



Mainstreaming Gender into the Water Services Sector

National Implementation Strategy and Action Plan 2006-2010



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**Mainstreaming Gender into the Water Services Sector
National Implementation Strategy and Action Plan 2006-2010**



Foreword (still to be included)



Preface

The **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector** sets out a comprehensive approach for mainstreaming gender into the Water Services Sector. The vision of a society where equality of opportunity and equality of treatment exists is the fundamental premise of this document which draws on South Africa's National Policy Framework for Women's Empowerment and Gender Equality.

Women's empowerment is a process of "conscientisation" which builds critical analytical skills for an individual to gain self-confidence in order to take control of her life. Empowerment of women is an essential process in the transformation of gender relations because it addresses the underlying causes of discrimination. Gender equality leads to a situation where women and men have equal conditions for realising their full human rights and potential; are able to contribute equally to political, economic, social and cultural development; and benefit equally from the results. This will require that the causes of gender discrimination are identified and removed in order to give women and men equal opportunities.

Taking into account the national and international goals towards achieving women's empowerment and gender equality, the strategy and action plan provides a number of entry points for gender practitioners to engage with the gender mainstreaming implementation process. Gender Mainstreaming represents an inter-relationship between ideological and institutional components; the theory needs to link with the internal and external practices of institutions. Gender is a cross-cutting issue; theory and practice should therefore reinforce and reflect each other, creating gender awareness in policies, planning, procedures, implementation and evaluation.

The **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector** is not meant to be prescriptive; instead it sets out a strategy and action plan that still needs to be further aligned to relevant policies at the provincial and local levels, and adapted to serve the needs of the constituency. Implementation of the strategy and action plan will require that relevant stakeholder groups develop the appropriate structures and institutional arrangements that support implementation at the local level. Collaboration and co-ordination of efforts will be key components to enhancing capacity building, communication, monitoring and evaluation and resource mobilisation to achieve the strategies set out in this document.



Introduction

1.1 Background, Context and Objectives

More than a decade of democracy in South Africa has brought about the fundamental transformation of human rights, governance and economic development. Added to this, the constitutional and legislative framework has created a positive and enabling institutional environment that supports women's empowerment and gender equality. However, the translation of theory into practice and policies into implementation has presented specific challenges that have hindered progress and delivery of policies; in particular the entrenchment of women's rights and the economic empowerment mechanisms that will ensure gender equality.

It is within this broad context that the Water Services Sector (WSS) has identified the need to put in place an integrated strategy through a national implementation strategy and action plan mainstreaming gender into the Water Services Sector, thus supporting the national developmental goal of women's empowerment and gender equality. The main objective of the **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector** is therefore to reinforce processes, mechanisms and structures that will lead to consolidation of successes, advance new actions and eliminate obstacles to the implementation of gender policies and frameworks by ensuring that the following operational objectives are realised:

- Gender mainstreaming is positioned centrally in the delivery of water and sanitation services;
- Gender mainstreaming contributes to water services in a way that makes the delivery of services more effective and sustainable;
- The contributions of both women and men are recognised as being vital to the sustainability of water resources;
- Gender mainstreaming supports sustainable development through gender sensitisation of institutions, programmes and projects;
- Equality and empowerment processes are considered important tools in redressing the past imbalances and lack of access to basic services;
- Role players generate effective and sustainable empowerment solutions in respect of gender mainstreaming;



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- The overall implementation strategy and action plan addresses areas for alignment for key stakeholders;
- Relevant tools and mechanisms enable role players to meet the aims and objectives of gender mainstreaming; and
- Specific implementation processes for gender mainstreaming take into account the requirements of the Strategic Framework for Water Services Sector (2003)

The **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector** provides guidelines that will ensure that appropriate planning and implementation of gender mainstreaming programmes, projects and activities at national, provincial and local government levels are undertaken in an integrated, consistent and sustainable manner. Providing guidelines which focus on policy formulation, transformation, communication, capacity building, management, resourcing, research and evaluation, the strategy creates strong foundations on which the stakeholder community can holistically mainstream gender into the WSS.

The strategy has been derived from a cross section of policy and strategy positions within the WSS and the broader gender arena. Using the Strategic Framework for Water Services Sector (2004) as a key reference, the national Gender Working Group (GWG) as a sub-committee of the Water Services Sector Leadership Group (WSSLG) comprising Department of Water Affairs and Forestry (DWAF); Department of Provincial and Local Government (DPLG); South African Local Government Association (SALGA); WSS Masibambane coordinators; the National Water and Sanitation Training Institute (NCWSTI), South African Association of Water Utilities (SAAWU), donor partners, tertiary institutions and civil society organisations, have consulted broadly and developed a strategy and action plan that will support gender transformation within the sector.

1.2 Policy Environment

There are a range of international, regional and national policies and agreements that inform gender equality processes; of these the Constitution of the Republic of South Africa (1996), the White Paper on a National Water Policy for South Africa (1997), the DWAF Gender Policy and South Africa's National Policy Framework for Women's Empowerment and Gender Equality, have been deemed to be the most important policy positions that inform the strategy and action plan.



The **Constitution of the Republic of South Africa (1996)** gives clear guidance regarding the states position on gender equality; it also states that legislative and other measures may be taken in order to achieve equality and to protect or advance all people who were historically disadvantaged by discrimination. Some of the key guiding principles of the constitution and the Bill of Rights relate to the following:

Article 9(3) declares that “the state may not unfairly discriminate against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth”.

The **White Paper on a National Water Policy for South Africa (1997)** clearly defines the role and responsibility of a government department in pursuing the agenda of gender equality by stating:

“The development of women in relation to water management is important for a number of reasons. Women are the traditional custodians of natural resources in rural areas and they are also the people who suffer the most from degradation of water and other natural resources. It is important that women are represented at all levels and in all spheres of water management activities, in political, technical and managerial positions. The State must make sure that rural women have equal access to economic opportunities and enjoy adequate living conditions in relation to water supply and sanitation. In short, we support the feminisation of water management.”

The subsequent **DWAF Gender Policy** that was developed applied the guiding principles of the international and national agreements, legislative frameworks and a participatory development approach drawn from international and national experience in the WSS. The broad principles of the gender policy have committed the department to supporting gender equality by stating the following:

- *In order to follow the Constitutional principle of gender equality, the Department commits itself to recognising and addressing the current conditions that mitigate against women taking their full part in society.*
- *Therefore the Department is committed to a programme of action which recognizes present gender roles and works to counteract the gender inequities of the past.*
- *This entails ending discriminatory practices and according recognition and special treatment to women as a means towards redressing the imbalances of the past.*



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South Africa's National Policy Framework for Women's Empowerment and Gender Equality proposes a framework to guide the process of developing laws, policies, procedures and practices that will ensure equal rights for women and men in all spheres and structures of government, as well as in the workplace, community and family. The main objectives of this framework are to:

- *Create an enabling policy environment for translating government commitment to gender equality into a reality*
- *Establish policies, programmes, structures and mechanisms to empower women and to transform gender relations in all aspects of work, at all levels of government as well as within the broader society*
- *Ensure that gender considerations, are effectively integrated into all aspects of government policies, activities and programmes*
- *Establish an institutional framework for the advancement of the status of women, as well as the achievement of gender equality*
- *Advocate for the promotion of new attitudes, values and behaviour, and a culture of respect for all human beings in line with the new policy*



2. Current Status and Development Challenges

2.1 Achievements

The current status regarding gender mainstreaming within the national, regional and local contexts have been identified and analysed by the sector wide evaluation of Masibambane I which was conducted in 2004; this evaluation more than adequately details the current situation and the challenges experienced within the sector. Additionally, individual interviews held with key role players, national and regional consultative meetings, planning processes involving the WSSLG, discussion with sector partners and a thorough desk review process undertaken over the past year, has yielded a wealth of information that has contributed to the development of the **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector.**

The stakeholder group includes DWAF, DPLG, SALGA and key providers within the water and sanitation sector; as well as initiatives and activities that are undertaken by a range of civil society organisations at the local level e.g. NGOs, CBOs, FBOs and other groups whose work impacts on service provision at a community level. Professional Service Providers and private sector partners also play vital roles in supporting the delivery of services at national, regional and local government levels.

DWAF guided by its gender policy has been instrumental in leading of gender mainstreaming at policy and operational levels; supporting the participation of women in the sector by adopting a policy that 50% of all the members of water management structures must be women. DWAF works together with local government through institutional arrangements and processes that are guided by the Municipal Systems Act and the Municipal Structures Act. SALGA which is in the process of developing a gender policy provides a support framework to DWAF in which gender mainstreaming processes can be undertaken. As part of Masibambane I, awareness raising and training programmes have taken place at a broad level; supporting the need to develop a national gender mainstreaming implementation strategy that is multi-sectoral, integrated and sustainable.

While most provinces struggle with mainstreaming processes, the Eastern Cape Province has made commendable efforts to address the strategic and conceptual gaps to gender mainstreaming that are common to the sector as a whole. The province has developed a strategy and action plan for gender



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mainstreaming which links all the sector partners. Although there is no dedicated gender capacity in the province, gender has been written into the job description and performance agreement of the WSDP coordinator for the province. Gender is a standing item on the agenda of the Institutional Working Group (IWG), a sub-committee of the Eastern Cape Integrated Water Services Management Forum (IWSMF), the latter being the provincial equivalent of the WSSLG. A gender unit consisting of representatives of each directorate within the department as well as a sector Gender Working Group has been formed. This good practice in institutionalising gender has informed the development of the national strategy and action plan.

There appears to be limited gender mainstreaming interventions that have taken place in the other provinces; this does not however mean that a number of gender related initiatives, events and functions have not been undertaken by the respective provinces. On the contrary despite the lack of human and financial resources, gender focal points (GFPs) invariably help to raise the profile of gender issues through a series of advocacy focused events and processes. These include the women's month celebrations, Sixteen Days of Activism, take a girl child to work programme and internship programmes which focus on skills development for women.

While there have been a number of positive outcomes relating to gender mainstreaming into the WSS, much of the activity is at the operational rather than at the strategic level; which leads to limited continued progress as the achievements are linked to committed individuals rather than committed institutions. Constant vigilance is required to ensure that individual, institutional and community commitments remain focussed on supporting gender equality as a transformation process. A number of key internal and external development challenges have been identified through the consultative process which require strategic and operational support from the three tiers of government, civil society and the business community to address gender equality and women's' empowerment.

2.2 Implementation Challenges for Mainstreaming Gender

Marginalisation of Gender

As a marginalised issue, gender is not regarded strongly within the broader core functions of government departments and is therefore accorded less status and is viewed as an add-on rather than as an integral part of the functions. Keeping gender on the agenda is a struggle for many officials and gender practitioner's who find themselves managing events rather than a transformation process. Where gender



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transformation is supported, there is unequal support for gender mainstreaming processes across directorates and units; better support often comes from the directorate or unit where the GFP is located rather than across all directorates.

Transformation

The number of women in senior management positions remains low with very few women achieving director and deputy director status; at other levels employment within the WSS is often short-term, confined to non-technical areas for women and limited portability of skills. This in turn places focus on the quantitative issues of the transformation process. Gender equality and transformation is still too often perceived as a mere measure of numbers of women employed at different levels; there is less concern regarding the impacts on improved quality of life associated with gender transformation. The qualitative impacts of gender transformation, both internally and externally, remain low on the agenda of planners and implementers.

Policy Formulation

There is a need for conceptual clarification of gender mainstreaming among role players across the sector. The lack of a gender policy framework for local government level continues to impact negatively on the potential for the three tiers of government to synchronise strategies and actions. While DWAF has an effective gender policy in place, a draft gender policy at a local government level has meant that gender mainstreaming processes that deal specifically with project cycles and community support do not have clear guidelines from which to operate. Though DWAF has a gender policy, the policy is not well known across provinces and is poorly understood by managerial and non-managerial staff members. There is a need for the policy to be well disseminated through a targeted communication strategy.

Gender Management Systems

Gender management systems are generally weak with limited attention paid to recommendations and gender planning initiatives that might arise at regional and local government level. There is a lack of collaboration among stakeholders leading to fragmented support to gender issues. Competing priorities also mean that managers face difficulty in supporting gender mainstreaming which is often viewed as delaying service delivery. The gender mainstreaming process needs to be driven by senior management; from ensuring the integration of gender into policies and planning; driving the process to mainstream institutional practices and service delivery of departments and monitoring for the effective mainstreaming of gender both internally and externally.



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Programme Management

Because gender is not regarded strongly within the core functions of the WSS, it therefore becomes marginalised at every opportunity and slides off the agenda of important fora. Weak institutional support means that gender mainstreaming support to programmes and projects will be fragmented and have limited impact. There is unequal support for gender mainstreaming processes across provinces, directorates and local government departments/units. There is a need for gender mainstreaming to be an integral part of the WSS functions rather than just as an add-on; integrating gender into all parts of the project cycle management process.

Gender in Performance Management

Gender is generally absent from the job descriptions and performance agreements of senior managers although there has been progress in including gender in the job descriptions of those responsible for gender. This often places the responsibility for the gender mainstreaming process with staff members who have limited input in decision making, planning and budgeting processes. Performance on gender policy has to be systematically linked to performance management and conditions for disbursement of funds and aligning decisions on funding to implementation.

Resource Mobilisation and Business Planning

Generally in the sector, gender mainstreaming processes are not an integral part of the business planning process; this limited impact at the strategic level leads to limited impact of gender mainstreaming processes at an operations level. It is vital that gender considerations are included across all sections of government departments in the business planning and budgeting process. This will necessitate the involvement of senior and middle management in gender resource mobilisation and budgeting.

Institutional Support

Gender issues are often most supported by those who have a personal commitment to the transformation process which leads to programmes that are often supported by individuals rather than the institution. This makes gender programmes particularly vulnerable as individuals change jobs or geographic locations. There is also poor commitment of resources, human and financial, to undertake gender interventions. Many municipalities do not have gender officers and those that do, have located them in positions without influence and without access to proper budgets. At an institutional level gender is often not placed on the agenda of all forums and meetings.



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Monitoring and Evaluation

Monitoring and evaluation of gender mainstreaming remains weak across the sector; this is related to lack of knowledge and skills regarding instruments and gender evaluation measures (GEM) and analysis of sex disaggregated data. The necessary tools and instruments that measure indicators of success are often not readily available. At the institutional level, the quantitative aspects of evaluation often receive priority above the qualitative aspects. Much of programme and project level evaluation also focuses on mere numbers of participants rather than on the quality of women's participation and empowerment. It will become increasingly important to evaluate the impact of gender transformation from a qualitative perspective, focusing on improved health, welfare and quality of life.

Communication Management

Communication is often managed within the context of an event where media coverage takes place during the calendar of events and then tends to focus on quantitative detail and negative images of women. Joint initiatives and improved communication strategies between all stakeholders regarding gender mainstreaming processes need to be strengthened as this will impact on the development of integrated and innovative strategies and will support the roll-out of the National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector.

Advocacy and Partnerships

Linkages and joint strategies between DWAF, SALGA and local municipalities regarding gender mainstreaming processes is weak; this impacts negatively on the development of integrated and innovative strategies and actions. Added to this civil society and the private sector are often completely left out of advocacy processes even though they are key stakeholders in delivery mechanisms and providing support to gender mainstreaming. Differing cultural systems, beliefs and values often create tensions that require culturally sensitive advocacy, awareness raising and joint programming. Innovation and solid partnerships are crucial if gender is engaged with as a transformation process rather than a few calendar events.

Focus on Events

Because of a lack of resources and the necessary skill to drive gender mainstreaming from a strategic perspective, gender interventions tend to focus on the calendar of events, rather than on the associated transformation process. While in the short term the advocacy and the strategic value of the events, such



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as the Sixteen Days of Activism, might be extremely valuable, the long term transformation process which impacts on improved quality of life, is less evident. There is a need to conceptualise gender as a transformation process rather than a reaction to a calendar event.

Capacity Building and Training Programmes

While gender training programmes do exist, many of the training programmes focus on specific training for women e.g. women in local government. This immediately creates the impression that gender training is about women and for women. Capacity building and training programmes should bring together both women and men as stakeholders towards transformation and gender equality; as well as linking directly with the skills development programmes and learnerships. A further concern is that many people who attend training are located low down in the hierarchy and are therefore unable to influence decision-making and budgeting. Training programmes are also sometimes the end product; without ongoing support and mentorship, the acquisition of knowledge will not be linked to practical implementation of mainstreaming gender into programmes, projects and activities.



3. Key Priority Areas

Despite the achievements in the WSS to mainstream gender into strategic and operational planning processes, the transformative process of ensuring women's empowerment and gender equality still faces a significant number of challenges.

The final evaluation of Masibambane I, offer valuable guidelines for future gender mainstreaming; these guidelines are not only valuable to DWAF, but also for the stakeholder base working towards a sector wide approach in the WSS. These guidelines include the following:

- *Policy formulation, advocacy and communication – there remains a significant need for conceptual clarification of gender mainstreaming among role players across the sector;*
- *Institutional arrangements – there is much unevenness and inconsistency in the institutional arrangements and effectiveness of interventions for gender mainstreaming at local level;*
- *Monitoring and evaluation systems as well as overall management systems are required to support gender mainstreaming, these include planning and reporting;*
- *Performance on gender policy - implementation is not systematically linked to performance management and conditions for disbursement of funds, an opportunity exists for aligning decisions on funding to implementation;*
- *Capacity - the challenge is to ensure that the strategic importance of gender mainstreaming is reinforced through integrated planning, execution and reporting; and*
- *Employment and conversion of time saved for economic benefit – employment appears to be short-term, confined to non-technical areas for women and limited portability of skills.*

These guidelines and the implementation challenges have provided a base from which to determine the key priority areas in operationalising the **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector**. The key priority areas for actioning are as follows:

- Policy formulation – focussing on WSS policy development and/or review, as well as ensuring that current policies are analysed for gender sensitivity
- Institutional support – focussing on the need to put in place structures associated with roles and responsibilities that will support gender mainstreaming processes



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- Programme management – focussing on ensuring that gender is built into all parts of the project cycle management through assessment, analysis and planning
- Resource mobilisation – focusing on making available adequate resources at every level for gender mainstreaming to be implemented
- Communication management – focussing on ensuring that communication strategies include the broader stakeholder community and supports the transformative agenda
- Internal transformation – focussing on the internal dynamics of transformation within institutions that will support not only gender equality but also women’s empowerment
- Economic transformation – focussing on the need to link women’s empowerment and gender equality with economic transformation and control of resources
- Partnerships and networking – focussing on partnerships and joint initiatives that will support an integrated, multi-sectoral approach to gender mainstreaming
- Monitoring, evaluation and reporting – focussing on monitoring, evaluation and reporting the impact of gender transformation from a qualitative perspective looking at improved, health, welfare and quality of life
- Capacity building – focussing on the need to align all capacity building programmes and training to women’s empowerment and gender equality processes; as well as skills development programmes
- Advocacy and awareness raising – focussing on the need to ensure that gender mainstreaming impacts on societal perceptions and supports transformation
- Research and development – focussing on practice that is gender sensitive, reflective, uses appropriate instruments and shares good practice



4. The Way Forward: Logical Framework 2006-2010

In determining the way forward for the **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector**, the sector is focussing on responding to the key implementation challenges. These challenges have therefore been translated into strategic interventions with associated actions, assumptions and measurable indicators.

4.1 Key Strategies

The twelve key strategies that have been developed take into account the implementation challenges for mainstreaming gender that are considered the key priority areas for actioning. The strategies have been structured as a guide to gender interventions and provide useful entry points into mainstreaming gender at the national, regional and local government levels. Each of the strategies has associated objectives which will require adapting and alignment dependent on the stakeholder base, resource availability and the level of activity. (see appended Logframe for specific objectives, assumptions and risks and indicators) Relevant time frames, outputs and outcomes, lead directorates and/or units, as well as budgetary requirements and resource mobilisation would need to be determined at the different levels of government.

National, provincial and local adaptation and specificity by relevant stakeholder groups is a pre-requisite if the **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector** is to serve the needs of all constituents of the WSS. The strategy has been designed to provide guidance, create an enabling environment and be non-prescriptive. The roll-out of the strategy is a key component and will provide relevant support for GFPs, fora and institutions in further development and alignment of the strategy to the WSDPs and IDPs.

Strategy 1: Policy Formulation

To support policy formulation in order to strengthen the policy positions on gender in the Water Services Sector.

Strategy 2: Institutional Support

To ensure that institutional arrangements support human resource development and mainstreaming of gender at all levels of government.



Strategy 3: Programme Management

To develop a programme management approach that mainstreams gender into all parts of the project cycle.

Strategy 4: Resource Mobilisation

To ensure that adequate financial resources are allocated to gender mainstreaming through strategic resource mobilisation.

Strategy 5: Communication Management

To develop an effective communication management system through sharing of information and promoting gender equality.

Strategy 6: Internal Transformation

To ensure that the internal transformation processes of institutions and structures support equal representation and participation of women.

Strategy 7: Economic Transformation

To support women's empowerment and gender equality through economic transformation and control of resources.

Strategy 8: Partnerships and Networking

To strengthen partnerships and networking between the stakeholder community to support an integrated gender mainstreaming approach.

Strategy 9: Monitoring, Evaluation and Reporting

To develop a monitoring and evaluation system with the associated instruments and indicators that support gender equality.

Strategy 10: Capacity Building

To develop capacity building programmes that are aligned with skills development and support women's empowerment and gender equality interventions.

Strategy 11: Advocacy and Awareness Raising

To support advocacy and awareness raising programmes that will encourage gender transformation at every level of society.

Strategy 12: Research and Development

To develop a research and development approach that is reflective, uses appropriate instruments, shares good practice and leads to future gender planning.



4.2 Key Drivers of the Implementation Strategy and Action Plan

Key drivers that will support the **National Implementation Strategy and Action Plan 2006-2010 for Mainstreaming Gender into the Water Services Sector** include gender accountability, justice and equality, quality of life, empowerment and stakeholder participation.

4.2.1 Gender Accountability - this driver addresses the issue of accountability of the WSS to the national goals of women's empowerment and gender equality through enabling women and men to make contributions to sustainable water resource development and utilisation.

4.2.2 Justice and Equality - this driver supports rights related to water services and water resources that need to be converted into specific performance by all the role players of the sector; this includes equal access to resources and equal representation in decision-making.

4.2.3 Quality of Life - this driver recognises the central role that the WSS plays in ensuring that the utilisation and management of water promotes sustainable quality of life and poverty alleviation through basic access to water for the poor, especially women; reduction of workload of women and girl children at household level and improved health through reduced vulnerability to sanitation related diseases.

4.2.4 Empowerment - this driver addresses empowerment dimensions and enables relevant role players to force the pace of transformation because of direct empowerment through participation and control of assets, human resource development and employment equity; and indirect empowerment through preferential procurement and enterprise development.

4.2.5 Stakeholder Participation - this driver recognises that stakeholder participation is a key element in the sustainability of water services; stakeholder participation is vital in assessment processes, analysis, planning and formulation of solutions, as well as in the delivery of programmes.

4.3 Institutional Arrangements to Support the National Implementation Strategy and Action Plan

Institutional arrangements and coordination at national, provincial and local levels, is an essential requirement considering the multiplicity of role players involved in the WSS. A national gender working



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group is already functioning, as well as gender working groups in some of the provinces. These working groups should be representative of the sector and are the key structures for implementation and linking internal and external processes associated with gender mainstreaming. Institutional arrangements and coordination will ensure that the financial and human resources available are used optimally to realize the main objective of mainstreaming for women's empowerment and gender equality. The different level fora will interact with other levels through joint planning and reporting mechanisms; which will avoid duplication of efforts.

4.4 Resourcing the National Implementation Strategy and Action Plan

Financial resources for the implementation of the National Implementation Strategy and Action Plan are an essential component. Government departments are obligated, in terms of constitutional equality, to provide sufficient budget to support internal and external gender mainstreaming processes. GFPs and members of GWGs should therefore pro-actively engage with senior managers of their line departments, as well as national and provincial treasuries, regarding gender budgeting especially as this resourcing strategy links directly with the MTEF process.

As no strategy and action plan can be implemented without sufficient human resources, the need for appropriate, sufficient and skilled human resources should as such be addressed. The human resource component to support implementation should be drawn from many departments, civil society organisations, tertiary institutions and communities. The role of Public-Private Partnerships and joint programme activity with civil society organisations will also support sustainable resourcing.

4.5 Evaluating the National Implementation Strategy and Action Plan

Evaluating the National Implementation Strategy and Action Plan is a fundamental component of the implementation strategy as this will ensure that appropriate monitoring is undertaken within the framework of the twelve strategies. Evaluation of gender mainstreaming has to link with the institutional monitoring and evaluation; to this end the role of senior managers is integral to ensuring that evaluation reflects both internal transformation and external transformation that positively impact on women's empowerment and gender equality within the society.

Besides regular quarterly reporting on the Implementation Strategy and Action Plan, annual reviews and a mid-term review will monitor progress and provide recommendations for future planning and



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implementation. The evaluation plan will ensure development of monitoring indicators for the WSS sector, integration of specific indicators into strategic plans of relevant government departments and mechanisms for reporting, feedback and communication with key stakeholders and sector partners.

In conclusion the role of women must be understood not only from the human rights perspective, but also in terms of the practical application of gender equality; equality of opportunity and equality of treatment. In most communities women are the primary collectors, managers and users of water in the home and the provision of sanitation services; they provide care and support to their families and members of the community who are aged, ill and requiring health care assistance. They are usually best placed to provide relevant information on water sources, including availability, hygiene issues, reliability and purity of water resources. It is therefore imperative that the role of women should be considered not only from the perspective of end-users but also as a resource in terms of policy, decision making, supply mechanisms and maintenance.

Gender mainstreaming has to be integrated at all levels of the project management cycle to ensure that gender-specific issues are identified in the analysis of programmes and projects and are subject to specific interventions whenever appropriate. Special emphasis must be given to women's access to basic services, but also to the crucial role that women and men jointly play in ensuring sustainability of services at community level.



4.6 Logical Framework: 2006-2010

Strategy 1: To support policy formulation in order to strengthen the policy positions on gender in the Water Services Sector

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
1.1 Formulate and/or review institutional gender policies			Agreed timelines to prevent policies from staying in draft	Institutional gender policies adopted	
1.1 All institutional policies are analysed for gender responsiveness; with appropriate recommendations			Analysis is based on appropriate gender analysis frameworks	Gender recommendations submitted to relevant forums	
1.2 All new policies developed have gender inputs at the formulation stage			Staff who make inputs have relevant gender knowledge and a mandate to provide input	Gender recommendations submitted to relevant forums	

Strategy 2: To ensure that institutional arrangements support human resource development and mainstreaming of gender at all levels of government

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
2.1 A gender focal point (GFP) with a dedicated gender portfolio in place			A dedicated gender portfolio is budgeted for in budget cycle	A dedicated gender focal point GFP in place	
2.2 A gender unit (GU) comprising representatives of all directorates and/or units in place			All directorates and/or units support gender transformation	The gender unit meets regularly	
2.3 National/Provincial Gender Working Group representing all stakeholders in place			All stakeholders have been consulted and support the structure	The gender working group meets regularly	
2.4 Gender champions are nominated and given recognition			A gender transformation process is being undertaken	Gender champions publicly support the action plan	



Strategy 3: To develop a programme management approach that mainstreams gender into all parts of the project cycle

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
3.1 Strategic plans are analysed for gender responsiveness; with appropriate recommendations			Staff who make inputs have relevant gender knowledge and a mandate to provide input	Gender recommendations submitted to relevant forums	
3.2 All directorates and/or units have gender responsive business plans			All directorates and/or units support gender transformation	Gender is budgeted for in business plans	
3.3 Programmes and projects include gender at all stages of the project cycle			A gender transformation process is being undertaken	Programmes and projects detail gender specific actions	
3.4 WSDPs are analysed for gender responsiveness; with appropriate recommendations			Staff who make inputs have relevant gender knowledge and a mandate to provide input	Gender recommendations submitted to relevant forums	
3.5 IDPs are analysed for gender responsiveness; with appropriate recommendations			Staff who make inputs have relevant gender knowledge and a mandate to provide input	Gender recommendations submitted to relevant forums	
3.6 A gender mainstreaming programme is rolled-out to the constituency			A gender transformation process is being undertaken	Constituencies develop gender strategy and action plans	

Strategy 4: To ensure that adequate financial resources are allocated to gender mainstreaming through strategic resource mobilisation

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
4.1 Gender budgeting is an integral part of the MTEF process			A gender transformation process is being undertaken	Gender is budgeted for in institutional strategic plans	
4.2 The gender unit participates in the budget cycle planning and hearings			Staff who make inputs have relevant gender knowledge and a mandate to provide input	Gender recommendations submitted to relevant forums	
4.3 The gender unit (GU) develops a business plan			GU staff have relevant knowledge and skills	The GU business plan is submitted to senior management for approval	
4.4 Financial resources are made available for gender based calendar events			Senior management support gender transformation	Gender based calendar events are included in the GU business plan	



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Strategy 5: To develop an effective communication management system through sharing of information and promoting gender equality

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
5.1 All internal and external media is gender responsive; including newsletters, interviews, public exhibitions			The communication unit supports gender transformation processes	Monitoring of media shows gender responsiveness	
5.2 The communications unit supports gender calendar events including women's month, 16 days of activism,			The communication unit supports gender transformation processes	The communications unit develops media to support gender calendar events	
5.3 Gender mainstreaming processes are shared with the broader stakeholder community			The stakeholder base is understood and targeted correctly	The stakeholder community is requested to respond to reports, articles, papers of good practice	

Strategy 6: To ensure that the internal transformation processes of institutions and structures support equal representation and participation

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
6.1 Gender mainstreaming is an integral part of the transformation strategy			Strategic links are formed between the gender and transformation units	The transformation strategy includes gender actions	
6.2 Women have a 50% representation on all structures			A gender transformation process is being undertaken	Equity reports indicate an increase in women representation on structures	
6.3 An increased number of women are recruited at middle and senior management level			A gender transformation process is being undertaken	Equity reports indicate an increase in women representation at all levels	



Strategy 7: To support women's empowerment and gender equality through economic transformation and control of resources

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
7.1 Institutional planning processes include gender budgeting			Senior management support gender transformation	Gender budgeting recommendations are submitted to relevant forums	
7.2 Procurement processes favour women's participation and decision making			Senior management support gender transformation	Increased numbers of women win tenders	
7.3 Senior management link gender equality to economic transformation			Senior management support gender transformation	Budget processes create work for women at all levels	
7.4 Public-Private Partnerships (PPP) link gender equality to economic transformation			Senior management support gender transformation	PPPs create work for women at all levels	

Strategy 8: To strengthen partnerships and networking between the stakeholder community to support an integrated gender mainstreaming approach

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
8.1 Joint projects between government departments support an intersectoral gender mainstreaming approach			Intersectoral planning takes place between government departments	Reports of joint programme initiatives submitted to relevant forums	
8.2 Joint projects with civil society organisations who as professional service providers support gender mainstreaming			Civil society organisations have capacity to provide gender mainstreaming services	Reports of joint programme initiatives submitted to relevant forums	
8.3 Public-Private Partnerships (PPP) support women's empowerment and gender equality			The private sector supports gender transformation processes	Reports of joint programme initiatives submitted to relevant forums	
8.4 Donor organisations are requested to support gender mainstreaming processes			The donor community supports gender transformation processes	Funding proposals are submitted to donor organisations	
8.5 Regional and international linkages support sharing of gender mainstreaming processes			Gender is placed on the agenda of regional and international forums	Good practice reports submitted to relevant forums	



Strategy 9: To develop a monitoring and evaluation system with the associated instruments and indicators that supports gender equality

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
9.1 All policies are monitored for gender sensitivity			Staff who make inputs have relevant gender knowledge and a mandate to provide input	Gender recommendations submitted to relevant forums	
9.2 Senior management have gender built into performance agreements			Senior management support gender transformation	Annual performance evaluation includes gender	
9.3 Gender is placed as a standing item on the agendas of all forums			A gender transformation process is being undertaken	Reports submitted to relevant forums	
9.4 All reports and reporting mechanisms include gender measures			Staff who make inputs have relevant gender knowledge and a mandate to provide input	All reports include a gender component and sex disaggregated data where applicable	
9.5 Gender indicators, using appropriate tools, built into monitoring and evaluation processes			Staff who make inputs have relevant gender knowledge and a mandate to provide input	Evaluation reports detail quantitative and qualitative gender results	

Strategy 10: To develop capacity building programmes that support women's empowerment and gender equality interventions

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
10.1 Members of the gender units and gender working groups have a thorough knowledge of gender mainstreaming			The relevant structures are in place	Training reports detail programme content and participant details	
10.2 Senior management have a working knowledge of mainstreaming gender into planning and budgeting processes			Senior management support gender transformation	Training reports detail programme content and participant details	
10.3 Skills development programmes have bursary schemes and mentorship programmes target women			Senior management support gender transformation	Equity reports show increased numbers of women receiving support	
10.4 Training provided for the broader stakeholder community in gender mainstreaming processes			The broader stakeholder community has been consulted on training needs	Training reports detail programme content and participant details	



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Strategy 11: To support advocacy and awareness raising programmes that will encourage gender transformation at every level of society

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
11.1 All communication is gender sensitive and promotes positive images of women			A gender transformation process is being undertaken	Increase in positive images of women evident in media	
11.2 Gender champions take a leading role in advocating for gender equality in the sector			Gender champions are identified and supported	Record of gender champion's support is produced	
11.3 Perceptions of women's and men's role shift to ensure entry of women in traditional men's roles			A gender transformation process is being undertaken	Increased numbers of women and men enter and support non-traditional roles	
11.4 All calendar events have a gender component e.g. youth day, labour day			A gender transformation process is being undertaken	Reports of events include a gender component	

Strategy 12: To develop a research and development approach that is reflective, uses appropriate instruments, shares good practice and leads to future gender planning

OBJECTIVES	TIME FRAME (see note i)	LEAD UNIT (see note ii)	ASSUMPTIONS AND RISKS	INDICATORS	BUDGET (see note iii)
12.1 Long term research evaluates the impact of a gender responsive sector on improving the quality of life of women			Practical and strategic gender needs have been identified	An positive improvement of the standard of living of women	
12.2 Gender audit of local government by laws associated with water services			Staff who make inputs have relevant gender knowledge and a mandate to provide input	Audit report and recommendations submitted to relevant forums	
12.3 Good gender practices are documented and shared with the broader stakeholder community			The relevant structures are in place and functioning	Good practice reports submitted to relevant forums	
12.4 Linkages to SETAs, tertiary institutions and civil society organisations which support gender mainstreaming			Strategic links are formed between the GWG and tertiary institutions	Available curricula and training programmes include gender mainstreaming	

Note i: Time Frame – national, regional and local time frames might differ dependent on the strategic, institutional and operational processes

Note ii: Lead Unit – national, regional and local lead directorates/units might differ dependent on the institutional arrangements and level of activity

Note iii: Budget – national, regional and local budgetary requirements might differ at the different levels of government



ACRONYMS

CBO	community based organisation
DPLG	Department of Provincial and Local Government
DWAF	Department of Water Affairs and Forestry
FBO	faith based organisation
GEM	gender evaluation measure
GFP	gender focal point
GU	gender unit
GWG	gender working group
IDP	integrated development plan
IWG	Institutional Working Group
IWSMF	Integrated Water Services Management Forum
MTEF	medium term expenditure framework
NCWSTI	National Community Water and Sanitation Training Institute
NGO	non-governmental organisation
PPP	public-private partnership
SAAWU	South African Association of Water Utilities
SALGA	South African Local Government Association
WSDP	Water Services Development Plan
WSS	Water Services Sector
WSSLG	Water Services Sector Leadership Group



Glossary of Terms

Glossary of Terms as reflected in the South African National Policy Framework on Women's Empowerment and Gender Equality

Empowerment: Refers to the process of "conscientisation" which builds critical analytical skills for an individual to gain self-confidence in order to take control of her or his life. Empowerment of women is an essential process in the transformation of gender relations because it addresses the structural and underlying causes of subordination and discrimination.

Equality of Opportunity: Refers to a fundamental human right embedded in the Constitution of South Africa. This Gender Policy Framework aims towards the achievement of equality of opportunity, in access to and share of employment opportunities, services and resources as well as in equality of treatment by employers and service providers.

Equality of Treatment: Refers to meeting the specific and distinct needs of different social categories of women and men; this can often involve special programmes and the commitment of additional resources, for example in the case of women and men with disabilities. Equality of treatment does not mean treating all men and all women in exactly the same way (i.e. in a gender blind fashion) as this would only serve to perpetuate existing disparities.

Gender: Refers to the social roles allocated respectively to women and to men in particular societies and at particular times. Such roles, and the differences between them, are conditioned by a variety of political, economic, ideological and cultural factors and are characterised in most societies by unequal power relations. Gender is distinguished from sex which is biologically determined.

Gender Awareness: Refers to a state of knowledge of the differences in roles and relations of women and men and how this results in differences in power relations, treatment, status, privileges and needs.

Gender Discrimination: The treatment of members of a targeted group that is less favourable than those of the dominant group; where the targeted group are mainly women and the dominant group are mainly men. Discrimination often occurs when the dominant group determines the access to resources for the



targeted group and/or their rights and privileges. Gender discrimination in the public sphere often results in lower wages and fewer job opportunities for women.

Gender Equality: Refers to a situation where women and men have equal conditions for realizing their full human rights and potential; are able to contribute equally to national political, economic, social and cultural development; and benefit equally from the results. Gender Equality entails that the underlying causes of discrimination are systematically identified and removed in order to give women and men equal opportunities. The concept of Gender Equality takes into account women's existing subordinate positions within social relations and aims at the restructuring of society so as to eradicate male domination. Therefore, equality is understood to include both formal equality and substantive equality; not merely simple equality to men.

Gender Equity: Refers to the fair and just distribution of all means of opportunities and resources between women and men.

Gender Issues: Arise when the relationships between women and men, their roles, privileges, status and positions are identified and analysed. Gender issues arise where inequalities and inequities are shown to exist between people purely on the basis of their being female or male. The fact that gender and gender differences are socially constructed is itself a primary issue to address.

Gender Mainstreaming: Refers to legitimising gender equality as a fundamental value; in general, the concept of gender mainstreaming denotes an inter-relationship between an ideological (key theories and assumptions about gender equality) and an institutional (implementing agency) component. This encompasses a notion of ideas and practices reinforcing and reflecting each other, creating gender awareness in policies, procedures and practice within an implementing agency context.

Gender Perspective: Refers to an approach in which the ultimate goal is to create equity and equality between women and men. Such an approach has a set of tools for and guidelines on how to identify the impact on development of the relations and roles of women and men.

Gender Sensitive: Refers to the state of knowledge of the socially constructed differences between women and men, including differences in their needs, as well as to the use of such knowledge to identify and understand the problems arising from such differences and to act purposefully to address them.



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Gender Stereotyping: Making generalisations or incorrect assumptions about women and men, girls and boys, based on prejudices and fears; individuals are then judged according to their group identity. This results in privilege and access to resources and rights of a particular group of people based on their belonging to that group and not on their individual or personal characteristics, attitudes and skills.

Male Domination: Privilege and access to resources and rights experienced by men based on their belonging to the dominant group and not on their individual or personal characteristics, attitudes and skills. This results in limited or no access to resources and rights for women who become the targeted group. This unequal access gives men more power than women in a society.

Socially Constructed Roles: Learned behaviour in a society and/or community that conditions group members to understand activities, tasks, roles and responsibilities as female and male. Gender roles are learned and change over time and vary according to culture, class, ethnicity and race.