

MSB III Mid-Term Review

Gender mainstreaming **11**

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Introduction

Several “cross-cutting issues” were identified as part of the desired outcomes of the Masibambane III programme. These cross-cutting issues were considered under the goal of achieving “water service providers ... operating in an effective and efficient manner, meeting norms and standards” (Masibambane III Outcomes: As per the EU Financing Agreement, 2007). As part of this, *gender mainstreaming* was identified:

Masibambane would support both municipalities and water service providers in this regard and importantly, the Programme could assist with the incorporation of cross cutting issues in business plans and practices (gender mainstreaming, HIV/AIDS, environment, appropriate technology, employment creation, health and hygiene) in-line with Government strategies and programmes.

(Masibambane III Outcomes: As per the EU Financing Agreement, 2007)

Gender mainstreaming was assessed as part of this mid-term review in terms of the following: relevance; effectiveness; and efficiency. In order to conduct this assessment, in-depth interviews with responsible persons at national level were conducted, as well as in-depth interviews with provincial Masibambane coordinators. Additionally, a telephonic survey was conducted with WSAs as part of this mid-term review (121 WSA Managers in 121/159 WSAs), the results of which also provided information with regards this cross-cutting issue. Note that this assessment of gender mainstreaming did not include reviewing business plans from municipalities.

The definition of gender mainstreaming that has been developed as part of previous evaluations of the Masibambane programme is as follows:

To create a safe enabling environment in the water and sanitation services sector for women and men to participate equally in realizing their full potential and put in place mechanisms to facilitate equal access to resources and opportunities in a fair and just manner at all levels. The emphasis must be to facilitate the full participation of women, youth, the physically challenged and the voiceless poor male, in equal and active decision-making and service delivery, so that effective sustainable social and economic empowerment can take place.

(Summative Evaluation of the Masibambane II Programme, August 2007)

In this review, gender mainstreaming is considered in relation to the development and implementation of policy within delivery, institutional development, capacity building and programme management. Gender mainstreaming is also assessed as a deliverable in its own right. This review focuses on the period April 2007 to September 2008.

There are two issues to note: firstly, we did not manage to speak to all the sector partners due to their unavailability; and secondly, some of the interviewees were to

submit documentation and written information on their activities, but at the time of writing this information had not come through.

Relevance

Mainstreaming Gender into the Water Services Sector: National Implementation Strategy and Action Plan (2006-2010) is the framework that is in place and the guiding document that is intended for use by provinces in drawing up their own gender mainstreaming plans.

In this review we found that gender mainstreaming continues to be a challenge within the sector, including within DWAF, particularly when it comes to implementation. In-depth interviews indicate that the concept is still misunderstood and that implementation usually slants towards a more narrow understanding of the concept such as women empowerment and employment. An area of concern is that some senior managers seem not to have embraced the concept. Interestingly, these same points came out of the summative evaluation of Masibambane II conducted in 2007.

Interviews with the national team responsible for the cross cutting issues (or “sustainability pillars”) indicate that there has not been enough done on gender mainstreaming in MSB III. The feeling was that perhaps at operational level progress may be more significant. Respondents mentioned that while DWAF is the water sector leader, it still relies heavily on sector partners to ensure that key aspects of the strategy are implemented, particularly at WSA levels.

The challenge for DWAF in implementing the gender mainstreaming strategy relates to DWAF developing the policy but relying on the other sector partners to implement. We return to this point later in the concluding section of this annexure.

Gender mainstreaming within institutional development

DWAF has a gender directorate. The gender directorate deals with policy, programme and project support. The directorate has very little to do with Masibambane III and is rather an internal DWAF structure. Interviews with the directorate show that it is important for the DWAF to plan its business and activities by integrating gender mainstreaming. Respondents indicated that in terms of DWAF, women make up a significant percentage of the senior management, however, caution was also given in that whilst taking women empowerment issues to heart, men should not be neglected. A suggestion was made that perhaps gender mainstreaming should form part of people’s performance contract. Other suggestions centered around the importance of targeted gender mainstreaming training for senior managers.

The social development support unit deals with Masibambane III and is responsible for providing guidelines on issues of gender mainstreaming within the sector. As

mentioned above, the National Implementation Strategy and Action Plan (2006-2010) is the guideline that is used for providing guidance on gender mainstreaming. In-depth interviews conducted with DWAF show that whilst the document is in place, it is not easy to translate into action, particularly at WSA level. Some respondents indicated that the guideline does not provide practical steps on how to mainstream gender, particularly at WSA level. The strategy and action plan points more to the bottlenecks around gender mainstreaming, and less on practical implementation. Suggestions were made that perhaps it is time to review the strategy and interface issues of water services and water resources since the current strategy is only focusing on water. The suggestion was also made in light of the WfGD as an approach that is gaining ground i.e. gender mainstreaming should be contextualized within the context of water for growth and development.

The provincial picture

We were unable to speak to all the provinces to obtain information on how provinces fared with regards to gender mainstreaming in the review period under assessment. For this review we managed to speak to the following provinces: Limpopo; KwaZulu Natal; Western Cape; Gauteng. We unfortunately could not speak to the following provinces due to the challenges of finding the respondents: Eastern Cape; North West; Northern Cape. The picture at provincial level differs from province to province.

Of the Masibambane coordinators that we spoke to, Limpopo indicated that they have developed a gender mainstreaming guideline that they have shared with local municipalities to use when they provide a service. They seemed to think that more ought to be done with regards gender mainstreaming, especially in ensuring that the water sector understands the concept. The Masibambane coordinator also indicated that they had trained gender-focal people in some of the municipalities. Relevant training was also provided to some project managers within WSAs since it is project managers that implement projects. The Masibambane coordinator also indicated that they have intensified their advocacy efforts to influence the process of including gender mainstreaming at municipal levels.

Both KwaZulu-Natal and the Western Cape indicated that they had not developed a gender mainstreaming guideline. In KwaZulu-Natal we were told that funding had not been provided for this and so they had no activities to report on with regards gender mainstreaming during the period of April 2007 to September 2008. The Western Cape also indicated that there was no budget to work from in this regard. Both of these provinces also stated that a lack of guidelines for implementation of gender mainstreaming was also a problem.

Gauteng has also not developed its own guideline. The Gauteng representative mentioned that they have taken a project approach to try and address the issues of gender mainstreaming. For example, they have initiated a project in Evaton where they are embedding all the cross-cutting issues. In this project there are about ten women and four men who are taking care of orphans affected and infected by

HIV/AIDS. The project was provided with a borehole and has since been expanded to incorporate a vegetable garden as well as a crèche.

While no information is available for the other four provinces (North West; Northern Cape; Free State; Mpumalanga), the results of this review indicate that the provincial picture is an unbalanced one. It is cause for concern that only one province has a working document in place for use as a gender mainstreaming guideline. This section also provides the social development support unit with information to work from in actively assisting those that need support.

Gender mainstreaming within delivery – WSA results

As part of the WSA survey conducted as part of this review, WSAs were asked questions with regards gender mainstreaming within their municipalities.

First we asked WSAs whether there were any programmes that ensured equal opportunities and access for women. An overwhelming sixty-three percent (63%) of respondents stated there were no programmes in place to ensure women access, whilst twenty-nine percent (29%) stated they had some programmes in place.

We then asked WSAs to tell us the one main thing they have done to ensure that women have equal opportunities and access to water resources in their municipality. This was an open-ended question, and when coded, half of the respondents (49%) said they employed more women. This result is not too different from the previous Masibambane evaluation where we found that most WSAs equated the employment of women with gender mainstreaming.

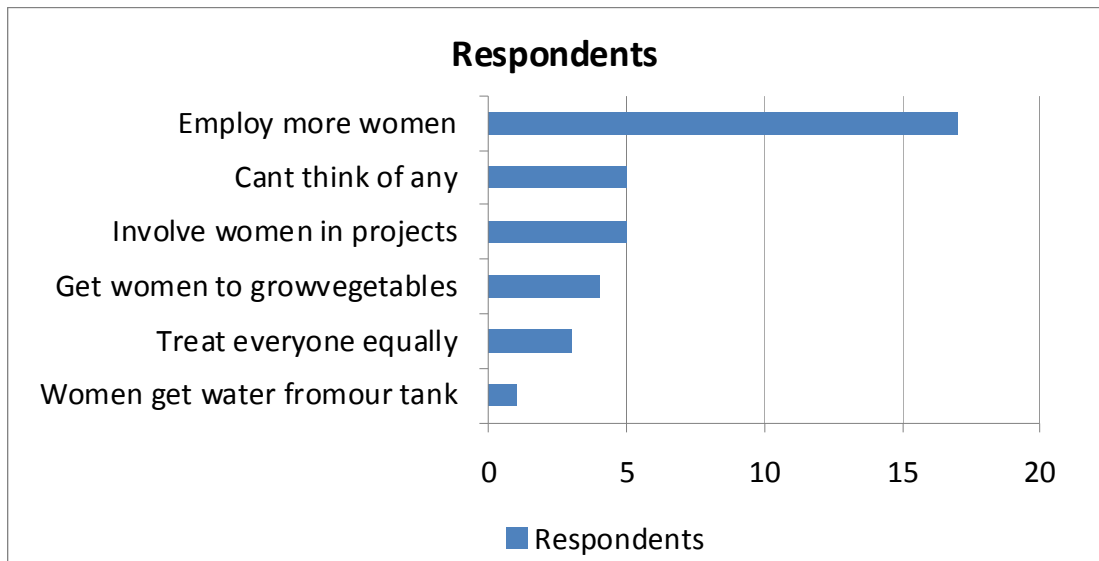


Figure 1: What has been done to ensure equal access for women?

We then asked WSAs to tell us on whether they had received any guidance on gender issues from the water sector. The results in this case were positive as sixty-nine percent (69%) of the respondents stated they had received guidance on gender issues from the water sector.

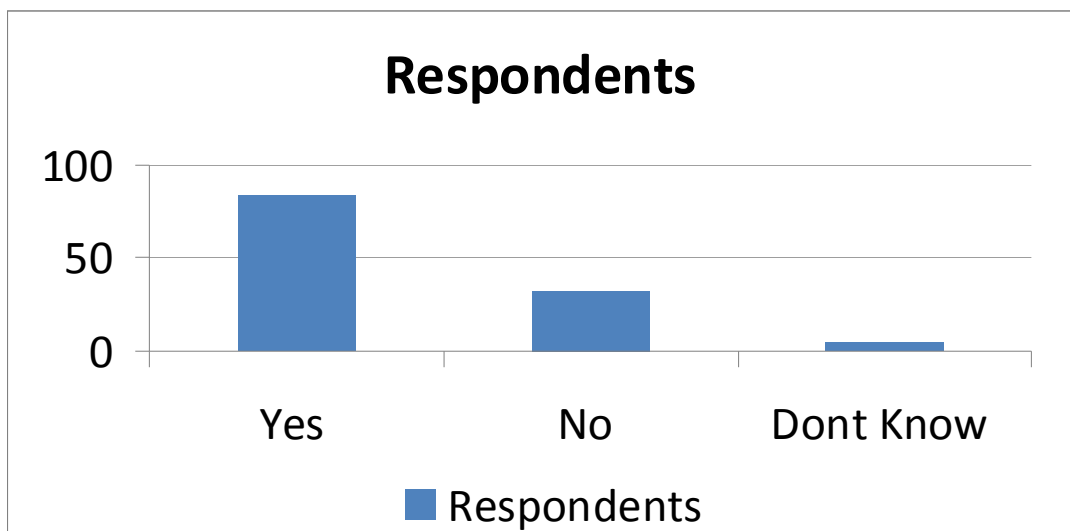


Figure 2: Did your municipality receive any guidance on gender issues from the water sector?

If respondents said 'yes' to this question, we then followed up and asked them to tell us what type of guidance they had received based on three options from which to choose (help with policy; help with gender workshops; help with gender resources; and an 'other' option). Just over a third (33%), said they had received

help with gender policy; 26% said they had received help with gender workshops; and 21% said they had received help with gender resources.

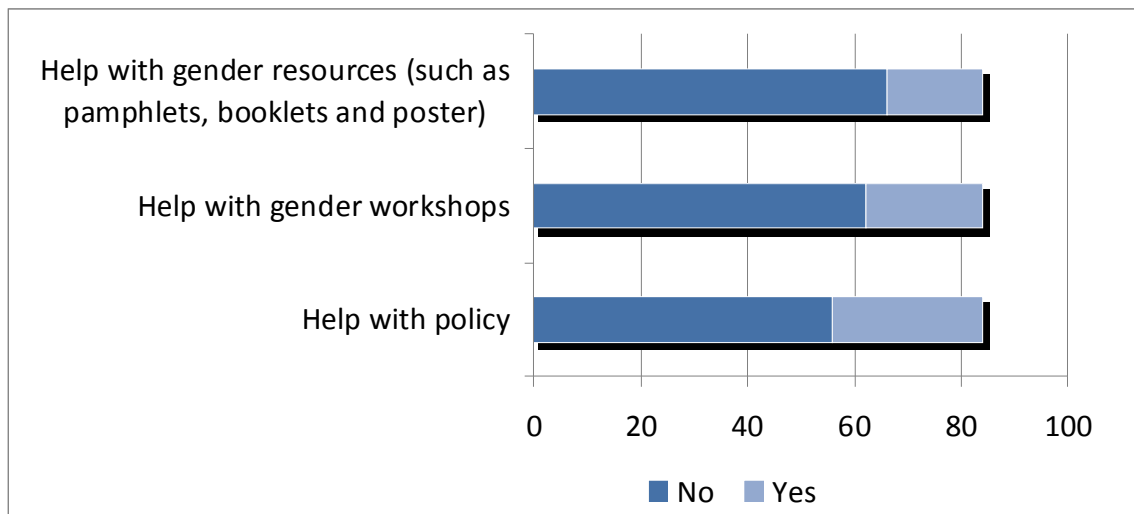


Figure 3: What type of help did you receive on gender issues from the water sector?

The results from the WSA survey with regards gender mainstreaming provided a mix of positive and negative results e.g. while the majority of WSAs have no specific gender mainstreaming programmes in place, a majority have received assistance and guidance with gender issues.

Why mainstream gender in the water sector?

Gender Equality in Sector Wide Approaches

The findings from this review raise the question of whether or not mainstreaming gender within the water sector should be a goal as the concept is neither well understood nor embraced. In response to this, it is useful to take a step backwards to consider the broader goals of the water sector over time. Sector wide approaches, such as the one DWAF is leading with regards water, involve shaping an entire sector with the objective of enhancing long-term development. In this, attention to gender equality is critical if the SWAP is to be successful in meeting the goal of equitable and sustainable development (Gender Equality in Sector Wide Approaches, 2002:3). Gender-mainstreaming objectives thus promote the following:

- Contribute to overall sustainability and effectiveness;
- Are fully responsive to the needs and interests of both women and men and help to promote gender equality.

(Gender Equality in Sector Wide Approaches, 2002:3)

Thus, for the purpose of sustainability and overall development in the water sector, those responsible for cross-cutting issues need to target and sensitise both men

and women, from policy-makers down to those operating at municipalities that are providing water services. However, in order to better facilitate this, the gender mainstreaming strategy should be reviewed with a view to providing practical pointers on how gender mainstreaming can form part of the water sector's core business and activities. Practical steps also need to be taken to ensure that those involved with implementing gender mainstreaming policies for the water sector are provided with support as well as resources in order to ensure sustainability. In order to meet these goals, it is important that the institutional framework creates an enabling environment for gender mainstreaming.

Creating Organisational Structures and Capacity to Ensure Gender Mainstreaming in the SWAP Over Time

In the last evaluation of the Masibambane programme, the recommendation was made that there needs to be a gender mainstreaming champion to take things forward (Summative Evaluation of the Masibambane II Programme, August 2007). However, this has not been done. Without active and effective "champions" for gender mainstreaming, gender equality issues tend to disappear from the agenda because those staff with other foci (and who lack strong gender equality training) tend to lose sight of gender issues as they work (Gender Equality in Sector Wide Approaches, 2002:8). Again, it is recommended that a gender mainstreaming champion be appointed – someone with the appropriate skills and knowledge who can push this agenda forward. Masibambane III provides a good platform for this cross cutting issue to be entrenched within the sector and not disappear once the EU pulls out!

Capacity building for individuals will also be necessary if the competencies needed to do gender analysis, conduct gender-inclusive stakeholder consultations, create gender-responsive policies and budgets, provide gender-responsive services, and do gender-sensitive monitoring and evaluation are to exist. In one of the interviews, mention was made that PALAMA has started to offer training on gender mainstreaming. DWAF should ensure that their relevant staff be exposed to gender mainstreaming training. Particularly, senior managers should attend such training as they will be in a position to influence policies within DWAF and thus incorporate gender mainstreaming as a cross-cutting issue.

Effectiveness

Issues of water affect women and men differently. Women and girl children are affected in a sense that traditionally they take care of their families and are therefore more likely to fetch water. This may change with the impact of HIV/AIDS on communities, with boy children having to assume some responsibilities traditionally reserved for women and girl children.

Of the Masibambane coordinators interviewed at provincial level, respondents indicated that gender mainstreaming remains confusing and may well be interpreted differently by the water sector (as indicated previously in this review). For the second half of Masibambane III it is imperative that consultation with provinces be

taken much more seriously to provide assistance where necessary. The social development support unit needs to actively engage in providing the needed support. Some provinces have indicated that nothing has taken place in their regions particularly for the period that the review is focusing on. These include KwaZulu Natal and the Western Cape. Reasons for this have varied between provinces lacking clear guidelines for implementation and a lack of budget.

In this review we also indicated that projects have been introduced to deal with mainstreaming gender. This is commendable, however, for sustainability it is imperative to create institutions that will guide and respond to project initiatives – not for projects to be implemented in isolated pockets.

Efficiency

The annual budget for 2008/2009 for gender mainstreaming was 5 million of which 2.5 million has been spent.

Conclusion

Gender mainstreaming in the water sector needs to be stepped up in the second half of Masibambane III. Recommendations towards implementing this include the following:

- DWAF as the sector leader needs to ensure that monitoring mechanisms are in place to ensure effective implementation of gender mainstreaming;
- The Gender Mainstreaming National Implementation Strategy and Action Plan needs to be reviewed to take into account issues of integrated water resources management and the WfGD approach, as well as to incorporate practical guidance for implementation on the ground;
- A gender mainstreaming champion needs to be identified who can push this agenda forward;
- Whilst embedding cross-cutting issues such as gender mainstreaming in a project approach may yield local results, incorporating cross-cutting issues in a holistic approach remains critical for sustainability and development purposes.

References

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