

DRAFT

**Report on the Position of
WaterAid Nepal and NEWAH on Gender
In Relationship to Water and Sanitation Work**

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Acronyms

ADB	Agriculture Development Bank
CAS	Country Assistance Strategy
DDC	District Development Committee
DWSS	Department of Water Supply and Sewerage
GAP	Gender and Poverty
NEWAH	Nepal Water for Health
NGO	Non-Governmental Organisation
O&M	Operation and Maintenance
PMC	Project Management Committee
PRA	Participatory Rural Appraisal
SMT	Senior Management Team
SSNCC	Social Services National Coordinating Council
VDC	Village Development Committee
WA	WaterAid

1. Executive Summary

A field trip was carried out in Nepal from the 10th to 20th of April 2000. The specific purpose of the trip was to assess current thinking and practice on gender in Nepal Water for Health (NEWAH), the only NGO supported by WaterAid in Nepal up to 1999, and within WaterAid Nepal itself.

1.1 Work Within NEWAH on Mainstreaming Gender and Poverty

The process of building a gender and poverty approach into the organisation began as of December 1998 and is still on-going. From discussions with various staff, staff workshops and review of documents, it is evident that excellent progress is being made on mainstreaming gender and poverty within NEWAH. Progress to date includes:

- a significant cross section of staff own and believe in this change process
- this has happened following much internal debate, workshops and research to understand gender and poverty in relation to water and sanitation work. Such processes have ensured that there is a common understanding of
 - what gender means
 - what poverty means
 - what causes gender and class disparities
- a mission, vision, principles and basic strategy on gender and poverty have been define
- all 145 NEWAH staff have participated in gender awareness training and through this a strong commitment has developed at all levels of the organization
- the structural mechanisms, via the establishment of a gender and poverty unit, are in place to ensure the process of mainstreaming gender and poverty are managed and momentum maintained
- personnel policies and procedures have been amended and steps already taken to recruit and promote more women staff

These are all constructive steps as research shows that organizations which address gender and poverty issues organizationally are more able to work with gender issues at local level and lobby for such change at national and international levels. In order to keep this progress on track, NEWAH may wish to define some indicators of success to track organizational change and review annually. This may be one way of ensuring that these initial changes are embedded into the organisation. More detailed discussion on this organisational change process is provided on pages 10-13.

1.2 Work at Program Level on Mainstreaming Gender and Poverty

Discussions with various agencies, staff and a brief visit to the field indicate that the technical quality of the water systems constructed by NEWAH are very high. Also of note is that all the people covered by a project, irrespective of gender or class, do have access to clean water. However, many important decisions made during project

implementation are by better-off men in the village. All women and poor men are not as involved and both are poorly represented in project management committees. NEWAH recognizes that their current project approach has maintained existing gender and class disparities. As well, the long term sustainability of the water systems are being affected.

To redress this, a gender and poverty (GAP) approach is being piloted which seeks to promote the active participation of all men and women in project work. Five pilot projects will take place from 2000 to 2003. Experience from these pilots will determine the changes to be made in implementing all of NEWAH's projects in future. For the GAP pilots to work well, all program policies, procedures, manuals and guidelines are being amended to incorporate a gender and poverty perspective and an initial set of social change objectives have been defined for the GAP projects. All of this has required a considerable amount of work by many staff in NEWAH. Further discussion on this is provided on pages 13-16 and in a number of the annexes.

In order to address poverty issues, some studies are now underway to look at the best way to set differential payment rates for initial maintenance fund collection, water tariffs, and latrine subsidies.

During this time, it may be helpful for NEWAH to also study the possibility of setting differential contributions for labor and local materials for, at least in the *terai*, the poor are daily laborers who will lose that income if they have to come and work on tube well construction. Alternatively NEWAH may seek to come to an agreement with the community that such people should be paid.

There is little substantive information on the social consequences of the work from those who are suppose to benefit from NEWAH's work and take over and manage it once NEWAH leaves. To this effect, NEWAH may wish to complete a review of a random sample of projects completed between 1997 and 1999. Such a review would provide a perspective from local men and women about what should be done differently in future. At the moment, a definition of what should be done and how to address gender and poverty issues is mostly based on NEWAH's views rather than those of local people.

1.3 WaterAid Nepal

Besides financing all of NEWAH's gender and poverty work over the last 16 months, WaterAid Nepal has not taken steps to mainstream gender and poverty. It plans to do this over the next year as it is redoing its strategy. This is welcomed by NEWAH who believes this will ensure that they have a common understanding of what gender and poverty work entails. A more detailed discussion of WaterAid Nepal is provided on page 17.

1.4 Views from NEWAH and WaterAid Nepal on Mainstreaming Gender within WaterAid

WaterAid Nepal and NEWAH welcome the work being done by WaterAid to review gender. They believe WaterAid needs to clearly define its position on gender and poverty and set a broad framework on this in which the work they support is done. A more detailed discussion on this is provided on pages 18.

2. Purpose of the Nepal Work

Field work in Nepal was carried out from 10 to 20th of April 2000. This work is part of a larger process by WaterAid to understand current thinking and practice on gender in relationship to the work it supports in various country programmes. The specific purpose of the work in Nepal was to assess current thinking and practice on gender in Nepal Water for Health (NEWAH)¹ and WaterAid Nepal. The specific objectives were to understand and document:

- current thinking and practice on mainstreaming gender within the organizations of WaterAid Nepal and NEWAH, particularly seeking to understand what has been achieved in these organizations on gender over the last year
- how non-gender sensitive project implementation works and how a more gender sensitive project will work in future and the results expected of a gender approach
- NEWAH's gender sensitive project survey and design work and the advantages and disadvantages of such an approach
- views and ideas from NEWAH and WA Nepal for WaterAid and her partners in other parts of the world on mainstreaming gender in the water and sanitation sector.

The process included:

- a review of relevant documents
- semi structured interviews with staff of NEWAH and WaterAid Nepal
- workshops with NEWAH and WA senior staff on the 11th and 20th of April
- a days visit to a project completed in 1998 where focus group discussions were held with the project management committee (PMC), a group of better off women and a group of poor women
- three days observing implementation of the new gender sensitive project approach in an area of Nepal known as the *terai*.

A detailed listed of workshop participates and those interviewed is provided in annex 1.

3. Poverty and Gender in Nepal

Before assessing the current position of WaterAid Nepal and NEWAH in relationship to gender, it is important to understand the context in which they are seeking to work. Specific issues of import for them in Nepal are the level of poverty, the position of women in society and the level of access to safe water and sanitation by people.

According to the 1995/96 Nepal Living Standards Study², approximately 50% of the 23 million people in Nepal live below the poverty line with 25% considered very poor. Most of these people depend on self-subsistence agriculture for their livelihood and cannot afford modern agricultural inputs to increase yields. Only 22% of very the poor are literate compared to 40% for others. They can seldom afford health treatment and only 40% of the very poor have access to safe drinking water compared to 60% for other socioeconomic groups³.

¹ NEWAH is a local Nepalese NGO. Up until 1999, NEWAH was the only NGO supported by WaterAid in Nepal.

² The details of this study are in "Nepal: Poverty at the Turn of the Twenty-First Century".

³ World Bank in Nepal: Country Assistance Strategy 1999-2000, pp. 2-3.

Men make most decisions and control most resources including household income and land. Women of all classes are subordinate to men. Gender differentials exist for literacy, school enrollment and access to higher education, remuneration for employment as well as availability of jobs, access to health care and food. Women have a lower social position than men and few opportunities to participate in activities outside of agriculture or housekeeping. Yet in this predominately agriculturally based society, women do most of the productive work (CAS p.7).

As of 1990, the maternal mortality rate was 850/100,000 live births. This was the highest rate for all countries in South Asia⁴ and is a strong indication of the low status women have in Nepalese society. Also of note is the wide discrepancy in literacy levels, 19% for women compared to 54% for men.

According to the World Bank, “only 6% of the population have access to sanitation and 48% to safe water” (CAS p. 2). These are some of the lowest rates in South Asia. Change in coverage is likely to come as government, donors and NGOs continue to work with local users groups to provide such services. Yet the government is plagued by problems not least of all by instability and deep divisions among all political groups. As a result, those in power are constantly changing and when they do, staffing changes are made at all levels of the civil service. The most recent election was in March 2000. It brought in the ninth government to be elected since multi-party democracy was established in 1990. Since the mid-1990s, Maoist insurgency and political violence have spread across the country as conditions for poor people continue to deteriorate.

Government responsibility for rural water supply is vested in the Department of Water Supply and Sewerage (DWSS), an operational department of the Ministry of Housing and Physical Planning. The DWSS has a poor track record in the sector and its work tends to be target and expenditure driven and the systems constructed considered of poor quality. It provides very limited national level coordination in the sector.

The DWSS is represented in all 75 Districts of Nepal through District Water Supply Offices. These offices are suppose to plan and implement their work with the locally elected District Development Committees (DDC). In practice, there is little coordination or accountability by these offices with DDCs.

4. History and Achievements of WaterAid and NEWAH

WaterAid (WA) began work in Nepal in 1986. From 1986 to 1991 it worked with the Nepalese government both through the Decade Cell of the Social Services National Coordinating Council (SSNCC) on a joint program to assist local NGOs implementing water and sanitation projects as well as with the water and sanitation section of the UNICEF funded Agricultural Development Bank of Nepal Small Farmers Development Project. In 1992, WA transferred all of its funding and support to a local NGO, Nepal Water for Health (NEWAH).

NEWAH was formed by the Nepali WaterAid staff working on the SSNCC and ADB-Nepal projects. It has since become the largest local NGO specializing in rural water supply and sanitation. Its annual budget is currently around £800,000.

⁴ Report of the Independent South Asian Commission on Poverty Alleviation: Meeting the Challenge, (SAARC Secretariat: Kathmandu), November 1992 p.12.

The relationship between WA Nepal and NEWAH has changed over the years. NEWAH's reliance on WaterAid has decreased. NEWAH now considers itself a completely autonomous organization with its own strategy and office⁵. At present, it receives only 65% of its annual income from WA with the balance coming from other sources such as DFID.

Since its inception, NEWAH's program has consistently focused on constructing water supply systems in rural communities which are of high technical quality. The two major water supply systems NEWAH constructs are gravity flow systems in the hills and tube well systems in the plains. In order to be more responsive at local level, regional offices were opened in each region of Nepal as follows: Eastern Nepal and the Mid and Far Western Region in 1992, the Western Region in 1993, Central Region in 1994 and Far Western Region in 2000. Regional offices are responsible for identifying and assessing local partners and project feasibility and design. These projects include activities to train project management committees and deliver sanitation and hygiene education activities which NEWAH has done since inception in 1992. Project proposals are sent to Kathmandu for approval by NEWAH and WA Nepal.

Since beginning work in Nepal in 1986, WaterAid Nepal and NEWAH have collectively completed 430 water projects which serve 500,000 Nepalese. In the 1999/2000 period, 54 projects are being implemented which will benefit around 50,000 people. For 2000/01, NEWAH plans to implement at least 60 projects with each region doing approximately 15 projects a year.

5. Current Status of Gender Sensitivity within NEWAH

In 1998, NEWAH decided to more closely examine gender and poverty issues related to its work. This decision was not imposed on NEWAH who increasingly saw the need to address poverty and gender disparities in the rural areas in which its work. Their concern related not only to issues on the long term sustainability of project benefits but also to a recognition that water could be used as an entry point through which the larger inequities within Nepalese society could be tackled both between men and women as well as between better off and poor people.

Some of the key events since 1998 are described in the table below. What is noteworthy is that most of the work on gender and poverty during 1999 has focused on internal organisational processes. This is because NEWAH strongly believes that it must start with itself and clarify its position on gender and poverty before taking this issue up with partners and communities; that they can only preach something that they are practicing. This has required much work so that staff understand gender and poverty inequities and how the work of NEWAH reinforces or can change such disparity. In 2000, work on program will start with the piloting of a gender sensitive project approach in 5 out of the 60 projects which it plans to implement. A final evaluation of the pilots is planned for 2003. Based on the findings from these pilots, their project approach will be amended to incorporate a gender and poverty focus.

⁵ Both WaterAid Nepal and NEWAH developed separate strategies in 1998 and WaterAid moved out of NEWAH and into its own office in 1999.

**KEY EVENTS in MAINSTREAMING A GENDER and POVERTY APPROACH in
NEWAH 1998 to 2003**

Date	EVENTS
December 1998	Full time Gender Consultant Recruited
January 1999	Gender Analysis for Poverty Alleviation Workshop held for all management staff - 19 people - 7 women and 12 men. Purpose of workshop was to increase awareness on gender and introduce a gender responsive planning approach. A set of recommendations for mainstreaming gender are define. Data from 3 completed projects was collected, 2 all women PMC and 1 mixed PMC, to identify GAP issues to address in the new approach.
February 1999	Recommendations for mainstreaming gender, which included a description of the responsibilities for a new gender and poverty unit are agreed by NEWAH's senior management team.
March - April 1999	Consultations with various parts of the organization on setting up a GAP unit. Working groups are set up to review and revise the Personnel Policy and NEWAH's Strategic Plan.
May 1999	Gender and Poverty Unit established with a 7 member team at headquarters and 5 member teams in each of the 5 regions, a total of 32 staff (26 men and 6 women). A series of staff visits to HELVETAS are set up. This is an INGO which uses a gender sensitive approach when carrying out water and sanitation projects in Nepal. Visits are to run from May 1999 to February 2000.
June	
July 1999	Seven day gender awareness training of trainers course run for all 32 GAP staff followed by a three day GAP unit planning workshop. During the workshop NEWAH's five year strategy was reviewed from a poverty and gender perspective and proposed changes sent to the working group on the strategic plan.
August -September 1999	The five regional GAP teams conduct gender awareness training workshops for all other NEWAH staff at Regional level. Thus all 125 of NEWAH's staff are now trained in gender awareness.
October 1999	Rapid survey on skilled paid and unskilled voluntary work for water projects finds that men perform all the skilled paid jobs and receive training for such work while around 50% men and 50% women perform the unskilled voluntary or unpaid jobs. NEWAH staff receive training from an NGO on creating gender sensitive saving and credit organizations.
November - December 1999	Orientation to NEWAH SMT by HELVETAS on its gender and caste approach which includes a field visit.
January 2000	Eight day workshop of 32 GAP member staff on gender sensitive project survey and design work. During training existing forms and PRA methods used at this stage of the project cycle are revised, actual process to follow in the field planned and tested and one new project in each region selected for piloting the new GAP approach.
February 2000	Separate workshops held for executive members of each of the 5 partner organizations who will carry out a GAP pilot project. Workshop covers NEWAH's new working principles, its rationale for piloting a gender and poverty approach and training in the purpose and use of various PRA tools to use at project survey and design stage. NEWAH's Council approves the revised version of the strategy with the new gender and poverty sections.
March 2000	Proposals screened and newly revised pre-feasibility study form completed with the 5 partners piloting GAP. NEWAH's new working principles and personnel policies are approved by their Board.
April -May 2000	Detailed surveys using the new GAP approach are carried out with the 5 partners. Survey includes community meetings to discuss GAP policies and principles, social

	mapping to verify number of households and have map for agreeing location of tap-stands or tube-wells with men and women, well-being ranking to verify differences between households, focus group discussions to assess GAP issues in relation to project implementation, activity calendar for use in planning of work, health PRA to assess hygiene practices and disease prevalence, and a technical survey to review current water systems and potential for implementing new one. All findings are present back to the community at end of survey following which NEWAH staff write project proposal.
June	Project design completed by NEWAH regional team, costed and forwarded to headquarters for approval.
July 2000	10 Day workshop with 32 GAP staff to evaluate the survey process just completed and set up processes to review and amend current procedures, manuals and agreement documents used during the implementation phase from a gender perspective.
August 2000	New project agreement forms signed with partners. Initial O&M fund collected from villagers and deposited in bank account. Local health motivators and NGO coordinator selected using an equal opportunities approach at village level as these are the paid jobs during the implementation phase of the project.
September-October 2000	Health motivators, NGO coordinators and teachers trained particularly on health and sanitation messages as well as provided gender awareness training.
November 2000	Formation of user Groups and PMCs facilitated by partners and NEWAH to ensure balance of men and women and different economic groups are represented, and caretakers and other skilled workers employed on an equal opportunity basis. PMC training carried out.
December 2000	Gender awareness training provide to PMC, CHV, caretaker, and sanitation workers.
January - May 2001	Construction work is carried out with on NEWAH sub overseer resident on site for the duration of the work.
February 2001	Mid-term review of the work. Health Motivator refresher training.
October 2001	Evaluation of the GAP pilot projects. Establishment o f gender sensitive savings and credit groups.
November 2001 to October 2003	Follow up maintenance reviews every six months which include a review of key indicators related to gender and poverty issues.
October 2003	Final evaluation to verify results and impacts of a gender and poverty approach to the work and decide if this approach should be used for all NEWAH projects in future.

As noted above all staff in NEWAH have participated in gender awareness training. As well, all 32 GAP members have participated in a series of workshops. During these workshops existing policies, strategies and guidelines were reviewed and many documents amended to incorporate a gender and poverty perspective. This work included the development of a new mission and vision in relation to gender and poverty. This is to “promote access and control to men, women and deprived community members in all of its work so as to eliminate gender and social disparities at the organizational and program level”. This was agreed at its January 1999 workshop.

Its definition of gender is that “gender roles are socially determined. They influence the division of labor which is valued differently based on who does the work. Different roles, work and the value placed on work create differential access to information, decision-making, services and benefits. The differential value placed on work and access, support existing power relations which are unequal. Because men and women have

different roles in society, women and men have different needs of both a practical and strategic nature. This is why NEWAH believes in mainstreaming a gender approach. Gender issues must be addressed. It is a cross-cutting issue and a major component for the sustainability of projects and for reduction of poverty of beneficiary communities”⁶.

NEWAH has incorporated new objectives on gender and poverty into its existing 1998 to 2002 strategy and defined a new set of working principles. These are:

1. **Participation** : NEWAH facilitates men and women in a Community to become the major stakeholders who must be involved in planning, implementing, operation and maintenance of a water supply, health and sanitation project.
2. **Partnerships**: NEWAH works in partnership with locally based NGOs; Small Farmer’s Groups, Women’s Credit Groups and Community Groups, who are committed to work for the up-liftment of men and women who are under-privileged groups.
3. **Appropriate Technology**: NEWAH promotes appropriate user-friendly technology in both water and sanitation that the community can afford and maintain themselves and which meets the practical needs of men and women.
4. **Integrated Program**: NEWAH integrates water, sanitation and health education activities that have a far- reaching and positive measurable impact on the lives of men, women and children,
5. **Sustainability**: NEWAH builds the capacity of community groups to develop greater awareness, changed attitudes ,skills and a feeling of ownership of projects.
6. **Empowerment**: NEWAH supports its partners, socially and economically disadvantaged men and women and groups in communities to realize their potential and take action on their own behalf with self-confidence.
7. **Gender Equality**: NEWAH’s services seek to transform the traditional role of men and women in the community and aim at improving women’s condition through the provision of water and sanitation closer to their homes, as well as women’s position in society, by increasing their capacity to make decisions.
8. **Innovation**: NEWAH promotes pioneering initiatives to enhance delivery and impact of its services. Based on experiences, new approaches and pilot projects from an integral part of NEWAH’s aim to introduce new technologies, address issues of gender and poverty and empower communities.
9. **Poverty Alleviation**: NEWAH focuses its programmes towards the up-liftment of the poor sections. It will also seek available income generating opportunities while implementing water and sanitation programme.
10. **Transparency**: NEWAH involves all its partners and communities in all activities including financial to maintain transparency.

⁶ Definition agreed at NEWAH’s January 1999 Gender Awareness Workshop and amended at staff workshop on 20 April 2000.

11. Quality: NEWAH maintains quality services on all its drinking water and sanitation programme.

As well, the personnel policy was reviewed and amended. The major changes in the policy which were approved by NEWAH's board are:

- women candidates will be given priority in new recruitment and advertisements will noting this will used
- women staff must be members of interview panels which are recruiting staff
- female staff are allowed to work on a flexible time basis
- leave for maternity and paternity purposes as well as funerals has increased.

As a result, over the last year the number of women staff in NEWAH have increased from 13% to 15%. With new recruitment, less than 1% of senior level staff are women, 2.7% are at middle level and the balance of 11.7 are in the lower grades. There is a commitment to continue to increase the number of women in the organization. As well, NEWAH is seeking to ensure a caste/ethnic staff balance which reflects the balance in the larger society.

Total expenditure on GAP related activities from January 1999 to February 2000 was £7330. This is mostly the costs of gender awareness training and staff workshops and does not include the cost of the full-time gender consultant who coordinated the work during this period. All of these costs, including that of the consultant, were funded by WaterAid.

An analysis of what is going well, what is not going well and what needs to be done differently in relation to GAP was completed with staff during the two workshop sessions. The results of this are provided in annex 2. As well, the views of other agencies who attended the workshop on the 11th of April are noted.

6. Current Status of Gender in NEWAH's Program

NEWAH implements between 50 to 60 projects a year. Following its first workshop, it was agreed that one gender sensitive project should be piloted in each of its five regions in the 2000/2001. All other projects would continue to implement the approach NEWAH has followed since inception, although all staff are using the new set of working principles. The pilots will run from January 2000 until October 2003.

A comparison between the current approach and the GAP approach was done with a number of staff both at front-line and headquarters levels. The was to try to understand the major differences they expect to see in when following a GAP approach. The tables produced by the staff are provided in annex 3. It was helpful to carry out this analysis as no substantive evaluation or review of the social aspects of the work has been done of completed projects although there is much now written by NEWAH on what a GAP approach aims to achieve.

Findings from this analysis with staff are that under a non-GAP and a GAP approach all men and women irrespective of class have access to good quality water. However, in the non-GAP approach used up to now by NEWAH, many decisions end up being made by the rich men in a community. This includes decisions on project design, PMC membership and who gets the paid jobs. Both rich and poor men participate in making

decisions on tap stand or tube well site locations and selecting those for caretaker and latrine mason training. Women are not involved in many of the key decisions made during project implementation.

On the other hand, the GAP approach is suppose to promote the participation by men and women of all classes in all key decisions.

In order to understand the way NEWAH normal works and the results on the ground a visit was made to a completed project in Rautahat District. This project was completed in 1998. A brief note on the project findings is attached as annex four. The visit confirmed that the technical quality of the work which NEWAH carries out in its tube well projects is of a very high quality. For instance, out of the sixty tube wells installed, only one had suffered a minor repair problem which the PMC had resolved. All other pumps were in good working order and platforms were clean. As one tube well is provided to every ten households in a VDC area, everyone has access to clean water irrespective of gender or class. Besides contributing local labor and materials during construction and an initial payment to the maintenance fund of around 40 pence per household, all other materials for the water system are provided by NEWAH. Construction of latrines is only partially subsidized by NEWAH. This is one reason why only 10% of the households constructed a latrine under the project. Soon after installation of the water system, the PMC stopped collecting any water user fees.

The note on the project visit was presented as a case study during the workshop with staff on the 20th April. Staff were asked to analysis it from a gender and poverty perspective. The conclusions from their analysis were that:

- everyone in the VDC area are still benefiting from the project at least in terms of access to clean water
- gender relations were not changed
- class relations were not changed
- the public health benefits of the work are low as there was insufficient health education provided to men and latrine coverage was only 10% of households
- the project may not be sustainable in the long term as
 - a water tariff is not being collected
 - women's participation in the PMC is low
 - while the PMC meets monthly it is narrowly based and not registered
 - women do not have much say over caretakers or sanitation
 - there is no monitoring system in place by the PMC.

Staff believe that gender relations will be positively addressed in the new GAP approach as:

- women will be supported to be more actively involved in the project
- ways to increase their numbers in the PMC will be supported
- women will be provided the opportunity to carry out paid work
- women will be provided basic maintenance training
- gender sensitization training will be provided to men and women in the community
- health education will be provided to both men and women
- exposure visits will be provided to both men and women

- education work will be done so that better off women have the right to participate more in community activities since they currently are often not allowed to participate in public events
- training and education will be done with men and women on income generation, kitchen gardening and savings and credit.

Staff thought that class and caste relations could be positively addressed by:

- involving both rich men and women in voluntary unpaid work that is now mostly done by poorer men and women in the communities
- encouraging the better off who may not want to do the work to pay the poorer families to carry it out
- involving poor men and women and lower caste people in the PMC and ensuring that these people have the opportunity to do some of the paid work.

7. Advantages and Disadvantages of the New GAP Project Survey Approach

Three days were spent observing the survey work being done in Basbitti Gigariya VDC in Rautahat District, as well as speaking to small groups of women whenever a staff member was free to translate. The survey work was done by both Partner and NEWAH staff with NEWAH very much taking the lead and Partner staff acting as translators as the local language was Bhupuri.

Gigariya is a VDC where 60% of the population are Hindu and 40% Muslim. The NEWAH project will be done in three of the poorest wards with 245 households. This decision was agreed by the VDC members and the partner as NEWAH had requested that a smaller area with poorer households be designated for work during this year. By focusing on a few wards rather than the entire VDC, NEWAH expects they can spend more time on working with people on management, on training and health education issues.

The men and women who came to the project survey meetings were all from lower middle status households in the VDC. By standards in most parts of the world, these people would be considered extremely poor as their primary problems remain lack of food and water. The inadequacy of food consumption was evident from the mild malnutrition seen in most children and the extreme thinness of both men and women. But even these people were not the poorest in the village. Staff thought that the poorest would be out in the fields working as daily laborers as they could not afford to lose their daily earnings.

In Gigariya, between 30 to 40% of the men are away working in India and the women do not know when they will return. Many of the women work as daily laborers earning between 50 to 60 rupees a day. Polygamy is common. Women said food, water and latrines are the biggest problems they face. Water sources are a bit far. When they these women try to collect water from other peoples wells in the village, people make fun of them as they do not have their own wells. Many of women often have to cue in lines which takes time. Women and children collect the water. The majority do not have a latrine because they lack money and a quarter of them lack land.

A note on the observations of the survey work is provided in annex five. The positive aspects of this new survey approach are:

- staff are spending more time in the village speaking with a cross section of people
- meetings are set at the convenience of the largest number of local people
- staff exercise a great deal of patience in waiting for people to arrive
- the local partners were interested in the survey and wanted to participate more actively in survey work
- the household survey work provides a good environment to collect unbiased views from poor men and women but unfortunately did not seem to be use for this purpose.

Questions and concerns about the survey work are:

- the effectiveness of mass meetings for obtaining good quality information when so many people are in attendance. Ways of obtaining meaningful information from men and women in such an environment seem questionable
- the amount of people's time taken up during the mass meeting exercises, from 2 hours on day one to 3 and half on day two
- the desire by women to leave the meetings was not respected and they were asked to stay even though it was evident from the activity calendar that women have little free time on their hands
- what NEWAH means by participation as the process appeared to be one of extracting information so that NEWAH staff are in a position to decide whether or not to work in the VDC. Besides this, many local people sat in silence and their views were not confirmed
- what NEWAH means by PRA as diagramming with local people produced specific information required by NEWAH but did not appear to be done in a way which would help people analysis their own situation
- when information will be given to people about NEWAH's requirements throughout the project cycle so that they can decide whether or not to work with NEWAH
- what decisions you encourage local people to make as a number of key decisions seem to be set by NEWAH policy e.g. decisions on technology, project design and the systems to use for local maintenance and management
- what role you expect partners to play as they appear to act mostly as translators and mobilizers of local people rather than as equal partners in the work
- how you plan to meaningful hear the views of a cross section of women and men as so many poor women and men are out working in the day and better off women are not allowed out into public gatherings. This could happen in the household survey process which at the moment appears very structured rather than an open ended one in which wider views on women's position in the community and their concerns on water, health and sanitation can be aired
- when will you ask women and poor people what processes and decisions they want to be involved in and how they want this to happen so it is not something imposed from outside e.g. NEWAH's position that women and representatives must from the lower castes must be on a mixed group PMC
- what will drive NEWAH's work in the future, the technical quality of the water system you hand over to the community or the social changes you seek to make and the local capacities, skills and organizations which you seek to build in relationship to water and sanitation?

8. Gender and WaterAid Nepal

WaterAid Nepal presently has a staff of four: a representative, an accountant, a secretary and an office assistant. Up until 1999, there was only a representative who

was housed in the NEWAH office and all work supported by WaterAid in Nepal was with NEWAH. WaterAid Nepal now has a separate office. It is beginning to work with other NGO partners, particularly in urban areas. It has a new representative who is very keen to ensure that a gender and poverty approach is promoted in all the work supported by WaterAid.

The WaterAid Nepal Strategy for 1998 to 2002 noted that it would promote the full involvement by women in projects it supported. A gender and poverty analysis for Nepal is not outlined in the strategy nor are there gender and poverty objectives. However, this office has financed and supported all the gender and poverty work done by NEWAH since early 1999.

In 2000, WaterAid Nepal plans to up date its strategy and build in gender and poverty objectives. Specifically, it will seek to support the process of mainstreaming gender and poverty by all of its partners and support their efforts in doing gender and social analysis work in Nepal. It hopes to learn from this work. Learnings will focus on issues of organisational change related to gender mainstreaming and the cost-benefits of such social change processes at local level. Lessons are to be used to advocate nationally and with other WaterAid country offices on the benefits of a gender and poverty approach.

Views expressed by NEWAH staff on WaterAid Nepal's plan are that they:

- welcome WaterAid Nepal's plan to build gender and poverty into its strategy
- recommends that WaterAid Nepal staff are given gender awareness training so that NEWAH and WaterAid Nepal staff are all speaking the same language and meaning the same thing
- hope there will be mutual learning between partners and WaterAid
- encourage WaterAid to provide some budget flexibility as the GAP pilots are trailed and recognize that gender and poverty will not take place overnight
- recommends that WaterAid develop some monitoring and evaluation framework to track this process.

9. Views from NEWAH and WaterAid Nepal on Mainstreaming Gender in WaterAid

Views set out below were expressed during interviews with the director's of NEWAH and WaterAid as well as by staff of the two organisations at the workshop on the 20th of April. The views are:

- WaterAid needs to examine their position on gender and take a clear stand. It will be important for WaterAid to "look at itself first and define a position before trying to advocate to others be they partners or country offices"
- WaterAid needs to define a gender policy as this will set the broad framework in which others will work. To be credible, it will be important that WaterAid is able to apply this policy to itself. For example, ways need to be found for WaterAid to have women on the London senior management team
- The policy needs to be partner friendly and based on a broad set of principles and expectations that countries are expected to follow
- Given the work being supported by WaterAid, it would be best if the policy is a gender and poverty one

- It would be helpful for the WaterAid strategy on gender and poverty to start with an analysis of gender and class disparities in Britain as such disparities exist in all societies, not only in the South, and it is important to understand inequalities in each society
- As part of this process, WaterAid needs to review its personnel policies and provide gender awareness training to all of its staff
- WaterAid needs to ensure that all information which it is sent in future is disaggregated by gender and class. Such information on the reporting side could be very powerfully used for fundraising purposes.

**Annex One:
Participants in the Workshops on the 11th and 20th of April⁷**

NEWAH Headquarters

Tulashi Adhikara	Head, Operation Division
Dinesh Bajracharya	Head, Engineering Division
Madhav Bhattarai	Social Development Officer
Raju Khadka	Training and Research Coordinator
Sariswoti Khanal	Health Officer
Michelle Moffat	Gender Consultant
Umesh Panday	Director of NEWAH
Anil Pokharil	Assistant Engineering Coordinator
Renuka Rai	Head, Social Development Division
Manoj Jung Rayamajhi	Assistant Sanitation Coordinator
Yubraj Shrestha	Community Management and Maintenance Officer
Ashok Swar	Head, Administration Division

NEWAH Regional Offices

Santosh Basnet	Acting Regional Coordinator, eastern Region
Govinda Bhetwal	Regional Coordinator, Mid Western Region
Laxmi Paudyal	Regional Coordinator, Central region
Gyanendra Singh	Region Coordinator, Western Region
Raj Kumar Trikhatri	Regional Coordinator , Far Western Region

WaterAid Nepal

Alan Etherington	Country Representative
Babita Rai	Administrator*
Madhan Shrestha	Accountant*

Other Agencies

Lajima	Director, Lumanti*
Shibesh Regmi	New Era
Tek Regmi	Gender in Organisations Project, Canadian Cooperation Office*
Francis Winter	Social Development Adviser, DFID Nepal*

⁷ * denotes those who only attended on the 11th of April 2000.

Annex Two

Workshop on the 11th April With NEWAH, WA Nepal, DFID Social Development Advisor, Lumanti Director

I. Views of Other Agencies on NEWAH's Gender and Poverty Mainstreaming Work and Plans

1. What they think NEWAH is doing well

- policies on gender and poverty are impressive and progressive and leading to positive reform
- there is ownership by staff of the problems and challenges faced as well as the new strategy
- NEWAH is transparent about what it is doing, why and how
- the methodology planned to mainstream gender and poverty is thorough
- the above indicates that there is good governance within the organization
- the perception we have is that the overall technical quality of NEWAH's work is high.

2. Questions which they have

- whether NEWAH's strict focus on water and sanitation is a strength or weakness as they move into a more participatory way of working with men and women
- whether there is adequate qualitative information on the work
- whether efforts to education women are needed so that women's confidence, power and ability to be involved and make decisions are enhanced and so that they are in better positions to be recruited
- whether a primary step in operationalising the strategy is to organize women
- how NEWAH will reconcile the need for women to participate more in projects and the increased burden it will put on women's time

3. Recommendations

- work more closely with local government bodies such as the VDC and DDC
- be more active in advocating on water and sanitation issues as well as gender equity
- meticulously document the process in order to extract lessons learnt for future work and to share with donors and government.

II. Views of Staff on what is going well, what not going well and lessons learnt to date

1. What is going well

HQ-Regions

- GAP units were formed at both headquarters level and in all 5 regions
- the line of communication on this work from the GAP Unit in HQ to the regional GAP units
- the GAP unit consists of staff from different sections of the organization
- there is much sharing among GAP team members in each location and between the locations
- team work is very good
- other staff in NEWAH are responding positively to the gender and poverty work

Regions

- GAP unit formation
- gender awareness training was completed with all regional office staff
- GAP staff in the regions contributed to defining standard formats for the planning stage and baseline information to be collected, as well as revised partner and community selection criteria
- the regions are applying the new changes on gender made in the personnel policy on flexi time and working conditions
- accepted by partners at orientation (GAP principles)
- the staff seem positive about gender
- the GAP pilot activities are clearly defined

HQ

- GAP unit established
- there is a commitment to addressing women and gender issues
- principles, policies and procedures were reviewed
- there is effective communication and decision-making on this new area of work
- NEWAH is open to learning from outsiders about women and gender issues
- NEWAH is networking and sharing experiences with other agencies e.g. Helvetas visit planned for April to see their gender approach in water and sanitation work applied in the field
- there is good team work and collective responsibility for taking this forward
- there is commitment to support GAP units in the regions which ensures that this work is decentralized

2. What is not going well

HQ-Regions

- there is work over load and job descriptions have not changed to reflect these new responsibilities
- there is time pressure as there are so many new initiatives this year
- GAP members are still learners so this work takes more time than it may in future
- the existing NEWAH project cycle for non-gender approach is too short

Regions

- women membership in some GAP teams has not happened because of the limited number of women staff in NEWAH e.g. far western region currently has no women staff due to difficulties in recruiting women
- technical manpower in the GAP unit does not represent expertise for both hill and terai areas. All technical staff are male as it is difficult to recruit women with the necessary technical qualifications
- there is not enough interaction between GAP member staff and staff who are not members of GAP teams
- there is time pressure on GAP members as they are expected to be involved in this additional new work and continue with there existing job responsibilities

HQ

- workloads have increased and hampered involvement in regular activities
- there are time pressures and difficulty now with planning time and meeting deadlines
- all gender practices are not reflected in policy and some new policies to meet gender and poverty principles still need to be developed such as water tariff graded rating, tap stand structure, privacy walls for bathing, latrine subsidy
- coordination is sometimes lacking and there is room for improvement
- there is not much shared experience on women and gender issues in the water and sanitation sector in Nepal
- the current gender coordinator leaves at the end of April and there is no replacement appointed. A new coordinator needs to be appointed urgently.
- the SMT has allowed the GAP unit to get on with the work but not been very involved when needed up to now
- source of funding and the budget for the GAP pilots is not defined
- staffing or manpower needs are not agreed e.g. GAP Unit Coordinator from April

3. What Learning

- a gender approach is essential to ensure sustainability of water and sanitation projects
- to build gender sensitive you must start with yourself, your family and organization before going to the field
- building in a gender approach cannot be rushed, it is not an overnight process and takes time to evolve
- there needs to be flexibility in time and activities as we proceed
- professional staff are needed at HQ and regional level to promote this type of approach
- policy and procedures are not sufficiently gender sensitive, although we are gender sensitive in some areas which are not reflected in our policy
- behavioral change is necessary

- there is a growing recognition of the value of the work of women and men and with this more respect between men and women staff
- there are BIG BIG challenges in implementing a gender and poverty approach.

Next Steps the SMT Plan to take to address issues on the organizational side set by them at the workshop on the 20th of April

1. To address time and staff overload: consultations with line managers to prioritize the work and make alternative arrangements will be carried out
2. Where practice has not been formalized into policy: all practiced gender issues will be reflected in the policy document. Future issues will be the responsibility of the HQ GAP unit and GAP coordinator. Immediately those identified issues will be incorporated into the policy document by concerned task force by end of May 2000.
3. GAP coordinator replacement: SMT has decided on the next GAP coordinator to replace the one leaving at the end of April. This person will report to Renuka Rai, Head of Social Development Division
4. Sharing experiences and Documentation: NEWAH recognizes the need for this and will share with others and establish a network. Documentation will be done by the consultant.
5. Tariffs and subsidies issues: these options are available for the community to consider. Once the baseline survey for the pilot project is completed then a guideline will be prepared following detailed intensive discussions on water and sanitation.
6. Human-power and budget requirements: GAP is a new activity. Things come up as we do the work. SO prior budget is difficult to prepare. However, once the activity is identified then budget and staff will be made available.

At Regional Level

1. Include at least one female staff in the GAP units by adding women staff in the region.
2. Staffing: will need to add and replace based on what is practical.
3. A Gap coordinator will be assigned in the regional office. Meetings will be fixed in consultation with GAP members in advance
4. To address time and staff overload: consultations with line managers to prioritize the work and make alternative arrangements will be carried out
5. To get more technical staff who are women, women staff will be recruited for “on the job” training
6. Sharing experiences and Documentation: NEWAH recognizes the need for this and will share with others and establish a network. Documentation will be done by the consultant.
7. On concerns that there are too many initiatives, NEWAH will be selective and make decisions on NEWAH’s strategic plan using this as a guide for what we get involved in
8. On tight project cycle: On the basis of the GAP pilot project experience, the project cycle will be revisited:
9. GAP are learners: we agree and will begin education process with our partners.

Annex Three

A Comparison of Decision making in NON GAP AND GAP Activities⁸

Activity	NEWAH	Partner	Rich Men	Rich Women	Poor Men	Poor Women	PMC
Decisions on project design	√ +	√ +	√ +	+ +	+ +	+ +	√ +
Decision on when/where mass and other meetings take place	√	√√ +	√√ +	+ +	+ +	+ +	√√ +
Decisions on tap-stand and tube well location			√ +	+ +	√ +	+ +	
Decisions on PMC membership			√√ +	+ +	+ +	+ +	
Participation on user committees			√ +	√ +	√ +	√ +	
Equal access and control over water provision			√ +	√ +	√ +	√ +	
Ownership of the Water System			√ +	√ +	√ +	√ +	√√ ++
Health education- content of training	√ +	+ +	+ +	+ +	+ +	+ +	+ +
Health education: timing of training	√ +	√ +	√ +	√ +	√ +	√ +	√ +
Decisions on who gets caretaker training			√ +	+ +	√√ +	++ +	
Decisions on who gets sanitation <i>mistri</i> training			√ +	+ +	√√ +	++ +	
Decisions on who gets health motivator training			√ +	√√ +	+ +	+ +	
Decision on who get community health volunteer training			+ +	√ +	√ +	√ +	
Decisions on who gets PMC training			√ +	√ +	√ +	+ +	
Decision on who gets paid for any job		√ +	√ +	+ +	++ +	++ +	√ ++
Decisions on who does the unpaid work		√ +	√ +	√ +	√ +	√ +	√√ +

KEY:

Before or what happens in Non-GAP Projects

√ = some participation in decision-making and control in NON-GAP projects

√√ = a great deal of decision-making and control in NON-GAP projects

After or what will happen in GAP Projects

+ = some participation in decision-making and control in GAP projects

++ = a great deal of decision-making and control in GAP projects

⁸ Completed by senior level staff at the workshop on the 20th of April 2000.

**A Comparison Between Current Project Approach and a Gender and Poverty Approach
Completed by the Central Regional GAP Team 15 April 2000**

Major Activities	Who does Before GAP	Who does with GAP
Project Request	Partner	Partner, RM&W, PM&W
Planning and Design	NEWAH	NEWAH
Technology Choice	NEWAH	NEWAH, RM&W, PM
Site Selection	NEWAH, Partner, RM&W, PM&W	NEWAH,, RM&W, PM&W
Paid Construction Work	NEWAH, PMC	Poor Men and Women
Unpaid Construction Work	Poor men and women	RM&W, PM&W
Selection of PMC Members	RM&W, PM&W	RM&W, PM&W
PMC Membership	Average 9-11 men and 2-4 women	Balance of RM&W, PM&W
Selection of Health Motivator and Caretaker	Partner and PMC	RM&W, PM&W
Fee collection both before and after construction	Partner and the PMC	RM&W, PM&W
Operation and Maintenance	PMC, RM&W, PM&W	PMC, RM&W, PM&W
Receipt of Subsidized Latrine	Mostly Rich Men and Women	RM&W, PM&W

Advantages of the GAP Approach

- the work will be shared between men and women
- women's overburdened workload will be reduced
- there will be shared decision-making between men and women
- men and women will start to fully participate in development
- women will get skills training and some paid work
- community development will be more sustainable.

Disadvantages of the GAP Approach

Due to socio-cultural conditions, we will face many problems in trying to ensure women's participation. But if we try to ensure full participation of women, we will enhance their decision-making responsibilities as well as their low status and improve the sustainability of the work. But it will take time.

Annex Three

Visit to Patharabudharam Village Development Committee, Rautahat District, Central Region, 14. 4. 2000

1. Background

NEWAH completed a water, health education and sanitation project in Patharabudharam in August 1998. The project was implemented with a local NGO called Friends for Development of Nepal.

There are 671 households and a population of 3625 people in Patharabudharam. The majority of people are Hindus of varying castes and a small group of Muslims. The settlement is over a hundred years old and most of the inhabitants originally came from Bihar.

Houses are clustered close together and it takes around a half hour to walk from one end of the VDC to the other. Prior to completion of the project, water was collected from open cement lined wells and unprotected tube wells build by the government and private individuals. These water sources are scattered across the VDC and are currently in poor condition with open wells littered with garbage and hand pumps broken but still used. The quality of the water in these sources did not look or smell clean.

During the one year period of NEWAH's support, 60 tube wells were constructed, one for every ten households and 60 latrines constructed with middle status households who had to cover a portion of latrine construction cost. Training was provided to a project management committee (PMC) of ten men and three women, 65 health volunteers who are all women, 60 caretakers who are all men and one male and one female health motivator. Health education was provided to all households. Prior to beginning tube well construction, Rupees 400 collected for each tube well and was deposited into a maintenance fund in a PMC bank account. This was rupees 40 per household which staff say all households pay. The maintenance fund left in the PMC account was rupees 24,000 at project hand-over. Costs per capita for all the work carried out was under \$6.00.

2. The Process

Separate discussions were held with a group of 5 better off men some of whom belong to the PMC, a group of six better off women and a group of around ten lower caste poor women. The team walked through 4 out of the nine wards looking at both old water sources and the tube wells constructed with NEWAH support. The men's discussion was completely dominated by the ex-VDC chairman who is an advisory member to the PMC and all other attendees accepted his responses. This man is one of the richest men in the village. With the better off women only a few of them spoke and the conversation was short as the men had told us we could have only 20 minutes with them. The group of poor women were all very vocal.

3. Major Findings

Per discussions and a walk through the 4 wards the following major findings are:

- all NEWAH tube wells with pumps are functioning well which means water is available all the time to all the people
- the quality of the water is considered very good by all groups who noted that cases of diarrhea and dysentery had fallen so much that the medicine shop has closed and people are saving money that they use to spend on medicines
- the PMC claims to be still meeting monthly.

Issues which emerged are:

- water drainage is a problem and stagnant pools of water were seen near most tube well sites. Staff noted that the VDC had promised to build drainage once the system was installed but this was only seen in one place visited which was near a better off man's house
- poor households have no land on which to build latrines, nor do they have money to pay for the partial cost of a latrine
- poor women did not know who the caretaker is for their tube well
- the PMC no longer collects a monthly household tariff. Rich men in the village pay for the lubricants when tube well pumps need to be oiled.

Findings in relation to gender and poverty:

- all paid jobs done during implementation were by men except for the one female health motivator job. This motivator came from outside the village and left when the project was completed
- all men and women in all economic groups participated in site selection
- both poor men and women, as well as some men from other socio-economic groups did the voluntary unpaid construction work
- women from better off households do not go out in public so did not participate in any of the construction work
- no women participated in caretaker selection as these are all men selected by men. At project hand over, these men received tool boxes in order to carry out repairs.
- Women did select the three women who are in the PMC. None of these women are from a lower caste or poor household and were away the day of the visit so we were not able to meet with them
- men in better off households collect water and bath children as their wives do not go out in public
- in the other socio-economic groups, both women and men as well as children collect water and bath children
- women attended the project completion ceremony where they sat in silence and clapped
- poor women think the 2rupee monthly tariff should be collected but women don't control money. These women complaint that the men drink the money away instead of paying the tariff and forget how much they had to spent on medicines when a family member got dysentery because they were drinking poor quality water
- the major differences between the rich and poor in this VDC are the rich own land with the wealthiest having the largest amounts of land, concrete houses with tile roofs, tractors, motorcycles and other assets and send their children to school. The poor have little or no land, houses made of thatch and dried mud, have few assets and don't send their children to school and if they do it is irregularly.

4. **Conclusions**

- The project is providing high quality drinking water to all households so a primary basic need has been fulfilled at least in the short term.
- As no tariff is being collected and the poor are not clear who their caretaker is, it is not clear what will happen when pumps start to break down. The long term sustainability of the water system, at least for poor households, may be in jeopardy.
- Poor women who may have the most interest in keeping the tube wells in good order neither have the skills or tools to do repairs when necessary.
- The way the project was implemented has not changed the disparities between rich and poor, or men and women. The project has re-enforced existing social relations.

5. Matrix on Major Activities During Project Implementation

During the discussion with men, they were asked to list down the major activities carried out during project implementation. As noted earlier, this was done with by the ex-VDC chairman and so may not be representative of other views in the community. Major activities are listed on the vertical column. The men then noted who was involved. These are listed on the horizontal column and a cross indicates their responses. The list was reviewed with better off women whose responses are noted by an X. Unfortunately, this exercise was not done with poor women.

Activities	NEWAH	Part-ner	VDC	PMC	Rich Men	Rich Wome n	Poor Men	Poor Wome n
Partner visits to discuss project			+	+				
Mass meeting called by VDC and partner	+	+	+		+	+	+	+
Site Selection	+ X	+ X	+		X	X	X	X
PMC Formation	+ X	+ X			+ X	+ X	+ X	+ X
Training PMC, HM, etc.	+	+						
Selection of paid workers for TW construction	+	+		+				
Collecting money for latrine construction	+ X	+ X		+ X	X	X	X	X
Demo Latrine construction		+		+				
Selecting land for TW construction				+				
Caste Platform for tube well	+	+		+				
Distribute latrine rings and slabs	+	+		+	+			

H/Hs make latrine superstructure					+	+	+	+
HM provides health education	+	+		+	+	+	+	+
	X	X		X	X	X	X	X
Local materials collected for tube-well construction					+	+	+	+
Project completion hand over	+	+		+	+	+	+	+
Maintenance fund collection								
Hygiene education					+	+	+	+

Observations from the Gigariya GAP Pilot Project Survey on the 15th to 17th of April 2000

A mass meeting was called around noon on the 15th April of all local people to explain the NEWAH project and the survey work to be done. Around 70 lower middle status women, 40 lower middle status men and a few better off men arrived for the meeting along with about a hundred children.

Women arrived first while the men drifted in as staff and a few local male notables discussed water quality issues. More than a half hour after women had arrived the meeting was started. As staff did not speak the local language, much of the information was presented by the local partner but sometimes information did not get translated. So at one point, four women got up and tried to leave saying they didn't know what was going on. They were told to stay and sat down again. Following this, the school teacher took over translation and did do a good job of translating everything.

After giving information about the project and survey, the group was split into two, one group to do a social map and the other to do an activity calendar. As people were divided into groups, women noted that it was market day and so they wanted to go but this request was ignored. During these groups sessions many women and men slowly drifted away and left.

It appeared that within an half hour of starting the social map, two men were doing all the work, the school teacher and the local social worker with a few other men observing and giving comments. No women were present.

The following day around 55 women returned and 30 men and a larger number of children. These were some of the same lower middle status people and probably felt they had a lot to gain from a safe drinking water system being installed. The poorest were not there as they were working in the fields as daily laborers and could not afford to lose their daily wage. Many of the women present noted that food was the biggest problem that they faced. Better off women were also not present as they are not allowed by their families to attend such public meetings.

More PRA exercises were carried out but the group was so big that many people could not see what was going on. A number of small groups were formed on the perimeter where people were talking among themselves. The size of the group made it difficult for many of people to meaningfully participate in the discussions or diagramming. After about two hours of work, some women said they had to feed their animals and tried to leave. They were told the activities were not over and they should stay.

Again, people gradually began to drift away and when the PRA activities ended 3 and a half hours later numbers were down to around 15 women and 10 men.

Many of the discussions and activities over this two period were dominated by a few people with many others sitting in silence or speaking with their neighbor. Thus questions about the quality of the information obtained and whose views were actually being heard.