GENDER MAINSTREAMING WITHIN THE WATER SECTOR: SITUATIONAL ANALYSIS

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Water Research Commission

Gender Mainstreaming within the Water Sector:
Situational Analysis

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EXECUTIVE SUMMARY

<u>Introduction</u>

It has been widely accepted that gender equality and the empowerment of women is fundamental to the eradication of poverty in all societies throughout the world; more specifically, within the water sector. The sustainability of water resource management programmes has been found to be inextricably linked to the nature and extent of the role that women play in the provision, management and safeguarding of water and other natural resources.

Within South Africa, a number of progressive policies and laws have been enacted since 1994, which reinforce the drive towards social transformation and the ending of all forms of discrimination. However, despite the recognition that addressing gender inequalities is central to development, these laws and policies have in many cases not been translated into action on the ground. Nonetheless, the commitment of the South African government to gender equity remains and is reflected in the following excerpt from the inauguration speech made by Thabo Mbeki, the President of South Africa:

> *As we engaged in struggle to end racist domination, we also said that*
> *we could not speak of genuine liberation without integrating within*
> *that, the emancipation of women* (Thabo Mbeki: 2004).

The term "mainstreaming" emerged in the early 1980s when, in the midst of the United Nations Decade for Women, the international women's movement was concerned that women specific programme strategies had not achieved significant results. The women who witnessed these trends began to look for alternative strategies to move women's issues out of the periphery and into the "mainstream" of development decision-making. At this time "mainstreaming" had a number of different meanings and use. For some it meant including women in development planning; for others, it implied ensuring that institutional budgets included significant resources for "women activities".

Today it is generally accepted that "gender mainstreaming" refers to a comprehensive strategy that involves both women-oriented programming as well as the integration of women/gender issues into overall existing programmes throughout the programme cycle; it is therefore a process rather than a goal. Efforts to integrate gender into existing institutions of the mainstream have little value for their own sake; gender concerns are mainstreamed in order to achieve gender equality and to improve the relevance of development agendas.

In April 2003 Mbumba Development Services was jointly contracted by the Water Research Commission and the Department of Water Affairs to carry out a Situational Assessment of Gender Mainstreaming within the Water Resources Management sector within South Africa.

Aim and Objectives

The study's ultimate aim is, firstly, to assist in the process of identifying key issues that hinder gender mainstreaming in the water resource and water services sectors in South Africa, and secondly, to propose recommendations to effectively deal with these issues.

Gender Mainstreaming as used in this study may be defined as:

> ... the process of assessing the implications for women and men of any planned action, including legislation policies or programs, in all areas at all levels. It is a strategy for making women's, as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated.
>
> (World Water Vision, Maharaja et al: 1999).

A mainstreaming strategy should concentrate on meeting both the practical and strategic needs of women and men, and would ensure the integration of gender equality concerns into the analysis and formulation of all policies, programmes and projects. In addition, such as a strategy would ensure that initiatives are in place to enable women and men to formulate and express their views and participate in decision-making regarding all aspects of development. Mainstreaming means that projects should aim to transform women's lives by meeting their strategic needs, and they should not just reinforce women's traditional roles as unpaid community managers.

Strategic gender needs change existing power relations between women and men in order to achieve greater equality and may include raising women's status, altering established gender roles, increasing freedom of choice and improving access to and control over resources. A failure to acknowledge differences in gender roles and power relations can reinforce a bias towards male needs and priorities.

Practical gender needs facilitate existing gender roles. They enable women to do their work better by overcoming practical problems. These may include time-saving technologies etc.

The project proposal as submitted to the WRC and DWAF outlined the following **objectives**:

❑ To provide an up-to-date Situational Analysis of participation of women in decision making with special reference to key water institutions in South Africa, including

❑ Make recommendations for action that is required to promote Gender Mainstreaming in the Water Resource Management and Water Services Sector

In achieving these objectives, the following **key questions** were addressed:

- To what extent are gender issues incorporated into project planning and implementation?

- What steps are being taken within the different institutions to increase the representation of women at decision making levels?

- What are the barriers and constraints to effective participation of women at the decision making levels within these water institutions?

- What steps have been taken by the different institutions to create an enabling environment for gender mainstreaming within water institutions?

Methodology

The study was designed to consider gender mainstreaming in key institutions within South Africa as a whole, including:

- The Department of Water Affairs & Forestry

- District Municipalities

- Water Boards

- Water User Associations

- Research Institutions

- Education and Training Institutions

- Local Water Committees

The study was specifically conceived to consider gender mainstreaming in key institutions *within South Africa as a whole*. This includes institutions ranging from the national office of DWAF, through to District and Local government, and all the way down to water committees at village community level. However, given the limited time and budget, choices had to be made as to which institutions and provinces would be targeted for inclusion in the study. In deciding, the following criteria were considered:

- Geographic location

- Geographic distribution

- Urban / rural

- District Municipality size

- Logistics and costs of carrying out face-to-face interviews

- Level of activity of the specific institution within the water sector

Having considered the above criteria, the following was selected as a representative sample of the targeted institutions:

❑ DWAF National Office

❑ DWAF Provincial Offices: Kwa-Zulu Natal, Limpopo, Mpumalanga, Eastern Cape, Northern Cape, Western Cape

❑ Water Boards: Umgeni, Bushbuckridge, Rand, Amatola, Magalies, Namakwa, Overberg

❑ District Municipalities: Ilembe, Capricorn, Ehlanezi, Chris Hani, Ukhahlamba, Amatole, West Coast, Diamantveld

❑ NGOs / Parastatals: South African Local Government Association (SALGA), Association for Water & Rural Development (AWARD), The Mvula Trust, Rural Support Services (RSS), Working for Water

❑ Research Institutions: Water Research Commission (WRC), Council for Scientific & Industrial Research (CSIR)

❑ Education & Training Institutions: National Community Water (NCWSTI), University of Cape Town (UCT)

❑ Water User Associations: Central Breede River, Kat River Valley, Kalahari West, Vaalharts, Kalkfontein, Impala

❑ Village Water Committees: Mhlungulu Water Committee (Chris Hani DM), Masingata Water Committee (Amatole DM)

However, it should be noted that, while the above constitutes the entire sample of targeted institutions, some of them did not respond at all to attempts by the research team to contact them, while others did not adequately complete the appropriate questionnaire.

In summary, the methodology followed included the following primary activities:

❑ The carrying out of an extensive literature survey in order to establish:

- Existing policy and legislation on gender and gender mainstreaming in the water sector
- International perspectives on gender mainstreaming in water resource management both internationally and locally
- Previous research on gender mainstreaming
- Lessons learned in mainstreaming gender in the water sector

- The preparation of questionnaires specifically designed for each institution type (as listed above)

- The administration of the questionnaires with the targeted sample of institutions – an administration which included face-to-face, telephonic and electronic (e-mail) interviews

- An analysis of the responses received to the questionnaires

- The conducting of a National Consultative Workshop

- Finally, a Project Report was prepared (included into which was the outcomes of the National Consultative Workshop)

Research Findings

The Research Findings are presented as follows:

- **Findings: Literature Review**

   The Literature Review revealed the following most pertinent international policy initiatives in so far as gender and gender mainstreaming is concerned:

   - UN Conference on Environment and Development Agenda 21 (1992)
   - Dublin International Conference on Water and Environment (1992)
   - Beijing Platform for Action (1995)
   - Convention for the Elimination of All forms of Discrimination Against women (CEDAW) (1997)
   - Ministerial Declaration of the Hague on Water Security in the 21st Century (2000)
   - Millennium Summit (2000)
   - World Summit on Sustainable Development Johannesburg (2002)
   - 3rd World Water Forum Kyoto (2003)

   The most relevant South African Policy and Legislative documents include the following:

   - Water Supply and Sanitation Policy White Paper (November 1994): Notes that "women play a fundamental role in the provision and maintenance of basic services" and that "any policy or project that does not ensure their full and active engagement at all levels is bound to meet with failure or only partial success" (p.31). The policy goes further to state that "all statutory bodies in the water sector, including Local Water Committees, shall be recommended to comprise a minimum of 30% women. This should apply at all levels, particularly in management, and should be instituted within 5 years" (p.31)

- White Paper on a National Water Policy for South Africa (April 1997): Dedicates an entire section to what it refers to as "Water and Gender" and emphasizes the importance of women's empowerment and meaningful participation in all levels of water management and provides empirical arguments to support this. It specifically notes the significance of women's voices being heard in water committees and in Catchment Management Agencies and that they are "represented at all levels and in all spheres of water management activities, in political, technical and managerial positions

- National Water Act No 36 of 1998: This Act specifically states that its purpose is to ensure that the nation's water resources are protected, used, developed, conserved, managed and controlled in ways which take into account amongst other factors "redressing the results of past racial and gender discrimination"; it further states that in order to achieve its purpose it is important to establish "suitable institutions and to ensure that they have appropriate community, racial and gender representation". Two such institutions which the Act focuses on are that of Catchment Management Agencies and Water User Associations and the Act provides some guidance on the establishment and governance of these bodies in so far as gender representation and participation is concerned

- The Strategic Framework for Water Services (September, 2003): The Framework includes the following two water services sector goals:
  - Water services must be provided in a gender sensitive manner and "take into account the different needs and responsibilities of women and men with regard to water services and sanitation" (p.5)
  - All water services providers are accountable, cost-effective, efficient and viable, and implement appropriate employment and gender equity policies

- Gender Policy of the Department of Water Affairs and Forestry (undated): DWAF has also developed a Gender Policy which outlines a framework for gender sensitive water management both within and outside of the Department. The policy commits the Department to building the capacity of women and commits both men and women to working out joint solutions to the problems of gender discrimination. It is guided by a number of principles related to the ending of discriminatory practices and redressing past imbalances.
  The policy also has a number of provisions related to internal gender matters, such as the requirement for affirmative action in the Department to "ensure that women in the Department are given the support, training and capacity building to fulfill their work requirements." It also states that there should be affirmative action to ensure gender equality in the staff employed in the department, and that attention should be given to the requirements of female staff who are still the primary care givers within the family (Schreiner et al: 2003).

Interrogation of international literature revealed various approaches to gender in terms of perspective and emphasis. However, there is a common thread throughout, which can be summarised as follows:

- Recognition must be given to the fact that women's work within the home and within the community has value
- Socially constructed structures that perpetuate political, social and economic inequality must be transformed
- Development processes that take women's needs and interests into account will increase their access to income, opportunities and income
- Both short-term practical gender needs and long-term strategic gender needs must be met

The World Bank, in their study *Engendering Development—Through Gender Equality in Rights, Resources, and Voice*, highlights and emphasizes the inextricable links between gender equality, development, public policy and growth and lists ten "lessons" which provides a useful framework for gender mainstreaming in the WRM sector – these are summarised below (World Bank: 1995):

Lesson 1	Gender is a central concern in water and sanitation
Lesson 2	Women's participation improves project performance
Lesson 3	Specific, simple mechanisms must be created to ensure women's involvement
Lesson 4	Attention to gender analysis needs should start as early as possible
Lesson 5	Gender analysis is integral to project identification and data collection
Lesson 6	A learning approach is more gender-responsive than a blueprint approach
Lesson 7	Projects are more effective when both women's and men's preferences about "hardware" are addressed
Lesson 8	Women and men promote project goals through both their traditional as well as non-traditional roles
Lesson 9	Women's groups and NGOs can be effective in involving women
Lesson 10	Gender-related indicators must be included when assessing project performance and impact

In so far as building capacity around gender issues within the water resources sector is concerned, the UNDP has developed a comprehensive guide which covers the following (UNDP 1999):

- Competencies required by water resource managers
- Competencies required by gender and water specialists
- Institutional strength to tackle gender and IWRM issues

Finally, in terms of findings of the literature review, the following **key challenges** were identified which should be considered when setting priorities, developing policies and implementing gender mainstreaming initiatives within the sector:

- Gender equity should be examined within the context that "... water should be treated as an economic, social and environmental good" (UNDP: 1999).
- Non-productive uses of water - usually the responsibility of women - should be included in any assessment of the relative economic values of water resources
- The equitable rights of all users to water resources must be recognised
- It cannot be taken for granted that women can always express their need for water resources in terms of demands.
- Steps must taken to ensure the equitable representation of women's needs and priorities.
- The policy and regulatory environment for WRM must support gender equality and provide special protection for women's uses of water
- Women within a community should not be assumed to be an homogenous group
- The adoption of participatory approaches may prove to have a higher cost for women than expected and may not necessarily result in the representation of women's interests.
- The costs to women of new WRM interventions may be alleviated somewhat if appropriate supports are made available to women.
- Issues of intra-household inequity need to be borne in mind when designing and implementing WRM projects.

❑ Findings: Organisational Information

Unfortunately, response to the research questionnaires was generally not as widespread as the research team would have preferred. The number that responded and provided information and data is as follows:

- 14 water institutions
- 1 research institution
- 1 educational and training institution
- 1 water user association

Understanding of Fundamental Concepts
Although there were individuals who displayed a good understanding of the fundamental concepts of 'gender', 'gender mainstreaming', and related issues, it was found that most presented a fairly poor grasp thereof. This applies across all institution types.

Organisational Policy
Of the fourteen water institutions interviewed, only six have a gender policy in place; of the rest of the institutions interviewed, only one reported having a complete gender policy in place.

In so far a the monitoring of gender policy is concerned, while there are notable exceptions, it was found that there is a general lack of dedicated human resources and capacity to implement gender mainstreaming.

Management Structure

Management within water institutions remains largely dominated by males: Looking specifically at the fourteen water institutions, only forty-two management positions are occupied by women (approximately 25%), versus one hundred and twenty three occupied by men.

Mainstreaming Gender within Organisations

Ten of the fourteen institutions indicated that their organisation has an Employment Equity (EE) Plan in place. The gender targets within these plans range from 30-50%. In addition, three of the ten noted that gender mainstreaming is an indicator in the assessment of staff within their organisations. These indicators are linked to the employment of women as set out in the EE Plan. Of those who responded, only one organisation has reached their gender targets. Two others indicated that they had reached their targets in some areas.

Barriers, Constraints to Effective Participation of Women

While many respondents indicated that they did not think that there are serious barriers and constraints to the effective participation of women in the sector – the most important cited by others includes:

- Lack of organisational policy
- Lack of political will[1]
- Domestic and societal gender roles and responsibilities
- Insufficient technically experienced women

❑ **Findings: Project Programme Issues**

Integration of Gender Analysis in Planning & Implementation

Of the fourteen water institutions interviewed, six considered that a gender analysis is integrated into their project planning and implementation process, while only three of these stated that they have the necessary organisational tools and resources in order to be able to conduct a gender analysis in project planning and implementation. Within the research institution interviewed, it is felt that the necessary integration is partially accounted for via the proposal framework which specifies certain targets for the inclusion of women in the capacity building aspects of the proposed project.

Roles in Water Projects

Six of the fourteen water institutions respondents indicated that they have trained personnel to facilitate gender analysis and strategies in project planning and implementation.

Links to Gender in Society

There was general consensus among the respondents from all of the institutions that the inclusion of women in water projects can result in a broad

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[1] It should be noted that this was a perception of respondents and is at odds with the National Legislative Framework. It should also be borne in mind that legislation does not always lead to implementation and that while there may be political will at a high level this does not necessarily mean that the same will exists at lower levels.

range of benefits. Similarly, however, many respondents indicated benefits from the inclusion of men which reveals obvious gender stereotypical attitudes of the respondents - attitudes which would need to be challenged and indeed changed, if serious commitment to gender mainstreaming is going to be achieved at project and programme implementation.

Indicators of Gender Integration at Project Level

Monitoring of the integration of gender at project level seems to be a general weakness across all of the institutions interviewed.

Conclusion

The research has clearly shown that within the water sector, many institutions have made rhetorical and paper commitments to the mainstreaming of gender, but that little of this has translated into tangible benefits for both women, and society in general and a gap still remains between policy and reality. Given South Africa's history, there appears to be a tendency to equate transformation only with race and within the interrelated forms of racial and gender discrimination. In addition, gender mainstreaming is often only understood in terms of Employment Equity plans and targets instead of transformation of structures, systems and institutional processes. Moreover, the indications are that government's commitments to gender equality goals – as, for example, reflected in the Beijing Platform for Action and the Millennium Development Goals - need focussed attention, emphasising the fact that commitment to gender equality in water resources management is a human rights issue and requires a holistic approach as well as accountability at international, national and local level.

A gender policy as part of an organisational framework is essential in shaping the strategy to develop action plans that address service delivery, gender M&E tools and indicators, as well as capacity building. The absence of a gender policy is therefore a crucial barrier that needs to be removed if the objectives of gender mainstreaming are to be met. The conclusion can also be made that there is insufficient capacity to develop, implement and monitor gender mainstreaming policy within the sector – this remains a priority for immediate attention / intervention.

Further, in order to achieve the transformation of water institutions, gender concerns need to be integrated into all organisational policies and procedures - it is only then that gender could become a part of the everyday functioning of both the organisational processes and the projects that are managed.

In terms of capacity of staff at project and programme levels, the study has revealed a serious lack of integration of gender at all stages of project management.

It is very important to note that the position of women in the water sector cannot be understood in isolation from the broader societal power relations between men and women and it is clear that societal gender stereotypes permeate water institutions and that any gender training or capacity building needs to address the attitudinal, organisational and technical components. The situation is similar at project level. Participation of women in generally meets the immediate and practical needs of

women, but does not necessarily shift the strategic needs and power relationships between men and women. The findings also show that within projects and programmes gender is often only addressed when pressure is applied by external sources (such as funders). The challenge remains to find and ensure interest and strategies in integrating gender both within water resource management as well as in the planning and technical implementation of projects.

A significant and cross-cutting conclusion that can be made from the findings is that in most cases no dedicated organisational person or structure is identified to drive gender mainstreaming – this reinforces the notion that gender mainstreaming is a 'women's issue' and not the responsibility of all management and staff within the organisation. In addition, there is a need for leadership from senior management in the process of gender transformation.

The capacity building of women within this sector is therefore a core issue that needs multi-pronged strategies to implement. From the research findings, the conclusion can be drawn that **little concrete work is currently being done to address gender mainstreaming at the level of professional training and in terms of the development of human resources to work in the sector.** It would therefore be important to review the training tools and resources and evaluate the processes as well as the institutional systems through which they are implemented. It should be noted, however, that there is a need to build the capacity of both men and women to work with gender mainstreaming within the sector.

There is thus a crucial need to develop a framework of gender competencies with the water sector and define clearly what the respective competencies are and at which organisational level they would be.

Finally, it is important to emphasise that barriers to women's equal participation in the water resources are a combination of internal as well as external gender attitudes, stereotypes, practices and discrimination. In order to remove these barriers a gender analysis is required which will lead to an understanding as to who makes decisions within institutions, what these decisions are, what structures constrain women's participation, and ultimately, what capacity exits to facilitate the transformation of gender inequalities. Gender mainstreaming within water resources management therefore needs to be accompanied by transformation both within other development sectors as well as within society as a whole.

Recommendations

The primary recommendations to emerge from the study include the following:

❑ **Policy**

- Gender policies should be developed / revised within all water institutions

- Gender mainstreaming should be part of DWAF's Annual Report to the Auditor General and should form part of all managers' Performance Assessment

- Gender mainstreaming strategies should be included in gender policies in order to ensure that the "how" of implementation is clear. A possible useful option in this regard would be the development of a "How to Mainstream Gender within the Water Sector" manual

- Both strategic and practical gender needs should be addressed by all water institutions

- Implementation and impact of gender policies must be monitored on an ongoing basis; baseline data also needs to be collected before policies are implemented

- Sufficient financial and other resources should be allocated specifically for the development and implementation of gender policies and gender mainstreaming strategies

- The process of gender budgeting should be used as a tool to facilitate gender mainstreaming in water resources management

- There should be broad political leadership and commitment to gender that encompasses both the water resources management sector and related sectors

- Gender mainstreaming should be driven by senior managers who should be held accountable for its implementation through performance agreements; it should not be assumed that "someone" is responsible

- Structures responsible for gender mainstreaming should be set up within organisations

- CMAs and WUAs should incorporate gender mainstreaming into all their organisational systems and programmes

- Research institutions should develop policies that actively work towards increasing the number of female researchers in the sector

- Employment Equity Plans need to address both race and gender as inter-related forms of discrimination

- Employment and recruitment policies need to be gender sensitive and make allowances for women who might have entered the work arena later in life. This would cover issues such as the current (in many cases) requirement of a minimum of 10 years work experience

- Succession planning specifically for women should be introduced into organisational policies

- Mechanisms should be developed to ensure that women participate at decision making levels

- Strategic partnerships need to be established with key stakeholders such as the Office of the Status of Women, Commission of Gender Equality and appropriate organisations within civil society

- The Portfolio Committees on the Quality of Life and Status of Women and Water Affairs and Forestry to be used as a vehicle for promoting Gender Mainstreaming.

- The South African annual "Water Week" should have "*Women*" as the theme one year

- "Gender" within DWAF should be elevated to a separate programme with its own Director and staff

- The legislative and regulatory framework needs to be developed to include mechanisms for monitoring and evaluating gender mainstreaming in the water sector as a whole

❏ **Capacity Building and Training**

- More opportunities must be created for women to study in technical fields related to the water sector. This should be a focused initiative with appropriate KPIs

- More industry wide bursary schemes and learnerships for women need to be established for those wishing to enter the water resources management sector

- In the technical field women should be empowered through transfer of skills, information sharing, and mentorship. In order to operationalise this, incentive schemes with performance indicators need to be developed to encourage men to transfer skills

- The awareness and capacity of senior decision makers (both men and women) in relation to gender should be built. This would ensure "buy-in" and commitment to the importance of gender mainstreaming as a strategy to achieve development goals

- Organisational structures should be established to facilitate and co-ordinate gender mainstreaming

- Gender training should be provided for staff at all levels and the effective implementation of gender policies should be included as an indicator when assessing staff performance.

- Gender training and awareness within civil society should be an integral part of all projects; the long term nature of such an initiative must be acknowledged.

- Training in gender mainstreaming should be provided for technical staff responsible for implementing projects.

❑ Further Research

- Relevant KPIs for the M&E of gender equity in the water resource management and water services sector should be drafted

- A framework should be developed as a tool for the implementation of a gender mainstreaming strategy

- Tools for gender analysis in the sector should be developed / adapted and evaluated

- A Resource Data Base of gender and gender mainstreaming materials and literature needs to be established

- Development and piloting of tools and strategies to enable the active participation of women in water resources management

- Analysis of the equitable (men and women) wage share in water resources management institutions.

TABLE OF CONTENTS

APPENDICES

ACRONYMS

CEDAW	Convention for the Elimination of All forms of Discrimination Against Women
CIDA	Canadian International Development Agency
DAWN	Development Alternatives with Women in the New Era
DFID	Department for International Development (United Kingdom)
DWAF	Department of Water Affairs & Forestry
EE	Employment Equity
GAD	Gender and Development
GEMSA	Gender Mainstreaming in South Africa
GFP	Gender Focal Point
GWA	Gender and Water Alliance
IRC	International Water and Sanitation Centre
KPI	Key Performance Indicator
INSTRAW	United Nations International Research & Training Institute for the Advancement of Women
IWRM	Integrated Water Resources Management
NCWSTI	National Community Water and Sanitation Training Institute
MDG	Millennium Development Goals
M&E	Monitoring & Evaluation
NGO	Non-Governmental Organisation
OSW	Office of the Status of Women (South Africa)
SIDA	Swedish International Development Cooperation Agency
UNDAW	United Nations Division for the Advancement of Women
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific & Cultural Organisation
UNIFEM	United Nations Development Fund for Women
WAD	Women and Development
WID	Women in Development
WRC	Water Research Commission
WSSC	Water Supply and Sanitation Collaborative Council
WSSD	World Summit on Sustainable Development
WRM	Water Resources Management
WUA	Water User Association

1. Introduction

Both the Millennium Development Summit (2000) and the World Summit on Sustainable Development (WSSD) 2002 emphasised the fact that gender equality and the empowerment of women are essential to the eradication of poverty in all societies throughout the world.

More specifically, within the water resources management sector, the Dublin-Rio principles - as adopted in 1992 - recognise the central role that women play in the provision, management and safeguarding of water and other natural resources.

However, since the adoption of the Dublin-Rio principles, progress towards gender mainstreaming has generally been very slow throughout the world. Within South Africa, a number of progressive policies and laws have been enacted since 1994, which reinforce the drive towards social transformation and the ending of all forms of discrimination. However, despite the recognition that addressing gender inequalities is central to development, these laws and policies have in many cases not been translated into action on the ground. Nonetheless, the commitment of the South African government to gender equity remains and is reflected in the following excerpt from the inauguration speech made by Thabo Mbeki, the President of South Africa:

> *As we engaged in struggle to end racist domination, we also said that*
> *we could not speak of genuine liberation without integrating within*
> *that, the emancipation of women* (Thabo Mbeki: 2004).

The term "mainstreaming" emerged in the early 1980s when, in the midst of the United Nations Decade for Women, the international women's movement was concerned that the women specific programme strategies had not achieved significant results. Women units and national machineries established during this period had too often been understaffed and marginalized from real decision making and policy formulation within UN entities and governments. Furthermore, the little resources that were earmarked for "women targeted" projects resulted in small, side-lined activities that reinforced the marginalization of women in development processes. The women who witnessed these trends began to look for alternative strategies to move women's issues out of the periphery and into the "mainstream" of development decision-making. At this time "mainstreaming" had a number of different meanings and use. For some it meant including women in development planning; for others, it implied ensuring that institutional budgets included significant resources for "women activities". Around such various understandings of "mainstreaming" there were intense debates about the advantages and disadvantages of "women targeted activities" versus integrated programming for and with women.

Today it is generally accepted that "gender mainstreaming" refers to a comprehensive strategy that involves both women-oriented programming as well as the integration of women/gender issues into overall existing programmes throughout the programme cycle; it is therefore a process rather than a goal. Efforts to integrate gender into existing institutions of the mainstream have little value for their own sake; gender concerns are mainstreamed in order to achieve gender equality and to improve the relevance of development agendas.

This report presents a Situational Analysis of gender mainstreaming within the Water Sector in South Africa and endeavours to show why gender is important by bringing a number of key issues and challenges to the fore.

2. Terms of Reference

2.1 Scope of Work

This study provides a Situation Analysis Report on the level of women participation in decision making within water resource management and water services institutions across South Africa, including:

- The Department of Water Affairs & Forestry – at both national and provincial levels

- District Municipalities

- Water Boards

- Water User Associations

- Research Institutions

- Education and Training Institutions

- Local Water Committees

The study is not exhaustive – neither in its scope, nor in its recommendations. Several other studies have already been carried out to investigate gender equity in the water sector, and in interrogating the gender inclusiveness of the above institutions, this project builds on these studies, as well as on existing documents and publications. The contribution of this specific research is that it provides an analysis of the current situation in South Africa with respect to gender mainstreaming in water resource management in particular, and the water sector in general.

The ultimate aim of the study is firstly, to assist in the process of identifying key issues that hinder gender mainstreaming in the water resource and water services sectors in South Africa, and secondly, to propose recommendations to effectively deal with these issues. In the process of achieving these aims, pertinent research gaps were to be identified.

The following key questions were addressed:

- To what extent are gender issues incorporated into project planning and implementation?

- What steps are being taken within the different institutions to increase the representation of women at decision making levels?

- What are the barriers and constraints to effective participation of women at the decision making levels within these water institutions?

- What steps have been taken by the different institutions to create an enabling environment for gender mainstreaming within water institutions?

2.2 Objectives

The project proposal articulates the following objectives:

- To provide an up-to-date Situational Analysis of participation of women in decision making with special reference to key water institutions in South Africa, including

- Based on the findings of the Situational Analysis, make recommendations for action that is required to promote Gender Mainstreaming in the Water Resource Management and Water Services Sector

3. Study Sample

The study was specifically conceived to consider gender mainstreaming in key institutions *within South Africa as a whole*. This - as was noted above - included institutions ranging from the national office of DWAF, through to District and Local government, and all the way down to water committees at village community level. However, given the limited time and budget, choices had to be made as to which institutions and provinces would be targeted for inclusion in the study. In deciding, the following criteria were considered:

- Geographic location

- Geographic distribution

- Urban / rural

- District Municipality size

- Logistics and costs of carrying out face-to-face interviews

- Level of activity of the specific institution within the water resource management sector

Having considered the above criteria, the following institutions and provinces were thus decided upon as being those which would be targeted for interviewing. However, it should be noted that, while this list constitutes the entire sample of targeted institutions, as is made clear in Sections 6 and 7 below, some of them did not respond at all to attempts by the research team to contact them, while others did not adequately complete the appropriate questionnaire.

No.	ORGANISATION	INTERVIEW METHOD
1.	DWAF NATIONAL	Face-to-face
2.	DWAF REGIONAL	
2.1	Kwa-Zulu Natal	Face-to-face
2.2	Limpopo	Face-to-face
2.3	Mpumalanga	Telephonic / Electronic
2.4	Eastern Cape	Face-to-face
2.5	Northern Cape	Telephonic
2.6	Western Cape	Telephonic
3.	WATER BOARDS	
3.1	Umgeni	Face-to-face
3.2	Bushbuckridge	Electronic
3.3	Rand	Electronic
3.4	Amatola	Face-to-face

3.5	Magalies Water		Electronic
3.6	Namakwa Water Board		Electronic
3.7	Overberg Water		Telephonic
4.	**DISTRICT MUNICIPALITIES**		
4.1	Kwa-Zulu Natal: Ilembe DM		Face-to-face
4.2	Limpopo: Capricorn DM		Electronic
4.3	Mpumalanga: Ehlanezi DM		Electronic
4.4	**Eastern Cape**		
4.4.1	Chris Hani DM		Electronic
4.4.2	Ukhahlamba DM		Electronic
4.4.3	Amatole DM		Face-to-face
4.5	Western Cape: West Coast DM		Telephonic
4.6	Northern Cape: Diamantveld DM		Electronic
5.	**NGOS / PARASTATALS**		
5.1	South African Local Government Association (SALGA)		Electronic
5.2	Association for Water & Rural Development (AWARD)		Electronic
5.3	The Mvula Trust		Electronic
5.4	Rural Support Services (RSS)		Face-to-face
5.5	Working for Water		Electronic
6.	**RESEARCH INSTITUTIONS**		
6.1	Water Research Commission (WRC)		Face-to-face
6.2	Council for Scientific & Industrial Research (CSIR)		Electronic
7.	**EDUCATION & TRAINING INSTITUTIONS**		
7.1	National Community Water (NCWSTI)		Electronic
7.2	University of Cape Town (UCT)		Electronic
8.	**WATER USER ASSOCIATIONS**		
8.1	Central Breede River		Electronic
8.2	Kat River Valley		Electronic
8.3	Kalahari West		Telephonic
8.4	Vaalharts		Telephonic
8.5	Kalkfontein		Electronic
8.6	Impala		Electronic
9.	**VILLAGE WATER COMMITTEES**		
9.1	Mhlungulu Water Committee (Chris Hani District Municipality)		Face-to-face
9.2	Masingata Water Committee (Amatole District Municipality)		Face-to-face

It is important to note that while this research is intended to analyse the situation within water sector institutions in South Africa, time and budgetary constraints dictated that only a **sample** of institutions and provinces were included in the research process.

4. Study Methodology

4.1 Literature Review

A comprehensive literature review was carried out in order to establish the following (the complete list of documents referenced is included in the Bibliography – see Section 10):

- Policy and legislation on gender and gender mainstreaming in the WRM and water services sector

- International perspectives on gender mainstreaming in water resource management, both internationally and locally

- Previous research on gender mainstreaming

- Lessons learned in mainstreaming gender in the water sector

4.2 Questionnaire Development

The research team developed the following five questionnaires as tools for data collection:

- Water Resources Institutions

- Research Institutions

- Training Institutions

- Water User Associations

- Village Water Committees

4.3 Administration of Questionnaires

Questionnaires were administered in the following way:

- Electronically

- Telephonically

- Face-to-Face

In addition questionnaires were followed-up several times via the telephone and electronically.

4.4 Data Analysis

Data from the various questionnaires was entered onto an MS Excel spreadsheet and an analysis of the findings was conducted.

4.5 Consultative Workshop

A consultative workshop was held on the 13th of May 2004 at the offices of the WRC. The purpose of the workshop was to present the draft report and its recommendations, and to develop a collective plan for action.

Unfortunately, due to poor attendance by key stakeholders, the objectives of the workshop were not fully achieved. Key stakeholders who did not attend include District Municipalities, SALGA, Water User Associations and DWAF national and regional offices. This poor attendance is of great concern to the research team and reinforces the findings of the research viz. gender mainstreaming is not seen as a priority within water organisations.

A list of the invited participants as well as those who actually attended the workshop is attached as Appendix C.

The contributions from the group work activity have been documented and are attached as Appendix D.

4.6 Problems / Constraints

Problems and constraints experienced during the conducting of this research include the following:

- Many organisations did not make the time to participate in the process, despite numerous attempts on the part of the research team to facilitate their participation

- Gender and gender mainstreaming do not appear to be a priority within many of the institutions contacted

- Limited sample size in certain institution types (e.g. Education and Training institutions) could potentially limit the credibility of some of the findings

- Some difficulty was experienced in trying to balance the research focus between both water resources management and water services. It should be noted that only minor emphasis was placed on interviewing water committees as the main focus of the research was intended to be on water resource management institutions and the researchers were made to understand that similar research has previously been conducted with village water committees. For this

reason, only two water committees in the Eastern Cape were surveyed.

- Many of the respondents within specific institutions were themselves too ignorant on fundamental women and gender issues in order to be able to provide informed responses to issues raised

- Organisations do not have specifically designated gender representatives

- The research process highlighted the lack of conceptual knowledge of gender issues as well as documentation thereof

- In trying to assess gender representation in management (in terms of decision making), the research team did not find any standard definition of management within many of the organisations contacted and most were unable to specify at what level decisions are actually made

- Budget constraints necessitated that not all interviews could be conducted face-to-face

5. Findings: Literature Review

5.1 Definitions

The following definitions emerged from the literature review and are considered appropriate for the purposes of this report.

Integrated Water Resources Management:
"Integrated water resources management means management of water resources as regards their development, use and protection and considering all sectors and institutions which use and affect water resources" (Nordic Freshwater Initiative, 1992).

Gender: Gender refers to the socially constructed roles and responsibilities of men and women and the relationship between them. Gender does not simply refer to women or men, but to the way their qualities, behaviours and identities are determined through the process of socialisation. These roles and expectations are learned, changeable over time, and variable within and between cultures. Gender roles are distinguished from sex roles, which are biologically determined. Gender analysis has increasingly revealed how women's subordination is socially constructed and therefore able to change, as opposed to being biologically predetermined and therefore static (CIDA: 1999).

Gender Mainstreaming: In the interest of a comprehensive understanding of the term, the following two definitions are used:

- *"Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation policies or programs, in all areas at all levels. It is a strategy for making women's, as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated"* (World Water Vision, Maharaja et al: 1999).

- *"Taking account of gender concerns in all policy, programme, administrative and financial activities, and in organizational procedures, thereby contributing to a profound organizational transformation. Specifically bringing the outcome of socio-economic and policy analysis into all decision-making processes of the organization, and tracking the outcome. This includes both the core policy decisions of the organization and the small, everyday decisions of implementation* (UNDP: 2003).

A mainstreaming strategy should concentrate on meeting both the practical and strategic needs of women and men, and would ensure the integration of gender equality concerns into the analysis and formulation of all policies, programmes and projects. In addition, such as a strategy would ensure that initiatives are in place to enable women and men to formulate and express their views and participate in

decision-making regarding all aspects of development. Mainstreaming means that projects should aim to transform women's lives by meeting their strategic needs, and they should not just reinforce women's traditional roles as unpaid community managers.

Strategic gender needs change existing power relations between women and men in order to achieve greater equality and may include raising women's status, altering established gender roles, increasing freedom of choice and improving access to and control over resources. A failure to acknowledge differences in gender roles and power relations can reinforce a bias towards male needs and priorities.

Practical gender needs facilitate existing gender roles. They enable women to do their work better by overcoming practical problems. These may include time-saving technologies etc.

5.2 International Policy Framework

The following table includes some of the key international commitments to integrating gender:

Convention for the Elimination of All forms of Discrimination Against women (CEDAW) (1997)	Article 14(2) eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women.. h) to enjoy adequate living conditions, particular in relation to housing, sanitation, electricity and water supply, transport and communication
Beijing Platform for Action (1995)	Strategic objective K.2. Integrate gender concerns and perspectives in policies and programmes for sustainable development. Strategic objective K.3.Strengthen or establish mechanisms at the national, regional and international levels to assess the impact of development and environmental policies on women
UN Conference on Environment and Development (1992) Agenda 21	Ch 18: Protection of the quality and supply of freshwater resources: application of integrated approached to the development, management and use if water resources: 18.9...'full participation of women in water management 18.9..delegation of water resources management... necessitates ensuring that women participate equally in the training
Dublin International Conference on Water and Environment (1992)	Principle 3: Women play a central part in the provision, management and safe guarding of water. This pivotal role of women as providers and users of water has seldom been reflected in institutional arrangements for the development and management of water resources. Acceptance and implementation of this principle

	requires positive policies to address women's specific needs and to equip and empower women to participate at all levels in water resources programmes, including decision making and implementation, in ways defined by them.
Ministerial Declaration of the Hague on Water Security in the 21st Century (2000)	The main challenges are meeting the basic needs and to recognize that access to safe and sufficient water and sanitation are basic human needs... The Actions advocated here are based on integrated water resources management.. special attention should be made to the poor, to the roles, skills and needs of women...
Millennium Summit (2000)	Millennium Development Goal 1: Eradicate extreme poverty and hunger Millennium Development Goal 3: Promote gender equality and empower women Millennium Development Goal 5: Improve maternal health Millennium Development Goal 7: Ensure environmental sustainability
World Summit on Sustainable Development Johannesburg (2002)	Principle 18: We are committed to ensure that women's empowerment and the emancipation and gender equality are integrated in all the activities encompassed with Agenda 21, the Millennium Development Goals and the Plan of Implementation of the Summit II poverty eradication IV protecting and managing the natural resource base of economic and social development VI health and sustainable development VIII sustainable development of Africa
Third World Water Forum Kyoto Tokyo (2003)	**Government of The Netherlands** The government of The Netherlands has made a commitment to include women's water actions in their integrated water resources management activities. **Government of Sri Lanka** Establishment of a new unit in the Ministry of Irrigation & Water Management for mainstreaming gender. **UNDESA – United Nations Department of Economic and Social Affairs** UNDESA will incorporate a proposal on the second series of the Gender and Water Development Reports by the Gender and Water Alliance as part of the International Year of Freshwater 2003. UNDESA will incorporate gender into strategies for implementing the Millennium Development Goals in

water supply and sanitation, and be part of a new task force on Water and Gender within the Interagency Network on gender issues.

United Nations Development Programme

UNDP will be continuously updating the UNDP Resource Guide on Mainstreaming Gender into Water Management, in collaboration with the Gender and Water Alliance. UNDP will establish:

(a) specific targets for increased participation of women in CAPNET programmes and emphasis on gender perspective in learning materials and programmes of CAPNET participating institutions;

(b) special focus on support to strengthening of women's groups within the activities of the community water initiative; and

(c) highlight gender perspective in the strategy and work of the MDG water task force.

Building Partnerships for Development

The BPD plans to work together with the Gender and Water Alliance to develop a gender audit tool to be used specifically for analysing partnership situations. The audit tool will be tested initially in three-four partnership projects before being made available more generally.

Asian Development Bank

Setting up a mechanism for regular dialogue and collaboration between the ADB and the Gender and Water Alliance on mainstreaming gender into water resources and management policies, strategies and programmes, including that of disaster and flood management programmes. This partnership will be a collaboration on gender capacity building; developing good practices and facilitating country and regional dialogue.

Women for Water Initiative

The Netherlands Council of Women, the Business and Professional Women International, Women in Europe for a Common Future and NetWater are committed to building an International Women for Water Initiative. This Initiative will bring together existing women's coalitions for greater synergies to mainstream gender in integrated water resources

management.

The 3rd World Water Forum also made the following recommendations:

- Gender Responsive Budget Initiatives (GRBIs) should be introduced in the water sector, as these will enable governments, donors, multi-lateral agencies and civil society organizations to be accountable to their commitments to gender equity, poverty eradication, sustainable development and rights-based governance.

- An Inter-Ministerial Dialogue on Gender should be established. Such a Dialogue should be incorporated into the existing ministerial networks. This should be supported by regular contact between the public sector and civil society in order to have an on-going exchange on the progress made on the gender agenda in the context of integrated water resources management.

- Representation of women in the water sector should not only be based on the needs of equity, integration and sustainability, but simply be justified by the fact that women are half the world's population. Thus, women should be at least 50% of all bodies. This representation consists of two levels. One, at the institutional level; and secondly, at the civil society level where women voices should be given due respect and consideration.

- Local governments, utilities, and public sector unions should make a commitment to poor women by developing projects for the implementation of ecologically sustainable, equitable, and affordable water and sanitation services. Women themselves should define the priorities and be partners in implementation.

- A gender analysis and gender-sensitive indicators must be integrated in the implementation of the World Summit on Sustainable Development (WSSD) targets and the Millennium Development Goals

	(MDGs).
	• Locally appropriate, affordable, and sustainable technology taking into account a gender and environmentally sensitive approach is needed to realize the targets established for the WSSD and the MDGs.
	• Strategies designed to respond and mitigate the impacts of climate change must take into consideration differences based on gender, age, race, ethnicity, and economic status.
	• Greater follow-up action is needed to sustain the positive impacts of gender mainstreaming for both women and men. Qualitative indicators are required to monitor the process and the impacts.

5.3 South African Policy and Legislative Framework

There are a number of water sector policy and legislative documents in South Africa that make reference to gender issues and which provide an informing backdrop for the conducting of this research project.

Water Supply and Sanitation Policy White Paper (November 1994)
The Water Supply and Sanitation Policy White Paper notes that "women play a fundamental role in the provision and maintenance of basic services" and that "any policy or project that does not ensure their full and active engagement at all levels is bound to meet with failure or only partial success" (p.31). The policy goes further to state that "all statutory bodies in the water sector, including Local Water Committees, shall be recommended to comprise a minimum of 30% women. This should apply at all levels, particularly in management, and should be instituted within 5 years" (p.31).

White Paper on a National Water Policy for South Africa (April 1997)
The White Paper on a National Water Policy for South Africa dedicates an entire section to what it refers to as "Water and Gender" and emphasizes the importance of women's empowerment and meaningful participation in all levels of water management and provides empirical arguments to support this. It specifically notes the significance of women's voices being heard in water committees and in Catchment Management Agencies and that they are "represented at all levels and in all spheres of water management activities, in political, technical and managerial positions.

National Water Act No 36 of 1998
The National Water Act specifically states as its purpose to ensure that the nation's water resources are protected, used, developed, conserved, managed and controlled in ways which take into account amongst other factors "redressing the results of past

racial and gender discrimination"; it further states that in order to achieve its purpose it is important to establish "suitable institutions and to ensure that they have appropriate community, racial and gender representation". Two such institutions which the Act focuses on are that of Catchment Management Agencies and Water User Associations and the Act provides some guidance on the establishment and governance of these bodies in so far as gender representation and participation is concerned.

The Strategic Framework for Water Services (September, 2003)
The Strategic Framework for Water Services can be said to have replaced the 1994 White Paper on Water Supply and Sanitation. The Framework includes the following as goals of the water services sector and (p.5):

- Water services must be provided in a gender sensitive manner and "take into account the different needs and responsibilities of women and men with regard to water services and sanitation" (p.5)

- All water services providers are accountable, cost-effective, efficient and viable, and implement appropriate employment and gender equity policies

One of the key principles informing the institutional vision is that of Gender Mainstreaming through which it will be ensured that it is a "targeted effort to enable women to play a meaningful role at all levels in consultations, planning, decision-making, and in the operation and management of water services" (p. 10)

Gender Policy of the Department of Water Affairs and Forestry (undated)
The Department of Water Affairs and Forestry has also developed a Gender Policy which outlines a framework for gender sensitive water management both within and outside of the Department.

The document opens with the following statement:

> *The Minister and the Department of Water Affairs and Forestry, recognizing that gender discrimination is an historical and present fact, have committed themselves to the promotion of gender equality in the supply and management of water, sanitation and forestry. Therefore the provision of all services will conform to the principles of gender equality enshrined in the Constitution* (p.1).

The policy commits the Department to building the capacity of women and commits both men and women to working out joint solutions to the problems of gender discrimination. It is guided by a number of principles related to the ending of discriminatory practices and redressing past imbalances.

It further states that, in the provision of services and programs, the main goals of DWAF are to:

(i) identify all relevant gender issues, so that all projects and programs recognize and address issues of gender difference and inequality;

(ii) identify and take into account the different gender roles of women and men in a community affected by services and programs;

(iii) ensure equal participation and involvement of women and men in decision-making on all projects undertaken by the Department; and

(iv) put a priority focus on improving the material position and status of women who have borne and continue to bear the brunt of past inequities.

Specific objectives in the water supply and sanitation sector are to:

(i) provide various forms of in-house training on methods for recognizing and addressing gender issues within problem identification, planning, design, development, construction, maintenance and operations;

(ii) base all planning on gender disaggregated data;

(iii) establish a system to ensure that all consultants and contractors observe the Departmental principles and regulations concerning gender equality in the implementation of all work;

(iv) pay special attention to the needs of poor rural households, where the average distance to sources of water [and] sanitation ... are further than in urban areas;

(v) pay special attention, in all programs, to the needs of women who are among the poorest segment of the population or who are heads of household or single parents;

(vi) ensure adequate participation by women in the planning, operation and maintenance of service delivery systems at the local level;

(vii) provide technical training to both women and men of the community in order to enable their participation in project planning and implementation;

(viii) network with key stakeholders in civil society, trade unions and the private sector, in order to contribute towards the coordinated implementation of national gender policy." (Gender Policy, undated).

The policy also has a number of provisions related to internal gender matters, such as the requirement for affirmative action in the Department to "ensure that women in the Department are given the support, training and capacity building to fulfill their work requirements." It also states that there should be affirmative action to ensure gender equality in the staff employed in the department, and that attention should be given to the requirements of female staff who are still the primary care givers within the family (Schreiner et al: 2003).

In terms of female and male representation within DWAF, it is worth citing at length from Schreiner et al:

> Implementation of these new policies has led to tangible change in a department that was largely dominated by white male engineers. The changes have come in racial and gender representation, but also in terms of the skills and professional capacity of staff. Senior managers are now predominantly black. However, technical positions are still dominated by white men. In 1994, female representation in management was around 2 percent, by 1997 it was closer to 10 percent and by 2003 it is over 15 percent. During the period between 1994 and 1997 representation of female scientists grew from 35 percent to over 40 percent, with the biggest growth being black women scientists. Currently the Department has two female Deputy Directors-General out of four positions at this level. Further, the National Water Act provides for a National Water Advisory Council to give advice to the Minister on a wide range of matters. This Council must have a gender and race balance as well as community representation. Lastly, in 2002 the Minister of Water Affairs and Forestry instituted the Women in Water Awards to recognize women from the most senior political or managerial level, to the community level, who are contributing to effective water management in South Africa. However, as much as there are some women in senior positions, most of the decision-makers are still men.

> Some capacity building of staff has taken place, with attention being paid to matters such as rural development and poverty. Recent impetus has been given to establishing gender training in collaboration with the National Community Water and Sanitation Training Institute and international support of the Gender and Water Alliance. The project, which started in 2001, has concentrated on the development of advocacy and promotions materials, training, and awareness creation. This project is still in its early days, and clear impacts are not yet visible. It is, however, planned to intensify this project.

It is further worth noting that the guidelines for the establishment and operation of Water User Associations (WUAs) - which have been established as part of general institutional reform in the water management sector - make only passing reference to gender. The guidelines state that "the Act calls for representivity and facilitators must ensure that all interest groups are represented ...... gender issues must also be addressed, particularly as women are involved in agriculture in many areas." (DWAF: undated). The model Constitution that has been developed for WUAs makes no reference to gender at all, although DWAF is attempting to ensure that WUA management structures are representative of the demographics of their area in terms of race and gender.

5.4 Perspectives on Gender and Gender Mainstreaming

The following approaches have been developed internationally:

- Gender approaches in development have progressed considerably over the past years and have moved from the **welfare approach** of the 1950's and early 1960's where women were seen as uninvolved beneficiaries of development.

- **The Women in Development (WID)** approach was developed in the late 1960's. This approach looked at strategies to ensure the participation of women in the productive sector and in water and sanitation initiatives, but did not address the issues of women's socio-economic and cultural inequality.

- **The Women and Development (WAD)** approach was then developed and this approach contended that while women needed to be integrated into the mainstream of development, their circumstances would not change unless global economic structures were more equitable. Once again, this approach did not take women's reproductive and community roles into account.

- A third approach to gender is the **Gender and Development (GAD)** approach which argues that the gendered division of labour assigns women to inferior roles and that in order to analyse the situation of women, men must be part of the equation since they are part of the social construct of gender. The GAD approach links production to reproduction and maintains that in order to change socially constructed relationships that determine one's place in society, a concerted effort must be made by both men and women (McPherson: 1994). "The GAD approach has radically shifted the discourse of development towards mainstreaming. Mainstreaming is a useful state approach to dealing with gender inequality as it serves to deghettoise gender issues from their traditional status as women's issues. The complexity and enormity of the task of governance, taking place within a patriarchal paradigm, however, has often meant that in practice, gender issues were relegated to secondary status in relation to the core business of a particular department / ministry. The challenge of using mainstreaming as a gender redress strategy is that it can result in gender issues being over swamped by the core business of any one department / organisation" (Braam: 2001).

- More recently, the **Development Alternatives with Women in the New Era (DAWN)** approach was developed out of the experiences of community development work in the developing world. This approach argues that the nature of the development process into which women are integrated is not beneficial to them and that in order to fundamentally change the position of women, the structures and strategies that perpetuate subordination and inequalities must be challenged. DAWN highlights the fact that the work of women should become central in planning development projects and in policy making processes (McPherson: 1994). The gender and empowerment approach has attempted to transform existing gender relations through more equal control of resources and a more equal sharing of water-related work burdens (UNDP: 2003).

Although the various approaches to gender vary in terms of perspective and emphasis, there are a number of overriding viewpoints that can be outlined as follows:

- Recognition must be given to the fact that women's work within the home and within the community has value

- Socially constructed structures that perpetuate political, social and economic inequality must be transformed

- Development processes that take women's needs and interests into account will increase their access to income, opportunities and income

- Both short-term practical gender needs and long-term strategic gender needs must be met

5.5 The Need for a Gender Perspective & Gender Mainstreaming in WRM

A gender approach is seen to be essential to the development of effective, efficient and sustainable systems and strategies in the water resource sector.

According to the World Bank (2002) gender equality is an issue of development effectiveness, not just a matter of political correctness or kindness to women. New evidence demonstrates that when women and men are relatively equal, economies tend to grow faster, the poor move more quickly out of poverty, and the well-being of men, women, and children is enhanced. The document goes further to say that there is growing evidence that gender plays an important role in determining economic growth, poverty reduction, and development effectiveness.

Gender inequality retards economic growth and poverty reduction. This is a key conclusion of a recent World Bank Policy Research Report, *Engendering Development—Through Gender Equality in Rights, Resources, and Voice*, which considers the links among gender equality, development, and public policy. As this report makes clear, there is growing evidence that several aspects of gender relations, the gender-based division of labor, disparities between males and females in power and resources, and gender biases in rights and entitlements, act to undermine economic growth and reduce the well-being of men, women, and children. Gender-based divisions of labor and gender inequalities also contribute to poverty.

The linkages of gender to growth through human capital are pervasive and powerful. They involve both males and females, but women are typically at a disadvantage compared to men; hence the emphasis on improving women's rights, resources, and voice. Some of the most important links between gender and growth are through:

- Improved employment opportunities and higher incomes for women and their families. Educated, healthy women are more able to engage in productive activities, find formal sector employment, and earn higher incomes and greater returns to schooling than their counterparts who are uneducated or suffer from poor nutrition and health. Investments in female education and health therefore tend to increase the incomes of families, with benefits for men,

women, and children. These investments also help to increase a country's total economic output.

- The ability to adopt new technology and respond to economic change. Better educated women are more able to profit from new forms of technology and the opportunities presented by economic change than are less educated women. They are also better able to cope with economic shocks and downturns in economic cycles (World Bank: 2002).

In addition, the World Bank has listed a number of "lessons" which provides a useful framework in relation to gender mainstreaming in the WRM sector – these are listed below (World Bank:1995):

Lesson 1: Gender is a central concern in water and sanitation

Lesson 2: Women's participation improves project performance

Lesson 3: Specific, simple mechanisms must be created to ensure women's involvement

Lesson 4: Attention to gender analysis needs should start as early as possible

Lesson 5: Gender analysis is integral to project identification and data collection

Lesson 6: A learning approach is more gender-responsive than a blueprint approach

Lesson 7: Projects are more effective when both women's and men's preferences about "hardware" are addressed

Lesson 8: Women and men promote project goals through both their traditional as well as non-traditional roles

Lesson 9: Women's groups and NGOs can be effective in involving women

Lesson 10: Gender-related indicators must be included when assessing project performance and impact

DFID (1999) raises a number of instances within WRM where it is advocated that women and girls may require special attention, these instances are where:

- There is little situation/system specific information about the roles of women in water resource management and water use

- There is disparity in access to water resources and land between men and women

- There are changes occurring that affect gender equity in access, control and use of water for agricultural, fishing, and household needs

- Men are perceived as having the main responsibility for cash crops and these are being promoted as part of a water development scheme

- Irrigation and care of water management structures are seen as men's work and they receive the inputs, services and training associated with development

- Collecting and providing household water is seen as women's work and not a key part of the water resources development programme

- Water courses and ground water resources are polluted or declining and women are affected (e.g. time needed to find safe and adequate water for domestic needs)

- Women are a minority amongst land owners in command areas and catchments

- Engineering and land distribution proposals affect women's access and labour

- Women's roles as construction workers are not recognised or are undervalued

- Women are responsible for watering nurseries, home gardens and orchards

- Where turnover of management of the resource and water structures requires registration of users and owners

- Women are under-represented in irrigation management and user groups

- Most members of organisations, water bailiffs and community groups for water resource management are men and registration of names confers rights

- Charging and privatisation of water supply is being introduced

- Declining water quality and fluctuating supply add to women's workloads and erode well being

- Multi-agency involvement is required to develop water resources for community needs and agencies differ in their approaches and capacity to be gender sensitive and participatory

- There is potential conflict over water resources - especially where urban demand and upstream changes are significant, and resources cross national boundaries

- In-service and pre-service training and academic courses in key skills and knowledge of water and engineering have less female graduates than males

- There are few female professionals involved in water resource management and engineering (extension officers, researchers)

Gender mainstreaming and a gender perspective in the water sector are considered necessary for a number of reasons, including (UNDP: 2003):

- Research has shown that the involvement and active participation of both women and men in projects improves the likelihood of sustainability and that if gender differences and inequalities are not taken into account during projects, there is an increased possibility that the project will fail

- The need for the accurate analysis of the use of natural resources, where using a gender perspective can lead to increased environmental sustainability

- Reliable and accurate data analysis is not possible without an understanding of gender differences and inequalities. Women and men do not enjoy the same control over resources and often use water for different purposes. If planners are to make informed decisions they need to have access to disaggregated data covering issues such as: differentials between the work done by men and women; decision making powers of men and women; access to, and control over resources and differing roles and responsibilities related to the use of water. "Gender differences and inequalities mean that women and men experience changes in water availability, services or water policies differently. Thus an initiative should be studied for its differential impact on women and men to ensure that all implications are clearly understood and there are no unintended negative repercussions."

- If particular consideration is not given to gender perspectives in projects, gender inequalities and imbalances can be increased and reinforced and opportunities for engaging in new initiatives may be lost.

- Infrastructure will be more widely and optimally used by all user groups, this in turn will lead to improved efficiency of available funds and resources (Maharaja et al: 1999).

Various additional reasons for the need for gender equality in water resources management are posited in a SIDA commissioned study on the subject, *A Gender Perspective in the Water Resources Management Sector: Handbook for Mainstreaming* (undated).

According to this Handbook, those working in the sector need to guard against the assumption that because development processes are people centered, they necessarily have a gender perspective. Women are often seen as the main users of domestic water but their productive responsibilities are frequently ignored. There are also various gender differences affecting Water Resources Management that must be acknowledged if development initiatives are to be successful. These differences may be summarised as follows:

- The household responsibilities of women in relation to managing domestic water supplies often conflicts with productive needs. In addition, women and men in many instances have different responsibilities related to the productive use of water resources and therefore have different needs in terms of programming.

- Women and men may have different priorities for the development and management of water resources, and this is often related to the fact that women (particularly in rural areas), need to find ways of effectively dividing their time between domestic and productive responsibilities.

- There are often barriers to women's ability to participate meaningfully in community decision making processes. This may be due to cultural influences and/or to the fact that women may not have the self confidence or skills (specifically technical) to participate (Maharaja et al: 1999).

5.6 Mainstreaming Gender in WRM Programming

If gender equality is to be successfully mainstreamed into WRM programming there are two critical dimensions that must be addressed:

- The recognition of gender based differences and the identification of means to address these differences

- The identification of opportunities to address inequalities in access to and control over water resources.

The depth of analysis here is critical, and data collected must include different needs, priorities and capacities of men and women as well as be disaggregated in terms of gender. The capacities of women to participate must also be established, and this would include issues related to timing of meetings, agendas that are reflective of women's needs and interests and the conjunction of new systems to promote the participation of women with existing mechanisms to allocate scarce resources (SIDA: undated).

Employment equity measures for projects need to be put in place and these measures must include procedures for ensuring that women are given equal opportunities to work and are paid rates that are equal to those of men. Other issues that should be considered are links to other sectors in order to promote the movement of women into non-traditional occupations and the possibilities for women to be offered technical and supervisory positions and associated training.

Gender equality also needs to be mainstreamed at other levels, and questions should be asked as to whether research agendas and management practices reflect the priorities of both women and men and whether technical staff have the capacity to integrate gender considerations into the socio-economic aspects of research to be conducted.

Institutionally, there is a need to ensure that human resources and planning skills are strengthened at a national level in order to build both knowledge and capacity. Skills requirements for technical staff should include socio-economic and gender analysis and the rationale for supporting long-term, macro-level policy planning and implementation must be introduced and understood.

Training institutions that provide technical and administrative training should ensure that measures are put in place to ensure that there is an equitable representation of women in technical and managerial training and that long-term strategies are developed to promote women as high level technicians in the sector (SIDA: undated).

M&E of water sector programmes should include gender sensitive indicators in order to assess who has benefited, who has borne the costs and what has motivated various groups (UNDP: 2003). According to the CIDA Policy on Gender Equality (1999), gender equality results should be reported on and measured using both qualitative and quantitative indicators and information on progress in reducing gender inequalities should be reported on and analysed as an integral part of performance measurement.

5.7 Mainstreaming Gender in Water Resources Organisational Management

The CIDA Policy on Gender Equality (1999) notes that if gender equality is to be supported at a corporate level there needs to be an enabling environment which promotes gender equality, as well as sufficient resources and knowledgeable personnel. In addition, senior management should be committed to gender equality and must work within accountability frameworks which ensure that gender equality policies are implemented.

Institutional mechanisms

Institutional mechanisms are critical if gender mainstreaming is to happen. However, care must be taken to ensure that these structures are not marginalised, and especially that they are not regarded just as human resource, or internal issues; but extend to the policy making, planning and implementation arms of the institution. The responsibility for gender mainstreaming must be shared by all, and especially driven from the senior management level (Lowe Morna: 2001).

The tendency has been for gender units to be located in the human resource division within government departments and water sector institutions, where there are already transformation units. In the DWAF Gender Policy, the need for an internal and external focus is recognised in the proposed structure for the unit. But the unit is placed under the director of special programmes, under the chief director, human resources. This location is potentially problematic with regard to engaging and involving the policy, planning and implementation arms of the department. In addition to formal structures, informal structures are an important and useful mechanism (Lowe Morna: 2001).

Participation

There are several potential barriers to women's effective participation in institutions, and these include the following:

- **Where women are located within the institution:** This concerns both the vertical and the horizontal spread. Vertically, women are virtually absent from management positions and predominate in the secretarial and clerical positions. According to 1997 figures for DWAF women accounted for 8 percent of management (2 percent black, and six percent white). Horizontally, women tend to be concentrated in the human resource, rather than in the policy and planning divisions of institutions. This is the case in DWAF, although there has been some improvement. In 1997, black women accounted for 14 percent of scientists, compared to 1 percent in 1994. But black women have remained at less than one percent of engineers, while black men have increased from 1 to 7 percent and white women from 0 to 7 percent

- **Gender insensitive work environments:** Long, irregular hours; the absence of child care facilities, minimalist or non existent policies on maternity, sexual harassment- to name a few- contribute to gender insensitive work hours and inhibit women's effective participation.

- **Training and capacity building:** To the extent that women and especially black women have been historically disadvantaged through lack of training and on-the-job experience, training needs to be specifically targeted at overcoming this legacy. This is frequently not the case

Institutional transformation

There are a range of administrative measures that need to be taken to ensure that hiring and promotion policies do not discriminate against women directly or indirectly. In many instances the culture of the organisation needs to be changed or adapted to become supportive to both men and women.

Service delivery and societal transformation

This concerns the operational procedures that must be adopted to ensure that a gender perspective informs all stages of the service that the institution delivers. In the case of government departments, this involves each stage from policy formulation, to project design, to project implementation including the allocation of resources, to the monitoring and evaluation of the project (Lowe Morna: 2001).

In developing policies for gender mainstreaming within institutions it is crucial to guard against a merely quantitative numbers measure i.e. "making up the numbers" as required by policy or to simply add on women, youth, disabled etc. This often merely functions to reinforce gender as a marginalised concern and falls into the trap of setting percentages or targets for numbers of women without challenging or changing the systems that are part of the problem (Jacobs: 2004).

5.8   Building Competency for Gender Mainstreaming in the Water Sector

Ideally, the capacity to work with a gender analysis or perspective should be included as one of the core capacities to be developed in the consideration of all other water sector issues. This capacity to identify gender issues should be one of the basic capacities for both individuals and institutions. The objective is not to turn all water resources managers into 'gender experts'. Rather the focus should be on assisting professionals to understand how and why gender inequalities and differences affect success of programs; the implications for their responsibilities, tasks and areas of expertise; and where to go for assistance. In addition, there is a need to encourage specific expertise on gender issues.

The UNDP have developed a comprehensive guide to gender competency issues in water sector capacity building:

Competencies required by water resource managers include:
- Understanding **why** gender differences and inequalities are relevant in specific situations
    - Understanding the links between gender inequalities/differences and sustainability of water resources management initiatives
    - Understanding the importance of disaggregating groups such as 'the poor' or 'landless' and differentiating along gender lines (as well as class and ethnicity, as relevant)
    - Understanding the need for an approach that looks at overall social and economic context
    - Understanding the importance of a gender assessment before a project can be initiated
- Identifying **when** specific actions are required
    - Knowledge of fundamental entry points for the consideration of a gender equality perspective including:
      - Initial analysis
      - Stakeholder involvement/ participatory approaches
      - Evaluation
    - Knowing where to go to for additional support and expertise
    - Knowledge of existing tools, checklists, guidelines, videos, resource centres and other resources
    - Knowledge of national and international expertise to draw on (networks, consultants, academics, etc.)
    - Knowledge of existing legislation, policies and institutional frameworks
- Knowing **how** specific tools are applied
    - Knowledge of what tools are available and when they are most appropriate for any given situation

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Competencies required by gender and water specialists:
- Capacity to **apply** general frameworks in specific situations
    - Ability to work in specific situations and demonstrate how and why a gender perspective is both relevant and important
    - Ability to carry out a gender analysis within the scope of a specific initiative (including identifying what elements of a gender analysis are most

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> relevant, where to go for data/information, how to involve and encourage
> the participation of both women and men stakeholders, etc.)
> - o. Ability to work with participatory methodologies that ensure the
>   participation of both women and men in a meaningful fashion
> - o. Ability to integrate other perspectives with a gender approach, primarily
>   poverty and environmental perspectives
> - Capacity to **link** technological development to gender access
>   - o Ability to assess whether a technology can be used easily by different
>   gender groups
> - Capacity to **work with** technical specialists and make insights relevant to them
>   - o Ability to function in a multi-disciplinary team and to demonstrate to technical
>   specialists the relevance of a gender perspective in each specific situation
> - Capacity to **communicate** concepts and relevancy
>   - o Ability to act as an advocate for the inclusion of gender analysis as a
>   crosscutting theme
>   - o. Ability to make the rationale for the inclusion of a gender perspective concrete
>   and relevant for different audiences (policy makers, technical specialists, etc.)
> - Promotion of men as gender and water specialists
>   - o Just as women outsiders often find it easier to meet with women participants,
>   men have a role to play in working with other men
>   - o The analytical skills involved in ensuring that a gender perspective
>   is taken into account can be developed by men as well as women

(UNDP: 1999)

Institutional strength to tackle gender and IWRM issues

- **Understanding and commitment:** clarity about the relevance of gender issues
  in IWRM at both senior decision making levels and throughout the institution,
  and
  commitment to pursuing this perspective
  - o. Commitment to working with a gender perspective among the institution's
    leadership. How is this manifested? Are staff members provided with the
    resources to do this work?
  - o. Staff awareness of how and why gender issues are relevant to their area of
    expertise (compared to the situation where responsibility for gender issues
    rests with one sub programme or marginal unit).
  - o. Existence of a formal policy statement on gender issues within the
    organisation.
  - o. Within government institutions: consideration of the government commitments
    (relating to women and water resources) made in international fora such as
    UNCED, Beijing, Dublin, etc.
- **Structures and mechanisms:** to ensure that gender issues are raised in
  decision making process and monitored throughout implementation
  - o. Consideration of what a 'commitment to a gender-sensitive orientation' means
    for this particular institution. For example, a teaching institution could look at
    how gender issues are dealt with in its curriculum, in addition to supporting
    greater representation by female students.
  - o. How the organizational structures facilitate shared institutional responsibility
    for gender issues.

- o. If the institution has a policy commitment to gender issues, is there an action plan (complete with resources) to ensure that the policy is implemented?
- **Analytical planning and management skills:** to identify and respond to gender issues relevant to the institution's mandate
  - o. Staff at all levels should have awareness and/or skills to identify how and why gender dimensions are important and relevant to their work.
  - o. Is specific gender expertise available within the institution? Does the institution have access to this expertise through external contacts?
- **Information, data and research:** the availability of necessary inputs (such as women's and men's access and control over water, gender- differentiated water uses, differential participation in community-based organisations, etc) and sex-disaggregated data.
  - o Collection of sex-disaggregated data or documentation of case studies.
  - o Existence of information on how and why gender differences and inequalities are relevant in specific areas of work (land tenure issues, control over resources, division of labour in agricultural activities, differential use of water resources, unequal participation in decision-making positions throughout government structures, etc).
  - o For research institutes:
    - existence of research guidelines to support the adoption of a gender perspective throughout general research?
    - in addition to the integration of a gender perspective into all research initiatives, is there specific research on gender-related issues?
- **Participatory mechanisms:** through which women and equality advocates can participate in decision making about policies, institutional priorities, programmes and evaluations
  - o Linkages outside the organization including women's organizations with similar interests or international networks that bring a gender perspective to the institution's mandate.
  - o In working with participatory mechanisms, does the institution ensure that these mechanisms are well understood by other partners?

(UNDP:1999)

5.9 Key Challenges

There are a number of key challenges that need to be considered when setting priorities, developing policies and implementing gender mainstreaming initiatives within the water sector. These include:

- "... water should be treated as an economic, social and environmental good" (UNDP: 1999). Gender equity must therefore be examined within this context. It should be noted that there is an increasing emphasis on the commoditisation of water based on the principles of supply and demand (SIDA: undated), and the World Bank in particular, places social, economic and environmental concerns on a par. This approach has the potential for increased responsiveness of WRM to the interests of women, particularly in relation to the economic value of women's work in water collection and management (Green: 1994).

- Non-productive uses of water which are usually the responsibility of women, should be included into any assessment of the relative economic values of water resources for all uses

- The equitable rights of all users to water resources must be recognised, particularly where women often do not have the same capacity or ability as men to defend their rights to water resources.

- While the focus of demand-driven WRM is on the users who are responsible for management, development and protection of resources in their community, it cannot be taken for granted that women can always express their need for water resources in terms of demands. Special measures might therefore have to be taken in programme design to ensure that women's demands as water users are recognised as being equal to those of men

- If we are to use the approach that management of water resources should be at the lowest appropriate level it is critical that steps are taken to ensure the equitable representation of women's needs and priorities. This may require that special measures are put in place to ensure that women can participate fully in water management structures, bearing in mind that women have a myriad of other responsibilities and should not have excessive demands made on their time and labour

- Given that there is an increasing emphasis on the promotion of community based planning and management of water resources, it is important that the policy and regulatory environment for WRM supports gender equality and provides special protection for women's uses of water where necessary

- Women within a community cannot be assumed to be an homogenous group all having the same interests in relation to water resources, and classifications such as class and age can produce a wide variety of needs. Gender analyses therefore, need to be rigorous and rooted in the relationships of women with men, with the environment in general and with water resources in particular (SIDA: 1994).

- Potential weaknesses in operationalising the WRM approach in relation to women include the need to fully account for the time and money costs to women of new supplies and environmental protection measures. In this regard, the adoption of participatory approaches may prove to have a higher cost for women than expected. Moreover, for a variety of reasons, participatory approaches may not result in the representation of women's interests. The flawed assumption that participation automatically leads to empowerment arises from a failure to problematise the concept of participation from a gender perspective

- The costs to women of new WRM interventions may be alleviated somewhat if appropriate supports (e.g. credit) are made available to women. By extension, there is a need for a re-conceptualisation of women as water users for productive purposes and not simply as managers of domestic water supply (Bridge: 1994).

- As in other matters of policy, issues of intra-household inequity, especially in relation to control of resources and expenditure, need to be thought through. The household is not a .neutral medium through which development policies pursue specific outcomes (Haddad et al: 1992) and neither are gender interests generalisable (Levy: 1992).

6. Findings: Organisational Information

6.1 Water Institutions (including DWAF National and Regional, DMs, Water Boards, and NGOs)

Of the 41 water institutions that were contacted, approximately 30% responded and provided data for the situational analysis.

6.1.1 Understanding of Concepts: Gender & Gender Mainstreaming

The respondents generally indicated that the term gender means to be either 'male or female' i.e. that the biologically determined differences were equated with the societal and organisational differences. Some respondents describe the term 'gender' as being generally understood to equate to the term 'sex' i.e. referring to being male or female, without any reference to the differential social roles, responsibilities and inequalities attached to being either male or female.

A few respondents understood the term 'gender' to equate to 'women', for example 'bringing women to the fore' or getting women into previously male dominated areas of work.

Some respondents showed a good understanding of gender to 'refer to those characteristics of men and women that are socially determined, in contrast to those that are biologically determined'

There is thus very little evidence of an understanding of the concept of gender. This lack of understanding at an organisational level therefore has substantive implications for how it is integrated into water resource management and project implementation. It is also evident that conceptual analysis of equating 'gender' with 'women' is very problematic as it is not premised on the relationship between men and women and the very real economic and social power inequalities that exist between them.

Only three of respondent gave an answer to the question: "What do you understand by the term gender mainstreaming?" This lack of response is a finding in itself and appears to indicate a lack of understanding of the concept, purpose and the implementation of gender mainstreaming.

Those who did respond demonstrate a fair to good understanding of the concept of gender mainstreaming as is illustrated by the following quotes:

'It means the integration of gender issues in our work or lives. More like bringing gender awareness to the forefront of our work'

'It means taking account of gender equity concerns in all policy, programme, administrative and financial activities... thereby contributing to a profound organisational transformation'

'This is where management takes a decision to integrate or "mainstream" gender via the use of identified indicators and outputs and specific outcomes into each step of the planning cycle - also in every aspect of the work i.e. systems, finances, human resources etc.'

As highlighted in the findings the understanding of crucial concepts such as 'gender' and 'gender mainstreaming' are generally poor, which will impact on how projects are planned, implemented and monitored within organisations.

6.1.2 Organisational Policy

Six of the fourteen water institutions who responded, have an organisational gender policy in place i.e. 57% did not have a gender policy in place.

The range of reasons provided for not having a gender policy in place include the following:

- It is not a priority for the organisation (x 2)

- Organisation was small, but structural growth has now necessitated that it be addressed

- Historical background of the sector (mining) did not prioritise gender

- It is a component of Employment Equity or sexual harassment policies

- Engineering is a male dominated field, which did not see gender as a priority

- Affirmative action policy may be addressing gender in terms of balancing numbers, but does not address core assigning of roles

- No gender aware manager in place to deliver on this mandate

- No gender person driving it with the organisation

- Management are not committed to gender and development

The implications of this finding are that it is evident that gender is not prioritised, and it still remains largely a marginalised issue. The reasons provided illustrate that gender has not been seen as a priority both in terms of the sector content as well as the organisational development issues.

The research assessed the organisational position with respect to gender and policy development - responses include:

- Governance structures need to make things happen.

- Men are driving the organisations and have less of a sense of driving transformation

- Hesitant to draw up policy

- Organisational policies do not address the broader challenges of parents (women and men) in terms of flexitime and child care. See it as a good thing , but not crucial

- Will be developing one based on DWAF's and will specifically target certain departments

- Decision made that it will happen

- Organisation in the process of appointing an external service provider to assist staff in the development of policy

The reasons given are a cause for concern as they highlight some of the issues and challenges in terms of delivering on the mandate of 'engendering' water resource management.

The respondents indicate the date of the gender policy to be fairly recent, with three policies being developed between 1995-1999 and three policies being developed between 2000 and 2003.

The research process also assessed the situation with respect to the person responsible for policy implementation and monitoring and provided the following findings: Of those six respondents who had policies in place, the following responses were noted:

- No specific person

- Managers and all those who are involved in planning, implementation and monitoring of projects and programmes

- Everybody is responsible for implementation, but no one is responsible for monitoring the policy

- Supposed to be all the directorates within DWAF

- Gender representatives at the water schemes

The findings show that there is a general lack of dedicated human resources and capacity to implement and monitor the policy. This finding talks to the importance of ensuring that the institutional arrangements and resources match the commitments at a policy level. Without dedicated (and appropriately trained) human resources, gender policies will remain empty promises on paper without any real substance/impact.

Respondents were asked to describe the mechanisms that are in place for policy dissemination and ensuring awareness and implementation. These include:

- Workshops

- Copies kept in the library

- Established regional gender committee will be embarking on an awareness campaign

- Staff information sessions

- Intranet

- Gender mainstreaming action plan in place

- DWAF gender unit and gender working group

- Gender representatives at water schemes report directly to the Managing Director

The Situational Analysis also attempted to determine how the policy is used within the organisation; responses include the following:

- Not being used

- Used as a an employment equity tool by Human Resource Department

- Used as part of mentoring programme

- To address transformation issues

- To influence policies, strategies and to engender all other processes

- For setting targets to realign organisation

This finding indicates that the institutional capacity, structures and mechanisms with regard to gender policy and programmes need urgent attention. It points to the importance of developing and strengthening of capacity and systems to deal with gender both within the organisation as well as in the utilisation of a gender framework/perspective within programmes.

The Situational Analysis attempted to determine what challenges are faced by the organisation in effective implementation of the policy.

Respondents noted the following challenges:

- Broader societal issues of crime and violence against women prevent women from taking up certain positions (x 2)

- Certain areas/fields are more difficult in trying to achieve gender equity

- Historically organisations were essentially male and white, which impacted on the structure and systems

- Monitoring mechanisms and tools are not in place (x 2)

- Lack of awareness and understanding of the importance of gender

- Male dominated patriarchal traditions still prevail

- High turnover of managerial staff

- Gender is not recognised in job descriptions and performance agreements of senior managers

- DWAF Gender Policy not formally adopted by local government[2]

- No dedicated capacity (within DWAF) to drive implementation

- Lack of capacity within the DWAF Gender Working Group

The challenges indicate a complex web of external societal gender inequalities that permeate the internal organisational structures and mechanisms of water sector organisations. What is clear that the harsh reality of gender inequalities and gender-based violence impact directly on the willingness and ability of women to take up positions in this sector. In addition, the external status quo translates directly within organisations in that gender is not seen as central/mainstream to the functioning and success of the organisation and is therefore not matched with the appropriate resources.

The Situational Analysis tried to assess whether action plans and budgets for gender mainstreaming were in place. Of the fourteen respondents, three mentioned that an action plan and budget for gender mainstreaming was in place. However, the budgets were not specifically for gender mainstreaming, but for change management more generally. One respondent mentioned that they were in the process of budgeting for the appointment of an external service provider to assist with the process of gender policy and systems transformation

6.1.3 Management Structure

Respondents were asked to provide information with regard to the number of management positions held by men and women respectively. The table below lists the thirteen responses:

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[2] Verification by SALGA still required

Management Positions		
No. of women	No. of men	% Women
1	11	8
1	4	20
2	18	10
4	3	57
5	24	17
9	19	32
3	1	75
1	6	14
2	3	40
2	2	50
5	7	42
7	18	28
0	7	0

The number of women in management thus ranges from 0 to 75%, with an average of 30%, indicating that while some organisations are in the process of addressing gender employment equity issues, the majority of others clearly are not. The findings also show that in general there is largely an under representation of women in the sector. In addition, it is generally true to say that in the institutions that were surveyed, there are a majority of both women and black people in lower paid non-management positions. This is an issue of fundamental concern as it highlights the fact that often, lip service only is paid to gender in terms of employment equity.

6.1.4 Mainstreaming Gender within Organisations

Ten of the fourteen respondents indicated that their organisation has an Employment Equity (EE) Plan in place. The gender targets within the EE plans range from 30-50%. In addition, three of the ten noted that gender mainstreaming is an indicator in the assessment of staff within their organisations. These indicators are linked to the employment of women as set out in the EE Plan.

Of those who responded, only one organisation has reached their gender targets. Two others indicated that they had reached their targets in some areas, but not in the engineering department or in management.

Reasons given for not reaching gender targets include the following:

- Technical jobs attract males and few women apply

- Patriarchal society

- Historical context where water resource management is a technical (male) field

- Few women trained in the water sector

- Assumption that women cannot cope with highly specialised environment

- Historically the majority of staff are male

- Qualified women want to go to bigger provinces

- Historically disadvantaged individuals get first preference

The findings highlight the fact that broader societal gender inequalities and stereotypes impact directly on the internal gender composition of water resource institutions i.e. they do not exist in a vacuum and the external norms and values have a direct impact on what happens within the organisation.

Respondents noted the following implications of not reaching gender targets:

- Having a gender policy with targets is important. It will give the organisation a bad name if these are not in place

- Failure to adhere to the plan / policy will demotivate women

- Poor reflection on organisations which need to be shown to be pursuing transformation

- Organisations at local government level need to lead by example, and should not merely pay lip service

- Vicious cycle of not reaching targets will result in both legislative problems with the Department of Labour as well as reinforce gender stereotypes

- Organisation may be labelled as not practicing what they preach

The findings show that the majority of respondents are merely working towards gender targets because of external legislated prescription and not because of a genuine commitment to gender mainstreaming for its own sake. Moreover, there appears to be a perception that the non-pursuance of gender targets will be *seen* as not contributing to transformation of the country.

Five of the fourteen respondents mentioned that they have a strategy in place to build capacity on gender. These strategies were described as being comprised of various forms of training of staff on gender, as well as leadership programmes for women.

The findings show that there is not sufficient information on the nature of the capacity building and training of staff in implementing a gender perspective.

Unfortunately this Situational Analysis was not able to assess the impact of the training both within the organisation as well as within projects. There remains therefore a clear need to unpack exactly what the content of the gender training was and how this knowledge is utilised. An important question that should be explored is

what exactly the components and outcomes of gender training are and what is necessary?

What is evident in the findings of this Situational Analysis is that some institutions have made rhetorical and paper commitments to mainstreaming gender, but little evidence is shown of how this translates into tangible measures of structures, tools and indicators.

When asked whether responsibilities related to gender was mainstreamed into job descriptions of staff, two respondents indicated that it happened within their organisation and one respondent noted that it was only in specific cases.

Four of the fourteen respondents indicated that a specific position/s in their organisation addresses gender discrimination and that these were generally located within the human resource directorate or transformation officer/committee.

It is evident from the findings that the integration of skills and capacity to work with gender is not present in water institutions. This finding in itself is of substantive concern, as the capacity to work with issues of gender mainstreaming has been noted as a cross-cutting and fundamental capacity for individuals and organisations working in the sector.

6.1.5 Barriers, Constraints, Recommendations to the Effective Participation of Women

The following barriers to women's effective participation in decision-making were mentioned by respondents:

- Head office not proactive about recruiting and developing women

- Lack of policy

- Lack of political will[3]

- Women are socialised into believing they cannot do things

- High level positions are not attractive to women as they tend to increase existing home responsibilities

- Women themselves participate in reinforcing stereotypes

- Historical background of men in positions of power

- Domestic and societal gender roles and responsibilities

- Gender stereotypes of men as talkers and women as listeners

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[3] It should be noted that this was a perception of respondents and is at odds with the National Legislative Framework. It should also be borne in mind that legislation does not always lead to implementation and that while there may be political will at a high level this does not necessarily mean that the same will exists at lower levels.

- Staff forums to promote inclusion of women are not taken seriously

- Largely female at middle management level where no delegations reside

- More males in senior management positions where decisions are taken

- Insufficient technically experienced women

About half of the respondents also mentioned that they did not perceive any barriers or constraints to women within their organisation, and that all staff were given an equal opportunity to participate.

It is apparent in the findings that the barriers and constraints to women's participation are shaped by societal gender stereotypes and the power relations between men and women. It is also clear through the lack of policy, leadership and structures and systems that should be in place to promote women's participation within the organisation that many of the water institutions do not regard the issue of gender mainstreaming as a priority

Participants were asked for recommendations to improve the effective participation of women in decision-making. Recommendations given include:

- Policies need to be put in place and/or revised

- Implement and enforce gender policies

- Employment of women at management level

- Diversity training and awareness raising

- Address gender issues across organisation

- Women need to be organised and challenge traditional arrangements in both public/work and private places

- SETA needs to establish learnerships for women

- Career-pathing for women

- Mentorship for women, linked to performance management

- Develop strong female leadership with financial experience

- Training in leadership, democracy and the management of meetings, development of public speaking skills,

- Technical skill and competency in our field of work

- Management attitude that encourages women to participate at all levels

These recommendations provide useful insights and need to be integrated into a strategy that begins to address gender as a marginalised issue and promote it to the very centre of decisions within water institutions.

6.2 Research Institutions

Much difficulty was experienced in obtaining information from the research institutions that were contacted. Only one organisation provided useful information, this being the Water Research Commission, or WRC (the co-funder of this research project). However, given the fact that the WRC is one of the primary funders of research into the water sector, it is worth examining the information received in some detail.

The WRC has a gender policy in place which was recently implemented. The human resource manager has been identified as the main driver of this policy and the staff association and intranet are used as mechanisms to disseminate and ensure awareness of the policy. The policy is used when staff are employed, but some of the challenges of implementation are related to management's reluctance to change, having fixed gender positions and not making allowances for women who start their careers late in life. No action plan or budget is in place to implement the policy.

Women hold eight out of twenty-three (35%) management positions within the WRC. Mainstreaming of gender is not a component of the assessment of staff performance. The WRC has an employment equity plan in place in which the gender targets have been met. However, there are a low number of women in technical positions, which has legal implications in terms of not meeting specified gender targets.

There is no strategy in place to build the capacity of staff to mainstream issues of gender and there are no dedicated human resources to ensure the inclusion of gender in programme design. It is noted that this is integrated into the job descriptions of all staff. The responsibility for gender mainstreaming within WRC is located within the human resource department as noted above.

Barriers and constraints to the effective participation of women (in decision-making) in the WRC related to the fact that there are so few women currently occupying senior management positions, for example the CEO is the only woman on the Executive Committee. Therefore, the respondent recommended that more women are employed within senior management

6.3 Education and Training Institutions

As was the case with Research Institutions, great difficulty was experienced in obtaining information from the Education and Training Institutions contacted. The University of Cape Town (UCT) queried whether they were the appropriate organisation to participate in the study as they do not have a single gender policy but that "aspects of gender equity [have been] incorporated into other policies". UCT

further commented that they have not "considered water management in relation to gender" and that their participation may therefore be "premature".

The findings in the following section therefore reflect the situation of only one institution.

6.3.1 Understanding of Concepts

The respondents generally, had a very good understanding of the concepts of 'gender' and 'gender mainstreaming', as they conduct gender training as part of their work.

The gender policy of the institution is not clearly defined and the human resource person is in the process of developing a gender policy for the organisation. Within the institution women hold one out of three management positions and with the rest of the staff men hold the senior training positions and women are working within administrative positions. Gender is not currently included within staff assessment, but this would be specified in the process of developing the gender policy noted above. The organisation does not have an employment equity plan in place and the respondents noted that no platform exists for raising related issues. The organisation is planning to have a gender awareness raising session with staff members. The organisation does however, have a newly appointed person to address gender mainstreaming, it will be the responsibility of this person to design training to achieve gender targets.

Barriers and constraints to the effective participation of women within the organisation are as follows:

- Few women in senior management and decision making positions

- Management are aware of need to mainstream but some appear to be resistant

Recommendations to change this include; management recognising that people are leaving the organisation because gender issues are not addressed and that the awareness of gender transformation needs to be translated into organisational policies and procedures. [4]

6.4 Water User Associations

Although six Water User Associations (WUAs) were contacted, only one responded to the questionnaire. It should be noted that WUAs have been formed out of the old Irrigation Boards which were historically dominated by male farmers. The WUAs are largely still untransformed.

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[4] It should be noted that the respondents to the questionnaire do not hold management positions within the organisation

The Water User Association noted that their purpose was the provision of water for domestic stock and their main objective is to provide a constant and economic water supply. The findings show that the respondent has a very poor understanding of the concepts of gender and gender mainstreaming and their relevance to the association.

The association's constitution does not make reference to either gender or gender mainstreaming

In terms of the management structure, one man and one woman hold a position each. Barriers and constraints to effective and equal participation of women in the decision making process in project planning and implementation were described as women not being active at an advisory level as well a lack of women at a technical level and not wanting to take up positions in which they feel unsafe.

6.5 Village Water Committees

6.5.1 Understanding of the Concepts: Gender and Gender Mainstreaming

Four out of five respondents viewed gender as "a distinction between male and female". The female respondents took ownership of the term gender as specifically referring to women. Their understanding of the term gender was pragmatic in that it seemingly encapsulates the role they played in the project and how it "newly defined" the role of women in the village through their involvement in the water project.

Gender mainstreaming, on the other hand, is understood better by the respondents who took part in one of the water projects. They define gender mainstreaming as a "fair representation of groups of men and women in a project, as women were left out in the past". Their understanding contradicts that of the second project where none of the respondents knew what gender mainstreaming was. They only seemed to be aware that women should be involved but a gender stereotypical attitude was evident in the discussions.

6.5.2 Gender Policy

None of the respondents knew what a gender policy was, nor do they know whose responsibility it is to develop one. Three of the respondents mentioned that during the planning and training stages they were advocated to involve women in the project by the responsible service provider and DWAF officials.

It is evident from these responses that projects at community level are not given the opportunity to develop gender policies. They are merely told how many women they should employ. An ideal approach would be for Water Committees to develop their own policy that may also inform them of gender mainstreaming in the project. They rely mostly on the information they gather from external service providers who tend to undermine the process of implementing the policy on the ground.

6.5.3 Structure of the Water Committees

The table below shows how men dominate the structure of the water committees. In one of the projects only one female is present in the water committee. The reason may be attributed to the fact that the first committee was informally constituted.

Position	Village 1 (n=15)		Village 2 (n=7)	
	Men (n=7)	Women(n=8)	Men (n=6)	Women (n=1)
Chairperson	1		1	
Deputy Chairperson		1	1	
Secretary		1		1
Treasurer		1	1	
Ordinary member/s	6	5	3	

6.5.4 Training & Capacity Building

None of the committee members were trained on gender although they received technical training (such as pipe-laying), communication and facilitation skills, water management and financial management skills. The skills obtained are currently being used to operate and maintain their water schemes. Transfer of skills amongst locals would be a priority for both genders without large sums of money being spent on external providers.

Benefits to women mentioned included water availability and health improvement, thus creating awareness of the role that water plays in health and other social factors.

6.5.5 Assessment of Gender Roles in Water Committees

The committee members generally responded positively to their roles in the committees in that they saw this as an opportunity to help community members with time management and project management skills (including financial management) and in allowing them to participate in meaningful activities in their old age.

All Water Committee respondents experienced strengthened relationships between men and women during the water project, though it was noted that women tend to be withdrawn at the early stages of the project, but become more supportive towards the end. The support took the form of attending meetings, financial contributions (when needed), digging, constructing standpipes, etc.

The "how" of the improved relations was described as:

- Decrease in cultural and gender stereotypes.

- Men sought advice from women

- Women attended meetings regularly; they do not see their roles as being restricted to that of the home only.

- The technical person is a woman extending services to yard connections.

- Men trust women's decisions.

- Women used to be passive and ignorant of development issues but they realized that "the impossible can become a reality".

- Women started cooperating, although men are still not confident to have them in the committees because their role is not clear as far as they are concerned.

6.5.6 Gender Mainstreaming: Their perspective

Upon being asked the importance of men's and women's involvement in water resource management, and how they should be involved, all respondents answered positively and presented various opinions which, in summary, included:

Women's Views on Men

- Knowledge sharing about water services;

- Men have technical capacity so the expertise needs to be transferred to women through men;

- Men are able to control and prevent vandalising of water infrastructure especially tap stands;

- Men are good at facilitating meetings.

Men's Views on Women

- Women are primary beneficiaries of water services so they can play a role in monitoring water use and preservation of water in the communities

- As major beneficiaries of the water project they need to be at the forefront of issues for sustainability

- Support of women brings unity in the community

- Increase in the participation of youth if women are involved

- Involvement of women in decision-making during and after project implementation is important

- Women's participation brings sustainability to the project as they work willingly and cooperate fully with other members

- Women are good leaders and like to see progress in what they are doing.

- Women should be used to educate children on how to use water.

7. Findings: Project / Programme Issues

7.1 Water Institutions (including DWAF National and Regional, DMs, Water Boards, and NGOs)

7.1.1 Integration of Gender Analysis in Planning & Implementation

Of the fourteen institutions interviewed, six considered that a gender analysis is integrated into their project planning and implementation process. However, only three of these stated that they have the necessary organisational tools and resources in order to be able to conduct a gender analysis in project planning and implementation; in the case of one, this is only "to a limited extent". Moreover, when asked to list these tools and resources, interviewees were generally unable to provide what might be considered to be rigorous lists – instead, the following was listed:

- The specific organisation's Gender Policy

- Appraisal Committees check committee representation in terms of gender composition

- Gender composition is checked when recruiting labour to work on projects and when training community members

- Gender-specific questions and processes are used

Despite the clear lack of integration and of the necessary tools and resources to ensure this integration, nine of the fourteen respondents indicated that they thought that integration was nonetheless important. Reasons cited for this include:

- Ensures that both men and women are "given a fair chance"

- If not integrated at the beginning, it would need to be added in later on

- Integration is "part of understanding and working in context"

- It allows an opportunity for women to forward crucial issues affecting their well-being with regard to water related issues

- To involve all members of the community in project feasibility studies and implementation

- It "gives a balanced perspective"

- It helps to ensure sustainability.

- It is essential for equitable distribution of employment opportunities

- To ensure that women take their rightful place in project implementation

- For "economic reasons"

- For the "empowerment of women"

- To ensure that women are part of the decision-making process.

It is also worth noting that one respondent indicated that though they did consider the integration of gender issues into projects as being important, they are currently only doing so because their funders are insisting upon it. They do, however, concede that more conscious effort in this regard will be required in the future.

7.1.2 Roles in Water Projects

Six respondents indicated that they have trained personnel to facilitate gender analysis and strategies in project planning and implementation; one respondent indicated uncertainty. Details of training provided were listed as:

- "Part of standard training procedure for officials and for those employed on-site"

- Training had been provided (by NCWSTI) in gender mainstreaming at project and organisational level

- Short-term workshop / training (provided by DeLoitte and Touche)

- Participatory methodologies

In so far as building capacity of staff (across the organisation) to carry out gender analysis at the policy, programme and institutional level is concerned, only four respondents indicated in the affirmative, while one was uncertain.

The findings therefore show that there is a substantial gap in terms of human resource capacity to mainstream gender into project planning and implementation. In addition, it is evident that the training is ad-hoc, and the descriptive details did not provide substantive information.

Although the questionnaire had been provided to each of the interviewees before the actual interview, in order to allow them time to source the necessary information, most respondents were unable to provide concrete responses to the quantitative questions around the respective roles played by women and men at water project level. This is probably due to one or more of the following reasons:

- Records are not kept of the gender of the pertinent role players in water projects

- Records of gender are kept, but are not effectively collated and stored so as to ensure easy retrieval

- The specific respondent was not sufficiently informed and / or motivated to access the necessary information

However, it is worth noting that many respondents did list targets for representation of women. Overall, the cited figures (*of both actual and targets*) vary as follows:

- Representation on PSC: 30 – 50%

- Access to Health & Hygiene Training: 30 – 90%

- Access to Committee Training: 30 – 50%

- Input into Project Planning: 20 – 80%

- Participation at implementation: 5 – 80%

- Participation Post-Implementation: 5 – 80%

The inadequate responses, as well as the inordinately wide range of proportionate representation of women's participation in the various project activities, is a clear indication of a general lack of gender mainstreaming at the project implementation stage.

7.1.3 Links to Gender in Society

There was general consensus among the respondents that the inclusion of women in water projects can result in a broad range of benefits. The benefits cited by the respondents include:

- Remain sensitive to needs of women

- More customer-focused

- Development impact will be maximised

- Results in the respect, upliftment and empowerment of women

- Women as care-givers can assist in making projects more appropriate

- It results in knowledge-gain for women

- Women receive income

- Assists in poverty eradication

- Ensures accessibility to water

- It gives women an input in so far as the choice of technology is concerned

- Ensures skills development of women

- Decision-making by a broader group, therefore better equity in benefits

- Higher proportion of benefits to family (i.e. finances stay in community if women are involved in projects)

- Being the fetchers and carriers of water they are directly affected by the position of standpipes

- Moneys earned on the projects are generally spent on the family

- Education and training

- Nutrition benefits

- Access to job opportunities

- Develops an understanding of environment, democracy, education, empowerment, conservation

- Social economic benefits i.e. wages

The inclusion of men, on the other hand, can result in the following *cited* benefits:

- Because the "community listens better to men than to women", delivery is improved

- Knowledge-gain for men

- Income, job creation, and skills development for men

- "Culturally the providers, thus active role in policing for leaks and illegal connections, and keep resource for whole family"

- Men are the primary users of water for certain productive activities (e.g. tending to the livestock) – their involvement can thus result in access to water for these kinds of activities

- Men are generally "the ones with authority about money in the household, and within the community". Their involvement is thus "important to give proper support and authority", as well as to "include their perspective and interests"

- "Men are given an opportunity to realise crucial concerns of women that they would have ignored if women were not involved"

- Job creation for men

- Positive impact on the sustainability of projects

- Men have the physical strength to carry out certain tasks

- Men "bring the perspective of the males into the projects"

- Men "can sometimes have better influence"

It is interesting to note that many of these responses – coming as they do from people in positions of management – reveal clear gender stereotypical attitudes of the respondents, attitudes which would need to be challenged and indeed changed, if serious commitment to gender mainstreaming is going to be achieved at project and programme implementation.

As to whether the gender framework – as applied at project and programme level - has any impact in terms of its challenging of existing gender power relations and of access to resources, it is difficult to conclude: Only seven respondents answered in the affirmative, while four said that it did not; the rest were uncertain or chose to not answer the question at all. When those in the affirmative group were asked how they thought a gender framework might challenge existing power relations, the only appropriate answers (in the sense that it revealed some kind of understanding of the question and of the issues themselves) were the following:

- Challenges traditional power relations

- Creates equal opportunities or both women and men

- Gives women a voice

The rest of the reasons given were generally inappropriate, as were the reasons given by those who were asked why they thought that a gender framework did not challenge existing power relations.

Looking at these responses, and taking into account the apparent general lack of understanding of the issues as displayed elsewhere in the responses – the most likely conclusion which one can draw is that the both the question and the issue itself were not fully understood by all respondents.

However, it is interesting to note that although respondents could not conclusively say whether a gender framework helped balance power relations, 10 (or 69%) stated that they felt that water projects and programmes nonetheless contributed to the broader development of women. Reasons given include:

- "Seen people go from technician to director"

- The training that women receive through water projects can result in them being employed in the formal sector (though it is worth noting that they are

often not in a position to move into such positions due to numerous factors – existing roles in the family, transport to potential places of work, etc.)

- The income which is received by women "assists the whole family and women are allowed to be in charge".

- Water projects have contributed to the broader development of women as they are beginning to accept leadership roles in projects

- Time spent by women fetching water reduced, thus more time is available for other economic activities

- Increased living standards of those women participating, made them more employable

- "Disturbance" of patriarchal family patterns where women have been elected as team leaders

7.1.4 Indicators of Gender Integration at Project Level

Monitoring of the integration of gender at project level seems to be a general weakness across most of the institutions interviewed. While the Department of Water Affairs and Forestry does have an M&E system, the actual KPIs used to monitor gender inclusion were not known by the respondents - this is possibly an indication of how effective the monitoring system actually is. The maximum number of KPIs (appropriate) that each institution was able to list totalled 5. The complete (appropriate) list of all responses is as follows:

- Number of women versus men in PSC

- Number of women trained and utilised women as labourers

- Ownership of contractors and consultants

- Management of contracts

- Number of women used as supervisors

- Positions held by women on the PSC

- Percentage of wages received by women

One organisation indicated that it has a poverty relief target of 60% employment going to women and have recently introduced a policy that 60% of total wages should go to women. In addition, this same organisation indicated that - in collaboration with the Department of Social Development - they have established crèches at worksites (communities) so that women would have greater access to the work opportunities.

Little action seems to be taken in the case of non-compliance with the above indicators. The only actions which were mentioned were those that could be imposed on consultants and contractors:

- Contractors / consultants can be blacklisted

- Financial penalties can be imposed (on contractors / consultants)

In the case of the institutions themselves, again, there appears to be no action taken if they do not meet gender inclusion KPIs – a clear indication that this issue is not taken as seriously as it ought to be.

7.1.5 Barriers, Constraints, Recommendations to the Effective Participation of Women in Projects

Respondents were generally quite vocal when considering the barriers and constraints to women's effective participation – the summarised list of these include:

- What is an (apparently) traditional perception that "women make mistakes"

- Physical attributes of women do not permit them to carry out certain labourer tasks

- Patriarchal, traditionally male-dominated society

- The HIV-AIDS pandemic has seen women take on an even larger burden in terms of home- and house-minding

- Patriarchy

- Home and child-minding responsibilities

- Issues of safety and security

- Self-confidence

- Self-censorship

- Cultural norms which limits women to positions of subservience

- Women are lacking in technical skills

- Contractor and consultants generally have only men managing construction processes – which mitigates against women's participation

Actions which might be taken in order to overcome the barriers and constraints to women's effective participation in project planning and implementation were stated as follows:

- A national campaign to highlight the issue

- On-going awareness and education programmes should be implemented at school level

- Communication on gender issues needs to go beyond simply that of government institutions

- Training must be provided to practitioners and consultants involved in water projects and programmes

- Need the right people to interface with stakeholders

- Substantially increase the intake of women into the science and engineering disciplines at tertiary institutions

- Limit Project Steering Committees to women only

- Organisations must be encouraged to accelerate development of promising female employees, especially in engineering disciplines

- Additional criteria may be explored for appointing firms in which ownership and management lies with women

- More structured control systems should be put into place to address deviations from targets

- Regular gender workshops should be held to highlight success stories of projects where women held leadership positions

- Open up more opportunities for women to gain project planning and implementation skills

- Organisations and institutions need to address the participation of women at decision-making levels

- Include women at all stages of project planning and implementation

- Create more opportunities for the fast-tracking of female entrepreneurs

7.2 Research Institutions

7.2.1 Integration of Gender Analysis in Planning & Implementation

Although the WRC reports that it does not actively solicit the participation of women in their research projects – on average, only 10% of their projects researchers are women - it does consider that the integration of gender into project planning and implementation processes is important because "it is important that nobody is

discriminated against and that everybody has the same opportunity". In the interviewee's opinion, this necessary integration is partially accounted for via the proposal framework which is prescribed to all project applicants - this framework specifies certain targets for the inclusion of women in the capacity building aspects of the proposed project.

7.2.2 Identification & Selection of Projects

In their identification and selection of projects, the WRC reported that gender is never a criterion, although it is part of the capacity building aspect of projects.

7.2.3 M&E of Gender in Projects

The only indicators which are measured for the inclusion of gender issues at project level is that of the numbers of men and women utilised as Project Leaders and Steering Committee members. It was further noted that no action is taken if the proposed target numbers are not met. There is some measurement of this issue through performance appraisal.

7.2.4 Research Priorities & Guidelines

It was noted that research on gender concerns is a priority in the WRCs strategic focus areas – particularly in so far as research on the following topics is concerned:

- Water supply

- Sanitation supply

- Small scale agriculture

However, no research guidelines have been drawn up that supports the adoption of a gender framework / analysis throughout the general research of the WRC.

7.2.5 Training In Research Methodology

The WRC does not provide any training in research methodology but does provide support to researchers in terms of capacity building.

7.2.6 Barriers, Constraints, Recommendations to the Effective Participation of Women in Projects

In the opinion of the interviewee, the primary constraint to women's effective participation in research projects implemented and funded by the WRC, is the fact that relatively very few women enter the field (for various reasons). In order to combat this, WRC will shortly be publishing a booklet entitled "Careers in Water", - aimed specifically at girls in secondary schools.

Other suggested ways to overcome the lack of women participation in the research field include:

- Women as role models to encourage others

- Create more awareness in schools re. types of careers opportunities and how to get there

- Ensure that women get "proper professional recognition"

7.2.7 Publication of Research Findings

WRC research findings are made readily available to the public through various means, including their website, publications, booklets etc.

7.3 Education and Training Institutions

7.3.1 Integration of Gender Analysis in Planning & Implementation

NCWSTI considers that the integration of Gender Analysis into project planning and management processes is very important, and integrates it in the following ways:

- Gender modules included in training programmes

- Gender is included in research methodologies

- Part of their GEMSA Development Studies

7.3.2 Training Priorities

Training on gender issues is considered a priority goal in the organisation's strategic focus – this goal is described as:

- Awareness creation in a wide group, including village level communities

- Integration of gender into programmes and short courses

- Awareness creation in those that work in water and sanitation

- Development of indicators to monitor implementation

7.3.3 M&E of Knowledge Gained

Currently, NCWSTI do not monitor nor follow up to assess whether participants in their courses are able to implement the knowledge and the skills gained through their courses.

7.3.4 Barriers, Constraints, Recommendations to the Effective Participation of Women in Education / Training

NCWSTI did not list specific barriers and constraints to the effective participation of women in their education and training programmes. However, the following recommendations were made:

- Greater commitment is required from those in top management within the organisations that the trainees come from

- Extensive training required at local government level – specifically District Municipalities

- Gender should not be a "special programme" on its own

7.4   Water User Associations

See Section 6.4 above.

7.5   Village Water Committees

See Section 6.5 above.

8. Conclusion

The findings in this Situational Analysis reinforce some of the key issues raised in the literature and provide further information in support of gender mainstreaming as a process of achieving greater gender equity within water resources management and the water sector generally.

One of the key findings that needs to be lifted out and highlighted is the fact that fundamental conceptual understandings of 'gender' and 'gender mainstreaming' are not in place in water sector institutions. Clearly, without an understanding of these basic concepts organisational transformation will remain an unattainable goal.

It is evident that many institutions have made rhetorical and paper commitments to mainstreaming gender, but little evidence is shown of how this translates into tangible measures of structures, tools and indicators. After 10 years of democracy in South Africa we can celebrate numerous achievements in terms of legislation and policy transformation – however, a gap still remains between the policies and the realities within the water sector. Given South Africa's history, there appears to be a tendency to equate transformation only with race and within the interrelated forms of racial and gender discrimination. In addition, gender mainstreaming is often only understood in terms of Employment Equity plans and targets instead of transformation of structures, systems and institutional processes. Indications are that the government's commitments to gender equality goals – as reflected in the Beijing Platform for Action and other international commitments such as the Millennium Development Goals - need focussed attention. This highlights the fact that commitment to gender equality within the water sector is a human rights issue and requires a holistic approach as well as accountability at international, national and local level.

A gender policy as part of an organisational framework is essential in shaping the strategy to develop action plans that address service delivery, gender M&E tools and indicators, as well as capacity building. The absence of a gender policy is therefore a crucial barrier that needs to be removed if the objectives of gender mainstreaming are to be met. The conclusion can also be made that there is insufficient capacity to develop, implement and monitor gender mainstreaming policy within the sector – this remains a priority for immediate attention / intervention.

It is important to note that even when a policy is in place, it needs to be translated into appropriate plans for action with dedicated financial and human resources – the findings show that this is not the situation and those organisations which note their intention to develop policy need to be monitored in terms of whether the intention actually translates into action.

In order to achieve the transformation of water institutions, gender concerns need to be integrated into all organisational policies and procedures - it is only then that gender will become part of the everyday functioning of both the organisational processes and the projects that are managed.

The position of women in water resources management cannot be understood in isolation from the broader societal power relations between men and women. The

findings highlight a substantive gap in terms of awareness and understanding of gender discrimination and inequality and how this shapes the societal context in which water sector organisations exist. From the Situational Analysis, it is clear that societal gender stereotypes permeate these institutions and that any gender training or capacity building needs to address the attitudinal, organisational and technical components.

At project level, the very foundational issues of employment equity are not addressed. In addition, it is of critical concern that no monitoring mechanisms for meeting targets, nor sanctions for not doing so, are in place. This Situational Analysis identifies a serious gap in terms of capacity of staff at project and programme levels to integrate gender at all stages of project management.

Participation of women in projects and programmes meets their immediate practical needs for employment and financial resources, but does not necessarily shift the strategic needs and power relationships between men and women. The findings also show that within projects and programmes gender is often only addressed when pressure is applied by external sources (such as funders). The challenge remains to find and ensure interest and strategies in integrating gender both within water institutions and in the planning and technical implementation of projects.

A significant and cross-cutting conclusion that can be made from the findings is that in most cases no dedicated organisational person or structure is identified to drive gender mainstreaming – this reinforces the notion that gender mainstreaming is a 'women's issue' and not the responsibility of all management and staff within the organisation. In addition, there is a need for leadership from senior management in the process of gender transformation.

The capacity building of women within this sector is therefore a core issue that needs multi-pronged strategies to implement. From the research findings, the conclusion can be drawn that **little concrete work is being done to address gender mainstreaming at the level of professional training and in terms of development of human resources to work in the sector.** It would be important to review the training tools and resources and evaluate the processes as well as the institutional systems through which they are implemented. It should be noted, however, that there is a need to build the capacity of both men and women to work with gender mainstreaming within the sector.

There is thus a crucial need to develop a framework of gender competencies with the water sector and define clearly what the respective competencies are and at which organisational level they would be.

Given the fact that HIV/AIDS poses a serious threat to all aspects of society, it is of some concern that, throughout the conducting of this research, no mention was made of it in any of the literature sourced, nor by any of the respondents interviewed.

The water sector in South Africa has taken some strides in recognising the important role that women play in water management in the country. The Department of Water Affairs and Forestry, the Water Research Commission and the Water Institute of South Africa have initiated an annual "Women in Water Awards" that acknowledges

the contributions of women in the sector. This initiative should be seen as a move in the right direction and certainly shows women in the sector that it is possible for them to be successful even within the current constraints.

In conclusion, it is important to emphasise that barriers to women's equal participation in the water sector are a combination of internal as well as external (i.e. societal) gender attitudes, stereotypes, practices and discrimination. In order to remove these barriers, a gender analysis is required to understand who makes decisions within institutions, what these decisions are, what structures constrain women's participation, and finally, what capacity exits to facilitate the transformation of gender inequalities between men and women. Gender mainstreaming within the water sector therefore needs to be accompanied by transformation both within other sectors (land, housing, environment, labour, civil society etc.), as well as within society as a whole. However, the water sector cannot, and should not, wait for transformation in other sectors to take place. Water institutions need to take gender mainstreaming forward and start creating opportunities for women to participate meaningfully in the sector while learning and using lessons from other related sectors.

9. Recommendations

A number of recommendations have emerged from the research process and the consultative workshop and these are listed and categorised as follows:

9.1 Policy

- Gender policies should be developed / revised within all water institutions

- Gender mainstreaming should be part of DWAF and other water institutions' Annual Report to the Auditor General and should form part of all managers' performance assessment

- Gender mainstreaming strategies should be included in gender policies in order to ensure that the "how" of implementation is clear. A "How to Mainstream Gender" manual needs to be developed and disseminated

- Both strategic and practical gender needs should be addressed by all water institutions

- Implementation and impact of gender policies must be monitored on an ongoing basis; baseline data also needs to be collected before policies are implemented

- Sufficient financial and other resources should be allocated specifically for the development and implementation of gender policies and gender mainstreaming strategies

- The process of gender budgeting should be used as a tool to facilitate gender mainstreaming in water resources management

- There should be broad political leadership and commitment to gender that encompasses both the water resources management sector and related sectors

- Gender mainstreaming should be driven by senior managers who should be held accountable for its implementation through performance agreements; it should not be assumed that "someone" is responsible

- CMAs and WUAs should incorporate gender mainstreaming into all their organisational systems and programmes

- Research institutions should develop policies that actively work towards increasing the number of female researchers in the sector

- Develop mechanisms to ensure that women are participating at decision making levels

- Employment Equity Plans need to address both race and gender as inter-related forms of discrimination

- Structures responsible for gender mainstreaming should be set up within organisations

- Employment and recruitment policies need to be gender sensitive and make allowances for women who might have entered the work arena later in life. This would cover issues such as the current (in many cases) requirement of a minimum of 10 years work experience

- Succession planning specifically for women should be introduced into organisational policies

- Strategic partnerships need to be established with key stakeholders such as the Office of the Status of Women, Commission of Gender Equality and appropriate organisations within civil society.

- The South African annual "Water Week" should have *Women*" as the theme one year

- "Gender" within DWAF should be elevated to a separate programme with its own Director and staff

- The Portfolio Committees on the Quality of Life and Status of Women and Water Affairs and Forestry to be used as a vehicle for promoting Gender Mainstreaming.

- The legislative and regulatory framework needs to be developed to include mechanisms for monitoring and evaluating gender mainstreaming in the water sector as a whole

9.2 Capacity Building and Training

- More opportunities must be created for women to study in technical fields related to the water sector. This should be a focused initiative with appropriate KPIs

- More industry wide bursary schemes and learnerships for women need to be established for those wishing to enter the water resources management sector

- In the technical field women should be empowered through transfer of skills, information sharing, and mentorship. In order to operationalise this, incentive schemes with performance indicators need to be developed to encourage men to transfer skills

- Bursary schemes and learnerships for women need to be established for those wishing to enter the water resources management sector

- The awareness and capacity of senior decision makers (both men and women) in relation to gender should be built. This would ensure "buy-in" and commitment to the importance of gender mainstreaming as a strategy to achieve development goals

- Organisational structures should be established to facilitate and co-ordinate gender mainstreaming

- Gender training should be provided for staff at all levels and the effective implementation of gender policies should be included as an indicator when assessing staff performance.

- Gender training and awareness within civil society should be an integral part of all projects; the long term nature of such an initiative must be acknowledged.

- Training in gender mainstreaming should be provided for technical staff responsible for implementing projects.

9.3 Further Research

- Relevant KPIs for the monitoring and evaluating of gender equity in the water resource management and water services sector should be drafted

- A framework should be developed as a tool for the implementation of a gender mainstreaming strategy

- Tools for gender analysis in the sector should be developed / adapted and evaluated

- A Resource Data Base of gender and gender mainstreaming materials and literature needs to be established

- Development and piloting of tools and strategies to enable the active participation of women in water resources management

- Analysis of the equitable (men and women) wage share in water resources management institutions.

The research team is cognisant of the fact that a number of similar recommendations have been made in previous research reports. We are of the opinion that the fact that most of these recommendations have not been addressed is indicative of the general lack of commitment, capacity, allocated resources and political will to implement gender mainstreaming strategies.

We hope that the recommendations as presented in this report will be interrogated at the highest level and used as a basis for ensuring gender equity in the water sector.

10. Plan of Action

In order to translate the recommendations into tangible changes in terms of gender mainstreaming the following plan of action is suggested:

Activity	Primary Responsibilities	Time Frame
To establish a Task Team to take recommendations forward	WRC	January – February 2005
To develop a detailed plan for action and time frames	Task Team	February – March 2005
Translate research recommendations into action	WRC	February – June 2005
Translate policy recommendations into action	Task Team and DWAF at national and provincial level; water institutions	February 2005 – February 2006
Translate capacity building recommendations into action	Task Team and all water institutions, educational and training organisations	February 2005 – February 2006

While primary responsibilities have been suggested above, it is recommended that the Task Team that is established should consist of the following:

- Water Research Commission

- Department of Water Affairs and Forestry

- SALGA

- SAAWU

- The Portfolio Committee for Water and Forestry

- The Minister of DWAF

11. Bibliography

The table below provides a comprehensive list of all of the documents accessed during the conducting of this research:

No.	Document Name	Author (Organisation / Individual)	Date
1.	A Gender and Development Approach to Water, Sanitation and Hygiene Programmes	WaterAid	Sep '99
2.	Abstracts on Woman, Water and Sanitation	IRC Annual Abstract Journal Vol 8	1998
3.	Are User Fees and Narrow Targeting Gender-Neutral?	UNDP Jan Vandemoortele	2001
4.	Checklist of strategy options for incorporating gender in water and sanitation	World Bank	Undated
5.	CIDA's Policy on Gender Equality	Canadian International Development Agency (CIDA)	Mar '99
6.	Commission of sustainable development (CSD) 11	United Nations	2003
7.	Country Gender Profile SA	SIDA Baden, S, Hasim, S and Meintjes, S	1998
8.	Gender Mainstreaming	UNDAW	2003
9.	Gender Mainstreaming	UNIFEM	2002
10.	Developing a Practical Guide to Mainstreaming Gender	Water, Engineering & Development Centre (WEDC) (Ian Smout & Sarah Parry-Jones)	1999
11.	Environmental Policy Dialogue-Lessons Learned	USAID	1998
12.	Essential Next Steps To Putting Gender In The Practice Of Water And Sanitation Management	Gender & Water Alliance (GWA)	Nov '02
13.	Gender Action Development Strategies For Sustainable Results	USAID newsletter	1998
14.	Gender And Energy In The South: A Perspective From Southern Africa	Hesphina Rukato	2001
15.	Gender And Water Development Report: Gender Perspectives On Policies In Water Sector	Gender Water Alliance	2003
16.	Gender And Water Supply And Sanitation : Guiding Questions	DANIDA	1999
17.	Gender Equality And The Millenium Development Goals	World Bank Gender & Development Group	2003
18.	Gender Dimension of the Water Policy and its impact on Water and Sanitation Provision in the Eastern Cape: theCase of the Peddle District	WRC PB Monyai	2003
19.	Gender Guidelines Water And Sanitation	AUSAID	2000
20.	Gender Guidelines Water Supply & Sanitation	Australian Aid Agency (AusAid)	Mar '00
21.	Gender in Water Resources Management, Water Supply & Sanitation: Roles & Realities Revisited	IRC	1998
22.	Gender Mainstreaming Implementation Framework (GMIF) for 2003-2007	UNESCO	2003
23.	Gender Mainstreaming South Africa 'Still A Long Way To Go'	IRC / WSSCC	2003
24.	Gender Mainstreaming In Water Environment And Sanitation	UNICEF	2003
25.	Gender Mainstreaming in Water Policy & Legislation: The Case of South Africa	Barbara Schreiner, Barbara van Koppen, and Kathy Eales	Undated
26.	Gender sensitive service delivery in the Eastern Cape	GTZ/CBDP/OOP/OSW	2000

27.	Global Trends In Gender And Demand Responsive Water Supply, Sanitation And Hygiene, IRC	IRC Christine van Wijk and Jennifer Francis UNESCO regional workshop	1997
28.	Global Water supply and Sanitation assessment report	WHO UNICEF	2000
29.	Implementation track for Agenda 21 and Johannesburg Plan of Implementation	United Nations	2003
30.	Indicators for a Gender Sensitive Approach to Sanitation Programs and Services	WaterAid	2003
31.	Indicators for a Gender Sensitive Approach to Water Supply Services	WaterAid	2003
32.	Integrating Gender	US Agency for International Development (USAID)	2003
33.	Integrating Gender into the World Bank's Work: A Strategy for Action	World Bank	Jan '02
34.	Integrating Gender Issues Into Water Programmes: Water And Sanitation For All: Partnerships And Innovations	WEDC Yankson et al	1997
35.	Involving Men & Women in Engineering Projects	Water, Engineering & Development Centre (WEDC)	2001
36.	Looking at Gender, Water Supply and Sanitation	FINNDA	1994
37.	Mainstreaming Gender in Water Resources Management: Why and How	World Water Vision	1999
38.	Mainstreaming Gender in Water and Sanitation: Literature Review for the SA Department of Water and Sanitation	Colleen Lowe Morna	2001
39.	Mainstreaming Gender in Sanitation & Hygiene in Uganda	UWASNET (Uganda Water & Sanitation NGO Network)	Jul '02
40.	Mainstreaming Gender In Water Checklist	World Bank	Undated
41.	Mainstreaming Gender In Water Management: A Journey to Sustainability - A Resource Guide	UNDP	2003
42.	Men, Women and Gender	IRC	2003
43.	Methodology for Participatory Assessment with Communities, Institutions and Policy Makers: Linking Sustainability with Demand, Gender and Poverty	World Bank (Rekha Dayal, Chritine van Wijk, Nilanjana Mukherjee)	Undated
44.	Report from National Training Seminar On Women, Environmental Management and Sustainable Development, 24-28 August 1998, Solomon Islands	UN INSTRAW	1998
45.	National Training Workshops On Women, Water Supply and Sanitation	IRC UN meeting	1997
46.	Outcomes Of The 11th Session Of The Commission Of Sustainable Development (CSD) Decision And Its Implications	Department of Environmental Affairs and Tourism	2003
47.	Report of World Summit on Sustainable Development	United Nations	2002
48.	Social, Economic and Environmental Sustainability from a Gender Perspective : 14 issues to tackle	NGO women's forum, Germany	2002
49.	Socio-Cultural Power Dynamics in Gender and Energy Studies	Energy and Development Research Centre, University of Cape Town (Wendy Annecke & Jocelyn Muller)	2002
50.	Sustainable Economies And Ecosystems: Gender And Coastal Resource Management	USAID office of Women in Development	1998
51.	Ten 'Golden Rules' for a Gender Approach in Drinking Water and Sanitation Programmes	IRC	1998
52.	UNDP Gender Mainstreaming	UNDP	2003
53.	UNEP Gender Mainstreaming	UNEP	2003

54.	UN-HABITAT'S Gender Mainstreaming Approach	United Nations Human Settlements Programme (HABITAT)	Undated
55.	UNIFEM Gender Mainstreaming	UNIFEM	2003
56.	Untapped Connections: Gender, Water and Poverty	WEDO	2003
57.	Water & Sanitation Toolkit	World Bank	1997
58.	Water Resource Management: A Macro-Level Analysis From A Gender Perspective	BRIDGE (Green and Baden)	1994
59.	Water, Sanitation & Gender Equality	World Bank	2003
60.	Women and the Environment: The Role of Gender in Effective Natural Resource Management	USAID newsletter	1998
61.	Women and Water: Resources, Supply & Use	International Hydrological Programme (IHP) (UNESCO)	1999
62.	Women's Health Review: World Summit Reaffirms Commitment To Women's Health and Rights The Women's Tent: Issue and Debates	Women's Health Project No 43	2002
63.	Women's Action Agenda for a Healthy Planet 2002	INSTRAW	2001
64.	Women's Strategies For Earth Summit 2002: Action Agenda For A Healthy Planet	CSD NGO women's caucus	2002
65.	Women's Water Rights	IRC (Vandana Shiva)	1998
66.	Women Watch	UN	2003
67.	World Bank ADB checklist	World Bank (Sonomi Takana)	Undated
68.	World Bank Gender Mainstreaming Strategy (presentation)	World Bank	Sep '01

APPENDIX A

Document Synopses

TITLE: **Gender Guidelines Water Supply & Sanitation**

AUTHOR: **AusAid**

DATE: **March 2000**

Content Summary

This document serves as a guideline for practitioners who design and implement AusAid funded water supply and sanitation projects / programmes. It briefly outlines the AusAid philosophy in so far as gender issues at project / programme level are concerned, and also provides cogent reasons for this philosophy. A monitoring tool for both design and implementation is provided in the form of "Key Guiding Questions", though it is noted that it is a guideline only, and should be modified to suit specific requirements.

Key Issues

- Gender is integral to AusAid activities
- Projects that are demand-driven contribute to sustainability – but if women marginalized, it is not truly demand-driven and sustainability in doubt.
- Project quality and sustainability improved by including men and women
- Gender analysis is essential for developing gender strategies
- Gender strategies should always take into account:
    - Gender impact of all project components
    - Resources needed to implement gender strategies
    - Assessment of the risks associated with implementing gender strategies
- Ongoing support is necessary to consolidate new gender roles

Quotable quotes

"*There are countless examples in the developing world of failed WSS projects projects – piped water systems that no longer carry water, broken hand-pumps and toilets that are never used. In many cases WSS facilities have failed because not all members of the community, and particularly women, were fully involved or fully committed to the project*" (p.5)

"*Encouraging and assisting men and women to undertake new gender roles requires on-going project support. WSS projects, therefore, have to focus not only on technical solutions but also on long-term issues such as change management, building community decision-making and leadership skills and improving consultation processes within WSS agencies*" (p.6)

Budget Brief 129: A Gendered Look at Poverty Relief Funds, IDASA

2003

Penny Parenzee

Key points:

In 1997, as an urgent response to the deep levels of poverty in the country, the Department of Finance initiated a fund for poverty relief (referred to in this brief as the 'poverty relief allocation'). The poverty relief allocations, which total R7 081 million in real terms in 2000/01 rands, are presently under review.

However, from the outset there have been implementation problems. Each year since the inception of the poverty relief allocations, millions of rands have gone unspent. Departments attribute underspending to a lack of adequate (non-budget) resources and administrative systems (Albert van Zyl, 2001; Chris Mingo and Marritt Claassens, 2002).

This inability to implement poverty relief programmes has the most significant impact on those in greatest need, namely women.
Statistics South Africa (2002) reports that between 1997 and 2002, unemployment increased from 22,9% to 30,5%.

In September 2002, while the overall rate of unemployment was 30,5%, it was 26,8% for men, but 34,7% for women. Among African women, the unemployment rate stood at 41,2%.

It seems that within Working for Water, for example, that improved spending can somewhat be attributed to the development of stronger management systems and a concerted effort to address corruption within the programme (Working for Water Annual Reports).

The Department of Water Affairs has received poverty relief allocations since this fund was first implemented. Poverty relief allocations were provided for Working for Water and Community Water Supply and Sanitation. Both these public works programmes existed prior to 1997/98, when they were funded out of the Department's main budget with some additional outside donations to Working for Water. Working for Water focuses on clearing of alien vegetation as a way of increasing the availability of water. Community Water Supply and Sanitation focuses on providing adequate water infrastructure and sanitation to poor communities. According to the Department's 2003/04 Budget, poverty alleviation money is located in three of the subprogrammes within programme 2 Water Resource Management and within programme 3 Water Services.

Since first receiving poverty relief allocations in 1997/98, the Department of Water Affairs and Forestry has received a total of R270 million for its programmes.

Table 22: Working For Water: Poverty Relief Allocations and Expenditure (nominal)

R million	1997/98	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
Allocated	150	120	120 (+3)*	230	290(+25)*	330	330
Spent	150	120	123	204	315	?	?

Source: Department of Water Affairs, 2003
* Allocations in brackets ( ) refer to roll-overs from the previous year
The question mark (?) means that the information was not available.

Table 22 refers to the allocations and expenditure for the Working for Water programme. In 1997/98, the programme received R150 million and successfully spent the full amount. In both 1998/99 and 1999/00 the Department also spent the full amounts allocated. In 2000/01, of the R230 million allocated, the programme spent R204 million (89%). The remainder, although committed, was rolled over to the 2001/02 financial year (Mingo and Claassens 2002). This programme again reported full expenditure of its allocation for 2001/02.

Table 23 refers to the allocations and expenditure for the Community Water Supply and Sanitation programme. This programme first received poverty relief allocations in 1998/99 and was given R150 million. The programme spent R147 million (98%) of the allocation.

Table 23: Community Water Supply and Sanitation: Poverty Relief Allocations and Expenditure (nominal)

R million	1997/98	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
Allocated	0	150	80	121	90	20	-
Spent	0	147	?	?	?	?	-

Source: ENE 2001, National Treasury 2003
The dash (-) indicates that no allocations were made. The question mark (?) means that the information was not available.

In 1999/00, the programme saw a real decrease of 50% in its allocation. This meant that the programme had half the amount of money available with which to continue its poverty relief projects. In 2000/01, the programme saw a real increase of 42%. However, subsequent to that it has seen real decreases in 2001/02 and in 2002/03 of 31% and 80% respectively. No further allocations were made beyond 2002/03.

Poor spending persisted for six years, reportedly due to insufficient resources particularly in the form of skilled personnel, poorly developed programmes, and lack of effective administrative and management systems. For six years, substantial amounts of money from the poverty relief allocations have failed to reach poor people. The fact that poverty relief allocations failed to reach the poor has the most significant impact on women.

Outcomes of the 11th session of the Commission of Sustainable Development (CSD 11) decision and its implications

Prepared by the Department of Environmental Affairs and Tourism: Directorate Sustainable Development Coordination

30 May 2003

Key decisions at CSD 11 focussed, organisation and methods of working on future programmes.

Future Programme of work:

Multi -year programme was adopted from 2003-2017, according to thematic clusters:

Water and sanitation and human settlements have been chosen for the first cycle (2004/2005).

In each cycle, cross cutting themes will be included i.e. poverty eradication, protecting and managing the natural resource base of economic and social development, health, gender equality.

The document deals with reporting mechanism and also talks about strengthening sustainable development institutional capacity. It addresses other organisational issues, such as the participation of major groups from the scientific and education sector as well as CSD serving at the focal partnership initiatives.

Implications for South Africa include:

- High level segment, which includes ministers or their representatives with responsibility relevant to the thematic cluster of the issues under discussion. I.e. ministers of Water ands Housing need to play a major role in 2004 CSD meeting.

- National sustainable development focal point and co-ordination. SA needs to establish a co-ordination point that is able t o facilitate implementation and set up mechanism for reviewing, reporting, monitoring and evaluation in terms of poverty eradication, natural resource management and socio-economic development (including gender?)
- Reporting on Implementation. SA needs to develop a reporting framework that serves a multi-dimensional purpose.
- Stakeholder participation. Stakeholder engagement and participation for international meetings still very ad hoc. Institutional arrangements for stakeholder engagement and participation is a priority task.
- Regional Implementation forums need to be facilitated

TITLE:	Gender and Water Supply & Sanitation
AUTHOR:	Ministry of Foreign Affairs, Danida
DATE:	August 1999

Content Summary

This document was prepared as a tool for assessment of various reports and studies for the different stages of the Water Supply and Sanitation Programme cycle, and forms part of a whole range of guidelines, including, Gender and Sector Programme Support, Gender and Institutions, Gender and Agriculture and Gender Sensitive Terms of Reference. Unfortunately (in so far as the current study is concerned), the document does *not* cover issues on water resources and management.

Key Issues

- The document notes the following as being lessons learnt in the field:
    - Gender is a central concern in water and sanitation
    - Ensuring both women's and men's participation improves project performance
    - Specific, simple mechanisms must be created to ensure women's involvement
    - Attention to gender needs to start as early as possible
    - Gender analysis is integral to project identification and data collection
    - A learning approach is more gender-responsive than a blueprint approach
    - Projects are more effective when both women's and men's preferences about hardware are addressed.
    - Women and men promote project goals through both their traditional and non-traditional roles.
    - Non-governmental organisations and especially women's groups can facilitate a gender-balanced approach
    - Gender-related indicators should be included when assessing project performance.
    - Participation methods should be applied ensuring that women and men can express their needs.
- The tool is structured in such a way that various issues are examined within the framework of *Question-Action-Example*. Issues examined include:
    - Problems, needs, priorities
    - Water Rights
    - Technical Design
    - User Contributions
    - Time
    - Labour
    - O&M
    - Representation and decision-making
    - Extension Services and Training

- ➢ Health and Hygiene
- Key Areas that are listed in programme planning and implementation when mainstreaming gender:
  - ➢ Emphasise gender issues in Terms of Reference for reviews, evaluation, etc.
  - ➢ Include gender specialists (not necessarily a woman) on missions, on component team to systematically incorporate gender analysis in component planning, implementation and monitoring
  - ➢ Build in flexibility in programme design
  - ➢ Include unallocated funds earmarked for gender initiatives
  - ➢ Identify gender-differentiated results and draw out lessons learnt in completion and evaluation reports
  - ➢ Describe special efforts used to increase women's participation
  - ➢ Train staff in gender issues to increase awareness and sensitivity (role models, the manager showing the good example)
  - ➢ Assess progress on gender-related actions during reviews and prevent "fade-out"
- Key Areas that are listed in for M&E:
  - ➢ Establish clear, explicit and manageable objectives for gender actions
  - ➢ Include gender sensitive monitoring of effective utilisation of systems in the monitoring system
  - ➢ Incorporate gender considerations in indicators for sustainability
  - ➢ Assessment of system utilisation involves:
    - Gender differentials in access and use
    - Women's use of safe water sources, when traditional sources are closer
    - Coverage of unserved areas and groups
    - Awareness about hygienic behaviour
    - Hygienic storage and handling of water
    - Change to health-promoting behaviour
    - Distance/time used for fetching water
  - ➢ Assessment of sustainability aspects involves:
    - Breakdown rates and duration for handpumps, standposts or latrines
    - Attitude of users to breakdowns
    - Availability of spare parts and repair skills among local women and men
    - Attitudes to cost-sharing, willing to pay
    - Representation by sex on committees
    - Decision-making on committees by sex
    - Emergence of women leaders
    - Organised sharing of knowledge and skills among men and women
    - Women's access to training courses
    - Women in management decisions.

Quotable quotes : None

TITLE: Gender Mainstreaming in Water Policy & Legislation:
                The Case of South Africa

AUTHORS: Barbara Schreiner, Barbara van Kloppen, Kathy Eales

DATE: 2003

Content Summary

This document provides an excellent background, not only for gender within South Africa's water sector but also within the country's historical and socio-political context. It examines – in some depth – the relevant Water Resources and Water Services policies and legislation, and further, highlights what has been achieved, both in terms of service delivery and in terms of the transformation of the department.

Key Issues

- Aside from legislation and policy, gender mainstreaming in the post-apartheid democracy has been assisted by:
  - The fact that many of the women who had been involved in the struggle were deployed into the government and took up prominent positions in Parliament, in Portfolio Committees, as well in senior government posts (at 38%, South Africa ranks sixth in the world in so far as women at ministerial level is concerned)
  - South Africa is a signatory of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) since 1995
  - The initiation of the Office of the Status of Women in the Presidency
- **DWAF's Gender Policy** includes the following references to gender:
  - 'Shortage of water and lack of safe water lead to nutritional, sanitation and other health problems. Such problems impact particularly upon women, because of the traditional division of domestic labor which gives women special responsibilities for the health and care of children.'
  - 'In the provision of all services and programs in Water Affairs and Forestry, the main goals are to:
    (i)   identify all relevant gender issues, so that all projects and programs recognize and address issues of gender difference and inequality;
    (ii)   identify and take into account the different gender roles of women and men in a community affected by services and programs;
    (iii)   ensure equal participation and involvement of women and men in decision-making on all projects undertaken by the Department; and
    (iv)   put a priority focus on improving the material position and status of women who have borne and continue to bear the brunt of past inequities.

> In the sectors of water supply [and] sanitation the specific objectives are to:

(i)   provide various forms of in-house training on methods for recognizing and addressing gender issues within problem identification, planning, design, development, construction, maintenance and operations;

(ii)   base all planning on gender disaggregated data;

(iii) establish a system to ensure that all consultants and contractors observe the Departmental principles and regulations concerning gender equality in the implementation of all work;

(iv)   pay special attention to the needs of poor rural households, where the average distance to sources of water [and] sanitation … are further than in urban areas;

(v)   pay special attention, in all programs, to the needs of women who are among the poorest segment of the population or who are heads of household or single parents;

(vi)   ensure adequate participation by women in the planning, operation and maintenance of service delivery systems at the local level;

(vii) provide technical training to both women and men of the community in order to enable their participation in project planning and implementation; …and…

(viii) network with key stakeholders in civil society, trade unions and the private sector, in order to contribute towards the coordinated implementation of national gender policy." (p.7)

> The policy also has a number of provisions related to internal gender matters, such as the requirement for affirmative action in the Department to "ensure that women in the Department are given the support, training and capacity building to fulfill their work requirements." It also states that there should be affirmative action to ensure gender equality in the staff employed in the department, and that attention should be given to the requirements of female staff who are still the primary care givers within the family.

- **Water and Sanitation Policy of 1994** includes the following references to gender:
  > Section E highlights the role of women in the provision and maintenance of basic services
  > Notes that the contribution of women in the water sector must extend beyond that of household provision
  > A quota was laid down that all statutory bodies in the water sector, including local water committees, should comprise a minimum of 30% women. This applies to all levels, including management (this quota was raised to 50 percent in 2000)

- The **Water Services Act of 1997** does not make specific reference to gender but "the interpretation of the legislation, within the framework of the Constitution and the Gender Policy of DWAF has given rise to a gender-mainstreaming project within this area of work" (p.9)

- **National Water Act of 1998**

"The purpose of the National Water Act is to ensure that the nation's water resources are protected, used, developed, conserved, managed and controlled in ways, which take into account, amongst others:
   (a) meeting the basic human needs of present and future generations;
   (b) promoting equitable access to water;
   (c) redressing the results of past racial and gender discrimination;
   (d) promoting the efficient, sustainable and beneficial use of water in the public interest;
   (e) facilitating social and economic development;
   [...] and for achieving this purpose, to establish suitable institutions and to ensure that they have appropriate community, racial and gender representation." (p.9)

The above purpose is specifically highlighted in the sections on Catchment Management Agencies and Water User Associations – see below.

Catchment Management Agencies: The Act notes that Catchment Management Agencies "must be mindful of the constitutional imperative to redress the results of past racial and gender discrimination and to achieve equitable access for all to the water resources under its control" (Chapter 7 Section 79-4a). Further, in the CMA's Governing Board, the Minister:
   "may appoint additional members in order to
   ➤ achieve sufficient gender representation
   ➤ achieve sufficient demographic representation [...]
   ➤ achieve representation of disadvantaged persons or communities which have been prejudiced by past racial and gender discrimination in relation to access to water."

Water User Associations: The Act notes that the purpose of WUA's is to to redress inequities from the past and that the former Irrigation Boards need to be transformed into WUA's. The Minister may interfere directly, if a water user association:
   ➤ has acted unfairly or in a discriminatory or inequitable way towards any member of the association
   ➤ has failed to admit persons to membership unfairly or on discriminatory grounds.

It also notes "the need to maintain a reasonable level of reserves, especially to provide for "corrective action to redress the results of past racial and gender discrimination in the use of water resources".

- **Implementation at DWAF as an institution**
   ➤ In 1994, female representation in management was around 2 percent, by 1997 it was closer to 10 percent and by 2003 it is over 15 percent. During the period between 1994 and 1997 representation of female scientists grew from 35 percent to over 40 percent, with the biggest growth being black women scientists. Currently the Department has two female Deputy Directors General out of four positions at this level.
   ➤ *Women in Water Awards* instituted in 2002
   ➤ Gender training in collaboration with the National Community Water and Sanitation Training Institute (NCWSTI) and international support of the Gender and Water Alliance, was started in 2001. It has concentrated on the development of

advocacy and promotions materials, training, and awareness creation.
- ➢ Race and gender of participants in the public consultation for the draft National Water Resource Strategy 2002:

Race	% in total population*	Participants number	Participants %	Male %	Female %
Asian	3	228	3	73	27
Black	77	3302	37	75	25
Coloured	9	270	3	72	28
White	11	5078	57	85	15
Sub-total		8878	100	81	19
Companies		165			
Total	100	9043			

- **Translating policy & legislation into practice:**
  - ➢ Gender training for implementers of policy and legislation is crucial, including those in government departments and external implementing agents, consultants and contractors.
  - ➢ The development of gender specialised tools is also necessary, such as gender sensitive planning for water services delivery.
  - ➢ Empowerment of women from the grassroots, both as family caretakers and producers is a long term, but necessary activity.
  - ➢ Gender must be kept high on the agenda. Every organisation needs at least one champion who is willing to keep asking the question in every context: what about gender, what about poor men and women?
  - ➢ Ensure that institutions, such as DWAF, are not faceless megaliths, but institutions driven by principles and values

Quotable quotes (also see above):

"....This is still insufficient. A lack of focused and systematic gender training and development of gender specific tools has impacted on the mainstreaming of gender in departmental activities. Many government officials, both black and white, have little knowledge on gender-sensitive approaches, even with regard to well-known requirements such as the choice of times and venues that suit both men and women, particularly in rural areas. Nor is there much awareness of approaches which ensure sufficient time for community participation, so that, where needed, separate discussions by men and women can be held and view points of various groups in a community can be discussed and reconciled before decisions are taken, either in one or in more subsequent meetings" (p.12)

"Meeting the quota of women on all structures has been difficult. A recent review showed, however, that there is general awareness of the quota system. Yet, exercising control by women is still an uphill battle as men tend to occupy the important positions, such as chairperson, even where women are in the majority. Men tend to be even more over-represented where paid jobs are at stake." (p. 13)

"The water sector cannot operate in isolation from other sectors of society, thus a broad political commitment to gender issues provides a strong foundation for gender sensitive policy, legislation and delivery" (p.17)

TITLE: **Essential next steps to put gender in the practice of water and sanitation management**

AUTHOR: **Gender & Water Alliance (GWA)**

DATE: **Nov 2002**

Content Summary

This is a press release – prepared after the Bonn Freshwater Conference. It is a very brief summary of the gender issues as raised at the conference, and highlights the "steps to get gender roles mainstreamed at all levels in water and environmental sanitation"

Key Issues

The steps that the document highlights, include:

- Laws and policies relating to water should be revised to give men and women independent rights to land, water, property and heritage
- Planners must include a gender perspective systematically in the development of all national and regional policies and programmes
- Increase training in technical, scientific and financial management for women
- Institutionalisation of the gender perspective in organizations, together with capacity building at all levels
- Increased budgets to social aspects within environmental protection and water management

Quotable quotes

"South Africa shows the importance of having the legal and political drive from the highest level to include women in high positions in the water and sanitation sector. 'Based on our constitution 30 percent of the senior staff in my department has to be women', says Mike Muller, Director General, Water Supply and Sanitation, of the Department of Water Affairs and Forestry. 'I have to report every year on progress, and my salary is influenced by it. That is a good incentive', he said at a press conference" (p.1)

TITLE: Gender and Energy in the South: A Perspective from Southern Africa

AUTHOR: Hesphina Rukato (Minerals and Energy Policy Centre)

DATE: January 2001

Content Summary

The aim of the paper is to provide an overview of existing research studies and their approaches concerning the linkages between gender and energy, including, where possible, practical experiences with energy projects and their monitoring. As such, therefore, it does not have much relevance to the issue of Gender in the Water Resource Management sector. However, generically, it does offer some useful insights into the issue of gender at a rural level.

Key Issues

The document provides the following table showing the various roles of women and men:

Women	Men
• Reproductive • Responsible for domestic work • Care for the children • Cooking and providing food to household and other community services • Play major role in productive activity of family in farming, paid domestic labour & industries • High but unrecognised economic participation • Low social and political influence • Tasks arduous and time-consuming • No involvement in development planning • Mainly agricultural work in rural areas, or informal work in urban areas • Community management	• Productive roles more formal • Productive roles result in cash income • Have public profile and political representation • High visibility • Do not have a clearly defined reproductive role
As a result of the above roles: • Women perform two thirds of the world's work • Women earn one tenth of the world's income • Women are two thirds of the world's illiterates • Women own less than one hundredth of the world's property • Women face a higher ratio of unemployment, 5:8 when compared to men. • More than half of poor people in the world is found in rural areas and • More than half the rural poor are women.	

Quotable quotes

"Gender differences are based on the division of tasks, rights, and responsibilities along sexual lines. In some societies certain tasks, rights and responsibilities are allocated to men, and the fact that other societies may allocate the same tasks to women is evidence that gender differences are more of a cultural rather than a biological factor."(p.4)

"Women do not exist in isolation, and their lives are determined by their relationships with men. It has therefore since been recognised that focusing on women's needs is inadequate. There is a need to take cognisance of the differential gaps between women and men in all aspects of their existence. While biological differences between men and women do not change, the social roles they play in different societies and cultures at different periods of history can change (Oxfam, 1994). The term 'gender' is used to describe this differentiation, therefore gender relations affect the ways in which men and women participate in the economic, social, and political process that shape their lives. While the existence of gender relations is universal, their description varies by culture (White, 1994)". (p.9)

Gender Mainstreaming in WES
2003
UNICEF

Gender and UNICEF

"UNICEF aims, through its country programmes, to promote the equal rights of women and girls and to support their full participation in the political, social and economic life of their communities".

UNICEF Mission Statement, 1996.

UNICEF's policy mandate on women and gender arises from:

- the practical need to eliminate gender discrimination to promote the survival, development and protection of children and the achievement of the global child goals; and
- United Nations principles on the rights of women and children supported by the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the Convention on the Rights of the Child (CRC).

What is gender mainstreaming?

Gender mainstreaming within water and sanitation projects involves addressing two dimensions: the *differences* in needs and priorities of women, men, girls and boys that arise from their different activities and responsibilities; and the *inequalities* in access to and control over water resources, and access to sanitation services.

Gender mainstreaming addresses gender in all cycles of programming. It begins by identifying the gender gaps within the sector, works to eliminate them through programmes, and measures effectiveness in terms of gender in the monitoring and evaluation stage.

Gender mainstreaming works to achieve gender balance, such as more equitable task sharing. Achieving gender balance often calls for better meeting the *practical* needs and interests of women and girls—such as better access to water to reduce their workload—and also *strategic* gender needs and interests to address inequalities—such as including women in community decision-making.

Why gender mainstreaming within WES?

People have different needs, interests, and access to and control of resources and services based on a variety of factors including gender. An integrated approach to water and sanitation recognizes these differences and the disparate priorities they create for women and men.

The involvement of women and girls is crucial to effective water and sanitation projects. Women and girls in developing countries bear most of the burden of carrying, using and protecting water. They also have the most responsibility for environmental sanitation and home health.

Today, about 1 billion of the world's people are without access to safe drinking water, 3 billion are without sanitary facilities, and human excreta and sewage are the main causes of deterioration of water quality in developing countries. Diarrhoea, caused by contact with excreta and inadequate hygiene, is the number one cause of death for children under five.

Given the present roles of women in water and sanitation, the active involvement and empowerment of women is needed for successful WES programming—without adding to their burden. Gender mainstreaming is needed to achieve gender balance to reduce the inequalities suffered by women and girls to meet UNICEF's goals.

10 Key Points to Check for Gender Equity

1. Have the **different needs, interests and priorities** of women, men, girls and boys been taken into account in designing the program? Including the young and old, rich and poor?

2. Did you use a **gender perspective to gather information?** Does the data specify gender?
   For example, an informal setting with a female interviewer may be more conducive to open dialogue with women.

3. Did you **investigate the gender issues** related to water and sanitation provision and use?
   - What are the gender gaps?
   What are the barriers to reducing the gender gaps?
   - What are their immediate and underlying causes?

4. Do the **WES programme objectives work toward gender balance**? How will they change the condition and position of women and girls and that of men and boys? With respect to:
   - domestic chores?
   - community management?
   - involvement in water supply.?
   - household sanitation?
   - hygiene behavioral activities?

5. Have the **physical and cultural aspects of gender in sanitation** services and hygiene promotion projects been included?
   - Do the sanitation services provide privacy and convenience for women and girls?
   - Is the whole family trained in hygiene promotion?

6. Is there **gender balance in decision-making**? Are women involved in the decision-making process to plan and manage services, such as:
   - where the services are located?
   - the quality of services?
   - the type of services needed?

7. Is there **gender balance in the burdens and benefits** of WES programmes?
   - Do women have equal access to training, paid jobs or other opportunities created though WES projects?
   - Are volunteer and paid jobs equally distributed between men and women? Are domestic chores equally balanced between boys and girls?

8. What are the **gender specific elements in the WES strategies**, with respect to:
   - advocacy and social mobilization?
   - service delivery?
   - capacity building?
   - empowerment?
   How do they affect women and girls, men and boys at home, in schools and in society?

9. Will the **activities directly impact the inequalities** between girls and boys, women and men?

10. Did you **measure and monitor for separate effects** on women, men, girls and boys?
    - Do the projects explicitly measure for the effects on women and men, boys and girls?
    - Do they assess the changes in women and men's involvement in the project, and their access and control of resources?

Examples from the field

Lesotho: rural women take on latrine construction Women have proven to be a very viable resource in designing, implementing, operating and maintaining water and sanitation systems in their communities.

Further information on gender, water, and sanitation

Sourcebook for Gender Issues at the Policy Level in the Water and Sanitation Sector. UNDP-World Bank Water and Sanitation Program. Washington, DC, USA (1996).

Towards Better Programming: A Manual On Mainstreaming Gender in Water, Environment, Sanitation Programming. Water, Environment and Sanitation Technical Guidelines Series No. 6. UNICEF, New York, NY, USA (forthcoming).

Women, Water, Sanitation. Issues 1-7. International Water and Sanitation Centre IRC, The Hague, The Netherlandss, and PROWWESS/UNDP-WB NORAD, New York, NY, USA (1991-1997).

TITLE: GenderAction: A Newsletter of the USAID Office of Women in Development

AUTHOR: USAID Office of Women in Development

DATE: 1997/98

Content Summary

This document examines the role and responsibilities of women in rural society and in natural resource use, and argues that resource conservation and its sustainable use, can only be achieved by ensuring women's full participation in natural resource management. However, it further notes that, while women remain in poverty, they will not be likely to be concerned with the destructive environmental practices, but that involving them will assist in reducing their levels of poverty. It provides examples from around the world of different kind of interventions.

Key Issues

- Rural women have a huge knowledge of natural resources and should be meaningfully involved in the design and implementation of natural resource management programmes
- Over-use of natural resources results in depletion and therefore leads to poverty – women are often those who are involved in collection of water, gathering of wood etc., and involving them in resource management programmes is obviously crucial to sustainable use
- The following is listed as being some of the constraints to women's meaningful participation:
    - Lack of property rights
    - Access to information
    - Valuing of women's ideas
    - Poverty
    - Illiteracy
    - Lack of technical training
- Two options are stated when design projects: Mainstreaming gender into the project and designing a project that has a "women only" component – each has advantages and disadvantages and the design should therefore be tailored in accordance with the community characteristics and project goals

Quotable quotes

"In rural and urban areas, women collect water for cooking and cleaning; they manage household sanitation needs; they farm the land; they gather food and fuel from forests; they fish coastal waters. As users of natural resources, women contribute to the pressures that have pushed so many resources onto the "critical list." Yet women are repositories of a wealth of information that can help shape strategies for the sustainable use of the environment. Ignore the roles of women as resource users and conservation programs will fail to address the needs of those very individuals who are key to the sustainable use of the environment. Ignore the knowledge women have

acquired as central actors in their communities' economies or overlook the economic pressures that shape their use of critical natural resources, and programs will not succeed in addressing the long-term needs of communities and households"(p.2)

"Project planners and managers have opportunities to reduce the constraints that women face in the sustainable use of Africa's natural resources. To succeed, however, they must first put aside a misconception that sociocultural barriers to women's participation in natural resource management in Africa are insurmountable. In the African context as elsewhere, gender relations are continually changing and adapting to outside conditions. Dealing with the changing roles directly and enhancing women's participation is not only possible but critical to project success"(p.9)

TITLE: mainstreaming gender in water and sanitation: literature review for the SA department of water and sanitation

AUTHOR Colleen Lowe Morna
Gender Links
Key points:
Why gender is central to water and sanitation. See UNDP for similar framework
Key gender concepts P5 Similar to the UNDP

Gender mainstreaming -lessons from experience
Refers to 2 Reports by WRC in 1999: Strategies for the Empowerment of women in water and sanitation Projects and the role of women in community water and sanitation supply projects commissioned by Mvula Trust in 1998.

Gender, water and sanitation -lessons learned

World Bank tool kit summarises as follows:
- Gender is a central concern in water and sanitation
- Women's participation improves project performance
- Specific, simple mechanisms must be created to ensure women's involvement
- Attention to gender analysis should start as early as possible
- Gender analysis is integral to project identification and data collection
- A learning approach is more gender responsive than a blueprint approach
- Projects are more effective when both women's and men's preferences about hardware is addressed
- Women and men promote project goals through both their traditional as well as non-traditional roles
- Women's groups and NGO's can be effective in involving women
- Gender related indicators must be included when assessing project performance and impact

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Key lesson one - commitment at policy level

Importance of integrating a gender perspective in all policies is enshrined in a number of key conventions:
CEDAW
Beijing Platform
UNCED Agenda 21
Dublin International Conference on Water and Environment 1992
Second ministerial Conference on Water

SADC Declaration on Gender and development 1997

Constitution
National OSW gender policy (Get final copy from Catriona if necessary)

DWAF gender policy

Key lesson 2 -link between internal and external transformation
Gender equality in hiring, capacity building and institutional culture as well as
gender equality in service provision

Mtinsto's: Access-Participation and transformation framework

UNIFEM and WWV found similar things to two WRC commissioned studies:
- Twice as many men as women in water committees
- Leadership positions largely held by men, women secretarial
- 64% idea of empowering women through water committees was good
- Obstacles to women's participation: lack of confidence, child care,
  household chores, traditional values and stereotypes

Checklist constructed from UNDP-World Bank Gender issues sourcebook for
water and Sanitation Projects: See pgs 14-18

Lesson Three: Institutional Mechanisms
Institutional mechanisms are critical and must not be marginalised. Not
concern of a few women activists.

Also informal structures, women's support networks, gender forums

Lesson four: resource allocation

Gender budgeting or resource allocation to ensure that gender mainstreaming
takes place and as a tool for measuring gender impact.

Third women's Budget carries an analysis of the DWAF budget:
- Personnel expenditure: white men predominate in best paid fields
- Gender specific expenditure -gender unit budget could not be
  disaggregated
- Mainstream expenditure -not sensitive enough. WFW noted as a gender
  aware resource allocation

Lesson five: Training
All members of organisations, at all levels need gender sensitisation training.
Reference to NCWSTI

Best practices:
- PROWESS early and wide promotion of women in water
- World Bank study 121 rural water supply projects. Women's participation
  associated with effectiveness
- Women and handpumps
- Hippo roller
- Income generation
- Strategies for maintaining public facilities
- Women's knowledge
- Design of children's toilets

GENDER AND WATER DEVELOPMENT REPORT:

GENDER PERSPECTIVES ON POLICIES IN THE WATER SECTOR

Gender and Water Alliance
2003

Key points:

GWA was created to help increase women's role in water resource planning and management, and it aims to push for greater inclusion of women.

Crucial aspect of GWA's mandate is the optimal involvement of men and women, rich and poor in making decisions about sustaining water resources.

This report is one of the first steps in that direction. The report looks at how the rhetoric on gender mainstreaming has been adopted into policy and programmes by governments and donors. It reports on changes in water legislation, policies and programmes. The findings are no very consistent and described as 'patchy'. It notes that some governments have accepted the need for gender perspectives and there are a few countries with concrete action. Yet at the same time, there are some misdirected responses that increase women's involvement in at the expense of increasing their workload.

Positives, include greater momentum in gender mainstreaming -increased knowledge about question and some answers and increasing expertise in addressing problems.

A recurring issue is the interdependence of the sectors:

Suggestions for action include: P 14
- Budgets fir gender mainstreaming and significant advocacy must be part of the policies of government , international agencies and donors
- Extension training should include gender issues and more women should be employed in extension services
- Progress monitoring should be through gender-disaggregated data, so that the value of gender-sensitive policies will be appreciated
- Advocacy for water-sector gender mainstreaming should target institutions outside the water sector, particularly in education and community development

-
- Conclusions:

What is very clear is that the rhetoric and pledges of international gatherings can be helpful in establishing good global concepts, but putting them into practice takes a lot more. South Africa is noted as a very exciting case study and pioneering in 'free' basic water and sanitation services for the very poor.

Good summary of International commitments on P97 Annexe 1

TITLE: Gender Mainstreaming South Africa 'still a long way
                to go'

AUTHOR: IRC / WSSCC

DATE: May 2003

Content Summary

This brief (about one page) document which summarises the proceedings of
the Eastern Cape Gender Indaba of February 2003. The idea of the indaba
had been "to bring all stakeholders under one roof to identify needs and to
develop a plan of action to implement gender issues effectively "

Key Issues

* The indaba came up with recommendations and strategies to cover six key
  areas of concern:
    - Policy issues,
    - Planning,
    - Service delivery,
    - Monitoring and Evaluation,
    - Institutional practices,
    - Gender management systems communication and capacity
      building.

Unfortunately, however, this paper does provide any detail in so far as these
recommendations and strategies themselves are concerned, except to note
that there is a need in the Eastern Cape for a dedicated gender person "to run
with the project". In this regard, the NCWSTI committed itself to provide its
expertise as a resource centre and to support the province to ensure that
gender mainstreaming is achieved.

Quotable quotes : None

BOOK TITLE: Gender in Water Resources Management, Water Supply and Sanitation: Roles and Realities Revisited

PAPER TITLE: Gender and Integrated Water Resources Management

AUTHOR: Christene van Wijk-Sibesma (IRC)

DATE: 1998

Content Summary

This paper highlights the international attention being given to integrated water resources development and management and gives an explanation for the term "gender", why a gender approach is needed, and how it links with poverty alleviation. It ends with an example of a gender analysis on which programme preparation, assessments and reviews can be based.

Key Issues

- Over the period of the International Drinking Water Supply and Sanitation Decade (IDWSSD), it is estimated that 33% more rural people received access to an improved water supply, BUT, an increased access does not necessarily imply that each household in the beneficiary community can and does use the improved service – many of the implemented systems are not "sufficiently adapted to user needs and practices".
- Many facilities that were installed during IDWSSD ran into technical problems and were not functional for long periods of time
- There is increasing pressure on the finite amount of fresh water in the world – this is caused by
    - Population growth
    - Rapid urbanisation
    - Changing lifestyles (e.g. different eating patterns, use of fertilisers, planting of crops that require higher amounts of water)
- As end-users of water, women and men have different interests and resources and attention needs to be paid to each of these in order that social and economic development is optimised, as well as to reduce conflict and competition over water
- Gender is the result of socialisation and that this socialisation tends to favour women
- A gender approach pays attention to:
    - Differences between interests of women and men
    - Social conventions which determine women and men's position in the family, community, and society at large
    - Differences among women and men, based on age, wealth and ethnic background
    - The manner in which gender roles and relations change
- The formulation, assessment, and review of policies, programmes, projects and documents should provide answers to the following questions:
    - How are women and men using the resource and what for?

- How are contributions to the development and management of water resources divided between women and men?
- Who makes the decisions and controls the implementation at the various levels
- Who gets the project or programme resources (e.g. jobs and training)
- To whom does the control of these benefits go?
- Do some women and men benefit more than others?

- Indicators for assessing a gender approach include:
  - The division between women and men (rich and poor) of the access to information
  - Contributions of women and men to implementation and management
  - The share in project resources and benefits
  - The control over the benefits

- A gender approach analyses current gender divisions and strives for a more balanced division between women and men ito:
  - Access to information
  - Amount of physical work
  - Division of contributions ito time and cash
  - Degree of decision making
  - Access to resources and benefits
  - Control over these resources and benefits

Quotable quotes

"The gender-based approach is distinct in that it focuses on women and men, rather than considering women in isolation" (p.3)

BOOK TITLE: Gender in Water Resources Management, Water Supply and Sanitation: Roles and Realities Revisited

PAPER TITLE: The New Policy Consensus and its Gender Aspects

AUTHOR: Christene van Wijk-Sibesma (IRC)

DATE: 1998

Content Summary

This paper examines the water resources policies of national governments and international organisations, and attempts to make these policies more gender-specific.

Key Issues

- All international initiatives and fora on water resources management up until 1998 had included women in their principles, but had not made these principles gender specific
- The paper proposes that WRM principles can be made gender specific by taking into account that:
  - Women and men in different socio-economic classes and societies have different demands for different water uses
  - The importance of these demands is properly valued
  - Tools used to regulate demand will affect men and women in different income groups differently
  - Women and men in different socio-economic classes can express their demands and see them honoured

Quotable quotes

"Integrated water resources management means management of water resources as regards their development, use and protection and considering all sectors and institutions which use and effect water resources" (p.12 – Nordic Freshwater Initiative, 1992)

TITLE: GenderAction: A Newsletter of the USAID Office of
                Women in Development

AUTHOR: USAID Office of Women in Development

DATE: 1997/98

Content Summary

This document examines the role and responsibilities of women in rural
society and in natural resource use, and argues that resource conservation
and its sustainable use, can only be achieved by ensuring women's full
participation in natural resource management. However, it further notes that,
while women remain in poverty, they will not be likely to be concerned with the
destructive environmental practices, but that involving them will assist in
reducing their levels of poverty. It provides examples from around the world of
different kind of interventions.

Key Issues

- Rural women have a huge knowledge of natural resources and should be
  meaningfully involved in the design and implementation of natural resource
  management programmes
- Over-use of natural resources results in depletion and therefore leads to
  poverty – women are often those who are involved in collection of water,
  gathering of wood etc., and involving them in resource management
  programmes is obviously crucial to sustainable use
- The following is listed as being some of the constraints to women's
  meaningful participation:
  - Lack of property rights
  - Access to information
  - Valuing of women's ideas
  - Poverty
  - Illiteracy
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- Two options are stated when design projects: Mainstreaming gender into
  the project and designing a project that has a "women only" component –
  each has advantages and disadvantages and the design should therefore
  be tailored in accordance with the community characteristics and project
  goals

Quotable quotes

*"In rural and urban areas, women collect water for cooking and cleaning; they
manage household sanitation needs; they farm the land; they gather food and
fuel from forests; they fish coastal waters. As users of natural resources,
women contribute to the pressures that have pushed so many resources
onto the "critical list." Yet women are repositories of a wealth of information
that can help shape strategies for the sustainable use of the environment.
Ignore the roles of women as resource users and conservation programs will
fail to address the needs of those very individuals who are key to the
sustainable use of the environment. Ignore the knowledge women have*

acquired as central actors in their communities' economies or overlook the economic pressures that shape their use of critical natural resources, and programs will not succeed in addressing the long-term needs of communities and households"(p.2)

"Project planners and managers have opportunities to reduce the constraints that women face in the sustainable use of Africa's natural resources. To succeed, however, they must first put aside a misconception that sociocultural barriers to women's participation in natural resource management in Africa are insurmountable. In the African context as elsewhere, gender relations are continually changing and adapting to outside conditions. Dealing with the changing roles directly and enhancing women's participation is not only possible but critical to project success"(p.9)

School-based sexual violence:
Understanding the risks of using school toilets among school going girls

Dr. Naeemah Abrahams
Gender & Health, Medical Research Council

6th March 2003

This study explores school going girl's experiences of sexual violence in school toilets and tries to understand how they perceive and negotiate danger and risks associated with the use of the toilets was initiated by the gender and sanitation programme of the Water and Sanitation Regional office of the World' Bank.

The study used participatory action research methods to ensure its enabling and empowering measures allow learners to benefit from the research activity. This process through photography and mapping facilitated the identification of problems and the development of learner-based solutions. Repeat focus groups discussions were held with 81-school going girls of 16 years and older and 6 in-depth interviews were held with girls (some of who had experienced sexual violence), as well as educators, security personnel and caretakers.

The study found sexual harassment was a common occurrence in all parts of the school environment – with both male educators and learners using various strategies and opportunities to gain sexual access to the girls. The conspiracy of the male educators to support each other in harassing the girls and the accompany victimisation of the girls – some even being failed as a form of punishment for reporting them, is an indication of the impact on the lives of the school girls.

The physical position and condition of the school toilets also compromised their safety and privacy. Although sanitation of the toilets was not a focus of the study – it came out as an important health promotion problem. The capacity of the school toilets was completely inadequate to meet the needs of the learners. This meant that the girls compromised their health when they use the unhygienic toilets or even when they do not use it.

TITLE: CIDA's Policy on Gender Equality

AUTHOR: Canadian International Development Agency

DATE: March 1999

Content Summary

Goal
To support the achievement of equality between women and men to ensure sustainable development.

Objectives
_ To advance women's equal participation with men as decision-makers in shaping the sustainable development of their societies;
_ To support women and girls in the realization of their full human rights; and
_ To reduce gender inequalities in access to and control over the resources and benefits of development.

Key issues

_ Promoting the equal participation of women as agents of change in economic, social and political processes is essential to achieving gender equality;

- CIDA's policy was revised in 1995 to emphasize the importance of gender equity and women's empowerment. CIDA's use of a gender equity approach aimed to ensure fairness in the way women and men are treated and involved the adoption of special measures to tackle gender inequalities and to increase women's autonomy. These special measures and the process of empowerment remain essential elements in remedying unbalanced power relationships between women and men. CIDA's 1995 policy on WID and Gender Equity has been widely used by partners in their policy dialogue work and as a model for the development of their own policies.

- Gender equity strategies are used to eventually attain gender equality. Equity is the means, equality is the result.

-   use the findings of the initial gender analysis to establish a baseline against which to analyze and measure actual gender equality results achieved over time; and include assessment of progress on achieving gender equality results in the performance measurement framework.

_ integrating gender equality into project results from the beginning and developing gender-sensitive performance indicators at the output, outcome and impact levels;

- developing, as part of the project implementation plan, a strategy to integrate gender equality results, and allocating an adequate budget for its implementation;
_ developing a selection process that gives adequate weight to assessment of the capacity of implementors, consultants and executing agencies to address gender equality in the project's or program's specific tasks or focus;
_ creating contracts and terms of reference that include clearly defined roles and responsibilities, objectives and specific results relating to the promotion of gender equality; and

_ describing progress in the achievement of gender equality within performance measurement.

- supporting partners in improving their institutional capacity to support gender equality, including promoting an equitable representation of women at the decision making level;

At the Corporate Level
_ senior management is committed to gender equality;
_ there are sufficient resources and knowledgeable personnel, along with an enabling corporate environment to promote gender equality;
_ there are accountability frameworks which ensure that the gender equality policy is implemented;
_ qualified gender equality specialists (especially locally-based ones) are employed on a regular basis; and
_ gender equality is treated as an objective in and of itself.

In the Planning Process
_ gender equality is recognized as relevant to every aspect of international cooperation from macro-economic reform to infrastructure projects;
_ gender analysis is carried out at the earliest stages of the project or program cycle and the findings are integrated into project or program planning;
_ institutional weaknesses or cultural biases that could constrain the achievement of gender equality results are recognized in policy, program, or project design, and strategies are developed to address them;
_ means are identified to ensure there is broad participation of women and men as decision-makers in the planning process;
_ clear, measurable, and achievable gender equality results are developed in the earliest phases of the process;
_ gender-sensitive indicators, both qualitative and quantitative, are developed (this requires the collection of baseline data disaggregated by sex, as well as by age and socio-economic and ethnic groups);
_ a specific strategy and budget is provided to support the achievement of gender equality results;
_ partners and implementors are selected on the basis of their commitment and capacity to promote gender equality; and _ gender equality specialists are involved from the start of the planning process.

During Implementation
_ gender equality specialists are part of project teams;
_ the objective of gender equality is not lost in rhetoric or in preoccupation with agency processes;
_ there is flexibility and openness to respond to new and innovative methods, and to opportunities for supporting gender equality that present themselves during implementation; and _ there is broad participation of women in the implementation.

Performance Measurement
_ gender equality results are expressed, measured and reported on using qualitative and quantitative indicators;
_ data, disaggregated by sex, as well as by age and socio-economic and ethnic groups, is collected;
_ qualified gender equality specialists (especially locally-based ones) are involved in performance measurement;
_ information on progress in reducing gender inequalities is collected and analyzed as an integral part of performance measurement;
_ a long-term perspective is taken (i.e social change takes time); and _ participatory approaches are used, where women and men actively take part in the planning of performance measurement frameworks, in their implementation, and in the discussion of their findings.
_ Does the intervention challenge the existing gender division of labour, tasks, responsibilities and opportunities?

_ What is the best way to build on (and strengthen) the government's commitment to the advancement of women?
_ What is the relationship between the intervention and other actions and organizations - national, regional or international?
_ Where do opportunities for change or entry points exist? And how can they best be used?
_ What specific ways can be proposed for encouraging and enabling women to participate in the policy/program/project, despite their traditionally more domestic location and subordinate position?
_ What is the long-term impact in regard to women's increased ability to take charge of their own lives, and to take collective action to solve problems?

Quotable quotes

"A transformed partnership based on equality between women and men is a condition for people-centered sustainable development".
Mission Statement,
Beijing Platform for Action,
Fourth United Nations World Conference on
Women, Beijing, 1995

For poverty reduction to be achieved, the constraints that women and girls face must be eliminated. These constraints include lack of mobility, low self esteem, lack of access to and control over resources, lack of access to basic social services, to training and capacity development opportunities, to information and technology, as well as to decision-making in the state, the judiciary, development and private sector organizations, and in communities and households.

TITLE: Country Gender Profile: South Africa

AUTHOR: Baden, S, Hasim, S and Meintjes, S

DATE: July 1998

Content Summary

This country profile summarises the extensive policy and research literature on gender issues in South Africa, with a particular focus on poverty. The Constitution guarantees the equality of women and mechanisms have been created to ensure that the government and the private sector address gender issues. However, it is clear that sustained support and development of women's NGOs, skills training, capacity-building in local and national government, and development of sustainable livelihood strategies are needed if gender equality is to be attained.

There is no such thing as a 'typical' South African woman, as women's needs and experiences are diverse and have been shaped differently by colonialism, capitalism and apartheid. In understanding gender inequality, reference must be made to other factors of inequality such as race, location, and age. In South Africa, gender discrimination and poverty are very closely linked, but not tied. Women are particularly vulnerable to poverty (and are at higher risk of being poor than men) because of high levels of unemployment, unequal access to land, and dependence on men for income (which is often unreliable).

The following are key issues relating to gender that must be addressed in efforts to promote gender equality and reduce poverty:

The composition of, and power relations within, households are diverse and complex, including high rates of female-headed households (particularly among African women) and men's inadequate financial contribution to household expenses.

Widespread discrimination against women in the labour market, as women are concentrated in informal activities, domestic work, and low-paid jobs.

Lack of access to basic services such as water and electricity creates demands on women's time and workloads, as they are responsible for collecting water and firewood.

Women have insecure access and claims to resources, including land.

Increasing levels of violence and abuse has caused widespread fear among women and safety concerns have limited the social and economic opportunities they take up.

Lack of gender-related research on urban and formal sector activities, and legal and political processes. Existing research is rarely written by black women or includes their perspective.

Future initiatives to promote gender equality are necessary, and complement efforts to reduce poverty. Specific areas requiring action include:

Support to sustainable rural livelihoods and to gender-aware agricultural services.

Training women who work in the informal sector and providing them with marketing services, credit, and access to infrastructure (roads, water, sewerage) to free up their time.

Mobilisation, organisation, and advocacy for labour and welfare rights of low paid and insecure workers (many of whom are women).

Building capacity of local governments to address gender issues, promote women's participation in local government, and support women's NGOs.

Development of gender-aware research and policy analysis skills, in finance and economic policy, agriculture and rural development, labour and human resources.

Encouraging (black) African women (and men) to develop research skills on gender issues to correct their lack of voice in existing data. Correct the bias in existing data towards urban and formal sector activities, and legal and political prhttp:

Key issues

Gender equality has emerged as a legitimate focus of policy and programmes for South Africa's post-apartheid government. While policy development skills are highly developed in South Africa, policy management, programme design and implementation capacity is less strong, particularly at lower levels of the administration and in NGOs. The general weakness of capacity is a constraint to gender equality issues being effectively mainstreamed in development institutions, over and above the specific need to build capacity around gender equality itself. The primary focus of much activity relating to gender equality to date has been on change and capacity building **within** institutions 120 , rather than on gender equality in service delivery, impact and accountability. Many of the strategies envisaged by gender units in government, and by organisations working with government officials are directed at this stage at ensuring greater representation of and support for (black) women in government, rather than with broader issues of making government more accessible to and 'friendly' for ordinary citizens. While the former is probably a pre-requisite for the latter, it is increasingly important that the concern with transformation does not overshadow the importance of outcomes for those who are 'beneficiaries' rather than providers of services.

TITLE: Gender Mainstreaming

AUTHOR: United Nations Environment Programme (UNEP)

DATE: July 2002

Content Summary
This is a brief document (single page) which elucidates UNEP's gender mainstreaming philosophy

Key Issues
- UNEP focuses its efforts on ensuring gender equality in UNEP personnel practices, and gender sensitivity in all projects and programmes. Gender equality considerations are addressed in all sectoral and thematic work of UNEP. In formulating programme plans and budgets, UNEP pursues a process to ensure the incorporation of the gender perspectives. All UNEP projects adhere to the UNEP Manual on Project Formulation, Approval, Monitoring and Evaluation, which contains a chapter on gender sensitivity guidelines which places emphasis on gender considerations in project documents and steps for including gender in UNEP's relationship with collaborating and supporting organizations.
- UNEP has produced a strategy on mainstreaming gender in the policy, programming and operational procedures

Quotable quotes: None

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AUTHOR: United Nations Environment Programme (UNEP)

DATE: July 2002

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This is a brief document (single page) which elucidates UNIFEM's gender mainstreaming philosophy

Key Issues
- UNIFEM pursues a dual strategy towards the achievement of gender equality and women's empowerment. It supports stronger women's organizations to enable them to negotiate on their own behalf with their governments and international agencies and assists governments to implement their commitments to women's empowerment and gender equality. And it supports the UN system in ensuring that gender concerns are incorporated into all policies, programmes and activities.
- UNIFEM focuses on three areas of immediate concern. It strengthens women's economic security and rights and empowering women to enjoy secure livelihoods. It works on engendering governance and peace building to increase women's participation in the decision-making processes that shape their lives. UNIFEM also promotes women's human rights and the elimination of all forms of violence against women to transform development into a more equitable and sustainable process.
- UNIFEM's guided by the following strategies:
  - strengthening the capacity and leadership of women's organizations and networks
  - leveraging political and financial support for women from a wide range of stakeholders
  - forging new partnerships among women's organizations, governments, the UN system and the private sector
  - undertaking pilot projects to test innovative approaches to women's empowerment and gender mainstreaming
  - building a knowledge base on effective strategies for engendering mainstream development

Quotable quotes: None

WOMEN'S ACTION AGENDA FOR A HEALTHY PLANET 2002 (WAA2002)

OCTOBER 23, 2001

Each of the ten themes elaborated in this preliminary draft begin with an overview, followed by possible solutions and end with benchmarks and mechanisms:

Theme 1: Governance and Sustainable Development
Theme 2: Globalisation and the Claim for Transparency and Accountability in the Institutions of the Global System
Theme 3: Socio-Environmental Dimensions of Conflicts and the Arms Race; Role of Women in Peace Building
Theme 4: Tensions between the Free Market Ideology and Sustainable Production and Consumption Goals
Theme 5: Women's Right to Access and Control over Global Public Goods
Theme 6: Women's Sexual and Reproductive Health and Rights and the Environment
Theme 7: Environmental Security: Protecting the Health of Present and Future Generations
Theme 8: Protection of Biodiversity, Indigenous Knowledge and Resources
Theme 9: Gender Dimension of Sustainable Cities
Theme 10: Gaps and Opportunities in Education, Communication and Information Technologies

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THEME 1: GOVERNANCE AND SUSTAINABLE DEVELOPMENT

A. Overview
1. Good governance systems are built on (1) democracy and participation as the foundation of legitimacy in all democratic systems—transparency, accountability, effectiveness and efficiency, responsiveness to the need of all stakeholders; (2) the rule of law, and gender equity. Good governance puts people first. It is indispensable for building peaceful, prosperous and democratic societies. between, the three pillars of sustainability should be reflected in all policy-making processes..

Possible solutions
- Effective gender analysis reflects the correct information on how resources are allocated between men and women, highlights constraints imposed by women's socially-constructed and confined roles, and proposes women-empowering policies. Assessments and indicators that address the key factors and directly relate to people's everyday lives can be powerful instruments to raise awareness and change behaviour. Gender is a high-impact category with regard to, for example: income level; education; power /

decision-making; access to credit; division of labour; and access to, ownership and control of natural resources. Information on gender equity must be covered by any set of indicators aiming to capture the state of sustainable development. Social monitoring must be integrated into environmental monitoring in order to achieve sustainable development monitoring.

- Gender mainstreaming policies and procedural rules need to be integrated into the work of all

government departments, and adequate monitoring mechanisms should be established. Strategies towards gender balance in governance and sustainable development include: affirmative action programs; awareness-raising, capacity-building, education and training of women and men; evaluating sustainable development institutions for gender balance and evidence of concern about gender issues; sharing good practices at all levels; overcoming women's apathy and lack of understanding of government processes with innovative types of outreach; guiding young women towards careers as decisionmakers

in sustainable development; establishing joint women and environment task forces within each

primary institution of ecosystem management. All such efforts must be backed by adequate funding and

support, and should be monitored and evaluated for effectiveness and replicability.

- Stakeholder participation in policy-making and implementation needs to be further developed. Governments and intergovernmental bodies need to operate on the basis of a consistent, predictable, and transparent framework. Multi-stakeholder processes should be further developed and defined through experimentation and sharing and analyzing of experiences. They provide an appropriate format, if properly managed and resourced. A tri-sectoral approach should be avoided. [Is further elaboration necessary?].

Participation of women as a distinct stakeholder group needs to be ensured, based on a critical

analysis of the gender aspects of the issues addressed.

B. Mechanisms and Benchmarks

- Governments, intergovernmental bodies and all stakeholders need to employ the above-mentioned strategies towards implementation of Agenda 21 / Chapter 24. A gender review of the current CSD set of indicators should be carried out and a revised version should be produced. A consistent comparable reporting methodology should be instituted within the UN system and should be implemented by the year 2004 to allow tracking over time of women in decision-making roles on sustainable development in countries worldwide. Such mechanisms should be promoted among national governments and stakeholders. Progress should be reviewed within the sustainable development process every 5 years, using a common framework.
- Based on existing agreements that recognise the need for stakeholder involvement, the international governmental community should begin a

process to further develop appropriate mechanisms of stakeholder involvement. A common, yet flexible, framework for stakeholder participation should be developed by 2004. Earth Summit 2002 could agree on a process for review and further development of participation resulting in options put to the UN General Assembly. 27. Integrating stakeholder participation in all mechanisms of implementation that Earth Summit 2002 might agree will be a crucial tool. This would concern, for example, a "Global Compact / Global Partnership" (RSA Minister Valli Moosa, Sept 2001) for implementation of the Millennium Declaration targets; and needs to be an integral part of a "global deal" of whatever form and shape (UN ECE PrepComm, Sept 2001).

- A trust fund should be created to enable meaningful participation of all stakeholders, particularly those from developing countries and countries in transition and women.

- The Earth Summit 2002 process should initiate (and, by 2005, complete) negotiations on a global corporate accountability and liability convention, balancing the power of corporations with citizens' and workplace rights and securing effective compliance with multi-lateral environmental and social agreements.

- Civil society organisations such as NGOs, women's groups, youth organisations, etc. should engage in a process of developing a code of conduct for NGOs to create common mechanisms of transparency and accountability.

TITLE:	A Gender and Development Approach to Water, Sanitation, and Hygiene Programmes
AUTHOR:	Sue Coates (WEDC)
DATE:	Sept 1999

Content Summary

This paper considers the concept of gender in the context of water supply, sanitation and hygiene development. It begins with a discussion of the location of gender in the broader framework of international development thinking, practice and policy approaches and then focuses on gender issues in relation to water supply, sanitation and hygiene promotion, and considers the Institutional and organisational issues involved in mainstreaming gender. Finally, some of the options and implications for those intending to meet the challenge of enabling change are outlined.

Key Issues

- Provides excellent background on the concepts of gender and gender mainstreaming
- Contextualises gender within both the social as well as a project framework very well
- Expounds on the concept of GAD (Gender in Development) and compares it to the earlier thinking of WID (Women in Development)
- Notes that while institutionalising aspects of gender into W&S organisations has taken place in some instances, there is a gap between this institutionalising and its actual implementation
- Provides framework strategy for an organisation that wishes to carry forward GAD principles, and also lists possible implications of such an implementation

Quotable quotes

"The term 'gender' describes the social relations between and characteristics of women and men. It concerns men's and women's participation in the determination of their lives including access to rights, power and control over resources. Gender is understood to mean that 'people are born female and male, but learn to be girls and boys who grow into women and men. They are taught what the appropriate behaviour and attitudes, roles and activities are for them, and how they should relate to other people" (p.2)

"The crux of the issue here, is that in developing countries, men's and women's gender roles determine their access to, power and control over adequate water supply, sanitation facilities and hygiene. Unchallenged these roles have a number of direct effects on communities, households and individuals, in particular women and children" (p.2)

"The pivotal role of women as providers and users of water and guardians of the living environment has seldom been reflected in institutional arrangements for the development and management of water resources. Acceptance and

implementation of this principle requires positive policies to address women's specific needs and to equip and empower women to participate at all levels in water resources programmes, including decision making and implementation, in ways defined by them" (p.7)

"Development goals in water and sanitation converge with gender issues because women play a central role in the provision, management and safeguarding of water-related resources and facilities, while men are often key investment decision-makers but do not always account for women's needs" (p.8)

"... there is a fundamental need to understand demand related to type of user user, recognising, that a 'community' or a 'household' is not a homogeneous unit, just as 'women' and 'men' are not" (p.11)

TITLE:	**Indicators For A Gender Sensitive Approach To Water Supply Services**
AUTHOR:	**WaterAid**
DATE:	**2003**

Content Summary

This one page document simply lists various indicators which might be relevant in the implementation of a water supply project / programme.

Key Issues

The indicators are tabulated as below:

Variables	Indicators and sub-indicators
Effective Use	Proportion and nature of population using the service Degree of improvement of family water use habits
Demand-responsive Service	Type and proportion of contribution at the time of establishment of service, by men and women, rich and poor User voice and choice in planning and design, by men and women, rich and poor Satisfaction of user demand for men and women, rich and poor Ratio of user-perceived costs-benefits for men and women, rich and poor
Division of Burdens and Benefits	Division of skilled/unskilled and paid/unpaid labour between men and women Cost sharing/contribution sharing between and within households for construction and operation and maintenance Division of functions and decision making between men and women, rich and poor
Participation In Service Establishment	Degree of informed decision making by men and women on:- Service initiation - Choice of technologies and service levels - Location of facilities - Choice of local service management organisation - Choice of local maintenance system Type and proportion of contribution between men and women Local monitoring and control between men and women Type of management skills created among men and women
Institutional support for gender and poverty-sensitive, demand responsive participation	Indicative strategy as reflected in service objectives, implementation strategies and project performance criteria Sex and class disaggregated planning and monitoring systems in operation Expertise as reflected in the type of agencies involved, field teams, and team approach Capacity building, managerial support, and staff performance incentives
Policy Support for Gender and Demand-responsive participation	Degree to which national sector strategies are present to guide the achievement of the policy goals and lay down community participation and management; gender sensitivity and gender equity; and demand responsiveness

Quotable quotes: None

TITLE: Integrating gender issues into water programmes

AUTHOR: Betty Yankson, F. Mawuena Dotse and Nii Odai Laryea, Ghana

DATE: 1997

Content Summary

(*This document deals mainly with gender issues related to projects*)

Project Management and staff are not aware of the importance of applying a gender approach to project implementation.
Factors accounting for this situation are many, including the fact that: gender planning is treated as a marginalised and not a main stream activity in the sector. The assumption being that any female staff on the team can handle gender issues sufficiently; lack of knowledge about women's and men's role in the sector; inadequate number of female project staff on projects, thus, limiting village women's involvement in areas where they will always meet with male staff; time, duration and location of training do not often take women's needs into account and the fact that, visual and training materials are developed without gender considerations in mind.

Development of gender specific participation strategies
A special strategy for women's involvement is required, in that, when left to chance, women will often not take part in the various project activities and decisions willingly.
Basically, this strategy will define the functions women will play on projects, their level of representation on committees, how they will be involved in decision making, what special staff and training provisions will be made to secure their involvement, both during and after project implementation.

Provisions for training will include training for women either exclusively or alongside men, to enhance their capacities and to create more understanding and expertise on the subject of women's involvement among male and female.

Projects not only require a positive attitude towards gender issues, but also the acquisition of relevant skills.
Thus training modules for all categories of staff should have a gender component tailored towards their specific job performance with the aim of sensitizing all on the need to ensure women's participation in projects.
Applying a gender approach helps women and men to recognize and re-value existing patterns and to look for possible actions to improve the balance. It thus becomes an effective approach to give more opportunities to women and to have men share the burden and recognize women as equal partners. It provides mechanisms for work, control and benefits.

In more specific terms, women at the national and regional levels should be involved in Project planning and management. They should also serve as front-line staff in community mobilization and animation activities so as to serve as role models to their fellow women in the community who in most cases have very low esteem of themselves, and therefore do not participate actively in project implementation.

A designated senior member of staff should have responsibility for gender issues to ensure incorporation of gender concerns in the programme.

This policy should end up making gender a "mainstream issue" in sector activities and not an "after thought".

The policy among other things should also take cognisance of the varied roles and responsibilities the various gender types perform at both the national, regional and community levels in project implementation.

Development of gender sensitive materials

Participatory training materials for sensitization and discussions on gender issues should be developed and used where necessary, to develop self-esteem and leadership skills for female staff and community members. These materials, however, should be non-controversial and be designed in such a way that they are acceptable to all.

Evaluation

Monitoring and evaluation must be seen as an important component of any gender strategy. It would however be necessary for information to be desegregated on the basis of gender.

A gender strategy will be effective if appropriate objectives are set and relevant activities are planned for its implementation. This would however depend on the allocation of adequate human and material resources.

If Project activities are to be gender-sensitive, then tools and strategies to deal with the aforementioned problems need to be developed and translated into practice. The following are presented as proposals/suggestions.

- Formulation of a sector gender policy
- Without community participation in local maintenance and management, facilities are likely to be non-functional at any one time. Therefore, a strategy for user involvement in all phases of the Project is very much required. Together, men and women should plan towards achieving the "community dream" of acquiring water facilities.
- The sector needs to formulate a policy on gender which will spell out gender considerations for project implementation across the board, allowing for adaptations depending on the existing situations in project areas.

TITLE: Mainstreaming Gender in Water Resources
                Management

AUTHOR: World Water Vision (Niala Maharaj et al)

DATE: 1999

Content Summary

This comprehensive document provides in some detail – it is 38 pages long –
reasons why a gender approach is essential to the development of effective,
efficient, and sustainable systems and strategies in the water resource sector,
and backs this up with numerous examples from different countries and
continents around the world. It also provides simple guidelines for putting this
gender approach into action.

Key Issues

- A World Bank Report published in 1998 notes that 40% of the water supply
  infrastructure built during the Water Decade (1981-1990) was not working
  by 1998 because of the "lack of community participation and the use of
  inappropriate technologies"
- A community is not a homogeneous entity and in implementing projects
  account needs to be taken of the different interest groups, social norms,
  levels of power etc.
- Because water is a scarce commodity, those in positions of power will
  always be advantaged
- Rural women are more than simple passive users of water, they are
  generally also managers of the supply – they decide on water sources,
  monitor water quality and devise strategies to conserve water
- While rural men tend to be involved with cash-crop production, women
  grow vegetables and maintain livestock in order to feed their families or
  sell at the local market. Their use of water is thus both for domestic
  purposes as well as for economic benefit. However, when government
  policies promote private sector investment that alters local resource
  management practices, the traditional role of women is generally ignored.
- Reasons for women's non-participation:
    - Women are severely overburdened by the double
      responsibilities of household work and economic effort
    - The cards are culturally stacked against women's participation in
      public decision-making bodies
    - Patriarchal relations also express themselves in control over
      land rights
    - These patriarchal patterns also inform official decision-making at
      national level
    - Women often lack skills relevant to participation, partly because
      of their lower access to education and resulting lower self-
      confidence
    - Women often lack technical skills required for concrete
      participation

- ➢ Women are often absent from managerial, engineering and policy-making levels of society
- The "involvement" of women often seeks to change their women's conditions and position without taking into account the larger social picture - this can simply result in more burdens being placed on women.
- A gender approach highlights:
  - ➢ Differences between women and men's interests even within the same household and how these interact and are expressed
  - ➢ The conventions and hierarchies which determine women and men's position in the family, community and society at large, whereby women are usually dominated by men
  - ➢ Differences among women and men based on age, wealth, ethnic background and other factors
  - ➢ The way gender roles and relations change, often quite rapidly, as a result of social, economic and technological trends.
- Gender mainstreaming needs to take place at all levels of the management of freshwater resources – including global, international, national, institutional, local / project / community levels
- Advantages of gender mainstreaming in WRM includes:
  - ➢ Infrastructure will be more widely and optimally used by all user groups
  - ➢ Improved efficiency of funds and resources
  - ➢ Improved integrated development
  - ➢ Sustainable use of the freshwater ecosystems
  - ➢ Equity between women and men

Quotable quotes

"A community is not a collection of equal people living in a particular geographic region. It is usually made up of individuals and groups who command different levels of power, wealth, influence and ability to express their needs, concerns and rights." (p.8)

"Thus when water resources management is part of the unpaid, informal economy, governed by traditional male/female norms, women are the responsible parties. But once it enters the paid, public domain, it becomes subject to hierarchical rules which state that men are managers and women carry out the decisions they make." (p.13)

"A sound gender approach would ensure that the complementarity of men's and women's roles and responsibilities is mobilized to best effect, and that the creativity, energy and knowledge of both genders contribute to making different water schemes and freshwater ecosystem projects work better, and the benefits and costs of water use accrue equitably to all groups." (p.19)

"Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation policies or programs, in all areas at all levels. It is a strategy for making women's, as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all

political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated" (p.27)

Mainstreaming gender in water: checklist

World Bank

Checklist is meant to assist staff and consultants in implementing WB strategic objectives on gender and development.

It guides users through all stages of the project/programme in determining access to resources, roles and responsibilities, constraints and priorities according to gender in the water supply and sanitation sector and in designing appropriate gender-sensitive strategies, components and indicators to respond to gender issues.

Why is gender important in water supply and sanitation?

Focus on gender as a multiplier effects: focussing on gender leads to benefits beyond good WSS as manifested in such aspects as better procurement, O&M, cost recovery and hygiene awareness.

Other benefits include:
Economic -more time for income generating activities
Benefits to children, especially girl children and be intergerational
Empowerment of women, especially when linked to income generation and productive resources

Useful tools on how to manage projects - how to do it document

Gender, Water and sanitation toolkit

World Bank

1995

CHAPTER I: PURPOSE OF TOOLKIT –largely for WB staff.

Despite increased gender awareness, well-documented research findings, and the availability of much more information on women's and men's roles in water and sanitation, gender is not yet mainstreamed into the World Bank's work in this sector.

Bank task managers frequently lack practical tools to incorporate gender issues into water and sanitation programs and projects. This toolkit is designed to help fill that gap.

CHAPTER II: GENDER ISSUES IN THE WATER AND SANITATION SECTOR

Incorporating gender and other social issues in projects has been shown to improve project performance and facilitate achievement of the Bank's goal of poverty reduction. Successful strategies for designing and implementing policies, programs, and projects in the water and sanitation sector now rely on demand-driven, participatory approaches rather than supply-driven, blueprint approaches.

A. What is Gender?

In all societies men and women play different roles, have different needs, and face different constraints. *Gender roles* differ from the *biological roles* of men and women, although they may overlap in nearly all societies. Gender roles are socially

constructed. They demarcate responsibilities between men and women, social and economic activities, access to resources, and decisionmaking authority. Biological roles are fixed, but gender roles can and do change with social, economic, and technological change. Social factors underlie and support gender-based disparities.

These factors include:

⌐ *Institutional arrangements* that create and reinforce gender-based constraints or, conversely, foster an environment in which gender disparities can be reduced

⌐ *The formal legal system* that reinforces customs and practice giving women inferior legal status in many countries

⌐ *Sociocultural attitudes and ethnic and class/caste-based obligations* that determine men's and women's roles, responsibilities, and decisionmaking functions

⌐ *Religious beliefs and practices* that limit women's mobility, social contact, access

to resources, and the types of activities they can pursue.

B. What is Gender Analysis?

At its simplest, gender analysis is *seeing what our eyes have been trained not tosee*. It is asking questions about the differences between men's and women's activities, roles, and resources to identify their developmental needs. Assessing these differences makes it possible to determine men's and women's constraints and opportunities within the water and sanitation sector. Gender analysis can help ensure provision of services that are needed by men and women and are appropriate to their circumstances. This requires understanding men's and women's roles in the sector by analyzing quantitative and qualitative information about their *activities, resources and constraints,* and *benefits and incentives.*

C. Principles of Sound Water and Sanitation Management

An understanding of gender issues now informs statements made at international gatherings on water and sanitation, such as the 1992 Dublin International Conference on Water and the Environment. Among the four guiding principles set forth there, gender issues are explicit in principle number 3 and are also relevant to operationalizing the other three. The four principles are:

Principle No. 1: Fresh water is a finite and vulnerable resource, essential to sustaining life, development, and the environment.

Principle No. 2: Water development and management should be based on a participatory approach, involving users, planners, and policymakers at all levels.

Principle No. 3: Women play a central part in the provision, management, and safeguarding of water.

Principle No. 4: Water has an economic value in all its competing uses and should be recognized as an economic good.

Some of the gender-related aspects of these principles are briefly discussed below.

One of the first principles in sound water and sanitation management is that *water should be managed as an economic as well as a social good.*3 When analyzing *water as an economic good*, gender analysis can be informative. It is important to note the gender differentials in activities, resources, and benefits of household water use. As women and girls are often primary users of water facilities, determining what kinds of services they as well as men prefer will be essential

A second principle involves *management and decisionmaking at the lowest appropriate level.* Involving users in management and decisionmaking helps systems meet consumer demand and, thus, are more likely to be used and maintained. Here again, listening to both men and women will improve design and implementation of projects. As women are often the direct users of water facilities, involving them along with the men in management and decisionmaking helps ensure that systems meet women's needs. Women use systems on a frequent basis and are in a good position to provide accurate, up-to-date reporting on the functioning of a given system. If a system breaks down, women, not men, will most likely be the ones who must travel farther to get water; women, therefore, often have a greater incentive to keep systems functioning.

D. From Principles to Action

Operationalizing the principles of sound water and sanitation management requires a demand-based, participatory approach that assesses what consumers want and are willing to pay and facilitates their participation in project decisionmaking.

Considering both men's and women's roles and interests is essential when determining community demand and designing projects. Participatory approaches require more time but increase the chances of the acceptance, use, and maintenance of water and sanitation facilities and the sustainability and final impact of a project.

Translating the principles into action implies understanding that:

⌐ Services will result from, rather than precede, community initiative in water and sanitation.

⌐ Both men and women will be actively involved in selecting the type and level of service.

⌐ The cost of services and maintenance will be shared by men and women.

⌐ Men and women will also share in the investment and ownership of facilities.

Participatory and demand-driven approaches require continuing close interaction with the communities involved.6 They provide a mechanism through which communities can be actively involved in making choices and communicating these to project staff. Community preferences need to be ascertained right from the design process and mechanisms devised to ensure community involvement throughout the project cycle. Provision of services needs to be based on what people want and are willing to contribute to. They are more likely to pay for construction and maintenance of water and sanitation facilities that have been built according to their choices.

There has been increasing recognition in recent years that a participatory approach is related to improved project outcomes and sustainability. Yet, communities are rarely homogenous entities: they are composed of subgroups that differ in income, ethnicity, gender, or religion. This is why it is important to incorporate both *social and gender analysis* into the project preparation and implementation process. Breaking down information about preferences and water and sanitation practices by major social subgroups is useful.

Truly participatory projects incorporate gender and social analysis to ensure that all groups can be involved appropriately in activities that are central to their lives. For example, project teams with technical and social skills can create capacity for collecting baseline data on gender and other social issues. Community men and women can be involved in selecting the level of service, location of facilities, and signing of contracts. Both men and women can receive technical and administrative training.

Subprojects need to be evaluated in a participatory fashion and include indicators to

assess performance relating to gender issues.

Special efforts may be needed to ensure that all groups participate adequately in decisionmaking and other project activities. Such initiatives can enhance women's roles in sector activities and ensure their involvement along with that of men in the community. For example, female extension staff can be hired to meet with women, and water user committees formed with members of both sexes. Women as well as men need to be involved in decisionmaking relating to tasks such as the siting of facilities and the organization of community O&M.

Stakeholder analysis.

One way to promote demand-responsive programs is to conduct stakeholder analysis early in the planning process. Stakeholder analysis is a tool for understanding the context within which a project or policy is designed and operates.

Incentives and Constraints

Often, adequate incentives for women's participation are already in place. The crucial issue, therefore, is to remove barriers to their involvement in project activities, so that they may respond to barriers in ways that increase chances for project success. For example, because women have an incentive to keep systems functioning, facilitating their involvement in system management and operation and maintenance (O&M) allows them to report regularly on the status of a system, perform regular maintenance, and quickly obtain the services of a mechanic when more expertise is needed. Without women's involvement in these activities, the incentives to perform these tasks as effectively and efficiently are reduced.

Similarly, *gender issues are relevant at various levels of operation* and can be analyzed and addressed separately; yet, *interconnections between levels* must also be examined. For example, at the household and neighborhood levels, projects can address barriers to women's participation in making choices concerning new systems and in managing these systems. A lack of awareness on gender issues at city, district, or national levels, on the other hand, may lead to project rules that impede rather than facilitate the implementation of projects at the field level.

F. Institutional Capacity

Strengthening the institutional capacity of the government and other partners to

undertake gender-related actions required under a Bank-supported water and sanitation program may be necessary. To enhance local institutional capacity in gender, task managers can:

⌐ Initiate policy dialogue to broaden the agenda
⌐ Increase resources for gender
⌐ Appoint national or regional gender coordinators
⌐ Promote affirmative action to increase the number of women staff
⌐ Develop gender training programs for ministry and sector field staff
⌐ Improve gender-disaggregated data collection and analysis.

Taking some or all of these actions can help strengthen a country's institutional capacity for gender analysis. It is equally important to address what can become a far more serious problem, namely the gender biases that occur at the feeder or neighborhood level during planning, implementation, and O&M stages. Sensitization or training of technical and field-level staff has been found to be effective in overcoming such gender biases.

CHAPTER III: LESSONS FROM PROJECT EXPERIENCE
Lesson 1: Gender is a central concern in water and sanitation.
Lesson 2: Women's participation improves project performance.
Lesson 3: Specific, simple mechanisms must be created to ensure women's involvement.
Lesson 4: Attention to gender analysis needs should start as early as possible.
Lesson 5: Gender analysis is integral to project identification and data collection.
Lesson 6: A learning approach is more gender-responsive than a blueprint approach.
Lesson 7: Projects are more effective when both women's and men's preferences
about "hardware" are addressed.
Lesson 8: Women and men promote project goals through both their traditional as
well as nontraditional roles.
Lesson 9: Women's groups and NGOs can be effective in involving women.
Lesson 10: Gender-related indicators must be included when assessing project performance and impact.

CHAPTER IX: LEARNING TOOLS
Gender analysis is a powerful tool for planning, design, and evaluation. It is also a tool
for raising people's awareness about gender differences in roles, access and control
A. *Gender analysis: access to resources.*
B. *Task analysis and role flexibility by gender.*

C. *Women's lives: needs assessments..*
D. *Gender analysis of poverty.*
E. *Evaluation of gender differences in decisionmakinge*

WOMEN'S ACTION TENT DEMAND

We, the women of the world at the Women's Action Tent, gathered in Nasrec Johannesburg, South Africa, from the 26 August –04 September 2002, diverse in our races, cultures and countries of origin, united in the recognition of the plight of women the world over, tired of conflict and war, hunger, poverty, disease, illiteracy and gender imbalances, make the following DEMANDS:

1) For Peace
Women constitute the majority of the world population. However, we note that women do not cause wars, are not responsible for religious, cultural and social conflicts, but are the major victims of these conflicts.

- Strengthen adherence to international law, in particular the agreed provisions of treaties on arms control and of international humanitarian and human rights law;
- Promote universal ratification and implementation without reservation of the International Criminal Court emphasizing the responsibility of all states to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity and war crimes including those relating to sexual and other violence against women;
- Implement Security Council Resolution 1325 assuring women's equal participation in conflict prevention and resolution, peace-keeping, peace-building and peacemaking;
- Include peace as a subject in all school curricula;
- Promote non-violent forms of conflict resolution and women's contribution to fostering a culture of peace.

2) Environmental Security and Health

- Include gender-disaggregated data and report on women's health risks related to the environment in monitoring implementation of Agenda 21;
- Increase access to sexual and reproductive health care for all individuals of appropriate ages by 2015 through the primary health care system;
- Implement the Millennium Goal to reduce maternal and child mortality by 2015;
- Increase access and resources to HIV prevention, information and services to affordable drugs
- Governments should aim to halve by 2015, the proportion of people with no access to safe drinking water as recommended in the UN Millennium Goals;
- Increase young people's access to HIV-prevention information and services as well as affordable drugs in keeping with UN Millennium Goals (90 percent by 2005 increasing to 95 percent by 2010).

3) Governance for Sustainable Development

- Governments and international institutions must commit to measurable goals and time bound targets of women in decision-making by 2003 and gender balance (50%) by 2005;
- A reporting mechanism, in addition to article 7 and 13 CEDAW process, should be instituted within the national and regional machineries as well as within the UN system by the year 2004 to allow bi-annual tracking over time of women in decision-making roles in countries worldwide;
- Local Agenda 21 processes must be promoted as part of local government structures, and engendered with special regard to the implementation of Chapter 24 of Agenda 21, to guarantee women's participation;
- Strengthen links between the LA21 processes and the implementation of the Habitat agenda at the national, regional and global level.

4) Access and Control of Resources

- All governments and national and international agencies must promote gender mainstreaming and ensure gender balance in decision-making, based on gender disaggregated data, in all environment and sustainable development related policies and programs;
- Implement all instruments to halt further depletion of natural resources, ecosystems and biodiversity and for protecting these resources, including the treaty restricting and/or eliminating the use of persistent organic pollutants (POPs), the Convention on Bio-diversity, the Kyoto Protocol on global warming;
- The WTO must undertake a gender and social impact assessment of existing and new international intellectual property rights regimes and instruments, including TRIPS;
- Establish systems of accountability for those responsible for polluting or depleting the environment and its natural resources and biodiversity;
- Apply the precautionary principle of bio-safety and social justice to all genetic modification, and take steps to halt all patenting of biological resources, processes and knowledge, and to condemn the so-called "terminator technology."
- Implement CEDAW provisions, including the adoption of gender equality legislation that guarantees women's equal rights to own, manage, inherit and control land, and to access credit and appropriate technology.
- Phase out the production and use of nuclear energy and toxic substances while developing and expanding the use of safe alternatives, including renewable, solar and other clean energy sources, in cooperation with the scientific community.

5) Capacity Building

- Implement programs to achieve full literacy for all, ensuring that rural and urban people, especially the poor, benefit from education
- Promote gender sensitive education for sustainability at all educational levels and ensure that sustainable development is integrated in all curricula;
- Integrate and protect women's traditional and indigenous knowledge in education, policy and decision-making processes;
- Use and promote gender-disaggregated instruments such as gender impact analysis, gender budgeting, data and indicators;
- Narrow the gender gap in primary and secondary education by 2005 and achieving primary education for all children.

6) Partnerships for Sustainable Development

- Develop a clear and enforceable Partnership Code of Conduct including a gender audit, that has an inbuilt system of monitoring and assessing inputs, results, impacts and benefits;
- Provide financial and other capacity-building resources to enable true participation and equal partnerships.

7) Globalization for Sustainability

- We demand that all UN conference outcomes are not compromised in the process of building greater coherence with the international finance and trade institutions;
- Establish a UN Convention on Corporate Accountability, and reinstate the UN Centre on Transnational Corporations with a broader mandate and the necessary resources to monitor, address and sanction violations by corporate entities;
- All countries must ratify the Convention on the Suppression of Trafficking in Women and Children with immediate effect
- Ensure international trade and investment agreement policies are transparent , and that mechanisms are established that are accountable and democratic for participation of the most vulnerable stakeholders;
- Replace the neo-liberal paradigm governing the global economy with a sustainable, gender-sensitive, and environmentally sound development framework that addresses the needs of people and the planet in equal measure to economic concerns;
- Governments must aim to halve by 2015, the number of the world's people living on less than one dollar a day, the majority of whom are women and children, in keeping with the UN Millennium Goals;

The World Bank, International Monetary Fund and World Trade Organization — working under the auspices of the United Nations and monitored by a UN

established external gender-monitoring group involving civil society—must set goals and timetables for increasing the number of women in decision-making positions to at least 30 percent, and mainstream gender perspectives in all institutional programs, policies and operations.

APPENDIX B

Questionnaires

QUESTIONNAIRE

GENDER MAINSTREAMING IN WATER RESOURCE MANAGEMENT

WATER COMMITTEE

Mbumba Development Services has been contracted by the Water Research Commission and the Department of Water Affairs and Forestry to conduct a situational analysis of gender mainstreaming in Water Resource Management in South Africa. The outcomes of this research will include recommendations for action that is required to promote gender mainstreaming within the sector.

We would appreciate your cooperation with the completing of this questionnaire (it is estimated that it should not take longer than 1 hour to complete)

Water Committee Name:		
Village Name:		**Date:**
Local Municipality		
District Municipality		
Water Project Name:		

Interviewee Name (optional)	Position in Water Committee	Gender

1. GENDER KNOWLEDGE & TRAINING

1.1 What do you understand by the term "gender"?

....
....
....
....
....

1.2 What do you understand by the term "gender mainstreaming"?

....
....
....
....
....

1.3 Have you had specific training/awareness relating to gender/gender mainstreaming?

Yes ☐   No ☐

1.4 If "Yes", which organisation conducted the training?

....

1.5 What kind of organization is it? (*Note: the Interviewer should identify one of the following:*)

National / Provincial / Local Govt. ☐

Non-Governmental Organisation ☐

Private Sector ☐

Parastatal ☐

1.6 What was the content of the gender training? Please list as many of the topics dealt with as possible.

....
....
....
....
....

1.7 What knowledge and skills did you gain?

....
....
....
....
....

1.8 Are / were you able to use the knowledge / skills gained from the training?

Yes ☐   No ☐

1.9 If "Yes", how do / did you use the knowledge / skills?

....
....
....
....
....
....

1.10   If "No", why not?

....
....
....
....
....
....

2. GENDER POLICY

2.1 Were the gender policies of the funder or of the training organization used by this committee, either in its formation of the committee or in the implementation of the project?

Yes ☐   No ☐

2.2 If "Yes",

   i)   Which funder / training organization?

....
....
....

   ii)   What are the policies and how were they used?

....
....
....
....
....
....

2.3 Are you aware and do you have a reasonable knowledge of DWAF's Gender Policy?

Yes ☐   No ☐

2.4 If "Yes", do you agree with it?

Yes ☐   No ☐

2.5 If "No", why not?

....
....
....
....
....

2.6 Do you know if your District Municipality has a gender policy?

Yes ☐   No ☐

2.7 If "Yes",

   i)   Do you have a reasonable knowledge of it?

Yes ☐   No ☐

   ii)   Do you agree with it?

Yes ☐   No ☐

iii)   If "No", why not?

....
....
....
....
....

3. STRUCTURE AND FUNCTIONING OF WATER COMMITTEE

3.1 Why was your water committee formed?

....
....
....
....
....

3.2 How was this committee elected?

....
....
....
....
....

3.3 How many women and men respectively, are in this committee?

Women [   ]   Men [   ]

3.4 What positions do women and men occupy in the committee?

Position	No. of Women	No. of Men
Chairperson		
Deputy-Chairperson		
Secretary		
Treasurer		
Ordinary Member		
Other (please specify):		
....		
....		
....		
....		
....		

3.5 What are / were the respective roles played by women and men in the current /
     past water project? (see table on following page)

Activity	Total	No. of Women	No. of Men	Don't know	Comments
Institutional					
• Representation on PSC					
• Access to Health & Hygiene Training					
• Access to Committee Training					
Planning					
• Comment on / input into Feasibility Study / Business Plan etc.					
• Location of supply infrastructure (standpipe, handpump, well, etc.)					
Implementation					
• Supervision					
• Labour					
• Financial control					
• Quality Assessment / Control					
Post-Implementation					
• O&M Supervision					
• O&M Labour					
• Tariff Collection					
• Monitoring & Evaluation					
Other					
•					
•					
•					

3.6 What are your daily tasks? (Please √ and estimate the average time it takes everyday)

TASK	√	Estimated time spent per day (hours)
Formal employment		
Fetching water		
Fuel/Wood collection		
Cooking		
Visiting Friends		
Employment outside home		
Community Meetings		
Food Production		
Livestock		
Childcare		
Other housework		
Other – please specify		
....		
....		
....		

3.7 How is / was your role as a committee member affected by other daily roles and responsibilities?

....
....
....
....
....

3.8 As a committee member, do you get support from (please tick, as appropriate):

Women ☐   Both ☐

Men ☐   None ☐

3.9 If you do receive support, what kind of support is this?

....
....
....
....
....

3.10 As a community member, what benefits have you derived from the water project. Please describe.

....
....
....
....
....

3.11 As a committee member, what benefits have you derived from the water project. Please describe.

....
....
....
....
....

3.12 In your experience, has this project improved / worsened relations between men and women?

Improved ☐   Neither ☐

Worsened ☐

3.13 If "Improved" / "Worsened", how?

....
....
....
....
....

3.14 In your opinion, is it important for women, as well as men to be involved in water resource management?

Women   Yes   ☐   **Men**   Yes   ☐

              No   ☐   No   ☐

3.15 If "Yes", how should they be involved?

Women

....
....
....
....
....

Men

....
....
....

<u>Any further comments / suggestions</u>

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QUESTIONNAIRE

GENDER MAINSTREAMING IN
WATER RESOURCE MANAGEMENT

EDUCATION & TRAINING INSTITUTIONS

Mbumba Development Services has been contracted by the Water Research Commission and the Department of Water Affairs and Forestry to conduct a situational analysis of gender mainstreaming in Water Resource Management in South Africa. The outcomes of this research will include recommendations for action that is required to promote gender mainstreaming within the sector.

We would appreciate your cooperation with the completing of this questionnaire (it is estimated that it should not take longer than 1 hour to complete)

Organisation Name:		Date:
Interviewee / Respondent Name	**Position in Organisation**	
1.		
2.		
3.		

1. ORGANISATIONAL INFORMATION

1.1 What do you understand by the term "gender"?

....
....
....
....
....

1.2 What do you understand by the term "gender mainstreaming"?

....
....
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....
....

1.3 Does your organisation have a gender policy? Please tick appropriate box.

Yes ☐

No ☐

FACE-TO-FACE INTERVIEW	Interviewer Name	Date of Interview	INTERVIEW BY CORRESPONDENCE	Interviewer Name	Date Sent	Date Recvd.
	1.					
	2.				Email/Fax/Other	
	3.					

1.4 If "No":

    i)   Why not?

        ....
        ....
        ....
        ....

    ii)   What is the position of the organisation in relation to a gender policy?

        ....
        ....
        ....
        ....

1.5 If "Yes":

    i)   When was this policy developed and adopted by the organisation?

        ....
        ....

    ii)   What process was followed in the development of this policy?

        ....
        ....
        ....
        ....
        ....

    iii)   Who is responsible for the implementation and monitoring of the policy?

        ....
        ....

    iv)   What mechanisms do you have in place for disseminating the policy and ensuring awareness and implementation?

        ....
        ....
        ....
        ....
        ....
        ....

    v)   Describe how the policy is used in the organisation.

        ....
        ....
        ....
        ....
        ....
        ....

    vi)   Describe challenges faced by the organisation in terms of effective implementation of the policy.

        ....
        ....

....
....
....
....

vii)   Is there an action plan and a budget allocated for the implementation of the gender policy? Please tick the appropriate box

Yes   ☐

No   ☐

1.6 If "Yes", what is the annual budget allocated?

....
....

1.7 Please could you indicate - with reference to your organisational organogram - the management positions that are held by women and those that are held by men, as well as a description of the respective roles and responsibilities

Position	Female	Male	Description
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			

1.8 When assessing staff performance, is the effective implementation of gender policies and programmes included as an indicator? Please tick the appropriate box.

Yes ☐

No ☐

1.9 If "Yes", which specific indicators are measured?

....

....

1.10 Does your organisation have an Employment Equity Plan? Please tick the appropriate box.

Yes[1] ☐

No ☐

1.11 If "Yes",

i) What are the gender targets?

....

ii) Have you reached the targets? Please tick the appropriate box.

Yes ☐

No ☐

iii) If "No", why do you think this is the case?

....
....
....
....
....
....

iv) What do you think the implications of not reaching gender targets are for your organisation?

....
....
....
....
....

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[1] Mbumba Development Services would appreciate receiving a copy of your Employment Equity Plan

1.12 If your organisation does not have an Employment Equity Plan, what are your organisation's intentions in this regard?

....
....
....
....

1.13 Do you have an organisational strategy for the capacity building of staff regarding gender issues? Please tick the appropriate box.

Yes ☐

No ☐

1.14 If "Yes":

i) Please describe this strategy

....
....
....
....
....

ii) Who in the organisation is responsible for driving and coordinating the strategy?

....
....
....
....
....

1.15 Does the organisation have staff that will be able to design and carry out programming that supports gender equity? Please tick the appropriate box.

Yes ☐

No ☐

1.16 Are related responsibilities mainstreamed into job descriptions for all staff? Please tick the appropriate box.

Yes ☐

No ☐

1.17 Do you have a specific structure/position within the organisation that addresses gender discrimination/equity?

Yes ☐

No ☐

1.18 If, "Yes", please describe:

....
....
....
....
....

1.19 What are the barriers and constraints to effective participation of women in the decision making process within the organisation?

....
....
....
....
....

1.20 What would you recommend to change this?

....
....
....
....
....

2. EDUCATION & TRAINING PROGRAMME

2.1 Is gender integrated into your project planning and management? Please tick the appropriate box.

Yes ☐

No ☐

2.2 If "Yes", how is it integrated?

....
....
....
....
....

2.3 Do you think that this integration is important? Please tick the appropriate box.

Yes ☐

No ☐

2.4 If "Yes", why do you think that it is important?

....
....
....
....
....

2.5 If "No", why do you think that it is not important?

....
....
....
....
....

2.6 Is training on gender issues a priority goal in your organisation's strategic focus areas? Please tick the appropriate box.

Yes ☐

No ☐

2.7 If "Yes", please describe this goal

....
....
....
....
....

2.8 Do any of your courses address gender analysis and gender mainstreaming2? Please tick the appropriate box.

Yes ☐

No ☐

2.9 If "No":

i) Why not?

....
....
....
....
....

ii) Do you have plans/strategies to include gender issues into the curriculum? Please describe.

....
....

---

2 Mbumba would appreciate receiving documentation describing the course content

....
....
....

2.10 If "Yes", please briefly describe how the course addresses gender issues
....
....
....
....
....

2.11 Is this a core course / an elective or does it form part of a course?

Core   ☐

Elective   ☐

Part of a course   ☐

2.12 What are the objectives and learning outcomes of the course?

Objectives:
....
....
....
....

Learning outcomes:
....
....
....
....

2.13 How is this course assessed?
....
....
....
....
....

2.14 Is there any monitoring/follow up to assess whether participants are able to implement knowledge and skills?

Yes ☐

No   ☐

2.15 If "Yes", please describe
....
....

....
....
....

2.16   Do you have training guidelines that support the adoption of a gender
       perspective throughout general training? Please tick the appropriate box.

Yes   ☐

No   ☐

2.17   If "Yes", please describe the content of these guidelines.

....
....
....
....
....

2.18   What are the barriers and constraints to effective participation of women in
       training courses offered by your organisation?

....
....
....
....
....

2.19   What would you recommend to change this?

....
....
....
....
....

2.20   Does your organisation have linkages with other organisations or networks that
       bring a gender perspective to the mandate of the organisation? Please tick the
       appropriate box.

Yes   ☐

No   ☐

2.21   If yes, please list these organisations.

....
....
....
....
....
....
....

Any further comments / suggestions

....
....
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QUESTIONNAIRE

GENDER MAINSTREAMING IN WATER RESOURCE MANAGEMENT

WATER INSTITUTIONS

Mbumba Development Services has been contracted by the Water Research Commission and the Department of Water Affairs and Forestry to conduct a situational analysis of gender mainstreaming in Water Resource Management in South Africa. The outcomes of this research will include recommendations for action that is required to promote gender mainstreaming within the sector.

We would appreciate your cooperation with the completing of this questionnaire (it is estimated that it should not take longer than 1 hour to complete)

Organisation Name:		Date:
Interviewee / Respondent Name	**Position in Organisation**	
1.		
2.		
3.		

1. ORGANISATIONAL INFORMATION

1.1 What do you understand by the term "gender"?

....
....
....
....
....

1.2 What do you understand by the term "gender mainstreaming"?

....
....
....
....
....

1.3 Does your organisation have a gender policy? Please tick appropriate box.

Yes ☐

No ☐

1.4 If "No":

   i)   Why not?

         ....
         ....
         ....

   ii)   What is the position of the organisation in relation to a gender policy?

         ....
         ....
         ....
         ....

1.5 If "Yes":

   i)   When was this policy developed and adopted by the organisation?

         ....
         ....

   ii)   What process was followed in the development of this policy?

         ....
         ....
         ....
         ....

   iii)   Who is responsible for the implementation and monitoring of the policy?

         ....
         ....

   iv)   What mechanisms do you have in place for disseminating the policy and ensuring awareness and implementation?

         ....
         ....
         ....
         ....
         ....

   v)   Describe how the policy is used in the organisation.

         ....
         ....
         ....
         ....
         ....
         ....

   vi)   Describe challenges faced by the organisation in terms of effective implementation of the policy.

         ....
         ....

....
....
....
....

vii)   Is there an action plan and a budget allocated for the implementation of the gender policy? Please tick the appropriate box

Yes   ☐

No   ☐

1.6 If "Yes", what is the annual budget allocated?

....
....

1.7 Please could you indicate - with reference to your organisational organogram - the management positions that are held by women and those that are held by men, as well as a description of the respective roles and responsibilities

	Position	Female	Male	Description
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				
9.				
10.				
11.				
12.				
13.				
14.				
15.				

1.8 When assessing staff performance, is the effective implementation of gender policies and programmes included as an indicator? Please tick the appropriate box.

Yes [ ]

No [ ]

1.9 If "Yes", which specific indicators are measured?
....
....

1.10 Does your organisation have an Employment Equity Plan? Please tick the appropriate box.

Yes[1] [ ]

No [ ]

1.11 If "Yes",

i) What are the gender targets?
....

ii) Have you reached the targets? Please tick the appropriate box.

Yes [ ]

No [ ]

iii) If "No", why do you think this is the case?
....
....
....
....
....
....

iv) What do you think the implications of not reaching gender targets are for your organisation?
....
....
....
....
....

[1] Mbumba Development Services would appreciate receiving a copy of your Employment Equity Plan

1.12 If your organisation does not have an Employment Equity Plan, what is your organisation's intentions in this regard?

....
....
....
....

1.13 Do you have an organisational strategy for the capacity building of staff regarding gender issues? Please tick the appropriate box.

Yes ☐

No ☐

1.14 If "Yes":

i) Please describe this strategy

....
....
....
....

ii) Who in the organisation is responsible for driving and coordinating the strategy?

....
....

1.15 Does the organisation have staff that will be able to design and carry out programming that supports gender equity? Please tick the appropriate box.

Yes ☐

No ☐

1.16 Are related responsibilities mainstreamed into job descriptions for all staff? Please tick the appropriate box.

Yes ☐

No ☐

1.17 Do you have a specific structure/position within the organisation that addresses gender discrimination/equity?

Yes ☐

No ☐

1.18 If, "Yes", please describe:

....
....
....
....
....

1.19 What are the barriers and constraints to effective participation of women in the decision making process within the organisation?

....
....
....
....
....
....

1.20 What would you recommend to change this?

....
....
....
....
....

2. PROJECT / PROGRAMME INFORMATION

2.1 Is a gender analysis integrated into your project planning and implementation process? Please tick the appropriate box.

Yes ☐

No ☐

2.2 If "Yes", does your organisation have tools and resources to conduct a gender analysis in project planning and implementation? Please tick the appropriate box.

Yes ☐

No ☐

i)   If "Yes", please list these

....
....
....
....
....

ii)   If "Yes", how is it integrated?

....
....
....
....
....

iii) Do you think that this integration is important? Please tick the appropriate box.

Yes ☐

No ☐

iv) If "Yes", why do you think that it is important?

....
....
....
....
....

v) If "No", why do you think that it is not important?

....
....
....
....
....

2.3 Has anybody in your organisation been trained to facilitate gender analysis and strategies in project planning and implementation? Please tick the appropriate box.

Yes ☐

No ☐

2.4 If "Yes", please provide details.

....
....
....
....
....

2.5 Does the organisation have mechanisms to build staff capacity across the organisation for women and men to do a gender analysis at the policy, programme and institutional level? Please tick the appropriate box.

Yes ☐

No ☐

2.6 What are the respective roles usually played by women and men in water projects?

Activity	% Women	% Men	Don't know	Comments
Institutional				
• Representation on PSC				
• Access to Health & Hygiene Training				
• Access to Committee Training				
Planning				
• Comment on / input into Feasibility Study / Business Plan etc.				
• Location of supply infrastructure (standpipe, handpump, well, etc.)				
Implementation				
• Supervision				
• Labour				
• Financial control				
• Quality Assessment / Control				
Post-Implementation				
• O&M Supervision				
• O&M Labour				
• Tariff Collection				
• Monitoring & Evaluation				
Other				
•				
•				
•				
•				

2.7 What do you think are the relative benefits of women's and men's involvement in water projects?

i)   Women

....
....
....
....
....

ii)   Men

....
....
....
....
....

2.8 What is the impact of the programme on:

i)   poverty eradication

....
....
....
....

ii)   human development

....
....
....

iii)   gender equity

....
....
....
....

2.9 Do you think that a gender framework at a project level challenges existing gender power relations and differential access to resources? Please tick the appropriate box.

Yes   ☐

No   ☐

2.10   If "Yes", how?

....
....
....
....

2.11   If "No", why not?

....
....
....
....

2.12 Do you think that water projects have contributed to the broader development of women? Please tick the appropriate box.

Yes   ☐

No   ☐

2.13   If "Yes", how?

....
....

....
....
....

2.14   If "No", why not?

....
....
....
....
....

2.15   What indicators are used for the Monitoring and Evaluation of gender equity inclusion on projects?

a. ....
b. ....
c. ....
d. ....
e. ....

2.16   What action is taken if the targets/objectives are not met?

....
....
....
....
....

2.17   What are the barriers and constraints to effective and equal participation of women in the decision making process in project planning and implementation?

....
....
....
....
....
....

2.18   What would you recommend to change this?

....
....
....
....
....
....

Any further comments / suggestions:

....
....
....
....
....

QUESTIONNAIRE

GENDER MAINSTREAMING IN
WATER RESOURCE MANAGEMENT

WATER USER ASSOCIATIONS

Mbumba Development Services has been contracted by the Water Research Commission and the Department of Water Affairs and Forestry to conduct a situational analysis of gender mainstreaming in Water Resource Management in South Africa. The outcomes of this research will include recommendations for action that is required to promote gender mainstreaming within the sector.

We would appreciate your cooperation with the completing of this questionnaire (it is estimated that it should not take longer than 30minutes to complete)

Organisation Name:		Date:
Interviewee / Respondent Name	**Position in Organisation**	
1.		
2.		
3.		

1.1 What is the function/purpose of your association?

....
....
....
....
....

1.2 What are your association's objectives?

....
....
....
....
....

1.3 What do you understand by the term "gender"?

....
....
....
....
....

- FOR OFFICE USE ONLY-

FACE-TO-FACE INTERVIEW	Interviewer Name	Date of Interview	INTERVIEW BY CORRESPONDENCE	Interviewer Name	Date Sent	Date Recvd.
	1.					
	2.				Email/Fax/Other	
	3.					

1.4 What do you understand by the term "gender mainstreaming"?

....
....
....
....
....

1.5 Does your constitution make reference to either gender or gender mainstreaming?

....
....
....
....
....

1.6 Please could you indicate - with reference to your organisational organogram - the positions that are held by women and those that are held by men, as well as a description of the respective roles and responsibilities

Position	Female	Male	Description
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			

1.7 What are the barriers and constraints to effective participation of women in the decision making process within the organisation?

....
....
....
....
....
....

1.8 Do you have a strategy to address these barriers / constraints?

Yes ☐   No ☐

1.9 If "Yes", please provide details?

....
....
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....
....

<u>Any further comments / suggestions:</u>

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QUESTIONNAIRE

GENDER MAINSTREAMING IN WATER RESOURCE MANAGEMENT

RESEARCH INSTITUTIONS

Mbumba Development Services has been contracted by the Water Research Commission and the Department of Water Affairs and Forestry to conduct a situational analysis of gender mainstreaming in Water Resource Management in South Africa. The outcomes of this research will include recommendations for action that is required to promote gender mainstreaming within the sector.

We would appreciate your cooperation with the completing of this questionnaire (it is estimated that it should not take longer than 1 hour to complete)

Organisation Name:		Date:
Interviewee / Respondent Name		**Position in Organisation**
1.		
2.		
3.		

1. ORGANISATIONAL INFORMATION

1.1 What do you understand by the term "gender"?

....
....
....
....
....

1.2 What do you understand by the term "gender mainstreaming"?

....
....
....
....
....

1.3 Does your organisation have a gender policy? Please tick appropriate box.

Yes ☐

No ☐

1.4 If "No":

    i)   Why not?

....
....
....
....

    ii)   What is the position of the organisation in relation to a gender policy?

....
....
....
....

1.5 If "Yes":

    i)   When was this policy developed and adopted by the organisation?

....
....

    ii)   What process was followed in the development of this policy?

....
....
....
....

    iii)   Who is responsible for the implementation and monitoring of the policy?

....
....

    iv)   What mechanisms do you have in place for disseminating the policy and ensuring awareness and implementation?

....
....
....
....
....

    v)   Describe how the policy is used in the organisation.

....
....
....
....
....
....

    vi)   Describe challenges faced by the organisation in terms of effective implementation of the policy.

....
....

2

....
....
....
....

vii) Is there an action plan and a budget allocated for the implementation of the gender policy? Please tick the appropriate box

Yes ☐

No ☐

1.6 If "Yes", what is the annual budget allocated?

....
....

1.7 Please could you indicate - with reference to your organisational organogram - the management positions that are held by women and those that are held by men, as well as a description of the respective roles and responsibilities

Position	Female	Male	Description
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			

3

1.8 When assessing staff performance, is the effective implementation of gender policies and programmes included as an indicator? Please tick the appropriate box.

Yes ☐

No ☐

1.9 If "Yes", which specific indicators are measured?

....
....

1.10 Does your organisation have an Employment Equity Plan? Please tick the appropriate box.

Yes[1] ☐

No ☐

1.11 If "Yes",

i) What are the gender targets?

....

ii) Have you reached the targets? Please tick the appropriate box.

Yes ☐

No ☐

iii) If "No", why do you think this is the case?

....
....
....
....
....
....

iv) What do you think the implications of not reaching gender targets are for your organisation?

....
....
....
....
....

[1] Mbumba Development Services would appreciate receiving a copy of your Employment Equity Plan

4

1.12 If your organisation does not have an Employment Equity Plan, what is its intentions in this regard?

....
....
....
....

1.13 Do you have an organisational strategy for the capacity building of staff regarding gender issues? Please tick the appropriate box.

Yes ☐

No ☐

1.14   If "Yes":

i)   Please describe this strategy

....
....
....
....

ii)   Who in the organisation is responsible for driving and coordinating the strategy?

....
....

1.15 Does the organisation have staff that will be able to design and carry out programming that supports gender equity? Please tick the appropriate box.

Yes ☐

No ☐

1.16 Are related responsibilities mainstreamed into job descriptions for all staff? Please tick the appropriate box.

Yes ☐

No ☐

1.17 Do you have a specific structure/position within the organisation that addresses gender discrimination/equity?

Yes ☐

No ☐

5

1.18 If, "Yes", please describe:

....
....
....
....
....

1.19 What are the barriers and constraints to effective participation of women in the decision making process within the organisation?

....
....
....
....
....
....

1.20 What would you recommend to change this?

....
....
....
....
....

2. PROJECT / PROGRAMME INFORMATION

2.1 Is gender integrated into your project planning and management? Please tick the appropriate box.

Yes [ ]

No [ ]

2.2 If "Yes", how is it integrated ?

....
....
....
....
....

2.3 Do you think that this integration is important? Please tick the appropriate box.

Yes [ ]

No [ ]

2.4 If "Yes", why do you think that it is important?

....
....
....
....
....

2.5 If "No", why do you think that it is not important?

....
....
....
....
....

2.6 Is gender a criterion that you use in the identification and selection of research proposals and projects? Please tick the appropriate box.

Always ☐

Sometimes ☐

Never ☐

2.7 If "Yes", please note which of the following this criterion relates to (please tick the appropriate box):

Focus area / Content of the proposal ☐

Representation of female researchers ☐

Both of the above ☐

Other – please list:
   i) ....
   ii) ....
   iii) ....
   iv) ....
   v) ....

2.8 What mechanisms are in place to ensure that this criterion is well understood by both current and future researchers.

....
....

2.9 What indicators do you use for monitoring the inclusion of gender equity issues in research projects?
   i) ....
   ii) ....
   iii) ....
   iv) ....
   v) ....

2.10   What action is taken if the targets/objectives are not met?

....
....
....
....
....

2.11 Is research on gender concerns a priority in your organisation's strategic focus areas? Please tick the appropriate box.

Yes ☐

No ☐

2.12 If "Yes", please describe.

....
....
....
....
....

2.13 Do you have research guidelines that support the adoption of a gender framework / analysis throughout your general research? Please tick the appropriate box.

Yes ☐

No ☐

2.14 If "Yes", please describe these guidelines.

....
....
....
....
....

2.15 Do you provide training in research methodology at your institution/organisation?

Yes ☐

No ☐

2.16 If "Yes", is training on gender and gender analysis included in the training?

....
....
....

....
....

2.17 If "Yes", please describe the content and learning outcomes of the training?

....
....
....
....
....

2.18 What are the barriers and constraints to effective participation of women in research projects implemented by your organisation?

....
....
....
....
....

2.19 What would you recommend to change this?

....
....
....
....
....

2.20 Does your organisation have linkages with other organisations or networks that bring a gender framework/analysis to the mandate of the organisation? Please tick the appropriate box.

Yes ☐

No ☐

2.21 If "Yes", please list the organisations.

....
....
....
....
....

2.22 Does your organisation make its findings readily available to other organisations and to the public in general?

Yes ☐

No ☐

2.23   If "Yes", how are the findings made available

....
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....

<u>Any further comments / suggestions:</u>

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APPENDIX C

Gender mainstreaming in Water Resources Management
Consultative Workshop
13 May 2004

I.   **List of invited participants:**

1. Colleen Lowe-Morna   - Gender Links
2. Barbara Schreiner   - DWAF
3. Kevin Pietersen   - WRC
4. Ndileka Mohapi   - DWAF
5. Dr Shaker   - NCWSTI
6. Barbara van Koppen   - IWMI
7. Azwidowi Mukheli   - IWMI
8. Esther Njiro   - CSIR
9. Rosetta Simelane   - DWAF
10. Sharon Pollard   - AWARD
11. Alana Potter   - The Mvula Trust
12. Ilse Wilson   - The Mvula Trust
13. Pearl Maposhe   - Umgeni Water
14. Zoliswa Ganca   - DWAF (Eastern Cape)
15. Elson Matukane   - DWAF (Limpopo)
16. Joe Hansman   - DWAF (KZN)
17. Nyameka Fani   - Amatola Water Board
18. Jogi Naidoo   - Ilembe DM
19. Mihlali Simukonda   - Rural Support Services
20. Ethne Davey   - Working for Water
21. Laurie Less   - Working for Water
22. Nico Jonker   - Amatole DM
23. Reynardt Britnell   - Ukhahlamba DM
24. Bev Pretorius   - SALGA National
25. Mr. Silas Mbedzi   - DWAF
26. Mr Jerry Methula   - DWAF
27. Ms. Jean Msiza   - DWAF
28. Mrs. Shirley Misser   - DWAF (Employment Equity)
29. Mr. Jacob Mashishi   - DWAF (Employment Equity)
30. Mrs. Maggie Modipa   - DWAF Corporate Services
31. Ms. Marna de Lange   - IWMI
32. Ms.Tsepo Khumbane   - NGO sector
33. DWAF Regional gender personnel
34. Commission for Gender Equality
35. NCWSTI
36. Rand Water Board
37. Magalies Water Board
38. Dr. Nozi Mjoli
39. Dr. Sizwe Mkhize

40. Ms. Mankone Ntsaba
41. Ms.Mapula Lebone
42. Office of the Status of Women
43. Central Breede River Water User Association
44. Kat River Valley Water User Association
45. Vaalharts Water User Association
46. Kalkfontein Water User Association
47. Impala Water User Association
48. Lower Blyde River Water User Association
49. Sand-Vet Water User Association
50. Mnyamvubu Water User Association

II. **List of participants:**

1. Phutego Mooketsi — Magalies Water
2. Ilse Wilson — The Mvula Trust
3. Andrew Sanewe — WRC
4. Hleki Mabunda — NCWSTI
5. Ditsheko Magoro — NCWSTI
6. Mapuleng Lesoro — Rand Water
7. Tshidi Bolan — Rand Water
8. Esper Ncube — Rand Water
9. Shamina Mojam — Rand Water
10. Nazira Desai — Rand Water
11. Kevin Pietersen — WRC
12. Jerry Methula — DWAF
13. Mihlali Simukonda — Rural Support Services
14. Dr. Nozi Mjoli — Hlathi Development Services
15. C.S.Mangcu — Amatola Water
16. K. Matabeni — Working for Water
17. L.D.Less — Working for Water

Plus Research Team:

18. Lesley Steele — Mbumba Development Services
19. Tanya Jacobs — Mbumba Development Services
20. Bulelwa Dyobiso — Rural Support Services
21. Ken Jeenes — Mbumba Development Services

APPENDIX D

Gender mainstreaming in Water Resources Management
Consultative Workshop
13 May 2004

Group Findings

Group 1

Action	Primary responsibility	Time frame
Development of policies	DWAF National	
Develop monitoring and evaluation (M&E) systems	DWAF national	
Resources and funding made available for gender mainstreaming	Respective institutions	
Put structures in place to facilitate and co-ordinate gender mainstreaming	All institutions	
Inclusion of women in research	Research Institutions and also National DWAF	
Awareness within civil society and integration into projects	Respective organisations	
M&E tools and framework should be part of the policy		
Further research on appropriate and standardized gender analysis tools	Research team with additional funding	
Establishment of resource centre nationally	Local government	

Group 2

Action	Primary responsibility	Time frame
In the technical field women should be empowered through transfer of skills, information sharing and mentorship	CEO responsible and GME and EE manager	ASAP
Organisations that do not yet have policy need to develop it and allocate resources	HR directorate and transformation officers	End 2004
Monitoring and Evaluation systems are needed. Baseline information and method to collect this is needed	Institutional GM Operational manager CEO Project level IA's (client managing)	
Awareness regarding M&E created. Get Department of Labour to take gender seriously	Department of Labour	
Monitoring has to be see as important	Department of Labour to insist on monitoring responsibility of organisation	WLO sector task team under DWAF
Approach National Minister to operationalise gender mainstreaming	National Water Advisory Council(NWAC)	Next meeting
Develop a 'How to mainstream gender manual' and disseminate it	WRC DWAF SAAWU	WRC proposal
Gender mainstreaming must be part of DWAF's report to Auditor General and must be part of managers performance assessment	Minister and NWAC	Next meeting
CMA's and WUA's must incorporate gender mainstreaming	DWAF to have institutional oversight. Gender Champion needed in WRM. Jerry Methula?	
Need to encourage school girls to do maths and science. They can do it ! WRC booklet on careers in water to go to school level	Department of Education WRC	

All WRM organisations should have gender mainstreaming training for line managers	Gender Managers	
Address the issue of why women don't speak out/ intimidation. Link it to policy	HR grievance procedures and communication	

Group 3

Action	Primary responsibility	Indicators
Mandates/intergovernmental relations (e.g.) local government to address **Strategic gender needs**: 1. delegations 2. political or management institutional 'buy –in' 3. power (decision –makers) 4. Location of GF Point ?? 5. Budget set aside or analysed budget 6. Disaggregation in terms of how budget is apportioned and its impact on women e.g. DWAF's support to resource poor farmers	Director General Most senior managers CEO's	Target's /quota's fast tracking DWAF's Strategic plan no mention of HIV/AIDS and or Gender Mainstreaming changed in 2005/6
7. Targetted technical learnerships. Included in managers targets	Each management Unit to set target for 'development posts'	Continuous assessment Mentoring Programme Performance output/ contractual obligations
8. Gender policy and Action Plan that is implementable	GFP	M&E system in place Targets must be clearly stated
9. Sector collaboration, not only in terms of gender mainstreaming but EE and other 'Zero Tolerance' matters 'Isms' e.g. HIV/AIDS and disability	DG and CEO and fully delegated to GFP's established in office of highest authority 'Transversal matter' –establish one office	Regular sector meetings Reports with identified outcomes
Practical gender needs Training !!!!!! Gender analysis Sensitization Substantive planning tool in all planning processes using a systems approach	All senior and project managers Milddle management	Allocation of budgets Time set aside Training designed with specificity Strategic planning and all other business and projects plans Impact assessment Reviews once per annum
Access to information		Impact on road shows Communication strategy is mainstreamed Critical entry point
Access to resources Access in terms of water taps Total economic value of water needs to be assessed as it is a life support system Nutrition/Agriculture Local consumption, large commercial markets and subsistence farmers requires gender disaggregation to assess who benefits Productive versus non-productive use of water through a gender lens		
Household income Health and hygiene –who is involved (HIV/AIDS)		

Project Steering Committees Role of women and men Access to child care facilities Division of labour e.g. who operates the water pumps Access to tenders		All departments must provide this or alternatives for employees
Water User associations Constitution Make up of institutional fabric Same for CMA's		
Staff wellness Programme	Most senior person in HR	Anti-stress workshops Established recreation centre Space for staff activities Also assists in brand building an employer of choice
Response to global warming Home-based preservation Conservation of natural energy		
Population development Pregnancies 'Home-based obstacles' triple role of women Vulnrabiltiy of women to HIV efficiency and effectiveness of economic impacts		
Distribution of free sanitary towels, tampons and femidoms	Health and safety manager	In each first aid box women employees should have access to free sanitaries and femidoms
Critical for WRM institutions to have an action plan both internally and externally (communities)		
EE plan genderised with quota's reached by 2005/6 and career and sucession planning Analyse salaries		