

# **Approaches for Mainstreaming Gender**

Working Paper  
WP036

December 2004



**Program Development Office  
for  
Integrated Coastal Zone Management Plan  
(PDO-ICZMP)**

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## ACRONYMS

AIDS	Acquired Immuno-Deficiency Syndrome
BCR	Benefit Cost Ratio
BRAC	Bangladesh Rural Advancement Committee
CBO	Community Based Organization
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
Char	Newly accreted land
CZ	Coastal Zone
DfID	Department for International Development
FLS	Forward Looking Strategy
GDP	Gross Domestic Product
GO	Government Organization
GoB	Government of Bangladesh
HIV	Human Immuno-efficiency Virus
HRD	Human Resource Development
ICZMP	Integrated Coastal Zone Management Plan
IGA	Income Generating Activity
IMR	Infant Mortality Rate
LFA	Logical Framework Analysis
LGI	Local Government Institution
MC	Managing Committee
MoWCA	Ministry of Women & Children Affairs
NGO	Non Governmental Organization
NPWA	National Plan for Women's Advancement
O&M	Operation and Maintenance
OMC	Operation and Maintenance Committee
PDO	Program Development Office
PIP	Priority Investment Program
UK	United Kingdom
UN	United Nations
UP	Union Parishad
WID	Women In Development
WSSD	The World Summit on Sustainable Development

## APPROACH HIGHLIGHTS

This approach paper builds on the National Policies for Women's Advancement, Coastal Zone Policy (final draft), relevant PDO-ICZMP documents, specially 'Living in the Coast: People and Livelihood', and consultation with officials from government and non-government sectors.

The approach takes strengths and weaknesses of coastal women as established in the 'Status of Women' (PDO-ICZMP, 2004) and followed the development objectives identified in the draft 'Coastal Zone Policy', as the basis for analyzing gender perspectives.

Gender mainstreaming refers to integration of gender perspective / need and concern in all stages of work throughout the project cycle starting from need assessment, baseline survey, planning and design, implementation, monitoring and evaluation.

A poverty reduction program that could influence the social conditions of women and the disadvantaged should address the right target groups, right schemes and right implementation methodology. In other words, women from poor strata should be targeted as a priority group for development interventions.

Gender is considered a crosscutting issue that needs to be attended and mainstreamed in all spheres. Secondly, there should be specially designed programs that would contribute to reduction of gender gaps. In order to enable the disadvantaged women to assert their role in respective communities and in the public domain, concerted efforts are needed to enhance their capacity.

This means, the feasibility of each intervention should be appraised in terms of how it affects the state of gender equality/inequality. Selection criteria for priority investment programs (PIP) should adhere to this strategic thrust.

The process for women's mobilization necessitates women's participation in training on social awareness, planning and resource management. Courses should be designed in such a way that the participants find those very closely related to their needs and concerns. Extension staff should assist them in all respects.

This paper establishes the following approaches for mainstreaming gender.

- Plans and programs must follow parallel tracks for capacity building along with consciousness raising. This includes carefully selected training programs.
- Programs should take a definite stand in the form of affirmative actions in the field of development. This includes special projects directly contributing to reduction of gender gaps and enhancement of women's situation.
- programs should affect all spheres of life. This includes an institutional mechanism to see the effective utilization of gender mainstreaming approaches towards achieving the objectives of empowerment of women and the disadvantaged in the coast.

Accessing common access resources has been a gray area for women. Community management of natural resources by women in selected fields can be an entry point for affirmative actions.



## 1 INTRODUCTION

### 1.1 A glimpse on women and the disadvantaged

The Coastal Zone of Bangladesh has unique characteristics. It is full of diverse natural resources. Land, water bodies, forests, salt, minerals, natural gas, sources of renewable natural energy: the wind, the wave, the tide, the sun. It has a great ecosystem with mangrove and other forests, coral reef, tidal wetland, sea grass bed, barrier island, estuary, closed water body, etc.

At the other side, there are natural disasters like cyclone, storm, tidal surge, erosion, drainage congestion and salinity intrusion. The coastal zone is also vulnerable to impacts of climate change.

But most vulnerability arises from socio-economic-cultural conditions of coastal communities. In the past, only the fisher communities lived in the coastline villages. Then gradually, due to increasing population pressure and consequent poverty situation in the main land, many people migrated to coastal char areas for livelihoods in agriculture, fishing, cattle rearing etc.

Poor people taking possession of any land in the *chars* are not an easy matter. They are to submit or to confront the land grabbers who are linked with the social power structure. Poor people start living as tenant farmers, and a clear class division emerges in the *char* communities from the very beginning.

Agriculture (sharecropping) and agriculture labor are the main livelihood means for both male and female household members in the poor strata. Most of the landowners live in urban areas, and they lease out their lands to poor cultivators at a locally selected market rate.

The fisher community is also divided in to haves and have-nots. A few of them are owner of fishing boats, nets and working capital. The majority is assetless. The boat owners make advance payment (*dadon*) to the fishing laborers for meeting the living expenses of their family members during the lean fishing season and buy their labor power at an exorbitant low rate that compels them to move into a vicious circle of poverty.

The situation of women of poor fisher households is the worst. They are mostly dependant on the earning of male members for survival. Sometimes without arranging food for them, the males go for month-long fishing in the sea.

The prevailing socioeconomic conditions place women in a difficult situation by putting limitations in accessing natural resources and safety net services.

The following information from a number of PDO-ICZMP studies including “Women in the Coast” illustrates the vulnerable situation of women and the disadvantaged in the coast.

- 14 coastal districts out of 19 have higher extreme poverty than the country average.
- 15 districts have lower GDP per capita than the country average.
- 54 percent of rural households in the coastal zone are functionally landless.
- Rural active labor force for women is higher in the coastal zone, but wage rate is lower than

- An increasing number of women with children are migrating to big cities for work.
- Women suffer from lack of sanitation and drinking water facilities.
- Women experience domestic violence from husband or other relative from in-law side.
- The coastal interior has the highest concentration of female managed households, and women and children are victims of natural disasters in larger numbers.
- Women have very limited control over resources and have little decision making power.
- Women are the poorest of the poor in the char communities.

The natural calamities significantly affect women and the disadvantaged in their day-to-day living. Their basic human needs are not secured. Moreover women experience many constraints that limit their choices and opportunities.

## 1.2 Context

The ICZMP Project is a multi-ministerial and a multi-sectoral initiative financed by the Governments of Bangladesh, the Netherlands and the UK, which aims to create an environment where all relevant national and local institutions can work through integrating and harmonizing respective inputs to the cause of sustainable development of the common people.

The project further aims to build a development process in the coastal zone by combining poverty/livelihood oriented knowledge base and institutional framework for both the development practitioners and the beneficiaries. In this context, a good number of documents like Coastal Zone Policy (final draft), Where Land Meets the Sea: A Profile of the Coastal Zone of Bangladesh, Living in the Coast: People and Livelihoods, Women of the Coast, Perception of Direct Stakeholders on Coastal Livelihoods, Poverty Reduction Strategy Paper, ICZM Social Communication Strategy and Action Plan, etc., have so far prepared.

The 'Approaches for Mainstreaming Gender' is another document prepared in order to express the need for putting due attention to gender perspectives in a coastal development strategy that would lay emphasis on poverty alleviation through natural resources management.

## 1.3 Objectives

Gender is a fundamental crosscutting issue in the planning and organization of development programs. Gender roles and relations at community level are reflected in the participation of women and men in project implementation and have important implication on success. An understanding of the different roles, access and control over resources and different needs that women and men have in the household, in the community and in the wider society is fundamental to sustainable development.

Sometimes, in the name of Women in Development, some development initiatives are sectorized or compartmentalized and are isolated from mainstream development activities. So, it is necessary to focus on women and men in mainstream development policies and programs as an approach to institutionalize gender in the regular practices of development. The incorporation of a gender

- ◇ to increase the effectiveness of policy, planning and management by practitioners with the tools to integrate a gender perspective into their activities.

The overall objective of ICZMP is to contribute to the development process for economic growth, poverty reduction and social development of the people in the coast.

Under such special circumstances the Govt. of Bangladesh has formulated the **Coastal Zone Policy** to guide all the development partners in the coastal zone for integrated and coordinated development efforts for economic growth, poverty reduction and social development of the people in the coast.

The Coastal Zone Policy that awaits final approval from the Cabinet has been arranged round eight development objectives in line with those in the interim PRSP. These are:

- ◇ economic growth;
- ◇ meeting basic needs & creating livelihood opportunities for coastal communities;
- ◇ reduction of vulnerabilities and enhancement of coping capacities;
- ◇ sustainable management of coastal resource;
- ◇ equitable distribution of resources and economic benefits across social strata;
- ◇ empowerment of coastal communities;
- ◇ women's development and gender equity; and
- ◇ conservation and enhancement of critical ecosystems.

But in reality, in the absence of affirmative actions, development activities often impact women and men differently because of their gender roles in the society. It is necessary to ensure that there is gender equality in employment opportunities, access and control over natural resources, etc., not from 'charity' consideration, but from recognition of universal human rights.

For enhancing the living conditions of the disadvantaged people, particularly women, a gender mainstreaming process should be accelerated and strengthened. Specific objectives are:

- ◇ To provide the ICZMP practitioners and the beneficiaries with appropriate tools to assess the accurate needs of women and men in low-income households and the extent to which they are met by ICZMP policies, programs and projects; and
- ◇ To provide operational tools to intervene more effectively at policy, program and project levels by incorporating a gender perspective in to their formulation, implementation and monitoring.

## 1.4 Methodology

This document has been prepared taking inputs and essence from available GOB and PDO-ICZMP documents, consultation with relevant professionals and feedback from participants of a workshop where a draft paper was presented. These are sequentially mentioned below.

(a) Literature review included, among others, the following documents:

- d. Coastal Livelihoods - An introductory Analysis, PDO-ICZMP, WP011, January 2003
- e. Perception of Direct Stakeholders on Coastal Livelihoods, PDO-ICZMP, WP004, September 2002.
- f. Vulnerabilities, Opportunities & Emerging Issues as Transpired from Four Regional Workshops, PDO-ICZMP, WP003. August 2002.
- g. Gender Equality in the PDO-ICZM Program, Mission Report, 16-27 June 2002, by Marianne Nugteren.
- h. Gender Mainstreaming in ICZM, Mission Report, 10- 23 August 2003, by Marianne Nugteren.
- i. Women and Girls First, DFID Bangladesh, Country Assistance Plan, June 2003.

(b) Consultation meetings with some senior professionals working with government organizations, projects, development partners and NGOs also helped in sharpening ideas how to formulate an approach for mainstreaming gender in ICZMP. A list has been presented in Annex-B.

(c) Finally a workshop was organized at PDO-ICZMP office on 12 December 2004 where a draft paper on approaches to gender mainstreaming was presented for review and comment . Participants in the workshop extensively reviewed the document and contributed to synthesize such an approach through discussion and suggestion. Based on their inputs, the document has been finalized. Minutes of the workshop have been presented in Annex-C.

## 1.5 Structure of the report

This document has been structured in five chapters. Chapter-1 presents the context, objectives and the methodology. Chapter-2 describes evolution of gender policy and planning practices in development works. Chapter-3 deals operationalization of gender mainstreaming approaches in the programs of ICZM. It is presented in a Logical Framework Analysis. Chapter-4 put forwards some proposals how ICZM can contribute to sustainable development of women and the disadvantaged. Chapter-5 presents conclusions.

## 2 GENDER MAINSTREAMING

### 2.1 Evolution of concept

Women in Development (WID) issues began to merge in public discussion in the mid-sixties following a UN Convention that focused on discrimination against women.

The First World Conference on Women held in Mexico in 1975. Bangladesh had active representation in that conference.

The UN declared 1975 as International Year of Women and 1975-1985 as the Decade for Women with the theme: Equality, Development and Peace. During this period, awareness for WID issues in development circle gained momentum manifested in many women's movements worldwide.

In 1980, the Second World Conference on Women was held in Copenhagen and in 1985, the Third World Conference on Women was held in Nairobi. The Nairobi Conference formulated Forward Looking Strategies (FLS) for the advancement of women.

On December 18, 1989, the United Nations adopted the convention on the elimination of all forms of discrimination against women (CEDAW) and as a UN member country, Bangladesh signed it on 6 December 1984. The fundamental principle of the CEDAW is to give due recognition to women's effective participation in building up society on human values, advancement, and development of civilization. CEDAW is the universal international charter related to human rights to ensure equality between men and women and recognition of women's rights as human rights.

On 14 and 15 September 1995, the Fourth World Conference on Women, the largest ever, was held in Beijing. A high level Bangladesh team led by the Prime Minister participated in that Conference.

The MoWCA took the lead in initiating a sector-wise need assessment process in 15 Ministries of the GoB. Each ministry developed an action plan and on that basis the Government adopted the National Policy for Women's Advancement (NPWA) in March 1997.

The NPWA sets the goal of eliminating all forms of discrimination against women by empowering them with the ability to be equal partners in development. The national policy aims to promote and protect women's human rights, that is, to:

- ◇ ensure equal rights to have access to politics, administration, sports, culture and socio-economic activities;
- ◇ reflect positive image of women in media;
- ◇ eradicate persistent burden of poverty on women;
- ◇ ensure equal access to health and nutrition care;
- ◇ **p**rioritize education and skill training for women;
- ◇ emphasize protection from environment hazard;
- ◇ support measures for the security of abandoned, deserted women in need of special protection

- 28 (1)** The State shall not discriminate against any citizen on grounds only of religion, race, caste, sex or place of birth.
- 28 (2)** Women shall have equal rights with men in all spheres of the State and of public life. The Constitution also guarantees the provision of affirmative actions for the advancement of women and other backward sections of citizens.
- 29 (3)** Nothing in this article shall prevent the State from (a) making special provision in favor of any backward section of citizens for the purpose of securing their adequate representation in the service of the republic.

The evolution of gender sensitized development approaches can be summarized in the following order. These approaches are not do not correspond to conflicting schools of thought. Rather they are improvements in thinking about women, gender and development.

### ***Welfare approach***

Focusing on women's roles and their needs as mothers. Women's work was restricted to the reproductive sphere. Women were perceived as victims of under development.

### ***Equity approach***

Focusing on women's rights to equal opportunities for employment and political self-determination, in the home and in society at large. The UN Decade for Women (75 –85) endorsed this approach.

### ***Anti-poverty approach***

Focusing on women for poverty alleviation. It focused on basic needs and on women's productive (economic) roles.

### ***Efficiency approach***

Focusing on how women's contributions to development can be harnessed and maximized. It is also called the instrumental approach, because it sees women as human resource for development.

### ***Empowerment approach***

Focusing on social transformation, and empowering women through greater self-reliance. It is the latest one in the chain of gender approach conceptualization. The essence is that historically based inequalities are to be broken by strengthening and extending the power base of women.

## **2.2 Gender perspectives in ICZMP**

The term 'gender' refers to men's and women's roles and responsibilities that are socially determined. Gender is related to how people are perceived and expected to think and act as women and men, because of the way society is organized, not because of biological differences. Expectations from men and women may differ from culture to culture.

Mainstreaming refers to integration of some object in the mainstream or main activities.

Here gender mainstreaming refers to integration of gender perspective / needs and concerns in all stages of work throughout the project cycle starting from need assessment, baseline survey, planning

### 2.2.1 Economic growth

Status of women and the disadvantaged	Gender perspectives in the development cycle
<p>The coastal zone is lagging behind in socioeconomic development. Poor women are poorer than poor men. Because women have fewer economic opportunities and have less mobility than men. Socially prescribed roles and norms of behavior tend to increase their incidence of poverty.</p> <p>They have low wages, poor working conditions and limited employment opportunities.</p> <p>Discrimination in education, health care, training, hiring, lack of access to productive resources, all contribute to restricted opportunities for women to contribute to economic growth.</p> <p>Although both women and men from disadvantaged strata in the coast experience socioeconomic deprivations and unpredictable natural disasters, the women are the worst sufferers. In hardship situation they can't escape from the responsibility of arranging food and shelter for children. Consequently the number of poor women is increasing day by day. Some social scientists call it as 'feminization of poverty'. This relative impoverishment of women is the prime concern in the planning for economic growth.</p>	<p>In the planning for economic growth oriented poverty reduction program, a socioeconomic feasibility study should be carried out in order to see who (men, women, advantaged, disadvantaged) are getting benefits and to what extent. The positive socioeconomic benefit-cost ratio (BCR) shall be the main criteria for selection of scheme for implementation.</p> <p>The other entry points in gender perspectives include:</p> <ol style="list-style-type: none"> <li>a. Need and opportunities exist for increasing women's productivity.</li> <li>b. Need and opportunities exist for increasing women's access to and control over resources.</li> <li>c. Need and opportunities exist for increasing women's access to and control over benefits.</li> <li>d. Right based selection of development activities, not charity.</li> <li>e. Participation of beneficiaries in project formulation not imposed.</li> <li>c. Simple technology where female laborers can get employment.</li> <li>g. Promoting those activities where coastal resources (accessible to women and the disadvantaged) can be used as basic raw materials.</li> <li>h. Isolated <i>chars</i> and islands where most disadvantaged live should be brought under poverty reduction program.</li> <li>i. Development of tourism facilities across the coast could be encouraged through private sector as well as direct foreign investment.</li> </ol>

## 2.2.2 Basic needs & creating livelihood opportunities for coastal communities

Status of women and the disadvantaged	Gender perspectives in the development cycle
<p>A basic problem of rural Bangladesh including coastal zone is lack of regular wage employment for majority of its people and consequent lack of productivity and income and a situation of rapid pauperization.</p> <p>It is a tradition (gender division of labor) that men work outside the homestead and women within. For household needs, (expenditure saving) many hard jobs like fish processing, fish drying, post harvesting agricultural jobs, feeding of own cows, ducks and chickens etc. besides compulsory cooking meals are usually considered the job of women. It is a pity that many people in the society do not recognize such jobs as economic activities, as these do not bring any visible cash income for the family. In many cases, women are oppressed, as they are considered a liability in the families.</p> <p>In the CZ (Women of the Coast, WP027) women's involvement is mainly in the non-formal and non-monetary sector while men's involvement is in the formal and the monetary sector. Women are mostly confined in domestic domain, whereas the males are more involved in public domain, which includes political and economic activities that help in gaining access to and control over resources.</p> <p>In the absence of any regular wage earning jobs, both male and female household members engage themselves simultaneously in a few self-managed agriculture and marketing activities. Poor women work for the neighbors on personal contracts for wage or food or a share in the produce. Here also men can earn some cash, as they go to the market for selling their produce and women tend to work on subsistence terms.</p> <p>A few women have started to come out of seclusion, not for 'women's freedom', but for 'search for freedom from poverty'. The development policy and project interventions by govt. agencies and NGOs have contributing to participation of women in the development work.</p> <p>Employment opportunities are scarce in relation to the need of women in rural areas, and so, an increased number has been migrating to urban areas or big cities in search of job.</p>	<p>The World Summit on Sustainable Development (WSSD) in 2002 identified five areas: water and sanitation, energy, health, agriculture and biodiversity for particular focus. In the CZ, these areas should get priority considerations for meeting the basic needs of women and the disadvantaged. At the same time, creation of job opportunities for women to find options for diversified livelihoods will be means for gender mainstreaming in ICZMP.</p> <ol style="list-style-type: none"> <li>The coverage of free primary school, health center, sanitation and safe drinking water facilities will be intensified. The women members from local civil society should have access to the operation and maintenance of these facilities.</li> <li>Grow More Food, Green Revolution is the strategy for attaining self-sufficiency in food as well as creating sustainable livelihoods for a vast number of women and disadvantaged.</li> <li>The private sector and the NGOs will be encouraged to initiate local agriculture and natural resource based small and cottage industries in the CZ to create job opportunities for women at competitive wage rate.</li> <li>Collateral free micro-credit on easy terms will be arranged for women groups to undertake IGAs.</li> <li>From among landless people the female heads of households should get priority in receiving <i>khas</i> lands. Also they should get priority in employment opportunity and social security.</li> <li>To facilitate coastal navigation, a labor-intensive and low technology based maintenance program will be introduced, that will create a demand for a huge number of female laborers in maintenance excavation regularly in every dry season.</li> </ol> <p>An integrated transport network will be developed and maintained by combining the selected number of roads and waterways in the CZ. The program will facilitate the farmers in selling their produce and buying inputs and others necessities at fair price. The female laborers will also get short-term employment in construction and maintenance work.</p>

### 2.2.3 Reduction of vulnerabilities and enhancement of coping capacities

Status of women and the disadvantaged	Gender perspectives in the development cycle
<p>In the CZ women are more vulnerable to natural disasters like cyclone, tidal surge, erosion of riverbank, flood, acute salinity in water etc.</p> <p>Any damage or loss of household assets as a consequence of any disaster affects women profoundly.</p> <p>At the time of disaster and afterwards women face severe odd situation in arranging food, shelter, drinking water, sanitation facility etc. for themselves and for other members in respective households.</p> <p>In case of cyclone or tidal surge, the mother alone carry everything to the nearby 'cyclone shelter' if any, or to an assumed safe place at the eleventh hour. Then no sooner the cyclone is over the mother rushes back to her homestead for regaining some other assets abandoned earlier.</p> <p>Since women move with children and belongings during disaster, their agility is affected and in some cases they meet with fatal situation along with children.</p>	<p>In the CZ the development initiatives should address the vulnerability issues of women for achieving the goal.</p> <ol style="list-style-type: none"> <li>A 'Comprehensive Disaster Management Plan' should comprise the coastal natural conditions and gender dimensions.</li> <li>In order to enhance the coping capacity of women at times of natural disaster, women should participate in the disaster mitigating mechanism.</li> <li>Local disaster management committees should be formed with women volunteers from the disaster prone villages.</li> <li>Upon receiving training on disaster management the volunteers can correctly disseminate prediction and information to their fellow people and also guide them in taking necessary measures.</li> <li>Safety of livestock is a big concern of women in the coast. So, <i>killas</i> should get priority in selection of infrastructure for disaster mitigation.</li> <li>Trees can protect life and property from natural disasters in the coast. So, a massive tree plantation program as social forestry should be undertaken with participation of women.</li> </ol>

### 2.2.4 Sustainable management of coastal resources

Status of women and the disadvantaged	Gender perspectives in the development cycle
<p>The coastal zone is full of diverse natural resources; arable land, inland and marine fisheries, shrimp, mangrove and other forests, grazing land, salt, source of renewable energy like tide and wind.</p> <p>Optimum utilization of these resources could lead to sustainable development of women and men.</p> <p>But women have little effective access to those resources because of prevailing gender division of labor. Only homestead is the women's domain. On the other hand women's life and livelihood largely depend on utilization of natural resources.</p> <p>This is a legacy of cultural tradition and custom affecting women's mobility. Due to acute poverty, women from poor strata try to break this tradition to get access to outdoor work related to utilization and management of natural resources.</p> <p>Such development trend should get support and</p>	<p>Participant in the management of natural resources by women is an important issue in development initiatives.</p> <ol style="list-style-type: none"> <li>Information campaign on sustainable use of renewable resources by both women and men could be organized.</li> <li>Government regulations on conservation of particular natural resources could be made a little flexible for allowing time to find alternative means for livelihoods of women and the disadvantaged.</li> <li>For availability of pure drinking water at the reach of women and disadvantaged, an arrangement of rainwater harvesting, excavation of ponds and water treatment could be initiated within locally available technology.</li> <li>Intensification and diversification in agricultural practices will be supported in order to promote gainful employment for women.</li> </ol>

### 2.2.5 Equitable distribution of resources and economic benefits across social strata

Status of women and the disadvantaged	Gender perspectives in the development cycle
<p>Due to uneven power relations, an unjust social system has appeared. It creates division in human society in respect of gender.</p> <p>As a democratic state, the Government of Bangladesh has constitutional provisions for equal access of all citizens to the national resources and benefits. But due to some social, economic and institutional barriers, women and the disadvantaged are still deprived.</p> <p>As elsewhere in Bangladesh, the women in the CZ are victims of inequalities in socioeconomic life.</p>	<p>Women and the disadvantaged should have access to resources and economic benefits.</p> <ol style="list-style-type: none"> <li>a. The development programs for women and the disadvantaged should be designed and implemented in a participatory way involving the beneficiaries for ensuring their access to resources and benefits.</li> <li>b. Women from remote areas should also be provided with development services.</li> <li>c. Human resource development (HRD) programs for women (education and awareness, health, nutrition, sanitation, disaster management, skill training, participatory action research etc.) should be organized to give direct benefit to women and the disadvantaged.</li> <li>e. Project support should be intensified in the sectors where women and disadvantaged could avail livelihood opportunities.</li> </ol>

### 2.2.6 Empowerment of coastal communities

Status of women and the disadvantaged	Gender perspectives in the development cycle
<p>Empowerment of women restructures gender relations, builds alternative structures at all levels and promotes participation in all development actions.</p> <p>Different studies have indicated that such an empowerment process has kicked off.</p> <p>Micro-credit institutions under Govt. and NGO support have been functioning for empowering women.</p> <p>Many govt. departments employ female labor groups as contractor or sub-contractor to implement labor based (low technology) infrastructure development and maintenance works.</p> <p>Many women's organizations, entrepreneurs and activists are active in the coast.</p> <p>Women are consciously participating in the election of LGIs, CBOs and other NGOs.</p>	<p>Participation of the beneficiaries (women and the disadvantaged) in mainstream development activities is necessary for empowerment.</p> <ol style="list-style-type: none"> <li>a. Effective cooperation among govt. agencies, established for implementation of development projects with participation of women and advantaged is necessary.</li> <li>b. Participatory and bottom-up planning could be initiated to have right based and gender-need based project.</li> <li>c. The female staff members from local govt. institutions and organizations at union and upazila levels should receive gender training for effective contribution to the planning and implementation of locally selected development programs.</li> <li>d. Special initiatives could be taken for women from marginalized groups living in coastal zone.</li> <li>e. An information campaign on gender mainstreaming approach shall be organized for all GOs, NGOs, CBOs and LGIs in the CZ.</li> </ol>

### 2.2.7 Women's development and gender equity

Status of women and the disadvantaged	Gender perspectives in the development cycle
<p>There are gender inequalities in the coastal zone particularly in the fields of access to livelihood resources.</p> <p>Malnutrition among women from poor strata in coastal zone is severe (twice the national average).</p> <p>Poor access to tubewells cause heavy workload on poor women.</p> <p>IMR in CZ is higher than national average specially for girls.</p> <p>Women work largely in domestic and subsistence level.</p> <p>Wage rate in CZ is lower than national average and for women it is half than that of men.</p> <p>Health infrastructure is more inadequate in CZ than the national average.</p> <p>Due to poor law and order situation in the remote areas, there are more instances of atrocities like trafficking, raping, abusing, acid throwing etc. against women.</p> <p>The national strategy of states amount the importance of women's development and reduction of gender-gaps as a development objective. The Govt. has ratified major international conventions on the rights of women and children.</p>	<p>For the vision of women's empowerment to be achieved, the gender sensitive programs must be planned and designed according to some agreed upon criteria.</p> <p>First, the plans and programs must pursue parallel tracks: capacity building with consciousness raising, and structural transformation.</p> <p>Second, the programs should take a definite stand: gender affirmative actions on development directions.</p> <p>Third, the programs should affect all spheres of women's life.</p> <p>For planning and design to be effective, there is a need to carry out a study for determining the situation of the women, their needs and concerns and what they want to achieve.</p>

### 2.2.8 Conservation and enhancement of critical ecosystems

Status of women and the disadvantaged	Gender perspectives in the development cycle
<p>The coastal zone has diversity of natural resources. It has sites for export processing zones, harbors, airports, land ports, tourist resorts, and opportunities for many other industries.</p> <p>The Sundarban, the world largest stretch of mangrove ecosystem ( a World Heritage Site), Coral ecosystem at St. Martin's, fishes in Bay of Bengal, all is important common property resource.</p> <p>Increasing human settlement in the coast and consequent over-exploitation of natural resources out of greed for wealth accumulation, the ecosystems has become vulnerable</p> <p>Many women and the disadvantaged catch shrimp fry that ruins many other species</p>	<p>Proper conservation of ecosystems in the CZ is a must. Strict implementation of all national and international rules is needed.</p> <p>Women's needs and concerns should be integrated in the programs for conservation of ecosystems.</p> <p>Women of the coast could be involved in tree plantation program in new <i>chars</i> and islands.</p> <p>Women are also users / beneficiaries of aquatic and forestry resources. In mass awareness campaigns, women of the coast should be consulted for assessing their needs ,concerns and contributions.</p>



### **3 OPERATIONALIZATION OF MAINSTREAMING APPROACHES**

The concept of gender integration in development planning, why it is so important and what are the specific gender perspectives that should get priority consideration to achieve the development objectives of ICZMP has been described in the preceding chapter. This chapter deals with operationalization of the approach for gender mainstreaming, how the gender perspectives can be integrated into the cycle of ICZMP development initiatives. This has been done using a logical framework analysis (LFA).

## Logical Framework Analysis (LFA)

ICZMP Policy	Program Objective	Planning Strategy	Input	Output
<b>Economic Growth</b>	Poverty Reduction from among the women and disadvantaged.	Responds to Women's needs and concerns, Women's access to and control over resources and benefits Labor intensive Low technology Use of coastal resources Participatory.	Socioeconomic feasibility study Project Design and Approval Training for project staff on Gender Strategy (women are less productive, women are not interested in technology, such wrong ideas should be changed). Training for target group members on: - Group organization Project management On-Job skill	Gender disaggregated data Participation Employment generation Average income Wage rate Savings Use of savings for IGAs
<b>Basic Needs and Livelihood Opportunities</b>	Intensification of development services and facilities at the reach of women and disadvantaged in rural communities.	Active representation of women in Management and O&M Committees. Playing leading roles in receiving dev. services. Participation of NGOs/ private sector in dev. activities.	Training for field level GO-NGO staffs and UP and other MC members on ICZMP- Gender Strategy. Reorganization of MCs and OMCs with dominant representation of women. Motivation for increased participation of women as: Contact farmer of agriculture, livestock and fisheries extension programs. Clients of NGO / private sector service.	No. and level of staff participation in Gender T Gender ratio in MCs and Activity wise No. of women participation.
<b>Reduction of vulnerabilities and enhancement of coping capacities</b>	Creation of disaster prevention infrastructure and institutional framework. Strengthening disaster mitigation program.	Social BCR (Benefit Cost Ratio) should get priority in scheme selection. Special needs and concerns of women and disadvantaged during and after disasters should get particular attention in the mitigation plan. Active participation of community level women and men should be considered.	Socioeconomic plus technical feasibility study. Information campaign for participation of women and men in the construction work and post construction O&M work. Selection of community level volunteer's groups with dominant women representation. Training of volunteers on: disaster prediction signal and information dissemination. Guiding fellow people during disaster period and afterwards.	No. of women participate construction work, maintenance work and in O&M Committees No. and percentage of women the volunteers. Quality of disaster mitigation training course for volunteers

ICZMP Policy	Program Objective	Planning Strategy	Input	Output
<b>Sustainable Management of coastal Resources</b>	Intensification and diversification of Agriculture, Livestock and fisheries program For best utilization of arable land, grazing land and water bodies	Present status and future possibilities of access to available natural resources by women Participation of women in plan and implementation	Strengthening of extension program by agriculture, livestock and fisheries departments through training and visit programs to the contact farmers. Also by NGOs to their clients. For drinking water, rain harvesting and pond water treatment plants with locally available low technology could be undertaken.	Activity wise number of v participation achieved. Number of women under support Number of projects and q of water
<b>Equitable distribution of resources and economic benefits across social strata</b>	Human Resource Development (HRD) of women through education and skill training for qualifying them to get access to resources and benefits.	Gender related socioeconomic deprivation of women in the coast	Development of HRD training module for women. Subjects: Functional literacy, socioeconomic awareness, health, nutrition, sanitation, family planning, HIV/AIDS, Natural environment, working environment, disaster mitigation and, on-job skill training. Conduction of training courses in collaboration with concerned departments and involved NGOs. Collaboration with Banks / NGOs for credit support to the trained up women.	Socioeconomic baseline information of the selecte women for training. Subject wise list trainees List of trainees participat skill training. List if trainees taken micr credit.
<b>Empowerment of coastal communities</b>	Information campaign on ICZMP's gender mainstreaming strategy and development initiatives.	Women in mainstream development activities. Development activities should run in institutional framework.	District wise workshop on Gender Mainstreaming for senior GO-NGO staff. Upazila wise Gender Training course for junior GO-NGO staff	Participants' list Debates Recommendations
<b>Women's development and gender equity</b>	Promoting gender sensitized development programs	The programs should affect all spheres of women's life. Women's needs, resources and what they want to achieve.	Data collection and analysis Consultation Workshop Advocacy Information campaign Technical assistance	Periodic report Special report
<b>Conservation and enhancement of critical ecosystems</b>	Development of mass awareness on the needs for conservation of ecosystems	Inventory of ecosystems in CZ Role of women in enhancement of critical ecosystem.	Preparation of mass information papers. Video recording of great ecosystems. Radio / Television program Information campaign at rural market places through video projector.	Quality of contents in the information papers. Frequency of Radio / TV broadcasting.



## 4 PRIORITY AREAS

### 4.1 Women as a target group

Following ratification of CEDAW, the Govt. of Bangladesh, UN Agencies, Donor Agencies, and a number of NGOs including rights based organizations have been implementing many development programs for the welfare of women and the disadvantaged across the country. But in spite of so many projects there are still a huge number of poor women in the country. They are deprived of not only women's rights, but also the basic amenities of human life. It is a common situation for more than fifty percent of the female population in the coast.

In rural areas, household is a production unit. Here most women cook food, grow vegetables, keep livestock and poultry and participate in homestead based agricultural activities. All the household members work according to capacity. But if there is acute economic hardship, such family ties gradually slack down. Men tend to migrate, most often seasonally, and women and girl children become victim of the situation.

Under market economy, the poor often pay the price for 'development'. So the State makes interventions in support of the poorer sections of the population. Such poverty reduction measures, if organized properly, can wipe out the root cause of destitution of women in the country. Due to poor governance, benefits do not reach the poor, the income disparity between rich and poor is widened and poverty situation aggravates further. A poverty reduction program that could influence the social conditions of women and the disadvantaged should address the right target groups, right schemes and right implementation methodology. In other words, women from poor strata should be targeted as a priority group for development interventions.

### 4.2 Thrust areas

For women's empowerment, the development interventions must have active participation of women from beginning to end. They should be organized for continuous development actions.

With a little on-job training they, as a collective force, can successfully implement minor earthwork for embankment, tree plantation, embankment maintenance and like other labor-based schemes through signing contract agreement as small contractor. They can also collectively or in small groups can run integrated agricultural farms (fish, vegetables, plant nursery, poultry, cattle) on self-help basis by taking micro-credit from.

The process for women's mobilization necessitates women's participation in training on social awareness, planning and resource management. Courses should be designed in such a way that the participants find those very closely related to their needs and concerns. Extension staff should assist them in all respects.

The contents of training courses may include, among others:

- ◇ family laws, human rights, women rights, child rights, etc., as guaranteed in the Constitution and other laws;

as a weaker sex in accessing resources and in participating in decision-making. In the development objectives of the national strategy of the government (iPRSP), as well as in the draft coastal zone policy, 'gender' issue has been addressed in two ways. First, it is considered a crosscutting issue that needs to be attended and mainstreamed in all spheres. Secondly, there should be specially designed programs that would contribute to reduction of gender gaps. In order to enable the disadvantaged women to assert their role in respective communities and in the public domain, concerted efforts are needed to enhance their capacity. This boils down to following propositions.

- Plans and programs must follow parallel tracks for **capacity building** along with consciousness raising. This includes carefully selected training programs.
- Programs should take a definite stand in the form of **affirmative actions** in the field of development. This includes special projects directly contributing to reduction of gender gaps and enhancement of women's situation.
- programs should affect **all spheres of life**. This includes an institutional mechanism to see the effective utilization of gender mainstreaming approaches towards achieving the objectives of empowerment of women and the disadvantaged in the coast.

## 5 CONCLUSION

Leading issues in ICZM concept in Bangladesh is poverty reduction and empowerment of coastal communities. Women as a category should be the natural targets for interventions to achieve the desired results.

An approach to mainstreaming gender in all spheres of life would essentially include incorporating gender concerns in a coastal development strategy. This means, the feasibility of each intervention should be appraised in terms of how it affects the state of gender equality/inequality. Selection criteria for priority investment programs (PIP) should adhere to this strategic thrust.

However, there is no alternative to selected affirmative actions exclusively designed for women as beneficiaries. For greater success of these actions, it is an imperative to enable women to participate in all stages of interventions, from planning through implementation, monitoring and evaluation. This may be initiated through some pilot exercises in vulnerable areas and in vulnerable communities.

It is true that most women are involved in natural resources-based activities, either on a self-employment basis or as waged workers. Accessing common access resources has been a gray area for women. Community management of natural resources by women in selected fields can be an entry point for affirmative actions.



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## ANNEX-A: CONSULTATION WITH SENIOR PROFESSIONALS

Name	Organization	Date /Time	Key discussion points
Mr. GJN Murshid <i>Sr. Scientific Officer</i>	WARPO	1st Nov. 2004 10.00 – 11.00	Reduction of natural disaster vulnerabilities by involving women in the disaster mitigation plans and activities.  Raising social awareness level to reduce the risk of gender violence in CZ
Ms. Zakia Yasmin Zoarder <i>DD (Planning .&amp; Evaluation)</i>	DWA	22 <sup>nd</sup> Nov. 2004 10.00-11.00	Massive socioeconomic awareness raising training courses including a 12-lesson module by BRAC could be organized for the girls and the adolescents in Coastal Zone for empowerment.
Ms. Dilruba Banu <i>Monitoring &amp; Evaluation Officer</i>	MoWCA	2 <sup>nd</sup> Nov. 2004 11.15 -12.45	Women are the worst victims of natural disasters in the coastal zone. That should be addressed strongly in the immediate and long-term mitigation programs.  Elimination of violence against women should be ensured in the gender mainstreaming approach.
Ms. Hamida Khatun <i>Gender Advisor</i>	MoWCA	2 <sup>nd</sup> Nov. 2004 11.15 -12.45	Ensuring women's opinion on the strategic priority actions before finalizing gender strategy papers. Emphasis should be given on to the poverty alleviation to reduce gender violence
Ms. Sharmeen Murshid <i>Chief Executive</i>	BROTEE	2 <sup>nd</sup> Nov. .2004 13:30 – 14.30	Implementation of Gender strategy paper and a Logical Frame Work Analysis
Ms. Amita Dey <i>Social Advisor</i>	DFID	4 <sup>th</sup> Dec. 2004 11.00 –12.00	There should be priority actions for women's advancement in CZ
Mr. Shahidul Azam <i>Project Director</i>	BRDB	4 <sup>th</sup> Nov. 2004 13:00-14.00	Ensuring women's opinion on the strategic priority actions before finalization
Ms. Salma Shahid <i>Assistant Engineer</i>  Ms. Begum Shamsun Nahar <i>Gender Specialist</i>	LGED SSWRDSP	16 <sup>th</sup> Nov. 2004 11.00 -11.30	Opportunities to enhance livelihoods are not always the same for men and women.  Training, credit, health and education facilities are prominent means of enhancing women livelihoods opportunities.



## ANNEX-B: MINUTES OF THE WORKSHOP ON GENDER STRATEGY

### Proceedings

A half-day workshop on the draft “Gender Strategy Paper for the Coastal Zone of Bangladesh” was held at the conference room of PDO-ICZMP on 12 December 2004. The workshop started at 10:30. Mr. Mohiuddin Ahmad, Co-Team Leader & Social Development Expert and Mr. Akhter Hossain Bhuiya, Institutional Expert of PDO-ICZMP successively moderated the session. The workshop continued up to 13:00.

The working session was comprised of two presentations. Mr. Mohiuddin Ahmad presented an overview of the ICZMP project and activities. Ms. Khuku Chakraborty, Gender Advisor of PDO-ICZM, presented the draft “Gender Strategy Paper for the Coastal Zone of Bangladesh.”

After the presentations, participants took part in an open discussion. In the concluding remarks Mr. Akhter Hossain Bhuiya, Institutional Expert, mentioned that PDO-ICZMP is the platform to formulate a gender approach for the coastal zone and in doing so, agency interaction and exchange of views and thoughts will enhance the opportunity to prepare a user-friendly gender approach for the overall development of the coastal zone.

### Points of discussion

- Mandatory areas for gender mainstreaming in PDO-ICZMP need to be reflected in the gender approaches.
- Emphasis should be given on the social vulnerabilities as well as the legal vulnerabilities.
- Human practices, behavioral patterns and attitudes need to be identified as the center of attention.
- Objectives of gender mainstreaming in the coastal zone need to be emphasized. Actions for gender mainstreaming should be area specific.
- Discussion triggered on to the use of the terminologies i.e., equality and equity in the gender strategy paper. Conceptualization of gendered issues and wording is also important to formulate a gender approach.
- The gender strategy should focus on women’s participation from the beneficiary level, as well as from the planning level.
- Awareness raising should be described with certain prioritized actions from grassroots to policymaking level.
- To accelerate economic growth, identification of ways and means and existing resources, laws, practices should be described briefly in the strategy paper.
- In case of equitable distribution of the resources, emphasis should be given on some core arenas i.e., decision-making process, men-women’s participation in the policy uses, etc.
- Emphasis should be given to women’s functional literacy and training. Training needs on

- Gender strategy should have an operational guideline.
- As Female Headed Households are a common phenomenon in the coastal zone due to seasonal migration, certain measures to enhance their coping capacities and livelihoods should be identified. Emphasis should be given on Char land violence, social insecurity and seasonal violence.
- Gender strategy should indicate how to integrate NGO involvement.
- Qualitative and quantitative indicators both are equally important to analyze women's position, status and progress in the coastal zone. Therefore, recommendation should be made for both types of analysis.
- Livelihoods options and opportunities are not same in the coastal zone and it has to be acknowledged.
- Norms and values of specific areas should be considered for strategizing actions.
- Indigenous technologies and knowledge should be highlighted.
- Concepts and ideas on women's empowerment in the coast need articulation.

#### **List of participants**

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11. Mr. Akhter Hossain Bhuiya, Institutional Expert, PDO-ICZMP.