

National Water Reuse Programme: Programme Design and Preparation of a Full Funding Proposal to the Green Climate Fund (GCF)



Annexure 8a: Gender Assessment and Action Plan

09 June 2023

This deliverable has been prepared by the Development Bank of Southern Africa with the support of Pegasys (Pty) Ltd in association with:

- JG Afrika (Pty) Ltd;
- Amber Public Sector Consulting (Pty) Ltd;
- Clarity Global Strategic Communications; and
- Yubifin (Pty) Ltd.

All referred to as the 'Service Provider' in the Service Level Agreement executed between Pegasys and the DBSA on 10 January 2021.

CONTENTS

1. INTRODUCTION	1
1.1 Project Context	1
1.2 Methodology.....	1
1.3.1 Wash Themes	3
1.3.2 Climate Change.....	3
1.3.3 Purpose of WRP and the Gender Assessment	4
1.4 Gender and the Water Reuse Programme.....	4
1.5 Principles and Definitions	6
1.6 DBSA's Approach to Gender Mainstreaming	7
2. LEGAL AND REGULATORY REVIEW	1
2.1 International and Regional legislation	1
2.1.1 Convention on The Elimination of All Forms of Discrimination Against Women (CEDAW) And African Charter on The Rights of Women (Maputo Protocol)	1
2.1.2 Green Climate Fund	1
2.1.3 United Nations (UN) Sustainable Development goals.....	1
2.1.4 SADC Frameworks	2
2.2 National legislation.....	3
2.2.1 The Constitution of South Africa (1994)	3
2.2.2 Water Services Act (1997)	3
2.2.3 National Sanitation Policy (2016).....	3
2.2.4 The National Norms and Standards for Domestic Water and Sanitation Services (2017)	4
2.2.5 National Strategy towards Gender Mainstreaming in the Environment Sector (2016 – 2021) .	4
2.2.6 National Water Resources Strategy Second Edition	4
2.2.7 Water and Sanitation Gender Policy (1996)	5
2.2.8 National Development Plan (NDP)	5
2.2.9 Local Government: Municipal SYSTEMS Act 32 of 2000	5
3. STAKEHOLDER MAPPING AND LESSONS LEARNED.....	7
3.1 Good Practice and Lessons Learned	9
3.1.1 Namibia's Wastewater Reclamation Plant.....	9

3.1.2	India: The Urban Water Supply and Environmental Improvement Project (UWSEIMP or Project UDAY)	10
3.1.3	Barbados: The R's (Reduce, Reuse and Recycle) for Climate Resilience Wastewater Systems in Barbados	11
3.1.4	Fiji urban Water Supply and Wastewater Management Project	11
4.	CHALLENGES, OPPORTUNITIES, AND INTERVENTIONS	13
4.1	Key Challenges and Sources of Vulnerabilities for Women	13
4.1.1	Gender and Climate Change	13
4.1.2	Gender in Rural Areas	14
4.1.3	Gender Norms, Attitudes and Stereotypes	15
4.1.4	Women in STEM Careers	16
4.1.5	Historical legacies	17
4.1.6	Hygiene and sanitation	17
4.1.7	Socio-economic dimension and Unequal Access to resources	18
4.1.8	Unequal Access to Land	19
4.1.9	Gender-based violence (GBV)	19
4.1.10	Decision-Making and planning	20
4.1.11	Lack of sex-Disaggregated data	20
4.1.12	Roles, rights and Differential needs of women and men	21
4.2.	National and local-level challenges to unlock	21
4.2.1	National	24
4.2.2	Provincial and Local	28
4.2.3	Summary	37
4.3.	Key Gender-Related Challenges for the programme to address	38
5.	ACTION PLAN INTERVENTIONS AND ACTIVITIES	41
5.1.	Programme-Level interventions	41
5.2.	Project-Level interventions	43
5.3.	Risk and mitigation: Independent grievance mechanism	45
6.	CONCLUSION	46
	REFERENCES	47

LIST OF TABLES

Table 1-1 Gender indicators on the DRT	9
Table 4-1 Distribution of Employed Women across Industry by Skills and Category, 2016	15
Table 4-2: Brief description of the identified municipalities	22
Table 4-3: Gender Mainstreaming Assessment Instrument	26
Table 4-4: Outcomes, indicators, baseline, and targets relating specifically to gender in the Kwa-Zulu Natal PGDS.....	28
Table 4-5 Programme Challenges.....	39

LIST OF FIGURES

Figure 1-1 The gap between water supply and project water demand under two scenarios by 2032 in South Africa (Green cape 2018)	5
Figure 2-1 Sustainable Development Goals.....	2
Figure 3-1 Stakeholder Map	7
Figure 3-2 Wastewater Plant in Windhoek Namibia	10
Figure 4-1 textbox Scholarship Program for Women in the Water Sector in the Lao	16
Figure 4-2 Burkina Faso - Installing Ecological Sanitation	18
Figure 4-3 Gender owned by hectares – Source: Land Audit Report DRDLR 2017.....	19
Figure 4-4 Mabule Sanitation Project	21
Figure 4-5: SA Unemployment levels 2008-2019.....	24
Figure 4-6: Structure of the national machinery for the advancement of gender equality in South Africa	26
Figure 4-7 Average Share of Employees in a Water Utility that are Women (2018-2019)	39

LIST OF ABBREVIATIONS

BBBEE	Broad-Based Black Economic Empowerment
CBD	Convention on Biological Diversity
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CGE	Commission of Gender Equality
DBSA	Development Bank of South Africa
DCOG	Department of Cooperative Governance
DFFE	Department of Forestry, Fisheries and the Environment
DFID	UK Department for International Development
DWS	Department of Water and Sanitation
ESG	Environment, Social and Governance
GBV	Gender Based Violence
GBVCC	Gender Based Violence Command Centre
GCF	Green Climate Fund
GESI	Gender Equality and Social Inclusion
HDI	Human Development Index
IDP	Integrated Development Plan
KPI	Key Performance Indicator
LGBTIQ+	Lesbian, Gay, Bisexual, Trans, Intersex and Queer
MISA	Municipal Infrastructure Support Agent
NDP	National Development Plan
PDO	Predetermined Objective
PGDS	Provincial Growth and Development Strategy
POA	Programme of Action
SA	South Africa
SADC	Southern African Development Community
SAPS	South African Police Service
SIF	Strategic Implementation Framework on Gender And Development

SMMEs	Small Business Key to Job Creation Small, Medium and Micro Enterprises
SSA	Sub-Saharan Africa
STEM	Science, Technology, Engineering, And Mathematics
ToR	Terms of Reference
UIS	UNESCO Institute for Statistics
UNCCD	United Nations Convention to Combat Desertification
UNFCCC	United Nations Framework Convention on Climate Change
UWSEIMP	Urban Water Supply and Environmental Improvement Project
WASH	WASH Water, Sanitation and Hygiene
WPO	Water Partnership Office
WRP	National Water Reuse Programme
WWF	World Wide Fund

PROGRAMME SUMMARY

Programme	National Water Reuse Programme
Country	South Africa
Sectors	Water; Waste
Project Type	Green Climate Funding
Submission Date	08 December 2022
Version	Version 4
Compiled by	Traci Reddy (Pegasys)

1. INTRODUCTION

1.1 PROJECT CONTEXT

South Africa is a water-stressed country and consumptive water use is driving pressures on the national water resource system, with a potential 17% water deficit forecast by 2030. Several interventions have been initiated by national government already to avoid this projected water deficit with a key element of these interventions being to develop an enhanced level of diversification to the “mix” of water supply sources. **The South African National Water and Sanitation Master Plan (2019) makes a specific note of the need to reduce water demand and increase water supply through the “re-use of effluent from wastewater treatment plants, water reclamation, as well as desalination and treated acid mine drainage”.**

At present, most effluent discharge and urban run-off are not reused and in light of The South African National Water and Sanitation Master Plan note, the opportunity to initiate a framework for the scaled development of water reuse infrastructure is evident. To this end, the Development Bank of Southern Africa (DBSA) has partnered with various government departments (including the Department of Water and Sanitation (DWS), the Department of Cooperative Governance (DCOG) through its agency the Municipal Infrastructure Support Agent (MISA), and the National Treasury for the development of a National Water Reuse Programme (WRP). In addition, as an Accredited Entity of the GCF, the DBSA also submitted a proposal to the GCF to support the design and implementation of the WRP in South Africa. Noting the importance of water reuse to diversifying the ‘water mix’ in South Africa, and the challenges and barriers to entry that exist in the development of these water reuse projects at scale, the development of a focussed programme to address these challenges and ultimately implement pathfinder projects is critical to contributing towards building a more resilient water future. **The following document is an annexure to the proposal and provides an outline of the status of gender equality in South Africa by exploring various key themes relevant to the programme’s context.**

1.2 METHODOLOGY

Document Review

In close consultation with the client, the consulting team undertook a review of the following documents:

- Internal Bank Policies and Strategies (e.g., Gender Strategy, Human Capital and Investment Policies, Syndicate Group Investing Pillar Report, Environmental and Social Safeguard Standard 3, DBSA Gender Strategy Framework, DBSA Recruitment Policy and Process, DBSA Corporate Plan 2021/22 – 2023/24, DBSA draft Corporate Plan 2021/22 – 2024/25, DBSA New Employment Equity Plan 2021 – 2024, Gender Equality Subcommittee Plan 2021 - 2024 amongst others).
- reports and Board Presentations on DBSA’s Gender Mainstreaming Programme;

- relevant National gender legislative requirements and protocols, such as the National Development Programme, SDGs, SADC's Protocol on Gender and Development, the Green Climate Fund requirements, and the Global Environmental Facility's gender requirements, UN Compact; and
- recent literature on approaches, toolkits and guidelines for carrying out Gender Analyses, Gender Assessments and Gender Action Plans of relevance.

The findings from this review have been collated into a succinct summary report, focused on capturing the relevance and key takeaways (per category of literature) to inform the development of the Gender Action Plan.

Stakeholder Engagement

The process of stakeholder engagements plays a vital role in any project and often is the most important tool available to obtain inputs and support from stakeholders while also promoting transparency and effective communication. The Gender Action Plan as well as the development of the Full Funding Proposal will benefit from the insights and inputs of different stakeholders, as such, there is a need to ensure that these engagement processes are rooted in core principles:

1. **Identify and understand:** Successful stakeholder engagements relies on identifying and prioritising all stakeholders to be engaged with as well as understanding their interests and concerns. This also means understanding which stakeholders are to be informed, consulted with, contribute towards a particular outcome, or collaborated with.
2. **Engage as early as possible:** Once stakeholders have been identified and prioritised, it is necessary to engage as early as possible so that stakeholders are informed and involved throughout the project.
3. **Communication and transparency:** Effective and ongoing communication underlies all engagements and sharing of information at engagements helps to contribute towards transparency and buy-in.
4. **Inclusivity:** Stakeholders vary across sectors and geographies and the engagement process must ensure inclusivity, so no group is excluded from the process.
5. **Follow up and report back:** Stakeholder engagements are ongoing and entails not just initiating engagements, but also following up with stakeholder on issues as well as reporting back to provide updates and outcomes of previous action items.

The COVID-19 pandemic has resulted in the need to develop adaptive approaches to stakeholder engagements that takes into consideration the absence of in-person interactions and the advantages thereof. This means exploring virtual platforms that allow for sufficient engagement while also ensuring a greater reach to stakeholder that spans multiple geographies. During consultations, South Africa was and still is dealing with the COVID-19 pandemic, and therefore stakeholder engagement approaches were cognisant of this and how to adapt to travel- and social gathering-related restrictions. Furthermore, all stakeholder consultations are according to current regulations with regards to social distancing, mask wearing etc.

The outcomes of the document review and the stakeholder engagement are presented in this report. **1.3**

BACKGROUND TO THE ASSESSMENT

1.3.1 Wash Themes

Water insecurity is rapidly growing in urban areas, and heavy pressure on neighbouring water resources exacerbate access to adequate water, sanitation and hygiene (WASH) infrastructure and amplifies the complex relationship between gender, development and water demand. WASH has significant implications for gender equality. This is because women and girls tend to be disproportionately affected by a lack of access to adequate WASH infrastructure, in large part due to biological and social factors connected to the productive and reproductive roles that they play.

Meeting the WASH needs of women and girls requires recognising the gendered barriers that prevent access to WASH services and infrastructure as well as addressing women's and girls' specific WASH needs. These needs include reproductive health needs like menstrual hygiene and maternal and new-born health as well as those connected to their role as mothers, caregivers and income generators. At the same time, it is important to recognize that integration of gender considerations has impacts beyond good water and sanitation performance, including economic benefits, empowerment of women and benefits to children and other vulnerable populations. This calls for an expanded approach to gender mainstreaming that considers a gender and social inclusion (GESI) perspective to identify vulnerable populations as part of the design and implementation of WASH infrastructure projects, and more specifically in water reuse initiatives and programmes. Gender mainstreaming also requires finding ways to involve men to solicit their views on gender issues while engaging them as partners who can ensure that women can be equal beneficiaries and participants in all phases of project development and implementation.

1.3.2 CLIMATE CHANGE

Women, especially poor women, are one of the groups most vulnerable to the effects of climate change, and least likely to have the resources to cope with them. Climate change worsens existing vulnerabilities and adds to the pressures on the environment and natural resources. More so, gender differential impacts of climate change are attributed to existing inequalities between men and women in South Africa such as unequal access to resources, gendered division of labour and decision-making power which affects the ability to respond to the effects of climate change. A core example is found in the rural areas where women, usually the head of the household, are not readily mobile to move households. When climate impacts occur in prone areas, women are less likely to leave their household as their responsibility is to care for children and elderly while needing to rely on limited/reduced natural resources to sustain their families or earn an income. Because women are one of the most vulnerable groups, it is essential that they are equally represented and equal participants and agents of change in climate change solution development – and that this is reflected in South Africa's legislation and policy framework. This theme is essentially explored throughout the assessment.

1.3.3 Purpose of WRP and the Gender Assessment

Programmes, such as WRP, can improve efforts to help those vulnerable to climate change to anticipate, absorb and adapt to droughts, floods and other climate-induced shocks. Coordinated action is needed across sectors to drive progress on gender equality and female empowerment, as well as sustainable reductions in poverty, vulnerability and water insecurity. This requires thoughtful collaboration between infrastructure service delivery and public works programmes, water and gender agencies, alongside those responsible for climate change, disaster risk management and urban development.

This programme intends to be the nexus between addressing water insecurity exacerbated by the impacts of climate change and strengthening South Africa's adaptative capacity while considering the array of gender dimensions that will enhance, divert, impact and support the success of the programme.

This gender assessment will examine the roles and different needs of women and men in the context of water reuse and serve as a practical tool for identifying opportunities for promoting gender equality in the programme. The gender action plan will build on this assessment and include gender-responsive activities, indicators, timelines and responsibilities.

1.4 GENDER AND THE WATER REUSE PROGRAMME

The **gender assessment** is intricately weaved into the SA Water Reuse Programme. The Programme aims to optimise the water mix, which is currently strongly dominated by surface water, with some groundwater and return flows, to a water mix that includes increased groundwater use, re-use of effluent from wastewater treatment plants, water reclamation as well as desalination and treated acid mine drainage. This has been outlined as a key strategic intervention for the country as part of the National Water and Sanitation Masterplan (DWS, 2018). As shown in **Figure 1-1 The gap between water supply and project water demand under two scenarios by 2032 in South Africa (Green cape 2018)**, if planned additional water supply is considered, water efficiency is achievable as the gap between supply and demand will narrow, optimally by 2035.

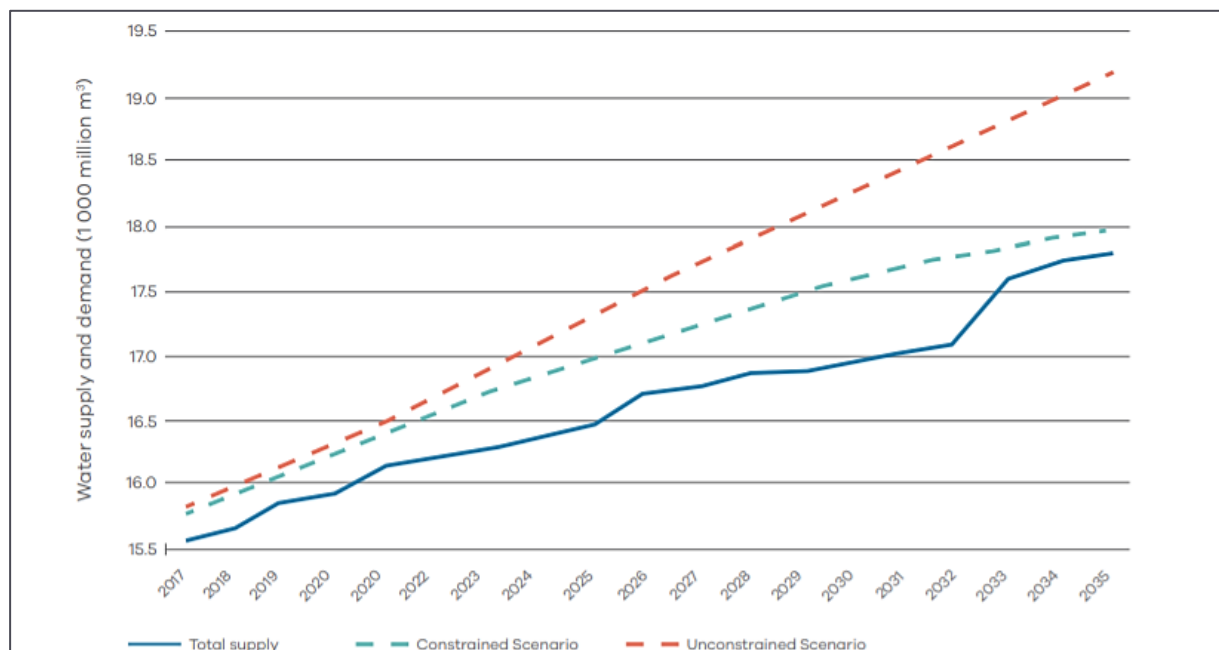


Figure 1-1 The gap between water supply and project water demand under two scenarios by 2032 in South Africa (Green cape 2018)

Applying an innovative finance lens, the programme will assist to design a pathway to mobilise resources to scale up water reuse as a key element of South Africa’s approach to climate adaptation. More specifically, the programme will apply a blended finance approach, to increase climate-related water reuse investments in South Africa while establishing water reuse as a new asset class in South Africa. The team will also consider a programmatic approach to water reuse in South Africa to help cities and vulnerable communities in cities and rural areas adapt to climate change and more sustainably utilise scarce water resources.

Addressing the current water security issue will not only consider the financial component but will also require a **gendered lens** to address the broader challenges. This includes acknowledging the social inequalities prevalent in accessing water due to historical legacies of discrimination against gender. Additional issues relevant to the programme that will be explored include, gender-based violence, menstrual health, decisions making and representation, equipment design, safety, labour provisions, working conditions, etc.

The programme will thus endeavour to explore a multitude of complex gendered issues and offer activities and outcomes that support sustainable and equitable objectives. It will actively engage diverse perspectives and experiences to ensure that the product, services, and systems are designed to address gender differences and barriers. **Understanding gender differences along the waste and water value chain will influence decisions, and responsibilities, and will be critical to ensuring access to improved water supply services for all. To identify and design for these gender differences, the programme will be designed in a manner that will be intentional about bringing about positive gender-related impact.**

1.5 PRINCIPLES AND DEFINITIONS

The following guiding principles will assist to create a framework that influences the final activities, outputs and anticipated outcomes for the gender action plan:

- Relying on international and national good practices to gender equality and human rights to guide the process to mainstream gender and promote gender equality and empowerment into the programme.
- Ensuring that the allocated financed activities addressed do not exacerbate existing gender-based inequalities.
- Applying a gender-responsive approach throughout the identification, design, implementation, monitoring, and evaluation.
- Addressing the gender gaps and supporting the empowerment of women to help achieve global environmental benefits.

For ease of reference, the following definitions are relevant for the programme:

1. **GENDER ASSESSMENT:** is a systematic approach to understand differences between the development needs and priorities of men and women and the variable impact of development programs on them. It uses data to understand men's and women's different roles, responsibilities, decision-making power, incentives, and access to productive resources and basic services. Gender assessment includes contextual analysis of the socioeconomic, legal, and political environment as they affect gender-based roles and constraints in society (Asian Development Bank, 2021).
2. **GENDER ACTION PLAN (GAP):** is a tool to strategically plan and implement specific activities to enhance gender equity among a project's target groups. A GAP includes a summary of gender activities, action steps, timeframe, indicators and measures to be carried out by project implementing agencies (Asian Development Bank, 2021).
3. **GENDER EQUITY:** refers to the fair distribution of benefits and responsibilities between women and men according to their respective needs. This may involve equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, and opportunities. In the development context, a gender equity goal may introduce special measures to compensate the disadvantaged women and men, to end inequality and foster autonomy (Asian Development Bank, 2021).
4. **SAFE AND AFFORDABLE DRINKING WATER:** is used for drinking, cooking, food preparation and personal hygiene. It is always free from pathogens and elevated levels of toxic chemicals and is suitable for use by women, men, girls, and boys including people living with disabilities.
5. **ADEQUATE AND EQUITABLE SANITATION:** is the provision of facilities and services for safe management and disposal of human urine and excreta (faeces). Facilities are close to home so that they can be

easily reached and used when needed. They are suitable for use by men, women, girls and boys of all ages including people living with disabilities.

6. **HYGIENE:** refers to behaviours that encourage the widespread adoption of safe hygiene practices to keep people and their environment clean, enhance dignity, prevent the spread of diseases, reduce under-nutrition and maintain health. Key hygiene behaviours include: i) handwashing with soap at critical moments, ii) safe and hygienic management of human excreta and cleanliness of sanitation facilities, iii) safe domestic water management from source to the point of consumption, iv) food hygiene, and v) menstrual hygiene and management.

1.6 DBSA'S APPROACH TO GENDER MAINSTREAMING

The Development Bank of South Africa (DBSA) has an integral link with the South African government, through its 100% ownership of the bank. DBSA is one of the country's primary vehicles for promoting infrastructure development in both the public and private sector and therefore strongly aligns to the country's national objectives on race, gender and equity redress.

The DBSA has long-recognised the critical role that women play in driving inclusive economic growth and development in the region. In 2018, gender mainstreaming was incorporated as part of 11 DBSA Environmental and Social Safeguard Standards.

DBSA launched their flagship Gender Mainstreaming (GM) Programme in 2019 that seeks to source finance and address barriers for large- and small-scale infrastructure in the energy, Information and Communications Technology (ICT), transport and water and sanitation sectors by promoting investment in women-owned or women-led projects. The four strategic pillars in the Gender Mainstreaming Programme that were developed with and approved by the DBSA Board are:

- Promoting investments in women-owned projects.
- Adapting strategies, policies, and procedures to enable gender mainstreaming across the Bank.
- Providing capacity building and knowledge sharing.
- Building partnerships with public and private partners who share our vision for gender equality.

As part of the GM Programme, the Bank's investment pillar has adopted a gender framework which embeds gender considerations in every stage of the project cycle and the monitoring and evaluation teams have implemented the DRT (development results tool) to track each project's targets. The Bank has also developed KPIs for women-led deals which have been incorporated into the balance scorecard.

Building on the on-going success of GM programme and based on findings from a Frankfurt School study on strengthening gender equality in the development banking sector, the DBSA is now looking to develop and implement a customised Gender Mainstreaming (GM) Policy and Framework for both their operational

practices and (internal and external) deal-making activities. This is part of the ongoing refinement & fast-tracking implementation of GM processes and projects at the Bank.

Entrenching GM into DBSA'S day to day financing process, has been implemented and the Bank has shown a commitment to gender-sensitive investing and to gender equality in the infrastructure financing sector by the inclusion of the Gender Marker System as an Addendum to the DBSA's Environmental and Social Safeguard Standards. The Safeguard provides a framework for project sponsors or clients to ensure that their proposals align with the DBSA's expectations as they relate to gender mainstreaming. In the establishment of the Water Partners Office, the Water Reuse Programme will lean on the existing practices, instruments, and tools that the DBSA already has in place for gender mainstreaming throughout the entire project cycle. The Gender Marker System is used to categorise projects based on the extent to which they address GM issues. These four categories are:

1. **Category 1:** the objective of the project and its outcomes directly address gender mainstreaming.
2. **Category 2:** gender mainstreaming is one of the outcomes of the projects but it is not the principal one.
3. **Category 3:** one or more of the outputs of the project specifically focus on gender mainstreaming.
4. **Category 4:** marginal gender elements indicates that one or more of the activities specifically benefit both men and women.

Each of the categories then have a set of requirements, for instance, a gender action plan, gender assessment and analysis or both. The Water Reuse Programme will fall into category 3 as *“one or more of the outputs of the project specifically focusses on Gender Mainstreaming”* and the outcomes will not be the main key features of the programme. As such, the following gender assessment and action plan provides greater detail on how gender mainstreaming will be incorporated into the programme and the outputs that will specifically address gender mainstreaming during the design and execution of the programme. The DBSA has conducted training sessions for its frontline staff to cascade its GM definition, strategy, positioning and principles throughout the Bank. The GM Infrastructure Finance Training Pack introduces GM at the project level and introduces the Gender Marker System and its implementation in the DBSA appraisal process. The aim of the training sessions is to enhance the capacity of DBSA staff in GM knowledge and skills.

The DBSA has a gender forum that meets regularly, and a gender lead that participates in project selection and procurement. The Gender Policy being developed will help strengthen the way the DBSA approaches these activities, both internally within the institution and externally, in the clients/service providers it engages with. The DBSA implements a dynamic Development Results Reporting Framework (DRRF) to support effective development impact reporting on the DBSA Portfolio. The DRRF enables reporting on relevant impact metrics by project category and is premised on a Development Results Template (DRT) through which project objectives, indicators, metrics, and monitoring requirements are identified at the project appraisal stage. This forms the basis for reporting on the anticipated development results and impacts of all projects financed, including all projects selected for financing. The gender indicators that are reported on the DRT are shown in **Error! Reference source not found..**

Table 1-1 Gender indicators on the DRT

Gender Indicators on the DRT

1.1 Total No. of direct construction jobs created
1.1.1 No. of women employed
1.2 Total No. of direct operational phase jobs created/sustained
1.2.1 No. of women employed
2. Broad Based Black Economic Empowerment (BBBEE)
2.1 Percentage of black women shareholder in the transaction
2.2 Client's BBBEE spend on empowering suppliers that are women-owned (%)/R '000
ENVIRONMENTAL SOCIAL AND GOVERNANCE:
Are the following effective environmental and social governance mechanisms in place?
Gender Action Plan?
Gender Marker Category (select from the list)
NQF credit-bearing training opportunities for women (No.)
Non-credit-bearing training opportunities for women (No.)
Improved gender diversity - % of women beneficiaries (direct)
Improved gender diversity - % of women at senior management level
ENVIRONMENTAL:
Number of females reached by [or total geographic coverage of] climate related early warning systems and other risk reduction measures established/strengthened
Number of females made aware of climate threats and related appropriate responses

The Bank's core mandate is financing large scale infrastructure projects. However, its experience in engaging with female-led enterprises and projects in its focus enterprise sectors (energy, ICT, transport and water and sanitation) is that women-owned or women-led businesses tend to operate smaller projects with lower financing needs. To achieve its objective of financing such smaller projects, the Bank's gender workstream operations team has developed new definitions and criteria for the Bank's lending and technical assistance processes directed at them. This has included redefining its KPIs from size of project to number of projects.

2. LEGAL AND REGULATORY REVIEW

The various instruments, laws, policies, and regulations currently in effect in South Africa create a legal framework for the provision of water and waste services as well as certain infrastructure consideration at several specific locales. The key documents are noted below and offer a guide on the current regulatory enabling environment that the project will be implemented in.

2.1 INTERNATIONAL AND REGIONAL LEGISLATION

2.1.1 Convention on The Elimination of All Forms of Discrimination Against Women (CEDAW) And African Charter on The Rights of Women (Maputo Protocol)

The right to 'adequate water' is specifically provided for in the International Convention on the Elimination of All forms of Discrimination against Women (CEDAW) and Protocol to the African Charter on the Rights of Women (Maputo Protocol).

CEDAW recognises the right of women in rural areas to enjoy adequate living conditions, particularly in relation to sanitation and water supply. CEDAW in the context of climate change and disasters highlights that States parties have both general obligations to ensure gender equality as well as specific obligations to guarantee rights that may be negatively affected by climate change and natural disasters. Article 15 of the Maputo Protocol requires states to ensure that women have the right to nutritious and adequate food and access to clean drinking water. These rights are reinforced in African Union's Agenda 2063 (Aspiration 6) and in the Sustainable Development Goals 5 and 8.

2.1.2 GREEN CLIMATE FUND

The GCF commits to (1) gender equality and equity; and (2) inclusiveness in all activities. Gender mainstreaming is central to the GCF's objectives and guiding principles, including through engaging women and men of all ages as stakeholders in the design, development and implementation of strategies and activities to be financed. The GCF Governing Instrument states that: *"The Fund will strive to maximize the impact of its funding for adaptation and mitigation... promoting environmental, social, economic and development co-benefits and taking a gender-sensitive approach."*

2.1.3 UNITED NATIONS (UN) SUSTAINABLE DEVELOPMENT GOALS

Goal 5 of the Sustainable Development Goals ('SDG's' or the 'Goals') encourages an end to all forms of discrimination against all women and girls everywhere. The Goals aims to eliminate all forms of violence against all women and girls, and harmful practices. It recognizes the value of unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of

shared responsibility within the household and the family. Further, it ensures the universal access to sexual and reproductive health and reproductive rights. It encourages countries to undertake reforms to give women equal rights to economic resources, as well as access to natural resources.

SDG 6 is a core feature for the goals as shown below in **Figure 2-1 Sustainable Development Goals**. At a programme level, SDG Target 6.3 states that “by 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally”.



Figure 2-1 Sustainable Development Goals

Finally, the Goals encourage the adoption and strengthening of sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

2.1.4 SADC FRAMEWORKS

The Southern African Development Community (SADC) has adopted a two-pronged approach to achieving gender equality (1) it has created equal opportunities for women and men (2) it has promoted a specific focus on women’s empowerment. It has also demonstrated a commitment to integrating gender into its overall work. Its commitment is outlined in the Revised Regional Indicative Strategic Development Plan, reflected in the Strategic Implementation Framework on Gender and Development (SIF), backed by the SADC Gender Policy and demonstrated by the adoption of a SADC Protocol on Gender and Development.

2.2 NATIONAL LEGISLATION

2.2.1 THE CONSTITUTION OF SOUTH AFRICA (1994)

Section 27 of the Constitution of South Africa requires the State to take reasonable and other measures, within its available resources to achieve the progressive realisation of the right to water. The State is not obligated to provide water freely, but it is under an obligation to create mechanisms that enable people to have access to sufficient water. In the event of resource constraints, which limit the ability of the State to fulfil its obligations, the State is still obliged to provide a plan of action that demonstrates that the full realisation of the right shall be achieved over time (South African Human Rights Commission, n.d.). Similarly, the right to sanitation is encompassed in Section 24 of the Constitution whereby it guarantees that everyone has the right to an environment that is not harmful to their wellbeing as well as a right to have the environment protected. In terms of Section 9, the equality of all individuals is guaranteed, including the full and equal enjoyment of all rights and freedoms. This provision prohibits direct or indirect discrimination based on several grounds, including gender.

2.2.2 WATER SERVICES ACT (1997)

The South African Water Services Act legislates the municipal function of providing water and sanitation services. It defines basic sanitation as “*the prescribed minimum standard of services necessary for the safe, hygienic and adequate collection; removal, disposal or purification of human excreta; domestic waste-water and sewage from households, including informal households*”. The Act also provides for the setting of national standards and norms regarding water services and creates an obligation for water services authorities (all metropolitan and district municipalities and authorised local municipalities) to “*ensure efficient, affordable, economical and sustainable access to water services*”. It also provides for the rights of access to basic water supply and sanitation needs, a regulatory framework for water service providers, and financial assistance to water service providers.

2.2.3 NATIONAL SANITATION POLICY (2016)

The 2016 National Sanitation Policy highlights sanitation as a basic necessity and “*an essential pre-requisite for success in the fight against poverty, hunger, child deaths, gender inequality and empowerment*.” The policy notes that the specific needs of women and the vulnerable must be considered in sanitation services provision and recognises that sanitation interventions that are designed and managed with the full participation of women are more likely to be sustainable and effective. It also recommends.

- Partnerships between local government, local women’s groups and the private sector should be forged to overcome technical and financial barriers to women accessing urban sanitation.

- Gender mainstreaming approaches should be used in sanitation plans and sanitation services provision.
- Integrating women into existing sanitation development process through targeting their needs is essential.

2.2.4 THE NATIONAL NORMS AND STANDARDS FOR DOMESTIC WATER AND SANITATION SERVICES (2017)

The National Norms and Standards for Domestic Water and Sanitation Services, gazetted in 2017 by the DWS, and produced as mandated in Sections 9 and 10 of the Water Services Act (1997), set minimum standards for access to water and sanitation. The Norms and Standards stipulate the requirements with which sanitation facilities and infrastructure shall comply. They also set the minimum basic standard for the provision of water at 25 litres per person per day, or 6,000 litres per month to a household and the provision of “*uninterrupted access to an adequate, appropriate, sanitation facility*.” The Standards emphasize health and hygiene education so that the provision of water and sanitation services will be accompanied by improvements in health and significant reductions in water-related diseases such as cholera and diarrhoea. It also considers that water services are sustainable when the management of the water service involves the consumers, is sensitive to gender issues, establishes partnerships with local authorities, and involves the private sector.

2.2.5 NATIONAL STRATEGY TOWARDS GENDER MAINSTREAMING IN THE ENVIRONMENT SECTOR (2016 – 2021)

The strategy, as documented by the Department of Forestry, Fisheries and the Environment (DFFE), outlines, how the sector can, and should, entrench values of gender mainstreaming and gender equality within the running of its environmental programmes. The purpose of this strategy is to ensure that initiatives in the sector are aimed to support the creation of policies that support gender mainstreaming and gender analyses. The objectives of the strategy are to provide strategic guidance for gender mainstreaming in the environment sector, provide direction on how gender mainstreaming for the environment sector can be put into practice and lastly to provide a framework for gender mainstreaming and outlining funding opportunities.

2.2.6 NATIONAL WATER RESOURCES STRATEGY SECOND EDITION

South Africa’s National Water Resources Strategy Second Edition places significant emphasis on water re-use as a possible response to increasing demand and water scarcity (DWA, 2013). The Strategy also provides the water sectors’ strategic framework for the implementation of legislation and policy towards sustainable water resource management and development. The strategy emphasises the importance of gender in water allocation reform and new water use license applications, noting that water allocation “*must contribute to broad-based black economic empowerment (BBBEE) and gender equity by facilitating access by black- and women-owned enterprises to water*”.

2.2.7 WATER AND SANITATION GENDER POLICY (1996)

This sectoral policy was adopted in 1996 and provides guiding principles for gender integration in the water sector as a means of redressing of previous inequalities. Although comprehensive, the policy is antiquated and as a result it is being reviewed to address gaps and align it to current policies and objectives to ensure it effectively responds to current challenges. The Gender Policy tasks the water sector lead to (DWA, 2006):

- follow the Constitutional principle of gender equality, to recognise and address the current conditions that mitigate against women taking their full part in society.
- commit to a programme of action which recognizes present gender roles and works to counteract the gender inequities of the past; and
- end discriminatory practices and according to recognition and special treatment to women as a means towards redressing the imbalances of the past.

2.2.8 NATIONAL DEVELOPMENT PLAN (NDP)

The NDP addresses the challenges South African women face by prioritising several subsidiary goals which affect women, such as poverty and unemployment (South African Government, 2012). The NDP reinforces the notion that women's empowerment and participation in the economy is critical for economic transformation in South Africa. Furthermore, the NDP recommends that:

- specific focus should be placed on unemployed women in relation to public employment.
- all sectors of society should support the promotion of women leadership.
- measures should be put in place to provide women access to basic services.
- South Africa develops the South African Integrated Programme of Action (POA) Addressing Violence Against Women and Children, which has served as South Africa's action plan for addressing gender-based violence.
- South Africa develops the Draft Prohibition of Forced Marriages and Child Marriages Bill, which will provide even greater protection from these harmful practices.

2.2.9 LOCAL GOVERNMENT: MUNICIPAL SYSTEMS ACT 32 OF 2000

The Local Government: Municipal Systems Act (Act no. 32 of 2000) provides the fundamental principles, mechanisms and processes necessary for municipalities to ensure access to basic services, like water and sanitation services. Section 78 of the Municipal Systems Act (MSA) has a particular impact on the provision of water services as it requires municipalities to perform a rigorous process when determining whether to allow an institution to provide municipal services like water. The council of a municipality has the right to govern, on its own initiative, the local government affairs of the local community; and to exercise the municipality's executive and legislative authority without interference. Municipal councils must respect the rights of citizens

in the way in which they exercise their powers. Municipal councils have duties as well as rights. These include the duties to:

- exercise their powers and use their resources in the best interests of the local community;
- provide, without favour or prejudice, democratic and accountable government
- encourage the participation of the local community;
- ensure that municipal services are provided to the local community in an equitable, financially and environmentally sustainable manner;
- promote development in the municipality;
- promote gender equity;
- promote a safe and healthy environment in the municipality; and
- contribute to the progressive realisation of the fundamental rights contained in the Constitution.

natural resources in rural areas, as well as in many urban contexts. In this role, women often suffer the most from the degradation of water and other natural resources. Noting the importance of gender dimensions in the water sector, the Department programmatically supports women in being represented at all levels and activities in the political, technical and management positions.

- **DCOG** has programmes related to gender equality, youth and women empowerment. A gender sensitive budget is one of their key initiatives. As DCOG play a key role is assisting Local Government to implement policy, they have significant impact on the approach used by Local Government to support socio-economic development and the gender interfaces with developmental initiatives.
- **NATIONAL TREASURY** sets clear stipulations in terms of gender responsive planning, budgeting, monitoring and evaluation.
- **LOCAL GOVERNMENTS** have a significant role in driving localised socio-economic development through such functions as the delivery of water and sanitation services. They must draw up plans, policies and strategies that support development and strive for optimal service delivery. In so doing, these plans must consider effective delivery of services, with gender equity provisions being a key dimension of delivery objectives and targets.
- **THE COMMISSION OF GENDER EQUALITY (CGE) AND THE OFFICE ON THE STATUS OF WOMEN** was established with a mandate of ensuring that gender equality becomes a reality in South Africa.
- **CATCHMENT MANAGEMENT AGENCIES** are being established in six water management areas and give effect to water resource management through the development of a catchment management strategy. These strategies not only have a range of water management objectives and targets, but also provide for a range of socio-economic and environmental objectives within the context of climate impacts. As such, gender and equity dimensions linked to climate resilience are central to these strategies.
- **WATER USER ASSOCIATIONS** are aimed at water users cooperatively using and managing a shared water resource for mutual benefit. There are meaningful opportunities for these associations to provide technical and mentoring support to women. The DWS provides clear requirements for these institutions in terms of ensuring improved gender representation in the management of these institutions. The business plans for these institutions are also required to provide clear gender objectives and targets.
- **WATER BOARDS** are established to provide bulk water supply to municipalities and undertake an array of supporting studies to develop, operate and maintain infrastructure as well as catchment-based support studies where water resources may threaten bulk water supplies. The prioritisation of female entrepreneurs is often supported by these institutions.
- **CATCHMENT MANAGEMENT FORUMS** are not legislated institutions but play a key role in supporting information exchange and the development of practices at the catchment scale. These forums often play a significant role in linking water related projects to various localised initiatives and interventions, particularly with an eye on beneficiation and impact.

- **SOUTH AFRICAN HUMAN RIGHTS COMMISSION** identifies, discusses and integrates strategic priority areas in line with the Human Rights Matrix including the environment, natural resources, rural development. The Commission notes the need to advance the equality of all within South Africa, particularly based on sex and gender.
- **SONKE GENDER JUSTICE** works to strengthen the capacity of governments, civil society and citizens to advance gender justice and women's rights in a way that contributes to social justice and the elimination of poverty.
- **WORLD WIDE FUND (WWF)** is a leading organisation on conservation in South Africa. WWF develops platforms and coalitions for environmental governance and monitoring, leading innovative projects to build political participation of civil society in support of sustainable development, empowering women and promoting youth leadership in environment and development to secure the rights of future generations.
- **WomEng** provides awareness training for new career opportunities in the engineering and tech fields for women and girls; run employability training for female engineering students; support founders and innovators in Science, Technology, Engineering, and Mathematics (STEM) businesses through targeted incubator and accelerator programmes and train women in leadership intrapreneurship.
- **CRIDF** is funded by the UK Department for International Development (DFID) and supports regional integration and development in the Southern African Development Community (SADC).

3.1 Good Practice and Lessons Learned

3.1.1 NAMIBIA'S WASTEWATER RECLAMATION PLANT

The use of reclaimed water was the only affordable option for the city of Windhoek to cope with the water shortage caused by population growth, increased demand and declining rainfall following the water crisis of 1957. This has led to the establishment of the Wastewater Reclamation Plant in Windhoek, Namibia in 1969. The plant's continued success is attributable to several factors, including the vision and great dedication of the potable reclamation pioneers; the excellent information policy and education campaigns supporting buy-in; the absence of water related health problems; a multiple-barrier approach; reliable operation and online processes and water quality control; and the near absence of practicable alternatives (Lahnsteiner, 2013). **This initiative has embraced gender mainstreaming by providing provisions for (1) the development of gender-responsive training and promotional material (2) construction of climate-resilient inclusive sanitation facilities for vulnerable people who are not able to access or afford a sewerage connection; undertake WASH Friendly school campaign (hand washing and sanitation facilities, responsive to gender and disability), and integration of the “Leave No-one Behind” in the rural areas and finally to (3) mainstream gender into the Integrated Water Resource Management Plan that is implemented country wide.**

The case study highlights the need for a functional, sound and robust enabling environment that encourages strengthening governance and accountability as a mean to improving gender responsiveness in programmes.

A country without a robust and supported policy and regulatory framework that includes evidence of mainstreaming gender into its framework, will struggle to successfully implement programmes of this kind.



Figure 3-2 Wastewater Plant in Windhoek Namibia

3.1.2 INDIA: THE URBAN WATER SUPPLY AND ENVIRONMENTAL IMPROVEMENT PROJECT (UWSEIMP OR PROJECT UDAY)

UWSEIMP, implemented in India by the Asian Development Bank, was designed to rehabilitate and expand the urban water supply systems and improve the wastewater collection and treatment systems in four cities of Madhya Pradesh: Bhopal, Gwalior, Indore, and Jabalpur. The objective of the project, among other aspects, was to strengthen the capacity of the project cities to plan and manage their urban water supply and sanitation systems in a more effective, transparent, and sustainable manner. The project also included the improvement and expansion of municipal infrastructure and services, including urban water supply, sewage and sanitation, storm water drainage and solid waste management.

Some of the strategies included were to prepare municipal action plans for poverty reduction, introducing cost-sharing arrangements in infrastructure (sanitation) at the household level and ensuring public participation and awareness mechanisms are weaved into the programme. **From a gender perspective, it was noted that in India, women were often overlooked in planning and implementation of infrastructure projects and men traditionally have a greater role in decision making.** Further, institutions working on water supply and sanitation projects often lack both an understanding of gender issues and the capacity to take positive action. The gender analysis noted that water engineers were often disapproving of people making the case for a gender perspective, asking “*what do water tanks have to do with gender?*”. **To address the gender-related issues, the project included certain elements such as (1) introducing evidence-based approaches and**

strategies, like a gender mainstreaming strategy (2) development of a gender action plan (3) formulation of a gender field manual and (4) community mobilisation (Asian Development Bank, 2015).

3.1.3 BARBADOS: THE R'S (REDUCE, REUSE AND RECYCLE) FOR CLIMATE RESILIENCE WASTEWATER SYSTEMS IN BARBADOS

Barbados has been experiencing increased drought periods and reduced annual rainfall as a result of climate change. The Caribbean Community Climate Change Centre applied to the GCF for support to reduce the stress of Barbados' internal renewable water resources. The adaptation measures considered were to: (1) educate Barbadians and visitors about climate change as well as on wastewater reduction, reuse and recycling, (2) reduce CO₂ emissions from wastewater treatment (3) build climate resilience in the wastewater treatment process. Gender-related elements were also included in the project outline through a gender study. **The aim of the gender study was to ensure the development of gender sensitive outcomes and to identify the issues, needs and contextual factors affecting the male and female stakeholders.** The activities noted were as follows (Green Climate Fund , 2019):

- **Monitoring and Evaluation:** Tracking and assessing progress toward goals and objectives to improve gender sensitivity.
- **Targeting and Participation:** Meaningfully engaging beneficiaries and other stakeholders in gender-sensitive project design and implementation.
- **Public Awareness and Social Marketing:** Informing and effecting behavioural changes among water users in the way they gain access to and manage shared resources.
- **Capacity Building and Organizational Development:** Enabling all water stakeholders—from the implementing agencies to the beneficiaries—to build requisite skills and knowledge for gender-sensitive water services and resource management.

3.1.4 FIJI URBAN WATER SUPPLY AND WASTEWATER MANAGEMENT PROJECT

The urban water supply and wastewater management project methods to improve water supply and wastewater management to contribute to Fiji's sustainable development. The main feature of the project is to design and construct a new water intake by the River Rewa, with a pumping station, wastewater treatment plant, clear water reservoir and pipeline to increase water production. Woven into the programme were commendable gender mainstreaming activities including to:

- Conduct gender awareness training for staff, ministries, and service providers at all levels.
- Conduct socio-economic surveys, gender analysis, gender action plans, community consultations, and awareness training.
- Collect sex-disaggregated data to identify beneficiaries and ensure women headed households are given priority.

- Use existing health or relevant religious groups sub- committees and networks to assist in monitoring effectiveness of community engagement and awareness programs. These will include consultation and focus groups sessions organized by women's committees to solicit feedback from community members.
- Ensure recruitment policies provides for retention of increasing percentage of female staff in all divisions from 10% to 20% by 2022 and set up leadership training for females.
- Ensure women promoted at rates equal to men in all levels and divisions, to management positions in three departments, and two to senior management posts by 2022.

4. CHALLENGES, OPPORTUNITIES, AND INTERVENTIONS

4.1 KEY CHALLENGES AND SOURCES OF VULNERABILITIES FOR WOMEN

4.1.1 GENDER AND CLIMATE CHANGE

Although climate change negatively impacts all members of the community, in more recent years, there is an increasingly acknowledged link between gender equality and climate change. Climate change necessitates complex community decision-making. Women and girls in developing countries are often more vulnerable than men and boys to the impacts of climate change and have less opportunity to effect change due to pre-existing gender inequalities regarding political leadership, access to information and resources, and mobility and voice. In contrast, women in Sub-Saharan Africa communities are generally subjected to unequal decision-making power, lack of access to resources, gender-based discrimination and a general lack of capacity to enjoy an equal social, cultural, economic, and political status in their communities.

Equally important, due to economic marginalization, political disenfranchisement, and differentiated labour responsibilities, women face the consequences of the climate crisis first and worst, and women lack equitable representation and power in crafting climate policies to address their needs. While South African society has been becoming increasingly urbanised, with statistics estimating that currently 33% of the population is rural¹, within these urban contexts some settlements (approximately 13%) only receive a limited or basic service. In rural settings this equates to 15% having no service or an unimproved service and 19% receiving a limited service (Statistics-SA, 2019). Whether in these urban or rural settings women and girl children are most often responsible for ensuring households have water to meet household requirements. Urban and rural agriculture to support livelihoods are important for food security, noting that 49% of the adult population lives below the upper bound poverty line. The impact of poverty on adult women is greater than men, regardless of the poverty line used². Rural communities are not spared from these harsh realities as they rely on natural resources for survival, with agriculture being one of the most vital sectors in their economies (Georgetown Journal of International Affairs, 2020). Women in the rural areas are also burdened by gender norms and roles as they are required to fulfil key tasks such as water collection and smallholder farming that are impacted directly by droughts or disasters.

Women tend to have less access to information and technology about climate change and its effects, such as early warning systems, than men. This is because many rural women do not have their own cell phones and

¹ <https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS?locations=ZA>

² <http://www.statssa.gov.za/?p=12075>

literacy remains a challenge amongst older women. However, women are resilient, and many are the holders of traditional conservation strategies and knowledge, which makes them a valuable part of the solutions and responses to climate change and waste management strategies (Gender Women for Climate Justice Southern Africa, 2020).

Rural women farmers face challenges of access to water and the results of global warming and resultant drought. This was crucially felt between years 2016 – 2017, during the El Niño disaster in Southern Africa when many crops were lost. As a result, some farmers have adapted their produce and now grow groundnuts, pumpkin, and peppadew (similar to red chilli's) which are more resistant to drought. In addition, they find that there was an increase in alien insects and resultant diseases affecting their crops and are responding with 'natural' insecticides such as tobacco-soaked water and soap and water mixture sprays (Gender Women for Climate Justice Southern Africa, 2020).

In addition, women often have limited ability to own, sell, inherit, acquire, and use property as collateral. Such a lack of proper representation directly results in climate-influenced community actions that do not reflect the needs of women. Women in rural areas are adversely impacted by climate change vulnerability based on their role and work as primary care givers and the increased burden of water collection for household and irrigation use.

The programme will require an equitable development undertone that requires an approach that recognises that characteristics such as gender, race, class, and physical ability create overlapping and interdependent vulnerabilities in the face of climate change. The process of incorporating these aspects into the WRP will cement the systematic consideration of the differences between the conditions, situations, and needs of women and men, and the integration of gender equality concerns into the programme design.

4.1.2 GENDER IN Rural Areas

Water is necessary not only for drinking, but also for food production and preparation, care of domestic animals, personal hygiene, care of the sick, cleaning, washing and waste disposal. The provision of hygiene and sanitation are often considered women's tasks – especially so in rural contexts. Women and girls are most often the primary users, providers, and managers of water in their households and tend to have the main responsibility for household hygiene. If a water system falls into disrepair, women and girls are usually the ones forced to travel long distances over many hours to meet their families' water needs. Women and children often bear the brunt of the lack of toilets and other sanitation facilities. If there is insufficient water such as during drought, they may be punished for returning home empty-handed or for returning home late after waiting in line for hours. When school-age girls are required to spend long hours collecting water, they are at a higher risk of missing and/or not attending school resulting in negative impacts on their potential for economic and social advancement. This, in turn, may place them at a higher risk of sexual or gender-based violence in the future. Women, more than men, suffer the indignity of being forced to defecate and urinate in the open, where

they may have to walk to remote locations outside the village often waiting until dark rendering them vulnerable to assault and potential rape. This can result in them choosing to drink less which can result in all kinds of health problems (SSWM, n.d.).

4.1.3 GENDER NORMS, ATTITUDES AND STEREOTYPES

To the sanitation value chain, there are entrenched social and gender norms present that will influence the design of the programme. Historically, from high to low skilled women, women are less likely to seek employment in the utilities sector (for instance, energy, water, gas, electricity etc.). Notably in 2016 and as illustrated in [Table 4-1](#), high-skilled women accounted for 0.9% of jobs in the utility sector. Similarly in the construction sector, low-skilled women comprise 3.2% of jobs.

Table 4-1 Distribution of Employed Women across Industry by Skills and Category, 2016

Industry	High-skilled	Semi-skilled	Low-skilled	Total
Agriculture	0.4	1.3	9.2	3.9
Mining	0.5	1.3	0.6	0.9
Manufacturing	6.1	11.9	5.5	8.2
Utilities	0.9	0.6	0.1	0.5
Construction	1.4	2.1	3.2	2.3
W&R trade	9.7	31.7	19.6	22.0
Transport	2.9	3.6	0.9	2.5
Finance & business services	21.1	15.5	6.9	13.8
CSP services	57.0	31.3	14.5	31.6
Private households	0.0	0.7	39.5	14.3
Total	100.0	100.0	100.0	100.0
Employment ('000s)	1 686	2 750	2 439	6 874

Source: StatsSA, Labour Market Dynamics (2016).

One of the reasons for this bias is due to entrenched social norms alongside the water and sanitation utilities especially as the sector has been historically dominated by men and marketed as a predominantly masculine domain. Moreover, the study of STEM fields, required to work in this sector, are rife with gendered stereotypes. Gendered stereotypes give rise to roles and responsibilities that often determine women's access to rights, opportunities, resources, and decision-making access points.

For low skilled workers, technical and vocational education, and training in areas such as plumbing or meter reading are also traditionally considered male domains (World Bank Group, 2019). Women are likely to be deterred from entering water utilities because such social norms prescribe that it is an area of work that is not suitable for them or that they are incapable of performing well.

A gender assessment carried out under the World Bank's Dushanbe Water Supply and Wastewater Project in Tajikistan, for instance, revealed that among the local community, there is a widespread perception that work in the water sector is more appropriate for men. Correspondingly, social norms dictate those jobs are more suited for certain genders, for example, caregivers and nursing for women whereas construction and engineering are geared towards males. **Pervasive stereotypes and norms lead women to internalise and**

doubt certain positions creating a lacuna of mentors and leaders in the field to guide and encourage women to navigate through the real and perceived gendered barriers.

4.1.4 WOMEN IN STEM CAREERS

According to a 2018 report of the UNESCO Institute for Statistics (UIS), women in STEM represent less than 30% of researchers globally (UNESCO, 2019). This shows that there is a need for urgent attention and significant investments in women to pursue studies in and contribute to STEM fields. Women are also in the minority in STEM research occupations. In the UIS, in 2015, South Africa recorded 45% of total researchers in STEM were women however, leadership and power positions were predominantly held by men. (University of Stellenbosch, 2020). A way to encourage more women to not only research STEM related fields but also to:

- increase involvement from a leadership perspective for example, executing targeted scholarship programmes at secondary and tertiary levels;
- applying performance-based conditional cash transfer programmes that incentivize girls and women to graduate from STEM programs;
- curricula reform;
- training for vocational, college and university programs that focus on enhancing leadership skills, design, operational management and maintenance requirements for utility infrastructures coupled with incentive programmes.

Moreover, government and utility departments must play a key role in the recruitment of women and graduates to enrol in their programmes as well as linking students to potential internship and graduate programmes (Deloitte, 2017).

Figure 4-1 textbox Scholarship Program for Women in the Water Sector in the Lao

Textbox: Scholarship Program for Women in the Water Sector in the Lao People's Democratic Republic (Lao PDR)

In Lao PDR's Department of Water Supply: only 11.7 percent of its staff were women, and out of these, most were employed in administrative or financial positions. The Department of Water Supply faced challenges in finding women to fill technical and managerial positions. To address this, the ADB developed a grant project with the objective of strengthening the talent pipeline of future women engineers and leaders in the water sector (ADB 2014). The grant funded a range of comprehensive activities that supported women (1) throughout all stages of STEM employment, (2) from identifying and recruiting high school graduates at the province level, (3) to offering them a four-year scholarship to pursue an undergraduate degree in a related engineering field, (4) to providing them with a two-month internship programs in water utilities and mentorship, and (5) to offering them professional development workshops once hired. The project emphasized that targets for women's employment must be complemented with efforts to increase the supply of STEM-qualified women. The pipeline of women engineers was developed through sustained monetary and HR commitment, such as regular counselling and mentoring. Source: ADB 2014; World Bank, forthcoming.

4.1.5 HISTORICAL LEGACIES

Before 1994, the Department of Water Affairs (now DWS) consisted of technical staff who were mostly white males (Schreiner, 2013). After 1994, the drive to transform the public sector resulted in an employment equity approach that saw large numbers of black and female appointments into the department. This change brought tension alongside resentment towards the new staff as the old staff members were encouraged to shift towards transformative change. Despite the change in power in 1994, the economy remains in the hands of the white elite who hold significant bargaining power and skills as compared to poor, black women who have limited access to this power and thus limited influence in affecting change in access to water (Schreiner, 2013).

4.1.6 HYGIENE AND SANITATION

Norms of taboo and silence around menstrual hygiene, which present menstruation and menstruating adolescent girls and women as contaminated or impure, have serious impacts that include lack of access to WASH facilities that accommodate the specific needs of menstruating women. The situation is exacerbated by the existence of male-dominated WASH decision making on WASH issues resulting in a lack of sensitivity to the menstrual needs of women and girls.

Menstrual hygiene continues to receive limited attention in policies, research priorities, programmes, and resource allocation. Most sanitation programmes fail to consider women's need to manage menstruation. Furthermore, latrine design often overlooks the specific needs of women and girls. In cases where hygiene promotion programmes exist, many fail to include the issue of menstrual hygiene, focusing instead principally on hand washing practices. Lack of access to private, safe, and hygienic facilities for managing their menstruation in the workplace can also lead to loss of earnings and present barriers to economic participation.

Similarly, women experiencing perimenopause have WASH needs, particularly in terms of menstrual hygiene management as well as the need for access to safe drinking water, washing and bathing. During perimenopause, hormonal changes can result in irregular and/or heavy bleeding and sweating. There is emerging research focusing on the WASH needs of perimenopausal women in low-income countries that is worth consulting to understand their specific needs. More generally, insecurity for women using toilets includes the proximity to male lavatories, structural designs of cabins, water supply, sanitary disposal units, among other factors. Therefore, men and women must have equitable and representative say in sanitation projects to ensure their individual needs are met.

Figure 4-2 Burkina Faso - Installing Ecological Sanitation

Textbox: Burkina Faso - Installing Ecological Sanitation

In Burkina Faso ecological sanitation (in the form of urine-diverting dry toilets, with reuse) were installed. Women were reluctant to use the installed latrines when they were menstruating. They cited feelings of shame, fear of leaving traces of menstrual blood on the slab, and (misplaced) fear of contaminating fertilizer products produced from the excreta. The women were caught in the dilemma of wanting to wash away traces of blood but having been told that they must not put additional water in the faecal vault. Others worried that cloths used for menstrual protection would be visible when the faecal vault was emptied. Ensuring that women's concerns are heard and translated into action was essential to gain their buy-in for using the latrines. It was also pertinent to communicate that the fertilizers produced from sanitation waste were in no way harmed by the menstruation. Thorough research was conducted to help adapt the toilet design to cater to women's needs including adding a designated waste bin for menstrual products to be discarded (United Nations and Stockholm Environment Institute, 2020).

4.1.7 SOCIO-ECONOMIC DIMENSION AND UNEQUAL ACCESS TO RESOURCES

South Africa measures poverty using three data points: (1) food poverty line measured at R547.00; (2) lower bound poverty line measured at R785.00 (3) and the upper bound poverty line is at R1183.00, as of 2018 (Africa Check, 2019). According to the Statistics South Africa (StatsSA), 49.2% of the population over the age of 18 falls below the upper-bound poverty line. Women are more vulnerable to poverty as 52.2% of women fall below the upper bound poverty line when compared to 46.1% of men. Correspondingly, 74.8% of households are women-led and are below the upper-bound poverty line (Borgen Project, 2020). The global pandemic exacerbated the current statistics particular hunger and food security.

South Africa has the highest inequality rates in the world, with a consumption expenditure Gini coefficient of 0.63 in 2015. While inequality seems to have improved over the past 20 years when measured per capita, consumption inequality has increased since the end of apartheid. Similarly, even though black South Africans are reporting the largest increase in the average number of assets owned, within-group asset inequality among black South Africans has continued to grow. This trend seems to indicate that many of the problems from decades of apartheid have not disappeared, but rather have become a normal part of South African society (Borgen Project, 2020).

Furthermore, intergenerational mobility is low, meaning inequalities are passed down from generation to generation with little change over time. Thus, most of the population are trapped in the poverty cycle. The Government has implemented solutions to some of these wicked issues. The introduction of higher social spending, affirmative action programs and targeted government transfers contribute to alleviating the current adverse trends and obstacles.

4.1.8 UNEQUAL ACCESS TO LAND

In 2018, the World Bank reported that less than 13% of African women between the ages of 20 and 49 have sole ownership of land compared with 36% of African men (World Bank, 2018). In fact, in some African countries, fewer than 10% of women have the privilege. This points to skewed land distribution, which fails to seriously consider the critical role of ownership and its contribution to the economic empowerment of women.

A gender lens to effective land management must be applied to assist with the deepening of land inequality. This approach can assist with capacity building, engendered land unproductivity and aggravated poverty in households. As reported in the Land Audit Report of 2017, women struggle regarding ownership and access to land (Rural Development and Land Reform, 2017). The promulgation of the Extension of Security of Tenure Act, 1997 offered women an opportunity the right to land for the first time in history by including women in its definition of an occupier. In 2017, individual land ownership recorded that only 34% of individual landowners are female's ad that males own the largest size of farms and agricultural landholdings. Based on **Figure 4-3 Gender owned by** males own 71% of hectares followed by females with 13%.

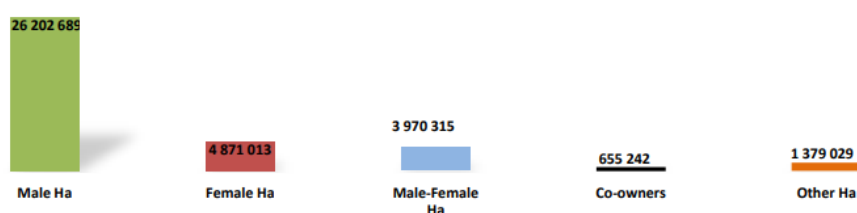


Figure 4-3 Gender owned by hectares – Source: Land Audit Report DRDLR 2017

Customary law practices in South Africa have implications for gender equity in decision making, ownership and rights of women. One such challenge is a woman's right to own land from a tribal context. Ownership of land is useful collateral to access capital and other forms of financing.

4.1.9 GENDER-BASED VIOLENCE (GBV)

Violence against women and girls which is connected to women and girls' unequal status can limit their access to water and toilets. When designing any WASH intervention, it is therefore, crucial to conduct a thorough analysis of the differing rights, needs and roles of those at risk of GBV related to WASH. It is critical to engage women, girls and other at-risk groups in the design and delivery of WASH programming. Engagement of this sort not only assists in ensuring an effective response to basic needs. It also contributes to long-term gains in gender equality and the reduction of GBV. A key example is that when there is a lack of lighting, locks, privacy and/or sex-segregated sanitation facilities, there is an increase in the risk of harassment or assault against women and girls. Inadequate building materials and poor design can also increase this risk.

In 2019, the National Government committed to create a safer and violent free South Africa. The Department of Social Department in collaboration with other Departments, introduced programmes that aim to engage with

communities, traditional leaders, student organisations, youth groups and officials working in the criminal justice system. Efforts were also made to enhance the current legal and policy frameworks to be more responsive to the needs of the survivors of gender-based violence (Department of Social Development, 2019). This includes the introduction of three new bills, in 2020. The first bill intends to amend the Criminal Law (sexual offences and related matters) Act by recognising sexual intimidation as an official offence. The Criminal and Related Matters Amendment Bill ensures those accused of GBV could only be granted bail under exceptional circumstances. Finally, the Domestic Violence Amendment Bill will extend the definition of domestic violence to include victims of assault from marriage to dating as well as those in perceived romantic, intimate, or sexual relationships of any duration. It will also no longer be a requirement to apply for a protection order in person but instead can be conducted online. Correspondingly, the Department established the Gender Based Violence Command Centre (GBVCC) to provide professional psychosocial support and trauma counselling to victims of gender-based violence (domestic violence).

4.1.10 DECISION-MAKING AND PLANNING

An evaluation conducted by the World Bank found that water projects that factored women were six to seven times more effective than projects that did not (Deloitte, 2017). It was also noted that women account for 17 per cent of the water, sanitation and hygiene labour force and a mere fraction of the policymakers, regulators, management, and technical experts across the globe (Deloitte, 2017). **Correspondingly, women's involvement in decision making is crucial to avoid poor planning decisions, failed project implementation and the exclusion of women from the design and operation of programmes aimed to benefit them.** Concerns related to gender by both men and women will be addressed at design and execution phases particularly when appointing staff to operate the various facilities. A gender lens will be applied that acknowledges the inherent biases that men must dominate technological domains but avoids to internalizes these biases in practice. **The importance of involving both women and men in the management of water is not only intrinsically desirable but also practically beneficial – involving women in water projects increases project effectiveness and long-term sustainability.**

4.1.11 LACK OF SEX-DISAGGREGATED DATA

Based on the research conducted there is a lack of comprehensive gender-disaggregated data on women in South Africa in water management positions, leading water and waste utility departments and in management positions. Having this essential data will aid in measuring progress and determine whether certain interventions and initiatives are working and also resulting in an improvement in sanitation outcomes. The availability of data will also contribute to future policy and investments.

4.1.12 ROLES, RIGHTS AND DIFFERENTIAL NEEDS OF WOMEN AND MEN

As primary providers, managers, and users of water, women are often in an ideal position to assist productive change in the design and maintenance of water systems, water distribution, and policymaking. The more time women and girls spend accessing clean water for their families or caring for relatives inflicted with water-related illnesses, the less time they spend learning in school or working in the productive economy.

Gender roles in household water management are a key aspect to consider in the WRP programme as women are the primary users of water within the household. They are generally responsible for household water management: for drinking, preparing food, as well as personal and household hygiene (washing and cleaning). For women, the timing of water availability is important, as different schedules can have an impact on their workloads. **The lack of clean and safe water also leads to illness in the household and increased health care burdens for households. It is thus crucial that the programme understand the differential role and responsibilities of women in South Africa, particularly between rural and urban women and how the interventions designed in the programme will impact each class.**

Textbox: South Africa's Mabule Sanitation Project

The Sanitation Project was a project developed by the Department of Water Affairs and Forestry (DWAF). DWAF has provided funding for sanitation projects in communities where there was imbalance in gendered decision-making processes. The initiative launched established a brick-making project for latrine construction that employs mainly women, generates cash and provides the community with affordable bricks. Despite the benefits of the programme, the team faced a few bottlenecks. The community did not initially support the idea of women leading the development project. The municipality did not want to let women open bank accounts, because there was doubt that the women and the required skill to manage the funds. Husbands of the wives also opposed women participating in the project because of the taboo around sanitation issues. Thanks to this drive, the village has safe and attractive toilets as well as improved health and hygiene. There was also an increased acceptance and acknowledgment of women's leadership roles by community members as well as an increased collaboration between women and men. (Mvula Trust, n.d.)

Figure 4-4 Mabule Sanitation Project

4.2. NATIONAL AND LOCAL-LEVEL CHALLENGES TO UNLOCK

At a national level, gender equality is addressed through redress of the results of past racial and gender discrimination. This includes both representation in decision-making committees and access to water. Gender equality will therefore be considered when appointing members for catchment agencies, local-level advisory committees, water boards, and the presiding officers of tribunals. Gender equality will also consider when licenses are issued. The National Gender Policy states that 30% of all the members of village water committees must and should be women.

However, there is also the economic need for better utilization and development of human capital, especially women and girl children in the participation of the productive use of water.

The WRP will be developed in phases whereby the first phase targets projects with the highest probability of being implemented. There may be only a few projects within the first 3 years to prove the concept and build confidence in the WRP as well as the technology. Clearly the initial list of projects is likely to come from those Municipalities that have already started planning for reuse and have initiated feasibility studies. **Table 4-2** provides a brief description of each municipality, indicates the ratio of males and females per municipality and highlights the population growth per annum as well as the percentage of household services per municipality. The table represents available data for the 10 selected municipalities dating to 2016. However, the most recent national Stats-SA census were conducted in early 2022 of which the results have not been released as yet.

Table 4-2: Brief description of the identified municipalities

Province	Municipality	Description	Male per 100 females (2016)	Population growth per annum	Household services (2016)
KwaZulu-Natal	eThekweni Metropolitan Municipality	<ul style="list-style-type: none"> • Category A (Metropolitan) municipality • Largest city in the province • Third-largest city in the country. 	96.2	1.43%	a) 69.3% b) 60.8%
	Indicative Local Municipality A	<ul style="list-style-type: none"> • Category B (Local) municipality • Situated within the King Cetshwayo District and the largest among the five municipalities that make up the district. • Comprised of 34 wards, having the largest number of wards in the district • Third economic hub in the province after eThekweni and Msunduzi Municipalities 	93.3	2.81%	45.7% 43.0%
Eastern Cape	Nelson Mandela Metropolitan Municipality	<ul style="list-style-type: none"> • Category A municipality • First city in South Africa to establish a fully integrated democratic local authority. 	96.0	2.09%	a) 90.55 b) 77.3%
Gauteng	City of Ekurhuleni Metropolitan Municipality	<ul style="list-style-type: none"> • Category A municipality • One of the most densely populated areas in the province, and the country. 	105.7	1.39%	a) 85.4% b) 56.55
	City of Johannesburg Metropolitan Municipality	<ul style="list-style-type: none"> • Category A municipality. • Johannesburg is the most advanced commercial city in Africa and the engine room of the South African economy. 	100.3	2.49%	a) 88.6% b) 60.3%

	City of Tshwane Metropolitan Municipality	<ul style="list-style-type: none"> • Category A municipality • Single-largest metropolitan municipality in the country, comprising seven regions, 105 wards and 210 councillors. 	98.5	2.60%	a) 77.2% b) 62.1%
Western Cape	City of Cape Town Metropolitan Municipality	<ul style="list-style-type: none"> • Category A municipality • South Africa's second-largest economic centre and second most populous city after Johannesburg. • Provincial capital and primate city of the Western Cape, as well as the legislative capital of South Africa, where the National Parliament and many government offices are located. 	96.9	1.56%	a) 91.0% b) 76.7%
	Drakenstein Local Municipality.	<ul style="list-style-type: none"> • Category B municipality • Part of the Cape Winelands District in the Western Cape Province. 	97.7	2.48%	a) 96.9% b) 84.5%
Free State	Mangaung Local Municipality	<ul style="list-style-type: none"> • Category A municipality. 	94.2	0.37%	a) 66.7% b) 38.2%
Northern Cape	Indicative Municipality B	<ul style="list-style-type: none"> • Category B municipality • Located in the Frances Baard District, one of four municipalities that make up the district, accounting for a quarter of its geographical area. 	98.3	0.63%	a) 87.7% b) 60.2%

*Household Services: a) Flush toilet connected to sewerage; b) Piped water inside dwelling

Of these, 6 are Metropolitan Municipalities and the most significant growth nodes of the country, all of which face significant water security challenges. Projects in these municipalities are estimated at 90% to face climate induced vulnerability. Key items to address at this local level, to achieve the national objectives of redress, access, and participation, is to:

- Establish whether municipalities Integrated Development Plan's are engendered;
- Strengthen (or establish) the enabling policy environment at municipality level to embrace gender equality, women empowerment interventions;
- Promote the use of gender mainstreaming approach in planning, budgeting, implementation, monitoring and evaluation and audit of public services at local government level;
- Facilitate a gender responsive identification, analysis and formulation of policies and programmes at local government level;
- Track, monitor and report on gender targets periodically.

4.2.1 NATIONAL

The disparities in unemployment levels between women and men in South Africa from 2008 to 2019 is shown in Figure 4-5. There is generally an increasing trend in the unemployment rate where women and youth are the most affected.

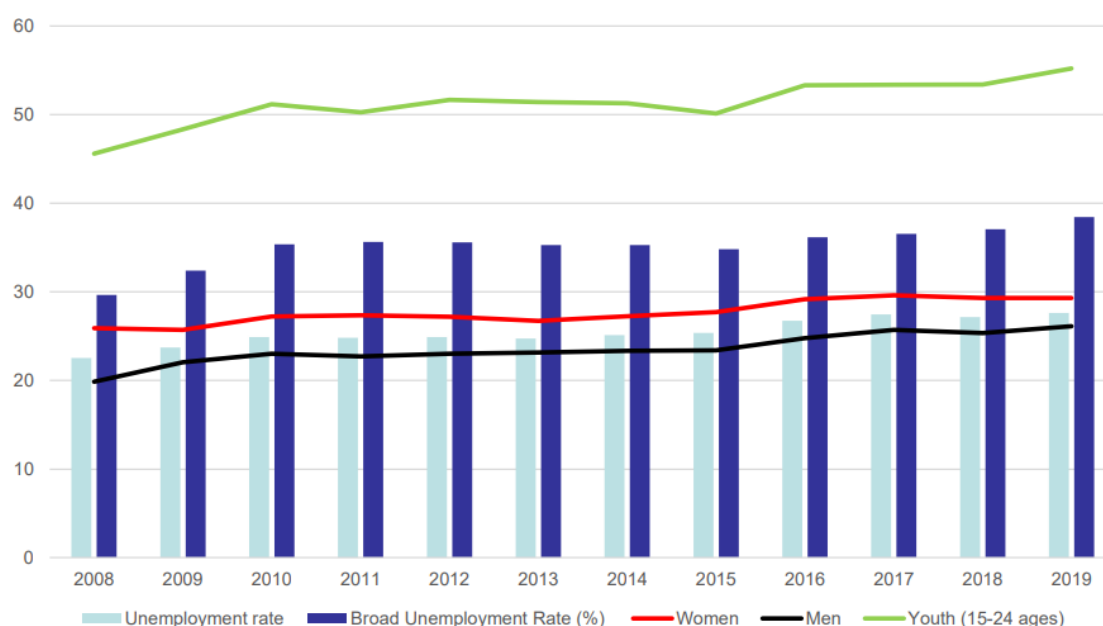


Figure 4-5: SA Unemployment levels 2008-2019

Source: (Commission for Gender Equality, 2021)

South Africa is committed to addressing gender inequality and this is evident in it being party to several international treaties including; the Beijing Declaration and Platform for Action (1995), the United Nations Women Strategic Plan (2014 – 2017), the Convention for Biological Diversity Gender Action Plan (2008), the Convention on Biological Diversity (CBD), the United Nations Convention to Combat Desertification (UNCCD), and the United Nations Framework Convention on Climate Change (UNFCCC).

The South African **Presidential Climate Commission** just transition framework sets out the actions that the government and its social partners must take to achieve a just transition and pursue long term value creation while considering the needs of all their stakeholders (Presidential Climate Commission, 2022). This includes:

- revisiting whether and how public resources have been effective in supporting improved service provision and in closing the inequality gap
- using corporate social investment to stimulate local enterprises and support skills development, pursuing the principles of Broad-Based Black Economic Empowerment including women's empowerment

- embedding environment, social and governance (ESG) principles across all operations
- tracking environmental, social, governance and climate impacts, and disclosing these impacts through best-practice reporting, including through the CDP and Johannesburg Stock Exchange.

The **NDC's** emphasise the need to raise further awareness of the financial and technical support available for promoting the strengthening of gender integration into climate policies, including good practices to facilitate access to climate finance for grassroots women's organisations and indigenous peoples and local communities. In order to sustain long and deep transformation, there also needs to be support for the implementation of transparency and building of transparency-related capacity should be provided on a continuous basis, pursuant to Article 13.14 and 13.15 of the Paris Agreement (Republic of South Africa, 2021).

The mechanisms for transforming gender relations in South Africa are collectively known within government and civil society as the "**National Gender Machinery**". Together, these mechanisms aim to promote and protect gender equality, both by mainstreaming it and by dealing with it separately. The National Gender Machinery has structures at different levels in national government, legislature, and statutory bodies. Figure 4-6 reflects how legislation and policies are cascaded and implemented through various structures and components of the national machinery for the advancement of gender equality in South Africa from government to civil society (The Office on the Status of Women, undated).

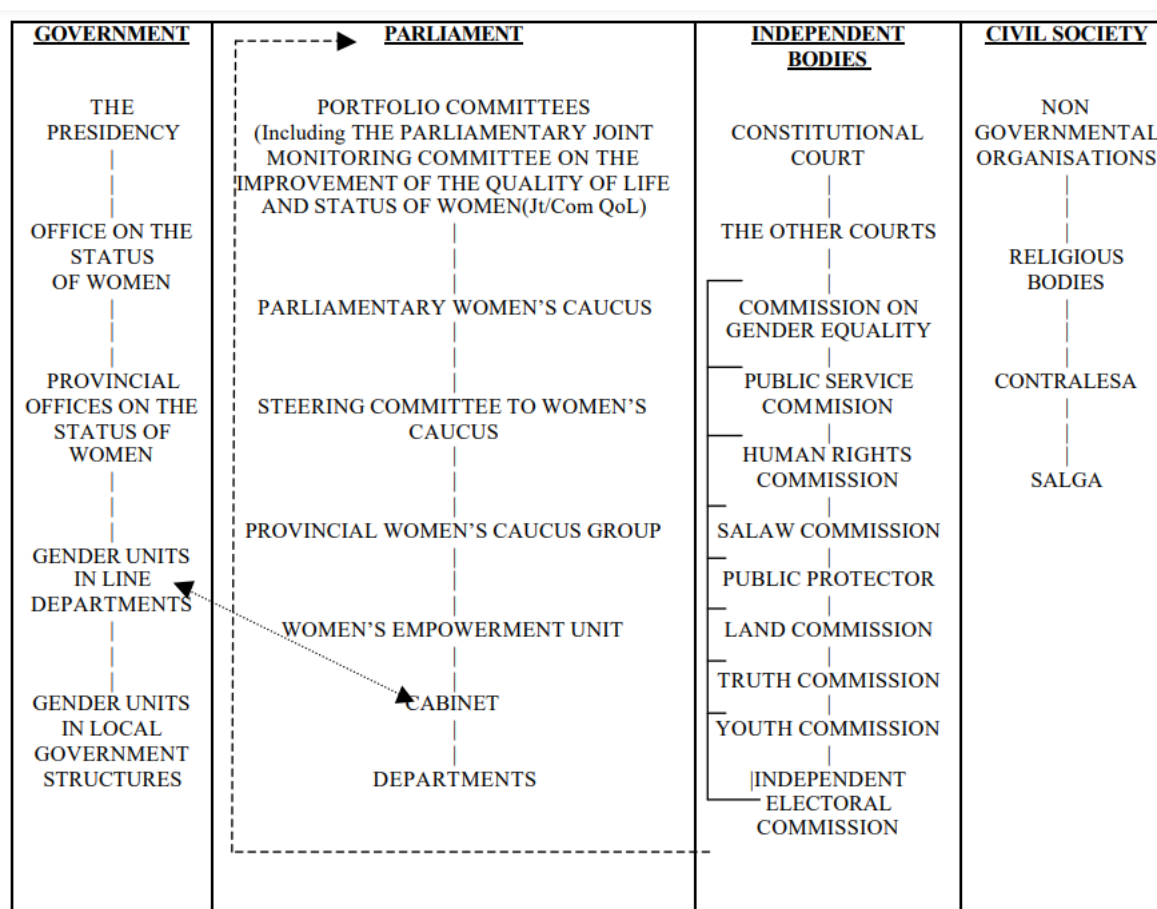


Figure 4-6: Structure of the national machinery for the advancement of gender equality in South Africa

The **Department of Justice and Constitutional Development** published a gender mainstreaming assessment report which presents a Gender Mainstreaming and Gender Budgeting Package. The report presents a Gender Mainstreaming Assessment Instrument in Table 4-3:

Table 4-3: Gender Mainstreaming Assessment Instrument

Key Results Area	Indicators
Awareness	<ul style="list-style-type: none"> • Reference to Gender Issues and Policy • Reference to International Instruments • Reflection of Compliance Obligations
Commitment	<ul style="list-style-type: none"> • Policy and Finances, Structure and Workforce Profile • Advocacy
Planning	<ul style="list-style-type: none"> • Strategy/Plan(s), Gender Analysis, Consistency
Policy and decision-making	<ul style="list-style-type: none"> • Women's Equal Participation in Decision-making • Policy and Legal Compliance • Responsiveness to Women • Organisational Priorities
Implementation	<ul style="list-style-type: none"> • Gender in Programmes and Projects • Integrated and Holistic Approach • Special Programmes • Mainstreaming Equality and Other Human Rights
Resources	<ul style="list-style-type: none"> • Engendering Budget • Human and Other Resources • Funding For Special Programmes
Capacity Building	<ul style="list-style-type: none"> • Education and Training • Learning Resources and Aids • Technical Support and Expertise • Specialist Skills and Professional Development
Communication/ Information	<ul style="list-style-type: none"> • Internal and External Communication Processes • Knowledge Generation and Information Management • Readily Available Reliable Indicators
Employment	<ul style="list-style-type: none"> • Gender Profile and Trends • Legal and Policy Compliance and Planning • Special Measures and Skills Development • Monitoring and Evaluation
Procurement	<ul style="list-style-type: none"> • Legal and Policy Compliance

	<ul style="list-style-type: none"> • Special Programmes
Monitoring and Evaluation	<ul style="list-style-type: none"> • Disaggregated Data • Accountability • Risk Management and Benchmarking
Reporting	<ul style="list-style-type: none"> • Gender Disaggregated Records and Reports • Standardised Reporting on Gender

The **Commission for Gender Equality** (CGE) is an independent statutory body established in terms of Section 181 of the Constitution of the Republic of South Africa. The CGE is mandated to promote respect for, protect, develop, and attain gender equality, and to make recommendations on any legislation affecting the status of women. The Commission for Gender Equality as part of its strategic objectives for 2012/2017, to date had a focus on gender transformation at local government level. The main objective of this process was to assess progress made by local government in achieving gender equality through gender transformation and gender mainstreaming approaches such as:

- Establish whether municipalities' IDP's are engendered,
- To further establish if there is an enabling policy environment at municipality level to embrace gender equality, women empowerment interventions,
- To promote the use of gender mainstreaming approach in planning, budgeting, implementation, monitoring and evaluation and audit of public services at local government level.
- To facilitate a gender responsive identification, analysis and formulation of policies and programmes at local government level

The **South African Local Government Association Women's Commission** (SWC) was established in 2010 to coordinate, promote and advocate for gender appropriate strategies and practices within member municipalities and feed into regional and continental processes.

A number of legislations and policies specifically commit local government to protecting and advancing the rights of women. These include:

- The Employment Equity Act (1999)
- The Promotion of Equality and Prevention of Unfair Discrimination Act (2000)
- National Framework for Women's Empowerment and Gender Equality (2002)
- Traditional Leadership and Governance Framework Act (2003)
- Communal Land Rights Act (2004).

4.2.2 PROVINCIAL AND LOCAL

Provincial Growth and Development Strategies (PSDS) and Integrated Development Plans (IDPs) are compiled in alignment with national objectives that promote gender equality in South Africa. Within the local government sphere the Gender Policy Framework for Local Government was developed in 2011 by the former Department of Provincial and Local Government (DPLG), currently the Department of Cooperative Governance and Traditional Affairs.

Kwa-Zulu Natal

The Kwa-Zulu Natal Provincial Growth and Development Strategy (PGDS) acknowledges the need for women and other vulnerable groups to be factored in as cross-cutting areas that need to be mainstreamed into all elements of provincial development, across all policies, plans and programmes (KwaZulu Natal Provincial Planning Commission, 2020). The Provincial Strategic Priorities relating specifically to gender are shown in Table 4-4.

Table 4-4: Outcomes, indicators, baseline, and targets relating specifically to gender in the Kwa-Zulu Natal PGDS

Priority	Outcomes	Indicator	Baseline	Target
Priority 1: Building a capable, ethical, and developmental state	Mainstreaming of gender, youth and persons with disabilities, empowerment and development institutionalised	Level of mainstreaming across public service and through the services delivered by sex, gender, age, and disability	25-year review	100% compliance to mainstreaming
	Gender, youth disability-responsive planning, budgeting, monitoring, evaluation and auditing institutionalise across government	Level of institutionalisation of Gender, Youth and disability-responsive planning, budgeting, monitoring, evaluation and auditing	New indicator	100% compliance with the frameworks
Priority 2: Economic transformation and job creation	More decent jobs created and sustained, with youth, women and persons with disabilities prioritised.	<ul style="list-style-type: none"> • Unemployment rate (%) • No. of jobs created 	27.6%	<ul style="list-style-type: none"> • 20 – 24 % • 2 million
	Increased economic participation, ownership, access to resources, opportunities and wage equality for women, youth and persons with disabilities	Level of participation, ownership, employment, equity by sex/gender, age, disability, sector/industry, occupational	QLFS, LMD, EE report	50% increase for women, youth, and persons with disabilities by 2024 in each indicator category
Priority 6: Social Cohesion 2024 Impact A diverse socially cohesive society with a common national identity	Equal opportunity, inclusion and redress	<ul style="list-style-type: none"> • Inequality adjusted Human Development Index • Gender Inequality Index • Gender Pay gap (28%) 	<ul style="list-style-type: none"> • 0.629 • 0.389 • 28% 	<ul style="list-style-type: none"> • 10% improvement • 10% improvement • 50 % decline in the gender pay gap by 2024

eThekweni Municipality

Characterisation

The eThekweni Municipality had the fifth lowest HDI in 2018 (0.67) when compared with the other major cities in South Africa. It has also been recorded as having the highest number of people living below the food poverty line compared to other metros (eThekweni Municipality, 2020).

42.1 % of households in the metro are headed by women, having an average annual household income of R29400. 40 % of the population is employed, 80 % within the formal sector. 53.6 % of the population has completed matric and obtained a higher qualification. 44.8% of child-headed households have women as their head. The population pyramid for the municipality shows that females have a longer life expectancy. Teenage pregnancy has been identified as one of the many social development challenges.

Gender responsive initiatives

The following gender-responsive programmes were identified in the eThekweni Municipality IDP 2020/21:

Programme 2.9: Facilitating Industry Skills and Economic Inclusion acknowledges that inclusion is important in ensuring that women are integrated effectively into the workplace. The programme emphasises the need for key interventions that include the implementation of empowerment initiatives and the creation of partnerships and investing in strategic skills development.

Programme 7.3: Create mechanisms, processes and procedures for citizen participation which aims to ensure that different sectors of the communities, particularly the vulnerable groups (i.e., youth, women, disabled) participate in council processes.

Indicative Municipality A

Characterisation

The number of female-headed households increased from 36.29% in 2001 to 40.70% in 2011. About 5% of households are child and adolescent headed Households. The majority of employed within the district are males. The unemployment rate for females is higher (27.5%) than males (24.6 %). The following challenges have been identified in the municipality:

- Low skills levels and limited skills development
- High rate of unemployment
- High levels of poverty and inequalities

Gender responsive and water reuse initiatives

Indicative Municipality A is water insecure, and an adequate water supply is needed to underpin growth. Therefore, the municipality is considering alternative water sources such as desalination, water reuse, rainwater harvesting as a way to improve the water supply mix and undertaking a comprehensive feasibility study to identify the most viable solution for dealing with wastewater and associated by-products reuse generated within the City. Phase 2, the Procurement is being initiated.

As part of aligning with SDG 5, gender equality, the Indicative Municipality A has identified the following interventions:

- Established a functional Women's Forum
- Campaigns in support LGBTI,
- Preferential Procurement Women (40%), Youth (40%) and people living with disabilities (20%)
- Internship prioritising young girls
- Targeted skills development programs

The municipality has a responsibility of developing municipal gender plans as well as municipal strategies to implement them. The process of formulating a policy on Women Empowerment and Gender Equality has begun. The municipality has also successfully concluded the following programmes successfully:

- **Women Business Workshop:** where women were workshopped on the new developments in the Municipal Supply Chain Policy which allows 40% of municipal Supply Chain to women business.
- **Dialogues on Gender Based Violence:** conducted in the form of izimbizo with various sectors of the community.
- **Women in local government leaderships conference:** attended by 86 women leaders from level 11 upwards and women councillors.

Eastern Cape

- The Eastern Cape Provincial Development Plan identified the following challenges (Eastern Cape Planning Commission, 2014) Too few people work: unemployment statistics at 27.8% and an expanded rate of 43.5%
- The standard of education is poor: over the period 2000 to 2011, about 22 % of learners who entered Grade 1 progressed to Grade 12 within the 12-year period, with only 14% successfully completing matric.

Gender responsive initiatives

Proposed interventions for addressing gender-based violence are outlined as Strategic Action 4.4.2 and include making places safer through community participation, inclusive approaches and infrastructure and service provision.

Nelson Mandela Bay

Characterisation

21.6% of households listed grants as their main source of income. Nelson Mandela has the highest household access to improved sanitation of all metros in the country at 95.8% followed by Buffalo City and Tshwane at 95.1% and 83.1% respectively.

Western Cape

Although the Province has the lowest Gini co-efficient in the country, inequality has continued to increase. Poverty remains gendered and female households more likely to be unemployed and poor (Western Cape Government, 2020). Gender-based crimes and femicide have continued to impact on both the economic prospects and socio-economic development of the province.

The female labour force participation rate in the Western Cape for quarter 3 of 2019 was 60.7% compared to 76.1% for men. Women also lack access to quality skills development and further education and are generally confined to the lower paid and vulnerable sectors of the economy. The rates of gender-based violence continues to be a significant social problem, in the Western Cape, 370 women were murdered, and 7 043 sexual offenses were reported in 2018/19. Young African women are the worst affected by poverty and unemployment (Western Cape Government, 2020).

Gender is a cross cutting theme in the Provincial Strategic Plan which acknowledges that the mainstreaming of gender planning, budgeting, and monitoring and evaluation systems is critical. The following interventions have been identified:

- **Internally**, provincial staff will be supported through training in sexual harassment policies and gender mainstreaming.
- **Externally**, compliance with Domestic Violence Act by SAPS will be monitored and GBV will be a key theme in Policing Needs and Priorities reports.
 - Provide shelters for victims of violence and human trafficking, trauma support for victims of violence and sexual offences.
 - Chrysalis Academy training programme will include gender sensitivity training and the Safe Schools unit will continue their GBV interventions
 - Community Development Worker programme provide information sessions and dialogues

City of Cape Town

Characterisation

The Human Development Index is 0.75, indicating an improvement in human development, however the Gini coefficient (0.63) points to a growing gap in income distribution in the City. The pandemic has also disproportionately affected women, the poor and vulnerable. Women are (City of Cape Town, 2022):

- More likely to lose their jobs

- Less likely to gain employment
- Less likely to benefit from income support measures
- More likely to be doing extra childcare

Gender responsive and water reuse initiatives

- Objective 2: Improving access to quality and reliable services
Project 2.1. A: Informal settlements water and sanitation project – The City will continually test and expand innovative technologies and approaches to improve the quality and sustainability of water and sanitation services in informal settlements. This includes safe access to shared facilities, specifically at night for women and children.
- Objective 4: Well-managed and modernised infrastructure to support economic growth
Project 4.4.D: Water reuse project – The City has partnered with the Water Research Commission (WRC) to investigate and invest in wastewater reuse to meet current and future water demand.
- Objective 14: Resilient city
Programme 14.2: Disaster risk reduction and response programme – The project aims to enhance community-based disaster risk assessment, emergency preparedness reduce overall vulnerability. The project targets at at-risk populations including women and girls. It partners with NGOs, other spheres of government, academia, commerce, and industry

The City of Cape Town has a draft Gender Policy in place (City of Cape Town, 2004).

Drakenstein Local Municipality

Characterisation

There has been a general increase in the HDI in Drakenstein, from 0.647 in 2008 to 0.723 in 2017. The unemployment rate in was recorded as 21 % in 2021, however a more realistic unemployment figure is closer to 27%. The Gini coefficient is 0.601 and the rising income equality can be attributed to an increased working age population in low skilled employment who earn low salaries The categories of people vulnerable to poverty remained largely African females, children 17 years and younger, people from rural areas, and those with no education. (Drakenstein Municipality, 2022).

Gender responsive initiatives

The Social Development predetermined objective (PDO) contains the dedication to ensure that the community is supported in respects of social issues facing vulnerable groups. The PDO addresses gender by ensuring that the municipality has a functioning Gender Forum and conducts gender-specific programs to create awareness around gender issues such as gender-based violence.

Free State

The Free State Provincial Growth and Development Strategy (PGDS) Free State Vision 2030 outlines the rising unemployment challenge that the province is facing due to the structure of the provincial economy which limits

job creation. The declining quality of education leads to skills shortages in a context where the economy is shifting towards finance and business services which leaves most of the province's youth behind. 51 % of the Free State's population is living in poverty and income inequality in the province has worsened from 0.59 to 0.64 from 1995 to 2010 (Department of the Premier, 2012).

The unemployment rate in the Free State increased from 25.5% to 32 % from 2011 to 2012. Women and youth are the mostly affected by unemployment. The mainstreaming of vulnerable groups such as women, youth, children, and people with disabilities during the implementation of long-term programmes has been identified by the municipality as a strategy to address the social development needs of the province (Free State Provincial Government, 2013)

Mangaung Municipality

Characterisation

The Mangaung Metropolitan Municipality is relatively young and mostly female. There is still a large imbalance in the society with black women still at the bottom of the beneficiation chain, black males are second to women at just above 25% unemployment rate. Young people and children between the ages 0 -14 are in majority in Mangaung, thus the municipality strives to enhance its efforts on early childhood development, youth programmes and projects aimed at supporting women development.

The Mangaung Metropolitan Municipality represents approximately 28% of the provincial population. During the period 2011 to 2019 an estimated population of the Mangaung increased from 775,028 to 878,834 – an increment of about 103 806 (1.6%) people, this is due to immigration into the city from other towns, cities and rural areas. This large influx represents both challenges and opportunities for the municipality, such as increase in demand for basic services and human settlement and opportunities are amongst others revenue income for the municipality. The life expectancy in the region (between 2016-2020) is approximately 61 years in females and 55 years for males (South African Cities Network , 2022). In 2018 the healthcare in the region was 59.1% for public healthcare usage and 22.9% for private medical aid (South African Cities Network , 2022)

Gender responsive initiatives

The 2022-2027 IDP for Mangaung Metropolitan Municipality showed its commits gender mainstreaming and employment equity by adopting plans that heed the plight of women and persons living with disabilities. This commitment is planned to be actioned by ensuring that skilled, technical, professional, and managerial posts better reflect the makeup of the economically active populace of the region in respect of race, gender, and disability. Furthermore, affirmative action measures to achieve gender transformation in the municipality are planned wherein the senior management will have key performance indicators reflecting female and persons living with disabilities' appointments.

Northern Cape

The Northern Cape has a population of 1 193 780 people of which approximately half are female, and half are male. Households with women as their head account for 38.9% of the population in the Northern Cape of which

41.6% are child-headed households with women as their head (Community Survey , 2016). Water service delivery in the province is water is sourced from a regional or local service provider is 92.2% of which 45% is piped water infrastructure in the house (Community Survey , 2016). 71.4% of the population has access to flushing toilets and 67.9% have access to refuse disposal services. Only 38% of the population are employed (Statistics South Africa, 2011).

Income disparity in the province is apparent as only 46.92% of the populations sits above the poverty line. The limited employment opportunities in rural regions contribute to higher unemployment rates. Sustainable job creation is constrained by the structural mismatch between labour and demand supply. There is an absence of low skilled jobs in manufacturing due to the structural shift towards an economy that is dependent on high skills (Office of the Premier, 2020).

The Integrated Monitoring Framework provides for the monitoring of women, people with disabilities and youth development sectors, to ensure mainstreaming and tracking implementation thereof. Economic transformation is continuously promoted through preferential procurement in order to promote meaningful participation of black people, including women, youth, people with disabilities and people living in rural areas, in the province.

The Northern Cape annual report for 2016/2017 highlights limited gendered information for the province. However, the report indicates higher municipal performance rewards for women during the period. Gender specific targeted interventions for all genders of health programmes were yet to be identified. More women across various occupation levels were provided with skills development training during the period of 2016/2017 (Northern Cape Office of the Premier , 2016). The National Women's Charter is aware of the absence of approved gender policies and municipal gender-mainstreaming strategies across municipalities in the Northern Cape which forms part of the reason for the lack of gender budgeting and mainstreaming in the province (Mokoena, 2020)

Indicative Local Municipality B

Characterisation

This Local Municipality experienced the highest population growth of 2.56% between 2009 and 2019. It is the most populated municipality in the district and the Northern Cape Province. The adult literacy rate is 78.79%. Access to sanitation services is 85.1% and access to waste removal services is 85% and an employment rate at 26.7% in 2020. 41.7% of the economically active age grouping is not participating in the economy.

The representation of women in decision making positions is reflected in the gender breakdown of council which showed that 45% of women were elected as councillors in the 2016 Elections. The proportion of men in council is slightly above the proportion of men in society, it is assumed that male leaders would have a gender sensitive approach and all councillors will work to improving the status of women in society. Much more work is required in the municipality to achieve gender equity. In terms of employment equity, the spread of women workers in the technical environment appears to be low.

Gauteng

There has been a consistent improvement in the quality of life in Gauteng. The Human Development Index has shown an improvement from 0.65 in 2008 to 0.72 in 2018, while the percentage of people living below the poverty line has declined from 32% in 2004 to 16% in 2016. However, the province still faces spatial, economic, and social inequalities, areas of economic decline. The unemployment rate in the province is 31% and income inequality, as measured by the Gini index, is 70% (Gauteng Provincial Government, n.d.).

Gauteng has shown commitment to youth and women by (Gauteng Provincial Government, n.d.):

- Offering support for women-led SMMEs and entrepreneurs and the setting aside of 40 % of procurement for women
- Mandating the State to purchase 75% of goods and services from local producers, especially women- and youth-led producers
- Providing resourced shelters and relief support for women and girls, including the provision of programmes designed to heal victims of trafficking and rehabilitate them into society
- Providing security of tenure through the issuance of title deeds, including the title deeds for women, youth and persons with disabilities
- A total of 100 000 young women have been supported by the welfare-to-work programme, and EPWP programmes targeting poorer households – strengthening them with skills to access better economic opportunities
- 2 000 women have benefited from community food initiatives
- Prioritised women, youth and people with disabilities as beneficiaries in all government programmes

The provincial focus is on improving the policing and safety efforts, with particular emphasis on GBV and supporting the rights of women, youth, senior people, people with disabilities, military veterans and LGBTIQ+ community. As well as strengthening effective partnerships with non-governmental organisation and all relevant agencies to promote an integrated and holistic approach to the elimination of violence against women and girls.

City of Ekurhuleni Metropolitan Municipality

Characterisation

The City of Ekurhuleni Metropolitan Municipality represents a population of 3 888 873 (in 2019). The life expectancy in the region (between 2016-2020) is approximately 69 years in females and 64 years for males. In 2018 the healthcare in the region was 64.5% for public healthcare usage and 22.8% for private medical aid (South African Cities Network , 2022).

The people of Ekurhuleni experience poverty and inequality at high levels. There is a culture of dependency on social grants and an endemic skills-gap exists. The high levels of crime result in vulnerable groups such as women, children, older persons and people with disabilities, living in fear and feeling unsafe (City of Ekurhuleni, 2018).

Gender responsive initiatives

The City of Ekurhuleni developed a gender policy in 2003. There is a gender and development department, but it is not well capacitated which results in gender and climate change issues not being clearly articulated and addressed and being managed in silos. The City of Ekurhuleni aims to prioritise youth, women, disabled and households in the indigent register in job creation initiatives (City of Ekurhuleni, 2018).

City of Johannesburg Metropolitan Municipality

Characterisation

The City of Johannesburg Metropolitan Municipality represents a population of 5 738 536 (in 2019). The life expectancy in the region (between 2016-2020) is approximately 69 years in females and 64 years for males. In 2018 the healthcare in the region was 67.3% for public healthcare usage and 21.2% for private medical aid (South African Cities Network , 2022).

The city struggles with high levels of poverty, unemployment, inequality, social exclusion, and sub-standard levels of human development. These issues are further exacerbated by unequal spatial development, long and costly commutes and inadequate basic services (City of Johannesburg, 2020).

Gender responsive initiatives

The City of Johannesburg Metropolitan Municipality has a gender policy 2020 report prepared by the Integrated Social Development Policy, Planning and Research Unit. This policy aims to ensure gender mainstreaming in the plans, programmes, service delivery, institutional and management practices of the City of Johannesburg Metropolitan Municipality (City of Johannesburg, 2020). The policy aims to achieve the following objectives:

- Ensure gender responsive and gender aware delivery of services by all Core Departments and MEs to the residents of the City of Johannesburg
- Enable the creation of a gender sensitive planning environment and development of governance structures
- Challenge the direct and indirect barriers in enterprise development which prevent women from having equal access to and control over economic resources
- Increase women's easy access to finance by assessing existing programmes that provide access to finance for women and suggesting improvements to address existing gaps in a sustainable manner
- Promote access by women to key resources (e.g. employment opportunities, decision-making and business), services and facilities
- Respond to the 4 strategic outcomes set out by the Growth and Development strategy (2040), especially Outcome 1: Improved quality of life and development driven resilience for all

Gender based violence is one of the City's strategic priorities and the number of interventions implemented to respond to gender-based violence has been placed as an on the IDP scorecard which indicates that 6 000 people have been reached by interventions to respond to gender-based violence

City of Tshwane Metropolitan Municipality

Characterisation

The City of Tshwane Metropolitan Municipality represents a population of 3 649 053 (in 2019). The life expectancy in the region (between 2016-2020) is approximately 69 years in females and 64 years for males. In 2018 the healthcare in the region was 53.1% for public healthcare usage and 29.3% for private medical aid (South African Cities Network , 2022).

Gender responsive initiatives

The City of Tshwane Metropolitan Municipality takes gender equality into account in the 2022-2026 IDP. The municipality has a sustainability department and various policies in place that also feed into gender mainstreaming such as:

- Training and development policy
- Sexual harassment policy
- Revised employment equity policy
- Occupational Health policy

The city has identified the need to (City of Tshwane, 2021):

- Act as an enabler for job creation, with a specific focus on women, youth, and people with disabilities
- Have a community safety forum to deal with issues of violence against women and children
- Prioritise the needs of women, youth and people with disabilities when designing new human settlements.

4.2.3 SUMMARY

The equity-related regulatory framework, gender machinery and the statutory bodies outlined in Chapter 4.2.1 and 4.2.2 above indicate the strategic initiatives for driving the empowerment of women at national, provincial, and local levels. The strategic initiatives are intended to increase women's representation and participation, especially in decision-making platforms, as well as eliminate barriers and to protect women's rights and recourse.

The provincial and local municipality have integrated gender considerations into their strategies and plans at varying levels. KwaZulu Natal has specific outcomes, indicators and targets related to gender, whereas the other municipalities do not show that they are monitoring gender related outcomes. There are key interventions and projects in place aimed at addressing gender inequality and include the implementation of empowerment initiatives, the creation of partnerships and skills development support

The gender related challenges that many of the municipalities' face are not always in alignment with the solutions proposed in the IDPs. An example is the Indicative Municipality A which is characterised by poor

access to education and low skills, whereas the strategic women empowerment initiatives are aimed at preferential procurement for women. The vulnerable people in this municipality would be unlikely to be able to meet supply the municipality's technical and procurement requirements. This is a similar case in the Sol Plaatje local municipality. It is important to strengthen the capacity of vulnerable groups to take advantage of empowerment opportunities.

Gender responsiveness at a municipal level is focused on gender-based violence, which is to deal with the high incidences that have been reported. This represents a limited response to addressing gender inequality and the broader challenges impacting women such as the lack of access to basic services, education and skills. There is a need to promote awareness of the opportunities available to women and grassroots organisations and improve their capacity to participate in project implementation and decision-making. By engaging diverse perspectives on experiences this ensures that the product, services, and systems are designed to address gender differences and barriers.

Limitations:

- Obtaining disaggregated data on gender for the public sector is particularly challenging, since data is not always readily available in a completely disaggregated manner.
- Lack of understanding of gender mainstreaming as an approach
- Limited human and financial resources
- There is a disconnect between national and provincial and municipal realities

4.3. KEY GENDER-RELATED CHALLENGES FOR THE PROGRAMME TO ADDRESS

South Africa is a water-scarce country, and the sustainable provision of water is one of its most significant challenges. Basic water-related services including the provision of potable water and access to sanitation and stormwater drainage are not readily available to a significant proportion of the population.

The implementation of a national Water Reuse Programme ('WRP') through the scale-up of water reuse approaches and water reuse infrastructure in municipalities would significantly enhance water security in South Africa. A successful WRP should be able to demonstrably indicate that climate change resilience objectives will be achieved **(by strengthening the country's adaptive capacity against water stress and scarcity)** and should be able to measurably maximize climate change adaptation and mitigation in a manner that meets the criteria and requirements of the GCF, thus enhancing the probability of successful GCF funding being achieved.

When designing the programme, consideration was made to how the programme will address gender-related challenges at a programme level. The contribution of women to the design, operation and maintenance of the incumbent water systems will assist to reflect their needs and preferences in the overall

WRP. This user-centred approach will ensure that immediate and anticipated concerns regarding cultural contexts will improve public perception, relating to the reuse of effluent, particularly regarding acceptability on religious or cultural grounds and will remain sensitive to the responsiveness of the consumers. Similarly, WRP will aim to attract, retain, and promote women into the operational aspects of the programme by encouraging and enabling the appointment of women as engineers, technicians, mechanics, operators, system architects and utility manager. Their contribution will help to shape the design, construction of the chosen water reuse project archetype. Globally there is a need to promote women into the utility sector so they can contribute to the initiatives and apply a gendered lens. This gap, however, is a global challenge as shown in **Figure 4-7 Average Share of Employees in a Water Utility that are Women (2018-2019)** below.

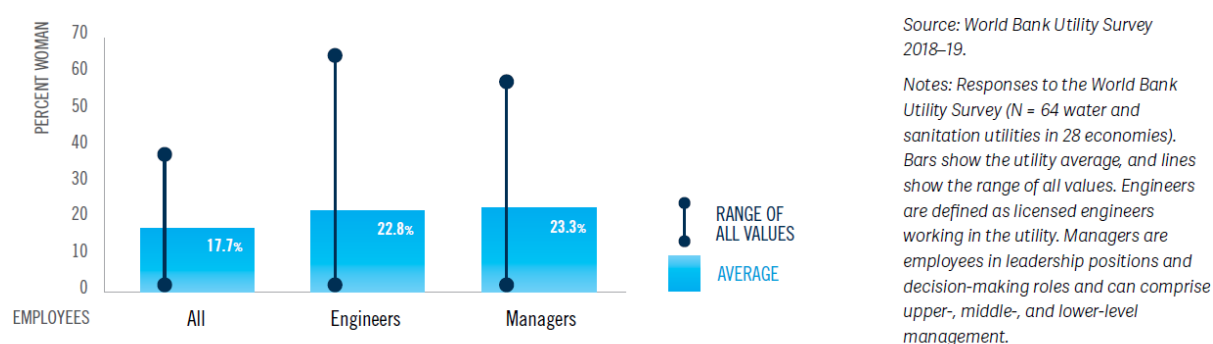


Figure 4-7 Average Share of Employees in a Water Utility that are Women (2018-2019)

The programme will thus consider the following programmatic challenges that will be addressed in the activities and incorporated into the final design and implementation of the WRP. The challenges were discussed with key gender specialists as well as supplemented by extensive data collection and research as noted below in **Table 4-5** below.

Table 4-5 Programme Challenges

#	Programmatic Challenge	Description
1.	Modernisation	When designing the required technology (for example the advanced technology required to treat wastewater effluent), there is a possibility that as it will be capital and technologically intensive it can lead to a reduction in employment opportunities for low-skilled women who would previously have been appointed to assist with some aspects of the operational process.
2.	Working Conditions	Working conditions are not gendered and are not designed to reflect their needs and preferences, e.g., personal protective gear, infrastructure, sanitary facilities.
3.	Gender Mainstreaming	Key stakeholders are unaware of gender terminology, mainstreaming solutions.
4.	Configuration of waste management systems	Existing solid waste management systems have not been configured to collect and process menstrual waste, diapers etc. causing significant issues. Also, the advanced treatment

		technology is not equipped to process ill-discarded menstrual products and diapers as it was not considered or due to feasibility constraints.
5.	Equipment Guidelines	Equipment is designed by and for men often lack appropriate training for women
6.	Gender-responsive budget	Gender responsive budgeting to fund gender interventions is not considered
7.	Procurement Process	Failure to promote involvement of women in the procurement process e.g., provision of goods, services, labour
8.	Health Impacts	Health impacts due to water quality can impact men and women differently for biological reasons influencing their options.
9.	Target Market	The main beneficiaries of water are women as they conduct domestic duties and are thus the key target market.
10.	Poor Perception	Lack of understanding/poor perception on the benefits and needs for wastewater reuse

It should be noted that a Gender Specialist will be appointed to ensure that the implementation of the projects align with the broader Programme objectives on Gender, as well as monitor and track the diversity and gender of the implementation teams as well as the broader impact on women and girl children. The recruitment timing of this will be dependent on the Water Partners Office establishment and having a strong portfolio of projects underway.

5. ACTION PLAN INTERVENTIONS AND ACTIVITIES

The WRP is committed to applying a gender lens to its project design and execution. The team is also acutely aware of the possible failures that may occur when limited consideration is applied to understanding the gender inequalities in a country and at a programme level. These inequalities will hamper the effective implementation of the programme and reap unintended consequences for those most vulnerable in society if they are not adequately addressed.

Based on the Findings above, Gender integration needs to happen at two levels;

- I. **Programme Level** - The Programme is to provide the broader overarching: framework and mechanisms for gender integration.
- II. **Project Level** – This level should address the specific genders gaps in the localities identified.

The actions that are needed to be addressed in these levels are presented below.

5.1. PROGRAMME-LEVEL INTERVENTIONS

A. Planning and Governance

A.1. Embed gender considerations in the establishment and operationalisation of the Water Partnership Office (WPO): such as targets on the percentage of women in decision-making positions at varying levels and points of programme implementation. There will also be human resource targets set to ensure that modernisation of technology does not adversely impact the economic empowerment of women. Contract documents will include gender responsive clauses outlining the contractor's responsibility for the health and safety of all workers. Enforceable accountability measures assist in the effective promotion of integration of gender considerations at the personal, unit and institutional levels.

A.2 Engendered procurement: This includes ensuring that procurement and contracting processes are governed by labour laws and mandates equal wages for an equal value of work. Additional considerations include:

- The programme will endeavour to procure equipment from women-led small and medium enterprises during the public procurement process and infusing gender equality throughout the supply chain.
- The programme will attempt to support corporate supply chain diversification in line with environmental, social and governance considerations.
- The programme will endeavour to procure technology that is tested with a gendered approach.
- The programme will apply gender provisions as required in BBBEE Acts and labour provisions will be adhered to and improved on where possible.

- These targets/guidelines will be included in the framework/guidelines of project specific gender action plans and the WRP will require project sponsors to look at these elements when they prepare GAPs for their projects.

A.3. Budget for gender activities: A ringfenced budget is implemented at the programme level that enables the listed initiatives to be realised. Without a firm financial commitment, there is a possibility that the activities will be side-lined until, or if, a budget is made available. A ringfenced budget ensures that financial parameters are set, and the activities are manageable and implemented without financial limitations. This budget needs to link to staffing, planning and operationalisation of activities.

B. Capacity Building and Awareness

B.1. Engender WRP brand development and communications strategies: The public awareness campaigns during the implementation phase of the programme will consider the low uptake and buy-in from the community to water reuse. The campaigns will highlight points that will ease the various gender-related issues that may be perceived from the use of the water, e.g., menstruation, the use of chemicals at the advanced technological treatment plant etc., and how it will not adversely affect women physically, biologically, and physiologically. Throughout the design and implementation phases, the project managers from the programme management office will safeguard that GESI implications are consistently discussed and brought up as a standing point to all the meetings, both internally and with stakeholders. This will ensure legitimacy that GESI is not brought in as a 'tick box' exercise for the programme but as a key component to being analysed and discussed. This will also include the stakeholder engagement plan.

B.2. Develop gender-focussed knowledge products: The interventions aimed at addressing the gender specific needs of women and girls in the anticipated project areas will be identified during the initial project conceptualisation phase. Progress in the form of specific project outputs, outcomes will be measured consistently throughout all the projects falling under this programme. The team will thus develop knowledge-products that address the impacts of water insecurity on women and girls and adapt the challenges to solutions to drive gender-responsive interventions. The knowledge products will also aid in the effectiveness of different types of water projects in addressing gender inequalities related to water insecurity.

B.3. Strengthen institutional capacity and awareness: The programme will ensure that there is institutional awareness in the WPO and municipalities that promote gender equality. Capacity building and training programmes will aim to promote institutional awareness of the gender implications of water infrastructure. During the implementation stage, gender specialists and environmental and social experts will be secured to assist with community development and addressing gender equality issues that the project team may confront. The experts will also drive training on participation, leadership and management of sanitation, health and hygiene, microplanning, participatory learning methods, self-help group strengthening. Managerial and executive leadership training will be offered internally to support women to participate in key strategic and decision-making roles the programme.

C. Monitoring, Evaluation and Reporting

C.1. Design of gender framework and monitoring and reporting strategies: The gender monitoring framework for the programme needs to be flexible enough to incorporate the varying project activities and robust enough to capture important baseline data for tracking the gender considerations at a programme level. The collection of data on both women and men enables the tracking of gender impacts and assessing the programme benefits for women and men.

C.2. Appoint a gender specialist: A gender specialist is required to ensure that the objectives of the programme are being translated into the project and local-level interventions. The recruitment timing of this will be dependent on the WPO establishment, but is recommended for the first year of establishment.

C.3. Measure gender disaggregated outcomes: This will include collating data water security, time poverty and household allocation of tasks to assist with measuring progress against meeting the gender-specific data requirements and targets.

C.4. Undertake continuous monitoring, evaluation, and learning: Once the programme is in its implementation phase, there will be an opportunity to refine or add activities and interventions that are more relevant and gender sensitive. Knowing the systemic issues will allow the implementation team to design more effective and sustainable outcomes, mirroring the diverse and inclusive needs with a targeted and inclusive approach and response.

5.2. PROJECT-LEVEL INTERVENTIONS

Based on the assessment, the following actions are required at a Project Level. Many of these will be informed by the programme-level framing and requirements. These project-level activities are not budgeted in the Gender Action Plan, as much of these costs will be transferred to project-level budgets once they are initialised.

A. Planning and Governance

A.1. Alignment to programme-level gender monitoring framework: At programme-level, guidance and tools are provided on how project-level gender mainstreaming needs to be done and what targets and indicators need to feed into the programme level gender monitoring framework.

A.2. Map institutional/governance gender elements at project-level: The roll out of gender related project interventions will be dependent on the institutional context which varies across the different municipalities. An institutional map of each project will help to better understand the gender elements at the specific municipal level, identify gaps and seek opportunities to align with broader programme interventions.

A.3. Budget for gender activities: Gender activities are appropriately resourced at project level in terms of human resources and budgets. This should be outlined in project-level Terms of Reference (ToR).

A.4. Align to Programme Procurement: The programme will provide strict guidance on gender-specific procurement requirements. It is important that at project-level, these are adhered to.

B. Capacity Building and Awareness

B.1. Share Repository of resources, templates, and tools: The consistent application of the same methods, templates and tools will be used to monitor, track the data that has been collected at a project level and allow for better integration with the programme level gender monitoring framework.

B.2. Create Awareness: The projects will combine social protection and water projects with initiatives to sensitise communities about unequal gender relations, encourage gender sensitive allocation of project benefits and empower women in household and community decision-making. If well designed and implemented, projects can provide an opportunity to shift gender norms and encourage behaviour changes. Women can contribute to and lead community decision-making processes, provided that their time, mobility, and social constraints are considered and addressed.

B.3. Implement training activities: The programme will actively recognise and address the existing and growing interactions between municipal service projects, job creation, environmental and social protection, water insecurity and gender inequalities. There are already clear areas of overlap between these issues, and the links will only become further entrenched with the increased impacts of climate change and the social exclusion of women from decision-making positions. Failure to acknowledge these links and coordinate action across sectors can reduce or reverse the intended impacts of individual programmes on poverty, vulnerability, water security or female empowerment. Accordingly, the programme will consider training programmes that address these key themes and explain them in an easy to digest and simple fashion. The training programmes will expose municipal officials and key stakeholders to gender terminology and broader consideration so that the burden for reporting and measuring progress to achieving gender equality is not strictly on women but is a requirement for all involved in the project.

C. Monitoring, Evaluation and Reporting

C.1. Determine the Baseline: Information on gender and sex-disaggregated data is limited at a local level and relies heavily on work already conducted by a range of different stakeholders. Ensuring that sex-disaggregated data is collected and shared with the initiation of each project is important. This will support and feed into the Programme-Level M&E Framework. Project level ToR's should include this as an update of the gender assessment activity to be undertaken. Budgeting for this will then fall under the project implementation, and not the Programme budget.

C.2. Report on M&E activities (with disaggregated data, where available)

Key activities include:

- Collect sex disaggregated data to track gender equality results and assess gender impacts.

- Monitor access, participation, and benefits among women and men and incorporate remedial action that redresses any gender inequalities in project implementation.
- Ensure women and men can participate in monitoring and / or evaluation processes.
- Integrate gender evaluation questions and components in the Evaluation TORs
- Identify good practices and lessons learned on project outcomes / outputs or activities that promote gender equality and / or women's empowerment.
- Consider and integrate lessons learned from previous projects with gender dimensions into project formulation where relevant.

Reflections on the following is:

- Compliance
- Employment Gender Profiles
- Training and Capacity Building
- Site-level benefits and beneficiaries
- Sexual exploitation, abuse and sexual harassment
- Gender resources utilisation (human and finance)

5.3. RISK AND MITIGATION: INDEPENDENT GRIEVANCE MECHANISM

An Independent Grievance Redress Mechanism process is established to resolve all complaints that arise from the programme. The mechanisms will be aligned with the GCF's independent redress mechanism and experiences. An example of such a mechanism will be enable members of the public to submit complaints about the programme through various mechanisms such as public participation community meetings, at the Municipal office and through their Ward Councillors. In addition, members could opt to use the Municipal Help Desk and Suggestion Box as located at central offices. Municipal Employees can approach their Equity Officer and Labour Relations units through Employee Assistance Programme (under Human Resources), and their relevant trade or professional union.

An outline of the Grievance Redress Mechanism is outline in the Environmental and Social Management Framework.

6. CONCLUSION

Gender is not one-dimensional or simplistic. It is complex and multi-layered, and practices and processes should reflect them

From our assessment, there are sound legal, regulatory and policy frameworks that aim to achieve gender equality in the region, from an international, regional, and local perspective. However, there are still lingering patriarchal norms, practices, and customs; poverty; historical legacies, gender-based violence and lack of employment opportunities in senior leadership position that hamper women from achieving economic parity.

Despite these broader challenges and progressive achievements, how will the project contribute toward gender equality and women's empowerment? Through the various activities as outlined in the Gender Action Plan the programme will aim to address the current social and gender inequalities that will impact upon the success of the programme. Some of the initiatives include:

- Applying quotas in female participation in sanitation policies for water committee members, Boards and agencies.
- Integrating a monitoring system with gender monitoring indicators.
- Ensuring a 30-40% target for the beneficiaries of the program to be women.
- Raising Public awareness campaigns aimed at creating an appreciation and understanding of the benefits of water reuse.
- Enabling all water stakeholders—from the implementing agencies to the beneficiaries to build requisite skills and knowledge for gender-sensitive services and management.

Ultimately, gender disparity is not only a challenge in South Africa but across the globe. Through programmes like the WRP, some of these issues can be intricately addressed while avoiding exacerbating existing social inequalities. As the WRP scales and evolves, greater in-depth research will need to be conducted to complement this current gender assessment report in the future.

REFERENCES

Sol Plaatje Municipality, 2022. *DRAFT SOL PLAATJE LOCAL MUNICIPALITY INTEGRATED DEVELOPMENT PLAN 2022-2027*, Kimberley: Sol Plaatje Municipality.

Africa Check, 2019. *Frequently asked questions about poverty in South Africa*. [Online]

Available at: <https://africacheck.org/fact-checks/factsheets/frequently-asked-questions-about-poverty-south-africa>

[Accessed 4 June 2021].

Asian Development Bank, 2015. *Gender Equality Results Case Study India: Urban Water Supply and Environmental Improvement Project*, Manila: Asian Development Bank.

Asian Development Bank, 2021. *Guidelines for Gender Mainstreaming Categories of ADB Projects*, s.l.: Asian Development Bank.

Borgen Project, 2020. *5 facts about poverty in South Africa*. [Online]

Available at: <https://borgenproject.org/poverty-in-south-africa/>

[Accessed 4 June 2021].

Community Survey, 2016. *South African Community Survey*, s.l.: Statistics South Africa.

Deloitte, 2017. *The untapped potential of women in urban water management*. [Online]

Available at: <https://www2.deloitte.com/us/en/insights/deloitte-review/issue-20/women-in-water-management.html/#endnote-sup-7>

[Accessed 14 June 2021].

Department of Social Development, 2019. *Plans to combat Gender Based Violence, femicide, violence and murder of children: DSD briefing*. [Online]

Available at: <https://pmg.org.za/committee-meeting/29203/>

[Accessed 6 July 2021].

Department of the Premier, 2012. *Draft Provincial Growth and Development Strategy: Free State Vision 2030*, s.l.: Department of the Premier.

DWA, 2006. *Mainstreaming Gender into the Water Services Sector: National Implementation Strategy and Action Plan 2006 - 2010*, Pretoria : Department of Water Affairs .

Eastern Cape Planning Commission, 2014. *Eastern Cape Vision 2020 - Provincial Development Plan*.

[Online]

Available at: https://www.ecsecc.org/documentrepository/informationcentre/ec-vision-2030-planoctober-post-exco_14935.pdf

[Accessed 26 July 2022].

eThekweni Municipality, 2020. *Integrated Development Plan (IDP) 2020/2021: By 2030, eThekweni will be Africa's most caring and liveable City*. [Online]

Available at: https://www.cogta.gov.za/cgta_2016/wp-content/uploads/2021/02/Final-eThekweni-Plain-English-2020_21-IDP.pdf

[Accessed 25 July 2022].

Gender Women for Climate Justice Southern Africa, 2020. *Women for Climate Justice*. [Online]

Available at: <https://www.gendercc.org.za/resources/>

[Accessed 5 July 2021].

Georgetown Journal of International Affairs, 2020. *Climate Change's Disproportionate Impact on Women: Agricultural Workers in South Africa*. [Online]

Available at: [https://gjia.georgetown.edu/2020/07/19/climate-change-disproportionate-impact-on-southafrican-](https://gjia.georgetown.edu/2020/07/19/climate-change-disproportionate-impact-on-southafrican-women/#:~:text=Women%2C%20contributing%20sixty%20to%20eighty,political%20disenfranchisement%20and%20economic%20marginalization.)

[women/#:~:text=Women%2C%20contributing%20sixty%20to%20eighty,political%20disenfranchisement%20and%20economic%20marginalization.](https://gjia.georgetown.edu/2020/07/19/climate-change-disproportionate-impact-on-southafrican-women/#:~:text=Women%2C%20contributing%20sixty%20to%20eighty,political%20disenfranchisement%20and%20economic%20marginalization.)

[Accessed 5 July 2021].

Green Climate Fund , 2019. *The R's (Reduce, Reuse and Recycle) for Climate Resilience Wastewater Systems in Barbados (3R-CReWS)*. [Online]

Available at: <https://www.greenclimate.fund/sites/default/files/document/ppf-application-r-s-reduce-reuse-and-recycle-climate-resilience-wastewater-systems-barbados-3r-crews.pdf>

[Accessed 6 July 2021].

KwaZulu Natal Provincial Planning Commission, 2020. *Draft Provincial Growth and Development Strategy*. [Online]

Available at:

http://www.kznppc.gov.za/images/downloads/PGDS_Review2020/Draft%202021%20PGDS%20Review%20or%20Consultation.pdf

[Accessed 25 July 2022].

Lahnsteiner, J. D. P. P. M. J. a. E. J., 2013. *More than 40 years of direct potable reuse experience in Windhoes*, London: IWA Publishing.

Mokoena, S., 2020. *Parliament of the Republic of South Africa*. [Online]

Available at: <https://www.parliament.gov.za/news/womens-charter-summit-focusses-gender-mainstreaming-northern-cape>

[Accessed 26 July 2022].

Mvula Trust, n.d. *South Africa: Women in Sanitation and Brick Making Project, Mabule Village*. [Online]

Available at:

https://sswm.info/sites/default/files/reference_attachments/MASONDO%20ny%20Women%20in%20Sanitati

[on%20and%20Brick%20Making%20Project.pdf](#)

[Accessed 6 June 2021].

Northern Cape Office of the Premier , 2016. *ANNUAL REPORT FOR 2016/17 FINANCIAL YEAR* , Kimberley: Northern Cape Office of the Premier .

Presidential Climate Commission, 2022. *A Framework for a Just Transition in South Africa*, s.l.: Presidential Climate Commission.

Province of KwaZulu Natal, 2012. *Condensed version of the KwaZulu Natal Provincial Growth and Development Strategy and Plan: 2012 to 2030*. [Online]

Available at: <http://www.kznppc.gov.za/images/downloads/12-05-21%20PGDPPrinted%20Booklet%20V8.pdf>

[Accessed 25 July 2022].

Republic of South Africa, 2021. *South Africa First Nationally Determined Contribution under the Paris Agreement*, Pretoria: Republic of South Africa.

Rural Development and Land Reform, 2017. *Land Audit Report* , Pretoria: Rural Development and Land Reform.

Schreiner, B., 2013. *Viewpoint – Why Has the South African National Water Act Been so Difficult to Implement?*, Pretoria: Water Alternative .

Sol Plaatje Municipality, 2017. *Sol Plaatje Municipality: Integrated Development Plan - IDP (2017 – 2022)*, s.l.: Sol Plaatje Municipality.

South African Cities Network , 2022. *State of South African Cities Report* , Johannesburg : SACN.

South African Government, 2012. *National Development Plan 2030*. [Online]

Available at: <https://www.gov.za/issues/national-development-plan-2030>

[Accessed 5 July 2021].

South African Human Rights Commission, n.d. *3rs Economic and Social Rights Report*, s.l.: South African Human Rights Commission.

SSWM, n.d. *Water and Sanitation to All*. [Online]

Available at: <https://sswm.info/sswm-university-course/module-8-water-and-sanitation-future-challenges/further-resources-water-and>

[Accessed 6 July 2021].

Statistics South Africa, 2011. *South African Population Census* , s.l.: Statistics South Africa.

Statistics-SA, 2019. *Sustainable Development Goals: Country report 2019*, Pretoria: Statistics South Africa.

The Office on the Status of Women, undated . *South Africa's National Policy Framework for Women's Empowerment and Gender Equality* , Johannesburg: The Office on the Status of Women.

uMhlathuze Local Municipality, 2022. *Fifth Generation IDP 2022/2027*. [Online]

Available at: <https://www.umhlathuze.gov.za/images/IDP/5TH%20Generation%20IDP.pdf>

[Accessed 26 July 2022].

UNESCO, 2019. *More Timely and Country-Level Data Now Available for Education, Science and Culture*. [Online]

Available at: <http://uis.unesco.org/en/news/more-timely-and-country-level-data-now-available-education-science-and-culture>

[Accessed 5 July 2021].

United Nations and Asian Institute of Technology, 2015. *Policy Guidance Manual on Wastewater Management with a special emphasis on decentralised wastewater treatment systems*, Bangkok: United Nations and Asian Institute of Technology.

United Nations and Stockholm Environment Institute, 2020. *Sanitation Wastewater Management and Sustainability*, Stockholm: United Nations and Stockholm Environment Institute.

University of Stellenbosch, 2020. *Mind the Gender Gap in STEM fields*. [Online]

Available at: <https://www.sun.ac.za/english/Lists/news/DispForm.aspx?ID=7106>

[Accessed 14 June 2021].

Western Cape Government, 2020. *Provincial Strategic Plan 2019-2024*. [Online]

Available at: https://www.westerncape.gov.za/text/2020/February/western_cape_strategic_plan_2019-2024.pdf

[Accessed 26 July 2022].

World Bank Group, 2019. *Women in Water Utilities Breaking Barriers*, Washington DC: World Bank Group.

World Bank Group, 2020. *Women, Business and the Law*, Washington DC: World Bank Group.

World Bank, 2018. *Gender Gaps in Property Ownership in Sub-Saharan Africa*, Washington DC: World Bank Group.