



# Strategy and Action Plan



# Mainstreaming Gender WATER AND SANITATION



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United Nations Human Settlements Programme (UN-HABITAT)

P.O. Box 30030, Nairobi, Kenya

Tel: +254-20-7623060/7625082

Fax: +254-20-7623588

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ISBN: 92-1-131840-8

HS Number: 846/06

**October 2006**

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# Mainstreaming Gender WATER AND SANITATION

United Nations Human Settlements Programme (UN-Habitat), Nairobi, Kenya.  
Government of Madhya Pradesh, Urban Administration & Development Department, Bhopal,  
Mahila Chetna Manch, Bhopal, Madhya Pradesh, India

## Acknowledgements

This Gender Mainstreaming Strategy has been developed under the supervision of Mr. Andre Dzikus, Programme Manager, Water for Cities Programmes, Water, Sanitation and Infrastructure Branch of UN-HABITAT, Nairobi, and Dr. Kulwant Singh, CTA, Water for Asian Cities Programme, UN-HABITAT, New Delhi. Mahila Chetna Manch (MCM), an NGO based in Bhopal, M.P. India, prepared the strategy which was based on a rapid gender assessment of the cities of Bhopal, Gwalior, Indore and Jabalpur in Madhya Pradesh, India.

The development of Gender Mainstreaming Strategy and an Action Plan owes a great deal to many individuals. UN-HABITAT would like to acknowledge significant contribution of Mrs. Nirmala Buch, Chairperson, MCM for leading the effort of developing the strategy and action plan for its implementation and the team of MCM Professionals including Ms. Rashmi Saraswat, Mr. M.L. Sharma, Mr. Raghuraj Singh as well as Usha Rajeev, Rakesh and Annapurna.

The Strategy document has also benefited from the invaluable ideas and experiences of the Corporators and Staff of the Municipal Corporation of the project cities and the recommendations made by Mr. Sunil Sood, Mayor of Bhopal city, Mr. Vivek Shejwalkar, Mayor of Gwalior city, Dr. (Mrs) Uma Shashi Sharma, Mayor of Indore city and Mrs. Sushila Singh, Mayor of Jabalpur city.

The Strategy and Action Plan also gained new and innovative ideas from the constructive suggestions made by Mr. P. D. Meena, Principal Secretary and Mr. Malay Shrivastava, Secretary-cum-Commissioner, Department of Urban Administration and Development, Government of Madhya Pradesh, Mr. Gulshan Bamra, Project Director, UWSEIMP, Bhopal and Mr. Aniruddhe Mukerjee, CTA, Water for Asian Cities Programme, India, UN-HABITAT, Bhopal.



## FOREWORD

UN-HABITAT in collaboration with Asian Development Bank initiated the Water for Asian Cities Programme with the objective of achieving Millennium Development Goal 7 Targets 10 and 11 aimed at reducing the number of people without water and basic sanitation facilities by half by 2015, and improving the living conditions of at least 100 million slum dwellers by 2020. In India the Programme is being implemented in the four cities of Bhopal, Gwalior, Indore and Jabalpur in the state of Madhya Pradesh. The programme is specially focused on promoting pro-poor urban water and sanitation governance, improving environmental sanitation, water demand management and capacity building of various stakeholders. The Programme seeks to address the concerns and needs of all sections of population, particularly of women who constitute half the population. Gender mainstreaming is therefore an important cross cutting issue of concern in all aspects of policy making, programme planning and project design.

UN-HABITAT requested Mahila Chetna Manch, a non-governmental organization based in Bhopal, to formulate a Gender Mainstreaming Strategy for Water for Asian Cities Programme to ensure that gender perspectives are incorporated in water and sanitation related policies, programmes and projects. A Rapid Gender Assessment informed the gender mainstreaming strategy and captured the voices of women, particularly in the slum areas. The proposed strategy was also discussed in a Stakeholders' Workshop in Bhopal in March 2006.

I am pleased to present the Gender Mainstreaming Strategy not only as a tool for incorporating women's concerns and needs in development, but also as a means of empowering women by giving them an effective voice in decisions affecting their livelihoods and by promoting their role and contribution as agents of change within their respective communities.

The Strategy emphasizes the benefits of entrusting the responsibility to groups of women and men of taking control of solving their water and sanitation problems at the local level, particularly slums which are highly deficient in water and sanitation services. It highlights the need for capacity building at different levels, from head offices to the grassroots level, to apply gender sensitive budgeting, impact analysis and monitoring and evaluation.

This strategy document is being adapted and used by policy makers, programme managers and implementing agencies in the Water for Asian Cities Programme. I believe that it will also help other actors in the water and sanitation industry to gain a better understanding of the critical linkages between gender mainstreaming, women's empowerment, poverty reduction and the Millennium Development Goals.

A handwritten signature in black ink, appearing to read "Anna K. Tibaijuka".

Anna K. Tibaijuka  
Under-Secretary-General and  
Executive Director  
UN-HABITAT



## MESSAGE

Government of Madhya Pradesh is deeply committed to improving the quality of life of the people. We firmly believe development strategies must transform the institutions based on the principle of equal rights, equal opportunity and equal voice for women and men. While the great inertia and difficulty in change pose a challenge to meet our goals, transformations are always a possibility. The Gender mainstreaming strategy evolved under UN-HABITAT's Water for Asian Cities Programme by programme partner Mahila Chetna Manch, as a result of various consultations and need assessment can be optimistically seen as a tool to strengthen the institutional mechanism and make local governance more gender sensitive and responsive.

Water for Asian Cities Programme of UN-HABITAT and the ADB supported Urban Slum Environment Improvement Project and also the recently launched Jawaharlal Nehru National Urban Renewal Mission aims at harnessing the potential of reform in urban infrastructure. An engendered approach to reforms will not only catalyze investment in urban infrastructure but also ensure that the voices of the marginalized population, especially the women is heard and adhered to. While several reform initiatives have been taken e.g. the 74<sup>th</sup> Constitutional Amendment Act and model municipal law, there is a potential for further reform-oriented steps in order to meet the development objectives.

I hope that this publication will contribute to both better policy and better practice in the field along with an engendered outlook towards efficiency in urban infrastructure and service delivery mechanisms, participation of men and women and accountability of urban local bodies. The state government will be leading the efforts at its implementation.

Jayant Kumar Malaiya  
MINISTER  
Urban Administration & Development  
Housing & Environment  
Government of Madhya Pradesh



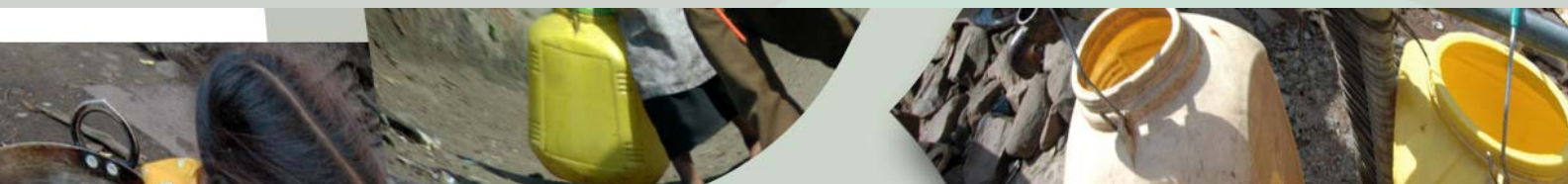
## MESSAGE

Gender equality and equity are indispensable to realization of Millennium Development Goals especially relating to water and sanitation. We are aware that the problem of water and sanitation is faced more by women as compared to men. In this context we appreciate the endeavour of Mahila Chetna Manch to prepare the Gender Mainstreaming Strategy supported by UN-HABITAT in collaboration with the Asian Development Bank under its Water for Asian Cities Programme.

This strategy recognizes women's concerns and perspectives in water and sanitation services and paves way for enlisting active participation of men and women to share the responsibility for handling the services. The state of Madhya Pradesh is committed to the implementation of this strategy.

I hope that with the effective implementation of the strategy and its action plan, local bodies will have enhanced capacity and responsiveness to provide water and sanitation services with equity and efficiency.

Prabhu Dayal Meena  
Principal Secretary  
Urban Administration &  
Development Department  
Government of Madhya Pradesh





## MESSAGE

Gender Mainstreaming strategy is a blue print to centre stage gender in all development initiatives. However, the understanding of the concept of gender mainstreaming and the skills to implement it at local and organizational level still has a long way to go. In this pursuit, this document will definitely enable local governance organisation to encourage the promotion and use of gender-sensitive approach in the water and sanitation programmes.

I am hopeful that this Gender Mainstreaming strategy developed under Water from Asian Cities Programme of UN-HABITAT will help in meeting the critical demands of generating gender disaggregated data in water and sanitation services along with gender sensitive indicators and thereby form a basis for the successful implementation of water and sanitation policies and strategies. The action plan set out in the document will enable the Municipal Corporations and the department to become gender inclusive and sensitive not only in their approach but also in their procedures, rules and regulations.

I am sure that the Gender Mainstreaming Strategy and action plan set out will enhance the capacities of the local bodies to enable them to provide thrust on the conduction of local services and governance in a manner that is transparent and accountable to both men and women.

Malay Shrivastava  
Commissioner  
Urban Administration &  
Development Department  
Government of Madhya Pradesh



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# Executive Summary



# Executive Summary

Lack of safe water and sanitation remains one of the world's most urgent health issues. In India, the 10<sup>th</sup> Five Year Plan detailed the ways services in the poorest communities are invariably deficient and how population in high income areas are feeling the pressure of acute water shortage. The poor are doubly disadvantaged – they get inadequate supplies of water at costs much higher than the rich and the little water they do get is often of poor quality.

The United Nations Millennium Goal 7, target 10 and 11 envisage actions–

- (i) To reduce by half the proportion of people without sustainable access to safe drinking water and adequate sanitation by 2015 and
- (ii) To achieve significant improvement in the lives of at least 100 million slum dwellers by 2020.

The UN-HABITAT initiated the Water for Asian Cities (WAC) programme to address this Millennium Development Goal and the two targets. In India, the programme is focused on the four cities of Bhopal, Gwalior, Indore and Jabalpur in MP.

Women and girls are the primary collectors, transporters, users and managers of water in the household. They are also the promoters of home and community based sanitation activities. They bear the maximum impact of inadequate, deficient or inappropriate water and sanitation services. Yet, in the public domain men are seen as planners and decision makers. Women's views and perspectives are not represented, thereby adversely affecting the equity, efficiency and sustainability of these services as they fail to address the different gender roles and consequent differential in needs and perspectives. This document on Gender Mainstreaming Strategy in WAC in India has been prepared in this context.

This document is divided into eight parts.

- Part I. The background of this exercise and the subject.
- Part II. An overview of the WAC in India and its priority areas.
- Part III. The concept of Gender Mainstreaming, its evolution as well as various relevant terms and their definitions.
- Part IV. Rapid Gender Assessment and Emerging Issues for Strategy.
- Part V. Gender Mainstreaming Strategy for WAC programme in India, the Vision, Basic Ideology, Assumptions, Challenges, Objectives and the Strategy.
- Part VI. Action Plans for the Thematic Priority Areas of WAC programme.
- Part VII. Synergy in Gender Mainstreaming in UN-HABITAT supported WAC programme and Gender Action Plan of Asian Development Bank (ADB) supported MP Urban Project (UWSEIP) in the same four project cities.
- Part VIII. Indicators of Achievement.

The concept of gender mainstreaming in development planning and projects has a long history in development policy discourse. "Integration of Women in Development" leading to the beginnings of Women in Development (WID) projects which remained small isolated projects of income generation. The concepts and strategies of Women And Development (WAD) and Gender And Development (GAD) focused on various aspects of equity, equality and participation.

Women's issues and concerns are important in all development planning and projects and the success of any initiative depends substantially on recognition of their different needs, concerns, perspectives and contributions and also the gender relations. Gender mainstreaming not only seeks to ensure incorporation of women's and men's needs and perspectives but also sees their contribution to the efficiency and sustainability of the development initiatives themselves.

Gender, refer to the array of socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a different basis. Gender is thus an acquired identity that is learned, which changes over time, and varies widely within and across cultures. Gender Equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. Gender Equity, on the other hand, means fairness in the treatment for women and men, according to their respective needs. This may therefore include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities.

Gender Mainstreaming is a strategy for making women's and not only men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres. It assesses the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels.

Gender Mainstreaming requires that: Unequal gender relations be addressed both as a cause and as a factor in the intensification of poverty when considering ways of achieving pro poor governance. The issue of Women's Agency and well being has also, therefore, to be considered in formulating the strategy of mainstreaming gender. Women's Agency is defined as the capacity of women for autonomous action in the face of constricting social sanctions and structural inequalities.

Gender Mainstreaming also seeks to lead to empowerment of women

which refers to the expansion in women's ability to make strategic choices in terms of rights to assets and services. A Rapid Gender Assessment (RGA) was done in the four cities in August –September 2005 prior to the formulation of the Gender Mainstreaming strategy. This Assessment highlighted the policy context and other resources and assets available to support Gender Mainstreaming in WAC and the political commitment to the broad goal and objectives of Gender Mainstreaming. It also confirmed the inequalities and inequities faced by women in the water and sanitation sector.

The Constitution of India guarantees equality and non-discrimination on any ground including gender. Madhya Pradesh has a State Policy for Women. It includes a number of action points that bear a direct relevance to water and sanitation services. Urban policies and programmes for water and sanitation have been conceived and looked upon as engineering solutions especially for efficient land use and planning of supplies. Issues of gender equity and participation of women do not figure in such technical options. The voices of women captured in the Rapid Gender Assessment indicated a lack of responsiveness and understanding of their needs by the service providers. Women interviewed in the slums indicated negligible participation in government schemes as also in the schemes and programmes for water and sanitation services. There were very few organizations working in the slums. There is significant participation by women in the slums in intra family decision making in different matters.

Patriarchal values and norms persist and gender role stereotypes continue to be embedded in the perceptions of decision makers and these are also internalised by women themselves.

The one third reservation in the local bodies introduced by the 74<sup>th</sup> Constitutional Amendment in 1992 was an important step to place women in these institutions of self government but patriarchal pressures have sought to undermine its effectiveness. Lack of understanding of what the term gender means has led to inappropriate conception and location of 'Sulabh' toilet complexes. There are examples of self help by women and more importantly, of women's voices urging action, and expressing willingness to contribute.

There is an urgent need to give security of tenure to slum dwellers, have 'in situ' improvement of slums, and immediate improvement of water supply and sanitation on an adequate level as a priority charge for water and sanitation sector project. There is lack of information, support and training for women.

The Gender Mainstreaming Strategy follows a number of international and national commitments and decisions. The strategy stipulates incorporating gender concerns into all activities planned in Water for Asian Cities Programmes so that women's and men's needs and priorities are adequately addressed. The strategy emphasizes the role of women and men as active participants, agents of change and also as beneficiaries of any efforts to improve access to water and sanitation and to bring about democracy and good governance especially at the municipal level. It envisages support to relevant organizations, departments and other partners working in the area of water and sanitation, through advocacy, training, institutional capacity strengthening in gender mainstreaming, resource mobilization and operational activities including appropriate norms, procedures for equitable access, participation in management and decision making.



## Executive Summary

### Vision

Faster, equitable, just and sustainable achievement of Millennium Development Goal 7, Targets 10 and 11 in the four project cities for both women and men Particularly from socially excluded marginalised sectors, by 2009 through pro poor governance and by removing inequalities and inequities in women's access and control over services, resources and opportunities for participation in decision making, operation & maintenance, monitoring and evaluation of, and partnership in water and sanitation services.

### Basic Ideology

1. Men's and women's circumstances, interests and priorities are different not only because of biological differences but because society's conception of male and female roles and responsibilities, positions them in a specific relationship to one another. In poor urban areas, it is generally women and especially girls who are more affected than men by inadequate provision of water and sanitation.
2. Water should be managed as an economic as well as a social good.
3. A gender equity approach within the water sector strives for a more balanced division between women and men in access to information, the amount of physical work, sharing contributions in time and cash, the degree of decision-making, access to resources and benefits and the control over these resources and benefits to address their needs and special responsibilities.
4. Gender perceptions concern both men and women and these generally stem from social concepts of their different roles and responsibilities both in the private and public sphere and in their relations with one another. The cumulative inequities are more for women, therefore the initiative necessarily tilts in their favour.
5. Gender Mainstreaming will address these perceptions and concerns in all aspects of the programmes and projects within WAC and not only where these are obvious in the identification of target groups and beneficiaries of a specific set of activities.

6. The system will meet women's needs by involving women as well as men in management and in the decision making process. This involvement will therefore contribute to efficient use of valuable water resources and conservation of environment having maximum impact on their well being.

### Assumptions

Gender Mainstreaming and its ideology as presented here have certain assumptions on governance, participation, costs and benefits and the implications of equity, efficiency and sustainability of different systems of governance.

- 1 It is costly to maintain and sustain an unequal, iniquitous system or structures of social relations or governance.
- 2 Gender Mainstreaming in water and sanitation is not only an issue of equity but also of efficiency and sustainability of water and sanitation services.
- 3 Gender perspectives have to be integrated into all policies, programmes and projects, into capacity building activities, into methodology of the development initiatives, into routine monitoring as well as in reporting mechanisms and procedures
- 4 Dialogue and consultation with women and men particularly at the local level is an effective measure to get maximum impact, efficiency and people's satisfaction.
- 5 When seeking community participation, it has to be participation of women and men and not only of a community in general.
- 6 Participation has to be not only in the presence of women in the institutions or structures of governance as is sometimes practiced by inclusion of token women and token of other marginalized sections in them. Participation must include willingness to participate as well as the ability and opportunity to participate and an enabling environment.
- 7 Focus on the perceptions, knowledge, contributions, priorities and needs of both men and women.
- 8 Adoption of the strategy of mobilization of women's groups particularly of those with limited or no access to resources in view of the goal of pro poor governance.

## Challenges

1. Negative perceptions about women, their role and capabilities.
2. Continued invisibility of gender concerns to decision makers and implementation officials.
3. Assumption that technical areas are in principle "Gender Neutral".
4. Insufficient gender awareness and sensitivity at all levels.
5. Generally viewing the need to look at gender only in selection of beneficiaries, target groups. Even in beneficiary and target group selection, there is inability to see the intra household inequalities.
6. Continuing political, social, cultural constraints, in full participation of all sections and gender.
7. Low level of literacy and awareness limiting women's participation.
8. The inability of the gender specialists to respond adequately to having sector specific information.  
The inability of sector specialists to understand gender issues and to adequately involve themselves in incorporating gender concerns and priorities and use their specific knowledge for it.

## Objectives

Promoting gender equity, efficiency and sustainability of water supply and sanitation facilities according to need, convenience and suitability as identified in the RGA and in furtherance of the MDG 7 and targets 10 and 11.

More specific objectives are

- (a) a time bound reduction of the number of people both women and men, girls and boys without

access to adequate water and sanitation and

- (b) improving the life of slum population in the project cities by March 2009, to cover 100% of the population both women and men with appropriate, adequate and sustainable water and sanitation services in these cities by the year 2009 and
- (c) to ensure that 100% of schools have full time water supply and separate toilets for boys and girls.
- (d) have open defecation free cities by the year 2009.
- (e) all public institutions, offices, centres, shopping complexes, etc. have water supply and toilet facilities which are sustained and functioning.
- (f) local women and their groups are in command of the management and functioning of water distribution and community sanitation facilities at the local levels particularly the slums.

## Strategy

Gender Mainstreaming in WAC programme is an issue of good governance in planning and management of water and sanitation which is pro poor and ensures inclusion of perspectives and needs of all especially women who have not been adequately represented in the institutions of governance in water and sanitation sector and in the planning, implementation, monitoring and evaluation systems so far.

The Gender Mainstreaming Strategy in WAC programme is at the policy level, in the implementation, monitoring and evaluation as well as at the community level participation. Expected outcome of this exercise range from efficiency, cost effectiveness, demand responsiveness to improved design and implementation driven by an inclusive, participatory approach. The

strategy also takes into account the **gender impact** of all project components – engineering, institutional strengthening, financial, community development and health components.

The strategy and its action plan is on five axis –

- (i) inclusion of gender expert and expert in programme management and implementation, at the state and Municipal Corporation level (in PMU and PIUs) and staff with gender expertise in project design, selection, implementation and monitoring
- (ii) introduction of gender issues in programme framework, reviews, workshops and all other activities for policy proposals, programme development, monitoring and evaluation, framing and inclusion of gender related guidelines and principles in programmes, undertaking gender analysis in designing projects.
- (iii) ensuring crucial infrastructure, processes and practices of service providers for water and sanitation to address identified gaps in meeting the needs of women and girls.
- (iv) enabling women and men from all sections especially those from the socially excluded, deprived sections, to participate in decision making fora through legal policy measures and at all levels and stages of water and sanitation sector projects and services at community level through organizing local women's groups, capacity building, and entrusting responsibilities
- (v) advocacy, awareness, sensitization on gender issues in water and sanitation sector for all levels of policy making and implementation and supporting education and curriculum development.



## Executive Summary

### Community Participation and Gendered Norms of Participation

An important area for success of WSS is participation of the local community at various stages of formulation, implementation, monitoring and evaluation of the programme and projects. Participatory processes do not automatically include women for a number of reasons. The participation strategy in Gender Mainstreaming therefore moves from community participation to participation of women as well as men.

**The implementation and monitoring** in this strategy includes establishment of gender sensitive indicators for reporting and monitoring the impact of projects and interventions. It includes quantitative targets as well as their qualitative interpretation. **The interim and final evaluation** will see this quantitative data and its qualitative interpretation and include a comparison of the situation at the commencement (baseline) with the situation at different stages of the projects and at the time of completion of projects. This will be seen, for instance, in changes in men's and women's involvement in decision making in their water and sanitation practices, in the constraints faced by women in management and control of the facilities created at the community and household level. An overarching part of the strategy is **advocacy, sensitization, awareness of gender issues** and strong mandate and support to gender units.

### Action Plan

#### Leadership Role of the State Government and Project Directorate

At the state level, government and the project directorate will play the role of overall direction for Gender Mainstreaming. The directorate will undertake a comprehensive assessment of the implication of policies, programme and actions at all levels relevant for water and

sanitation services in urban areas. They will incorporate policy directions under the WAC and water and sanitation projects to work to enhance women's agency by promoting local woman's organisations, giving women rights and project created assets, increasing their ability, efficiency operation, maintenance of WSS. They will be

- (i) Building women inclusive local institutions, women's committees with adequate number of women at effective levels e.g. chairpersons, secretaries and treasurers.
- (ii) Making women, chairpersons for water and sanitation committees.
- (iii) Providing for democratic elections to ward committees and mohalla committees and making women chairpersons in at least one-third of them.
- (iv) Enhancing women's participation in institutions of governance.
- (v) Ensure consultation and active participation of local women and their groups in decision making in water and sanitation services at local levels especially in service deficient areas and give resources for improvement.
- (vi) Promote collection of gender disaggregated data relating to WSS in all institutions.
- (vii) Ensure that action is taken to assess gender impact of all project components - engineering, institutional strengthening, financial, community development and health components.
- (viii) Undertake gender responsive budgeting or analysis of budgets in the project office and in the four municipal corporations.

#### Pro Poor Water and Sanitation Governance

The institutions of governance must be gender sensitive and responsive in terms of their composition in representation, in their management and in their operational personnel. There should be clear scope for participation of women and men also ensuring that this participation is informed and organized and the rules and procedures are explicit for this



objective. The institutions must have equal participation of women and men, and they must ensure transparency and gender equity in the allocation of resources in the projects even when these appear primarily technical.

An institutional mechanism of nodal gender unit and gender focal points will have to be set up. The WAC project directorate at the state level will have a nodal gender unit to ensure gender mainstreaming in all stages of the WAC programme in the four cities and operationalising the gender mainstreaming strategy. It will work directly with the project director. It will be assisted by an advisory committee in which, among other, partners in capacity building and Gender Mainstreaming in WAC will be represented. Each partner municipal corporation will have a gender focal point who will be responsible for helping the municipal commissioner to implement the Gender Mainstreaming Strategy and its action programme, for regular reporting to the project director at the state level. The costs on these units will form as a part of the costs of water supply and sanitation projects in the four cities.

The municipal corporations must be made inclusive and sensitive (i) in their approach, (ii) in their procedures, rules and regulation for participation of women and men and (iii) in their norms, rules and procedures of providing services and resources of water supply and sanitation, their information, and management. An expert group will review these aspects within 2006-07.

An exercise is to be undertaken for identification of roles and responsibilities of women and men in all aspects of water supply and sanitation and consequently their respective stakes in the provision, operation, efficiency and sustainability of the services. This will

enable attention to meeting these needs and priorities appropriately. Here an important aspect will be reducing women's drudgery resulting from inefficient and inappropriate ways of providing water supply and sanitation services.

The 74<sup>th</sup> Constitutional Amendment has already provided a one-third reservation among the elected corporators. The next step will be to ensure adequate representation in all the committees. As gender sensitive and responsive institutions, the municipal corporations will ensure

- (i) A lead role of women within all local decision making committees on water management and in the management of the assets and infrastructure created by the projects under WAC programme.
- (ii) The monitoring and reporting arrangements will see
  - (i) percentage share of resources and benefits by women,
  - (ii) percentage share of positions held by women in the management and
  - (iii) actions and steps taken to address needs of appropriateness, special separate facilities for women and gender sensitivity in locations, selection and construction of facilities.Action taken to remove institutional, cultural, economic and practical barriers created by patriarchal patterns of decision making.

In the selection of projects and consultants in the designing stage of the projects and studies contemplated in the WAC programme in the four cities actions will include

- (i) inclusion of gender experts on project teams.
- (ii) facilitation of participation by both men and women by structuring project rules and

procedures, determining gender roles in the WSS sector in the project area, determining barriers to gender and appropriate implementation and determining steps for reducing or removing these barriers.

In implementation and supervision of WAC programme action will be taken for

- (a) awareness raising of municipal corporations and water and sanitation utility management about gender issues with training, workshops and study tours and communication material.
- (b) inclusion of gender experts on implementation staff units.

Action will be taken to identify and promote women's Self Help Groups and committees. These committees and groups will be

- (i) consulted in the selection of water and sanitation models and their location and construction.
- (ii) given support with training and revolving fund and responsibility for governance by handing over water distribution and management of sanitation blocks at the community level in identified localities or slums. Local women's groups will also be involved in monitoring and evaluation of the use and impact of the water and sanitation services.

Collection of gender disaggregated data related to water and sanitation will be promoted in all institutions concerned with water sanitation services. Gender responsive budgeting or analysis of budgets will be undertaken in the project office and in the four corporation at the time of formulation of further initiatives under WAC programme so that policies on gender equity are matched with adequate resource allocations. For grievance redressal monitoring, a committee for women be formed in municipal corporation.

# Executive Summary

## Integrated Urban Environmental Sanitation

- Target of open defecation free project cities by the year 2009. Ensure water supply and sanitation in all public institutions and centres.
- Separate sanitary blocks for men and women with privacy, water supply and electrification.
- Separate and appropriate toilets for boys and girls in all schools in the project cities by the year 2009.
- Hand over public toilets in slums to local women's groups.
- Promote building of toilets in all slum households or joint toilet complexes for full coverage by the year 2009.
- Entrust responsibility of waste segregation and recycling to groups of urban poor on payment.
- Explore entrepreneurship, microcredit, and income generation opportunity in WSS for poor.

## Water Demand Management

- Consulting women's groups for delivery of equitable water and sanitation services.
- Women's groups handling operation, maintenance and regulation of water and sanitation services.
- Involving women in water audit and budgeting and also recycling of waste water.

## Value Based Water, Sanitation and Hygiene Education

- Teaching tools and the curriculum will be continuously reviewed in collaboration with the state education authorities.
- WAC Project Office will collaborate with education department to develop a gender module to include in their training programmes.
- The Value Based Water Education (VBWE) programme will integrate Gender Mainstreaming and pro poor issues into the planning and implementation of all project activities.
- A project steering committee will be set up composed of key institutions and stakeholders in each city.
- All schools will include practices to train children in waste segregation by disposing of waste paper and other waste in different coloured waste bins in the schools.

## Training and Capacity Building

- Gender mainstreaming workshops.
- Capacity building of programme staff of water and sanitation services for cities.
- Training of staff of state project office and local authorities.
- Capacity building of water and sanitation utilities.
- Capacity building of local women's organizations.
- Teacher training and raising awareness.

## Monitoring, Evaluation and Knowledge sharing

Project directorate will initiate action to adopt gender sensitive indicators for monitoring impact of project interventions and include them for interim and final evaluation.

Ensure advocacy, awareness-raising, and information exchange on gender issues so that all levels of personnel involved in water supply and sanitation programmes are sensitized and trained in gender sensitive, pro poor approaches.

Develop gender-focused information, education, and communication materials and tools for dissemination in communities and civil society. Also setup mechanism/networks for knowledge sharing and exchange of experience gained.

Synergy in GMS and Gender Action Plan of ADB will be operationalised through setting up a combined group.

## Indicators of achievement

1. Development of guidelines and practical tools for gender integration.
2. Ability and willingness of the state WAC project office, water and sanitation utilities and municipal governments to utilize gender guidelines and practical tools.
3. Extent of municipal corporation management and water and sanitation utilities aware of, and utilizing gender and pro poor concepts and frameworks.
4. Number of local women's groups in each city, with improved skills in management and participation in WAC activities.
5. Proportion of women trained in use and maintenance of facilities.
6. Number of women in decision making positions within water and sanitation utilities.
7. Proportion of women participating in local governance on issues related to water and sanitation and managing local level water distribution and sanitation facilities in the slums.
8. Gap between the goal of full provision and supply of water and sanitation services and the current situation reduced.
9. Level of development and inclusion of gender sensitive norms and standards in the working and practices of water and sanitation services providers particularly in the slums.
10. Increase of access to water and sanitation services for the most poor mainly women headed households.
11. Level of satisfaction of the urban poor both women and men with their water and sanitation services.



## Mainstreaming Gender in Water for Asian Cities Programme in India



# Introduction

*Lack of safe water and sanitation remains one of the world's most urgent health issues. Some 1.1 billion people worldwide still lack safe water and 2.6 billion have no sanitation. According to the UN-HABITAT publication in 2003, Water and Sanitation in the World's Cities: Local Action for Global Goals, less than half the population in urban centres of Africa, Asia and Latin America has water piped into their homes. Less than one third of them have adequate sanitation...*

... In urban Asia, up to 700 million people constituting half the population, do not have adequate water, while up to 800 million people, or 60 percent of the urban population are without adequate sanitation.

The report also documents that each year, 2.2 million deaths or 4% of all deaths can be directly attributed to inadequate supplies of clean water and sanitation. Each day, there are 6,000 deaths from diarrhoea, mostly of children under 5 years of age. In fact, child mortality rates in cities without proper sanitation are 10 to 20 times higher than those in cities with adequate sanitation.

At the national level in India, the 10<sup>th</sup> Five Year Plan recorded how services in the poorest communities are invariably deficient and even high income areas are feeling the pressure of acute water shortage. Twenty-one percent of urban households are served only by a tubewell or hand pump, and 59 percent share a public source of water. As many as 43 percent of households in urban areas either have no latrines, or no connection to a septic tank or larger sewage system (GOI: 2002).

The poor are doubly disadvantaged – they not only obtain inadequate supplies of water at costs much higher than those for the rich, but the little water they get is often of poor quality. Then they often end up spending more time and resources in buying said services from private vendors. Women pay an even higher price, as they are the ones who fetch water, and are most affected by the lack of adequate sanitation facilities. ([www.undp.org.in/webbook/www-wtr-mgnt.htm](http://www.undp.org.in/webbook/www-wtr-mgnt.htm)).

The UN Millennium Goal 7, targets 10 and 11 envisage action– (i) To reduce by half the proportion of people without sustainable access to safe drinking water and adequate sanitation by 2015 and (ii) To achieve significant improvement in the lives of at least 100 million slum dwellers by 2020. The UN-HABITAT initiated the Water for Asian Cities (WAC) programme to address this Millennium Development Goal and the two targets. In India, the programme is focused on the four cities of Bhopal, Gwalior, Indore and Jabalpur in the state of Madhya Pradesh for the improvement and expansion of urban water supply, sewerage and sanitation, water drainage and solid waste management. These cities are also implementing projects in this sector with Asian Development Bank (ADB) support where some other initiatives are also contemplated.

Madhya Pradesh had an annual rate of urbanization of 3.1% in the decade of 1991-2001. Its urban population is 26.5% against 27.8% in India. A significant proportion of the state's urban population of 16 million is concentrated in the four cities of Bhopal (1.46 million), Indore (1.52 million), Gwalior (0.86 million) and Jabalpur (1.10 million). The four cities suffer from poor quality infrastructure, environmental degradation and high level of slum population ranging from 8.81% of urban population in Bhopal and 16.25% in Indore to 23.42% in Gwalior and 28.95% of urban population in Jabalpur, municipal corporation area. The water supply is only for a few hours a day and the sanitation facilities, particularly in the slums, are poor. The inadequacies of water and sanitation

facilities place the communities especially the poor and women under severe stress. It is, therefore, appropriate that initiatives in water and sanitation services under WAC programme are operationalised to maximize their outcomes, taking a holistic approach. The thematic priority areas of WAC in India include Pro Poor Urban Water and Sanitation Governance, Integrated Urban Environmental Sanitation, Water Demand Management, Capacity Building, Monitoring, Evaluation and Knowledge Sharing. Gender is a crosscutting important theme across all these areas. Hence in addressing the MDG 7 and the two targets, the programme seeks to ensure Gender Mainstreaming in all these thematic priority areas.

activities. Yet, in the public domain men are seen as planners and decision makers in water and sanitation issues. Women's views and perspectives are not represented, thereby adversely affecting the equity, efficiency and sustainability of these services as these fail to address the different gender roles and consequent differential in needs and perspectives of women and men. This Gender Mainstreaming Strategy in WAC in India has been formulated in this context to bring the required focus on women's and not only men's views, needs, concerns and perspectives.

This document has been arranged in eight parts. The first part, gives the

four, we present the Rapid Gender Assessment undertaken in the four project cities in WAC in Madhya Pradesh, India and the Emerging Issues for a Gender Mainstreaming Strategy.

Part five presents the Gender Mainstreaming Strategy (GMS) for WAC programme in India and more specifically, in the concerned four cities of Madhya Pradesh. This part gives the Vision and Basic Ideology, Assumptions, Challenges and Objectives of the Strategy and then the Strategy itself. In part six, we present Action Plan for Gender Mainstreaming in the Thematic Priority Areas of WAC programme in the four cities. We also give the action points along with suggested responsibilities and time



Women and girls are the primary collectors, transporters, users and managers of water in the household. They are also the promoters of home and community based sanitation activities. They bear the maximum impact of inadequate, deficient or inappropriate water and sanitation services. It impacts their mental and physical health and reduces the physical time available for economically remunerative

background of this exercise and introduces the subject. The second part, gives an overview of the WAC in India and its priority areas as outlined by UN-HABITAT after various consultations. We then discuss the concept of Gender Mainstreaming, its evolution as well as various relevant terms and their definitions, which are important to understand in incorporating gender concerns in this programme as in other development projects. In part

lines for implementation of each of them. The Synergy in Gender Mainstreaming and Action Plan of UN-HABITAT supported WAC Programme and Gender Action Plan of ADB supported MP Urban Project (UWSEIP) is discussed in part seven. Part eight presents the suggested Indicators of Achievement in Gender Mainstreaming in WAC programme which, it is proposed, are also relevant for GMS in water and sanitation initiatives elsewhere. [n](#)

# Overview

## Water for Asian Cities Programme in India and Priority Areas

*Urban sustainability in Asian cities is seriously threatened by the growing water and sanitation crisis. Many Asian cities are not equipped to provide their growing populations the safe water and sanitation they need. The challenge in India is not very different where only 90 percent of the households in urban areas and only 73 percent households in rural areas have access to safe drinking water.*

The Water for Asian Cities (WAC) Programme is a collaborative initiative between the United Nations Human Settlements Programme (UN-HABITAT), the Asian Development Bank (ADB) and the concerned Governments in the region. The WAC Programme was officially launched at the Third World Water Forum (WWF) on 18<sup>th</sup> March 2003 and a Memorandum of Understanding was signed between ADB and UN-HABITAT on the same day. The first Asian Ministerial Forum was held in Osaka, Japan on 19<sup>th</sup> March 2003 and adopted a Ministerial Declaration on Water for Asian Cities.

### WAC Programme : Goals and Objectives

The WAC Programme supports the implementation of the water and sanitation related Millennium Development Goal (MDG) and targets in Asian cities, specifically promoting pro poor governance, water demand management, increased attention to environmental sanitation, and income generation for the poor linked to water supply and sanitation. The programme seeks to achieve this by (a) mobilizing political will; (b) raising awareness through advocacy, information, education; (c) training and capacity building; (d) promoting new investments in the urban

water and sanitation sector; and (e) systematic monitoring of progress towards achieving the MDG 7 and its targets 10 and 11.

In order to pursue the Millennium Development Goal 7- target 10 of reducing the population of people without sustainable access to safe drinking water and basic sanitation to half by 2015, UN-HABITAT, under the Water for Asian Cities Programme, is developing approaches for making interventions at city / local levels to extend coverage to unserved households with higher levels of sustainability. It is, therefore, promoting pro poor water and sanitation governance policies and programmes both at local, sub-national and national levels. Water demand management also falls under this framework of policies to the extent that it is aiming at equity and efficiency in the provision of water and sanitation to all sections of society particularly the poor sections. Integrated urban environmental sanitation and value based water, sanitation and hygiene education are other important areas.

The overriding thrust of the Water for Asian Cities Programme is to enhance capacity at city, country and regional levels and to create an enabling environment for new flows of investments in the urban water and sanitation sector, with a view to meeting the water and sanitation related Millennium Development Goal and targets in Asian cities. [n](#)



## Overview

### WAC Programme in India

The programme's goal in India is to pursue the accomplishment of Millennium Development Goal relating to water and sanitation at local level in four cities of Bhopal, Gwalior, Indore and Jabalpur in the state of Madhya Pradesh. Its objective in India is also to promote pro poor water and sanitation governance so that the poor have affordable access to safe drinking water and sanitation facilities which may improve their health and productivity and alleviate poverty through better income generation and livelihood opportunities. The WAC programme is supporting the following areas agreed upon at the Regional Consultations and later at Bhopal Consultation in August 2004 and March 2005.

#### A. Pro poor Urban Water and Sanitation Governance

Promoting pro poor urban governance, which will provide an enabling framework for new pro poor investments in urban water supply and sanitation with emphasis on serving the urban poor with piped water supply and formal sanitation facilities, is the cornerstone of WAC programme. Priority is to be given to promoting institutional frameworks that could focus on the needs of the poor; decentralized, simplified and transparent procedures accessible to the poor; community empowerment and community partnerships; rights-based (including tenurial rights) approaches to the provision of water and sanitation, and specific attention and mechanisms to address the needs of women.

One of the key issues here is to find out who and where the poor are and the level of service being provided. As the rights of consumers, especially the poor, are made clear, it is important to educate both consumers and providers of services especially in non-notified, and peri-urban areas, of the needs and deficits faced by the poor. In this regard, several constraints have been identified which include lack of willingness to charge for these basic services. Several opportunities exist to work in this direction and they include the presence of civil society groups, research and training institutes, NGOs, and the state government having willingness to collaborate in this endeavour.

Several priority actions have been identified these include:

- Government- non-government dialogue and partnerships for mapping the poor in both slums and

non-slum areas, peri-urban areas with short-term and long-term, secure and insecure tenures

- Comprehensive mapping of existing groups, NGOs, CBOs, Self Help Groups and others
- Creating mechanism for dialogue, information sharing between different groups specifically the vulnerable and unserved
- Conducting studies, where needed, collating information, consolidating and sharing among four cities, in special groups, access and use of water supply services in notified short/long lease, non-notified, peri-urban areas, etc.
- Initiating community level planning in all the four cities to understand key governance gaps and mechanisms for addressing them.

#### B. Integrated Urban Environmental Sanitation

Priorities for action under this area include the development of appropriate technological options, promoting public-private partnerships for scaling up sanitation facilities and development of innovative financial mechanisms for local funds for sanitation services. The priority actions recommended are for undertaking a rapid assessment of environmental sanitation and hygiene behaviour, developing and demonstrating simple sustainable and easily maintained technologies for sanitation and developing strategies for hygiene promotion and community managed systems for maintenance.

#### C. Capacity Building

Several priority actions have been identified under capacity building which are:

- Capacity needs assessment study and plan for capacity building.
- Study of models and best practices of different types in different towns.
- Special funds for development units which apply best practices.
- Identification and utilization of resources available through government schemes and programmes.
- Reforming governance structures to enable pro poor implementation by PHED and others.
- Utilizing capacity building resources to strengthen capacity of elected representatives.
- Facilitating collaboration between government, private sector providers, NGOs, media, academic institutions, etc.





#### D. Monitoring, Evaluation and Knowledge Sharing

In order to map the poor using existing data and resources including satellite images and the available GIS information, following priority actions have been recommended.

- Identifying relevant institutions with the data needed.
- Establishing a nodal agency such as a state urban observatory.
- Facilitating agreement with town and country planning authorities to consolidate data using GIS.
- Producing data map using the target populations ensuring that social mapping, participatory consultations and satellite imaging are combined to provide an accurate picture.

#### E. Water Demand Management (WDM)

Introducing demand responsive and demand management strategies, has been identified for action in order to improve efficiency and equity of water supply and water use, and to give more influence to those currently deprived of water and sanitation. The programme plans to focus on all aspects of demand management-economic, social, technical, legal, administrative and institutional. Priority is proposed to be given to reduction of unaccounted for water, pricing and public-private partnerships, equity in distribution of services and to regulation and reallocation of resources.

Water demand management through water audits and diagnostic studies and local level workshops and training, has been identified as another action point. The participatory development of water demand

management in the four cities, will be followed by a comprehensive monitoring of performance. The following priority areas have been suggested for action.

- Training needs assessment and initial city based training on WDM.
- Conducting water audits and diagnostic studies.
- Participatory development of WDM Strategy in four cities.
- Starting implementation of WDM Strategies Phase I.
- Monitoring performance.
- Income generation for the urban poor through community based water and sanitation services.

The focus will be to develop and implement strategies for the provision of water and sanitation services that will maximize the income and employment earning opportunities for the urban poor. Special attention will be given to active community involvement and ownership in the provision and management of these services. [n](#)

# Gender Mainstreaming

## Concept, Evolution, Definitions

The evolution of the concept of gender mainstreaming in development planning and projects has a long history in development policy discourse. Initially it was noted that women had been completely neglected in development planning as participants and actors of change and that they were perceived only as passive recipients of some welfare services. This led to scholars, academicians and women's movement referring to the "Integration of Women in Development". Women In Development (WID) projects, however, remained as small isolated projects of income generation. This welfare oriented approach came under severe criticism as it had little potential to bring about a substantial change in women's situation or in gender power relations. These then led to the concepts and strategies of Women And Development (WAD) and Gender And Development (GAD) focusing on various aspects of equity, equality, and participation. This shift was more inclusive in approach and in understanding the nature of women's subordination in the context of gender relations.

The Strategy of Gender Mainstreaming is recognition of

- (i) the need to look at the concerns and perspectives of women and men and
- (ii) the gender relations, roles and responsibilities impacting their participation in development programmes and projects.

It was realised that women's issues and concerns were important in all development planning and projects and the success of any development initiative depended substantially on recognition of these different needs, concerns and contribution. Further, it was noted that it cannot be assumed that women's needs and concerns get automatically included in development planning even when communities are sought to be involved if special attention is not given to them. Hence, Gender Mainstreaming is seen as a process which not only seeks to ensure incorporation of women's and men's needs and perspectives in development planning, implementation and evaluation but also recognises the contribution of women

to the efficiency and sustainability of the development initiatives themselves.

It is also important to note that Gender Mainstreaming does not only concern women. But there are continued gender gaps in access and control of various resources, in participation in decision making institutions, in attainments in literacy, education, health and nutrition and in opportunities for work participation which are adverse to women. Women also have multiple burden of roles and responsibilities defined in different social and political contexts. Therefore, the Gender Mainstreaming Strategy, takes into account the different roles, responsibilities and needs of men and women but with special focus on incorporation of women's needs and perspectives. It also takes note of the gender relations. As gender relations and roles are socially constructed in different contexts and groups, the Gender Mainstreaming Strategy also recognizes the potential differences among socio-economic groups and has focus on women in socially excluded groups as their access and control of various resources and services continue to be poor.

A number of concepts like gender, gender equality and equity, women's practical and strategic needs and the concept of women's empowerment are important in framing a Gender Mainstreaming initiative and we briefly look at their definitions.

### Sex and Gender

Sex refers to the biological characteristics which define persons as female or male. Gender, on the other hand, refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a different basis. Gender is thus an acquired identity that is learned, which changes over time, and varies widely within and across cultures. Gender is also relational and refers not simply to women or men but to the relationship between them as constructed in different societies.

## Gender Equality and Gender Equity

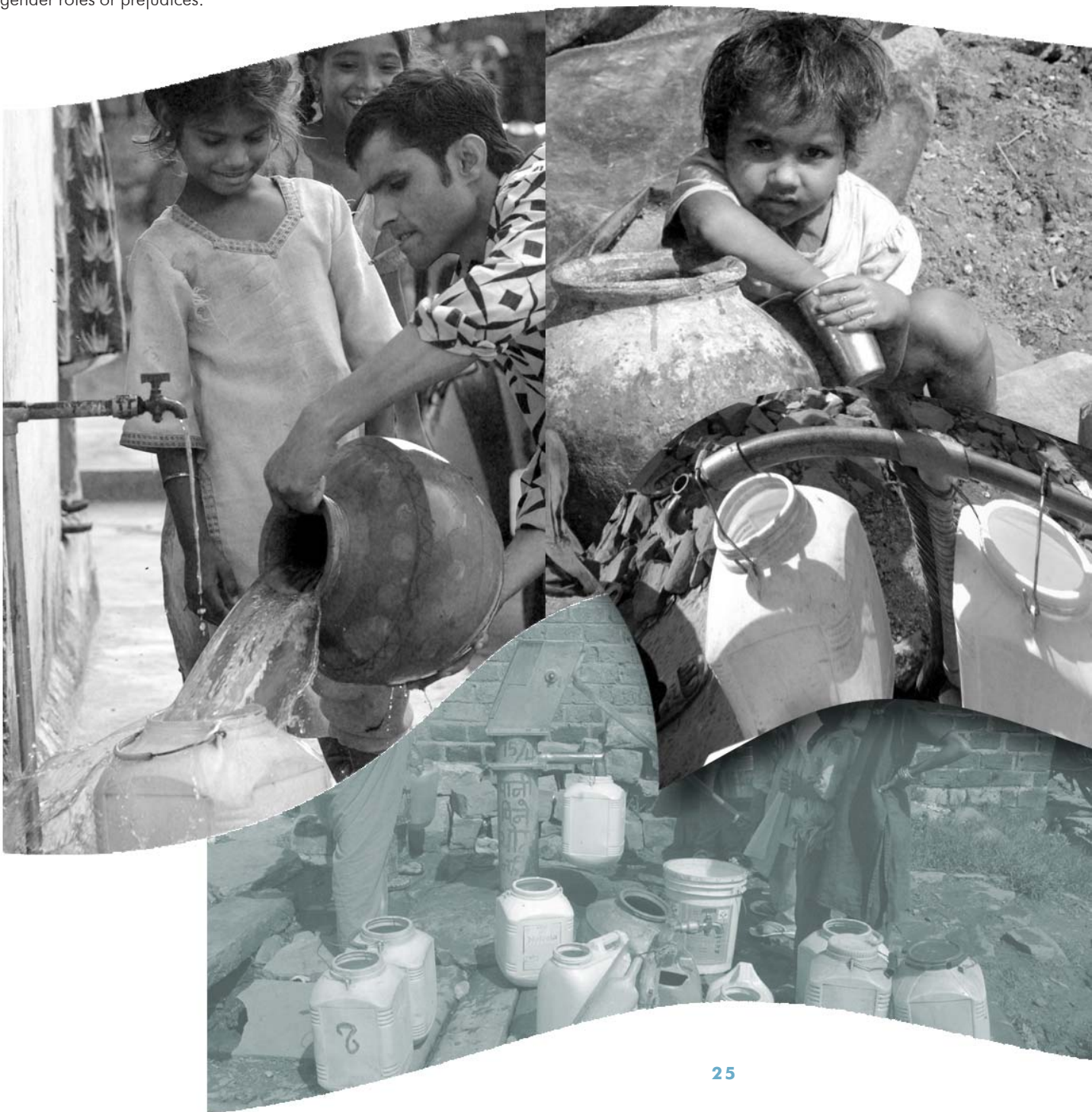
Gender Equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. Their rights, responsibilities and opportunities will not depend on whether they are born male or female. All persons, both men and women, should be free to develop their personal abilities and make choices equally without the limitations set by stereotypes, rigid gender roles or prejudices.

Gender Equity, on the other hand, means fairness in the treatment of women and men, according to their respective needs. This may, therefore, include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal, therefore, often requires built-in measures to compensate for the historical and social disadvantages of women in order to enable their equal participation and access to physical,

social, economic and knowledge resources and opportunities and abilities for their effective access.

## Practical and Strategic Gender Needs

Women's needs have been classified as practical and strategic, that is, the immediate needs and the long term needs. The strategies for gender and empowerment focus on strategic needs challenging women's subordination and work for the goal of women's empowerment.



## Gender Mainstreaming

Women identify their Practical Gender Needs (PGNs) within their socially defined roles, as a response to an immediate perceived necessity. These would, therefore, relate to inadequacies in current living conditions such as water supply provision, health care, sanitation and employment. These do not challenge gender divisions of labour and women's subordinate position in society which are at the root of these continued inadequacies in provisioning and in women's ability to access them. Meeting only these immediate practical needs may, therefore, not only not reduce these inequalities and inequities but may also reinforce them and reinforce women's subordinate role, exclusion and seclusion.

Strategic Gender Needs (SGNs), on the other hand, are identified by women as resulting from their subordinate social status, and tend to challenge gender divisions of labour, power and control, and traditionally defined norms and roles. These vary according to particular social contexts and may include issues such as legal rights, access to and control of resources, domestic violence, equal wages, and women's control over their bodies. Failure to address these needs can be seen, for instance, in continued payment of unequal wages to men and women workers in many parts of the country despite the law on the subject and women not even questioning it, not exercising equal legal rights in parental property, not questioning domestic violence and practice of dowry.

### Women's Empowerment

Empowerment implies that people have the choice, they are taking control of their lives, setting their own agendas, gaining skills (or having their skills and knowledge recognized), increasing self-confidence, solving problems, and developing self-reliance. Empowerment is both a process and an outcome. For women, it implies an expansion in their ability to make strategic life choices in a context where this ability was previously denied to them.

### Gender Mainstreaming

Gender Mainstreaming Strategy makes a break from only "women's projects" and merely addressing gaps in women's attainment in particular areas to making women's and not only men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, so that inequality between men and women and inequities are not perpetuated. The Gender Mainstreaming process assesses the implications for women and men of any planned action, including legislation, policies or programmes in any area and at all levels.

The primary objective behind Gender Mainstreaming is to design and implement all development projects, programmes and policies so that these are at least Gender Neutral i.e., do not reinforce existing gender inequalities, but preferably are gender sensitive i.e., attempt to redress existing gender inequalities and gender positive/transformational i.e., attempt to re-define women and men's gender roles and relations and attempt to integrate gender perspective in them. The degree of integration of a gender perspective in any given project can be conceptualized as a continuum.

**Gender Mainstreaming** is seen as a process to achieve gender equity and overcome the costs of women's marginalisation. Mainstreaming gender requires:

- (a) Incorporation of gender concerns in planning, policy making and implementation to provide effective rights and dignity to women, and
- (b) Women inclusive social, political and economic institutions

It also seeks to work for:

- (i) Transformation of cultural structures of power within the household and outside,
- (ii) Ending domestic and public violence, which may often be caused by issues relating to provisioning, access and use of resources of water supply and sanitation, and
- (iii) Recognition of women's work (productive and reproductive), their contribution to economy as well as their economic agency and therefore incorporating support to women's work as a contribution to the economy and not as a welfare measure.

There is crucial inter relation between reducing gender inequality and reducing poverty. In the context of Millennium Development Goal 7 and its targets 10 and 11 to increase the coverage and access to safe water and sanitation and reducing the slums, the focus on pro poor governance, water demand management and school sanitation in the WAC programme must recognize this inter relation. Unequal gender relations affect the way in which the burden of poverty is distributed. These can also be the cause of poverty among women and girls in otherwise non-poor families. Thus unequal gender relations need to be addressed both as a cause and as a factor in the intensification of poverty when considering ways of achieving pro poor governance. The issue of **Women's Agency** and well being has also, therefore, to be considered in formulating the strategy of mainstreaming gender.

Women's Agency is defined as the capacity of women for autonomous action in the face of constricting social sanctions and structural inequalities. This, in turn, offers a framework in which constraint is seen as constitutive of gender norms and relations between women and men. These norms and relations are entrenched and lasting but are not



unchanging and, therefore, need to be addressed to transform unequal gender relations. Enhancing women's agency, therefore, requires action on a number of fronts. Property rights, building of women's organizations, awareness and capacity building, effective participation and leadership in community fora e.g. water and sanitation committees and in other decision making bodies, measures to curb domestic and public violence on women, sensitizing men and policy makers on gender issues are all important aspects of transforming gender relations.

Studies have shown that women's active participation in community management and control over productive assets can increase the efficiency with which households and communities can use their human, natural and other resources. Mainstreaming also recognizes that the incorporation of women's concerns and perspectives in development policies and projects and women's participation have to take

note of the constraints and barriers arising from other social, political and economic matters.

**Gender Mainstreaming** also seeks to lead to **empowerment of women**, which refers to the expansion in women's ability to make strategic choices in terms of rights to assets and services. So in a strategy for mainstreaming gender in policies and projects for improvements in water and sanitation services, there is need to address barriers to transformative change of institutions, practices and relations. The measures, which may form part of such a strategy, include:

- (i) Ensuring women's unmediated, direct control and ownership of income and resources in their own right through law and established in practice. Without reasonable income security, people lack real freedom to make rational choices and to be socially responsible.
- (ii) Building women inclusive local institutions, women's committees, and committees with adequate number of women at effective levels in them e.g. as chairpersons,

secretaries and treasurers and not just as token number of members.

- (iii) Ensuring that participatory approaches are not reduced to rituals. Hence, it is important that women's participation in the institutions of governance is enhanced and gender roles are redefined by addressing structural factors that influence women's position of inferiority and participation.
- (iv) Enhancing women's agency and expanding their capability space. Here education, knowledge and technical skills are critical factors in expanding the capability space. Greater emphasis is needed here on policy measures for empowering agency of women as against the policy of "**Protective dependency**" of women, sometimes seen in certain affirmative actions based on perceptions of women as passive recipients of welfare measures.
- (v) Promoting awareness and understanding among men on the costs of gender inequality in the family and society. [n](#)



# Rapid Gender Assessment

## And Emerging Issues for Strategy and Action

*Urban Sustainability in Asia and the Pacific is seriously threatened by the growing water and sanitation crisis. Asia is facing a major challenge in the water and sanitation sector. Eighty percent of the global population without access to improved sanitation, and almost two-thirds without access to improved water supply, live in Asia. In the year 2000, some 830 million people in developing Asia and Pacific did not have safe drinking water. More than 2 billion lacked sanitation facilities. These acute shortages cause high rates of water-borne disease and death.*

### Highlights of Rapid Gender Assessment vis-à-vis the thematic areas of WAC

An essential preparatory step for formulating a Gender Mainstreaming strategy in an area, sector or project is of Gender Assessment. A Rapid Gender Assessment (RGA) was undertaken in the four project cities in August–September 2005 prior to the formulation of the Gender Mainstreaming strategy. In view of the focus of WAC programme on poor governance and the visible deficiencies in water and sanitation services in the slums, the RGA focused its household survey on a sample of women in the slums in these cities. This Assessment highlighted the policy context and other resources and assets available to support gender mainstreaming in WAC and to the political commitment for its broad goal and objectives. It also confirmed the inequalities and inequities faced by women, particularly women in the poverty households and from socially excluded groups, in the water and sanitation sector.

Assessment of the legal policy and institutional framework revealed that the Constitution of India guarantees equality and non-discrimination on any ground including sex and the Fundamental Rights and the Directive Principles of State Policy enshrined in it promote equality of opportunities and equality

before the law. The 74<sup>th</sup> Constitutional Amendment in 1992 mandated regular elections, more inclusive composition of all urban local bodies and one-third positions of chairpersons and members to women, in all municipal corporations. The municipal elections held since then have brought a critical mass of women in these corporations. But in the state's Municipal Corporation Act, and in the rules made there under, constitution and procedure for ward committees and mohallah (residents) committees related to monitoring grievances about sanitation, road, drainage, water supply, waste disposal do not adequately provide for democratic elections and effective representation and voice of women.

Madhya Pradesh has a **State Policy for Women**. It includes a number of action points that bear a direct relevance to water and sanitation services. These are: compulsory association of women in management committees for sanitation activities in urban areas; compulsory consultation with women in water conservation programmes and hand pump management; women's active involvement in decision making in sanitation projects; and all institutions, where women/girls are housed, work or study, to have separate toilets by 2007. The policy also provides for a minimum of one-third committees in municipal bodies to be headed by women.

Women's visibility in data collection - orientation, updating and presentation system is emphasized in the state policy for women to incorporate gender-disaggregated data and to ensure continuous gender analysis and gender budgeting. Support to capacity building of civil society and governmental staff on gender equity issues has also been stipulated. Despite these policy provisions there is no gender-balanced representation in the ward committees and mohalla committees in the municipal corporations. These have nominations of members made on political considerations. They are not even fully constituted in every municipal corporation in the project cities and women do not participate in the decision-making, monitoring or review of the projects related to water and sanitation due to cultural, economic, social and communication barriers.

There is virtually no participation of women or other local residents in government schemes and programmes including those related to ongoing water and sanitation or slum improvement projects. This is partly due to lack of efforts for sensitization of programme staff to involve communities and women in their work. Women's invisibility in consultations in public domain also show decision makers' perceptions of gender role stereotypes and this further reinforces the inequalities for women in water and sanitation services.

Urban policies and programmes for water and sanitation have been conceived and looked upon as engineering solutions especially for efficient land use and planning of supplies. Issues of gender equity and participation of women do not figure in selecting or implementing such technical options. The sector specialists also feel that water demand management has nothing to do with gender issues. To some extent this may be due to less visibility of women in engineering and managerial positions.

The municipal corporations and water supply and sanitation offices of government in the PHED in each of the cities surveyed need strong women's cells to enable incorporation of gender concerns in these services.

The slum-dwellers rated the service provision of water and sanitation as poor. Women particularly spoke about the lack of responsiveness from the local bodies and the public officials concerned with water supply and waste disposal in the four cities. The poor women from the slums in these cities complained that even their elected corporators did not redress their grievances regarding water and sanitation services and did not visit the locality often.

The voices of women captured in the Rapid Gender Assessment indicated a lack of responsiveness and understanding of their needs by the service providers. These were seen, for example, in inappropriate, inconvenient timings of water supply, failures in maintenance of pipelines and water taps, uncertainties resulting from irregular water supply or unannounced disruption in water supply. There was also almost complete neglect of planning sanitation arrangements in the slums and inappropriate location of public toilets even where these were provided in some places.

Water in these cities is supplied once a day, sometimes for less than an hour. Twenty four hours supply is not even discussed as a hope or goal. In the summer supply is even more erratic and is made on alternate days which causes untold hardships to women who have to stand under the scorching sun for long hours, cover great distances to fetch water, go without washing or by drinking less water besides making extra efforts to conserve and recycle water. The non-availability of toilets further compounds the problems related to health and sanitation particularly for women.

In the RGA only one-third of children in the slums were reported to be attending the Anganwadi centres opened under the ICDS programme, to avail of the package of services of immunization, supplementary nutrition, etc. This is despite the fact that this programme stipulates location of these centres in urban areas only in the slums. In the schools in these four cities all the primary schools and secondary schools did not have drinking water facilities, a lesser number had toilet facilities. Separate toilets for girls were in even much lesser number. These indicated the need of focusing on providing sanitation facilities in all the schools and ensuring separate facilities for boys and girls.

Women interviewed in the slums indicated negligible participation in government schemes as also in the schemes and programmes for water and sanitation services. There were very few organizations working in the slums as Mahila Mandals, SHGs or as other women's organizations. Women in the slums were spending considerable time daily for earning livelihood and also spending additional time in cooking food for the family. The Gender Mainstreaming Strategy has to look at how income earning opportunities can be used by these women to enable them to spend less time and money in getting water and by providing a reasonably secure and safe environment. At present some of them are spending money to buy water from vendors at high cost especially during the summer months.

There is significant participation by women in the slums in intra family decision making in different matters ranging from purchasing food, clothes, ornaments, children's education and performing of social functions. In purchases, about one-third or more women respondents reported joint decision by wife and husband. In immunization more women reported making decisions on their own. In all

## Rapid Gender Assessment

about 60% or more of the women respondents were either participating in decision making with their husbands or were undertaking decision themselves. This shows the potential for what women can contribute to the success and sustainability of the water and sanitation projects under WAC and other programmes, if these ensure space for women's participation and ownership of these projects.

In terms of water and sanitation facilities in the slum houses, the household survey showed 67% to 95% of households in these cities with no water facilities within the slum households. It is significant, of course, that the quality of water supplied was found to be clean by majority of the respondents and 52% to 76% slum households in the four cities reported that they were getting sufficient water. Regarding availability of toilets in the house, only 10% in Gwalior and 41% in Bhopal, besides 26% and 33% women respondents in Indore and Jabalpur reported to have toilets in their houses. An important point for a strategy of Gender Mainstreaming is that 72% respondents in Bhopal and Jabalpur and 74% and 85% in Gwalior and Indore, respectively reported that the women in the household control the use of water in their households. Women can, therefore, make significant contribution to water conservation and water demand management and ensure that WDM is subsumed under pro poor and gender sensitive governance of water and sanitation.

### Emerging Issues for Strategy and Action

The Rapid Gender Assessment (RGA) undertaken with a participatory approach brought out a number of issues for a Gender Mainstreaming Strategy and action. It was noted that there had been changes in the status and role of women in the project area over the recent decades with narrowing gender gap in education and health, and in their skills and right to property and opportunities for participation in decision making at various levels. However, patriarchal values and norms persist and gender role stereotypes continue to be embedded in the perceptions of decision makers. Further, these are also internalized by the women. These reinforce persisting inequalities for women including in water and sanitation sector.

Domestic violence continues to be accepted by women within the privacy of home. The tension generated by problems relating to water, the related disputes, and the delays have also become cause of domestic violence. Various women's organizations across the country have worked to bring the issue in the public domain. The enactment of the Protection of Women from Domestic Violence Act, 2005, and the Directory of Support Services to counter violence against women in each city and district of Madhya Pradesh prepared by Mahila Chetna Manch, Bhopal with the assistance of UNIFEM, New

Delhi in 2005 can be of great help in work to support women facing domestic violence. Special Family Courts to deal with matrimonial disputes and family counseling centres to help, counsel and advise both parties are available in all the four cities. However, with 77% of the country's population still in rural India, the disparities and deprivations in large pockets of the poor settlements in urban areas and the gender violence and discriminations there continue to be hidden behind macro estimates.

The one third reservation in the local bodies introduced by the 74<sup>th</sup> Constitutional Amendment in 1992 was an important step to place women in these institutions of self government, but patriarchal pressures have sought to undermine its effectiveness by continuously referring to the elected women openly or obliquely as 'proxies' of their male family members, particularly their spouses, though studies and observations have shown cases of excellent leadership of these elected women and their concern for women's needs.

The RGA documented the socio-economic profile of each city with focus on the slums where the poor provision and access to basic services and extent of deprivation are masked by city, state and country averages. It noted that a 'gated' approach in creating closed enclaves of well served communities flanked by large communities of concentrated deprivation and neglect have more adverse effect on women's burden, women's health and their reduced ability to take up income generation activities with appropriate skills and returns. Lack of understanding of gender issues involved, leads to inappropriate conception and location of 'Sulabh' and other public toilet complexes e.g., being located on the sides of a main road or at the end of a 'Jhuggi' (slum) settlement. But there are also examples of self help by women and, more importantly, of women's voices urging action, and expressing willingness to contribute their money and time to manage water and sanitation services within their localities if the local bodies ensure water supply to the area and create infrastructure for water and sanitation.

There is increasing informalisation of employment among the slum residents, as also in other sections, and particularly among women. The mainstreaming strategy has to address this factor as it has implications of intermittent employment, low wages, insecurity, etc. Similarly, there is an urgent need to give security of tenure to slum dwellers, have 'in situ' improvement of slums, and immediate improvement of water supply and sanitation on an adequate level as a priority charge for every water and sanitation project.

It was noted that there was a lack of information, support and training to women. There are, however, clear possibilities of dialogue and participation of women in the crucial forums of urban utilities, with an external catalyst and facilitator whom the women can trust. [n](#)



# Gender Mainstreaming

## Strategy in Water for Asian Cities Programme in India

The Gender Mainstreaming Strategy follows a number of international and national commitments and decisions. At the international level, this strategy was incorporated in the Beijing Platform of Action 1995 adopted at the UN Conference on Women in Beijing in that year. It will be implementing the Habitat Agenda (especially paragraph 46); The UN ECOSOC resolution 1997/2 on gender mainstreaming; the UN-HABITAT resolutions, (i) GC 19/16 on women's roles and rights in human settlements development and slum upgrading of 9<sup>th</sup> May 2003, (ii) GC 20/5 on access to basic services for all within the context of sustainable human settlements, and (iii) GC 20/7 on gender equality in human settlements development. It also supports the implementation of the Dublin Principle No. 3 which highlights the pivotal role of women as providers and users and guardians of the living environment and for the development and management of water resources. At the national and MP state level, it follows the requirements of the National Policy for Empowerment of Women 2001, and the State Policy for Women, 2002.

The Gender Mainstreaming Strategy stipulates incorporating gender

concerns and perspectives into all activities planned in Water and Sanitation for Asian Cities Programmes so that women's and not only men's needs and priorities are adequately addressed. The strategy emphasizes the role of women and men as active participants, and agents of change and also as beneficiaries of any efforts to improve access to water and sanitation, and to bring about democracy and good governance especially at the municipal level. It envisages support to relevant organizations, departments, and other partners working in the area of water and sanitation, through advocacy, training, institutional capacity strengthening in gender mainstreaming, resource mobilization, and operational activities including appropriate norms and procedures for equitable access and participation in management and decision making. In its strategic activities this Gender Mainstreaming Strategy takes into account the emerging issues for action from rapid gender assessment, in the thematic priorities of the WAC programme. A draft of the strategy and of the action plans was discussed in a stakeholder's workshop in March, 2006 in which representatives of

State Government, ADB's UWSEI Project Directorate, Municipal Corporation-Mayors and Commissioners, Corporators, UN-HABITAT in New Delhi and Bhopal and their partners, WaterAID and NGOs participated. The suggestions and views given in this workshop have also been suitably incorporated in this document.

### Vision

Faster, equitable, just and sustainable achievement of Millennium Development Goal 7, Targets 10 and 11 to halve the number of people, both men and women, who are without access to adequate water supply and sanitation by 2015 and improving the living condition of at least 100 million slum dwellers by 2020. This to be fully achieved by 2009 in the four cities for both women and men particularly those from socially excluded, marginalized sections and through pro poor governance, by removing inequalities and inequities in women's access to and control over services and resources and ensuring opportunities for women's participation in decision making, O & M, monitoring and evaluation of, and partnership in water and sanitation services.



# Gender Mainstreaming



## Basic ideology

The Gender Mainstreaming Strategy has the basic ideology that:

1. Men and women's situations, interests and priorities are different but not because of biological differences, but because society's conception of male and female roles and responsibilities, positions them in a specific relationship to one another. In relation to water and sanitation programmes the low value placed on women's time is another underlying root cause of different priorities of men and women. Women have traditionally been assigned most of the domestic roles to the point that their public life is severely limited. Their narrowed public life is further restricted as men hold positions of authority.
2. Water should be managed not only as an economic but also as a social good. When analysing water as a social good, the kind of services women as well as men prefer should be identified. Benefits should be assessed separately for both women and men. Women can then make shorter trips carrying heavy containers of water and thus may have more time for income generating activities and for leisure; and girls may be able to spend more time in school.
3. A gender equity approach within the water sector must strive for a more balanced division between women and men in access to information, in the amount of physical work, in sharing contributions in time and cash, and in the degree of decision-making. It also strives for women's access to resources and benefits, and control over these resources and benefits to address their special needs and special responsibilities.
4. Gender perspectives and concerns are not only women's concerns but are concerns of both men and women and stem from their different roles and responsibilities socially constructed in the private as well as public sphere and their relations. The strategy to include reflections of their concerns will seek to contribute to an equitable balance in their roles and so to correct the balance to reduce inequitable burdens at present borne by women. However, as the cumulative inequities are more for women, the initiative necessarily tilts in their favour.
5. Gender mainstreaming will be for reflecting these perspectives and concerns in all aspects of the policies and programmes and projects of WAC and not only where these are obvious as in identification of target groups and beneficiaries of a specific set of activities. So these will be reflected in policy framing at all levels, in programme and project design, in selection of technologies, implementation, monitoring and evaluations, and in indicators of their performance and impact.
6. The system will meet women's needs by involving women as well as men, and not only men, in management and decision making. Further, women use water and sanitation systems on a frequent basis and are therefore in a good position to provide accurate, up to date reporting on their functioning. This involvement will, therefore, contribute to efficient use of valuable water resources and with maximum impact on their well being.

## Assumptions

Gender Mainstreaming and its ideology as presented here have certain assumptions on governance and participation and, the costs and benefits and implications of equity, efficiency and sustainability of different systems of governance. These have to be understood to see the need of a gender mainstreaming strategy instead of limiting the focus on a few benefits or services for women. These assumptions are:

1. It is costly to maintain and sustain an unequal, iniquitous system or structure of social relations or governance. These costs are seen in the high cost of gated communities, crime, strife and tension. These are also seen in the examples of individuals breaking the water pipes of mains with water flowing and being wasted without the community members taking any action to stop this wastage, unused public conveniences, and in the local people's disinterest, dissatisfaction and disputes. These costs are in addition to the society missing the contribution of women who constitute half the world.
2. Gender Mainstreaming in water and sanitation is not only an issue of equity but also of efficiency and sustainability of water and sanitation services.
3. Gender perspectives have to be integrated into all policies, programmes and projects, into capacity building activities, into methodology of the development initiatives, into routine monitoring as well as in reporting mechanisms and procedures.
4. Dialogue and consultation with women and men particularly at the local level is an effective measure to get maximum impact, efficiency and people's satisfaction from services like those of water and sanitation. It also helps in making the services cost effective and sustainable.
5. When seeking community participation, it has to be participation of women and men and not only of a community in general which, with the current inequities in access and control of resources, has inherent exclusions of those at the periphery of development and women continue to be the majority among those at these margins.
6. Participation has to be not only in the presence of women in the institutions or structures of governance as is sometimes practiced by inclusion of token women and token of other marginalized and socially excluded sections in their membership. Participation must include a willingness to participate as well as the ability and opportunity to participate. This would, therefore, include an enabling environment in which barriers to women's participation are identified and followed by removal of those barriers whether legal, social or political. There is also need to support the participation of women of all sections particularly from the socially excluded and marginalized sections by affirmative measures for capacity building for participation at all levels – at the local implementation level to managerial and technical levels.
7. Gender mainstreaming means not only increasing women's participation but having attention to the perceptions, knowledge, contributions, priorities and needs of both men and women. Hence we have to know what women and men do, their contributions, their access to and control over resources, participation in decision making, their potentials and constraints, needs, priorities.
8. As one of the goals of WAC programme is to promote pro poor governance, this would also imply mobilization of groups of women particularly of those with limited or

no access to resources and arrangement for space for their voice in decision making and in implementing bodies.

## Challenges

Gender Mainstreaming in water and sanitation has to address a number of challenges arising from existing systems, their cultures and embedded ideologies about women and men's roles, capabilities and possibilities. Some of the challenges in Gender Mainstreaming in water and sanitation are:

1. Negative perceptions about women, and their role and capabilities.
2. Continued invisibility of gender concerns to decision makers and implementation officials particularly in any matters, which include technical choices, infrastructure, management, project design and administration.
3. Assumption that technical areas are "Gender Neutral".
4. Insufficient gender awareness and sensitiveness at all levels.
5. Generally viewing the need to look at gender only in selection of beneficiaries, and target groups as women and men are only seen as beneficiaries and not as active agents and contributors to efficiency and sustainability of development initiatives. Even in beneficiary and target group selection, there is inability to see the intra household inequalities.
6. Continuing political, social, cultural constraints to the full participation of all sections and gender. Unequal social relations at the household level which also affect decisions on investments in infrastructure.
7. Low level of literacy and awareness limiting women's participation.
8. The inability of the gender specialists to respond



## Gender Mainstreaming

adequately to ensure that sector specific information is required to support sector specialists, and their lack of awareness, and capacity on technical issues, on the one hand, and the inability of sector specialists to understand the gender issues, to adequately involve themselves in incorporating gender concerns and priorities and use their specific knowledge for it.

### Objectives

The broad objectives of the Gender Mainstreaming Strategy are promoting gender equity, efficiency and sustainability of water supply and sanitation facilities according to need, convenience and suitability as identified in the RGA and in furtherance of the MDG 7 and targets 10 and 11.

More specific objectives are (a) a time bound reduction of the number of people both women and men, girls and boys without access to adequate water and sanitation and (b) improving the life of slum population in the project cities by March 2009, to cover 100% of the population both women and men with appropriate, adequate and sustainable water and sanitation services in these cities by this year and (c) to ensure that 100% schools have full time water supply, separate and appropriate toilets for boys and girls. (d) Open defecation free cities by 2009 (e) all public institutions, offices, centres, shopping complexes etc have water supply and toilet facilities which are sustained and functioning. (f) local women and their groups are in command of the management and functioning of water distribution and community sanitation facilities at the local levels particularly the slums.

### Strategy

Gender Mainstreaming in WAC programme is basically an issue of good governance in planning and management of water and sanitation which is pro poor and ensures inclusion of perspectives and needs of all, especially women who have, so far, not been adequately represented in the institutions of governance, in water and sanitation sector and in the planning, implementation, monitoring and evaluation systems.

Governance is the process that encompasses state - society interactions and partnership. It is the manner in which power is exercised in the management of a country's economic and social resources for development (World Bank, 1992). Governance is, in fact, now understood as a much broader and inclusive process as the exercise of economic, political and administrative authority to manage country's affairs at all levels. It comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences (UNDP, 1997). Governance in this broader sense recognizes the plurality of actors involved. The 10<sup>th</sup> Five Year Plan of India also includes the definition of governance that it "relates to the management of all such processes that, in any society, define the environment which permits and enables individuals to raise their capability levels, provide opportunities to realize their potential and enlarge the set of available choices. These processes, covering the political, social and economic aspects of life impact every level of human enterprise ——— it covers the state, civil society and the market, each of which is critical for sustaining human development" (GOI; 2002).

Governance here has to be good governance which has the characteristics of participation, accountability, transparency, responsiveness, and which is equitable and inclusive, with orientation of consensus in working and is effective and efficient. Pro poor governance in urban water and sanitation implies that the needs and concerns of the poor are addressed in all planning, execution, operation, and maintenance of these services. Gender mainstreaming strategy addresses the needs and concerns of women and not only men among the poor as it does not assume that women's needs and concerns get automatically addressed without such inclusion.

A Gender Mainstreaming approach looks at women and men – both as actors in the development process, and as its beneficiaries. Gender Mainstreaming as an institutional and cultural transformational process includes eliminating gender biases in the development frameworks and paradigms, incorporating gender awareness and perspective into

policies, programmes and institutional reforms, involving men to end gender inequality, and developing gender sensitive tools to monitor progress and ensure accountability.

A gender analysis of the project area is a necessary first step of a strategy to mainstream gender in water and sanitation services. The rapid gender assessment undertaken in the four project cities of WAC has identified the socio-economic and cultural context of the area, the different priorities, demands and needs of men and women, their knowledge, attitudes and practices relating to water and sanitation services and the constraints to their participation in the related activities. The focus of the WAC project interventions has to move from only technical solutions to include long term issues of change management, building decision making and leadership skills of women and men in the local community and improving consultation processes.

There have been profound changes in the status and role of women in India narrowing gender gaps in education and health, women entering the labour force in larger numbers, increasing their presence and potential participation in decision making at various levels, starting with the local levels. But basic inequalities in access to education and various resources, continue. Women still have an unequal share of the burdens of poverty. They continue to be underrepresented in formal decision making structures. Gender disparities persist in public positions in water and sanitation services at all levels. These gaps are to be addressed in the strategy.

The Gender Mainstreaming Strategy in WAC programme is at the policy level, in the implementation, monitoring and evaluation as well as in the community level participation. Expected outcomes of this exercise range from efficiency,

cost effectiveness, demand responsiveness to improved design and implementation driven by an inclusive, participatory approach. The strategy also takes into account the gender impact of all project components – engineering, institutional strengthening, financial, community development and health components.

The strategy and its action plan are on five axis – (i) inclusion of gender expert in programme management and implementation at the state and municipal corporation level (in PMU and PIUs) and staff with gender expertise in project design, selection, implementation and monitoring (ii) introduction of gender issues in programme framework, reviews, workshops, and all other activities for policy proposals, programme development, monitoring and evaluation, framing and inclusion of gender related guidelines and principles in programmes, undertaking gender analysis in designing projects. (iii) ensuring crucial infrastructure, processes and practices of service providers for water and sanitation to address identified gaps in meeting needs of women and girls (iv) enabling women and men from all sections, especially those from the socially excluded, deprived sections, to participate in decision making fora through legal, policy measures, and at all levels and stages of water and sanitation sector projects and services at community level through organizing local women's groups, capacity building, and entrusting responsibilities (v) advocacy, awareness, sensitization on gender issues in water and sanitation sector for all levels of policy making and implementation and supporting education and curriculum development.

Gender is a cross cutting issue in all activities and processes. Hence, the GMS, which moves from the limited concept of women's projects to placing gender perspectives and concerns in

policies and programmes at all stages requires this incorporation, and its coordination and review at all stages. Therefore, there is need of an institutional mechanism which has the mandate and responsibilities to take up this task at the state level and also at the project city levels. This mechanism would consist of gender experts as part of the state level gender nodal unit in the Project Management Unit and gender focal points in the Project Implementation Units at the city offices. The task would include placing the gender issues in the framework of all policies and programmes in water and sanitation sector in formulation, review, monitoring and evaluation, thus undertaking their scrutiny through a gender lens. The operationalising of this gender lens will be through guidelines and principles which are to be followed in analysis and in designs of policies, projects and programmes.

The strategy is to ensure that both women and men have the possibility to influence, participate in and benefit from improvements to be effected in water supply and sanitation through new project interventions under WAC. Possibility to influence improvement in water and sanitation services would be by placing women in decision making positions and by more involvement of women at the community level. Long term sustainability of these services would be through their active and equitable involvement e.g. by women carrying out most of the construction and by training women in management, operation and maintenance. The sustainability of water programmes requires that these activities involve women and not only men in planning, construction, operation and maintenance. This would necessitate enabling policy environment and providing women and their groups with training and opportunities for involvement in more technical activities and in operations and

## Gender Mainstreaming

management at the community level rather than simply in health and hygiene within the household. Further, the water and sanitation projects will have to be responsive to the articulated demands of users and address the different priorities of women and men.

### Community Participation and Gendered Norms of Participation

An important area for success in water and sanitation sector is participation of the local community at various stages of formulation, implementation, monitoring and evaluation of the programme and projects in this sector. Here it will be important to introduce gender norms in participation to ensure participation of women as well as men. Communities are not collection of equal people living in a particular region. They have individuals and groups who command different levels of power, wealth, influence and ability to express their needs, concerns and rights. Where resources are scarce, there is competition for supplies and those at the lowest end of the power spectrum get left out and this applies to the resources of water and sanitation sector. Further, power issues invariably place women and particularly women in poorer, socially excluded, and marginalized sections, in a disadvantaged position.

Participatory processes do not automatically include women for a number of reasons. These include –

- (i) Power imbalance in communities
- (ii) Intra household and intra family relations
- (iii) Different constraints and different abilities of men and women to participate
- (iv) Perceived costs and benefits of participation – skills, time, flexibility and adaptability, support and follow up.

These factors are also culture and context specific in different societies and population groups. In most of the societies women find it difficult to speak out in front of their fathers, husbands and in laws. They are also conditioned to believe that discussions relating to family matters or even about their workloads should not be in public fora. Hence people centred approaches, even when adopted, do not automatically or always ensure that gender perspectives can be taken into account.

The participation strategy in Gender Mainstreaming therefore, moves from community participation to participation of women as well as of men. It also requires that the factors which have prevented women's participation are addressed. Women will be enabled to participate not only by the introduction of gendered norms of project/programme guidelines for community participation but also by organising

women, capacity building and training of groups and their members and handing over responsibilities to these groups at the local level. There will be focus on participation and capacity building of women from the marginalized, socially excluded sections who are the main sufferers of deficiencies in water and sanitation services.

**Implementation and Monitoring** Gender sensitive indicators will be established for reporting and monitoring the impact of projects and interventions for improvements in water supply and sanitation services. These will include quantitative targets as well as their qualitative interpretation.

There will be collection of gender disaggregated data on

- (i) positions held by men and women within community management committees
- (ii) involvement of men and women in hygiene promotion activities
- (iii) inclusion of women in non-traditional managerial and technical positions in water and sanitation sector agencies
- (iv) attendance of men and women at training sessions, planning meetings, construction activities
- (v) uptake of facilities by different categories of users
- (vi) suitability of timing, location of water and sanitation facilities, addressing needs of separate facilities for women and girls.

**The interim and final evaluations** will see the quantitative data and its qualitative interpretation and include a comparison of the situation at the commencement (baseline) with the situation at different stages of the projects and at the time of completion of projects. This will be seen, for instance, in changes in men's and women's involvement in decision making, in their water and sanitation sector practices, in the constraints faced by women in management and control of the facilities created at the community and household level. The progress and completion reports will have to specifically refer to gender issues and will not be dominated by only technical, financial and institutional outcomes. The evaluation will then present the impact and the lessons learnt.

### Advocacy, sensitization and awareness of gender issues:

An overarching part of the strategy is advocacy, sensitization and promoting awareness of gender issues among policy makers and implementers so that nodal/focal gender units are created in the institutions. Further these are also given strong mandate and receive full support in their activities and interventions. This sensitization and awareness is essential in the light of continuing invisibility of gender concerns and its implications among a number of policy makers and programme implementors.



## Action Plan



# Action Plan

## In the Thematic Areas of WAC

*The Action Plan in the main thematic areas of Pro Poor Urban Water and Sanitation Governance, Water Demand Management, Integrated Urban Environmental Sanitation follows from the ideology, approach and directions of the Gender Mainstreaming Strategy.*

### General

A leadership role of the state government and the project directorate

At the state level, Urban Administration and Development Department of the state government as well as the project directorate of UWSEI Project and WAC Programme will play a leadership role of overall direction for gender mainstreaming. For this purpose they will –

1. Undertake a comprehensive assessment of the implications of policies, programmes and actions at all levels relevant for water and sanitation services in urban areas to ensure that the management and provision of these services
  - (i) are at least gender neutral and do not reinforce existing inequalities
  - (ii) are sensitive to redress existing gender inequalities and incorporate gender concerns or
  - (iii) are gender positive i.e., redefine women's and men's gender roles and relations and introduce changes to make them gender positive.

The Municipal Corporation Act and Rules, relating to composition of ward committees and other water and sanitation committees, women's representation in membership as chairpersons, the law relating to slums, their improvement, consultation, mohalla committee elections and women's representation will be reviewed for their gender perspective. The modalities of setting up a group including persons with expertise on gender issues can be adopted for it. The group should give its recommendations within a time limit to enable taking a final view on the subject in the year 2006-07. Here the goal will be to then work to integrate gender perspectives in water and sanitation policies, and programmes as well as in the activities of capacity

building, methodology of initiatives, monitoring and reporting mechanisms and procedures.

2. Ensure that action is taken to assess gender impact of all project components - engineering, institutional strengthening, financial, community development, education and health components. This may be done by including in the check list of their scrutiny, a gender impact check on the parameters of benefits of women from the outputs, participation of women, displacement, potential to join, take local operations, women involved in consultation, and measures for training and dissemination of relevant information. The gender expert in the PMU in Project Directorate can help by joining the engineering, technical people in this exercise.
3. Incorporate policy directions under the WAC and in all water and sanitation projects to work to enhance women's agency by
  - (i) promoting local women's organizations to facilitate women's effective participation in community fora and take measures to prevent domestic and public violence on women
  - (ii) giving to women, property/ tenurial rights and control over productive assets created under the projects, and
  - (iii) to increase women's ability and efficiency in participation, operation and maintenance of water and sanitation services
4. Ensure consultation, active participation and leadership role of local women and their groups in decision making in water and sanitation services at local levels particularly in the slums and in areas with persisting service deficiencies and provide resources to effectively improve these services.





5. Build women inclusive local institutions and women's committees with adequate number of women at effective levels e.g. chairpersons, secretaries and treasurers.
6. Ensure constitution of ward committees and mohalla committees and provide for their democratic elections. Enhance women's participation in these committees by making women chairpersons in water and sanitation committees of the municipal corporations and ensuring at least one-third positions of chairpersons in the ward committees and mohalla committees.
7. Promote collection of gender-disaggregated data related to water and sanitation services in all institutions concerned with water and sanitation sector namely the municipal corporations and PHED to facilitate gender sensitive monitoring and evaluation of water and sanitation services and to ensure accountability of such institutions in providing equitable access to water and sanitation services.
8. Undertake gender responsive budgeting or analysis of budgets in the project office and in the four municipal corporations at the time of formulation of further initiatives for water and sanitation under WAC programme so that policies on gender equity included in the Gender Mainstreaming Strategy are matched with adequate resource allocations. Guidelines will be issued by UADD and the project directorate to enable municipal corporations to undertake this exercise before their future budget preparations. An

explanatory memorandum on gender budgeting added with their budgets is a useful mechanism to achieve this objective and will be adopted.

## B. Pro Poor Water and Sanitation Governance

The institutions of governance must be gender sensitive and responsive in terms of their composition in representation, in their management and in their operational personnel. Building a gender sensitive, equitable and responsive institution will require space and opportunity for (i) informed involvement of women as well as men particularly from the marginalized, socially excluded sections. (ii) deconstructing gender inequalities in structures and systems and also (iii) including an institutional mechanism to ensure identified actions. The institutions directly concerned in water and sanitation are the state level project directorate, (for the ADB and UN-HABITAT projects) the municipal corporations, the PHED and civil society groups in project cities.

There should be clear scope for participation of women and men in all project activities for water and sanitation improvements and management also ensuring that this participation is informed and organized and the rules and procedures are explicit for this objective. These rules and procedures should be based on the understanding of development and the development process itself, encompassing expansion of the real freedom that citizens enjoy to pursue the objectives they have reason to value, and in this sense the expansion of human capacities seen as its central feature (Dreze and Sen, 2002). The citizens have also to be seen by gender. This is not to divide them but to ensure attention to gender which normally

remains invisible or considered unnecessary for attention. Further, it will take note of the fact that the category of women as also men is not a homogenous category and has class and social group dimensions. These require attention to ensure non discrimination and equitable services to all. The actions will therefore include the following: -

1. Ensure that in terms of the features of good governance, institutions of government primarily the project directorate, the municipal corporations and their committees must have equal participation of women and men, and have transparency and gender equity in the allocation of resources in the projects even when these appear primarily technical.
2. An institutional mechanism of a **central nodal gender unit** and **local gender focal points** will be set up. The project directorate for urban water supply and sanitation projects e.g. UWSEIP at the state level will have a nodal gender unit to ensure gender mainstreaming in all stages of the WAC programme in the four cities and operationalising the gender mainstreaming strategy. It will work directly with the project director of UWSEIP and WAC projects and have a role and mandate to participate and interact in all related activities from formulation, conception of studies and interventions to implementation, monitoring and evaluations to ensure incorporation of gender perspective as outlined in the GMS. The unit will be assisted by an advisory committee in which, among others, project partners in WAC in capacity building and gender mainstreaming will be represented.

## Action Plan

The nodal gender unit will also

- (a) oversee compliance of all general guidelines about safety and protection of women in work places (e.g. Supreme Court guidelines regarding dealing with sexual harassment at work place) and guide in redressal in matters of violence including domestic violence connected with water and sanitation matters
  - (b) initiate development of gender checklist and genderised norms and procedures in water and sanitation services, if necessary in collaboration with an organization which has expertise and skills on these issues.
  - (c) circulate gender checklist and genderised norms and procedures, analyse reports and returns for gender mainstreaming and review and suggest further action to the project director. The unit will assist in gender impact assessment of projects before these are approved. It can take assistance of external gender experts and organizations for this purpose.
3. Each partner municipal corporation will have a gender focal point who will be responsible to help the municipal commissioner and the corporation in implementation of the Gender Mainstreaming Strategy and its action programme and for regular reporting on this subject to the project director at the state level. The expenses for the functioning of gender unit and the gender focal points will form a part of the project costs of ongoing water supply and sanitation improvement projects in the four cities.
  4. The municipal corporations will be made inclusive and sensitive (i) in their approach, (ii) in their procedures, rules and regulations of participation of women and men and (iii) in their norms, rules and procedures of providing services and resources of water supply and sanitation and about their information and management. The gender nodal unit in the project directorate will initiate a review of all these aspects through constitution of an expert group to complete this exercise in 2006-07.
  5. An exercise will be undertaken by the UADD and project directorate for identification and listing of roles and responsibilities of women and men in all aspects of water supply and sanitation and consequently their respective stakes in the provision, operation, efficiency and sustainability of the services. This will be circulated to all water and sanitation personnel to enable attention to meeting these needs and priorities appropriately. Here an important aspect will be reducing women's drudgery resulting from inefficient and inappropriate ways of providing water supply and sanitation services.
  6. The 74<sup>th</sup> Constitutional Amendment has already provided a one-third reservation for women among the elected corporators. The next step will be to ensure adequate representation of women in all the committees of the municipal corporations. In the case of slum management, the mohalla committees provided in the concerned law will be constituted. These will be revived and made gender representative and gender responsive in composition and functioning. The Urban Administration and Development Department (UADD) will take up this exercise.
  7. As gender sensitive and responsive institutions the municipal corporations will ensure (i) Lead role of women within all local decision making committees on water management, supply and distribution and in the management of the assets and infrastructure created by the projects at the city level under the UWSEIP and WAC programme except large/major installations where also effort will be made to include women in an advisory role. Women corporators will be included in these committees and given necessary information and details to enable them to make their contribution. (ii) The monitoring and reporting arrangements will see (a) the percentage share of resources and benefits held by women, (b) percentage share of positions held by women in the management and (c) the actions and steps taken to address needs of appropriateness, special separate facilities for women and gender sensitivity in locations, selection and construction of facilities. The UADD and project directorate will issue appropriate instructions for incorporation of these issues and will monitor their compliance.
  8. Action will be taken to remove institutional, cultural, economic and practical barriers created by patriarchal patterns of decision making by (a) reservation for and nomination of women in all committees of water and sanitation (b) transparent criteria of decision making process from planning, procurement, construction, operation and maintenance of water and sanitation sector services, (c) suitable, convenient timings and places of meetings, remuneration for meetings, training and exposure visits for women to engage in public consultation processes. This will ensure not mere presence of women in these institutions but their effective participation. This will be operationalised by preparing guidelines on these issues after a consultation meeting including some women corporators in this consultation and issuing these guidelines in 2006-07.



9. In the selection of projects and consultants in the designing stage of the projects and studies contemplated in the WAC programme in the four cities, actions will include (i) inclusion of gender expert on project team (ii) facilitating participation of both men and women by structuring project rules and procedures, determining gender roles in the water and sanitation sector in the project area, determining gender barriers and taking appropriate implementation steps for reducing or removing these barriers (iii) flexibility to enable adaptation with lessons learnt on gender issues. Guidelines may be issued by UADD and project directorate to enable consultants and others to take appropriate steps.
  - (a) awareness raising of municipal corporations and water and sanitation utility management about gender issues with training, workshops and study tours.
  - (b) inclusion of gender experts on implementation staff units by amending project implementation rules and procedures, where necessary, to facilitate participation of both men and women.
10. Take action in implementation and supervision for
  - (a) consulted in the selection of water and sanitation models and their location and construction.
  - (ii) given support with training and revolving fund and
  - (iii) given responsibility for governance by handing over water distribution and management of sanitation blocks at the local community level, identified locality or slum levels. It has to be understood that nothing is too technical for these women and their groups to understand and therefore to manage for efficiency, use and sustainability even if their members are not highly educated.
11. The other actor in governance is the civil society and its organizations. They need to take a proactive move to identify and promote women's self help groups and committees at the city and ward levels. These committees and groups will be
  - (i) They will be trained to collect and understand gender-disaggregated data on representation, services, access, use, problems and solutions.
  - (ii) They will collect data and organize participatory exercises. Current monitoring and evaluation is more focused on input/output monitoring and not on these crucial aspects.
12. Involve local women's groups in monitoring and evaluation of the use and impact of the water and sanitation services.
13. Adopt gender budgeting to reflect resource allocation for women's needs and priorities and in water and sanitation projects, impact and benefits of allocations for them to women. Add a gender budget explanatory memorandum to municipal corporation budget for this purpose.
14. Introduce a committee in municipal corporation to monitor grievances and complaints of women.

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### C. Integrated Urban Environmental Sanitation

RGA showed that women were the majority (76%) of the controllers of water use in the slum households of the four cities. When women participate in the decision making processes of water and sanitation services they will be stakeholders and partners in their efficiency, maintenance and sustainability. Women have a higher stake in their success and sustainability. They are the collectors of water. They are the major users of water for cooking, cleaning, washing etc.

The water supply and sanitation services and the various alternatives of providing and running these services need to be viewed through a gender lens. The men's and women's role and needs in this sector and what can be done to reduce the iniquitous burden on women so that they can have time to contribute economically to the family and the society and the girls can go to school, will be documented. Women are the educators in family hygiene. This role is to be used and supported.

The gender assessment report pointed clearly to the urgent need to improve sanitation facilities in the slums at the community and household levels. Women, far more than men, face difficult issues of privacy and safety in finding spaces to relieve themselves. Without safe and appropriate sanitation facilities they face serious health issues. The following actions will be taken to address these problems.

1. Ensure open defecation free cities by 2009.
2. Ensure that water and sanitation services are accessible and affordable to all in the community, particularly the urban poor women and men.
3. Ensure functioning and sustained water supply and toilet facilities in all public institutions, offices, centres, shopping complexes, etc.
4. Explore potential areas of entrepreneurship, micro-credit and income generation opportunities in water and sanitation services especially for the most poor, both women and men, and help them to access them.
5. Promote appropriate pro poor, affordable water and sanitation technologies.
6. Provide hygiene education and raise awareness in local, municipal and other officials to help in achieving better environmental sanitation.
7. Build partnership between municipal corporations and civil society groups e.g. local women's organisations

for better delivery and management of sanitation utilities. Involve local women's groups in the decision for design and location of the sanitary complexes so that they are not inappropriately located on the road side or away from the hutments and they take into account the privacy and safety concerns of women.

8. Hand over management of local sanitary complexes to the local women's groups. The existing 'Sulabh' and other 'disused' public toilets located in slums will be entrusted to local women's groups after repairing them, to manage them with appropriate user charges.
9. Promote local self help groups to provide material for construction of water and sanitation infrastructure. Also provide training to women's groups for masonry work and entrust them with responsibility for toilet construction in slum households, according to local choice and maintenance and repair work on time. This will also help in cost effectiveness of these services.
10. Construct separate and adequate latrines/blocks for men, women and children in all public toilets providing privacy for women and girls, ample water supply and electrification especially in the slum localities.
11. Construct separate and appropriate toilets for boys and girls in all schools as girls often dropout of schools due to lack of convenience and privacy in school toilets. Provide them in all schools in a time bound programme by 2009.
12. Adopt women and child friendly design and location of sanitary complexes keeping in view the special needs of menstrual waste disposal for hygiene purposes.
13. Promote building of toilets in all slum households and, where appropriate, joint toilet complex for a set of households and taking sewerage connections by linking poor and women to cheap micro finance services.
14. Entrust responsibility of waste segregation and it's recycling to the groups of urban poor on payment, with necessary implements and protective gear. This will also result in cleaner cities by preventing burning of polythene or clogging of drainage by plastic material.

### D. Water Demand Management (WDM)

Water demand management moves beyond mere augmentation of supplies. It seeks to prevent waste of valuable resource and to have more efficient, equitable distribution and use of water. Hence, prevention of leakages and introduction of bulk metering and consumer





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metering are part of such a proposed management. Non consultation with and non participation of women and men in the community in the WDM and its implementation results in reluctance to take up this exercise. Here action will be taken for sustained consultation process with involvement of local groups and NGOs to be really effective. They will have representation on committees which can be formed for this management.

Women and men in the community will then become allies and partners in it and it will also ensure benefit of any cost effectiveness and prevention of wastage to them. So action will be taken in WDM projects for.

- a. Consulting women's groups for equitable delivery of water and sanitation services.
- b. Handling operation, maintenance and regulation of water and sanitation services by women's groups.
- c. Involving women in water audit and budgeting and also recycling of waste water.

### E. Value based Water, Sanitation and Hygiene Education

A number of illustrations and messages found in textbooks reinforce the traditional roles of boys and girls and men and women, perpetuating the gender roles that have kept women in poverty and relegated them to the background. A deliberate effort will be made to change this by focusing attention in the areas of text book writing and the role of teachers in gender equity as teachers invariably carry their gender perceptions to school and impart them to the children. Following action will be taken in the projects in this thematic priority area:

1. The Value Based Water Education (VBWE) programme will integrate Gender Mainstreaming and pro poor issues into the planning and implementation of all water and sanitation activities. The partners involved in VBWE initiatives and GMS initiatives will be involved in joint

committees which may be formed for this purpose in the WAC programme and projects.

2. A project steering committee will be set up composed of key institutions and stakeholders in each city and especially including representation of local women's groups to oversee and monitor the translation and implementation and synergy of VBWE activities and gender issues. The partners involved in VBWE and GMS will be associated in this committee.
3. Teaching tools and the curriculum will be continuously reviewed in collaboration with the state education authorities to make the teachers gender-sensitive. Teachers will be trained in gender sensitive water education curriculum. WAC project office will collaborate with state education department for this action with development of a module for inclusion in their training programmes for teachers. Where relevant, educational materials will provide information on the proper use of standpipes, water taps, water sources and water pollution and conservation.
4. All schools will include practices to train children in waste segregation through disposing of waste paper and other materials in different coloured bins.

### F. Training and Capacity Building

Training and capacity building will be directed at all levels of project preparation, implementation, monitoring and evaluation. These will include training for sensitization, awareness, capacity building and leadership development. Institutions responsible for water demand management and value based water, sanitation and hygiene education programmes will be sensitized to the need for a gender approach, and trained in ways in which gender issues can be mainstreamed in project documents, education curriculum and training materials.

At the institutional level, municipal authorities will be

sensitized to the gender approach, and trained in concrete methodologies of mainstreaming gender in the provision and management of water and sanitation services. The staff concerned with WAC, water and sanitation projects will be sensitized and trained in gender mainstreaming methodologies and working with the institutional mechanisms established to coordinate gender mainstreaming work into overall WAC programmes. Within communities, training will be

that this approach can have on their lives.

The Action Programme will include:

1. Gender Mainstreaming Workshops

Gender Mainstreaming workshops will be conducted in each city where Water for Asian Cities Programme is being implemented, with the objective of assisting in understanding and

will be exposed to gender training, so that they can carry out the wider range of tasks required of them in the operationalising and support of the Gender Mainstreaming Strategy in all projects, studies etc. in the WAC programme.

3. Training of Staff of State Project Office and Local Authorities

1. Awareness-raising workshops will be organized for the



organized to enhance women's capacities for community development models, including administrative and financial management, leadership and facilitation skills, as well as technical knowledge of water systems and sanitation technologies. Programme of water classrooms will be organized in collaboration with the local education authorities to sensitize all children to gender equality and equity issues, the critical role of gender in water resource management and the positive impact

implementation of the Gender Mainstreaming Strategy and the Action Plan which is intended to ensure that concrete activities for gender mainstreaming are integrated in the overall WAC programme in each city.

2. Capacity Building of Programme Staff

The staff of UN-HABITAT's Water for Asian Cities Programme at the state level including consultants

concerned personnel of the state project office, the municipal corporations and PHED on gender sensitive legislation, policies, guidelines, genderised procedures and norms related to water and sanitation and also on the importance of the participation of both women and men in local decision making including specially the technical selections.



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2. Training of staff of state project office and local authorities will be organized. It will include module on

- (i) Gender Mainstreaming methodologies – research, participatory rapid assessments, gender analysis and planning including the capacity to disaggregate data by gender. (ii) pro poor, gender sensitive governance mechanisms including community participation, community based management models for water and sanitation services, participatory development approaches, and alternate community based financing systems.
- (iii) capacity development in pro poor, gender sensitive monitoring and evaluation, including the development of gender sensitive indicators.

4. Capacity building of Water and Sanitation utilities

Training workshops will be organized for the staff of water and sanitation utilities so that they are sensitized to gender sensitive and pro poor concepts and approaches, and the conditions/needs of the urban poor, women and men, particularly the most vulnerable such as aged persons and women headed households in under-serviced communities and settlements.

5. Capacity building of local women's organizations will include following action programme:

1. Poor women and other slum dwellers or those living in informal settlements will be given training in the legal system related to water and sanitation to claim their rights in water and sanitation services.
2. They will be given training to raise their skills and knowledge in leadership to participate efficiently in decision making process in water and sanitation services in their communities.
3. Trainings of local women particularly in the slum households will address the needs of the roles of men and women in water and sanitation

sector which are identified and provided in the project. Women will be trained in leadership in basic operations and maintenance techniques. At present technology choice, cost recovery and operations and maintenance arrangements are by and large decided without reference and participation of women and men in the community. Their preferences are not sought about technology design and siting of facilities. Action plan will ensure their inclusion and participation.

4. Poor women and men entrepreneurs will be trained in access and use of micro-credit in water and sanitation services improvement.

5. In order to take advantage of larger opportunities, poor men and women will be helped to learn non-traditional skills and new technologies of water and sanitation services.

6. Teacher Training and Raising Awareness

1. Teachers will be trained in the development and delivery of gender sensitive water education curriculum.
2. Capacity building workshops will be organized in the development of educational materials providing information on the proper use of standpipes, water taps, water sources, and water pollution and conservation.
3. Periodic meetings and exchange of experience of local education authorities will be organized in the participating cities.

### G. Monitoring, Evaluation and Knowledge sharing

#### Monitoring:

1. Internal monitoring and evaluation of progress made and obstacles encountered in integrating gender perspectives in all activities will be undertaken regularly



and the results will be integrated in all routine and special progress reports under the WAC programme and UWSEI project.

2. Project directorate will initiate action to adopt gender sensitive indicators for monitoring impact of project interventions. This includes collection of gender-disaggregated data on-
  - Positions held by men and women within management committees.
  - Presence of women in non-traditional, managerial & technical positions in water and sanitation services.
  - Attendance of men and women at training programmes, planning meetings and in construction activities.
  - Uptake of facilities created by the project by different categories of users, men and women.

issues in progress reports instead of reporting only on technical financial and institutional outcomes.

- Provision of drinking water and separate and appropriate toilet facilities for boys and girls in anganwadis and schools.
- Use of Resource Directory of support services to counter Violence Against Women, and counseling to address gender violence.
- Appropriate location and design of sulabh toilets and other public toilets in consultation with women
- Progress in giving management of water distribution and toilets – construction, use and payment to local women SHGs.
- Progress in security of tenures to slum dwellers so that they can invest in private toilets and water supply in their homes.

poor mainly women headed households, must be active in determining and articulating their needs and preferences in water supply and sanitation services, and in participating in the management of water and sanitation services to ensure long term operation and maintenance. Following actions will be taken by the project management units and the municipal corporations:

1. Developing of gender-focused information, education, and communication materials and tools for dissemination in the communities and in the civil society. This work may be done by gender focal point specialist in consultation with other partners in the WAC projects.
2. Ensuring the participation and representation of both women and men from informal settlements and slums in public meetings related to water and sanitation issues.

#### Evaluation:

1. Interim and final evaluation reporting of the UWSEIP and WAC projects will include the items suggested for monitoring as well as qualitative interpretation of quantitative data and comparison with baseline situation at different stages of project and also include evaluation of-
  - Changes in women's involvement in decision making.
  - Changes in men's and women's water and sanitation services practices.
  - Changes in constraints faced by men and women.
  - Changes in women's management and control of facilities at household and community level.
  - Progress on reflecting gender

2. The monitoring and reporting arrangements will see:
  - (a) Percentage share of resources and benefits to women.
  - (b) Percentage share of positions held by women in the management.
  - (c) Actions and steps to address appropriateness, special facilities gender sensitivity in locations, selection, construction of facilities.

#### Advocacy, awareness-raising, and information exchange on gender issues:

These are important to ensure that all levels of personnel involved in water supply and sanitation programmes are sensitized and trained in gender sensitive, pro-poor approaches. Communities, particularly the urban

3. Regular public hearings (Jan Sunwais) will be organized in the wards of each city at least quarterly. This will be done by civil society organizations selected for this purpose and funded in the programme in each city.
4. Mechanisms/networks for knowledge sharing and exchange of experience gained during project implementation will be cultivated, through periodic meetings of local authorities in the participating cities and the Gender Mainstreaming strategy partner organisation.

The action programme with each action point, the indicated time lines in terms of immediate, medium term and continuing activities and suggested authorities responsible for each action points are given at annexure.

# Synergy in Gender Mainstreaming

## Strategy of WAC Programme and Gender Action Plan of MP Urban Project (UWSEIP)

The Water for Asian Cities Programme is a collaborative initiative between UN- HABITAT and the Asian Development Bank (ADB). The ADB supported UWSEIP is being implemented in the four project cities with the overall objectives of providing sustainable basic infrastructure and services to all its citizens and strengthening the capacities of the project cities to plan and manage urban water supply and sanitation system in a more effective, transparent and sustainable manner. The major loan covenant of the UWSEIP includes social loan covenants including public participation and awareness programme, gender action plan, land acquisition and resettlement.

The WAC programme is included as a part of the social covenant relating to public participation and awareness. It is stipulated that WAC programme, will be implemented, as part of this covenant and the detailed implementation strategy and plan agreed with ADB and UN-HABITAT will be the basis of this implementation. The ADB loan covenant also includes a gender action plan. Hence it is relevant to see the commonality and synergy between the Gender Mainstreaming Strategy and Action Plan prepared for WAC programme and the Gender Action Plan annexed to the ADB major loan covenant of UWSEIP-MP.

The state of MP has the responsibility to ensure that the Gender Action Plan is implemented and the Project Management Unit (PMU) has to prepare field manuals and conduct training on the Gender Action Plan for the PMU and PIU staff. Each PIU is also required to have a section relating to community awareness and participation.

The Gender Mainstreaming Strategy and Action Plan of WAC programme is focused on the five thematic priority areas of WAC, namely, pro poor water and sanitation governance, integrated urban environmental sanitation, capacity building, monitoring evaluation and knowledge sharing and water demand management. These will take care of the areas of focus, objectives and activities of the Gender Action Plan of ADB's loan covenant which has two areas of focus, namely, project implementation and urban governance.

The three objectives and proposed activities under project implementation are (i) to mainstream gender perspective in project implementation, with the activities of gender awareness workshops with all project consultants and PMU and PIUs, (ii) to ensure women's full awareness and involvement in project implementation and benefits by conducting project awareness, hygiene education and water management campaigns with specific targeting of women, (iii) to ensure that the project benefits positively impact women and that benefits are equitable. This is to be done by establishing a monitoring and evaluation system which can report impact of the project on women within overall benefits monitoring and evaluation.

The Action Plan of Gender Mainstreaming Strategy takes care of all these three objectives. It is focused on mainstreaming gender perspectives in the project implementation besides in formulation of projects and their monitoring and evaluation. Gender workshops are included in the action plan in which PMU and PIUs staff are expected participants and women's full awareness and involvement in the project implementation benefits is the thrust of the Gender Mainstreaming Strategy. Institutionalization of information, awareness and women's participation has been included. The project PMU and PIU's social and community development experts will have to collaborate in this action plan in which they would also include campaigns with specific targeting of women. Similarly, ensuring the project benefit's positive impact on women is a key feature of the Gender Mainstreaming Strategy and its action plan. Monitoring and evaluation system including monitoring and evaluation of the impact of the project on women has been proposed. The PMU and PIUs and the social community development experts therein will be able to take up these things together.

Under urban governance, the gender Action Plan of ADB includes three objectives and activities (i) to promote gender awareness and equality in urban governance and institutional development programme by incorporating the gender perspectives of all aspects of urban governance and institutional development programme. Here, the tasks



include review of urban governance and institutional development programme, providing cross-cutting gender advice on reform proposals, incorporating gender aspects in all training programmes for state and corporation officials, forming city stakeholders' groups and completing poverty analysis using gender disaggregated data and involving consultation with women.

The Gender Mainstreaming Strategy and its action plan include guidelines of how the institutional development should improve focus on development and training programmes for gender mainstreaming.

Gender disaggregated data and pro poor governance have been provided a thrust. Special emphasis on gender disaggregated data and gender disaggregated indicators is a special action point suggested for WAC programme. This would be supportive to ADB action point and help the PMU and PIUs with enhanced capacity and understanding to implement the gender action plan of ADB loan covenant.

The second objective under urban governance is developing a participatory municipal action plan for poverty reduction with activities of capacity building within municipal corporations for participatory planning with community representatives particularly women and the tasks include forming city stakeholders' groups and poverty analysis using gender disaggregated data and involving consultation with women. This action will support the Gender Mainstreaming Strategy by emphasizing participation of women in planning and decision making in the municipal corporations and will have a strong focus on consultation with women and their groups particularly from the socially excluded sections. The third objective under urban governance is implementing activities supported by Area Improvement Fund and Community Initiatives Fund in priority slums through involvement of women and is to be done through undertaking these schemes and initiatives through participatory planning exercise in the slums and supporting community based implementation, where possible, using

women as workers and supervisors. The activities and task suggested here and the action plan of Gender Mainstreaming Strategy with strong focus on participatory planning, women's participation in community based implementation and involving them as workers, supervisors including supply of material by them and taking over the responsibilities of operation and management are mutually supporting.

The thrust of gender action plan in the ADB loan covenant in project implementation and urban governance and the Gender Mainstreaming Strategy and action plan thus strongly reinforce the same objectives of bringing gender perspectives in project planning and implementation, ensuring women's involvement and benefits to women from the budgets, training in gender aspects for the government officials and corporations as well as others, consultation with women and including women in community based implementation. The implementation, monitoring, evaluation and gender indicators suggested in Gender Mainstreaming

Strategy will help in implementation of gender action plan of ADB covenant. In fact Gender Mainstreaming Strategy and action plan go beyond this gender action plan and will assist the PMU, PIUs as well as the decision makers with deeper, sharper, enhanced understanding of gender issues and perspectives in development and specifically in water and sanitation sector and address identified gender gaps in access and control of water and sanitation services.

The project directorate can usefully operationalise the synergy in practice by setting up a group consisting of the gender nodal unit and gender focal points included in the Gender Mainstreaming Strategy and action plan and the community development experts provided under the ADB

project in PMU and PIUs to work with synergy to complete the tasks indicated in both documents and take up awareness campaigns, prepare reports of gender impact assessment, participatory planning including participation of women, using gender disaggregated data and consultation with women in poverty analysis, supporting community based implementation with involvement of women, gender training and responsiveness of schemes and projects in responding to women's needs and priorities. This can be done with the assistance of an organization with understanding of gender and its mainstreaming in the project and to help in detailing of the progress reports, indicators, checklists suggested in the Gender Mainstreaming Strategy and its action plan.

# Indicators of achievement

1. Development of guidelines and practical tools for gender integration.
2. Ability and willingness of the state WAC project office, water and sanitation utilities and municipal governments to utilize gender guidelines and practical tools.
3. Extent of awareness of, and utilizing gender and pro-poor concepts and frameworks by municipal corporation management and water and sanitation utilities.
4. Number of local women's groups in each city with improved skills in management and participation in WAC activities.
5. Proportion of women trained in the management and maintenance of facilities of water and sanitation sector.
6. Number of women in decision making positions within water and sanitation utilities.
7. Proportion of women participating in local governance on issues related to water and sanitation and managing local level water distribution and sanitation facilities in the slums.
8. Gap between the goal of full provision and supply of water and sanitation services and the current level of service provision.
9. Level of development and inclusion of gender sensitive norms and standards in the working and practices of water and sanitation services providers particularly in the slums.
10. Increase of access to water and sanitation services for the most poor mainly women headed households.
11. Level of satisfaction of the urban poor both women and men with their water and sanitation services.



## Annexure



# Action Plan for Implementing GMS : Time frame, responsible authorities

<b>Thematic Area</b>	<b>Action Points</b>	<b>Time Frame</b> (i) Immediate (ii) Medium term (WAC's Programme Period) (iii) Long Term	<b>Responsible Authorities</b>
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A. General	<p>State Govt.UADD and the project directorate to play leadership role and undertake</p> <ol style="list-style-type: none"> <li>1. Comprehensive Gender Assessment of implications of policies, programme and actions for gender neutrality, gender sensitivity and gender positiveness.</li> <li>2. Set up expert group, report in 2006-07</li> <li>3. Assess gender impact of all project components in the sector—engineering, institutional strengthening, financial, community development, health components.</li> <li>4. Incorporate policy directions under UWSEIP and WAC to enhance women’s agency: <ul style="list-style-type: none"> <li>(i)build local women’s organizations</li> <li>(ii)give women, property/tenurial rights and control over local level productive assets created in water and sanitation projects which can be managed by them for local service.</li> </ul> </li> <li>5. Consultation with local women and their groups in decision making in water and sanitation services particularly in service deficient areas</li> <li>6. Build women inclusive local institutions, like women’s committees with women as chairpersons, secretaries and treasurers.</li> <li>7. Constitute ward committees and mohalla committees and hold democratic elections to enhance women’s participation in them to make women chairpersons in atleast one third of them.</li> <li>8. Promote collection of gender-disaggregated data related to WSS in all concerned institutions.</li> <li>9. Undertake gender responsive budgeting, budget/analysis in project office and in four Municipal Corporations. Add explanatory memo on gender budget with project and municipal budgets. UADD to issue guidelines on the subject</li> </ol>	<p>Continuing during as well as after the ADB/HABITAT Projects are completed</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate</p>	<p>State Urban and Development Department; Project Directorate; Municipal Corporation to follow; Gender expert to help</p> <p>State Urban and Development Department; Project Directorate; Municipal Corporation to follow; Gender expert to help</p> <p>State Urban and Development Department; Project Directorate; Municipal Corporation to follow; Gender expert to help</p> <p>State Urban and Development Department; Project Directorate; Municipal Corporation to follow; Gender expert to help</p> <p>State Urban and Development Department; Project Directorate; Municipal Corporation to follow; Gender expert to help</p> <p>Municipal Corporations</p> <p>Municipal Corporations</p> <p>State Urban and Development Department; Project Directorate; Municipal Corporations</p> <p>State Urban and Development Department; Project Directorate; Municipal Corporations</p>
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B. Pro poor Water and Sanitation Governance	1.	Ensure transparency and gender equity in allocation of resources – funds and human resources even in primarily technical projects	Medium Term	State Urban Development Department, Project Directorate
	2.	Set up nodal gender unit in project directorate	Immediate	State Urban Development Department, Project Directorate
	a.	Form advisory committee, including partners in capacity building and gender mainstreaming to assist nodal gender unit	Immediate	State Urban Development Department, Project Directorate
	b.	Gender Nodal unit to operationalise GMS		
	(i)	Oversee compliance of general guidelines about women in work place	Immediate and continuing	State Urban Development Department, Project Directorate
	(ii)	Initiate development of gender checklist, gender sensitive norms and procedures	Immediate and continuing	State Urban Development Department, Project Directorate
	(iii)	Circulate gender checklist, norms and procedures, analyse reports, of action and progress, suggest further action.	Immediate and continuing	State Urban Development Department, Project Directorate
	3.	Set up gender focal points at each municipal corporation.	Immediate	Municipal Corporations
	4.	(i) Each municipal corporation to amend approach, procedures, rules, regulations for participation of women and men to make them gender sensitive, to remove barriers to their participation.	Immediate and continuing	Municipal Corporations
	(ii)	Formulate gender sensitive norms, rules, procedures of providing services, resources for WSS, and information management to remove gender gap and barriers to access.	Immediate and continuing	Municipal Corporations
	(iii)	Review through expert group in 2006-07	Immediate and continuing	Municipal Corporations
	5.	Undertake identification of roles and responsibilities of women and men in all aspects of water supply and sanitation to meet their needs and priorities.	Immediate and continuing	UADD/Project Directorate and Municipal Corporations
	6.	Ensure adequate representation of	Immediate and	UADD/Project



	women in all committees of municipal corporations and revive mohalla committees	continuing	Directorate and Municipal Corporations
7.	Ensure lead role of women in all local decision making committees on management of assets and infrastructure created under the water and sanitation projects; Include women corporators; see in monitoring, reporting arrangements and monitor compliance.	Immediate and continuing	UADD/Project Directorate and Municipal Corporations
8.	(a) Reservation and nomination of women in all WSS Committees.	Immediate and continuing	State Urban Development Department, Project Directorate, Municipal Corporations
	(b) Transparent criteria of decision making in planning, procurement, construction, operation and maintenance of water and sanitation services.	Immediate and continuing	
	(c) Convenient time and suitable places of meetings, remuneration for meeting to enable women's participation. Arrange women's training, exposure visits for public consultation processes. Operationalise by issuing guidelines in consultation meetings which include women.	Immediate and continuing	Project Directorate, Municipal Corporations
9.	In selection of projects and consultants		
	– include gender expert on project team	Immediate and continuing	Project Directorate, Municipal Corporations
	– facilitate participation of both men and women, change project rules, procedures	Immediate and continuing	Project Directorate, Municipal Corporations
	– determine and reduce gender barriers to women's participation	Immediate and continuing	Project Directorate, Municipal Corporations
10.	In implementation and supervision processes		
	– raise awareness about gender issues, municipal corporations, water sanitation managements, organize training, workshop, study tours	Immediate and continuing	State Urban Development Department, Project Directorate, Municipal Corporations
	– include gender experts on implementation staff units, amend project implementation rules and procedures to facilitate participation of both men and women.	Immediate and continuing	State Urban Development Department, Project Directorate, Municipal Corporations

	<p>11. Identify and promote women’s Self Help Groups and Committees at the city and ward levels</p> <ul style="list-style-type: none"> <li>– consult them in selection of WSS models, locations, construction</li> <li>– support with training and revolving fund; handover water distribution, management of community /public sanitary blocks to them at the community level.</li> </ul> <p>12. Involve local women’s groups in monitoring, evaluation of use and impact, of WSS services/Train women’s groups to collect, understand gender disaggregated data on representation, services, access etc. local women’s groups to collect data and organize participatory exercise</p> <p>13. Adopt gender budgeting to reflect resource allocation for women’s needs and priorities and in WSS projects, impact and benefits of allocations and projects and programmes to women. Add a gender budget explanatory memorandum to Municipal Corporation budget for this purpose.</p> <p>15. Introduce a committee in municipal corporation to monitor grievances and complaints of women.</p>	<p>Immediate and continuing</p> <p>Immediate and continuing</p> <p>Immediate and continuing</p> <p>Immediate and Medium Term</p> <p>Immediate and Medium Term</p> <p>Immediate and Medium Term</p>	<p>Municipal Corporations and civil society organisations</p> <p>Project Directorate</p> <p>Municipal Corporations</p> <p>Municipal Corporations</p> <p>Local women groups with support of local Councilors and Municipal Officials</p> <p>UADD, Municipal Corporations</p>
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C. Integrated Urban Environmental Sanitation	1. Target of open defecation free project cities by 2009.	Medium Term	UADD, Municipal Corporations
	2. Ensure accessible and affordable Water and Sanitation services for all community particularly urban poor women and men.	Medium Term	UADD, Municipal Corporations
	3. Ensure Functioning and sustained water supply and toilet facilities in all public institutions, offices, centres, shopping complexes, etc.	Medium Term	UADD, Municipal Corporations
	4. Explore potential areas of entrepreneurship, micro credit, income generation in water and sanitation services especially for the most poor and assist local women groups of the poor to access and use them.	Medium Term	Municipal Corporations with collaboration of local NGOs
	5. Promote pro poor affordable water and sanitation technologies.	Medium Term	UADD, Municipal Corporations
	6. Provide hygiene education and raise awareness of local officials, municipal officials to help to achieve better environmental sanitation programmes.	Medium Term	Project Directorate, Municipal Corporations
	7. (a) Build partnership between municipal corporations and civil society groups e.g. local women's organizations for better delivery and management of sanitation utilities.	Medium Term	Municipal Corporations with local NGOs/women SHGs
	(b) Involve local women's groups through consultations, in the decision for design and location of the sanitary complexes.	Medium Term	Municipal Corporations with local NGOs/women SHGs
8. Handover local sanitary complexes, disused public toilets in slums after repairs to local women's groups in slums.	Immediate	Municipal Corporations	

	<p>9. (a) Promote local Self Help Groups to provide material for construction of water and sanitation infrastructure.</p> <p>(b) Provide training to women's groups for masonry work and entrust them with responsibility for construction of toilets in slum households, according to local choice and maintenance and repair work on time.</p> <p>10. Construct separate sanitary blocks for men and women and children in all public toilets providing privacy for women and girls, ample water supply and electrification especially in the slum localities.</p> <p>11. (a) Construct separate and appropriate toilets for boys and girls</p> <p>(b) Provide them in all schools by</p> <p>12. Adopt women and child friendly design and location of sanitary complexes.</p> <p>13. Promote building of toilets in all slum households and, where appropriate, joint toilet complex for a set of households by 2009 and taking sewerage connections by linking poor and women to cheap micro finance.</p> <p>14. Entrust responsibility of waste segregation and it's recycling to the groups of urban poor on payment, with necessary implements and protective gear.</p>	<p>Immediate</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate</p> <p>continue in medium term to complete</p> <p>Immediate</p> <p>Medium Term</p>	<p>Municipal Corporations with local NGOs</p> <p>Municipal Corporations with local NGOs</p> <p>Municipal Corporations</p> <p>Urban Development Department/ School Education Authorities State and local</p> <p>Municipal Corporations</p> <p>Municipal Corporations</p> <p>Municipal Corporations with Local NGOs</p> <p>Municipal Corporations in cooperation with NGOs</p>
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<p>D. Water Demand Management</p>	<p>In WDM Projects</p> <ul style="list-style-type: none"> <li>a. Consult women’s groups for equitable delivery of water and sanitation services</li> <li>b. Local women’s groups handling operation, maintenance and regulation of water and sanitation services</li> <li>c. Involve women in water audit and budgeting and also recycling of waste water</li> </ul>	<p>Immediate</p> <p>Immediate</p> <p>Immediate</p>	<p>Project Directorate; Municipal Corporations; take support of local NGOs and gender expert</p> <p>Project Directorate; Municipal Corporations; take support of local NGOs and gender expert</p> <p>Project Directorate; Municipal Corporations; take support of local NGOs and gender expert</p>
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E. Value based Water, Sanitation and Hygiene Education (VBWE)	1. Integrate gender mainstreaming and pro poor issues into planning, implementation of all water and sanitation activities under the VBWE programme.	Immediate	Project Directorate with project partners, School Education Authorities
	2. Set up a project steering committee with key institutions and stakeholders in each city specially including representation of local women’s groups to oversee and monitor translation and implementation of VBWE activities and gender issues. Partners in VBWE and GMS be associated.	Immediate	Project Directorate with project partners, School Education Authorities
	3. Continuously review teaching tools and the curriculum to make teachers gender-sensitive. Teachers will be trained in gender sensitive water education curriculum.	Immediate and Continuing	Urban Development Department Project Directorate, School Education Department
	WAC project office to collaborate with state education department for development of a module on gender sensitive water education for inclusion in training programmes for teachers.	Immediate	Urban Development Department Project Directorate, School Education Department
	4. Training of all school children in practicing waste segregation by disposing of waste paper and other waste in different coloured waste bins.	Immediate	Project Directorate, School Education Department

<p>F. Training and Capacity Building</p>	<p><b>1. Gender Mainstreaming Workshops</b> Gender Mainstreaming workshops will be conducted in each project city to assist in understanding and implementation of Gender Mainstreaming Strategy in each city.</p> <p><b>2. Capacity Building of Programme Staff of WAC</b> Expose the staff of UN-HABITAT’s Water for Asian Cities programme at the state level including consultants to gender training</p> <p><b>3. Training of Staff of State Project Office and Local Authorities</b></p> <ol style="list-style-type: none"> <li>1. Awareness-raising workshops for the concerned personnel of the state project office, the municipal corporations and PHED on gender sensitive legislation, policies, guidelines, procedures, norms related to water and sanitation and on importance of the participation of both women and men in local decision making including specially the technical selections.</li> <li>2. Organise training of staff of state project office and local authorities, prepare and include module on <ol style="list-style-type: none"> <li>(i) gender mainstreaming methodologies – research, participatory rapid assessments, gender analysis and planning including the capacity to disaggregate data by gender.</li> <li>(ii) pro poor, gender sensitive governance mechanisms including community participation, community based models, participatory development approaches, and alternate community based financing systems.</li> <li>(iii) capacity development in pro-poor, gender sensitive monitoring and evaluation, including the development of gender sensitive indicators.</li> </ol> </li> </ol>	<p>Immediate and Continuing</p> <p>Immediate</p> <p>Immediate</p> <p>Immediate and Continuing</p>	<p>Project Directorate, Municipal Corporations</p> <p>UN-HABITAT Country office</p> <p>Urban Development Department, Project Directorate, Assistance from GMS Strategy specializing organisations</p> <p>Urban Development Department, Project Directorate, Assistance from GMS Strategy specializing organisations</p>
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	<p><b>4. Capacity building of WATSAN utilities</b>  Training workshops for the staff of water and sanitation utilities in gender sensitive, pro poor concepts and approaches, and the conditions/needs of the urban poor, particularly the most vulnerable in under-serviced communities and settlements. e.g. women headed house holds</p> <p><b>5. Capacity building of local women's organizations</b></p> <ol style="list-style-type: none"> <li>1. Training to poor women and men slum dwellers or those living in informal settlements in the legal system related to water and sanitation to claim their rights.</li> <li>2. Training to raise their skills and knowledge in leadership to participate efficiently in decision making process in water and sanitation services in their communities.</li> <li>3. (a) Trainings of local women particularly in the slum households to address the needs of the roles of men and women in WSS projects.  (b) Train women in leadership and in basic O &amp; M techniques.</li> <li>4. Train poor women entrepreneurs in access and use of micro-credit in WATSAN and sensitize them to operate in WAC.</li> <li>5. In order to take advantage of larger opportunities help them to learn non-traditional skills and new technologies of water and sanitation services and to access financial institutions.</li> </ol> <p><b>6. Teacher training and raising awareness</b></p> <ol style="list-style-type: none"> <li>1. Train teachers in development and delivery of gender sensitive water education curriculum.</li> </ol>	<p>Immediate and Continuing</p> <p>Immediate and Continuing</p> <p>Immediate and Continuing</p> <p>Immediate and Continuing</p> <p>Immediate and Continuing</p> <p>Immediate and Continuing</p> <p>Immediate and Continuing</p> <p>Immediate and Continuing</p>	<p>Project Directorate and Municipal Corporations</p> <p>Project Directorate, Municipal Corporation in cooperation with NGOs with expertise</p> <p>Project Directorate, Municipal Corporation in cooperation with NGOs with expertise</p> <p>Project Directorate, Municipal Corporation in cooperation with NGOs with expertise</p> <p>Project Directorate, Municipal Corporation in cooperation with NGOs with expertise</p> <p>Project Directorate, Municipal Corporation in cooperation with NGOs with expertise</p> <p>Project Directorate/Municipal Corporations with NGOs with expertise in livelihood and Micro Credit</p> <p>Project Directorate and School Education Department</p>
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	<ol style="list-style-type: none"> <li>2. Capacity building workshops in development of educational materials, providing information on proper use of standpipes, water taps, water sources, and water pollution and conservation.</li> <li>3. Periodic meetings and exchange of experience of local education authorities will be organized in the participating cities.</li> </ol>	<p>Immediate and Continuing</p> <p>Immediate and Continuing</p>	<p>Project Directorate and School Education Deptt.</p> <p>Municipal Corporations with local school authorities</p>
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<p>G. Monitoring, Evaluation and Knowledge sharing</p>	<p><b>Monitoring:</b></p> <ol style="list-style-type: none"> <li>1. Undertake regular internal monitoring and evaluation of progress made and obstacles encountered in integrating gender perspectives in all activities; Integrated results be visible in all routine and special progress reports.</li> <li>2. Project directorate to initiate action to adopt gender sensitive indicators for monitoring impact of project interventions. This includes collection of gender disaggregated data on <ul style="list-style-type: none"> <li>• Positions held by men and women within management committees.</li> <li>• Presence of women in non-traditional, managerial &amp; management technical positions in WSS.</li> <li>• Attendance of men and women at training, planning meetings, construction activities.</li> <li>• Uptake of facilities created by the project by different categories of users, men and women.</li> </ul> </li> </ol> <p><b>Evaluation:</b></p> <ol style="list-style-type: none"> <li>1. Interim and final evaluation reporting of the UWSEIP and WAC projects to include items suggested in monitoring as well as qualitative interpretation of quantitative data and comparison with baseline situation at different stages of project and also include evaluation of <ul style="list-style-type: none"> <li>• Changes in women’s involvement in decision making in the project activities and in WSS</li> <li>• Changes in men’s and women’s WSS practices</li> <li>• Changes in constraints faced by men and women in participation and use of project implementation</li> <li>• Changes in women’s management and control of facilities at household and community level</li> <li>• Progress on reflecting gender issues in progress reports instead of reporting only on technical financial and institutional outcomes</li> <li>• Provision of drinking water and separate and appropriate toilet facilities for boys and girls in anganwadis and schools</li> </ul> </li> </ol>	<p>Immediate and Continuing</p> <p>Immediate and Continuing</p> <p>Immediate and Continuing</p>	<p>Urban Development Deptt/ Project Directorate; Associate local women’s groups and organizations with expertise on gender issues</p> <p>Urban Development Deptt/ Project Directorate; Associate local women’s groups and organizations with expertise on gender issues</p> <p>Urban Development Deptt/ Project Directorate; Associate local women’s groups and organizations with expertise on gender issues</p>
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	<ul style="list-style-type: none"> <li>• Use of Resource Directory of Support Services to counter violence against women, and counseling to address gender violence.</li> <li>• Appropriate location of public toilets and other community toilets in consultation with women.</li> <li>• Progress in giving management of water distribution and toilets – construction, use and payment to local women SHGs.</li> <li>• Progress in security of tenures to slum dwellers so that they can invest in private toilets and water supply in their homes.</li> </ul> <p>2. Monitoring and reporting arrangements to see (i) percentage share of resources and benefits to women, percentage of positions held by women in management of WSS at all levels (ii) actions and steps to address appropriateness, special facilities, gender sensitivity in location, selection, construction of facilities.</p> <p><b>Advocacy, awareness-raising, and information exchange on gender issues</b></p> <p>1. Developing of gender-focused information, education, and communication materials and tools for dissemination in the communities and in the civil society.</p> <p>2. Ensuring participation and representation of both women and men from informal settlements and slums in public meetings related to water and sanitation issues.</p> <p>3. Organising regular public hearings (Jan Sunwais) in the wards of each city at least quarterly.</p> <p>4. Mechanisms/networks for knowledge sharing and exchange of experience gained in implementing through periodic meetings of local authorities and GMS partner organization.</p> <p><b>Synergy in GMS of WAC and Gender Action Plan of ADB’s UWSEIP</b> Setting up a joint group of Gender nodal unit, gender focal points and community development experts in PMU, PIUs to complete the tasks listed in both.</p>	<p>Immediate and continuing</p> <p>Immediate and continuing</p> <p>Immediate and continuing</p> <p>Immediate and continuing</p> <p>Immediate</p>	<p>UDD, Project Directorate</p> <p>Project Directorate in collaboration with NGOs with expertise in communication strategies</p> <p>Project Directorate and Municipal Corporations</p> <p>Municipal Corporations</p> <p>Project Directorate</p> <p>Project Directorate</p>
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# Glossary

0. CBO – Community Based Organisations
1. GIS – Geographical Information System
2. MP–Madhya Pradesh
3. PGN - Practical Gender Needs
4. PHED – Public Health Engineering Department
5. RGA – Rapid Gender Assessment
6. SGN – Strategic Gender Needs
7. WSS – Water and Sanitation Services
8. WATSAN – Water and Sanitation
9. WDM - Water Demand Management
10. VAW – Violence against women
11. ICDS – Integrated Child Development Services
12. UADD/UDD-Urban Administration and Development Department
13. UWSEIP – Urban Water Supply and Environmental Improvement Project



Programme Contact Persons:

Andre Dzikus  
Programme Manager  
Water for Cities Programme  
United Nations Human Settlements Programme (UN-HABITAT)  
Water, Sanitation and Infrastructure Branch  
P.O. Box 30030, Nairobi, Kenya  
Tel : +254-20-7623060, 7625082  
Fax : +254-20-7623588  
E-mail : [ondre.dz.kus@unhabitat.org](mailto:ondre.dz.kus@unhabitat.org)

Kulwant Singh  
Chief Technical Advisor  
Water for Asian Cities Programme Office  
EP 16/17, Chandragupta Marg,  
Chanakyapuri, New Delhi-110 021, India  
Tel : +91-11-24104970/1/2/3  
Fax : +91-11-24104961  
E-mail : [kulwant.singh@unhabitat.org](mailto:kulwant.singh@unhabitat.org)

Nirmala Buch  
Chairperson  
Mahila Chetna Manch,  
Kalyani Hostel Parisar,  
Shivali Nagar, Bhopal,  
Madhya Pradesh- 462 016, India  
Tel : +91-755-2572218, 2554544  
Fax : 91-755-2558398  
E-mail : [mcmngo@sancharnet.in](mailto:mcmngo@sancharnet.in)

Aniruddhe Mukerjee  
Chief Technical Advisor  
Water for Asian Cities Programme, India  
United Nations Human Settlements Programme  
(UN-HABITAT)  
E-1/191, Arera Colony, Bhopal-462 016, India  
Tel : +91-755-2460836,  
Fax : +91-755-2460837