messages that resonate with the practices and beliefs of particular groups, that enable people to see things from others' point of view, and that give people access to new information about the benefits of their actions, can motivate powerful change.

4. Involve communities from the start

When communities are involved in planning and designing their own water interventions it fosters ownership and accountability, minimizes risks of water-related conflicts in the community, and contributes to sustainability. The final evaluation showed that involving the community in mapping potential water sites and carrying out social feasibility assessments was important in fostering this sense of ownership and buy-in.

Regular follow-up by Oxfam, partners and local authorities, periodic maintenance visits and adequate training for local water committee members are all vital to ensure that this ownership translates into sustainability. By setting up formal and regular mechanisms of accountability, partners can reduce uncertainty about decisions regarding where water infrastructure is built and increase trust in the criteria for the selection and distribution of TLSE.

During the mid-term evaluation, 40% of women with access to the new or repaired water and laundry points in the Philippines and 80% in Zimbabwe told us that they contribute to its maintenance, e.g. by providing financial support, working as pump minders, cleaning the communal areas or participating in local water committees.

Involving communities from the start in decisions about who should benefit from new infrastructure and TLSE can also help ensure that the most marginalized and vulnerable people benefit. Together with appropriate accountability processes, targeting with community participation can minimize conflict related to unintended exclusion of certain groups.



5. Local government ownership is key to success and sustainability

Partners built strong relationships with local governments in both countries and influenced them to get involved in every stage of the project. As a result, local governments provided invaluable support in the form of in-kind contributions, e.g. providing the workforce and materials for implementing or expanding the water infrastructure. They also gave guidance on planning, following national quality standards and identifying vulnerable communities, and provided practical support with technical assessments, monitoring and maintenance. Our approach to working with local government confirmed the value of collaboration and will have important implications for the project's sustainability (see 'Partnerships and future sustainability', below).

6. Social norms change doesn't happen overnight –but behaviour change can

We clearly demonstrated that participation in social norms activities can incentivize change in behaviours, e.g. men doing more care work, in a relatively short space of time. Oxfam, partners, governments and private sector actors need to build on this by promoting debate, challenging gendered norms on unpaid care, and persuading others to change by showing that attitude and behaviour change is already happening. To achieve long-term shifts in social norms there needs to be investment in awareness-raising initiatives that can be scaled up to reach large numbers of people within different target groups, e.g. in classrooms and health clinics, boardrooms and council meetings, symposiums and seminars. Community roadshows and street theatre can help spread the message in hard-to-reach rural areas. It is also important to ensure that care champions are able to carry out their role effectively by giving them adequate materials, personal support and encouragement, and constant refreshers on the key messages and evidence.

7. Local policy change needs local government champions

We found that policy change can be achieved when officials are motivated to champion and lead such change, and when government institutions from different thematic areas are represented. Local authorities are often more responsive if there is a legal basis for action. It is therefore important to create opportunities to present policy asks and evidence, e.g. frequent courtesy calls and invitations to seminars and workshops. Our experience has shown that when these actors are convinced of the value to their own agenda of addressing UCDW, they become champions and will ask for the support they need to lead others in policy change and implementing new practices. This approach ensures that champions have ownership of unpaid care issues.

8. Identify, tailor and target for advocacy success

To influence – and ultimately change – policy and practice, we need strong influencing strategies with clear objectives. Evidence and tools should be tailored to the interests of specific allies and stakeholders, and should clearly communicate their role in creating change. We demonstrated this, with mutual benefit, when working with the private sector, notably on the production of the joint Oxfam-Unilever *Business Briefing on Unpaid Care and Domestic Work*⁶ (which helps business to understand why unpaid care is central in efforts to achieve gender equity, greater productivity and retention in the workplace). Recognizing and reinforcing Oxfam's accumulated experience in this area, we learned that we need to first identify the opportunity, e.g. local policy-making processes, before tailoring our evidence so that target stakeholders can use it in key 'moments' and for their own audiences. Providing adaptable tools to generate evidence about UCDW (e.g. the Rapid Care Analysis and Household Care Survey) that allies can use to develop their own interventions can result in impact at scale. These effects are more likely to be seen beyond the lifetime of a project, as replication processes take time to develop and can be hard to measure.

9. Stay alert to unintended effects

It is important to be alert to and continually monitor unintended effects, both positive and negative, so that we can maximize and sustain the positive effects (and build on these in future work) and act to eliminate or at least mitigate any negative ones. The project's final evaluation revealed a number of positive unintended effects, including better relationships between couples sharing unpaid care work, better hygiene conditions for girls at school, and increased self-esteem among families due to having cleaner clothes and homes. However, some negative unintended effects also emerged. For example, in both the mid-term and final evaluations, women participating in water governance structures in Zimbabwe reported not always being able to express themselves when these meetings were dominated by men. While women's participation in water committees is crucial to challenge existing power dynamics, it must be planned carefully. Having picked up on this negative unintended effect, we know that in future programmes it is important to ensure that women have the right skills training to participate meaningfully in governance structures, challenge gendered power dynamics and avoid negative stereotyping as an unintended effect.

10. Invest in care champions – locally to globally

Care champions, whether from communities or in decision-making positions in local government or ministries, are crucial to ensuring sustainability, as they can continue advocating on UCDW with their peers at local, national and global levels long after the project has ended. Investing in building these relationships from an early stage through constant communication and collaboration can empower care champions to take ownership of the UCDW agenda and promote it even after formal support from the project has ceased, ideally with support from new networks.

Partnerships and future sustainability



Partnerships and future sustainability

As well as freeing up women and girls' time and giving them more choice over how they spend it, the project has helped to build a far stronger enabling environment for ongoing social norms change and policy reform on unpaid care in Zimbabwe and the Philippines. We have seen growing understanding and ownership of the UCDW agenda among partners and target communities. The project's final evaluation showed that our investment of time and resources in building strong relationships with community members and leaders, government officials and the private sector has helped ensure that project gains will be sustained beyond the project's lifetime.

In both countries, partners have helped to challenge and change perceptions on unpaid care, building a strong awareness of the value of unpaid care to families and societies, and contributing to changing social norms. The continuing involvement of the government in this area is critical. In the Philippines, our work with local government and care champions in Tacloban City resulted in social norms discussions being included in community outreach by the government housing and community development offices. In Zimbabwe, work with schools was expanded towards the end of the project, with a focus on boys and school health clubs, so that discussions with young people will continue after the project concludes.

Successful community and government ownership will help make sure that people continue to use and benefit from the water and laundry facilities. Our evaluation highlighted how communities are helping to care for the new infrastructure through in-kind contributions and membership of water management and monitoring committees. In the Philippines, the

construction of water infrastructure is continuing thanks to financial support from municipal governments. In the municipality of Budon in Maguindanao, the local government committed the equivalent of \$1.1m for the rehabilitation of a piped water system for two remote communities, benefitting 35,000 people. (Please see box below for more information.)

The project has had a tangible impact on policy and practice, ensuring it will continue to make a positive difference in the lives of women and girls over the long term. In the Philippines, the eight local WEE-Care Ordinances on unpaid care have resulted in additional government funding for water and childcare services, which will help to reduce women's care workload and give them more opportunities for paid work and other pursuits. The Philippine government's increased understanding of UCDW and commitment to addressing it can be seen in its expression of interest in using the WE-Care household care methodology as its evidence for formal reporting on SDG 5.4.

The partnerships and networks established and supported through the project, including with the private sector, will be critical to sustainability. The project has forged strong partnerships with Unilever and others in the private sector, which included a joint event in 2017, co-hosted by Oxfam and Unilever and including DFID, The Body Shop and several NGOs and advertising agencies. The joint Oxfam-Unilever *Business Briefing on Unpaid Care and Domestic Work*⁷ is now cited in the International Finance Corporation's *Tackling Childcare* report.⁸ This has resulted in interest from a number of companies wanting to learn more from Oxfam about unpaid care in supply chains and operations.

Working with the local government and community to deliver water together

Local government authorities supported hydrogeological studies in the Philippines, were involved in selecting water points and training water management committees in Zimbabwe, and provided in-kind contributions to build and manage the water and laundry infrastructure in both countries. In the Philippines, partners' influencing work with local government resulted in a contribution of more than \$1m in counterpart funding.

In total, more than 6,800 women and men contributed to the planning, development, delivery and monitoring of water infrastructure and TLSE distribution in their communities. In Zimbabwe, 200 women are now part of local water management committees and have received training on management and maintenance, greatly enhancing local ownership and sustainability. Thanks to the training, water committee members managed to resolve a long-standing water conflict in one of the project wards. In two wards, water committees are collecting fees from communities to keep their water source chlorinated and free of water-borne diseases such as cholera and typhoid.



Alongside the standalone projects, WE-Care has worked to integrate unpaid care into Oxfam's humanitarian and urban resilience programmes, meaning it will continue to spread and make an impact. In the Philippines in 2017, for example, the Oxfam humanitarian team incorporated unpaid care in its efforts to assist more than 450 families in the Luzon region and in the conflict-affected areas of ARMM. In both areas, the teams changed Oxfam's usual 'cash for work' scheme (where families receive a payment in return for work rebuilding their community) into a 'cash for care' initiative to support carers, e.g. women with small children or carers for elderly people. Humanitarian teams will continue to use this approach in the future. In Zimbabwe in 2018, in its response to cholera outbreaks in urban areas, Oxfam built on the WE-Care experience and constructed solar-powered piped water schemes to reach more households. The team carried out a Rapid Care Analysis and this is now part of its standard cholera preparedness and response.

WE-Care has raised the profile of unpaid care across the public, private and development sectors and helped generate significant momentum in increasing recognition of the value of UCDW. Project successes have influenced approaches in the wider WE-Care programme, with lessons from Zimbabwe and the Philippines informing Oxfam's work in Ethiopia, Uganda, Tanzania, Kenya and regionally, as well as that of other affiliates and country teams across the Oxfam confederation.

WE-Care has broken new ground and provided robust evidence of how change happens in unpaid care work – influencing Oxfam, our allies and partners at community, national and international levels. Showcasing the project's messages on unpaid care at global events will continue to influence other Oxfam country programmes and global advocacy. Following the success of the messaging on unpaid care in Oxfam's inequality report for the 2019 World Economic Forum, the focus of Oxfam's inequality report for 2020 is unpaid and underpaid care. This will provide an important opportunity to further influence global debates on unpaid care. An ongoing public campaign on care planned for 2020 will increase the momentum and pressure for change. It has never been clearer that closing the gender gap means addressing unpaid care.

OXFAM REPORTS

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PHOTOS

Unless otherwise stated, photos are by Aurelie Marrier D'Unienville/Oxfam.

Page 1: Zibusiso and his wife Sibongisiwe collect firewood together in Bubi District, Zimbabwe. Cover: Zibusiso and his wife Sibongisiwe collect firewood together in Bubi District, Zimbabwe.

Page 2: Pastora Samson and her husband Romulo work together at a public laundry site in Eastern Samar, the Philippines.

Pages 4: Tendai Chauke does laundry as her children relax in the shade. Masvingo region, Zimbabwe.

Page 6: Lianne (name changed) hangs out the washing at her home in Eastern Samar.

Page 7: Left: A care champion couple use a pushcart to carry water, Eastern Samar. Right: A father does laundry with his daughter in Libungan, the Philippines. Photos by Jed Regala.

Page 8: Ediah, secretary of the local water point committee, with her children, Masvingo District, Zimbabwe.

Page 10: Elizabeth Gabriniao with her children, Tacloban North, the Philippines.

Page 11: Nomalanga, Programme Officer for WE-Care partner Bekezela Community Home-Based Care, Bubi District.

Page 13: Left: Busisana Nyoni, Bubi District. Right: Henry Ndlovu, Zvishavane region, Zimbabwe. Photos by Mark Vincent Aranas.

Page 14: Ma. Lorena Dagatan, Tacloban, the Philippines. Photo by Cristina Menina.

Page 15: Edgar Orencio, Guiuan, the Philippines. Photo by Mark Vincent Aranas.

Page 16: Zibusiso and Sibongisiwe do laundry together with their daughter, Bubi District.

Page 17: Randy Duran helps his wife Maria Socorro with the laundry while their son watches, Eastern Samar.

Page 18: Paulina Sibanda's husband Opheus Dube helps her cook on their new fuel-efficient stove, Zvishavane.

Page 19: Liza Baylon, a district health worker, turns on the new water supply next to the village hall. Photo by Cristina Menina.

Page 20: Screen grab from the *I Laba Yu* campaign video.

Page 21: Modí Bhebhe in her vegetable garden in Bubi District. Photo by Mark Vincent Aranas.

Page 22: Landelani Muteta in a laundry facility, Zvishavane region. Photo by Ian Nyasha Gadzayi.

Page 24: Emmily drinks at a WE-Care project water point in Mabondo village, Masvingo District.

Page 25: Left: Women wash clothes in a laundry facility in Zvishavane. Right: A woman prepares to water her garden in Bubi District. Photos by Ian Nyasha Gadzayi.

Page 26: Women in Salcedo, Eastern Samar, make an extra income with fish drying. Photo by Jed Regala.

Page 27: Randy Duran and his son outside their home, Eastern Samar.

Page 28: Camilo and Gina Escorial, Libungan, the Philippines. Photo by Jed Regala.

Page 29: Mother of seven Annabelle Alemanía spends about eight hours a day doing unpaid care work, Tacloban North.

Page 31: Shienna Cabus and her daughter travel home after collecting water, Salcedo, Eastern Samar.

Page 33: Ulita Mutambo's husband Muchineripi Sibanda helps her on their farm, Ture village, Zvishavane.

Page 35: Maria Socorro, Eastern Samar, says: 'If we're doing laundry, collecting water takes five hours of our day.'

OXFAM

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