

Orange-Senqu River Commission Integrated Water Resources Management

Gender Mainstreaming Strategy

September 2014

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Acronyms

AMCOW African Ministerial Council on Water

CEDAW Convention on the Elimination of all Forms of Discrimination against Women

CSO Central Statistics Office

CTT Communication Task Team

GFP Gender Focal Points

GII Gender Inequality Index

GWP Global Water Partnership

IWRM Integrated Water Resource Man

ORASECOM Orange- Senqu River Commission

SADC Southern African Development Community

TDA Transboundary Diagnostic Analysis

VDC Village Development Committee

Gender key concepts and definitions

Key concepts on gender are defined below so as to facilitate a common understanding. The definitions have been sourced from the SADC Gender protocol¹ and the UN conventions².

Figure 1: Excerpt of Definitions from the SADC Gender Protocol and other sources

"discrimination"	means any distinction, exclusion or restriction which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise, by any person of human rights, and fundamental freedoms in the political, economic, social, cultural, civil or any other field;
"equality"	means state of being equal in terms of enjoyment of rights, treatment, quantity or value, access to opportunities and outcomes, including resources;
"gender"	means the roles, duties and responsibilities which are culturally or socially ascribed to women, men, girls and boys;
"gender disaggregated data"	separation of data by sex in order to aid comparison between women and men.
"gender equality"	means the equal enjoyment of rights and the access to opportunities and outcomes, including resources, by women, men, girls and boys;
"gender equity"	means the just and fair distribution of benefits, rewards and opportunities between women, men, girls and boys;
"gender mainstreaming"	means the process of identifying gender gaps and making women's, men's, girls' and boys' concerns and experiences integral to the design, implementation, monitoring and evaluation of policies and programmes in all spheres so that they benefit equally;
"gender sensitive"	means acknowledging and taking into account the specific gender needs of both men and women at all levels of planning, implementation, monitoring and evaluation;
"gender stereotypes"	means the beliefs held about characteristics, traits and activity domains that are deemed appropriate for women, men, girls and boys based on their conventional roles both domestically and socially;

¹ http://www.sadc.int/files/8713/5292/8364/Protocol on Gender and Development 2008.pdf

² http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm

"gen	der analysis"	a process to assess the differential impact of proposed or existing policies, programs, projects and legislation on men and women. Gender analysis recognizes that the realities of men's and women's lives are different, and that equal opportunity does not necessarily mean equal results.
"mul	tiple roles of women"	means the several responsibilities that women shoulder in the reproductive, productive and community management spheres;
"Nat	ional Gender Machineries"	means national structures with the mandate of executing and monitoring gender and related policies and programmes in line with national, regional and international commitments.

The SADC Gender Protocol can be downloaded from: http://www.sadc.int/documents-publications/show/803

1. Background

1.1 The ORASECOM IWRM Plan

The Orange-Senqu River Basin Commission (ORASECOM) was established in 2000 by the riparian countries Botswana, Lesotho, Namibia and South Africa, to promote the equitable and sustainable development of the water resources in the Orange-Senqu River Basin. Its main mandate is to provide a forum for consultation and coordination between riparian states such that the integrated management of water resources is promoted and implemented within the basin.

As part of its mandate, ORASECOM together with its member states initiated the development of an Integrated Water Resources Management (IWRM) Plan aimed at promoting the coordinated management and utilisation of water, land and related resources. Current approaches to water resources management are highly segregated, focusing on sectoral solutions without paying particular attention to social and sustainability goals. This cross-sectoral approach involves all related sectors of the economy and is aimed at improving the management of water resources, while also responding to the growing water demands of water resources in the Orange-Sengu River Basin.

According to the Global Water Partnership (GWP)³, an integrated approach to the management of water resources is based on the understanding that water is an integral part of ecosystems and natural

³ http://www.gwp.org

resources and that water is a social and economic good. Therefore planning of water resources demands the involvement of all stakeholders to satisfy the needs of all people, while at the same time meeting sustainable development goals. In line with this philosophy, ORASECOM went through an extensive consultative process to develop the IWRM plan, and in 2011, member states defined the objective of the IWRM plan as follows:

The objective of the IWRM Plan is "to provide a framework for sustainable development and management of the water resources, taking into account the need for improved distribution and equitable allocation of benefits, in order to contribute towards socioeconomic upliftment of communities within the basin, and ensure future water security for the basin States."

1.2 Integrated Water Resources Management and gender

The IWRM as a concept has five key principles ⁴that guide the setting of priorities and policy making for the activities and projects to be undertaken. One key principle that will be the focus of this strategy is the principle that recognises the principle of gender roles and takes into account women's centrality to the provision, management and safeguarding of water. Women and men have different roles, needs and interests, they have different access and control to water management resources and services and derive different benefits from the utilisation and management of water resources. While women globally are almost entirely responsible for domestic water supply, control around how water resources are used and allocated are predominantly within the realm of men (UNDP, 2006⁵). During the consultations, it was noted that in Lesotho, women were the minority at local meetings concerning the management of water resources. Reasons attributed to this had something to do with socio cultural and socio -economic values and norms. At the same time, there are also communities where women outnumber men at local meetings, for example Bokspits in Botswana. This was partly attributed to the migration among men to the cities and neighbouring South Africa in search of work, while leaving women, children and the elderly behind. An IWRM approach therefore recognises these differences between women and men and the divergent priorities that arise from these differences.

The need to focus on gender roles in the water sector necessitates a focus on gender relations and not just on women. Gender analysis, and gender relations between women and men in terms of their gender roles and their differential access to water management resources and related services in the ORANGE-SENQU basin will be central to the Strategy. Without specific attention to gender and the

⁴ The IWRM Principles are based on the Dublin Principles (http://www.gwp.org/en/The-Challenge/What-is-IWRM/IWRM-Principles). Principle 1: Fresh water is a finite and vulnerable resource, essential to sustain life, development and the environment. Principle 2: Water development and management should be based on a participatory approach, involving users, planners and policy-makers at all levels. Principle 3: Women play a central part in the provision, management and safeguarding of water. Principle 4: Water has an economic value in all its competing uses and should be recognised as an economic good. Principle 5: Integrated water resources management is based on the equitable and efficient management and sustainable use of water

⁵ UNDP, 2006. Resource Guide: Mainstreaming Gender in Water Management.

relationship with water resources, initiatives can reinforce inequalities between women and men and reinforce social exclusion.

1.3 Rationale for a Gender Mainstreaming Strategy for ORASECOM

Gender in development has received much attention ever since governments committed to the concept at the Fourth UN World Conference on Women held in Beijing in 1995. At the international level, governments have signed and ratified various conventions and agreements in support of this commitment, with the most notable agreement being the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) in 1981. At a regional level, virtually all governments of the riparian states, have signed and ratified the SADC Protocol on Gender and Development as well as the Charter of Fundamental Social Rights in SADC in 2008 and 2003 respectively. In 1997, all governments of the riparian states, signed the SADC Declaration on Gender and Development.

Gender has also received a great deal of attention in water resources management, and in 1992, governments adopted the Dublin Statement on Water and Sustainable Development which has highlighted the importance of gender and the pivotal role that women play in the provision, management and safeguarding of water. Governments are therefore expected to reflect this reality in the institutional and legal arrangements for the development and management of water resources.

In the SADC region, gender mainstreaming in the water sector including in IWRM plans is an integral aspect of SADC's RSAP III and "SADC Regional Water Policy" of 2005. The SADC Water Policy states in its section 10.2.3 the following:

"10.2.2. Policy: **All SADC** water institutions shall implement the principles, goals and objectives of **gender mainstreaming** in their administration and implementation SADC has committed itself to mainstreaming gender, requiring integration of this approach as a cross-cutting issue for all sectors. The overall goal of SADC gender mainstreaming, as enshrined in the SADC Declaration on Gender, and operationalised through the RISDP, is to "facilitate the achievement of substantive equality between women and men in the SADC region, through mainstreaming gender into all national and regional policies, programmes and activities". "

Source: SADC Regional Water Policy

The Orange-Senqu is one of the largest river basins in Africa, encompassing the whole of Lesotho and parts of Botswana, Namibia and South Africa. The basin is also semi-arid and increasingly experiencing water stresses. The basin has an estimated population of 14.3 Million people, with South Africa having the largest proportion of its people in the basin (Orange-Senqu River Basin TDA, 2013). According to the TDA, some of the main characteristics of the basin include high urbanization, high levels of commercial irrigated farming particularly in South Africa and the inequitable distribution of income with the majority of the population in the basin being classified as poor.

Poverty is inextricably linked to inequality. Gender inequality, combined with other forms of inequality, can perpetuate and deepen poverty and social exclusion in development. Gender inequity is usually a result of a combination of social, political, economic and cultural factors. These factors impact differently on men and women, and among women themselves depending on their socio economic status, marital, educational status, age, whether or not they live in the rural or urban areas, etc. It is therefore crucial to understand and address gender inequality as one of the strategies of improving the living conditions and the status of for women and men in the basin, and the long term sustainable management of water resources in the Orange-Senqu River basin. Without specific attention to gender, projects and initiatives that are aimed at water resources management could further reinforce gender inequalities between men and women. Gender mainstreaming also promotes efficiency, effectiveness and sustainable water management.

African governments have adopted and endorsed the African Ministerial Council on Water (AMCOW) gender mainstreaming strategy as recognition of the importance of mainstreaming gender in water resources management. The strategy provides a framework for the adoption of a gender approach at all levels of water resources management in Africa.

Likewise, ORASECOM member states have recognized the importance and the linkages of gender to water resources management. This came out very clearly at the national and regional consultative meetings of the ORASECOM IWRM planning process. The importance of gender integration also came out strongly as an area that requires further attention during the regional ORASECOM meeting in May 2014 where member states endorsed the development of a gender mainstreaming strategy to form part of the IWRM plan for ORASECOM.

This strategy therefore provide a set of practical recommendations and possible entry points as a contribution towards the effective and sustainable management of the Orange-Senqu River Basin, while at the same time contributing towards reducing gender inequalities within the basin.

1.4 Methodology

The development of the gender strategy for ORASECOM was informed by needs, priorities and circumstances of the ORASECOM member states. Consultations were held with all the member states representatives of the following organizations/institutions- i) Water Departments ii) Gender Machinery⁶ iii) Non-Governmental Organisations and where possible iv) academic institutions. In total, 25 representatives were interviewed from Botswana, Lesotho, Namibia and South Africa. While effort was made to interview all national representatives collectively, only Lesotho organized a national meeting where representatives from various government and non-governmental organisations involved in water resources management were represented. For the other three countries, individual meetings were

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⁶ National Gender Machinery- the central policy coordinating unit inside government for the advancement of women. Its main task is to support the government-wide mainstreaming of a gender-equality perspective in all policy areas. (United Nations, 1995) http://www.un.org/womenwatch/daw/beijing/platform/institu.htm

arranged with various representatives ranging from director level to field officers. Representatives from the following categories were interviewed-

- Department of Water Affairs,
- Commission of Water,
- Gender Ministries,
- Energy and Water Departments,
- Umbrella Non-Governmental Organisations,
- Civil Society Organisations,
- Water Utilities,
- SADC IWRM Pilot Project and
- ORASECOM Task Team members.

As the gender strategy forms part of the IWRM Plan, it was important to locate the interviews and discussions on gender within the thematic areas of the IWRM plan as identified by the member states. The thematic areas were translated into gender questions and used to guide the interviews (see Annex 1 for the gender questions). The discussions were captured and used to inform the strategy.

This gender strategy is further informed by the deliberations of the SADC Induction Workshop of Gender Focal Points in the Water Sector which was held in Gaborone, July 29 to August 1 2014. Gender Focal Points have been nominated by the Directors of Water Resources management in SADC Member States. The Induction Workshop was attended by Gender Focal Points in the Departments of Water, Gender Machineries and Civil Society representatives nominated by the Department of Water in the SADC Member States.

2 The Strategy and Strategic Interventions

The ORASECOM gender mainstreaming strategy is a framework developed to support gender mainstreaming during the implementation of projects and activities of the ORASECOM IWRM Plan. The strategy is not a standalone document, but provides guidance to the member states on the implementation of a gender sensitive IWRM plan.

Gender mainstreaming Objective

The overall objective of the ORASECOM Gender Mainstreaming Strategy is to support gender equity in the development and management of water resources in the Orange-Senqu River Basin.

Specific objectives

- 1. To promote the meaningful consideration of gender in the management of water resources so as to enhance the sustainability and effectiveness of the IWRM plan
- 2. To promote the equitable participation of women and men in the planning, implementation and monitoring of activities, projects and programmes within ORASECOM

3. To enhance the understanding of gender inequality in water resources management within the basin and ensure that ORASECOM activities will not perpetuate those inequalities.

Based on the identified challenges, which are contained in the narrative chapter of the IWRM report, some recommendations are discussed in the following sections.

The recommendations comprise strategic interventions, based on the member states' needs, priorities and challenges identified during the consultations. It is expected that these recommendations will provide guidance to the member states during the implementation of the IWRM Plan so as to make it gender sensitive.

2.1 Secure high level commitment to gender equality

Securing understanding and commitment from high level policy makers within the ORASECOM member states is crucial to creating an enabling environment for the implementation of the gender mainstreaming strategy. High Level policy makers could be identified as gender champions within the different member states that will advocate and promote the implementation of a gender responsive IWRM Plan. These could be either ORASECOM commissioners or high level government officials from the riparian states that can champion the gender in the various high level ORASECOM fora. This will catalyse the generation of renewed commitment and political will within the ORASECOM structures and can leverage resources for implementation at the national and ORASECOM levels.

2.2 Strengthen linkages with Gender Focal Points in the Department of Water

At its June 19-20 2014 meeting, the WRTC urged Member States to support the Gender Focal Persons and the Gender Mainstreaming project whose objective is in line with SADC policy instruments which mandate all SADC water institutions to integrate the principles, goals and objectives of gender mainstreaming in their administration and implementation.

As part of SADC's commitment to mainstreaming gender in the water sector, the Directors of Water in SADC Member States have supported the nomination and appointment of Gender Focal Points (GFP) within the water sector. The functions of the GFPs are to provide gender mainstreaming advice and to facilitate gender mainstreaming in the various department of water within the SADC member states. They will also play an important role in reporting and facilitating the disaggregation of data by sex. Currently, all the ORASECOM member states have identified and appointed GFPs who attended the GFP Induction Workshop which was held in Gaborone, July 29 to 1 August, 2014. GFPs provide a crucial entry point for gender mainstreaming in the water sector in ORANGE-SENQU basin countries. Gender Focal Points could therefore play a catalytic role in facilitating gender mainstreaming in the specific activities outlined in the ORASECOM IWRM plan. As an immediate action, ORASECOM and GFPs in the ORASECOM countries could start working together in the initial implementation of the gender strategy. In the long term, however, ORASECOM will include GFPs in the Socio Economic Task Team, which was approved by Council and endorsed by the Forum of the Parties in November 2015. The role of the GFPs

in the task teams could include reviewing ORASECOM documents and ensure gender consideration is taking place and to provide advice on gender in stakeholder engagement and participation.

2.3 Improved sectoral coordination in water resources management

Given the complexity and the integrated nature of IWRM, it is particularly important during the early stages of the IWRM plan implementation process to identify the most strategic government departments and non-governmental organisations in the ORASECOM member states that ORASECOM could work with in promoting gender in the IWRM Plan implementation. One key strategic partner is the gender machineries in the ORASECOM countries. All the member states have established gender machineries that are resourced (human and financial resource) that can contribute to the successful implementation of the strategy. Gender machineries are the primary body, or system of bodies dealing with the promotion of gender equality. It is the policy advocate and catalyst for gender mainstreaming across government departments and sectors. Linkages with gender ministries and the institutionalization of gender could be promoted for all the member states at the level of ORASECOM and at national level.

Another key and strategic partner is the Ministry of Finance and Development Planning. This Ministry has the responsibility of development planning, policy making and resource allocation. It should be investigated in how far these strategic partners can be represented in ORASECOM meetings. Regular participation of these partners would be beneficial for ORASECOM.

The recently held GFPs Induction Workshop, July 29 to August 1 2014, has facilitated collaboration between the Departments of Water, Gender Ministries and strategic Civil Society Organisations in the SADC member states. The three have mapped out and agreed upon a collaboration plan on gender mainstreaming in the water sector at the National level

2.4 Promote meaningful stakeholder participation

Stakeholder involvement and participation is the cornerstones of an integrated approach to the management of water. Local participation in water resources management in the basin needs to be more inclusive, especially from a gender and disabled persons perspective. Taking a gender approach means enhancing the effectiveness of stakeholder participation and it helps to overcome some of the limitations of participatory approaches. A gender sensitive approach therefore promotes the meaningful participation and inclusion of all members of the community leading to more effective stakeholder participation.

Thus, it is important to not only ensure participation of women in equal numbers, but also facilitate a form of participation that enables women- and men, to voice their needs and opinions as well as influence the agenda and priorities. It is therefore essential to promote gender sensitive stakeholder participation during the implementation of the IWRM plan as well as the enhancement of gender equality. This can be done by developing a gender sensitive stakeholder engagement plan which will

provide guidance to government officials and decision makers on the implementation of a gender sensitive IWRM plan.

2.5 Improve the collection and dissemination of gender disaggregated data

Gender disaggregated data is the backbone information for gender analysis. It is the evidence for which gender mainstreaming is supported. Without data that is categorized for women and men, it becomes impossible to demonstrate how the activities of the IWRM Plan will impact on women and men, and how it contributes to reducing the inequalities.

One way of achieving the collection of gender disaggregated data is for the GFPS in the national Water Departments to form strategic partnerships with national statistical agencies. This would be most beneficial in the collection, analyzing and distribution of gender disaggregated data. Lesotho for example, through the Commission of Water, was keen to partner with the statistical agency so as to obtain reliable data on gender and water.

The second strategy is to ensure the regular collection of baseline data on women and men during the development and implementation of the ORASECOM IWRM plan. This could be made an integral part of project development and implementation throughout the 10 year ORASECOM IWRM plan implementation phase. The recently held GFP Induction Workshop tasked Gender Focal Points to facilitate the collection of gender disaggregated data in the water sector including for all water management events. The GFPs could also ensure the data is collected, documented and analyzed to monitor the impact and the contribution of the IWRM Plan in improving the lives of women and men in the Orange-Senqu River Basin.

2.6 Capacity strengthening and awareness

The success of gender mainstreaming depends on developing the full potential of all the various actors involved in the implementation of the IWRM Plan. Capacity development for gender mainstreaming therefore should be implemented for individuals, government departments and Non-Governmental Organisations involved in the implementation of the IWRM plan. The Capacity Building for Gender mainstreaming will need to be preceded by the identification of gender capacity gaps and capacity needs.

3 Implementation of the gender strategy

As highlighted above, the implementation of the Gender Mainstreaming Strategy for the ORASECOM IWRM Plan will involve many actors as outlined in Table 1 below. The recently WRTC instituted GFPs could immediately collaborate with ORASECOM in mainstreaming gender in the ORASECOM IWRM plan. In the long term, ORASECOM could explore the participation and membership of GFPs in the ORASECOM structures, such as the Communication Task Teams. Strengthened engagement and collaboration between ORASECOM and GFPs will be essential throughout the implementation of the IWRM Plan. GFPs are also anticipated to play a crucial gender mainstreaming role at the National level.

Existing structures such as the National Gender Machineries and Civil Society Organisations in the water sector could serve as immediate entry points to facilitate the initial implementation of the strategy. The GFPs, the Gender Machineries and the Water Directors appointed Civil Society organisations will need to meet the ORASECOM Secretariat to kick start collaboration for gender mainstreaming.

Table 1: Implementation Plan of the Strategic Gender Interventions

	Strategic Intervention	Action	Time frame	Responsible Institution	Indicator
1	Secure high level commitment to gender	Identify high policy level gender champions in the member states	2014-2015	ORASECOM Member States – Department of	High Policy level Gender champion
	equality	member states		Water Affairs	identified
2	Strengthen linkages with Gender Focal Points in the Department of Water	 Strengthen linkages between GFPs and ORASECOM Conduct gender mainstreaming capacity building for GFP continuously 	Continuous	ORASECOM Secretariat ORASECOM Member states	GFPs attend ORASECOM meetings regularly as part of CTT
3	Improved sectoral coordination in water resources management	 Identify strategic partners such as the Gender Machinery, Civil Society and Ministry of Finance and Development Planning Strengthen cross-sectoral linkages in the water sector with the Gender Machinery and Civil Society at national and ORASECOM level 	Continuous	ORASECOM Member States and ORASECOM Secretariat ORASECOM & ORASECOM Member States	Strategic partners identified and involved in the implementation of the ORASECOM IWRM Plan
4	Promote meaningful stakeholder Participation	Develop a gender sensitive stakeholder engagement strategy for ORASECOM	2014	ORASECOM Secretariat	Gender sensitive stakeholder engagement strategy for ORASECOM developed and implemented
5	Improve the collection and dissemination of gender disaggregated data	 GFPs partnership with national Statistical agencies GFPs and partners collect gender disaggregated data during the implementation of the IWRM plan 	Continuous	ORASECOM Member States & Gender Focal Points	A template for gender disaggregated data collection for ORASECOM events developed, and pilot tested with ORASECOM. Other Tools for collection of gender disaggregated data

					should also be considered
6	Capacity strengthening and awareness	 Identify gender mainstreaming capacity gaps and capacity needs Design gender mainstreaming capacity building programmes for institutions and individuals 	Continuous	ORASECOM Member States & Gender Focal Points	Gender capacity building plan and modules for ORASECOM developed and capacity Building plan implemented.

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ANNEX 1: Gender Questions for the ORASECOM IWRM Plan

Action Areas	Gender question		
WATER (& NATURAL) RESOURCES) DATA AND INFORMATION	 How is information on water resources (climate, surface water, ground water and water quality) collected, packaged, disseminated and shared to the different groups in society (women, youth, disabled and the elderly). Is this adequate? Are there laws/practises that restrict the right of information for women and men? 		
WATER USE AND DEMAND DATA AND INFORMATION	 Is the data on water resources use & management disaggregated by gender (Gender disaggregated data) What are the different water uses and demands for the different gender groups in the basin? 		
CATCHMENT DEGRADATION, WATERSHED MANAGEMENT, SETTLEMENT AND LAND-USE PLANNING	 What are the water resource dependant livelihood activities in the river basin? For men and women? What is the potential for livelihood based integrated watershed management? Are there formal and informal institutions that play a fundamental role in water resources management in the basin? Does this appear to be equal? What are the barriers? What are the decision-making structures? Are the different voices/views of all groups in society taken on board? Explain. 		
OPTIMISING EFFICIENT UTILISATION, DEVELOPMENT, (ADAPTIVE) MANAGEMENT AND EQUITABLE UTILISATION OF WATER RESOURCESB	 Are Rights-based approaches used for water planning and water allocation in the basin? Provide examples Is there equitable allocation and sharing of benefits and how can it be promoted at transboundary level, between different water users and between the gender groups in the basin? 		
ENVIRONMENTAL WATER REQUIREMENTS	What is the involvement of women as knowledge bearers and as custodians of the environment in the EWR? Including monitoring?		
INTER/INTRA-SECTORAL PLANNING	Where are opportunities for inter sectoral planning including Gender Ministries?		

AND COORDINATION (HORIZONTAL AND VERTICAL ALIGNMENT)	
FLOOD AND DROUGHT MITIGATION, EXTREME EVENTS, CLIMATE PROOFING	 What is the knowledge and understanding of extreme events from a gender perspective? How do the different gender groups deal with extreme events? What kind of support exists for men and women? What are alternative livelihoods? What are the gender responsive early warning systems for small scale/subsistence farmers? Are these adequate?
WATER RESOURCES DEVELOPMENT	 What are the priority areas for water resources development in the basin? What are the access levels of water of sufficient quality and quantity in the basin? (both urban and rural environments) How is the availability of water in the following areas- domestic, sanitation, schools and heath? Gender disaggregated?
IMPROVING WATER QUALITY	What is the impact of water quality on the different gender groups? Any incidences of water-borne diseases in the basin?
PROMOTION/MAXIMISING MAINSTREAMING OF KEY CROSS- CUTTING AND ENABLING ACTIONS	 OTHER issues Women's land rights- access to and control of land and other natural resources (Forests, fisheries, biodiversity, agriculture etc) Gender responsive stakeholder engagement/participation- including cultural and religious barriers to stakeholder participation The involvement of non-state actors (Civil Society Organisations, women's movements etc) in disaster mitigation, capacity building etc