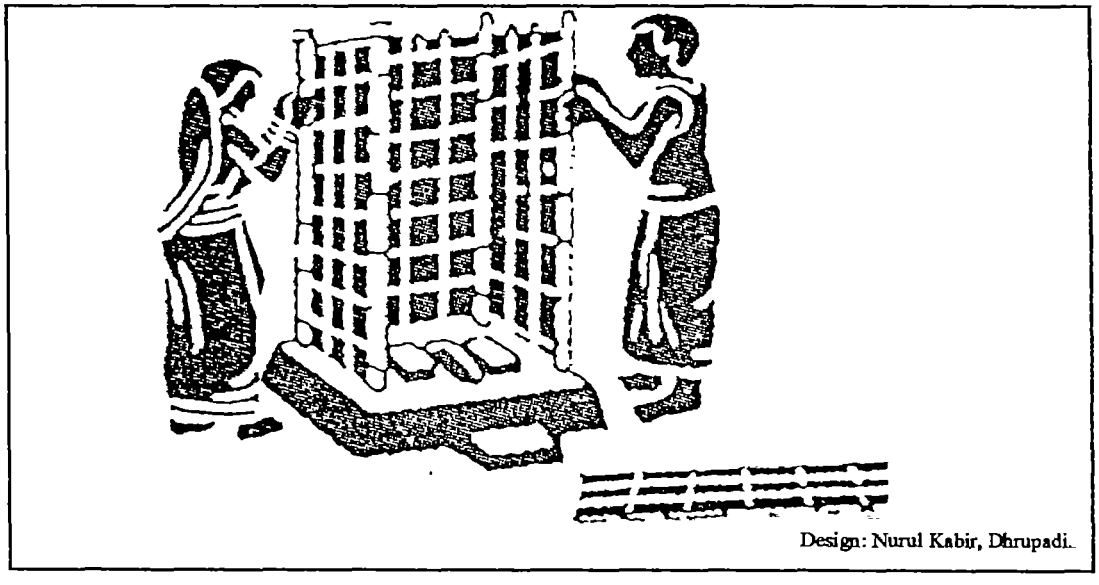
Govenrment of the People's Republic of Bangladesh
Department of Public Health Engineering (DPHE)
&
Danish International Development Assistance (Danida)

DPHE-Danida Urban Water and Sanitation Project

Working Paper for Mainstreaming Gender in Project Planning and Implementation



May 1998

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Project Management Unit
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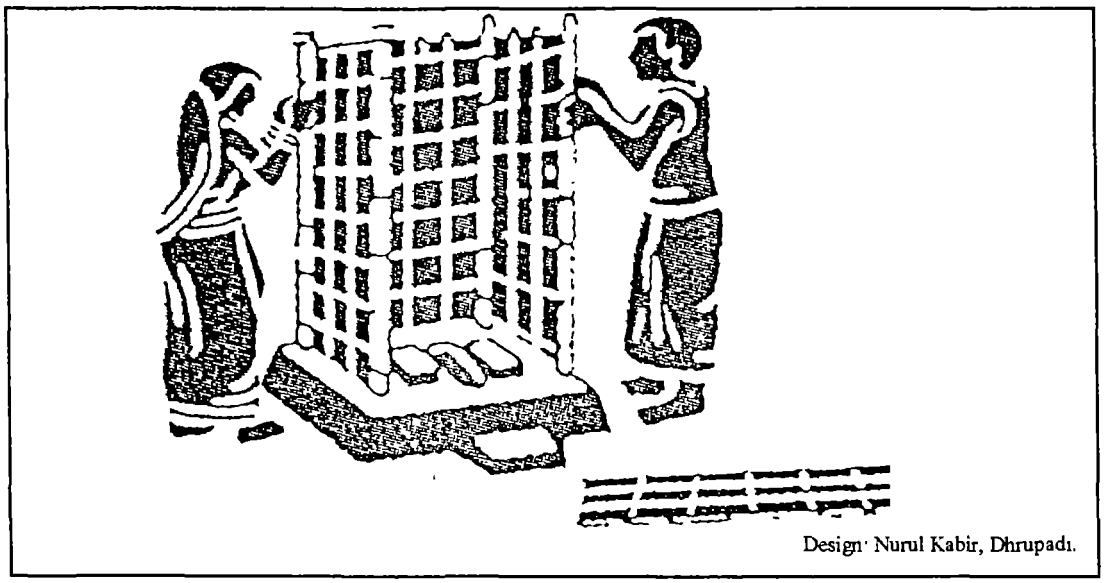

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Definitions

SEX: A biologically determined set of differences between men and women.

GENDER: The social positions and relations of men and women as constructed by society. These differences are learned, changeable over time, and have wide variations within and between cultures.

Framework

Mainstreaming gender means that women's needs and interests must not be considered as a specific issue or treated as a separate policy and as such tends to marginalise women. Instead gender issues should be an integrated part of all Project policies and guidelines. Gender specific questions, considerations and thinking must be systematically integrated into the general Project planning, design, implementation and monitoring.

To seriously consider gender in planning and implementation of activities is essential inasmuch as what motivates women to participate, adopt changes, acquire new skills might differ considerably from the factors which might stimulate men. Without a clear gender strategy women might find that their physical workload has increased while decision making and management positions have gone to men. Hence, the ultimate purpose of formulating an action plan on how to mainstream gender is to help women and men to take active part in decisions and try to find common solutions for conflicting interests. A gender approach also seeks to prevent further overburdening of women and stresses the importance of not automatically reinforcing and perpetuating traditional roles.

The aspiration of this paper is to assist the Project staff to establish clear, explicit and manageable tools for mainstreaming gender actions into all Project activities. This paper should be seen as a "document in process" that is to say that continually evolving. Practical experience gained and lessons learned in the cause of implementation shall form the basis for periodic modifications and changes of the content.

Gender in the development process

The Approach	**Seeks to empower women and transform unequal relations between women and men**
The Focus	**Relations between men and women**
The Problem	**Unequal relations of power (rich and poor/women and men) that prevent equitable development and women's full participation**
The Goal	**Equitable, sustainable development. Women and men sharing decision making and power**
The Strategies	• **Identify and address short-term needs that have been determined by women and men to improve their conditions** • **At the same time, address women's and men's longer term interests**

Gender Planning

Gender planning is based on the reasoning that since men and women play different roles in the sector they often have different needs. Planning with the target groups for their engagement in activities must be based on participatory needs analysis. Based on this the tools and techniques for implementation can be formulated. Experience from other projects shows that when women and men actively participate in needs analysis, planning and implementation efficiency is enhanced; facilities functions better, usage is more hygienic, recovery of loans is higher and sustainability in general is ensured.

Women have traditionally played a central role in the field of water and sanitation. With minor assistance from other household members they are often the main users, providers, collectors and managers of water. They are usually the guardians of household hygiene. Consequently, Women may have a great deal of knowledge about water sources, their quality and reliability, restrictions and advantages of their use, acceptable storage methods, etc. Women also have the main responsibility for disposing of household waste, maintaining sanitation facilities and educating and training children in hygiene. Hence, it is

essential to recognise the important role of women in the sector, and to the fact that women's needs is not always the same as men's. What motivates women to support and participate in Project activities and adopt hygiene changes might differ from factors stimulating men. This implies that the different needs and priorities of both women and men have to be addressed. Without clearly defining these differences and taking account of them in planning women might find that their physical workload has increased whilst important decisions making roles and management positions have gone to men.

Theory and Approach

Identifying Gender Needs

Ideas and practices concerning gender differences and gender relations are usually deeply embedded in the cultural and social structures of any society. Bangladesh are no exception. However, this does not imply that these ideas and practices cannot be changed. If the Project implementation is to be successful, it is of crucial importance that the women, men and children in the target areas are involved in local planning and implantation, sharing work and responsibilities. As women in a number of respects are a subordinate group they can easily be denied an active role and if serious gender inequality exist positive discrimination of women may be necessary. Consequently, it is important that the Project includes some specific measures for supporting women and overcoming possible disadvantages.

Practical Gender Needs	Strategic Gender Needs
• Have a tendency to be Immediate and Short-term	• Have a tendency to be Long-term
• Are unique to particular groups	• Are common to almost all
• In the Water and Sanitation Sector they relate to conditions of daily life: ⇒ access to safe water, ⇒ hygienic latrines, ⇒ health care etc.	• These relate to ⇒ personal security ⇒ legal rights ⇒ access to education and leadership training ⇒ lack of resources ⇒ illiteracy ⇒ vulnerability to poverty and violence. ⇒ democratic rights including representation in decision-making for
• Easily identifiable by the target group	• Not so easily identifiable by the target group.
• Can be addressed by material inputs: sanitary latrines access to safe water etc.	• Can be addressed by gender-sensitization, increasing self-confidence, access to information, and skill training
• If women's and men's practical gender needs are fulfilled, it will make it easier for them to carry out roles and responsibilities assigned to them by society, without necessarily changing their positions in society	• Challenge the system that defines women's and men's roles and responsibilities, i.e. the existing gender roles and definitions of "proper" female and male behavior.

Gender Analysis and Approach

Gender analysis at involves asking questions about the differences between men's and women's daily activities, roles and access to resources and systematically try to document and understand these variances. Assessing these differences makes it possible to determine women and men's constraints, to identify their needs and opportunities within the water and sanitation sector. Analysis can help to ensure adequate provision of services that woman and men want and that are also appropriate to their circumstances. The process is continuos, and data collected during monitoring for example should be used to modify and, if needed, to change direction.

An underlying assumption of the gender approach is that the community - women and men - is the agents of their own development, with the Project in a supportive role. A gender approach also seeks to prevent further overburdening of women and stresses the importance of not automatically reinforcing and perpetuating traditional roles.

WHY GENDER-SPECIFIC ANALYSIS IS RELEVANT:

1. Gender analysis helps to predict how different users will be affected by the Project activities

2. The information obtained by gender analysis can help in anticipating if the Project will be as efficient, effective or equitable as possible

3. Experience shows that project and programme planning which does not take into account gender-specific differences in a society is likely to fail or be less efficient as it tends to reach only male members of the community.

4. Women in Bangladesh are the primary agents in managing natural resources such as water etc and thus are pivotal to the development of strategies for protecting the environment and ensuring *sustainable* development

Practical Steps

Avoid A Blueprint Approach

A blueprint approach assumes that conditions are known, predictable and controllable. A sound water and sanitation project requires a demand-based, participatory approach that continuously assesses what the users (women and men) want and are able to or willing to pay for new facilities, as well as the users active participation in implementation and Decision-making. This type of approach might be more time consuming but on the other hand it also increases the chances of the acceptance,

proper use and maintenance of the new facilities and sustainability and the final impact of the Project. If achievement depends on getting local

Women and men involved in decision making, this implies that one has to accept a certain level of unpredictability.

Women's and Men's Views and Preferences on Hardware

Seeking the users views about technology choices and design features helps when considering designs. Men and women often have different views and interests. If this is not taken into account it is likely that the systems will not be used properly. Designs may be technically sound but might not be very practical for the women who shall use them. It is of crucial importance to listen to women's views about siting, safety and reliability; convenience; and time and energy demands of various hardware options.

Women's and men's and preferences therefore affect not only their responses to the Project but also subsequent acceptance, use and maintenance of facilities.

During the first stages of Project implementation, when decisions are made on the designs and siting of the new facilities, women as the main users **must** be consulted on the different options and on additional provision which may be required for washing, bathing etc. Project staff must share with women and men the information available on the technical, financial, managerial, health and workload implications of the various options.

Checklist for Building Gender Equity into Project Design and Implementation

1. Project Design and Preparation

a) Which population groups will be served by the new facilities (women only, men only, men and women, other groups)?

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b) What information is already available about each population group and women in particular?

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c) Has information on women and men's work in the household and community been collected? Is it adequate for the purposes of the Project?

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d) Has there been consultation with people whose lives will be affected by the Project, and what attention has been given to women in this process?

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e) Are adequate numbers of women involved at all levels in the planning and implementation on the Project?

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2. Objectives and Activities

a) What are the objectives of the Project?

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b) Have both men's and women's opinions been sought in the definition of objectives?

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c) Are women and men's roles reflected in the Project's objectives?

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d) How do the objectives address the needs and concerns of women and men?

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e) What activities, and services does the Project have to ensure that gender needs and concerns will be addressed?

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f) How will the inclusions of women help to achieve the objectives?

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g) How will the activities and services include women's participation?

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h) In what ways will the activities and services benefit women?

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i) How will women have accessed the opportunities and services that the Project provides (training, employment opportunities operation & maintenance etc.)?

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j) Are Project resources adequate to provide these services for women?

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k) Is the Project likely to have adverse effects for women?

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l) What social, legal, and cultural obstacles could prevent women from participating in the Project?

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m) What plans have been developed to address these obstacles?

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3. Project Implementation

Project Personnel and Development Partners

a) *All involved shall continuously participate in training programmes and workshops (held at appropriate levels) on Gender and reasons and practicalities of women's involvement.*

How familiar and knowledgeable are staff and partners with gender issues and what type of training is needed most?

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b) *If the target groups views are not included from the beginning they are likely to be excluded at later stages as well.*

Are the staff and partners competent, open and willing to ensure that gender considerations are incorporated from the beginning?

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c) *It is necessary to take into consideration the differences in the needs and proprieties of men and women and to encourage and support women as well as men to take part in local planning and decision making; training and skill development; taking up leadership and management roles.*

Are all involved able/willing to promote women's participation in all activities?

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d) To what extent are the female personnel experienced in working with men?

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e) To what extent are the male personnel experienced in working with women?

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f) If it is not culturally acceptable for women to be approached by male staff how will the Project make provision for female staff intervention?

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g) Are female staffs available for technical staff positions?

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h) How can we ensure that implementation and planning is carried out in such a way that both men and women can benefit?

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i) How can the Project address possible constraints to women's participation and seek ways to overcome these?

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Has it been asserted that the selected NGOs have adequate female personnel and ability and knowledge of how to address gender issues?

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Project Planning for Implementation

a) Are gender specific considerations reflected in the Project's Plan of Operation (PLOP), and in the Plan of Actions (PLACs) for the different sub-projects and individual workplans? If not how could this be improved?

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Operation and Maintenance

a) How will the Project ensure that women have equitable access to, and control of, material and technical resources and technologies?

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b) How will women participate in, and contribute to, the maintenance of equipment? Will training be provided?

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c) Through what organisation(s), committee(s) are women be involved?

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d) How will the Project affect women's time?

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e) Will their workload increase/decrease as a result of innovation or changes (mechanization, changes in distance to watersources and sanitary latrines, etc.)?

f) If their workload is decreased, does this involve loss of income for women?

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g) Do the technologies introduced by the Project require changes in women's work patterns?

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Institutional Framework

a) Do the DPHE and local authorities demonstrate gender-sensitivity?

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b) Do the DPHE and local authorities have adequate power to obtain resources from its own and other institutions to enhance women's participation in the Project activities?

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c) Can the local authorities support and protect women if the project has a harmful or negative impact?

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Monitoring and Evaluation

a) Are separate data collected on women and men?

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b) Does the project have an information system to detect and evaluate the effects of the project on women and men separately.

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c) Has specific indicators been developed in order to monitor progress on a gender specific basis? Are implementation adjusted in accordance with monitoring results?

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d) How will implementation methods be adjusted in accordance with monitoring results regarding gender aspects.

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How To Support Active Participation

Objective: To identify barriers and constraints

a) Is the target groups overburden by work?

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b) Do women and men have access to information?

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c) Are they aware of the Project? Do women need a separate Project Briefing meeting?

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d) Is it necessary to approach the male leaders and explain why the participation of women is important as tradition may otherwise inhibit women from taking part?

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Objective: To ensure that both men and women are approached

a) Is it a good idea to separately interview or discuss matters with men and women? Discuss advantages/disadvantages:

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b) Who will obtain most accurate information from women - male or female staff?

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Objective: Make meeting participation easy

a) How can the Project best arrange seating so that all participants feel comfortable?

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b) Is it necessary to have separate meetings for men and women?

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c) Are the target group (women and men) aware of the meeting and have they received invitations to attend?

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d) Are the time and place of meetings normally convenient for both men and women.

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Objective; to include women in local planning and decision making:

a) How to ensure involvement of women in choice of caretakers and mechanics?

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b) How to ensure involvement of women in selection of members to Pourashava and Ward Level WATSAN Committees and different user groups?

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c) How to ensure female representation in the WATSAN Committees and different user groups?

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d) How to ensure involvement of women in site selection for project facilities (HTWs, group taps, public taps, public toilets etc)?

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Objective: Expansion of traditional tasks and roles

a) Who, at community level, shall Operate & maintain the new facilities? Who(women/men or both) shall be appointed as HTW caretakers?

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b) Who (women/men or both) shall impart health and hygiene education?

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c) How can the Project ensure that design of health education schemes also focus on the need for men to support and adopt improved hygiene practices?

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d) Who (women/men or both) shall collect and manage funds?

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e) Who(women/men or both) shall take part in construction of latrines and sinking of HTWs?

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f) How can the Project best avoid placing extra work and/or financial burdens on the target group?

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g) How can the Project ensure that the responsibility to keep the latrines clean is shared by women and men?

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h) How can the Project attempt to increase women's authority in management decisions in order to enhance their benefits?

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