



**MAINSTREAMING GENDER IN WATER AND
SANITATION:
LITERATURE REVIEW FOR THE SA DEPARTMENT OF
WATER AND SANITATION**

"The image of a rural women carrying a pot of water on her head while walking through the veld is an abiding picture of South Africa and one that the government is determined to change through the provision of clean, safe water in homes and villages."

- Ronnie Kasrils, Minister of Water Affairs and Forestry, at the Mvula Conference on Women, Water and Sanitation, 7 August 2000

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INTRODUCTION

"Women are not an interest group in water and sanitation- they are the mainstream"
-Sourcebook for Gender Issues at the Policy Level in the Water and Sanitation Sector,
Water and Sanitation Collaborative Council, 1995.

Water is basic to life and sanitation to health. Women play a central role in the provision and management of both. Not surprisingly, during the last quarter century since the First World Conference on Women in Mexico during which the concept of gender mainstreaming has been gaining currency, a growing body of literature has been generated on gender, water and sanitation.

This review of international, regional and national literature on mainstreaming gender in water and sanitation forms part of a study on gender mainstreaming commissioned by the South African Department of Water Affairs and Forestry (DWAF). A full list of the literature consulted is attached in the bibliography.

The review is divided thematically as follows:

- Key gender concepts
- Key lessons of gender mainstreaming in water and sanitation
- Best practices of gender mainstreaming in water and sanitation
- Conclusions

BOX ONE: WHY GENDER IS CENTRAL TO WATER AND SANITATION

"It is astonishing that women, the so-called weaker sex, always carry so much." – Ingrid Eide, former director, UNDP Division of Women in Development.

WATER

- Women, and to a lesser extent children are primarily the ones who draw water for household use, transport it home, store it until it is used, and use it for cooking, cleaning, washing, and watering household animals.
- Women negotiate with their neighbours for access to water supply, evaluate water sources, analyse supply patterns, lobby relevant authorities, and launch protests when water availability reaches dire levels. In Latin America, they have kidnapped water officials to force authorities to provide sufficient water for their family needs.
- Women may spend up to 6-8 hours a day collecting water; this can consume up to a third of daily caloric intake. Over two thirds of African households in South Africa fetch water from outside their households (Bud lender, 1998). Liebenberg (1998) estimates that rural women in SA may spend over four hours a day gathering fuel and water.
- Around the world more than 50 million primary school age girls are not in school in developing countries because of fetching water and firewood (UNICEF, 1998)
- Trauma induced by heavy water loads is common in developing countries.
- Many infectious diseases are associated with poor water quality. Women bear the primary burden of caring for the sick in most societies.
- There is a persistent assumption that the managers of businesses for which irrigation water is an input are men.

SANITATION

- While men participate in the decision making around the type and building of the toilet, its maintenance is seen as the responsibility of women since cleaning the house and toilet are not regarded as work for men (SA Water Research Commission, 1999)
- Women encourage or discourage, teach and supervise young children's use of the units; small aspects of design can make a big difference between the use and non-use of these facilities. Many mothers are fearful of their children using pit latrines because of the size of the hole. In Botswana, a specially designed pit latrine seat for children has led to far higher usage of toilets (UNDP, 1990)
- The location of the latrine can be a major determining factor in women's use of the facility for reasons of security and privacy. In one East African country, women did not use toilets that men built along the road so that they would be easier for officials to inspect because they did not like to be seen entering or leaving the toilet (UNDP, 1990).
- Sharing of latrines can also be a deterrent to their use by women; research in Bangladesh showed that shared latrines led to parallel use of unsanitary facilities alongside the new, more hygienic ones (World Bank, 1995)
- Women are mostly responsible for cleaning sanitation units; and often do so without any guidance from sanitation staff.

KEY GENDER CONCEPTS

This section of the review summarises key concepts relating to gender mainstreaming. Such an understanding is an important backdrop to the achievements and challenges in mainstreaming gender in the water and sanitation sector.

Sex and gender: Gender refers to those characteristics of men and women that are socially determined, in contrast to those that are biologically determined. People are born male or female, but learn to be boys and girls who grow into men and women. They are taught what the appropriate behaviour, attitudes roles and activities are from them, and how they should relate to other people. This learned behaviour is what makes up gender identity and determines gender roles. (Water Research Commission, 1999). The distinction is illustrated in the table below:

ROLE	MEN	WOMEN
REPRODUCTIVE ROLE- BIOLOGICALY DETERMINED	Father children	Give birth to children
PRODUCTIVE ROLE- GENDER DETERMINED		
Home	Protection, provision	Caring, nurturing
Workplace	Predominate in the "hard" and better paid professions -Defense, police force, business, finance, etc	Predominate in the soft, lower paid professions- secretaries, primary school teachers, nurses etc.

Women in Development (WID) vs. Gender and Development (GAD): In its reference manual on "Gender Mainstreaming in Development Planning", the Commonwealth Secretariat describes the shift as follows:

" In efforts to respond to the needs of women, the Women in Development (WID) policy framework emerged in the mid 1970's. This sought to add on women specific projects to existing activities. Failing to address the systemic causes of gender inequalities, this approach tended to view women as passive agents of development assistance, rather than as active agents of transforming their own economic, social, political and cultural realities... The Gender and Development Framework emerged in response to these flaws. It recognizes that improving the status of women is not a separate, isolated issue but needs to be addressed by taking into account the status of both men and women, their different life courses and the fact that equal treatment will not necessarily produce equal outcomes."

An important related concept is that of the **practical versus strategic needs** of women with the WID approach often addressing only the practical needs, and the GAD approach coming closer to addressing not just the strategic needs of women, but the necessary shift in the attitudes of men to make these needs a reality. Not surprisingly, the WID approach is far less threatening to men than the GAD approach.

An example of the differences in approach is a project for the empowerment of rural women that establishes sewing clubs versus one that seeks to gain land rights for women. The former provides some immediate cash flow by building on a gender stereotype around women and sewing. It is non-threatening and does little to change the economic power relations between men and women. The latter gives women access to the means of production- the basis for greater wealth creation, long-term prosperity and financial security. But it calls into question age-old traditions and practices. The issue is not just empowering women- but addressing the deeply ingrained insecurities of men around women owning property. This approach can only be successful if there is a fundamental change in gender relations.

Provision of clean and easily accessible water services answers to the immediate practical needs of women. But it will only answer to the strategic needs if such services involve women in decision making, management and maintenance; and if the time saved as a result of the provision of the water can be used for the advancement of women, for example to participate in literacy classes.

Gender mainstreaming: The UNDP defines gender mainstreaming as: "Taking account of gender equity concerns in all policy, programme, administrative and financial activities, and in organizational procedures, thereby contributing to a profound organizational transformation."

GENDER MAINSTREAMING- LESSONS FROM EXPERIENCE

In the period since governments and civil society have actively sought to mainstream gender in policies and programmes, several lessons have been learned. These are examined here generically, as well as in specific reference to water and sanitation. Examples are drawn from around the world, and from the two recent research reports on gender, water and sanitation in South Africa. These are a report commissioned by the Water Research Commission in 1999 entitled "Strategies for the Empowerment of Women in Water and Sanitation Projects" and "The Role of Women in Community Water and Sanitation Supply Projects" commissioned by the Mvula Trust in 1998.

BOX TWO: GENDER, WATER, AND SANITATION- LESSONS LEARNED

The World Bank has brought the research and experience from its own extensive operations in water and sanitation together in a tool kit. It summarises the lessons of experience in this area as follows:

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

Lesson One- Commitment at a policy level

A key lesson of gender mainstreaming is the importance of high-level political commitment. The importance of integrating a gender perspective in all policies, programmes and projects relating to water and sanitation is enshrined in a number of key conventions and policy statements at international, regional and national level as follows:

International commitments

The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW): Article 14(1) of CEDAW calls on states to take account of particular problems faced by rural women and the significant role that rural women play in the economic survival of families, including work in the non magnetized sectors of the economy. Article 14 (2) calls for measures to eliminate discrimination of women in rural areas, including ensuring women's right to enjoy adequate living conditions; especially housing, sanitation, electricity and water supply; transport and communications.

The Beijing Platform for Action calls on governments to promote knowledge of, and sponsor research on, the role of women, particularly in rural areas, in food gathering and production; soil conservation, irrigation, watershed management, sanitation, marine resource management, pest management, land use planning, forest conservation and community renewable sources of energy, focusing particularly on women's knowledge and experience. It also calls on governments to ensure that women's priorities are included in public investment programmes for economic infrastructure such as water and sanitation, electrification, energy conservation, transport and road construction. Government must promote greater involvement of women who will benefit from the project planning and implementation stages to ensure access to jobs and contracts.

UNCED Agenda 21: This calls on governments to: "consider developing and issuing by the year 2000 a strategy of changes necessary to eliminate constitutional, legal, administrative, cultural, behavioral, social and economic obstacles to women's full participation in sustainable development and in public life." UNIFEM has prepared from this "An Easy Reference to the Specific Recommendations on Women".

The Dublin International Conference on Water and Environment 1992 sets down four principles. The third principle states that "*women play a central role in the provision, management, and safeguarding of water.*" Gender considerations are also intrinsic to the other three principles- fresh water is a finite and vulnerable resource, essential to sustaining life, development and the environment; water development and management should be based on a participatory approach, involving users, planners and policy makers at all levels; and water has an economic value in all its competing uses and should be recognized as an economic good. The Dublin principles state that water is both a social and economic good. Gender differentials are important because women and girls suffer most when water supply is poor, and benefit most when it is good. Viewing water as an economic good means using a demand based approach in which

the views of women are critical. Devolving responsibility for the management of water to the lowest appropriate level has profound implications for the participation of women.

Women's recommendations to the Second Ministerial Conference on Water:

In 1999 the World Water Vision requested the International Information Centre and Archives for the Women's Movement to stimulate discussion on water management within global women's networks. This led to the Gender and Water Networking Project in which about 2000 women's groups were involved via an electronic list serve. The discussion yielded 21 recommendations by women to the second Ministerial Conference on Water in the Netherlands in 2000. These recommendations include that: women should be drawn into consultations at all levels when policy is created; systems developed; and mechanisms designed; women's rights to water and to participate in water-related organisations and institutions should be ensured; women's knowledge and experience in this field should be acknowledged, developed and better employed; women should be encouraged to enter the water management industry at all levels; gender training should be offered to all those involved in water supply and management; annual water audits, based on gender disaggregated data, should be published each year etc.

Regional commitments

SADC Declaration on Gender and Development: In 1997 heads of state of the Southern African Development Community adopted a declaration on Gender and Development that commits the regional organisation and its governments to mainstreaming gender in all policies and programmes. Water is a key sector of the SADC Programme of Action. At a workshop in January 2000 facilitated by Gender Links, the SADC Gender Unit and its sector co-ordinators drew up a generic gender audit checklist for all its sectors. The checklist, which can equally be adapted to any sector at national level, is attached at ***Annexure A***.

National commitments

General: Opening parliament after the first democratic elections in 1994, then President Nelson Mandela declared: *"It is vitally important that all structures of government, including the President himself, should understand this fully: that freedom cannot be achieved unless women have been emancipated from all forms of oppression. All of us must take this on board, that the objectives of the Reconstruction and Development Programme (RDP) will not have been realised unless we see in visible and practical terms that the condition of the women of our country has radically changed for the better, and that they have been empowered to intervene in all aspects of life as equals with any other member of society."*

The Constitution: Key provisions for women in the new Constitution include:

- The equality clause states that: the state may not unfairly discriminate directly or indirectly 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.

- Provision is made for affirmative action in the clause that states that “legislative and other measures” may be taken to “protect and advance” persons who have been disadvantaged.
- The clause on freedom and security of the person states that everyone has the right to “bodily and psychological integrity”. This includes the right to make decisions concerning reproduction; and to security and control over one’s body.
- A clause guaranteeing legal and other measures to promote land reform and equitable access to natural resources to re-dress the effect of past discrimination.
- The provision for socio-economic rights, such as right to adequate housing, health care services, food, water and social security.

National Gender Policy: A National Gender Policy has been drafted by the Office on the Status of Women but is not yet publicly available. It builds on the draft National Policy for Women’s Empowerment drawn up by the gender unit in the then Reconstruction and Development Programme (RDP) Office. Among recommendations in this earlier document regarding water and sanitation was that:

- All planning should seek out and respond to the needs of local women
- Participatory action research methodologies should be used to involve rural women in natural resource management and increase livelihood options.
- Training of women in pump and water systems management and repair maintenance should be a priority as they are the primary users of water
- Policy makers should be trained to recognize and cater for the economic roles of women and the strategic importance of water to their economic activities beyond the domestic sphere.

Departmental Gender Policies: Pending the adoption of a National Gender Policy, several government departments have devised their own gender policies.

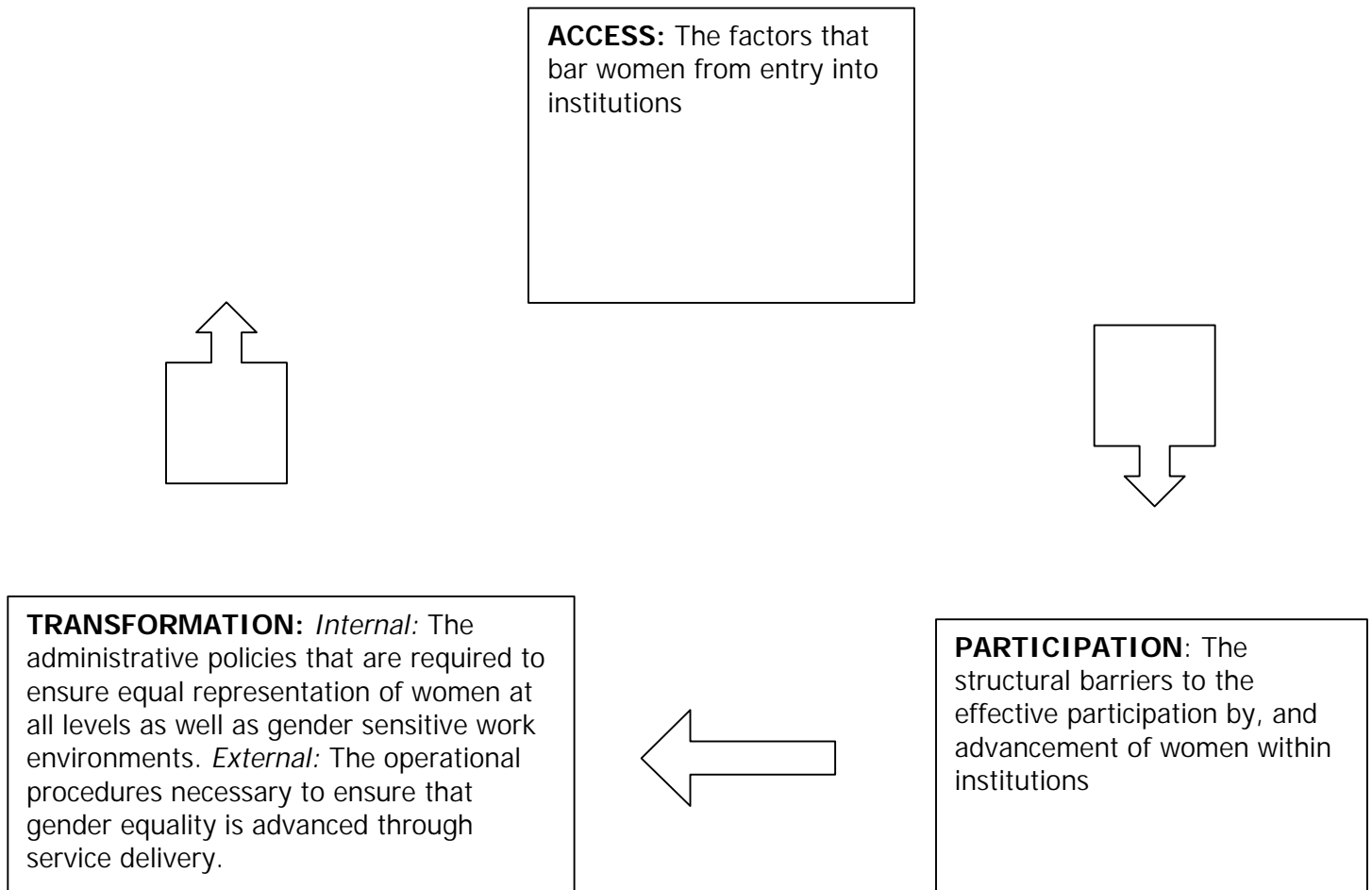
DWAF Gender Policy: The Department of Water Affairs and Forestry adopted a gender policy in 1996. This builds on the White Paper on National Water Policy that states: *“The development of women in relation to water management is important for a number of reasons. Women are the traditional custodians of natural resources in the rural areas, and they are also the people who suffer 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.”*

Lesson two- the link between internal and external transformation

The second important lesson of gender mainstreaming is the link between gender sensitivity in internal institutional practices and the services delivered by such institutions. Put simply, organisations that fail to practice gender equality in their hiring practices, capacity building and institutional culture are unlikely to be able to reflect the ideal of gender equality in the service they deliver.

Gender activist and African National Congress Deputy Secretary General Thenjiwe Mtintso has developed the following framework for analyzing the transformation of gender relations in institutions:

FIGURE ONE
MTINTSO'S ACCESS-PARTICIPATION AND TRANSFORMATION FRAMEWORK



Access: There are several reasons why women may be inhibited from entering institutions. These often relate to the gender stereotypes concerning particular professions. Water and sanitation have traditionally been male dominated because of the dearth of women in engineering. Institutions may also discourage women from applying for jobs, for example, through job adverts that emphasise frequent travel or long absences.

Minister of Water Affairs and Forestry Ronnie Kasrils told a Mvula Trust conference on Women, Water, and Sanitation in August last year that only 23 percent of DWAF employees are women. Institutions have mechanisms by which they can overcome the problem of women's access: they can set quotas. DWAF, for example, has a target of 30 percent women employees. This still falls short of gender parity.

Participation: There are several potential barriers to women's effective participation in institutions.

Where women are located within the institution: This concerns both the vertical and the horizontal spread. *Vertically*, women are virtually absent from management positions and predominate in the secretarial and clerical positions. According to 1997 figures for DWAF women accounted for 8 percent of management (2 percent black, and six percent white). *Horizontally*, women tend to be concentrated in the human resource, rather than in the policy and planning divisions of institutions. This is the case in DAWF, although there has been some improvement. In 1997, black women accounted for 14 percent of scientists, compared to 1 percent in 1994. But black women have remained at less than one percent of engineers, while black men have increased from 1 to 7 percent and white women from 0 to 7 percent (Seperepere, 1998).

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

The old boys network: There is a saying that success is not about whom you are but whom you know. In bureaucracies, men have a long established old boys network frequently nurtured at the bar in late- night drinking sessions that women are effectively excluded from because it is not a "seemly" thing to do; and/ or because of their dual domestic responsibilities.

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

Transformation

Institutional transformation

This concerns the range of administrative measures that need to be taken to ensure that hiring and promotion policies do not discriminate against women directly or indirectly; the creation of work environments that are family friendly and free of sexual harassment; as well as the re-orientation of the culture of an institution- its language and practices- to ones that encourage the best in both men and women. In many institutions, a gender forum has been established to plan and encourage buy-in into the creation of a more gender sensitive work environment. In the South African Department of Lands, the gender forum had a regular column in the monthly in house magazine

called "Trash It" where examples of sexist language picked up in the corridors were regularly featured and commented on.

In its report to the President on compliance with the provisions of CEDAW (for the preparation of South Africa's first report in 1997) DWAF listed a number of ways in which it is seeking to create a more family friendly work environment. These include: lobbying for the housing allowance to be extended to part time employees (the majority of whom are women); encouraging women to take up technical training; ensuring that women are short listed for interviews; flexible working hours etc.

Service delivery and societal transformation:

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

Available evidence suggests that despite the rhetoric, gender perspectives are not being systematically incorporated in water and sanitation projects. For example, as part of the process of gathering information for the World Water Vision, UNIFEM conducted a grassroots feedback study of several water projects around the globe. The study found that:

- The female/male disparity in socio-economic status is widening and has led to the unequal divisions of burdens, decisions and benefits in the management of water resources.
- The presence of women on water management committees does not assure them of a user voice and choice in the planning and implementation of water projects.
- The increasing number of women pump mechanics, water vendors and committee members attest to growing recognition of women's knowledge interests and skills in water resource management. But women are not yet systematically incorporated in water resource management in an appropriate manner due to a lack of gender awareness by implementing agencies and societies at large.
- There is insufficient formulation of participatory methodologies, which indicate, and measure the degree of women's involvement and participation in water resources management.
- There is inadequate capacity building for women in terms of training, material and finance, which can ensure their meaningful participation in water resource management.

Similar findings have emerged in two studies conducted in South Africa. "The Role of Women in Community Water and Sanitation Supply Projects" commissioned by the Mvula Trust in 1998 found that:

- There are twice as many men than women in water committees.
- The positions of chairperson, vice chairperson and treasurer were male dominated; with women largely holding secretarial positions.

- 64 percent felt that the idea of empowering women through water committees was good since they were the main beneficiaries. The entire sample, except 6 percent of men, said they supported the empowerment of women.
- Obstacles to women's participation were identified as: lack of confidence; looking after children with no crèche; time constraints; household chores; traditional values and stereotypes; fears of men; husbands who prevent women from participating; lack of education; lack of interest. Many women said that their husbands did not support their participation in public life.

A study commissioned by the Water Research Commission on *"Strategies for the Empowerment of Women in Water Supply and Sanitation Projects"* including 218 interviews in the Northern Province and Eastern Cape in 1998 found that:

- In the villages where the research was conducted, men played the prominent role and were seen by both men and women as leaders and decision makers.
- Cultural beliefs regarding men's superiority led to men feeling uncomfortable when women were allowed to participate in meetings and decision making.
- Women tended to push men to the fore when interaction had to take place with people from outside the community.
- Women who were more educated were more confident about participating in the projects and decision-making processes.
- Water and sanitation projects did not necessarily empower the women in communities, but they did create an opportunity for women to be empowered should they want to.
- A gender sensitive approach to projects requires a different attitude and improved support from male project planners and local authorities.
- Gender awareness among both men and women is a major need. Knowledge of gender and gender issues is very basic and more information is required in the villages.

Checklist for integrating gender considerations into water and sanitation projects

The following checklist is constructed from the UNDP-World Bank "Gender Issues Sourcebook for Water and Sanitation Projects"; the UNDP's "Involving Women in Sanitation Projects"; Women's recommendations to the Second Ministerial Conference on Water; and the World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects.

Rights

- ✓ Is water access restricted to those with land rights?
- ✓ Are these predominantly men?
- ✓ What creative mechanisms have been devised to ensure that women have direct access to water?

Overall management and participation

- ✓ What percentage of women is there on these committees and what role do they play?
- ✓ Can women participate in line with their own potential, without harm, and present new tasks and opportunities?
- ✓ Do women and men have individual or organized influence on the operations, maintenance and management of water and sanitation services? What roles do women and men play in these areas?
- ✓ Are women's capacities to engage in public consultation processes enhanced so that they can contribute meaningfully?
- ✓ Are women's knowledge and experience effectively harnessed and employed?
- ✓ Are participatory techniques employed to ensure the above?

The UNDP has constructed the following tool for measuring the level of women's influence in decision- making:

BAROMETER FOR LEVEL OF INFLUENCE BY WOMEN IN WATER AND SANITATION

NO RIGHT TO HAVE A SAY	RIGHT TO EXPRESS AN OPINION	RIGHT TO PARTICIPATE In A GROUP DISCUSSION	RIGHT TO MAKE A DECISION, SUBJECT TO REVIEW	RIGHT TO VETO A DECISION MADE BY OTHERS	FINAL UNQUESTIONED AUTHORITY OVER DECISIONS
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Source: Involving Women in Sanitation Projects, UNDP 1990

Planning and Preparation Phase

Policy and attitudes

- ✓ What is the attitude of government, local leaders and project management towards gender sensitive programming?
- ✓ Do these parties explicitly view women's involvement both as a condition of for the success of project improvements and as a pre-requisite of genuine advancement of women's interests?
- ✓ Will this be reflected in plans for training staff and staff composition?

Research

- ✓ Is gender analysis integrated into water research, problem diagnosis and formulation of solutions and actions?
- ✓ Does research focus on low cost, innovative, conservation and delivery systems?

Baseline

- ✓ Have existing water supply and sanitation practices been thoroughly investigated, including which types of technology and what water sources are used by who, when.
- ✓ Have findings been distinguished for different user categories: men, women, and occupational income groups.
- ✓ Have women and men been asked what they like about their current water and sanitation facilities and what they do not like.

- ✓ Have poor women been directly approached as informants on their own particular roles, needs, problems and possibilities?
- ✓ Has this been done appropriately- eg female interviewees in an informal setting, asking how things are actually done rather than who is officially in charge?
- ✓ What is women's role in the provision of family health?
- ✓ What is women's role in the provision of family hygiene?
- ✓ Who collects, stores and uses water?
- ✓ Who is responsible for sanitary arrangements?
- ✓ Do women encounter any difficulties in ensuring their own sanitary privacy?
- ✓ What are the competitive demands on women's time and energy in general?
- ✓ How do water and sanitation impact on these competitive demands?
- ✓ How do they impact on women's opportunities to engage in new activities, such as income generation; community work and self- development?
- ✓ Do men play any of the roles above, and if so, give a similarly detailed picture.

Planning

- ✓ Are there formal or informal barriers to women's participation in planning? If so, what plans have been made to limit these barriers?
- ✓ Do men and women feel a need for the project? If so, what are their respective priorities?
- ✓ Are men and women, including female heads of household, equally free to participate in the planning?
- ✓ Is the design acceptable to women in terms of: quality, design; adequate access; appropriate technology and access; cultural acceptability.

Design

- ✓ Have women been consulted/ had a hand in the detailed design: for example in the case of latrines, the type of enclosure, building materials, doors, locks, size or type of super structure, lighting, siting, orientation.

Implementation

Personnel

- ✓ Are women and men equally involved in all stages and at all levels of the operation?

Construction

- ✓ Have women and men been consulted about the techniques to be employed, for example, whether to use small contractors or self employed labour for production of materials such as bricks, thatch, etc.
- ✓ Can women assist in the construction without being disproportionately burdened?
- ✓ Are women equally free to participate in all aspects of construction: for example in the case of latrines, digging, erecting walls; manufacture of materials to be used in construction; as well as housing/feeding labourers from outside the area.
- ✓ Are women and men equally remunerated?

Training

- ✓ Is training for both men and women adequate?

- ✓ Are women trained in the actual construction, operation and long-term maintenance of the system?
- ✓ Has all project personnel staff received gender sensitivity training?

Location

- ✓ Are the facilities conveniently located for men and women?

Finances

- ✓ Do funding mechanisms exist to ensure programme continuity?
- ✓ Are women and men equally involved in making decisions on how these resources are spent?
- ✓ Is the preferential access of men to resources avoided?
- ✓ Is it possible to trace funds for women from allocation to delivery with a fair degree of accuracy?

Information networks

- ✓ Have women's groups been approached to assist with information; motivation; reinforcement and/or maintenance activities.
- ✓ Is women and men's access to project information sufficient? Does the choice of channels through which information is disseminated inadvertently exclude or by pass women?

Maintenance

- ✓ Is the polluter pays principle enforced?
- ✓ Do men and women participate equally in maintenance of both water and sanitation facilities? In particular, are men encouraged to assist in maintaining sanitation facilities? Do both men and women carry water for pour flush facilities and for general latrine cleaning?
- ✓ Do men and women participate in decisions for upgrading and improvements?

Monitoring and Evaluation

Data

- ✓ Does the project's monitoring and evaluation system explicitly measure the project's separate effects on women and men?
- ✓ Is data collected to assess changes in women and men's involvement in the project and their access and control over management and resources?
- ✓ Are women and men involved in designing the data requirements?
- ✓ Are the data collected with sufficient frequency so that necessary adjustments can be made during the project?
- ✓ Is the data feedback to the community? How? With what effect?
- ✓ Are data analysed to provide guidance on the design of other projects?
- ✓ Are key areas for gender research identified?

Impact

- ✓ In what way does the project increase women's productivity and or production?
- ✓ Do women derive economic benefits from saved time?
- ✓ Do they use saved time for other activities? If so, what activities and why?

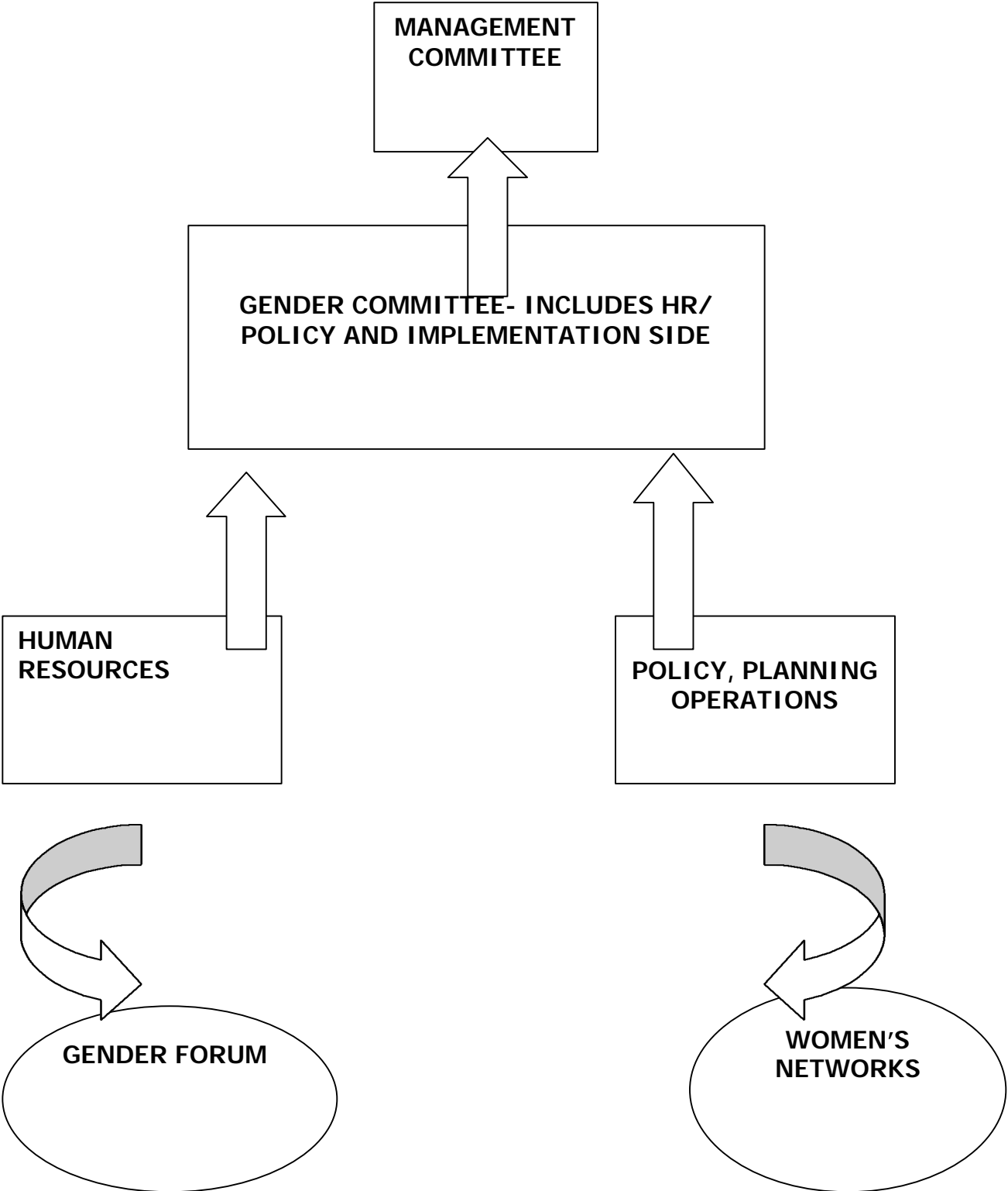
- ✓ In what way does the project increase women's access to and control of resources? Have women been consulted in identifying these?
- ✓ Does the project increase or reduce women's access to or control of resources and benefits?
- ✓ Might it adversely affect women's situation in some other way?
- ✓ What are the effects on women and men in the short and long term?

In both internal and external transformation processes, **recognition and reward** are important incentives for ensuring gender mainstreaming. Is gender built into job descriptions and performance assessments? Is excellence in gender mainstreaming recognized in award categories both within and outside the institution? These are important for ensuring the success of the policy.

Lesson Three: Institutional mechanisms

The third important lesson of gender mainstreaming is that it will never happen by itself. Institutional mechanisms are critical. However, care must be taken to ensure that these structures are not marginalized, and especially that they are not regarded just as human resource, or internal issues; but extend to the policy making, planning and implementation arms of the institution. It is also important to ensure that gender mainstreaming does not just become the concern of a few women activists in the organisation. The responsibility for gender mainstreaming must be shared by all, and especially driven from the senior management level. The trick is to ensure that gender mainstreaming does not become everyone's and no one's responsibility.

**FIGURE TWO:
GENDER STRUCTURES IN INSTITUTIONS**



In government, the approach increasingly taken is to place the key responsibility for gender mainstreaming with the head of state, and to place the administrative structure for co-coordinating this in the cabinet office. Gender units are then created in each department. Ideally, these consist of a co-coordinator who works with a committee that brings together both the human resource and policy/planning divisions so that a synergy is created between transforming the institution, and transforming the service or product that it provides.

In South Africa, the Office on the Status of Women, located in the President's Office, co-ordinates the development and implementation of gender policies in the different departments and at provincial level. Departments have been advised to form gender units such as that in the diagram above that incorporate both the human resource and service delivery arms. This has not always been the case. The tendency has been for gender units to be located in the human resource division, where there already transformation units.

In the DWAF Gender Policy, the need for an internal and external focus is recognised in the proposed structure for the unit. But the unit is placed under the director of special programmes, under the chief director, human resources. This location is potentially problematic with regard to engaging and involving the policy, planning and implementation arms of the department.

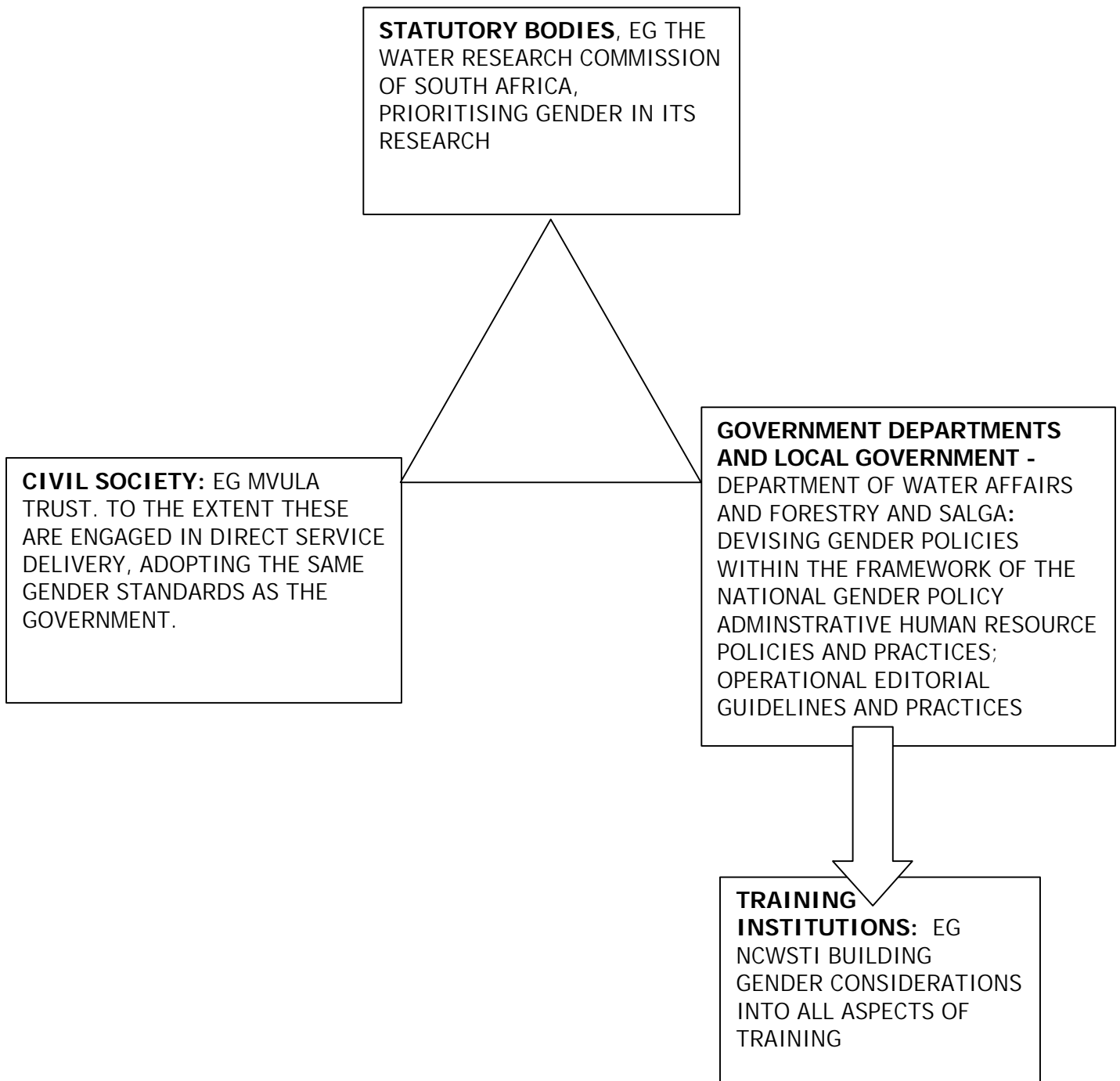
In addition to formal structures, **informal structures** are an important and useful mechanism. As alluded to earlier, a gender forum may be one way of galvanizing the whole organisation and encouraging buy in.

Another type of structure emerging in institutions is **women's support networks**. These serve the important function of empowering women, and hence enhancing their ability to participate effectively, by breaking the isolation. Such networks also provide for women what men in institutions have always had- the old boys network. In Australia, "sisters in suits" have effectively organized to put the names of competent women forward for promotion etc.

An important dimension of institutional mechanisms for advancing gender equality is the concept of a **package of structures** working in concert across different types of institutions- in the legislature, in government, in independent statutory bodies, the private sector, civil society and so forth. Thus, for example, if they are to achieve maximum effect, women's caucuses and portfolio committees in parliament should be working in unison with gender structures in civil society, the president's office, and gender structures in the different line departments.

As illustrated below, in the case of water and sanitation, there are at least four areas in which this package of mechanisms should be working together to ensure gender sensitivity.

FIGURE THREE: KEY ENTRY POINTS FOR GENDER MAINSTREAMING IN WATER AND SANITATION



There is beginning to be some synergy between the gender structures in the bodies concerned with water and sanitation. The Department of Water Affairs and the South African Local Government Association (SALGA) have gender units and gender policies. The Water Research Commission has undertaken in-depth research on the level of participation and gender impact of water and sanitation projects (cited earlier in this paper). Ms Nozibele Mjoli, research manager at the Commission, has written extensively on gender, water and sanitation (see Bibliography). Mvula Trust has conducted similar research; has a gender desk and in August 2000 convened a conference on Women, Water and Sanitation.

Lesson Four: Resource allocation

A growing body of literature focuses on “gender budgeting” or resource allocation for ensuring that gender mainstreaming takes place and as a tool for measuring gender impact.

The last five years have witnessed a plethora of “gender budget” initiatives in different parts of the world, driven by state and non- state actors, with the support of international organizations such as the Commonwealth Secretariat and UNIFEM. These initiatives, soon to be evaluated in a UNIFEM study, have captured the imagination of those concerned with gender and governance for a number of reasons:

- Analysing budgets from a gender perspective is integral to gender mainstreaming. If gender considerations have been built into policies and project design, they should reflect in resource allocation; and if they have not, the outcomes are not likely to deliver substantive equality for women. Budgets are thus a critical tool for mainstreaming.
- Gender budgeting is a tangible way for women to engage in hard- core resource allocation debates that are likely to enhance empowerment rather than tinker at the fringes of social welfare policies as has traditionally been the case.
- Such exercises increase the transparency of, and participation by citizens in, economic governance.

The central plank of gender budgeting is that because of the different locations of men and women in society and in the economy, no budget line is neutral. To take the latter example, by obtaining gender disaggregated data on such issues as land tenure, credit, and agricultural extension, a picture emerges as to whether or not a budget line item on agriculture is actually addressing gender disparities in this sector; and by so doing contributing to the empowerment of women.

Gender budgeting involves both an analysis of allocations between sectors (such as defense versus social allocations) and within sectors to determine their impact. A commonly used model for distinguishing between types of gender expenditure is that developed by the Australian economist Rhonda Sharp, who has played a leading role in

gender budget initiatives in Australia, where the concept originated. Sharp distinguishes between:

- *Specifically identified gender- based expenditures* of government, for example, women's health projects; typically less than one percent of the overall budget.
- *Equal employment opportunity expenditure* (for example, re writing job descriptions to reflect equal employment opportunity principles).
- *General or mainstream budget expenditure* by government department and authority assessed for gender impact. For example does the education budget, less the above two considerations, reflect gender equity objectives? Are boys and girls equally represented in all categories of education? What proportion of the education budget goes towards educare and adult literacy? Not surprisingly, this category of questions is most critical for policy reform because the "mainstream" budget in Australia, as elsewhere, constitutes some 98 percent of government expenditure.

The South African Women's Budget Initiative (WBI), which was to some extent inspired by the Australian example, has its roots in civil society and in parliament. It began with detailed research into all sectors and government departments by a team of researchers in civil society, working closely with the parliamentary Committee on the Quality of Life and Status of Women. These findings have been published in four volumes of the "Women's Budget", and in the simplified version: "Money Matters." The WBI found an entry point into government when South Africa became one of two Commonwealth countries participating in a pilot study on integrating gender into macroeconomic policy launched at the Fifth Meeting of Commonwealth Ministers Responsible for Women's Affairs in Trinidad and Tobago in 1995. The Central Statistical Services worked with the Ministry of Finance to incorporate gender considerations into budget reviews that raised significant analysis and questions on the gender impact of specific expenditures. The WBI has, in the meanwhile, continued with its sectoral analyses; publishing reviews each year at around the time of the budget.

The Third Women's Budget carries and analysis of the budget of the Department of Water Affairs, Forestry, Environmental Affairs and Tourism by Nthabiseng Seperepere. The study shows that

- *Personnel expenditure*: White men predominate in the best-paid fields of the department.
- *Gender specific expenditure*: The budget for the gender unit could not be disaggregated from the rest of the budget and was difficult to assess because a proposal for a 13- person directorate to staff the unit had not yet been implemented.
- *Mainstream expenditure*: The highest infrastructure expenditure was on the Lesotho Highlands Water Project, which has been criticized for displacing millions of people, the majority of who are poor women and children. The Community Water Supply and Sanitation programme- the most important for women- received the lion's share of the budget; but 70 percent of this went into capital expenditure. There have been criticisms that DWAF has not paid sufficient attention to the need to balance fast tracking delivery with ensuring

adequate participation and sustainability. The gender implications of this bear further investigation. The review also examines the implications of cost recovery charges on women. On the positive side, the department insisted, in its Working for Water Programme that employs local people for clearing evasive alien plants that half of the *benefits* accrue to women. The department specified benefits rather than number of jobs, in recognition of the fact that either because of lack of skills or the worth accorded certain job categories; women are frequently in the lower paid jobs. This is an excellent example of a gender aware resource allocation decision.

Lesson Five: Training

The fifth lesson of gender mainstreaming is that all members of the organisation, at all levels, need gender sensitization training. This training can be packaged in different ways to suit the different time constraints and operational requirements of those involved.

In South Africa, the National Community Water and Training Sanitation Institute (NCWSTI) established by DWAF as a non profit organisation to provide relevant training for the sector is soon to establish a center of excellence on gender mainstreaming in partnership with the International Water and Sanitation Centre (IRC) in the Netherlands.

The two institutions will host a Gender Mainstreaming in Water Supply and Sanitation Workshop involving all stakeholders on 19- 20 March 2001. Training will include mainstreaming gender in all existing courses offered by the institute, as well as specific gender awareness training courses. The institute also hopes to become a resource for this sector in the sub-region.

BEST PRACTICES

This section of the review sites a few of the many examples of best practices in gender and mainstreaming the water and sanitation sector.

PROWESS stands for the "Promotion of the Role of Women in Water and Environmental Sanitation Services". Based in the UNDP, Prowess was established during the International Drinking Water Supply and Sanitation Decade (1981-1990) to promote the involvement of women in community planning, operation, maintenance and evaluation of water and waste disposal schemes. Its experience so far in well over 1000 communities in Africa, the Arab states, Asia and Latin America show that "early and wide participation by women and their communities pays off in better maintenance, higher cost recoveries, improved hygienic practices and other socio-economic gains for the community."

WORLD BANK STUDY: A World Bank Review, entitled "The Contribution of People's Participation: Evidence from 121 Rural Water Supply Projects" by D. Narayan in 1995 found that women's participation is among the variables associated with projects

effectiveness in the sector. Women's participation serves both practical and strategic gender needs. The practical gender needs of women are needs based on existing divisions of labour and authority; whereas strategic gender needs are those that require redress of gender inequalities and redistribution of power more equitably.

WOMEN AND HANDPUMPS: A project in Rajasthan, India, to train women hand pump mechanics ran into practical problems because it involved traveling long distances; the pumps were heavy and the training programme assumed a level of literacy that most women did not have. Modifications were made to the programme. For example, women worked in pairs so that they could carry the pumps together and share traveling. Training was modified so that learning could be much more interactive. Village women found the women mechanics more accessible and responsive than male mechanics. This led to a higher rate of preventive maintenance, with a much lower hand pump breakdown rate than male mechanics. (World Bank, 1995).

THE HIPPO ROLLER: Is a South African invention that has contributed to the alleviation of the burden of carrying water. With a capacity of about ninety liters, women, children and the elderly can easily roll it from a water source. It is a valuable alternative to communities that still have to collect water from sources further than 200 meters away. (Mjoli, 1998).

INCOME GENERATION: Women's organisations in Kenya and Honduras run water kiosks, purchasing water in bulk from the water agency and selling it at low cost in squatter and slum areas (World Bank, 1995).

STRATEGIES FOR MAINTAINING PUBLIC FACILITIES: In Malawi, water tap committees composed mainly of women have been organized. They use the pipeline routes as paths and report leakages to the village caretaker. In Samoa, while women weave mats in open-walled watch houses, they keep watch over village bathing and drinking sources and ensure their proper use. In Tanzania, women choose a site attendant from a nearby household and maintained rosters for site upkeep and preventive maintenance. (World Bank, 1995).

WOMEN'S KNOWLEDGE: In Burkina Faso, women were found to have information on the year-round reliability of traditional water sources, whereas village chiefs and elders lacked such knowledge. (World Bank, 1995)

DESIGN OF CHILDREN'S TOILETS: In Sri Lanka children did not use latrines because they were far away and dark and the children were afraid of falling in. Special child size latrines were built without walls under the eaves of houses, just outside the kitchen door. Mothers can now more easily train children to use them; the area is also used for bathing and the bath water is used for flushing (World Bank 1995).

CONCLUSIONS

Perhaps more visibly so than in any other sector, gender mainstreaming in the water and sanitation sector has shown tangible results in improving ownership, participation and ultimately efficacy and efficiency. But gender mainstreaming seldom just happens. There needs to be a conscious, clearly spelt out policy that is operationalised throughout the project cycle, monitored, evaluated and adjusted to ensure the best results. This requires commitment and resources. It also requires institutional mechanisms that involve the human resource, policy, planning and implementation arms of government; as well as gender structures in related agencies such as statutory bodies and civil society. Increased gender awareness, through training at all levels, is key. In South Africa, plans to establish a center of excellence in gender mainstreaming in the water and sanitation sector by the NCWSTI will help to raise the profile of this issue; as well as develop the necessary skills.

ANNEXURE A:

CHECKLIST FOR GENDER AUDIT OF SADC SECTORS

I. INTRODUCTION

1. Give a brief background to and overview of the sector in the context of the SADC Programme of Action.
2. What policies, protocols or any other guiding documents exist for the sector ?
3. What are the key objectives of this sector as expressed in the available policies, protocols and or/ other guiding documents ?

II. ANALYSIS OF POLICY FRAMEWORK

Key gender issues

1. What are the key gender issues in this sector (draw both from general literature, existing sector documents and from interviews).

Regional and international commitments

2. Is the sector aware of existing SADC documents and commitments to gender eg the Declaration on Gender and Development ?
3. Is the sector aware of international obligations with regard to gender, eg the Convention for the Elimination of All Forms of Discrimination Against Women ?

Existing sectoral gender policies at regional and national level

4. Does the sector have a gender policy ? If so, to what extent are the above commitments reflected in the policy ?
5. Where is the sector gender policy located ? Is it an integral part of the sector policy or an add on ?
6. Do member states have gender policies on the sector you are examining ?

Capacity and responsibility for gender mainstreaming of policy

7. What structures exist for policy development in the sector
 - (a) overall
 - (b) with regard to gender mainstreaming
8. Who are the drivers of these processes ?
9. What weight do they assign to gender considerations ?

Policy formulation process

10. Were national sectoral gender policies a) analysed b) taken into account in drawing up of the SADC policy framework ?
11. What was the process for formulating the policy ?
12. Were both women and men consulted and did they participate in the policy formulation process ?
13. If so which specific categories of men and women were targeted (urban, rural, young, old etc).

Monitoring and evaluation

14. Is there a built in process for monitoring or reviewing this policy ?
15. Does this process include monitoring the gender impact of the policy ?

Gender impact of the policy

16. How does the policy impact on men and women ?
17. Which areas of the policy are of special benefit to women ?
18. To what extent do the sector policies and/or gender policy address the key gender issues for the sector ?
19. How can the policy be improved to advance the achievement of gender equality, to which SADC Heads of State committed themselves in the 1997 Declaration on Gender and Development ?
20. Summarise the above findings as follows:

KEY ISSUES	KEY GENDER ISSUES	EXISTING POLICIES	EXISTING GENDER POLICIES	EXISTING MONITORING MECHANISMS	HOW EXISTING GENDER POLICIES AND MECHANISMS CAN BE IMPROVED

III. PROGRAMME ANALYSIS

Link between policy and programmes

1. To what extent do the SADC sector programmes
 - (a) address key policy issues in the sector ?
 - (b) address key gender issues for the sector ?

Strategic planning

2. How does the SADC sector decide on a programme ?
3. To what extent does the SADC sector take into account the different needs of men and women in reaching this decision.

IV. PROJECT ANALYSIS

Project overview

1. How many projects are there in this programme area ?
2. How many of these are operational ?
3. Who are they targeted at ?
4. What are the sources of funding for each project ?
5. Who is responsible for project design and implementation ?

Gender impact assessment

6. Analyse the gender impact of existing projects using the following framework:

PROJECT STAGE	GENDER CONSIDERATION	EXTENT TO WHICH GENDER CONSIDERATIONS ADDRESSED	ANALYSIS OF IMPACT ON GENDER EQUALITY (WELFARE-CONTROL)
CONCEPTUALISATION <ul style="list-style-type: none"> ▪ Identification ▪ Needs analysis ▪ Design ▪ Linkages 	Was gender analysis part of the conceptualisation of the project ? Were men and women consulted as separate groups ?		
IMPLEMENTATION <ul style="list-style-type: none"> ▪ Project approval ▪ Capacity to implement ▪ Human resources ▪ Financial resources ▪ Technology ▪ Information knowledge management ▪ Reporting systems 	Quantitative and qualitative information on how men and women contributed to these processes.		
MAINTENANCE/ SUSTAINABILITY	Involvement of men/women in ensuring the sustainability of the project		
INDICATORS	Existence of general indicators Existence of indicators that show impact on men and women		
MONITORING, EVALUATION AND DOCUMENTATION	Regard for impact on men and women Corrective action		
BENEFICIARIES	To what extent do men and women benefit from the final output of the project ?		

7. What does this analysis tell us regarding the extent to which individual projects, in the way they are designed and implemented, and in their actual outputs, are advancing gender equality. Summarise these findings as follows:

PROJECT	OBJECTIVES	BUDGET	EXTENT TO WHICH PROJECT ADVANCES GENDER EQUALITY

V. BUDGET ALLOCATIONS

1. What proportion of the overall SADC budget (intended and secured) goes to this sector as opposed to other sectors. Comment on the overall budget allocation relative to the importance of this sector to the advancing of gender equality.
2. Make a detailed analysis of the budget using the following table.

KEY GENDER ISSUES	PROJECTS THAT ADDRESS THESE DIRECTLY	BUDGET AND SOURCE	PROJECTS THAT ADDRESS THESE IN-DIRECTLY	BUDGET AND SOURCE	COMMENT

3. How is the budget divided up within each programme ?
4. What is the effect of this with regard to advancing gender equality.
5. How do women benefit from the budget compared to men ?
6. Would the budget need to shift to address gender objectives more effectively ?

VI. INSTITUTIONAL TRANSFORMATION

1. Quantitative

CATEGORY	No of women	%	No of men	%
Management				
Professional				
Junior profess				
Secretarial				
Clerical				
Technical assistants				
Sector focal points				

2. Qualitative

ISSUE	GENDER QUESTIONS
Policy	Is there an affirmative action policy ? What does it say with regard to gender ?
Recruitment	How are jobs advertised ? What efforts are made to encourage women to apply ? Are data banks of possible women applicants kept ?
Selection	Are interview panels gender balanced ? What kind of questions are asked ?
Job description/perf agreement	Is the responsibility of promoting gender equality in all policies, programmes and projects written into these documents ?
Training and development	What special efforts are made to provide training for women to bridge the gender gap ? Is gender training provided, and if so, in what form ?
Promotion	What promotion possibilities exist for women ?
Conditions of service	Are benefits for male and female employees equal ? Are maternity and paternity leave provided for ?
Working and physical environment	Are employees required to work at night ? What security provisions are made ? Is there provision for flexitime ? Does the job involve a significant amount of travel ? Are there child care facilities/provisions ? Is there a policy on sexual harassment ? Is the use of sexist language banned ?

3. Consultants

- How many consultancies have there been in the sector with regard to protocols/policies/ programmes/projects/ institutional reviews/ information and communications/ training ?
- Profile of the consultant in each of the cases cited above. Total number of men/women. No of gender experts or consultants with gender/training (men/women).
- What kind of gender specific consultancies have been commissioned and how have these been put to use ?

4. Institutional arrangements for gender mainstreaming

Political level

- To what extent does the minister responsible for the sector regard gender mainstreaming as his or her responsibility ?

SCU- General

- To what extent do all members of the SCU take gender mainstreaming as their responsibility ?
- What is the relationships between the gender focal point, gender structures in the host country, and the Gender Unit in the SADC Sctrariat ?
- Has anyone from the SADC Secretariat ever discussed gender issues with SCU directly.
- What links are there with civil society ?
- Does the SCU work in collaboration with other gender focal points in the country ?
- To what extent are national representatives of the sectors gender aware ? Has this been assessed ? Does the SADC sector have the capacity to do this ?
- Has the SCU accessed/ read the gender policies/ plans of action of member states with regard to the sectors you are working in ?

- Is the SCU involved in any way in current gender debates ?
- To what extent is the SCU involved in the drawing up of policies and protocols and in the actual implementation of projects ?
- Does the SCU have the power to influence decision making a) generally b) with regard to gender ? If yes, why ? If no, why ?
- To what extent do turnover and lack of continuity and "institutional memory" hinder gender mainstreaming in the sectors ?
- Existence of gender materials in resource centre at the unit, or accessibility of such material from elsewhere.

Gender focal point

- At what level is the gender focal point employed ?
- What access to/ influence on other members of the SCU, and especially of decision makers, does the gender focal point have ?
- What other responsibilities does the gender focal point have ?
- Has the GFP received gender training ?
- Does the GFP have clear terms of reference ?
- Is gender part of the GFP job description or is it an add on ?
- Contact/ interaction with other structures in the SADC Gender Machinery.
- Communications strategy.

5. Audit of Gender Training and Capacity in SCU's

CATEGORY	SEX	TYPE OF GENDER TRAIN. *	LIMITATIONS	APPLICATION	TRAINING NEEDS
Management					
Professional					
Junior professional					
Secretarial					
Clerical					
Consultants					

* Gender sensitivity; Gender Awareness; Gender Policy Analysis; Training of Trainers; Monitoring; Participatory Methodologies.

VII. RECOMMENDATIONS

Policy

- If the policy framework is still in a draft stage, what possibilities exist for ensuring that it is engendered ?
- If the sector has a separate gender policy, how can this be mainstreamed ?
- If the sector has a gender blind policy framework, but no separate gender policy, what is the best way of ensuring that this is mainstreamed ?
- Make concrete suggestions as to how the policy framework might be engendered.

Programmes

- The need for additional projects if key gender objectives are to be met.
- The need for integrating gender considerations into existing projects if key gender objectives are to be met.

Projects

- Means for ensuring that gender considerations are routinely incorporated at all stages of the project cycle.

Budget allocations

- The adequacy of, and recommendations for shifts in budget allocations in order for key gender objectives to be met.

Institutional arrangements

- How institutional arrangements can be strengthened to ensure that they advance gender equality.
- More effective linkages between sectors.
- More effective and sustainable approaches to gender training/ provision of analytical skills.

Strategy for engendering the sectors

- Make suggestions for a step by step programme for supporting the SCU's in engendering their policies, programmes, projects and practices.

Resource implications

What are the resource implications of the recommendations ?

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