THE IMPACT OF GENDER IN THE RURAL WATER SERVICES ENVIRONMENT OF SA

Report to the

Water Research Commission

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Caption for cover photograph

Collecting water from a communal standpipe in a rural area of the Eastern Cape Province, South Africa.
(Photograph by Guy Stubbs, www.africanpictures.net)

NOTES ON THE PRESENTATION OF THE RESEARCH

The research results of Water Research Commission Project K5/1612 are presented in two separate volumes, as follows:

Volume I: Summary research report, gender mainstreaming checklist, information poster on the links between gender mainstreaming and sustainable development, and CD of comprehensive research report attached to the inside back cover of WRC Report TT 407/09.

Volume II: Comprehensive research report (WRCReport TT 407/09 on accompanying CD).

This research study comprised three related, but distinct projects. As these three projects involve different research philosophies and methodologies, they are presented as separate sections of both the summary and comprehensive research reports, as follows:

Section A: The principles for successful gender mainstreaming in the rural water services sector

Section B: Engaging with the impact of traditional culture on gender mainstreaming

Section C: Measuring the impact of gender mainstreaming.

The preliminary sections of the report, for instance the list of abbreviations and the list of contents, as well as the reference list and the annexure have been integrated.

Please note that this summary report does not contain complete textual referencing (refer to the comprehensive research report for complete referencing). A bibliography is presented at the end of this summary report.

EXECUTIVE SUMMARY

Section A: **Principles for successful gender mainstreaming in the rural water services sector**
Project leader: Urszula Rust

Gender equality and access to basic water services are complexly interlinked objectives for both poverty alleviation and sustainable development. In South Africa, research shows that despite the emphasis on mainstreaming gender equality in the water services sector (and the concomitant policies and structures), the lives of poor women in this sector are not substantively being transformed. This study was therefore aimed at deriving principles that would enhance the impact of gender mainstreaming[1] in the water services sector, and at evaluating current South African guidelines according to these principles.

The study was qualitative in nature, and both theoretical and empirical information was used to derive the above-mentioned principles. The initial literature survey indicated a need for a systemic approach to gender mainstreaming in the water services sector. Therefore, theoretical information was principally obtained from literature on poverty, sustainable development, complexity theory, feminism and governance. Empirical information was obtained from three sources, namely (1) participant observation of the meetings of the Strategic Advisory Group on Gender of the Water Services Sector Leadership Group (WSSLG), (2) individual interviews with a range of stakeholders, and (3) focus group interviews with community members involved in six water services projects – three each in the Eastern Cape and Mpumalanga Provinces.

The study resulted in a proposed framework of fourteen focus areas for gender mainstreaming in the water services sector. The proposed framework was validated by a panel of gender experts who were also asked to rate the proposed focus areas as critical or not. It is enlightening to note that adopting a complexity approach to gender mainstreaming within a sustainable development framework, necessitates the inclusion of a focus area on environmental sustainability, although none of the gender experts regarded such a focus area as critical. However, not only do the health and welfare of the women depend on a healthy environment, but the women are also traditional custodians of the environment. This recalls the warning sounded in the run-up to the Johannesburg World Summit on Sustainable Development: "There can be no equity without ecology, and there can be no ecology without equity" (Sachs *et al*., 2002)

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[1] In this study, *gender mainstreaming* is used as an umbrella term to refer to actions to promote gender equality, rather than to a specific theoretical approach, as explained in Section 3.2 of this comprehensive research report.

The proposed framework derived in this part of the study, along with selected illustrative questions to define the focus areas, is given in the table below.

	Focus area	Selected illustrative questions to define focus area
1	Policy premises and formulation	Was the policy formulation process inclusive? Is the policy premised on equity?
2	Approach to gender mainstreaming	How is the gender mainstreaming approach being implemented?
3	The role of the gender officials	Who is responsible for gender mainstreaming? Is the gender desk suitably resourced? What problems are gender focal points experiencing?
4	Co-operative governance	Do different government departments co-ordinate and integrate their efforts regarding gender? Are women's organizations and NGOs involved?
5	Public participation	Is the public participation process adequately resourced?
6	Advocacy and awareness raising	Is awareness being raised around family gender relations and roles?
7	Access to basic services	Are women specifically targeted in service provision?
8	HIV/AIDS and gender-based violence	What measures are taken to address violence against women? Are general measures in place to decrease the risk of disease?
9	Economic empowerment	What link is there with local economic development strategies?
10	Leadership by women	How is the leadership of women developed?
11	Capacity development of women	Is the capacity development linked to portable skills?
12	Project and/or programme management	Is monitoring and evaluation part of the entire project cycle? Are gender indicators used in the monitoring and evaluation? Is the community (particularly women) involved in monitoring evaluation? Is gender-disaggregated data used in project planning? Is the project budgets gender responsive?
13	Environmental sustainability	Are there measures aimed at prevention of pollution?
14	Traditional culture	In what way are traditional leadership structures involved in projects? In what way do traditional cultural roles of women and men influence projects?

The framework should be used in conjunction with the detailed descriptions of the focus areas. The above framework is generic, which means that it can be translated to various contexts as well as to different levels of analysis (e.g. national policy level or local authority project level). To make it easier for officials to use this framework, it has been translated to a checklist for

gender mainstreaming in the water services sector. (After the completion of the other two projects in the research study, described in Sections B and C of this comprehensive report, the focus areas of the checklist dealing with project management and traditional culture were updated. This updated checklist is contained as an annexure to this summary research report.)

When the above framework was applied to the WSSLG *Gender Mainstreaming Strategy and Action Plan* (DWAF, 2005), the WSSLG strategy was in certain respects found to be non-responsive to the learning garnered in this study. Particularly, the WSSLG strategy neither adopts a poverty alleviation approach, nor addresses environmental sustainability and traditional culture. It also does not facilitate co-operative governance and effective programme management.

Finally, gender inequality in the water services sector impedes both poverty alleviation and sustainable development. Systemic solutions are required, and these study results might be germane to these.

Section B: Engaging with the impact of traditional culture on gender mainstreaming
**   Project leader: Bantu Hanise**

Cultural dynamics bring an added dimension to development projects. The Department of Provincial and Local Government (dplg) recognizes the need to engage with power relations at different levels between men and women, and that traditional beliefs and practices are important in this regard. However, the most recent strategy of the Department of Water Affairs and Forestry (DWAF) fails to address the impact of cultural dynamics on gender mainstreaming. This project was conducted to increase the understanding of how this impact might be dealt with.

To yield personal information on how individuals are affected by traditional culture, narratology was used. Five women were engaged in three in-depth interviews of approximately two hours each. The purpose was to discuss their life stories and their involvement in the water projects, and then to integrate the life stories with their experiences on the projects to highlight complexities around specific roles such as that of daughter, wife and development facilitator. The researcher therefore conducted the study from the point of view of the women, rather than from the traditional perspective of the development practitioner or government official.

The empirical results were related to literature reviewed on topics such as complexity, feminism and sustainability. Thus, it was possible to highlight underlying complexities related to culture that might impact on gender mainstreaming in the following areas:

(1)   Women's time and labour

(2)   Women's power within African societies

(3)   The butterfly effect in women's lives

(4)   Fundamental human desires in women's lives

(5)   Utilising social capital

(6)   The approach of funding and donor organizations

(7)   Society as a complex system

(8)   The effects of migration on women's lives.

Some aspects highlighted by the study are the following. Development and funding organizations often use a one-size-fits-all individualistic approach whereas the societies they work in have a more collective mindset. Furthermore, women's time and labour are exploited by the developmental organizations as rural women offer their services voluntarily.

In terms of a recommended approach to addressing the impact of traditional culture on gender mainstreaming, it was found that a practitioner does not have to tackle traditional culture head-on by for instance proposing defiance against certain norms. Rather, the practitioner should obtain information about the wider system (the society, the prevailing culture and the project context) to provide insight into how women are affected and how the system might be manipulated to eventually bring about the desired changes for the specific context. The processes of change in culture and gender relations must be viewed as on-going and exact time-frames are usually not appropriate in measuring such.

As the study emphasized the importance of both men and women working together on projects, a limitation of the current study is that it focused only on the stories of women. A follow-up study should include the views and stories of how gender mainstreaming and traditional culture impact on men.

Section C: Measuring the impact of gender mainstreaming
Project leader: Urszula Rust

Gender inequality has significant negative macro-economic implications. It is therefore important to be able to measure the impact of gender mainstreaming initiatives in terms of costs

and benefits. It should, however, be noted that impact is not a sufficient motivation for gender mainstreaming, as gender inequality has ethical implications as well.

The methods of evaluating programmes basically fall into two categories, namely quantitative and qualitative measurement techniques. Both categories have advantages and disadvantages and it is recommended that a mixture of measurement methods be used to report on the impact of gender mainstreaming.

The use of metrics (for example key performance indicators and cost-benefit analysis) is of particular relevance in gender mainstreaming. Metrics are useful as long as the measurement does not become the focus of the project. Metrics have the further disadvantages that indicators cannot measure the *quality* of the output effectively, and that aspects such as quality of life require composite indices, which are open to manipulation. With regard to cost-benefit analysis in particular, the following constraints are pertinent: the availability of data, the economics literary of both the analyst and the decision-maker who has to interpret the result, the resource burden, and the modeling of causality and linkages.

The conceptual method proposed to measure the impact of gender mainstreaming has been structured to address the constraints of classical cost-benefit analysis or social cost-benefit analysis. The method yields an efficiency index for gender mainstreaming based on the inputs, outputs, outcomes and impacts of interventions. The lowest recommended level of analysis is the suite of gender mainstreaming projects conducted by a local authority. The method does not require the determination of market or shadow prices, and uses trend analysis to make deductions about the efficiency of gender mainstreaming over time in an area.

Reporting on the impact of gender mainstreaming can be done by way of a dashboard showing trends in various categories, augmented by anecdotal evidence.

ACKNOWLEDGEMENTS

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LIST OF ABBREVIATIONS AND ACRONYMS

ADB: Asian Development Bank

AIDS: Acquired Immunodeficiency Syndrome

AU: African Union

CBA: Cost-benefit Analysis

CBO: Community-based Organization

CEDAW: Committee on the Elimination of Discrimination against Women

CGE: Commission for Gender Equality

CGS: Council for Geoscience

CHDM: Chris Hani District Municipality

CMA: Catchment Management Agency

CPA: Cape Provincial Administration

CSPC: Community Service Providers Committee

DALA: Department of Agriculture and Land Affairs

DEAT: Department of Environmental Affairs and Tourism

DFID: Department for International Development, United Kingdom

dplg: Developmental Local Government

DM: District Municipality

DME: Department of Minerals and Energy

DOH: Department of Housing

DPLG: Department of Provincial and Local Government

DPW: Department of Public Works

DWAF: Department of Water Affairs and Forestry

ELMC: Engcobo Local Municipality Council

EU: European Union

GAD: Gender and Development

GAP: Gender Advocacy Programme

GBV: Gender-based violence

GDI: Gender Development Index

GDP: Gross Domestic Product

GFP: Gender Focal Point

GM: Gender Mainstreaming

GMS: Gender Management System

GPFLG: Gender Policy Framework for Local Government

GWA: Gender and Water Alliance

GWTF: Gender and Water Task Force

HDI: Human Development Index

HIV: Human Immunodeficiency Virus

IDP: Integrated Development Plan

IES: Integrated Ecological Space

IGR: Inter-governmental Relations

ISD: Institutional Social Development

KPI: Key Performance Indicator

LED: Local Economic Development

LM: Local Municipality

MDG: Millennium Development Goals

MGWM: Mainstreaming Gender for Water Management

MGWSS: Mainstreaming Gender in the Water Services Sector

MIG: Municipal Infrastructure Grant

MLL: Minimum Living Level

MRM: Moral Regeneration Movement

NCWSTI: National Community Water and Sanitation Training Institute

NEMA: National Environmental Management Act

NEPAD: New Partnership for Africa's Development

NGM: National Gender Machinery

NGO: Non-governmental Organization

NISAP: National Implementation Strategy and Action Plan

NRHI: National Rural Health Initiative

NWA: National Water Act

OSW: Office on the Status of Women

PFA: Platform of Action

PLA: Participatory Learning and Action

PRA: Public Rural Appraisal

PSC: Project Steering Committee

PUTCO: Public Utility Transport Cooperation

RDP: Reconstruction and Development Programme

ROM: Refurbishment, operation and maintenance

RSA: Republic of South Africa

SA: South Africa

SADC: Southern African Development Community

SAHDR: South African Human Development Report

SALGA: South African Local Government Association

SARPN: South African Regional Poverty Network

SAWID: South African Women in Dialogue

SCBA: Social Cost-benefit Analysis

SD: Sustainable Development

SON: State of the Nation

TO: Technical Operator

UK: United Kingdom

UN: United Nations

UNDP: United Nations Development Programme

UNICEF: United Nations Children's Fund

UNIFEM: United Nations Development Fund for Women

UP: University of Pretoria

USA: United States of America

VIP: Ventilation Improved Pit

VWC: Village Working Committee

WAD: Women and Development

WEDO: Women's Environment and Development Organization

WEF: World Economic Forum

WHO: World Health Organization

WID: Women in Development

WRC: Water Research Commission

WSA: Water Services Authority

WSDP: Water Services Delivery Plan

WSP: Water Services Provider

WSSCC: Water Supply and Sanitation Collaborative Council

WSSD: World Summit on Sustainable Development

WSSLG: Water Services Sector Leadership Group

WWF-4: Fourth World Water Forum

| 1 | **INTRODUCTION** |

"We could not speak of genuine liberation without integrating within that, the emancipation of women"

(Thabo Mbeki, South African Presidency, 2004b:16)

1.1   Contextualizing the research

In South Africa, the objective of gender equality is a fundamental principle in the Bill of Rights of the Constitution of the Republic of South Africa, 1996 (Constitution of the Republic of South Africa, 1996: Chapter 2). The intersection of racial and gender discrimination lends a unique level of complexity to the gender equality initiatives of the South African government.

South Africa subscribes to the global framework for gender equality as represented by a number of international instruments, the most prominent of which is the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). CEDAW covers not only the public and societal arena, but also extends to personal and family life (EU, 2005:23). As of March 2004, 177 countries including South Africa, have ratified CEDAW.

However, gender specialists are signing the warning that "the gender wave has passed" and that gender activists will have to speak a new language to ensure that the objective of gender equality remains entrenched on government and development agendas in South Africa (Duncker, 2005, personal interview).

This statement is supported by D'Monte (2002) who discusses how gender was addressed at the Johannesburg World Summit on Sustainable Development (WSSD): "surprisingly, there was less discussion than was the case at the Earth Summit in 1992 … possibly this is as gender has now been mainstreamed". D'Monte (*ibid*) further quotes gender and development (GAD) activist Vandana Shiva as saying that "the crisis has grown since (1992)".

This explanation finds resonance in an evaluation of the status of women in South Africa (Gouws, 2005a:3). Women seem to be doing well in a democratic South Africa. They are relatively well represented in government, enabling conditions to implement and monitor gender

equality have been created through the South African National Gender Machinery (NGM), and the South African government is a signatory to international conventions. However, the realities as reflected by gender-based violence (GBV) and the HIV infection rates in South Africa (among the highest in the world), as well as the percentage of South Africa women who live in poverty, point to the fact that there are serious flaws in the implementation of socio-economic rights for women.

Furthermore, a survey by the Commission for Gender Equality (CGE, 2005) highlights the tension that still exists between an appreciation of gender rights on the one hand, and conditioned cultural dictates on the other. This tension was articulated by both male and female respondents. It seems that while people are aware of the relevant rights, for a range of reasons they have not internalised these rights, or their socio-economic reality does not allow them to do so. According to the CGE (*ibid*), it remains a challenge to champion the notion that embracing culture does not equate with accepting the subordination of women. The CGE (*ibid*) comments that better implementation of policy on gender equality is urgently needed.

Developments around gender equality in African politics (Rust, 2007:19) show that although great strides are being made, the breakthroughs are fairly recent (as recent as 2002), and the focus is on parity, which while important, does not equate to gender equality (EU, 2005:12).

Longwe (2002) assessed the gender orientation of NEPAD[2] and reached the conclusion "that NEPAD is deeply and comprehensively gender blind". The criticism is that the problem areas to be tackled by NEPAD do not have a specific gender dimension. This author further directed incisive criticism at NEPAD for focusing on schooling as a vehicle to achieve gender equality, maintaining that this view merely reinforces the patriarchal concept that women's plight is a result of their own incompetence. While this view may be construed as extremist, it is nevertheless supported by statistics provided by Gutierrez (2003:134) showing that in Latin American countries, for instance, according to the United Nations Development Programme (UNDP), the rate of female participation in the economically active population has increased by only 3.9% between 1970 and 1990, from 35.6% to 39.5% – "an advance that has been slow and incongruent with the spectacular growth in women's educational level".

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[2] Although views on the nature of NEPAD differ, it can broadly be described as a strategy to address Africa's vast development challenges (Landsberg, 2003).

Along with the legacies of a long history of discrimination against women (as is evidenced by, for example, gender bias in education and current literacy rates [Tadria, 2005]), Africa has to contend with traditional cultural[3] practices that impede gender equality. Tadria highlights the importance of these aspects within an African context when she says that the biggest challenge on the road to gender equality in Africa is: "overcoming socially accepted cultural beliefs and ideologies that emphasize male dominance … traditional African culture does not accept — and cannot survive in — a context of gender equality …".

These sentiments are echoed by Randriamaro (2002:21) who states that it is critical to recognize that women are being hemmed in by two forces of fundamentalism on the African continent, namely that of the market (neo-liberal economics) and religious fundamentalism (under which one may include cultural fundamentalism).

Cultural dynamics bring an added dimension to development projects in general. Culture and tradition can enable or obstruct project aims, and can be oppressive or liberating for different people at different times. According to Jolly (2002:2) there is nothing sacred about culture, and value judgments are required about which elements of culture to hold onto. Furthermore, culture is not a fixed and non-negotiable element of the development landscape. It is "*explicitly or implicitly reshaped because it is enmeshed in the turbulences of history*" (Jolly, 2002:8).

Nevertheless, research has shown that cultural dynamics have a significant impact on gender roles which in turn have an impact on development initiatives (Reeves and Baden, 2000:4). Accordingly, the Department of Provincial and Local Government (dplg) gender policy (GPFLG, 2005:5) recognizes the presence of power relations at different levels as a challenge to equality and development. Implicitly, it admits the success of dealing with power relations to be dependent on "*understanding power relations between women and men in relation to beliefs, ideas and practices* (GPFLG, 2005:5). Despite the impact of cultural dynamics on water services projects, the DWAF (2005) gender mainstreaming policy does not address cultural dynamics.

From the above discussion, it can be seen that from a global, African and South African perspective, the achievement of gender equality is hampered by, *inter alia*, a lessened focus

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[3] The term "traditional culture" can mean different things to different people. Here the term is used to refer to gender-restrictive values and practices that characterize certain African communities, particularly in the rural areas. However, it is conceded that any culture is influenced by the mass media, modern technology and other cultures and that no society is isolated today, and therefore no culture "pure" any longer.

on gender equality globally, flawed gender-equality governance instruments, gender-restrictive cultural beliefs and the failure to implement socio-economic rights for women.

1.2   Problematizing gender in the rural water services sector

As shown in Figure 1, the most vulnerable groups in society, namely women and children often lack access to water of adequate quality and quantity, be it for drinking or productive purposes (Schreiner, 2001:1), as well as access to basic sanitation services. More than 2.2 million people die each year in developing countries from diseases associated with lack of access to safe drinking water, inadequate sanitation and poor hygiene (GWTF, 2005:4). As a result, the management of water services to ensure equitable access involves addressing gender issues, among other factors.

Figure 1: A woman on her way to collect water in the arid landscape of Riemvasmaak, Northern Cape, South Africa. (Photograph by Eric Miller, www.africanpictures.net)

The empowerment of women and access to basic water services are in fact complexly intertwined objectives in the fight against poverty in all its manifestations. Accordingly, the

Millennium Development Goals (MDGs)[4] expressly mention both the empowerment of women (Goal 3) and access to water in appropriate quantities and of an appropriate quality, as well as to basic sanitation (Goal 7) (UNDP, 2006a). It is predicted that Sub-Saharan Africa will be the only region in the world likely to miss the MDG targets on safe water and basic sanitation, thereby relegating millions of African women and children to "a life of illness, lost opportunities and virtual slavery" (Johnson, 2005:1). If this prediction indeed becomes a reality, it will have dire consequences for poverty alleviation initiatives in this region.

The critical importance for Sub-Saharan Africa to succeed in the provision of basic water services, and in the mainstreaming of gender equality, is substantiated by information provided by the UNDP (2003:2) forewarning that halving the proportion of people without access to safe water will become a reality in Sub-Saharan Africa only by 2050. In addition, the UNDP predicts that the goal of gender equality will be met by 2020 in East Asia and the Pacific, and by 2050 in the Arab States and South Asia, while the urgency of the African situation is illustrated by the fact that the UNDP predicts that universal primary education will only be reached in Sub-Saharan Africa in 2200. Alarmingly, no date is forwarded for the attainment of gender equality in Sub-Saharan Africa.

For water services delivery initiatives to succeed, particularly in the rural areas, the role and the status of women in the sector should be associated with the recognition that water is women's work. Women cook and clean with water, thereby managing the health of their families. When family members become ill, the burden falls on the women whose time is already over-committed, to care for them. If water sources are far from home, it is the girl children who stay away from school to fetch and carry water.

Women, however, use water for more than domestic applications. As stated in Agenda 21[5], women are the main food producers, playing a crucial, yet underestimated, role in official economic statistics. Women are clearly the main stakeholders in any rural water service delivery initiative.

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[4] The MDGs are eight goals to be achieved by 2015 that respond to the world's main development challenges. The MDGs are drawn from the actions and targets contained in the Millennium Declaration that was adopted by 189 nations, and signed by 147 heads of state and governments during the UN Millennium Summit in September 2000 (UNDP, 2007).
[5] Agenda 21 is the blueprint for action to achieve sustainable development, adopted in 1992 in Rio de Janeiro at the United Nations (UN) Conference on Environment and Development. It is a comprehensive action plan to be implemented globally, nationally and locally by the organizations of the UN, governments, and major groups in every area where humans impact on the environment (UNEP, 1992 and UNDESA, 2007).

Furthermore, women often play an important role in environmental protection and management (UNDP, 2006c:17). Therefore, empowering women to play a leadership role in the water services sector will facilitate environmental sustainability, which is one of the pillars of sustainable development. Putting the efficiency argument aside however, when the role and status of women in the water services sector is viewed from an ethical perspective, the continued domination and exclusion of women are to be rejected on moral grounds (Warren, 1998:28).

The need for gender equality in the water services sector has found expression in a number of policy directives, institutional initiatives and gender-mainstreaming guidelines in South Africa. However, research shows that these are not meeting their objectives (Monyai, 2003; Mbumba Development Services, 2004; and Duncker, 1999). These authors show that women are still mostly excluded from the decision-making structures in the rural water services sector and that their local environmental knowledge is not utilized in the protection of water resources.

Furthermore, as discussed by these authors, when considering the status of gender mainstreaming in the water services sector through the lens of societal transformation, the view is uninspiring. There has been very little transformative transfer of resources and influence to women in the sector. Moreover, gender mainstreaming initiatives, particularly in the rural areas, are stymied by discriminatory cultural attitudes still prevalent among both men and women. Perhaps the most damning comment comes from a consultant with long experience in gender mainstreaming in the water services sector: "It is difficult to maintain energy when nothing is happening" (Lowe-Morna *et al*., 2004:6).

Recently, the Department of Water Affairs and Forestry (DWAF) (2007:1) announced that the emphasis in the water services sector has been shifted beyond the provision of services to give expression to the new theme of "Water for Growth and Development". According to DWAF (*ibid*) the focus of this new theme is on ensuring that the provision of water services meets both economic and social priorities.

The provision of basic water services is a means of empowering women. Therefore, the continued emphasis on social priorities is welcomed in the light of the indication by DWAF (*ibid*) that there has been an increase in the backlog of services. However, this new focus on water as an enabler for economic growth has the potential to divert attention from social imperatives such as the mainstreaming of gender equality, training in health and hygiene, and

the provision of basic services. Moreover, the often assumed positive link between economic growth and poverty alleviation is debatable (Piasecky and Wonicki, 2004: 308).

The new policy focus on water for growth and development is concurrent with evolving institutional arrangements within the water services environment. The main characteristics of these governance arrangements are the devolution of the water resource management function to newly established Catchment Management Agencies (CMAs), and the integration of the water resource management and the water services functions within DWAF. In addition, the vertical cooperation regimes between the national and regional departments of DWAF and local government structures present many complexities that are compounded by the need for horizontal cooperation between departments linked to DWAF and the Department of Provincial and Local Government (dplg).

From the above discussion it is clear that while gender-equality is important in terms of sustainable development and poverty alleviation, the institutional framework for the mainstreaming of gender equality in the water services sector is complex. Furthermore, existing gender-mainstreaming policies and guidelines are not meeting their stated objectives. Moreover, in concert with the impediments to gender equality at the global, African and South African levels discussed in the previous section, the new focus on water for growth **and** development in the water services sector has the potential to obscure social imperatives such as gender equality and poverty alleviation.

1.3   Clarification of the research questions

Based on the above information, the research questions at which the study was aimed are conceptualised as follows:

- Given that initiatives aimed at the mainstreaming of gender equality in the water services sector do not seem to be effective, what are the focus areas that should be addressed to enhance the impact of gender mainstreaming on the lives of poor women in this sector?
- Do current South African strategies for gender mainstreaming in the water services sector address these focus areas for success?
- Given the fact that none of the guideline documents studied engage with traditional culture in depth, despite the demonstrated impact of traditional culture on gender

mainstreaming in the rural areas, how can practitioners deal with the seemingly conflicting paradigms of gender equality and traditional African culture?

- What conceptual framework can be used to measure the impact of gender mainstreaming initiatives to improve the likelihood of success?

1.4 Research paradigms

1.4.1 Inductive feminist action research

In broad terms, this research is exploratory and inductive in nature, in that generalized conclusions are drawn from an open-ended analysis of literature, opinions and observations.

The water services (water supply and sanitation) sector represents one of the most fundamental expressions of a woman's lived reality. Women's experience of this reality is important, as it is linked to the broader societal goal of sustainability. In this research, the stories that women from poor communities tell about their lives and about what matters to them in respect of sanitation and water services are integrated into a proposed framework of principles for gender mainstreaming in the water services sector. Therefore, not only are these women given a voice by way of this research, but they are also given influence. This study therefore gives expression to "feminist action research" (Weiner, 2003:3), in that:

- It is grounded in women's experiences;
- It is concerned with issues that matter to women;
- It is non-exploitative;
- It gives a voice to women; and
- It gives value to women's lived realities.

1.4.2   A study grounded in complexity theory

The study is grounded in complexity theory. The reason why a complexity approach was adopted in this study is that development involves an unavoidable encounter with complexity. Therefore the solutions to development problems have to be complex and flexible (Muller, 2006:19). To enhance the impact of gender mainstreaming in the water services sector, it is important to deconstruct the systemic linkages between gender mainstreaming and other

development-related aspects such as poverty alleviation, feminism, sustainable development and governance. Furthermore, a complexity approach is not a mere alternative among other options, but rather a necessity – as Cilliers (1998:xxii) remarks: " … we have to confront this complexity if we are to survive, and, perhaps, even prosper."

1.4.3   The space "between" modernist and post-modernist research

The research is situated in a space between, and overlapping with, a more modernist research paradigm as discussed by Mouton (2001), and the post-modernist research paradigms discussed by Grbich (2004:49-123). This positioning of the empirical research was not solely the result of conscious research design, but also of engaging with the emergent properties of a complex system.

This was fortuitous because a research process straddling two paradigms makes it possible to integrate the best features of both paradigms. As Grbich (2004:9-11) explains, a modernist approach can be described by, *inter alia* clear objectives and the scientific principles of deductive logic. While these might be open to critique from a post-modern perspective, they do allow the researcher to reduce what Mouton (2001:52) calls "real-world problems" into research problems, and the "logic of the research process" (Mouton, 2001:47) allows one to hold onto a notion of "certainty" and a belief in the process when engaging with complex, even chaotic, realities.

On the other hand, a consideration of a post-modern engagement with knowledge (Grbich, 2004:54) emphasized the constructed and transitional nature of reality and accordingly of all models and theoretical explanations. Furthermore, a post-modern approach to research design has to engage in new ways with aspects such as validity, objectivity, sampling and presentation of results. It is also futile to try to separate the researcher from the subject.

It is difficult to do research that is both sufficiently modernistic and sufficiently post-modernistic.   Perhaps the words of Grbich (2004:126) are applicable here: "We will never return to the modernist era as such, nor will the postmodern era ever completely disappear. Both are now part of what we are and how we will move forward. Change and challenge are inevitable".

1.5   Composition of the study, and products emanating from it

1.5.1   Composition of the study

The three-year study was designed to comprise three related, but distinct projects.   The composition and time lines of the study are illustrated in Figure 2.
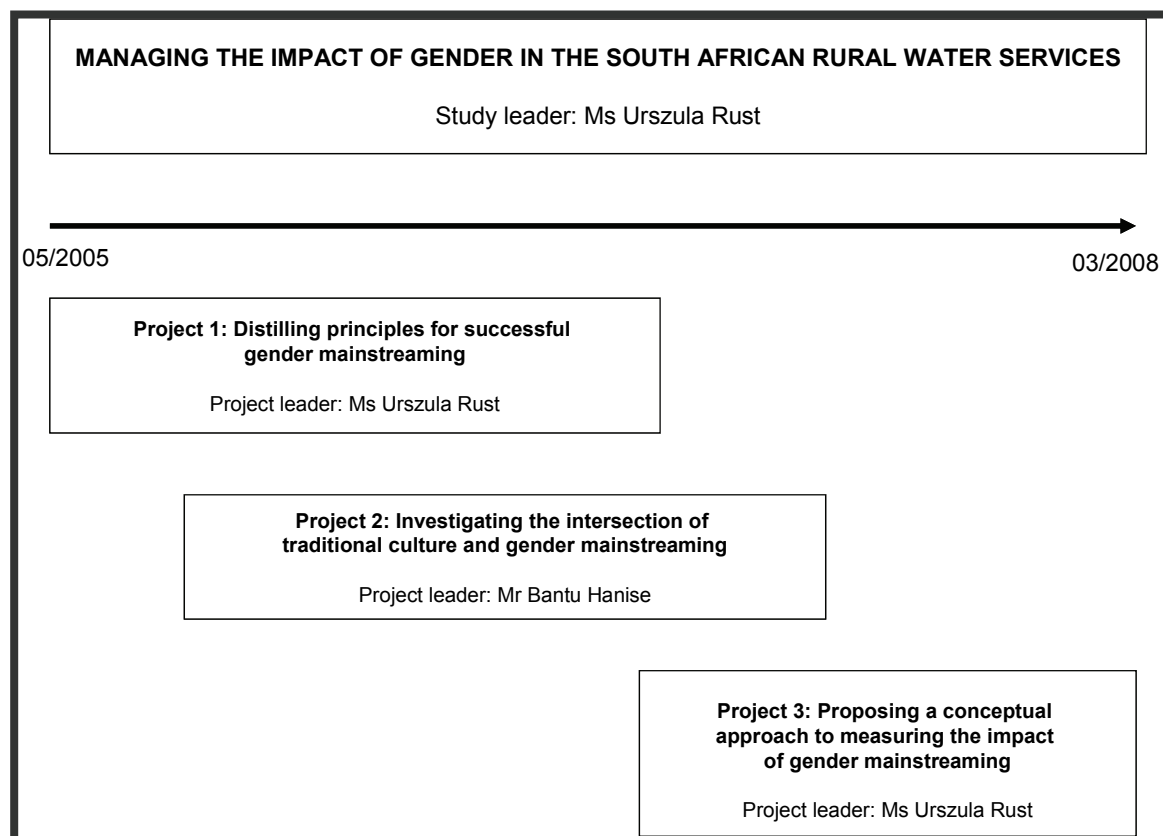
Figure 2: The composition and time lines of the study

A different research process was adopted for each of the three projects. (The research process and various tasks for each of these projects are discussed in the comprehensive research reports contained in Volume II of the project documentation).

1.5.2 Products emanating from the study

The following products emanated from this study:

- Managing the impact of gender in the South African rural water services sector, **Volume 1:** Summary report containing checklist and poster for use by practitioners (a CD containing the comprehensive research report is affixed to the inside back cover of the summary report)

- Managing the impact of gender in the South African rural water services sector, **Volume 2:** Comprehensive research report

- Sample checklist for gender mainstreaming for use by gender practitioners (contained as Annexure A to this summary report)

- Poster illustrating the links between gender mainstreaming and sustainable development (contained as Annexure B to this summary report)

1.6 Capacity building and knowledge dissemination facilitated by the study

1.6.1 Capacity building

- Mr Bantu Hanise obtained an *M.Phil. Sustainable Development Planning and Management* from the University of Stellenbosch in 2008.

- Ms Urszula Rust obtained an *M.Phil. Sustainable Development Planning and Management (cum laude)* from the University of Stellenbosch in 2007.

1.6.2 Knowledge dissemination

Sections of the study were used in presentations to:

- The WSSLG Strategic Advisory Group on Gender, during 2006/7
- CGS Colloquium, during 2008

2	**SUMMARY OF PROJECT 1: VIEWING GENDER MAINSTREAMING THROUGH VARIOUS LENSES TO DISTIL A FRAMEWORK OF PRINCIPLES FOR SUCCESS**

"There is no denying that the world we live in is complex … we have to confront this complexity if we are to survive, and, perhaps, even prosper."
(Cilliers, 1998:xxii)

2.1 Introduction to this chapter

As this study is grounded in complexity theory, gender mainstreaming in the water services sector was viewed through various lenses to distil a framework of principles for success. In particular, this project focused on the linkages between gender mainstreaming and sustainable development, poverty alleviation, feminism and governance. These linkages were discovered by way of literature survey, case studies, participant observation, individual interviews and focus group interviews, as well as the input of a panel of gender experts.

This chapter contains a summary of the project report. This summary is aimed at making the research accessible to a non-academic audience of for instance government officials, consultants and politicians. For an appreciation of the complex intricacies of the project and the academic richness which underlies the research, the reader is referred to the complete research report, which is contained in the CD attached to the inside back cover of this summary report.

2.2 Definition of key concepts

Water services: According to the *Strategic Framework for Water Services* (DWAF, 2003), water services include water supply and the provision of sanitation facilities.

Gender: "Gender is a concept that refers to the social differences, as opposed to the biological ones, between men and women, which have been learned, are changeable over time and have wide variations both within and between cultures" (EU, 2005:9).

Gender equality: "Gender equality means that all human beings are free to develop their personal abilities, and make choices without the limitations set by strict gender roles; that the different behaviour, aspirations and needs of men and women are considered, valued and favoured equally ... Gender equality does not mean that women and men should be the same, or that there must be equal numbers of men and women, girls and boys in all activities" (EU, 2005:10,18).

Gender parity: The Gender Parity Index (GPI) is used to measure the relative access to any socio-economic good or service, e.g. education of males and females. For instance, it is calculated as the quotient of the number of females by the number of males enrolled in a given stage of education (Koronkiewicz, 2005).

Gender mainstreaming: "Gender mainstreaming is a strategy aimed at achieving gender equality. It concerns planning, (re)organization, improvement and evaluation of policy processes, so that a gender equality perspective is incorporated in all development policies, strategies and interventions, at all levels and all stages by the actors normally involved therein" (EU, 2005:12).

Women-specific actions: "The imperative of gender mainstreaming does not preclude the need for specific actions for women, aimed at redressing serious inequalities between women and men" (EU, 2005:14). Examples of such actions are affirmative action and targeting specifically women in empowerment projects.

Feminism: "Feminism is the advocacy of women's rights on the ground of the equality of the sexes" (Concise Oxford Dictionary, 1990:430). Another definition is provided by Stetson and Mazur (1995:16): "An ideology, policy, organization, or activity is feminist to the extent that it has the purpose of improving the status of women as a group and undermining patterns of gender hierarchy*".*

Sustainable development: The South African National Strategy for Sustainable Development (DEAT, 2006:6) defines the term *sustainable development* (this definition is taken from the National Environmental Management Act, Act 107 of 1998 (DEAT, 1998):

"Sustainable development means the integration of social, economic and environmental factors into planning, implementation and decision-making so as to ensure that development serves present and future generations."

Governance: The 1994 World Bank definition of governance is as follows: "A system of values, policies and institutions by which a society manages its economic, political and social affairs through interaction within and among the state, civil society and the private sector" (Cloete, Merrifield and Masiteng, 2003:3).

2.3 Research process and explanation of how the framework of principles for gender mainstreaming was derived

2.3.1 Research process

The basic project methodology was to interrogate a large body of literature to derive principles for successful gender mainstreaming, and then to augment these principles by way of field research (individual interviews, focus group interviews, participant observation), and finally to involve a panel of experts in the validation of the research results. The following tasks were carried out:

Task 1: A comprehensive literature review was conducted, focusing on:
- Existing frameworks and guidelines for mainstreaming gender equality
- Previous research projects on gender mainstreaming in the water services sector
- A complexity approach to gender mainstreaming in the water services sector
- A poverty alleviation perspective on gender mainstreaming in the water services
- A sustainable development lens on gender mainstreaming in the water services
- A feminist lens on gender mainstreaming in the water services sector
- A governance lens on gender mainstreaming in the water services sector

Task 2: On the invitation of DWAF, the meetings of the Water Services Sector Leadership Group (WSSLG) Strategic Advisory Group on Gender, was attended as a participant observer for a period of two years.

Task 3*:* Individual interviews were conducted with institutional stakeholders to obtain their opinion on general problems and possible solutions related to the mainstreaming of gender

equality in the water services sector. These stakeholders were government officials, political and traditional leaders, and non-governmental organizations (NGOs).

Task 4: The results of the previous tasks were used to design a survey of six communities, three each in Mpumalanga and the Eastern Cape Provinces, were water services projects were being carried out. The projects were chosen because they had a strong gender focus and were being implemented in poverty stricken areas. Focus group discussions involved men in the villages, ordinary female beneficiaries of the projects, women who worked on the projects, and women involved in the leadership structures of the projects.

Task 5: The principles for successfully engaging with gender in the water services sector as derived from the various sources of information described above (literature, individual interviews, participant observation, and focus group interviews) were then grouped and classified under 14 focus areas. These focus areas relate to practical considerations such as the role of the gender officials, public participation, and environmental protection. In this way, a framework for practically addressing the mainstreaming of gender equality in the water services sector was proposed.

Task 6: The framework was presented to a panel of gender experts for validation and their input was used to refine the framework.

Task 7: The proposed framework thus derived was compared with the current WSSLG Gender Mainstreaming Strategy and Action Plan (DWAF, 2005), as well as, to a lesser extent, to the current Gender Policy Framework for Local Government (dplg, 2007).

2.3.2 Explanation of data reduction process to arrive at the framework of principles for successful gender mainstreaming in the rural water services sector

Both the literature survey and the field research yielded a significant body of raw data from various sources (Rust, 2006a:32-54). As the purpose of the field research was to identify **additional** principles for successful gender mainstreaming (additional to those already identified by the literature survey), the field research data had to be added to the literature survey data.

The principles for successful gender mainstreaming illuminated by the data were identified. All of the principles identified thus, regardless of the source they had been derived from,

were collated into a comprehensive list of principles for the successful mainstreaming of gender equality in the water services sector.

The principles on the list were assigned codes based on the topic of the principle (for example "TC" to indicate that an item relates mostly to traditional culture). Because of the degree of overlap between topics, the categorization could not be done in an exact manner. However, the assignment of these codes made it possible to group the items on the list according to focus areas (or topic categories), as well as to remove replication. In this manner 14 focus areas were delineated. It is important to note that each of the 14 topic categories (focus areas) contains a number of principles for successful gender mainstreaming. Figure 3 illustrates the data reduction process.
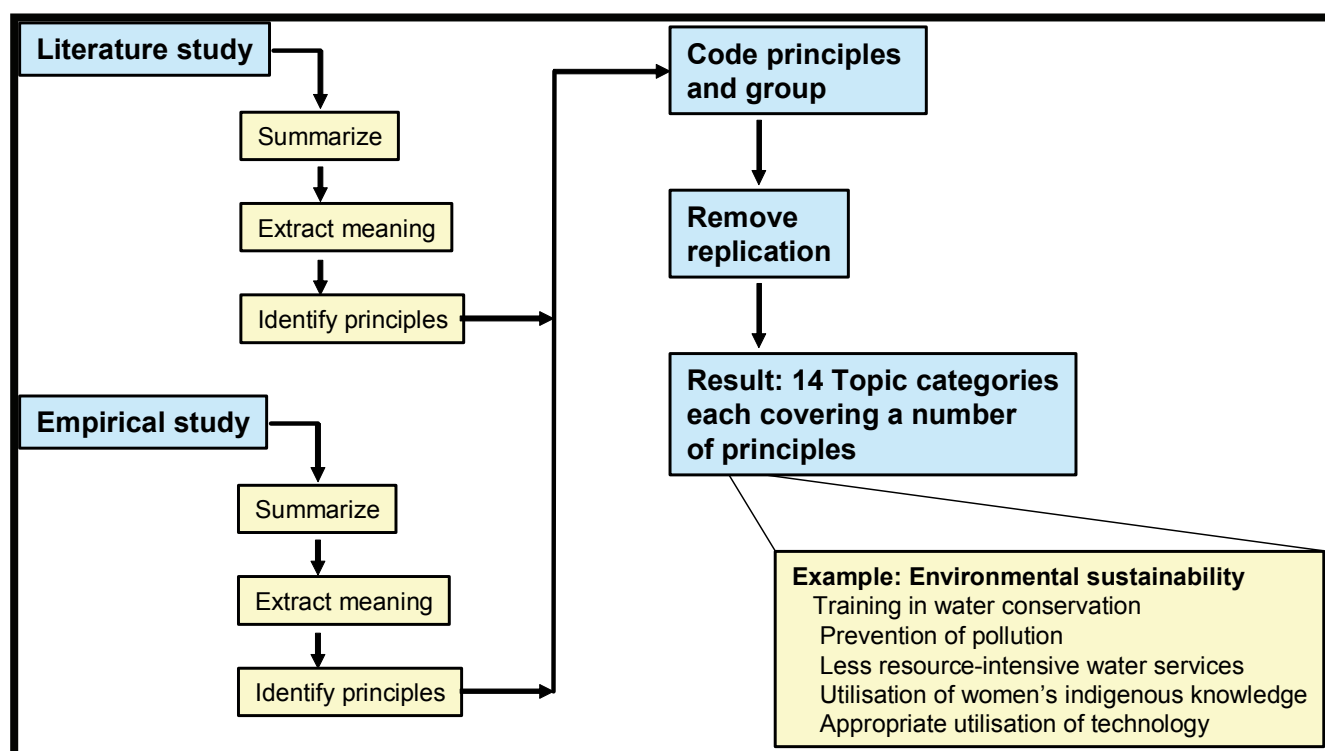
Figure 3: Schematic illustration of the data reduction methodology

2.4 Summary discussion of the conceptual framework of principles for successful gender mainstreaming in the rural water services sector

2.4.1 The derived framework of principles for successful gender mainstreaming (Table 1)

Table 1: Focus areas for successful gender mainstreaming

	Focus area	Critic-al*	A *few* illustrative questions to define focus area**
1	Policy premises and formulation	Yes	Was the policy formulation process inclusive? Is the policy premised on poverty alleviation?
2	Approach to gender mainstreaming	Yes	Is gender mainstreaming reduced to parity?
3	The role of the gender officials	Yes	Is the gender desk suitably resourced? Does gender desk have strategic influence?
4	Co-operative governance	Yes	Is there co-operation between with the IDP officials and the gender desk? Are women's organizations and NGOs involved?
5	Public participation	Yes	Is the public participation process adequately resourced?
6	Advocacy and awareness raising	Yes	Is awareness being raised around family gender relations and roles?
7	Access to basic services	Yes	Are women specifically targeted in service provision?
8	HIV/AIDS and gender-based violence	Yes	What measures are taken to address violence against women? Are general measures in place to decrease the risk of disease?
9	Economic empowerment	Yes	What link is there with local economic development strategies?
10	Leadership by women	Yes	How is the leadership of women developed?
11	Capacity development of women	Yes	Is the capacity development linked to portable skills?
12	Project/Programme management	Yes	Is monitoring and evaluation part of the entire project cycle? Are gender indicators used in the monitoring and evaluation? Is the community, and particularly women, involved in the monitoring and evaluation? Is gender-disaggregated data used in project planning? Are the project budgets gender responsive?
13	Environmental sustainability	No	Are there measures aimed at prevention of pollution?
14	Traditional culture	Yes	In what way are traditional leadership structures involved in projects? In what way do traditional cultural roles of women and men influence projects?

* This column indicates whether the panel of gender experts viewed the focus area as critical or not.

** It is important to note that these are just a few questions to illustrate what the focus area addresses.

2.4.2 A discussion of the focus areas for successful gender mainstreaming in the water services sector

(1) Policy premises and formulation

While gender equality and the empowerment of women are important as a means of expanding the freedom, dignity and equality of South African society, it will have little effect if fundamental poverty is not addressed. Women bear the brunt of poverty, with poor rural women suffering multiple disadvantages, and this constrains the development potential of the entire society.

Policies to address gender equality and the empowerment of women should therefore adopt poverty alleviation as a point of departure. This would entail the adoption of a world view premised on a shift in values from excessive self-assertiveness towards integration. It is clear how this would not be possible without high-level political commitment and leadership. Furthermore, as poverty, gender and the water services are complexly inter-linked, gender strategies in this sector have to adopt integration, complexity and holism as defining principles.

In taking poverty alleviation as the point of departure, a recognition is needed that poverty manifests in more ways than just a lack of income and assets, and therefore a lack of access to power, resources and information are also important determinants of poverty (poor women's time is a particularly over-taxed resource, and policy should take this into account). For instance, a lack of dignity is a very crippling manifestation of poverty. Therefore, while efficiency is important, sanitation policies should be premised on the need to protect and expand human dignity – especially in South Africa, a country with a long history of disregarding human dignity.

Furthermore, while macro-economic policy is clearly important in poverty alleviation, the record in developing countries shows that poverty alleviation is not likely to come via general trickle-down from economic growth, but rather via local, specifically targeted interventions. It is clear that to be responsive to local contexts and histories, national policy should have a footprint at local authority and community level as it is there where people's lives are changed.

In the local context of South Africa, there is no denying the fact that a confrontation with poverty and inequality will go hand in hand with redistributive strategies and these should be unambiguously dictated by policy. Therefore in areas where there is no infrastructure to enable communities to access Free Basic Water, and where there are no basic sanitation facilities, the municipality should as a priority provide these water services at no or very little cost to poor communities.

The process of policy formulation should be inclusive and gender-sensitive. Policy documents should be scrutinized for gender-blind language. Policies should furthermore also not lump women with other categories of people such as the youth, the aged and the disabled – gender intersects with all of these. Women should not be portrayed in a gender-stereo-typical way as mothers and dependents, or as mere victims. Related to this is that it is critical to move beyond the welfare approach. Policies should aim to expand the agency of women in their own lives and in their communities.

(2) Approach to gender mainstreaming

The gender mainstreaming approach is currently the driving paradigm for engaging with gender in the water services sector. It has to be understood that this approach is not infallible, and moreover, that it is not a simple approach to apply. It is important to train officials and project implementing agents to be able to recognize and engage with the subtleties of the gender mainstreaming approach, in particular the balance between gender as a depoliticized concept, and the feminist creed of empowering women.

The gender mainstreaming approach contains a space for the empowerment of specifically women, and this space should be utilized. Although the needs and situations of both men are to be considered in gender mainstreaming, this does not mean that women do not require specifically targeted empowerment actions. Furthermore, misinterpreting the gender mainstreaming approach as meaning that men and women have to be treated exactly the same is disempowering to women. If it is important not to disregard the differences between men and women, it is even more important not to homogenize women as a group, but to take the intersections of race and class with gender into consideration. In fact, for a project to be successful, it should be rooted in respect for difference, starting with the attitude of the consultants and implementing agents towards community members.

It has been shown that parity is not empowerment and does not necessarily lead to transformation. In general, shallow, parity-driven gender "equality" will not achieve the level of societal transformation and poverty alleviation needed in South Africa. An uncritical parity-driven enforcement of the 50/50 campaign is not empowering to women as they face restrictions in terms of for instance physical strength and the demands on their time. If these differences are not integrated into project planning, there might be potential for conflict with men.   For instance, although women do not shy away from manual labour, the physical constraints on women[6] should be taken into consideration when planning a project. It might be better to develop a contextual application of gender mainstreaming on a project, such as sharing the work based on the level of physical strength required to do it.

In keeping with the principles of complexity, any government approach to the empowerment of women should leave room for adopting a range of perspectives – from women as victims, through women as agents in their own subjugation, to empowered women and role models. The gender mainstreaming approach should therefore be carefully interrogated to make sure that in terms of these perspectives, it is appropriate to the community involved.

Furthermore, while in terms of poverty alleviation and the eradication of inequality, it is necessary to unambiguously and unashamedly declare women the focus of water services projects, both as beneficiaries and decision-makers, care should be taken in *how* this is done. In the first place, because of intra-household gender relations in South Africa, care should be taken not to alienate men to the extent that women become the targets of gender-based violence. In the second place, focusing solely on the needs of women and girls, may have negative systemic implications in terms of boys and men. This again underscores that most uncomfortable of realities, namely that there are no absolutes and no saving grand narratives to provide guidance. The fact that one-size-fits-all solutions do not work should feature in training, and advocacy and awareness raising campaigns.

(3)   The role of gender officials

Policies have neither meaning, nor effect if the staff in the organizations entrusted with their implementation do not understand the necessity, and do not have the skills needed, for gender mainstreaming.   In particular, local officials should be trained in understanding the interplay between a technical/service focus and a social/gender focus. This would include

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[6] It should be noted here that while men are generally more physically fit than women to do hard manual labour, physical strength is individually dictated – not just by gender, but also by aspects such as genes, level of exercise and muscle building, etc.

capacity development of officials involved in decision-making processes that impact on women's equality. In general, gender sensitization training should be ongoing, both in organizations and communities.

It is necessary to appoint more female government officials – both to positions on the gender desk, and throughout the entire organization, including in non-traditional roles such as technical and senior managerial positions. This is so not only as internal transformation is inextricably linked to external transformation, but also as most women are theoretically able to adapt multiple perspectives in addressing gender-related issues. Furthermore, female officials can act as role models for communities in terms of women's empowerment.

As the mere addition of women to highly patriarchal organizations will not lead to transformation, femocrats should be given the resources as well as a mandate to change the patriarchal nature of the organization and they should be evaluated on their efforts in this regard as well.

Furthermore, there is a need to recognize that being a woman is not a sufficient qualification for appointment to specifically gender desks, and care should be taken to select individuals with the right attitude in terms of caring and responsibility, as well as with the right qualifications and experience. Despite the reality of electoral representation, political affiliation should not be a factor in the appointment of femocrats.

In general, gender functions should be well resourced in terms of staff and funding. These should also be supported by effective structures and mechanisms operating at the appropriate level – both within the organization and linking the organization with its constituents and counter-organizations. In this regard, femocrats should be tasked with, and monitored on their level of engagement with women's organizations and movements.

For femocrats to deliver on these responsibilities, a dedicated budget is required. Both gender budgeting and gender-disaggregated analysis should be adopted throughout the organization. But perhaps most importantly, gender focal points should be appointed at a level where they can exercise strategic influence.

Lastly, the most effective organizational form to exert positive influence and to ensure integration of all aspects related to gender equality is the network. Therefore organizational

cultures that support a network paradigm rather than a strict hierarchy will have more success in transforming patriarchal organizational value systems.

(4)   Co-operative governance

Both gender and access to the water services are cross-cutting issues in local development planning. Therefore it is important to ensure co-ordination between local, district and provincial departments, and between departments within the local government authority (for example involving the community development workers), as well as across sectors related to water such as health and housing. In particular, all the spaces within the IDP framework to engage with gender should be utilized. The constraints on the IDP process should be recognized as well. Therefore, improved co-operation between the IDP officials and the officials responsible for delivering services is needed. Co-operation between departments and officials will lead to synergy between policies.

However, if such co-ordination is to be helpful in integrating planning and building synergy, instead of obstructive in terms of diffusing responsibility, there should be greater clarity on the roles and responsibilities for mainstreaming gender equality in the water services. Therefore, one of the critical steps is for the state to identify the core of stable institutions needed in each area to achieve optimum service delivery in a socially sustainable manner, so that these may be nurtured.

A deliberate attempt should be made to build social capital as a developmental resource to local government by *formally* involving CBOs in water services projects. Furthermore, many NGOs have extensive expertise in gender mainstreaming which should be utilized by government. However, in involving civil society in projects, officials should understand the constraints these organizations face, and they should therefore not transfer the responsibility of the state to the realm of civil society.

(5) Public participation

One of the most crippling manifestations of poverty is powerlessness, and therefore it should be recognized that public participation has value in itself as it is empowering. Effective public participation also has proven benefits for the project.   In fact, effective system-wide stakeholder involvement is vital to designing a more contextually responsive project.

Therefore, the initial data gathering phases of projects should receive the necessary attention and as many of the community members should be involved in the design of the solution as is possible.

Although this is not often done on water services projects, public participation can be taken to the level where the community not only identifies the need, and designs and implements the project, but also manages the funding and appointments on the project. Also, while the concept of PRA is accepted as best practice, officials should be aware of the difficulties in implementing this approach, for example the fact that it is very resource-intensive.

Civil society and, specifically women's organizations for change, have an important role to play, and a special effort should be made to involve them in the project. It is important to involve progressive NGOs with long-standing networks in the community in the public participation process, rather than the customary social consultants. The reason for using members from the local community as participation consultants is that they understand not only the community's needs, but also the power configurations, and the more subtle aspects such the different ways in which women may exercise control over knowledge, often through silence, as a means of empowerment. Involving such organizations will result in reciprocal capacity building, and this will benefit the NGO, the community and the officials.

Despite the importance of public participation there should be an appreciation of how it might further increase the burden on women. The process of public participation should therefore be sensitive to women's constraints. This applies to practical aspects such as the time when community meetings are held to facilitate maximum attendance. However, it also applies to other areas where women experience constraints. For instance, as some women still feel that they should restrict their input to household matters and not speak in front of their husbands, separate meetings for men and women might in some cases be indicated. However, in general women and men should attend the same meeting, as this could help to dismantle stereotypes.

Because public participation is both very important and complex, it should be well-resourced in terms of time and funding. Furthermore, public participation is likely to open up spaces of discontent. Planning for public participation should therefore be flexible enough to accommodate "unrelated" information and the consultant or facilitator should be able to deal with the resulting conflict in a mature and responsible manner.

Public participation is often relegated to the level of a few cursory workshops. There should therefore be contractual obligations and incentives for the implementing agent to conduct an effective public participation process. For instance, expertise in public participation could be a deciding factor in awarding the contract. The quality of the public participation process conducted by the implementing agent should be evaluated.

(6) Advocacy and awareness raising

There should be a clear distinction between public participation and awareness raising, but both types of interaction are needed in the project life cycle. Advocacy and awareness raising should take place on all fronts – within organizations, with affiliated organizations, in communities and on projects, to name but a few.

There is a particular need for advocacy and awareness raising among senior managers in government. Furthermore, local officials should "own" and believe in gender mainstreaming, and this can be helped along through continual advocacy.

At the same time that gender stereo-types are being dismantled by the project, desirable alternatives should be constructed via awareness raising targeting specific groups, e.g. traditional leaders. Stereotypical beliefs around women should be dismantled by way of community awareness campaigns and appointing of women to supervisory positions. Two particular topics that should feature in gender awareness raising in communities are the celebration of difference uncoloured by either/or thinking and discrimination; and the disproportionate burden women carry.

Furthermore, in many cases women also hold gender-stereotypical views about themselves. An example of this is the lack of interest that women tend to show in technical matters. Awareness campaigns could play an important role to dismantle these attitudes.

The view that women have to prove themselves worthy by doing exactly the same work as men on the projects should be attacked through advocacy and awareness raising. For instance, both men and women place great value on physical strength and awareness should be raised around the equal value of different kinds of strengths in different situations. Furthermore, women need more support with their household chores, otherwise gender mainstreaming might only add to their burden. Finding and celebrating positive male role models are important in this respect.

For advocacy and awareness raising to succeed, the relevant information and research data should be available to practitioners. Therefore relationships should be built between government departments, NGOs and officials involved in gender mainstreaming, on the one hand, and tertiary education institutions and research organizations, on the other hand.

(7) Access to basic services

Although local government is hampered by many constraints, the provision of adequate access to services is in itself an important step towards gender equality as it relieves the burden on poor women.

However, it is important to focus on *how* these services are delivered. In the first instance, although the privatization of water services might be regarded under certain conditions as a good way to improve service delivery, it should be noted that it has the potential to exclude and alienate poor women when they cannot pay for the services.

Furthermore, care should be taken that a focus on service delivery, in particular a strong technical/delivery and weak gender/social sustainability focus, does not impede gender mainstreaming. These objectives should be understood to be mutually reinforcing, rather than in conflict.

To empower women, both the strategic and practical needs of women are to be addressed. On the one hand, not addressing the practical needs entrenches existing unequal gender roles. On the other hand, not linking the practical needs to strategic objectives will impede the realization of the objective of deep societal transformation.

Therefore, not only improved access to water and sanitation, but also access in terms of strategic issues such as access to land, credit and decision making should be considered. In this regard, water for productive uses should also be taken into consideration.

(8)   HIV/AIDS and gender-based violence

Access to reliable, affordable and safe water and sanitation can mitigate some of impacts of the disease and improve the quality of life of those living with HIV/AIDS. In this regard, health and hygiene training on water services projects is empowering to women (Figure 4).

Highly unequal gender relations in some communities expose women to gender-based violence. When implementing gender mainstreaming care should be taken not to alienate men, as this might increase the risk of violence against women. Furthermore, the provision of water and sanitation facilities at a close distance from women's and children's houses would also decrease the risk of them becoming the victims of crimes such as rape.

Figure 4: A teacher watches over children washing hands after using sanitation facilities (Photograph by Guy Stubbs, www.africanpictures.net)

(9)   Economic empowerment

The economic dependence of women on men should be countered by economically empowering them with sustainable employment opportunities and portable skills. However, in focusing on the economic empowerment of women, the multiple roles of women, in

particular in terms of looking after children and doing household chores, should be taken into consideration when planning projects. If this is not done, women may not be able to fully utilize the economic opportunities.

This would be wasteful on two fronts. In the first place it is an absolute waste as the investment will not yield the expected return for the women. In the second place, it is an indirect waste as the money invested could have been used to provide other opportunities for the community, e.g. to build a road, or to rather provide employment to men on the projects.

Employment creation is only empowerment if it is of a relatively longer-term nature, or if it leads to the acquisition of skills that would result in sustainable employment or business ventures. Therefore the training of women on projects should be integrated with LED initiatives. In general, training in business skills is portable and should be encouraged – particularly the skills of identifying opportunities, accessing business support services such as credit and training, and marketing.

Ways should be found to reimburse women for their time, otherwise the message that they and their time are not important, is entrenched. While the details of the payment could vary from project to project, the principle should be accepted that women's time is valuable. Even if women earn little, they value the opportunity to earn money and the benefit to their self-esteem and what they learn about their own abilities are very important. Furthermore, the way in which women generally tend to invest their earnings (e.g. in school fees and buying household essentials) contributes to systemic social sustainability.

There may be cases where women are "fronting" for men – care should be taken to make sure that this does not happen on projects.

(10) Leadership by women

The leadership of women should be welcomed and nurtured so that they can construct alternative social realities (Figure 5). Some people are natural-born leaders, and leadership usually comes from within communities and such leadership should be appreciated and nurtured by officials.

However, leadership can be learned and there is thus also a need to develop leadership among women. Leadership depends as much on the confidence that comes from being in a position of leadership as it comes from a natural ability. Women need confidence, as much as they need opportunity, to play a leadership role.

Women should not be excluded from technical positions, but should be encouraged and trained to take an interest and play a leadership role in these. Furthermore, the appointment of women to non-traditional positions on project committees will not only equip these women with leadership skills and expand their confidence, but will also set a powerful example to the rest of the community about outdated gender stereo-types.

Relationships are crucial in developing leadership. The aim should therefore be to establish empowering relationships (for example between emerging business women and credit institutions), as well as to build on existing relationships (for example between the community and NGOs). The women tend to be geographically isolated, which adds to their disempowerment. In this regard, projects can be a way of breaking this isolation and building social capital.

While men seem to be generally supportive of women working on the projects, they are not so comfortable with women accepting leadership positions. This attitude should be dismantled by giving women the opportunity to assume leadership roles in such a manner that they do not alienate men. In this regard, the tendency of some of the women toward reverse discrimination should be curbed.

In general, women involved in the management of the projects are positive, mature and aware of the complexities, and these attributes should be tapped and extended to the rest of the community by facilitating the leadership role of these women.

Figure 5: Leadership by women displayed in a meeting of a women's group in a traditionally black South African neighbourhood
(Photograph by Guy Stubbs, www.africanpictures.net)

(11)   Capacity development of women

Training to communities in aspects such as environmental protection and hygiene awareness is important, but often costly. Training could therefore be extended to the general community through a "train the trainers" approach. This does not only increase the capacity of the communities, but also of the NGOs providing the training. However, the project agents appointed to carry out this training, should be monitored.

In terms of gender mainstreaming, training should tackle specific areas where women lack capacity as this lack of capacity is often used as an excuse for avoiding gender mainstreaming.   Training in portable and non-traditional skills is important. However, it is critical to understand that training per se is not empowerment, unless the training is linked to economic opportunities, and therefore, training should be linked to LED initiatives across all sectors.

While capacity development of women is important, care should be taken that a perceived lack of capacity of women is not used as an excuse to avoid gender mainstreaming.

(12)   *Project/programme management*

Gender should form part of the strategic conversation at all levels (from policy, to all elements of the project cycle), and therefore gender-disaggregated statistics and gender analyses are critical to the success of any gender programme or project. Furthermore, the commitment to gender equality should be converted to action by for instance rigorously enforcing clauses in contracts and policies dealing with affirmative action for women, as well as by instituting gender-responsive budgeting procedures.

A participatory, learning process approach to project planning is more gender-sensitive than a blue-print approach and community members, when presented with a policy framework, are often able to come up with the appropriate response. Project plans should reflect the specific skills, needs and history of each community. It is also critical that project planning be flexible enough to engage with emergent properties. Even small victories on a project are important as these can have a big effect. Conversely, the project team must not dismiss as unimportant seemingly small aspects and non-influential people.

Monitoring and evaluation is one of the most problematic areas of project management. In the first place, monitoring and evaluation should cut across all aspects related to gender mainstreaming, and should involve all spheres of government. Secondly, there are many pitfalls in solely relying on performance indicators as a measure of progress and officials should be aware of these. Community members, and women specifically, should be involved in the evaluation of the success of projects. There should be a move toward a more normative model of control and therefore technocratic monitoring and evaluation frameworks should create opportunities for supplemental anecdotal reporting.

With regard to indicators, both short-term and long-term success indicators have to be used to evaluate projects. If expertise allows, composite indices that are designed specifically for each context are to be preferred. Furthermore, indicators should be revised on a regular basis, so that project managers are not trapped by them, but are able to respond to emergent properties. Indicators should also have a gender focus.

While monitoring is important, the most effective degree of control is difficult to determine. While there should not be too much centralized control, dispersed control should be managed carefully to attach responsibility to specific agents and agencies. What is true, however, is that there should be a mechanism to penalize government officials who do not perform, and that in general, both the existing procedures and current formats for reporting should be improved upon.

(13) Environmental sustainability

The sustainability of projects and gender initiatives is important to drive societal transformation. Sustainability does not only refer to the project itself, which would require training in for example hygiene awareness, but also to the broader ecosystem, which would require training in for example water conservation. Therefore, all policies in the water services sector should state unambiguously that water is not an unlimited resource. Furthermore, reference to training in water conservation and protection should form part of all project plans.

Indigenous people are good custodians of their environment, but when poverty-stricken they may resort to survivalist and environmentally harmful life styles – another reason why poverty alleviation is critical. An egalitarian approach to water services provision and sustainable development further dictates that there should be a move to less-resource intensive water services for affluent communities.

Research has shown that the involvement of women in projects facilitates the environmental sustainability of projects. Women can facilitate water services projects, both from the basis of their traditional roles (as wives and mothers) and their non-traditional roles (as business owners and employers). More specifically, the way in which women are involved in projects should optimize the benefit that can be had from their local knowledge and special concern for the protection of the water resource – however, care must be taken not to generalize and mythologize these traits as essentially female.

As the use of appropriate technology can both increase the affordability of services and the environmental sustainability of projects, it is empowering to women. The use of appropriate water services technologies should be supported and awareness should be raised around

the benefits of these technologies to increase the communities' acceptance of these technologies.

(14)   Engaging with traditional culture

Despite recent progress and human rights declarations, restrictive cultural values hamper women's equality in Africa. In rural communities where traditional values have been relatively untouched by constitutional rights and freedoms, gender stereotypes remain entrenched. Societal transformation, in general, is a gradual process and culture can be changed by indirect interventions such as education and training, and employment equity.

Although it is difficult to address cultural gender bias, not doing so would make a mockery of strategies to mainstream gender. Policies should therefore engage with, rather than ignore, the impeding impact of traditional culture. In particular, the tendency to colour gender as an un-African concept should be recognized for what it is – divisive patriarchy. Linked to this is the fact that casting women in the roles of mothers of the nation is counter productive to their living out their own individual claim to personhood. The claim to a cultural (and sometimes religious) right to discriminate against women should not be indulged.

For this reason, advocacy and awareness raising and effective capacity building should not be viewed as add-ons to a project, but as necessary conditions for its success. In particular, it is important to dedicate effort and time to ensuring that traditional leaders have an internalized understanding of the need for gender mainstreaming.   And when projects are planned, there should be a focus on interrogating how the various traditional roles of men and women may impact on the project.

2.4.3   Applying the framework to various levels of analysis

The framework derived in this study is generic in nature which means that it can be translated to different spheres of analysis. For instance, it can be used as follows:

-       As a checklist for departments and institutions[7] to measure their gender mainstreaming practices against (See Annexure A for an example);

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[7] In this report, the term institution is used to refer to an organization, after the Oxford (1990) definition: institution is a society or organization founded especially for a social purpose.

- As a checklist for national departments to ensure that policies are gender responsive;
- As a checklist and guideline for project implementers to gender mainstream projects;
- As an aid in training, and
- As a source of communication material.

Table 2 below contains an example of how to translate one of the focus areas of the framework to various levels of analysis. It is important to realize that the manner in which the framework is translated to a particular level of analysis has to be contextually responsive, and therefore there can be no prescription of how to do this. Table 1 therefore serves as only one example of many possibilities for that specific focus area.

Table 2: Illustration of translation of framework to various levels of analysis

	Focus area	Translated to national policy level	Translated to institutional level	Translated to project level
7	Access to basic services	Introduce a subsidy for female-headed poverty-stricken households to enable them to build sanitation facilities.	Introduce a project planning template into the organization to allow the need for services to be disaggregated by sex, so that women can be targeted in service provision projects.	Design and build facilities with the needs of women in terms of privacy and safety in mind.

2.5 Comparing the results of this research with existing South African gender mainstreaming policies relevant to the water services sector

The framework proposed here for mainstreaming gender equality in the water services sector was applied to the WSSLG *Gender Mainstreaming Strategy and Action Plan* (DWAF, 2005). The Gender Policy Framework for Local Government (dplg, 2007) was also compared to the WSSLG strategy in terms of certain dimensions of the proposed framework. The aim of this exercise was to determine if these strategies are responsive to the principles for mainstreaming gender equality in the water services sector, as derived in this study.

It was found that, in a number of respects, the WSSLG Strategy was not responsive to the learning garnered in this study. For instance, the WSSLG Strategy does not adopt the alleviation of poverty and inequality as a frame of reference. Furthermore, it neither engages with traditional culture, nor advocates environmental sustainability. The strategy was also found to be lacking in terms of the programme management and governance dimensions. Perhaps the most significant shortcoming of this strategy is however that it disregarded the evolution of governance frameworks in the water services sector. Not only was the target audience of the strategy not sharply defined, but the strategy had in effect also been overtaken by two other gender mainstreaming strategies that will have an impact on the water services sector. These are the Gender Policy Framework for Local Government (dplg, 2007), and the new DWAF gender strategy currently being developed.

The Gender Policy Framework for Local Government (dplg, 2007) was found to differ from the WSSLG Strategy in a number of respects. The most significant of these are the following: the policy formulation process was more inclusive, there was a definite engagement with the intersection of the multiple disadvantages women face, the structures and processes needed to give effect to the policy framework were described and a time frame was established, and in the last instance, the dplg policy framework engages with traditional culture.

3	**SUMMARY OF PROJECT 2: EXPLORING THE INTERSECTION OF TRADITIONAL CULTURE AND GENDER MAINSTREAMING**

" … traditional African culture does not accept – and cannot survive in – a context of gender equality … Because the universal ideology of gender inequality applies not only in informal and private arenas but also in formal and public institutions, it is almost impenetrable … Strategies to empower women have also remained almost ineffective, largely because they are most often aimed at the manifestations of inequality without addressing the cultural ideologies so embedded in African societies".

(Tadria, 2005)

3.1   Introduction: Context for the research and research questions

Water service projects implemented in accordance with general gender mainstreaming guidelines do not deliver optimal results in terms of empowering women and reducing poverty (DFID, 2005:1 and Rees, 2002:13). Among several reasons for this, is the failure to understand the impact of culturally imposed roles on women and to engage with these appropriately when gender mainstreaming of water services projects is conducted. This is the basic problem to be addressed in this research project.

Culture and tradition can enable or obstruct, and can be oppressive or liberating for different people at different times. According to Jolly (2002:2) there is nothing sacred about culture, and value judgments have to be made about which aspects of culture to hold on to, and which aspects to let go of. Furthermore, culture is not frozen or stagnant and is often "*explicitly or implicitly reshaped because it is enmeshed in the turbulences of history*" (Jolly, 2002:8).

For gender-mainstreamed water services projects to successfully negotiate the complexities of cultural dynamics, it is important to unpack the different roles of men and women, and the relationships between these roles within the various strata of society. In particular, there has to be an understanding of how cultural dynamics impact on these roles and relations

(Figure 6).   Such and understanding will make it possible for policy to engage in a constructive manner with the situation on the ground and to facilitate addressing not only the practical needs, but also the strategic needs of women in terms of equal participation in decision-making and equal access to the benefits of water.

Figure 6: This girl's cleaning the sanitation facility is a product of imposed gender roles in society (Photograph by Guy Stubbs, www.africanpictures.net)

The purpose of this study is to illuminate the complexity that exists between cultural dynamics and gender mainstreaming in the water services sector, and to create a better understanding of how to engage with this complexity in a transformative manner. The research is aimed at opening up a space of understanding, rather than at trying to provide definitive answers to one of the most difficult and fundamental development problems in regions where the traditional culture contains a gender-restrictive bias.

Although some researchers have put forward guidelines on how to deal with traditional culture in development projects (Maharaj, 2003), these guidelines are often prescriptions generated outside the communities (an outside-inward viewpoint). This study is aimed at creating understanding of how to engage with traditional culture on water services projects, by adopting an inward-outward viewpoint.

It is believed that looking through the lenses of the stories of individual women in the water services projects, and in particular with regard to their different roles (such as within the family, the community, and the water projects), will deepen the understanding of how practitioners might engage with traditional culture in gender mainstreaming of water services projects.

Accordingly, the following research questions have been defined:

- How do cultural dynamics interact with the various roles of women in the family, the community and the water services project?
- How can an improved understanding of the above interactions be utilized by project practitioners on water services projects to engage with the possible negative impacts of traditional culture?

3.2   Research methodology and study area

3.2.1 Research methodology

Telling stories is a pervasive aspect of our environment that is essential in providing the initial and continuing means for shaping our experiences. This means that without stories our experiences would merely be unevaluated sensations from an undifferentiated stream of events. Stories are the repository of our collective wisdom about the world of cultural and

socio-cultural behaviour, and stories are therefore the mediating structures of our encounter with reality (Eric Digest, 2006).

The simplest reason why we tell stories is given by Brodkey and Fine (1991) who said we commonly tell stories about what happens to us and about what we make of our experience. In a sense, then, the stories documenting our lives tell what we find worth remembering, contemplating and sharing with others.

Therefore, narratology has been chosen as the methodology for the study. Narratology is a technique that would yield personal information on how an individual is affected by cultural dynamics. The words "story" and "narrate" can be traced to the word or act of knowing as it is through stories that people come to know. It is through the construction and maintenance of their knowledge of the world in the form of a story that an individual creates meaning of daily happenings. The story will serve as a basis for the individual's anticipation of future events (Eric Digest, 2006).

The research process was to interview five women involved in the water services sector about their lives, their roles within their families, communities and the water services projects. Three in-depth taped interviews of two-three hours were conducted with each woman. These interviews were structured as follows:

- Interview 1: Her life story;
- Interview 2: The story of her involvement in the water project, and then
- Interview 3: Retracing the life story and involvement in the project to ask more complex questions about experiences within particular roles – as a girl, as a daughter, as a mother, as a wife, as a woman in the community, as a participant in the development process.

The stories of the women as told to the researcher have been analysed on the basis of themes that were identified as part of the literature survey. Based on the connections between these theoretical literature-based themes and the women's experiences, recommendations in respect of managing water services projects may be made. However, these recommendations serve merely to open up a space of understanding of the complexity around traditional culture and gender mainstreaming on the water services projects. Only a "snapshot" of these women's lives was obtained and therefore the results of the research cannot be generalized to the entire population or to all times.

3.2.2   Information on the study area

The study area is in the Engcobo Local Municipality (ELM) which is one of the nine local municipalities that form the Chris Hani District Municipality (CHDM) in the Eastern Cape Province, South Africa. The CHDM is an amalgamation of three formerly separated administration entities namely, the former Transkei, the former Ciskei and the former Republic of South Africa (RSA) after the 1994 democratic election.

The interviews were conducted in the following villages in the ELM area: Rasmeni Village; Lwandlana Village and Khanyi Village.

3.3   Summary of the results of the research with regard to traditional culture and gender mainstreaming on water services projects

As discussed above, the aim of this research was to open up a space of knowledge in relation to the impact of culture on gender mainstreaming in water and sanitation projects. That space of understanding was created by making connections between the theory reviewed for this project, and the women's stories, and from these connections, deriving implications for water services projects.

In this manner conclusions regarding the following themes could be drawn:

(1)   Women's time and labour
(2)   Women's power within African societies
(3)   The role of small causes in women's lives (the Butterfly effect)
(4)   The role of fundamental human desires in the women's lives
(5)   Utilising social capital on projects
(6)   The role of funding and donor organizations
(7)   Society as a complex system
(8)   The effects of migration on the women's lives

These conclusions will now briefly be discussed.

3.3.1 Women's time and labour

From the above, it can be seen that the stories show that women's time and unpaid labour are still being exploited by the system, in this case by the NGOs. The women are willing to offer their resources of social capital to the system because they want to improve their own and the village's living conditions. This means that if the government does not provide basic services, it puts women in this position were they are almost forced to volunteer their social capital just to have a basic standard of living. It therefore emphasizes that the provision of basic services is an important way of advancing gender equality as it lessens the burden on women in respect of freeing up their time and labour.

Treating women as unpaid labourers sends the wrong messages about the status of women in society to not only the women themselves, but also to the community at large. Furthermore, the continual use of women for voluntary unpaid labour is disempowering to them as they continue to be dependent on their husbands for providing in the needs of their families. This indirectly perpetuates gender inequalities as it puts them at the mercy of their husbands and might result in their voices being silenced. This means that a way should be found for reimbursing women for their time. If training enables women to find employment and to increase their self reliance, such training might be regarded as payment in kind for their time.

The payment for women's services rendered in these development projects will give them financial independence. This might put into operation a negative feedback loop if paying women in cash results in women being used by men as generators of cash, while they still have to do all the same domestic chores. Project practitioners should be aware of these possible emerging negative implications of remunerating women. It is thus important to use means of remuneration that will empower the women. For example, as discussed above, empowerment could be in a form of employment creation and value-adding skills in exchange for their participation in the projects. Such "remuneration" will make them more self-reliant.

The research illustrated the importance of the work done by women (their chores) in keeping the system running smoothly. In fact, these duties are so essential that children and husbands had to take responsibility for these duties in the women's absence. The duties of the women were also socialized when husbands and children shared them. Project practitioners should be conscious of these facts, and should create awareness about the

importance of women's duties, as well as about the need for support for the women in these duties from for instance children, husbands, extended family and community members.

3.3.2 Women's power within African society

Practitioners should realize that merely by creating an opportunity for women to make a contribution to their communities, they give the women power. Traditional norms often become irrelevant under these circumstances.

Another fact that practitioners should be aware of is that mothers, and especially mothers of boys, enjoy special privilege in African societies. Therefore, even if certain women are elected to structures, other women, for instance those without children or mothers of girls, could still be discriminated against.

3.3.3 The role of small causes in women's lives (the "butterfly effect"[8])

Project practitioners can take comfort form the fact that small causes can have big effects, and that changes introduced at one level will reverberate throughout the entire system. Implementing relatively small interventions in women's lives, such as providing them with training and opportunities to voice their needs, might have large impacts outside of the project sphere. These changes in the women's lives will reverberate across the system to eventually change traditional norms and values. However, these changes might not be immediately apparent, but will take time to work through the system.

For instance, the impact of project regulations that enforce gender equality and promoted co-operation between men and women within the community will be felt by the human, social and cultural systems. These project rules and regulations cause a butterfly effect in the systems and might bring about major changes in the characteristics of these systems.

Introducing these small causes can relate to aspects such as providing women with some training, exposing women to the views and experiences of other women within other projects in other villages, or creating an opportunity for a woman to speak her mind. The women

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[8] The classical example used to explain the fact that small causes can have large effects in a complex system is that of a butterfly flapping its wings in Argentina and via the amplification of the movement through the system, causing a hurricane off the coast of Florida in the USA.

involved in the study agreed that the training they engaged in boosted their self esteem. This increase in self esteem could eventually filter through the system, changing perceptions about the women.

3.3.4 The role of fundamental human desires in the women's lives

Even though the rural women were subjected to cultural norms that sought to regulate them, their fundamental desires had not been affected. The way in which they interpret and realize these desires is determined by their context. They have been shown to be driven by the same attractors that drive the men's desires. This means that project practitioners should understand that regardless of contextual situations such as culture and poverty, all humans (male and female), are driven by the same desires.

Therefore, if water services projects can provide a way for women to realize their desires, for instance for knowledge, the projects are empowering to women. For instance if a woman wanted to be a teacher, and this desire was frustrated because of traditional culture, a project can still give her the opportunity to be a community trainer on sanitation issues. The desires and aspirations of the women interviewed manifested by way of the water services projects.

This also means that the project practitioners should spend some time to get to know the women and their dreams and histories, even before designing a project approach. Such an approach would be optimally empowering to women.

3.3.5 Utilising social capital on projects

In the interest of saving time and resources, project practitioners should use community institutions to drive development projects before designing new approaches or introducing foreign concepts. This will also strengthen these community institutions of social capital.

Furthermore, it is vital for development planners to be mindful of the externalities or unintended consequences of their actions. Injudicious development can in fact destroy indigenous knowledge systems and social capital. For instance, the "Ilima" institution addresses both material and immaterial capital because the interaction between community members makes the social bonds stronger (immaterial), while on the other hand ensuring

that food (material) is made available for the families. It is such local indigenous institutions that the development practitioner should not unintentionally destroy.

This again means that project practitioners should spend time getting to know the community before designing the project plan, and should in fact involve people from the community in the project design.

3.3.6   The role of funding and donor organizations

The guidelines of foreign donor and development agencies have to be moderated through local context and by the input of local actors before they are implemented in the field.   In essence, the guidelines have to be "re-engineered" in the field.

Furthermore, project practitioners should be aware of the fact that even if public participation was done as part of the gender mainstreaming, as a result of the existing cultural norms, women's participation in development projects does not automatically mean that they are speaking on their own behalf.   Women could be acting as representatives of the family or the clan. It is thus important for practitioners from donor agencies to investigate the cultural norms at play before embarking on actions to gender mainstream projects.

This also implies that the implementation strategies for gender mainstreaming should be flexible enough to accommodate different social and cultural contexts. Rigid one-size-fits-all solutions, such as an uncritical application of the 50/50 campaign, do not reflect the underlying cultural complexities of the society.

3.3.7   Society as a complex system

It is the role of the development practitioner to understand the system's processes and levers. This can be a daunting task if he or she relies only on his or her own understanding of the system. The practitioner should therefore ask community members to help him or her understand the deeper reasons why and how community processes unfold. Furthermore the practitioner should take note of and understand the processes of change in a community when it is confronted with new information.

Furthermore, the asymmetry of the society can be an advantage that the practitioner can use to "sell" gender equality to influential members of the community to obtain their buy-in, which should make it easier to instil new values.

3.3.8   The effects of migration on the women's lives

It does have an adverse effect on the villages if people leave in search of employment, as it creates a void of indigenous knowledge and human capital.   Furthermore, the exposure people then get to foreign cultures and traditions can sometimes cause disturbances in the existing social networks when they come back and try to introduce these new ways of thinking into their communities.

However, in the long term, the positive effects of migration were more important.   People came back to the villages with new skills.   This exposure to alternatives is a form of human capital. For women, this increase in knowledge is a form of power, as already discussed.

Project practitioners have to understand that the communities with which they work are often insular and the people are cut off from contact with the outside world. In such cases, new ideas such as gender mainstreaming introduced by the project will have an impact on the norms and values of these societies. The project is therefore and opportunity to introduce new values about gender equality into communities.

Furthermore, the project can serve as an instrument to break the insularity of the people. For instance, people leave their villages to go for training on the project, and opportunities can be created for people from different communities to work together.   These strategies will encourage the flow of information and will slowly change the norms and values of the society away from gender discrimination.

3.4 Implications of the research

In this project, the complexity approach followed succeeded in highlighting underlying complexities with regard to traditional culture that might impact on water services projects. The research was aimed at improved understanding of these complexities, and not at delivering definitive solutions to the possible negative impact of traditional culture on water services projects.

The use of the complexity approach is a post-modern tool that is based on understanding the entities at play. In this paradigm it is acceptable that the same people might experience the same process differently because of differences in context. It recognizes that change in an open system like society, culture and human beings is unavoidable.

Therefore when a project practitioner deals with culture, he/she does not have to try to tackle traditional culture head on by for instance proposing defiance of the norms or by illegalising these norms. Rather, the practitioner should obtain information about the system (society or culture) to give him or her insight into the subsystems at play within the larger context. This insight will enable the practitioner to use the characteristics of complex systems along with the principle of fracticality to address the need for cultural change. As an example, providing women with some training, will cause changes in the women themselves, (possibly large changes) and these changes will reverberate throughout the fractals (the family, the community, the water projects, the society), eventually bringing about change in the cultural norms of the larger society.

This complexity paradigm adopted here can sometimes cause delays in application because the results rely on organic processes. In development projects, time and resources are not always available to accommodate such organic processes. Therefore, the system has to be carefully manipulated to effect the desired changes. However, the greater contextually based understanding that the practitioner has gained by adopting the complexity approach, will enable him or her to select the optimal way of manipulating the system.

The approach advocated here results in a merging of the bottom-up approach (giving people voice and developing community-based solutions) and the top-down approach (applying external resources to achieve a preconceived outcome).

In terms of the gender mainstreaming policy, this study demonstrates the practicality of the bottom-up approach that further informs who should be involved and how they should be involved during the policy formulation processes.

The study however, notes the critical and important role played by the top-down instruments such as the constitution and laws that ensure the enforcement of gender parity in all processes. For example, the directive that women and men should be represented 50/50 in development structures has led to, and increased, consciousness and has thus stimulated the debate on this issue in the communities. The gender equality legislation has initiated the processes of change within these communities. However, success is unfortunately often

measured and interpreted in terms of numbers that fail to capture the underlying social, individual and cultural complexities that are at play.

The study therefore stresses the importance of a flexible policy framework that allows the organic evolution and adaptation of processes within communities to take place at the local level. This should happen in accordance with the society's context as reflected by their history, traditions and culture. Therefore, the policy framework's guidelines (through a top-down approach) need to be introduced in a manner that allows the community to have a voice in the processes of generating solutions (bottom-up approach).   This advocated approach gives content to the rhetoric of "people-centred development".

4	**SUMMARY OF PROJECT 3: PROPOSING A CONCEPTUAL APPROACH TO MEASURING THE IMPACT OF GENDER MAINSTREAMING**

"Viewing development in terms of expanding substantive freedoms directs attention to the ends that make development important."

(Sen, 1993:3)

4.1　Introduction

Besides the ethical implications of gender inequality, it also has significant macro-economic implications.　As an example, the UN Economics and Social Commission for Asia and the Pacific (2007) reports that discrimination against women is costing Asian-Pacific economies almost US\$ 80 billion per year as a result of restrictions in access to employment and education.　And this is only a financial calculation – the social and private costs are much higher.　This commission further calculates that if women took part in the Indian economy, to the same degree that women take part in the USA economy, the growth rate of India would have been nearly 2% higher and the GDP more than 4% higher.　It is furthermore possible to use classical economic theory to prove why gender inequality has this kind of detrimental effect on economic growth (Walters, 2005).

It is important to be able to defend gender mainstreaming initiatives in economic terms as well as ethical terms, and therefore in this project, a conceptual approach to measure the impact of gender mainstreaming is developed based on a consideration of costs and benefits.

4.2　Project methodology

This was a desktop study, and the following were considered:

-　　　literature on performance measurement methods;

-    the potential and pitfalls of metrics and cost-benefit analysis as methodologies to measure the impact of development projects, and
-    examples of impact measurement projects.

Based on the information obtained via the literature survey, a set of criteria for the development of an impact measurement methodology was developed, and a conceptual approach proposed to meet these criteria. The proposed approach still needs to be tested and refined.

4.3   Summary information from literature

In his discussion of the evaluation of small-scale drinking-water interventions, Cameron (2008) relates the challenges in conducting a cost-benefit analysis (CBA) within a complex systemic environment (such as the gender-mainstreaming environment).   The main challenges are:

-    Combining information on different types of systems such as socio-economic, environmental and institutional;
-    Modelling causality and linkages, which are complex systems in themselves;
-    Identifying observable and measurable indicators, although the use of Logical Frameworks has potential in forcing stakeholders to agree on objectively verifiable indicators;
-    Coping with data gaps and inaccuracy making it necessary for economic assessment frameworks to provide explicit room for incorporating such concerns;
-    Weighting indicators into composite indices as this requires a form of relative value judgement, and
-    Incorporating time and uncertainty to take account of possible long-term impact.

Cameron (*ibid.*) advocates the use of an updated Social Cost-Benefit Analysis (SCBA), which differs from the standard CBA in that it claims the right for an analyst to modify the prices used in the commercial accounts (these being market prices).   A SCBA can therefore capture market failures such as absent markets (many social and environmental goods do not have markets); externalities (for example air and water pollution), public goods, imperfect competition (for example subsidies) and government regulations. These market failures justify the modification of the observed market prices to so-called shadow prices.

Cameron (*ibid*.) specifically discusses the use of SCBA in projects aimed at poverty reduction and promoting gender equality. This author says that a SCBA analysis could support such projects by applying weights to costs and benefits accruing to women and people judged to be poverty-stricken. In the 1970s, such differential weightings based on social groupings were seen as a weakness in the SCBA system as these weights are always a matter of opinion and could be manipulated for political gain.

Cloete *et al.* (2003:4-6) discuss the need for a systematic framework for assessing governance for sustainability, relying on the use of indicators as a measure. In this discussion they mention the pitfalls of using indicators to measure intangibles and caution that "multi-dimensional concepts like quality of life, (and) poverty … cannot be measured in single indicators … they need combinations of indicators in the form of composite indices". These are sometimes controversial as it is possible to manipulate them statistically. As has been stated in this study, gender mainstreaming is complex in nature and it is therefore not possible to measure the success of gender mainstreaming with single indicators, indicating a need for composite indices. These authors (ibid) raise a further complication related to the use of indicators, namely that it is difficult to develop indicators that are applicable to diverse contexts. As has been discussed elsewhere in this report, context is critical to the understanding of the functioning of a complex system.

4.4   A proposed approach to measuring the impact of gender mainstreaming

Based on the information obtained from literature, the following requirements for an approach to evaluating the impact of gender mainstreaming in the water services sector were identified:

- It should be simple to apply and interpret;
- It should be resource-light;
- It should be as objective as is possible;
- It should be able to engage with different data sets, for example environmental data as well as institutional data;
- It should enable the evaluation of outputs, outcomes and impacts over time;
- It should address the problem of modelling causality and linkages;
- It should be possible to apply the method without determining market or shadow prices, and
- It should make use of a variety of assessment methods tailored for different applications.

What follows is a conceptual approach for measuring the impact of gender mainstreaming that has been structured around the above requirements. This approach still needs detailed further work and research, as well as testing (Rust, 2008).

The first aspect to take into account is the level of analysis. Because of the problems with modelling causality and linkages in a complex system, it is not feasible to do the analysis at a project level. It is deemed more feasible to do the analysis for a suite of projects and interventions, for instance all the gender mainstreaming projects conducted in the area of a local authority over a number of years.

It is furthermore important to factor in the lead time between investment and benefits accruing. For instance, certain of the investments in Year 0 will only begin to show benefits in Year 3. The fact that much of the social impact of gender mainstreaming interventions are inter-generational and therefore have a very long lead time, is a complication that is easier addressed when working retrospectively than when doing the analysis to predict impacts to justify investment. This area of the approach still requires significant refinement.

The following steps are proposed in this conceptual approach (and illustrated by way of a hypothetical worked example in Table 2).

Step 1
Involve a panel of experts and stakeholders to determine what categories of data will be most relevant to reflecting the impact of gender mainstreaming within the specific context. Examples of data sets are environmental data, physical infrastructure data, socio-economic data, and institutional data. The data sets chosen will reflect what is important to whom, within what context. For instance at the policy level, important considerations might be economic empowerment of black women and human capital development, and the data sets chosen will reflect these imperatives.

Step 2
Once a decision has been taken regarding on which types of data sets to use, the panel of experts and stakeholders identifies KPIs for each data set. As far as is possible, the KPIs should have a gender dimension. However, as gender mainstreaming and poverty alleviation are so intricately linked within a complex system, and as women bear the brunt of poverty, this is not absolutely necessary. For instance, if the data set is environmental, the following indicators might be defined: (1) number of women trained in pollution

prevention, and (2) number of complaints by the community about drinking water quality. Although the second indicator does not have an explicit gender dimension, it can be related to gender aspects as women bear the responsibility for water in the household. In this manner, indicators are defined for all the data sets to be used in the assessment.

Step 3

Once the data sets and indicators have been defined, the panel of experts will be asked to assign a perceived value to the indicators. Note that this is just a unit to measure value, and not a market or a shadow price. One way of doing this is to choose a value for one of the indicators, and to assign the other values relative to that value. For instance, if the panel of experts decide that the value of one woman trained in pollution prevention is 1 unit, then they might assign 100 units to a ten percent reduction in complaints about drinking water quality, and 50 units to one sanitation facility built. What is important here is the **perceived relative** value, not the actual value. This is a weighting based on expert judgement.

Step 4

The perceived value can be calculated for the suite of projects by gathering actual data from the suite of projects, for instance number of women trained in pollution prevention, and the number of sanitation facilities built.

Step 5

The panel must now assign a causality rating to each of the indicators. What this means is that they must make a judgement about to what degree the result (as reflected in the indicator) can be linked to the suite of gender mainstreaming projects. For instance, if they know that there had been other causes for the result, such as additional employment opportunities being created by a new industrial development, they will reduce the causality rating.

Step 6

The causality rating is multiplied by the calculated perceived values for the suite of projects to arrive at the calculated linked perceived values. These are added up to find the total calculated perceived linked value for the suite of projects per data category for the period under consideration, usually a year.

Step 7

The total inputs to the suite of projects per data category are totalled

Step 8

The efficiency indices of the suite of projects for that year per data category are determined by dividing the total calculated linked perceived value by the total inputs.

Step 9

The efficiency indices are determined for a number of years, applying an appropriate discount rate to the input costs. This makes it possible to do trend analysis. In particular, one can see if the trend is decreasing, stable or increasing.

Table 3: Example of application of the conceptual impact measurement approach for one period

Col 1 Data sets	Col 2 Indicators per data set	Col 3 Relative perceived values *	Col 4 Calculated perceived values**	Col 5 Causality factor	Col 6 Calculated linked perceived values***
Environmental	Number of women trained in pollution prevention	One woman trained = 1 unit	500	100%	500
	Number of complaints about drinking water quality	Ten percent reduction = 100 units	200	50%	100
Total environmental value**					**600**
Total inputs for the suite of projects					**R5 million = 50 units*****
Environmental efficiency index					**600/50 = 12**
Socio-economic	Number of women who received an income working on projects	One woman received income of more than R600 per month for three months = 30 units	900	100%	900
	Number of reported cases of childhood diarrhoea	Ten percent reduction = 100 units	300	50%	150
	Amount of time released for women per day	Three hours per day per woman = 10 units	10 000	50%	5 000

Col 1 Data sets	Col 2 Indicators per data set	Col 3 Relative perceived values *	Col 4 Calculated perceived values**	Col 5 Causality factor	Col 6 Calculated linked perceived values***
Total socio-economic value**					**6 050**
Total inputs for the suite of projects					**R5 million = 50 units**
Socio-economic efficiency index					**6 050/50 = 121**
Institutional	Number of NGOs involved in gender mainstreaming	One NGO = 200 units	600	100%	600
	Budget of gender desk	Ten percent increase = 100 units	100	100%	100
	Value of gender mainstreaming projects conducted per year	One million Rand = 500 units	5 000	100%	5 000
Total institutional value**					**5 700**
Total inputs for the suite of projects					**R5 million = 50 units**
Institutional efficiency index					**5700/50 = 114**
Physical infrastructure	Number of sanitation facilities built	One facility built = 50 units	50 000	50%	25 000
Total infrastructure value**					**25 000**
Total inputs for the suite of projects					**R5 million = 50 units**
Infrastructure efficiency index					**25 000/50 = 500**

*Basis of perceived value calculation = one women trained in pollution prevention = 1 unit

** Using actual data recorded from the project suite, for instance in one year 500 women were trained in pollution prevention

*** Col 4 X Col 5

**** Adding up the relevant values in Column 6

***** Use a converter to ensure an answer that is easy to interpret. Here the converter was R100 000 = I unit. Use the same converter for all inputs.

The information yielded by the application of the conceptual approach outlined above can be used in the following manner:

- To determine if impact is positive, negative or stable over time;
- To identify specific indicators or data sets that can be used in anecdotal evidence of impact, and
- To identify areas where impact is not as expected so that the reasons for failure can be investigated to ensure project learning.

The information obtained as described above can be graphically presented in a 'dashboard" of impact for the suite of projects over a period of time. Such a dashboard is eloquent and easy to interpret. An example of such a dashboard is given below in Figure 7.
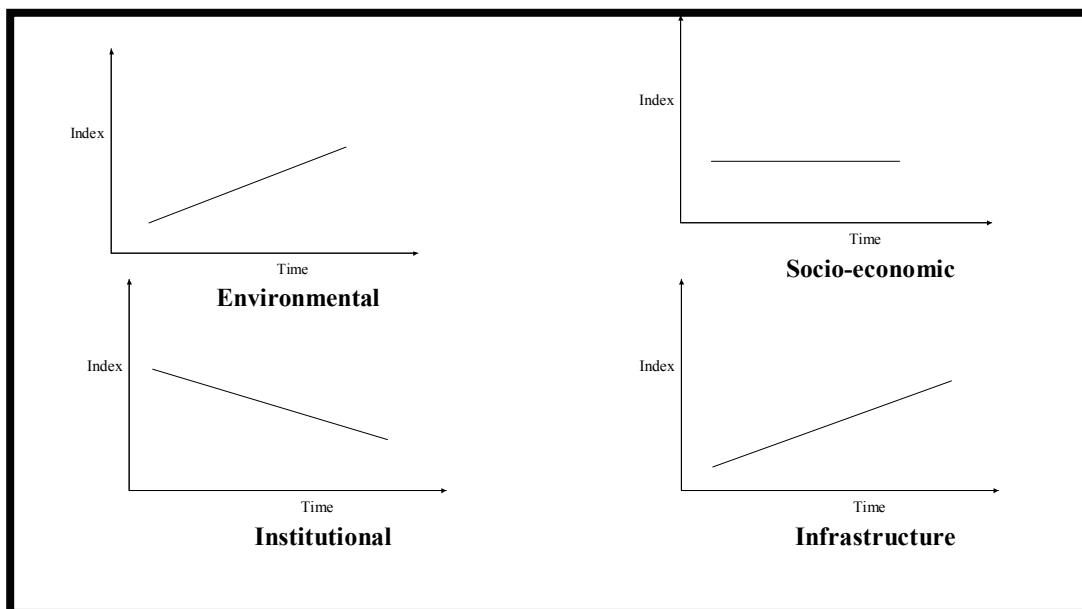

Figure 7: Example of dashboard to illustrate the impact of gender mainstreaming over time

4.4 Summary

Gender inequality has significant negative macro-economic implications. It is therefore important to be able to measure the impact of gender mainstreaming initiatives in terms of costs and benefits. It should, however, be noted that impact is not a sufficient motivation for gender mainstreaming, as gender inequality has ethical implications as well.

The methods of evaluating programmes basically fall into two categories, namely quantitative and qualitative measurement techniques. Both categories have advantages and disadvantages and it is recommended that a mixture of measurement methods be used to report on the impact of gender mainstreaming.

The use of metrics (for example reporting on KPIs) and CBA is of particular relevance in gender mainstreaming. Metrics are useful as long as the measurement does not become the focus of the project. Metrics have the further disadvantages that indicators cannot measure quality of the output effectively, and the fact that aspects such as quality of life require composite indices, which are open to manipulation. With regard to CBA, the following constraints are pertinent: the availability of data, the economics literary of both the analyst and the decision-maker who has to interpret the result, the resource burden, and the modelling of causality and linkages.

The conceptual method proposed to measure the impact of gender mainstreaming has been structured to address the constraints of classical CBA or SCBA. The method yields an efficiency index for gender mainstreaming. The lowest recommended level of analysis is the suite of gender mainstreaming projects conducted by a local authority. The method does not require the determination of market or shadow prices, and uses trend analysis to make deductions about the efficiency of gender mainstreaming over time in an area.

Reporting on the impact of gender mainstreaming can be done by way of a dashboard showing trends in various categories (for example environmental impact and institutional impact), augmented by anecdotal evidence. Such reporting would be eloquent in conveying to a non-academic audience the impacts of gender mainstreaming.

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A	SAMPLE CHECKLIST FOR GENDER MAINSTREAMING IN THE WATER SERVICES SECTOR

The checklist below was updated after the conclusion of the subprojects focusing on traditional culture and impact measurement.

Notes on the use of this checklist:

- Not all of the items on the checklist will be equally relevant in all contexts and the practitioner should adapt the actions accordingly.

- The issues to be addressed are complex and therefore, the checklist below should be used in conjunction with the explanatory discussions of the focus areas.

- Because of the complexly interlinked nature of the focus areas, a degree of duplication is to be expected. Again, the practitioner should be lead by the context of the project.

- Taking the context of a project into account is vital to the success of gender mainstreaming and therefore the practitioner should spend time getting to know the area and the community before embarking on a project.

- One-size fits all solutions imposed from the outside upon a community do not yield sustainable results. Therefore, the practitioner should view community members as equal partners in the search for and implementation of solutions to the problems faced by the community. The role of the practitioner then becomes that of facilitator.

Focus area	**Yes/No**	**Notes**
Policy approach and formulation Is there visible high-level political support for the project? Was the process used to define the project fully inclusive? Was the process used to define the project gender sensitive? Has care been taken not to lump women with other categories such as the disabled and youth? Does the project seek to move beyond the welfare approach? Has the project practitioner studied the specific manifestations of poverty in the community? Does the project take the alleviation of poverty as its point of departure? Does the project contain redistributive approaches of various kinds of resources? Is the project conducted on a network basis, rather than a hierarchy?		

Focus area	Yes/No	Notes
Implementation of the gender mainstreaming approach Have the practitioners been trained in the potential and pitfalls of the gender mainstreaming approach? Are there empowerment strategies specifically targeting women, for instance affirmative action? Are the differences between men and women taken into account in the project? Are the differences between women of various races and classes taken into account in the project? Does the project move beyond the parity approach? Has the project been designed based on the context of the community?		
The role of gender officials Have officials in decision-making positions been exposed to gender-related training and do they support gender equality? Is the organisation tasked with implementing the project gender balanced and are female officials being used as role models for the community? Do the female officials have sufficient strategic influence to change the gender culture of the organisation? Is the gender desk suitably resourced (people, funding and influence)? Have the gender desk officials been specifically trained in gender matters, even if they are women? Do links exist between the gender desks / officials of all the organisations involved in the project? Does the gender desk actively seek and nurture relationships with NGOs and women's organisations? Do the gender desk officials have KPIs relating to changing the gender culture of the organisation, rather than to merely managing gender-related events?		
Co-operative governance Is there appropriate co-operation between the various spheres of government, e.g. between district and local authorities? Is there co-operation among gender officials, IDP officials, LED officials and the community development workers within organisations? Are there clear lines of responsibility amid the co-operative relationships? Have core organisations for the advancement of gender equality been identified and are these being supported? Are NGOs being used and supported in the project?		

Focus area	Yes/No	Notes
Public participation Has the initial data gathering process of the project received sufficient attention (time and budget) and are the results being used to plan the project? Have community members been involved as full partners in the data gathering and planning stages of the project? Are existing networks in the community being used to ensure effective participation? Has the participation been planned to include the actual recipients of the service, rather than only the community leaders? Is participation planned to ensure that the burden on women (e.g. in terms of time) is not further increased? Does participation take account of traditional practices in the community? Are there strategies for taking the input from participation into project planning and is project planning flexible enough to accommodate this? Is participation expertise a critical factor in awarding tenders? Have the agents responsible for public participation been trained in gender aspects? Does the participation take place throughout the project life cycle, and even extend beyond it where necessary?		
Advocacy and awareness raising Are there ongoing awareness raising initiatives both in communities and organisations? Are senior managers in government specifically targeted in awareness raising initiatives? Are desirable alternatives to gender discrimination celebrated by way of positive male role models in the community? Are awareness raising campaigns focused on respect for difference? Are awareness raising campaigns focused on the disproportionate burden women carry and the multiple disadvantages they face? Are the stereo-typical views women often hold of themselves, e.g. with regard to technical work, being dismantled in campaigns? Are strong relationships being forged with a variety of organisations to extend the reach of awareness campaigns?		
Access to basic services Is there a focus on increasing access to basic services in general? Is care being taken not to exclude specifically poor women in service provision? Have local officials and project agents been sensitised to the mutually reinforcing positive link between service provision and gender equality? Are both the practical and strategic needs of women addressed by way of service delivery?		
HIV/AIDS and gender-based violence Is disease prevention part of the project strategy? Are the gender mainstreaming initiatives implemented with sensitivity in order not to expose women to gender-based violence? Is the safety of women taken into account when designing and situating water service facilities?		

Focus area	Yes/No	Notes
Economic empowerment Are women provided with portable skills to ensure economic empowerment beyond the project duration? Are the women's context and existing responsibilities taken into account when designing economic opportunities to enable them to utilize these? Is the employment creation long term in nature? Are economic empowerment opportunities designed for women integrated with the LED activities in the area to ensure sustainability? Are innovative ways sought to reimburse women for their time spent on projects? Are women provided with business training such as marketing of services and investing of funds? Are women put into touch with organisations that specialise in providing funding for business ventures? Are the productive uses of water taken into account as a means of erasing gender inequality when planning service delivery to communities?		
Leadership by women Is the existing leadership of women in the community actively sought out and nurtured? Are women encouraged to take up technical positions? Are women encouraged to take up leadership positions? Is there a focus on breaking geographical isolation and putting female leaders in touch with each other? Is there awareness raising among men to encourage the acceptance of female leadership? Is there awareness raising among women to curb the tendency toward reverse discrimination? Are positive role models of female leadership being celebrated?		
Capacity development of women Is there a focus on providing women with a wide range of information to empower them in general? Is a "train the trainers" approach being used to extend the reach of training and capacity development programmes? Are the project agents monitored on the implementation of the capacity development aspects of projects? Is training aimed at the specific areas where women lack capacity? Are training programmes designed only after a skills inventory and a needs analysis have been conducted? Is training liked to portable skills? Is training linked to LED initiatives in the area/ Is the tendency to use women's lack of capacity as en excuse for gender discrimination being dismantled by way of awareness raising campaigns?		

Focus area	Yes/No	Notes
Project/Programme Management Is gender integrated into all the documents and activities of the organisation, at all levels? Are policy directives and contract clauses related to gender rigorously enforced? Is gender budgeting being used? Are performance KPIs disaggregated by gender? Is achievement of gender equality worked into the KPIs of senior managers and gender desk officials? Are project plans gender sensitive and do they create room for the views of community members? Are monitoring and evaluation part of the entire project life cycle? Are both short and long-term KPIs being used? Are officials trained in the use and interpretation of composite indices? Are the KPIs augmented by anecdotal evidence? Are community members, and women specifically, involved in the monitoring and evaluation? Are procedures in place to penalize non-performance in terms of the KPIs? Does the monitoring and evaluation regime allow for the dispersion of control throughout the system at all levels?		
Environmental sustainability Is training in aspects such as water conservation, pollution prevention and ecosystem management part of the project? Are indigenous practices of environmental protection integrated into the project? Is the role of women as environmental custodians recognized and utilized in the project? Is there scope for the use of appropriate environmentally sensitive technologies? Is there a focus on creating greater awareness and acceptance of such technologies on the project?		
Engaging with traditional culture Does project planning take cognisance of traditional practices in the area? Does the project aim to dismantle gender inequality by creating opportunities to dismantle negative traditional gender practices, e.g. by way of creating opportunities for women to assume non-traditional positions of power and by capacity building of women? Have traditional leaders been involved in the planning of the project in a transformative manner? Are project agents aware of the levers in the system that can be used to dismantle negative traditional gender discrimination e.g. breaking geographical isolation, training, how women acquire power in African societies, funding and donor organisations, and reimbursement for women's time and labour?		

B	**POSTER TO ILLUSTRATE THE LINKS BETWEEN ASPECTS OF GENDER MAINSTREAMING AND SUSTAINABLE DEVELOPMENT**

The poster appears as separate file on the CD.