

# Framework for Gender Integration in Urban Sanitation

in Andhra Pradesh



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## Definitions

Gender	Culturally and socially constructed roles, responsibilities, privileges, relations and expectations of women, men, boys and girls. Gender is not another word for women or for differences based on sex.
Gender Equality	Gender equality is achieved when women and men enjoy the same rights and opportunities across all sectors of society (including economic participation and decision making) and when different behaviours, aspirations and needs of women and men are equally valued and favoured.
Gender Equity	Gender equity is an approach that ensures fairness in treatment of both women and men according to their respective needs.
Gender Integration	Gender integration (or mainstreaming) is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equity.
Women's Empowerment	Women's empowerment is a process that creates power in women over their own lives, society, and in their communities. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality.
Gender Analysis	Gender analysis is a critical and systematic examination of differences in the constraints and opportunities available to an individual or group of individuals based on their sex and gender identity. It leads to the identification of who may be included and who may be getting excluded from an investment or project on the basis of their sex or gender identity.
Gender Audit	A gender audit assesses the extent to which gender equality is effectively institutionalised in policies, programmes, organisational structures and proceedings (including decision-making processes) and in corresponding budgets.
Gender Budgeting	Gender Budgeting is application of gender mainstreaming approach in the budgetary process. It involves carrying out an assessment of the budget to establish its gender differential impact. It encompasses incorporating a gender perspective at all levels and stages of the budgetary process and paves the way for translating gender commitments to budgetary commitments.



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BACKGROUND

**G**overnment of Andhra Pradesh (GoAP) has made accelerated efforts to achieve universal urban sanitation in line with the Swachh Bharat Mission – Urban (SBM-U) launched by the Government of India (GoI) in 2014. GoAP constituted the Swachh Andhra Corporation (SAC) in May 2015 with an objective of eliminating open defecation; eradicating manual scavenging; undertaking solid and liquid waste management; Information, Education and Communication (IEC); and capacity building in urban (and rural) areas of the state. Through SAC, the state undertook extensive provisioning of Individual Household Latrines (IHHLs), Community Toilets (CTs) and Public Toilets (PTs) for households and areas that previously lacked sanitation facilities. Till 31<sup>st</sup> March 2016 approximately 1 lakh IHHLs<sup>1</sup>, 580 CTs<sup>2</sup> and 423 PTs<sup>3</sup> were constructed across the state's urban areas. The result of these efforts has been that Andhra Pradesh became a front runner among Indian states in declaring its urban areas to be Open Defecation Free (ODF) in October 2016<sup>4</sup>.

To institutionalize sanitation and deepen its implementation in 2016 GoAP launched the State Sanitation Strategy (SSS), a guiding document for steering the state's sanitation agenda and supporting planning and delivery of sanitation infrastructure and services. Having surmounted the challenge of ensuring access to sanitation in urban areas, GoAP expanded its focus to achieving total sanitation or ODF++ which is to go beyond “ensuring access to adequate, equitable and safe toilet facilities for all” by including “safe containment, emptying, conveyance, treatment and reuse of faecal waste”. This focus on Faecal Sludge and Septage Management (FSSM) is of crucial importance in the state as most urban households depend on On-Site Sanitation (OSS) systems (including septic tanks and twin pits). Of the 110 Urban Local Bodies (ULBs) in the state, households in 104 (95 percent) of the ULBs depend on OSS systems. In the balance six<sup>5</sup> ULBs, which have underground sewerage systems, the coverage is partial and a substantial proportion of households depend on OSS systems. With a view to achieving safe management of faecal sludge, GoAP with support from Administrative Staff College of India (ASCI) and Bill and Melinda Gates Foundation (BMGF) introduced the Faecal Sludge and Septage Management (FSSM) Policy and Operational Guidelines in 2017 (Government Order 134). The policy details the approach of operationalising safe FSSM from ensuring the quality of containment systems, safe emptying and transportation practices, and Behaviour Change Communication (BCC) for sustained usage of toilets and hygiene practices and scientific treatment of sludge. Further, in October 2017, GoAP launched the Swachh Andhra Mission to facilitate operationalisation of its FSSM policy at a local level. GoAP has adopted a two-pronged approach for ensuring safe and scientific management of all faecal waste in ULBs, which includes (a) setting up of Faecal Sludge and Septage Treatment Plants (FSTPs) and (b) co-treatment of septage at existing and/or proposed Sewerage Treatment Plants (STPs) to achieve 100% coverage of treatment facilities in all ULBs which in turn will help achieve improvements in environment and public health.

While significant progress has been made with respect to ensuring access to sanitation facilities and making towns and cities ODF and ODF ++, concerted efforts are required to ensure that access is equitable. In the context of urban sanitation, exclusion could be rampant and all pervasive, if left unaddressed. Research and field interventions have revealed that a wide range of population groups face exclusion during planning and

<sup>1</sup> 99,150 IHHLs

<sup>2</sup> With 2485 seats for men and 3897 seats for women

<sup>3</sup> With 2205 seats for men and 1979 seats for women

<sup>4</sup> Gujarat was the other state which declared its urban areas ODF on 2<sup>nd</sup> October 2016

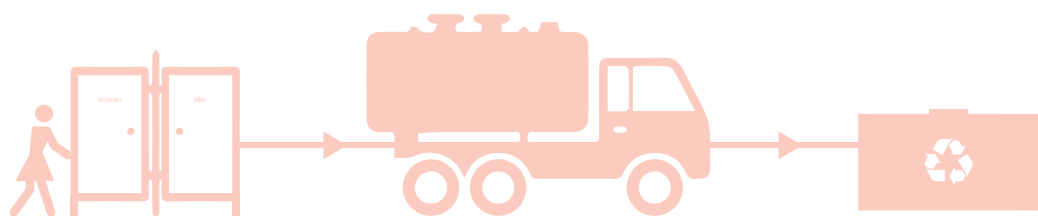
<sup>5</sup> These include Rajahmundry, Tirupati, Vijayawada, Vishakhapatnam, Vizianagaram, and Nellore

implementation of sanitation related initiatives across the sanitation value chain<sup>6</sup>. A three town (Anantapur, Kovvur and Narsapur) study brought to light that in an urban sanitation context caste, based groups (including Scheduled Castes and Other Backward Castes), Scheduled Tribes, unorganised sector, elderly, rag pickers/beggars/destitute/migrants, fisherfolk, shikaris/Yerukula, construction workers, transgender persons, Persons with Disability (PwD), manual scavengers, public health workers, single women households and sex workers face exclusion<sup>7</sup>. Of all excluded groups it is women and girls who are the most vulnerable and marginalised.

Women and girls have specific needs<sup>8</sup> from sanitation infrastructure, the absence of which strongly limits their ability to access and use these facilities. They also face discrimination and potential safety risks while using public or shared sanitation facilities. Gender differences and intersectionality of caste, economic status, education level, occupation etc. further deepen exclusion. These dynamics not only influence women's access to sanitation and FSSM services but also impact their health, development, and empowerment status. Women and girls are mostly excluded from decision making processes related to sanitation at household, community and city levels. Further, women are yet to be recognised as providers of sanitation related products and services (as entrepreneur and service provider) along the sanitation value chain.

Exclusion is fuelled by structural and systemic impediments. It is only through effective empowerment, representation and participation of women, girls and others in vulnerable situations that transformative changes towards equitable sanitation can be possible.

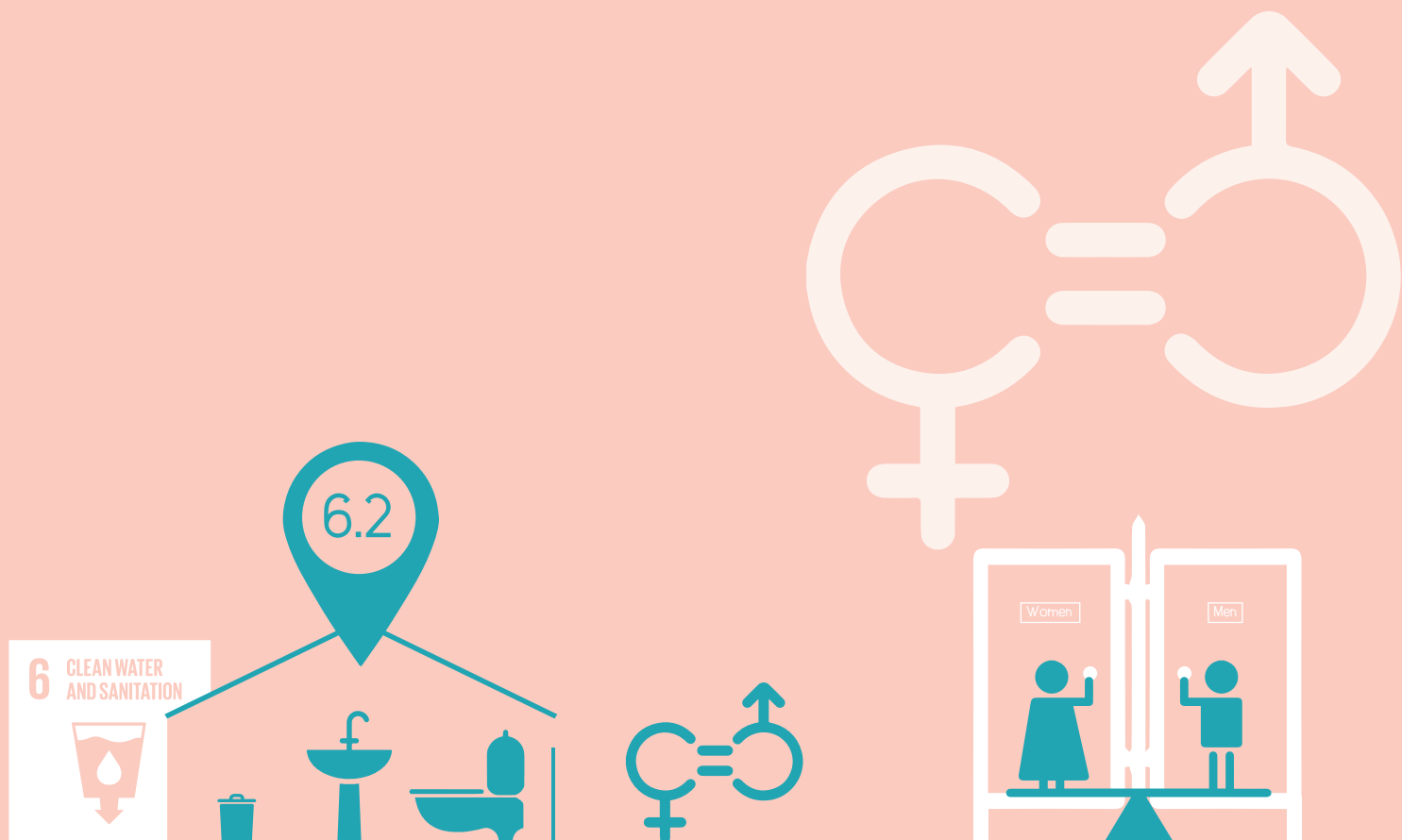
Andhra Pradesh has a robust institution in the form of Mission for Elimination of Poverty in Municipal Areas (MEPMA), a society under the Municipal Administration and Urban Development Department (MA&UD), GoAP which has been entrusted with the mission of “empowering urban poor women, especially those residing in urban slums to ensure their financial inclusion”. MEPMA works towards empowering women and has a focus on gender equity, health, financial inclusion and livelihoods. MEPMA is suitably positioned to spearhead interventions towards gender integration in urban sanitation in the state. ULBs in tandem with MEPMA will implement gender integration interventions as outlined in this framework.



<sup>6</sup> Includes containment, emptying, transport, treatment and disposal / reuse

<sup>7</sup> As revealed by a project titled “Gender Integration for Inclusive and Equitable Sanitation” being implemented across three towns (Anantapur, Kovvur and Narsapur) by a consortium of Administrative Staff College of India (ASCI), Centre for Study of Science, Technology and Policy (CSTEP) and Centre for Advocacy and Research (CFAR) with support from Bill and Melinda Gates Foundation (BMGF)

<sup>8</sup> Including location, design, presence of amenities, awareness on hygiene and finance for availing services



# 2

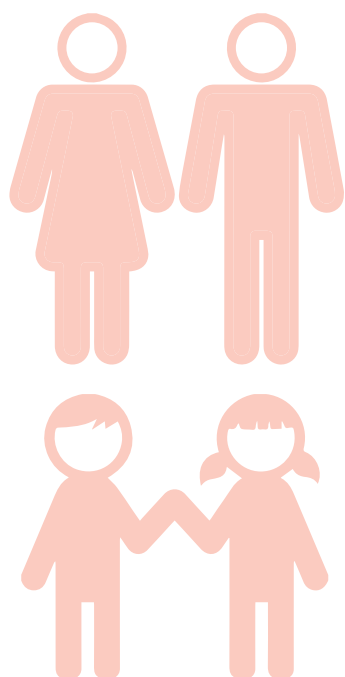
## NEED FOR GENDER INTEGRATION IN URBAN SANITATION



**G**ender is a concept that refers to socially constructed roles, behaviours, activities and attributes that a particular society considers appropriate and ascribes to men and women. Gender not only shapes how a person accesses various services but also influences their roles and responsibilities in the household, and affects their participation and decision-making power in policies and programs. Gender integration requires a shift away from seeing women and girls as “beneficiaries” of development programs to viewing them as “agents of change” for their own individual and collective empowerment.

Gender integration, in an urban sanitation context, is about ensuring that the needs and interests of all genders, particularly women, are an integral part of the design, implementation, monitoring and evaluation of all sanitation related policies, programs, budgeting and institutional processes, so that everyone has an opportunity to benefit equally, and inequality is not perpetuated. Gender integration is of crucial importance, in ensuring that sanitation service delivery takes into cognizance the specific needs of women and girls and that it has a positive impact on their social, economic and political status as well as helps create “inclusive” urban areas.

Integrating gender in urban sanitation will be critical to bolster the quality, usability and reach of sanitation services. It will also help the state align its progress to the global sanitation agenda as outlined in United Nations 2030 Agenda for Sustainable Development – Sustainable Development Goal (SDG) Target 6.2 **“to ensure access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations by 2030”**, alongside making progress on related SDGs, namely, SDG-5 (Gender Equality) and SDG-11 (Sustainable Cities & Communities). (Figure 1) Gender integration will also be crucial to realise the goals of GoAP’s SSS and FSSM Policy.



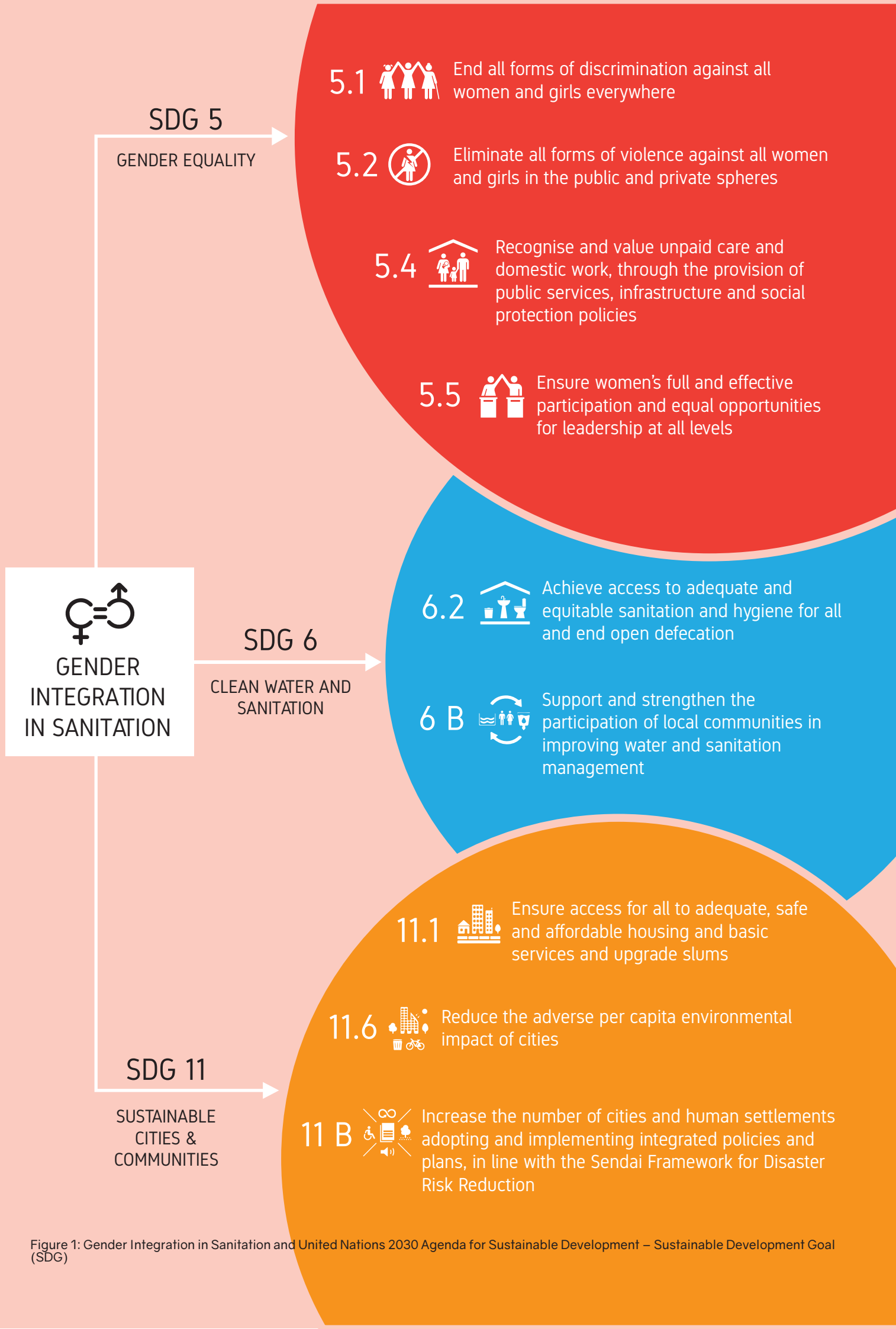
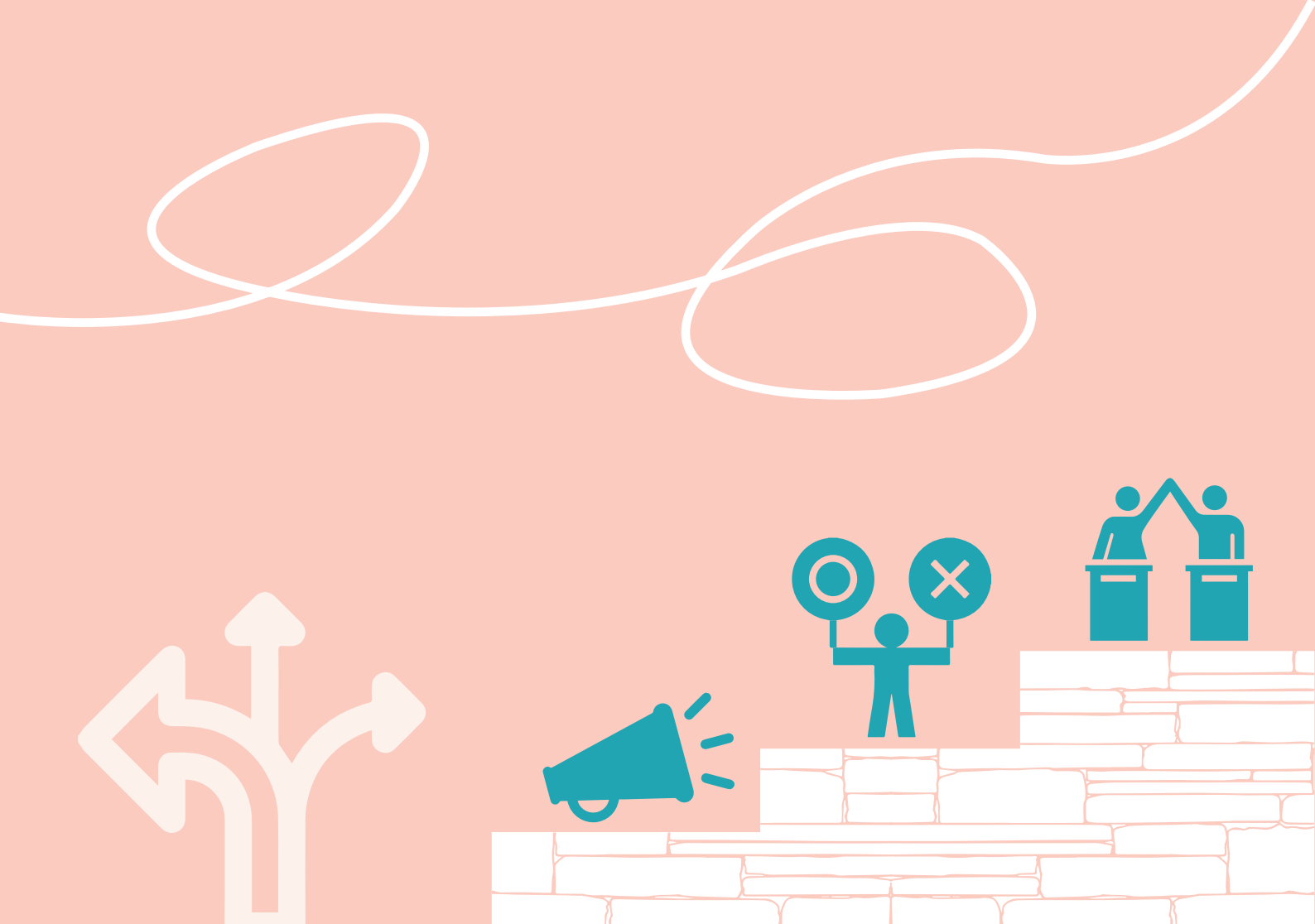


Figure 1: Gender Integration in Sanitation and United Nations 2030 Agenda for Sustainable Development – Sustainable Development Goal (SDG)



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## CHALLENGES FOR GENDER INTEGRATION IN URBAN SANITATION

Implementation of gender integration in an urban sanitation context is likely to be confronted with many challenges. The first set of challenges pertain to factors that impede the voice<sup>9</sup>, agency<sup>10</sup> and participation<sup>11</sup> of women and girls while the second are related to institutional structures, capacities and mechanisms.



## VOICE, AGENCY AND PARTICIPATION

- **Weak social mobilisation platforms in ULBs:** While community social mobilisation platforms exist in ULBs, these are weak and are currently not focussed on sanitation. The platforms are also found lacking in providing suitable avenues for women and girls, especially those from low income communities, to voice their needs, aspirations and challenges related to sanitation.
- **Low level of awareness on safe sanitation and hygiene practices among women and girls:** There is a low level of awareness among women and girls on safe sanitation and hygiene (including Menstrual Hygiene) practices. This acts as a barrier for them to fully leverage the health outcomes of improved sanitation access. While MEPMA is conducting health related awareness programs these need to be further amplified.
- **Low representation of women in institutions responsible for planning, implementation and monitoring of sanitation services:** Representation of women in institutions responsible for planning, implementation and monitoring of sanitation services in urban areas is inadequate which in turn limits their agency and participation as decision makers, planners and consumers.
- **Limited recognition of women as providers of services and products along the sanitation value chain:** Women are presently not recognised as providers of sanitation related products and services. Their potential to become skilled and technically qualified workers and entrepreneurs along the sanitation value chain is also underestimated. The role which women entrepreneurs can play in sanitation related services (pertaining to construction of toilets, conveyance and treatment of faecal waste) and products (e.g. cleaning material, MHM related) is yet to be fully understood, acknowledged and leveraged.

<sup>9</sup> Voice is being able to speak up and be heard, and to shape and share in discussions, discourses and decisions.

<sup>10</sup> Agency is being able to make decisions about one's own life and act upon them, to achieve desired outcomes free of violence, retribution or fear.

<sup>11</sup> Women's participation is a fundamental prerequisite for gender equality. It facilitates women's direct engagement in public decision-making and is a means of ensuring better accountability to women.



## INSTITUTIONAL STRUCTURES, CAPACITIES AND MECHANISMS

- **Limited institutional coordination and convergence mechanisms:** There are multiple institutions involved in sanitation service delivery in urban areas of the state. Given that roles and responsibilities are not very clearly defined and that there is overlapping jurisdiction makes coordination and convergence a challenge. Since gender integration is a multi-disciplinary and multi-institutional process, lack of convergence between departments, divisions and units will hamper the response and dampen outcomes and impact. While Andhra Pradesh has a robust institution like MEPMA playing a key role in ensuring coordination among institutions at a local level, additional emphasis is required to further strengthen coordination and convergence mechanisms for integrating gender in urban sanitation.
- **Low awareness on the need for gender integration among decision makers and planners:** There is inadequate integration of gender concerns during decision-making, planning, implementation and monitoring of urban sanitation related programs. While decision makers and planners may be cognizant of the specific needs and requirements of women and girls, they lack a well-developed approach that allows them to address these needs in an integrated manner. Limited focus and priority is accorded to the specific needs of women and girls while planning and designing public/shared sanitation facilities which results in inadequate designs. Further, Menstrual Hygiene Management (MHM) doesn't feature adequately while planning and designing sanitation facilities.
- **Weak capacities for gender integration in sanitation at local level:** Local governments and other key stakeholders have inadequate knowledge, skills, and attitudes for gender integrated planning and processes. Their exposure to good practices and innovative approaches is also limited. They also do not have access to resources and tools for effective planning and service delivery in order to ensure integration of gender in urban sanitation.
- **Absence of earmarked funds for gender integration in sanitation:** There are no earmarked budgets allocated for implementation of sanitation interventions focussed on gender. Lack of gender budgeting approach results in inadequate funds being available for implementation of gender focussed services and programs. It also limits the ability of city governments to measure the efficacy and impact of city sanitation plans in addressing gender gaps and inequities.
- **Lack of sex disaggregated data on sanitation across the sanitation value chain and absence of monitoring and evaluation based on gender-based variables:** There is insufficient data disaggregated by sex and other vulnerabilities on sanitation related variables in urban areas. Absence of sex disaggregated database limits the analysis on current access as well as the impact of improved sanitation on health, social, economic and political well-being.

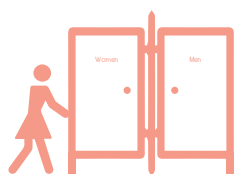


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VISION AND GOALS

**“All urban areas in Andhra Pradesh ensure safe and adequate sanitation services for its citizens, especially women and girls, who are empowered to actively engage in the decision making, planning and delivery of these services.”**

To achieve the vision, three key goals have been defined.



### ACCESS

All urban population, particularly women and girls have equitable access to adequate sanitation services and facilities at all times. This includes access to adequate infrastructure, good quality/well-maintained and affordable services (such as public toilets, septic tank emptying services, etc.) across all forms of sanitation systems available in an urban centre. Further, all existing and planned sanitation services across the sanitation value chain adequately address the specific needs of women and girls.



### VOICE, AGENCY AND PARTICIPATION

Women and girls have equal participation, representation and ownership in sanitation related decision making, planning, implementation and monitoring. This goal is aimed at empowering women and girls to become key change agents in sanitation decision making and provisioning.



### INSTITUTIONAL STRUCTURES, CAPACITY AND MECHANISMS

Urban local bodies in Andhra Pradesh integrate gender in all planning, implementation, financing and monitoring processes related to urban sanitation. This goal focuses on developing institutional capacity at state and city level to successfully implement a gender integration agenda in urban sanitation.



# 5

## IMPLEMENTATION STRATEGY: INTEGRATING GENDER IN URBAN SANITATION



In order to realise the vision of gender integration in urban sanitation, the implementation strategy, at the state and local level, is outlined below.

## IMPLEMENTATION STRATEGY – STATE LEVEL

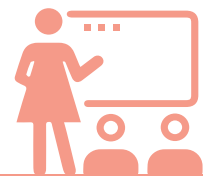


### I. INSTITUTIONAL ARRANGEMENTS

**Creation of a Gender Integration Task Force:** The sanitation ecosystem comprises cross-cutting issues which are handled by different departments. Close coordination, collaboration and convergence amongst these departments will be crucial for integrating gender into urban sanitation. In this regard, GoAP will establish a Gender Integration Task Force (GITF) at the state level. The GITF will be headed by the Principal Secretary, MA&UD and will have representation from other departments including Department for Women, Children, Disabled and Senior Citizens; Department of Health, Medical and Family Welfare; Department of Skill Development, Entrepreneurship and Innovation; Department of Higher Education; Swachh Andhra Corporation and MEPMA. In addition, gender and sanitation experts along with representatives from leading Civil Society Organisations (CSOs) and Non-governmental Organizations (NGOs) will also be inducted into the GITF. At least 50 percent of the membership of the GITF should be women. MEPMA will function as a convenor of the GITF.

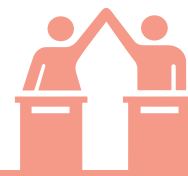
The key mandate of the GITF is to ensure convergence of functions, functionaries and funds across all departments related to urban sanitation in order to achieve greater impact. GITF will be responsible for ensuring smooth implementation of gender integration agenda in urban sanitation across all ULBs in the state. The GITF will also be responsible for disseminating this framework which will serve as a guide for ULBs for integrating gender in planning, implementation, governance, budgeting, resource allocation, and Monitoring and Evaluation (M&E) related to urban sanitation.

**MEPMA as an anchor institution at state and local Level:** MEPMA will anchor the implementation of this framework at the state and local level. It will serve as the nodal agency responsible for the rollout, implementation and monitoring of this framework at both ULB and state level.



### II. CAPACITY BUILDING

**Capacity Building of local governments for gender integration:** ULBs will have primary responsibility to ensure inclusion and equity in sanitation services across the sanitation value chain. For successful implementation of the gender integration approach, it is essential to strengthen local government's capacity to design and implement such an approach. Gender-based sensitisation and training on gender integration in urban sanitation will be conducted periodically and made mandatory for all municipal staff. GoAP will earmark adequate budgets and resources for such sensitization, training and capacity building activities. The training programs will be delivered through premier training and capacity building institutes.



### III. WOMEN'S PARTICIPATION AND AGENCY

**Representation of women in decision making bodies and institutions:** GoAP will ensure equal representation of women in all decision-making bodies and institutions related to sanitation, from state to local level, to increase their agency and participation as decision makers. GoAP will ensure that there is adequate representation of women in Swachh Bharat Mission – Urban (SBM-U) related committees. Adequate representation will be measured in terms of representation of women in a particular institution as a proportion of its total membership. The GITF should have at least 50% representation from women. The GITF will also prepare and issue guidelines to all ULBs on optimal representation (at least 50%) of women in all decision-making bodies and institutions that are a part of the sanitation ecosystem at the local level.

**Ensuring access to opportunities for women to become providers of products and services across the sanitation value chain and procurement cycles:** Women need to be seen not just as “beneficiaries and consumers” but also as “providers and entrepreneurs” of sanitation products and/or services. Through the Department of Skill Development, Entrepreneurship and Innovation, MEPMA, and the Department of Higher Education, GoAP will facilitate skill and entrepreneurship development among women entrepreneurs or private sector led by women in the state. This will include facilitating participation of women in as entrepreneurs, FSTP cesspool operators, plumbers, masons, providers of sanitation and MHM products, capacity builders etc.



### IV. FINANCE

**Gender budgeting and earmarking of adequate funds:** Preparation of budgets using a gender budgeting approach, will be institutionalized at both state and local level. GoAP will facilitate this process by ensuring that the state's fiscal policies and administrative procedures are structured such that they address the specific needs of women, girls and transgender persons and result in improvements in maternal, child and adolescent health indicators along with addressing gender inequality. In addition, GoAP will provide ULBs and related state government departments including Department for Women, Children, Disabled and Senior Citizens and Nutrition Mission with technical and financial resources required to undertake gender budgeting. (A draft Framework for gender budgeting is attached as Annex 2)

GoAP will make budgetary allocations based on the gender budgeting exercise. Further, in order to ensure proper utilization of allocated funds, social audits will be conducted regularly by independent agencies.



### V. MONITORING, REWARD AND RECOGNITION MECHANISMS

**Collection and analysis of sex disaggregated data:** ULBs will be required to collect and analyse sanitation related data disaggregated by sex and other vulnerabilities. GoAP will provide adequate budgets to support such data collection exercises. Analysis of current situation disaggregated by sex and other vulnerabilities will serve as a basis for planning future sanitation related interventions at the ULB level.

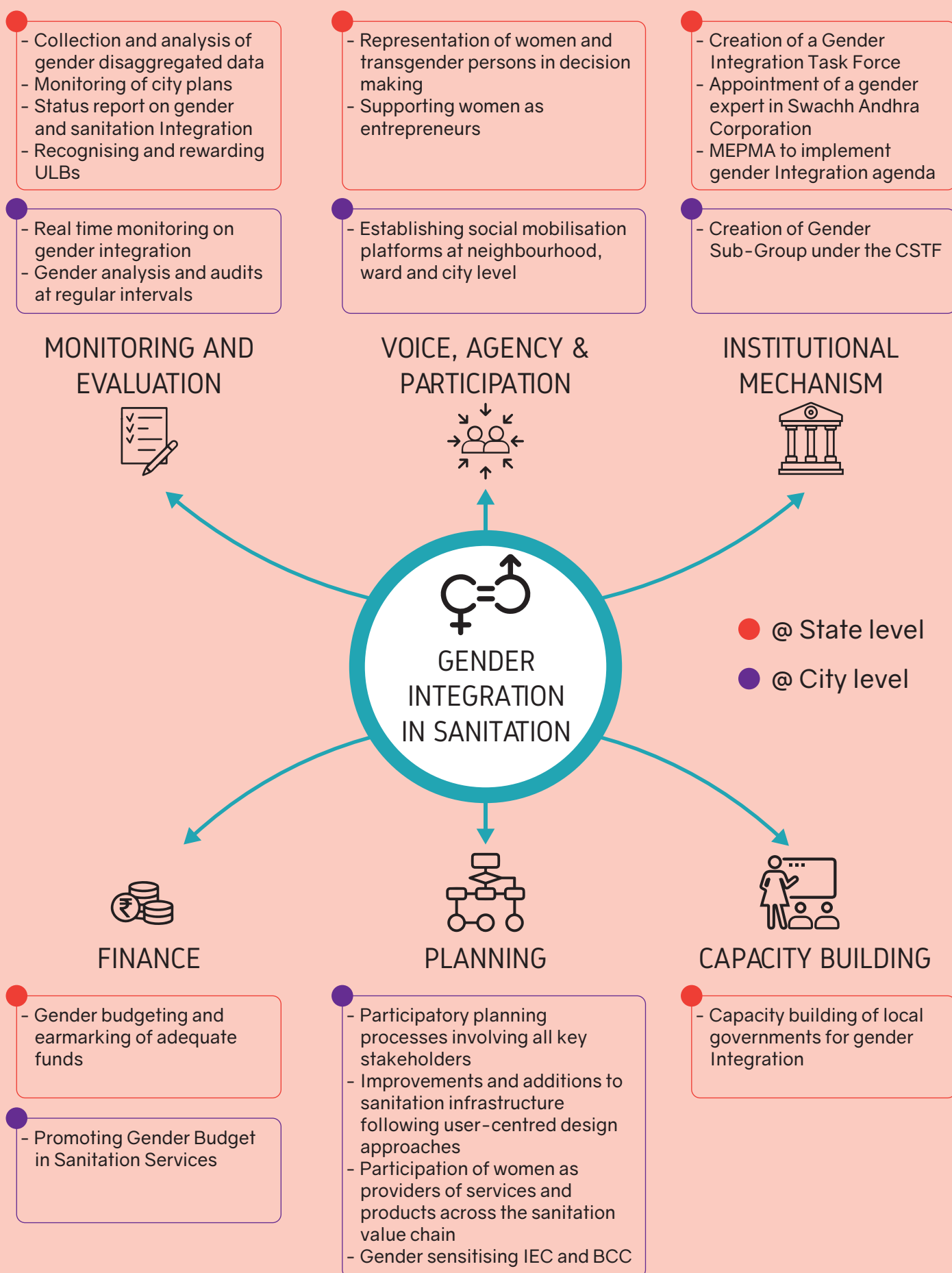


Figure 2: Gender Integration Framework – Implementation Strategy at State and Local Level

**Status report on gender integration in urban sanitation:** A Status of Gender Integration report will be prepared by GoAP every alternate year. Aimed at presenting the progress with respect to integrating gender in urban sanitation the report will be widely disseminated among key stakeholders at state and national levels.

**Reward and recognition for ULBs doing exemplary work on “Gender Integration”:** GoAP will institutionalise recognition and reward system for acknowledging the efforts and achievements of ULBs towards integrating gender in urban sanitation. It is envisaged that this will help promote healthy competition among ULBs in the state.

## IMPLEMENTATION STRATEGY – CITY LEVEL



### I. ESTABLISHING SOCIAL MOBILISATION PLATFORMS

Social mobilisation platforms should be established in all cities and towns at three levels, namely, neighbourhood, ward, and city. In cities and towns where such platforms already exist, the same should be strengthened. These platforms will serve as “safe spaces” for women, girls and other vulnerable groups to voice their sanitation related needs, aspirations and grievances. These platforms will ensure that the real issues and challenges that women and girls face are addressed in the planning process and that they are recognised as qualified civic actors.

**Gender Forums (neighbourhood level):** “Gender Forums” should be set up in every city / town at the neighbourhood level. Gender Forums are envisaged to serve as a two-way contact between the sanitation related institutions and the community. They are also envisaged to serve as channels for awareness and BCC campaigns and for grievance redressal.

The Gender Forums are to be set up particularly in settlements that have poor and/or inequitable access to sanitation facilities and those which have a significant proportion of their population belonging to socially and economically marginalised groups. Each Gender Forum will have 10-15 members including members of Slum Level Federations (SLFs), frontline health and education workers (including ASHA and Anganwadi workers), etc. The gender forums must have adequate representation (at least 50% of total membership) of women.

**Gender Forum Convening (sub city level):** At a ward level, spatially proximate Gender Forums (up to 10) will be federated into a “Gender Forum Convening”. Selected members of Gender Forums will be inducted into the Gender Forum Convening. The main function of this ward level platform is to facilitate collective problem identification, prioritization and solution finding related to sanitation.

**Gender Resources Centre (city Level):** At the city, the ward level Gender Forum Convenings are to be federated to form a Gender Resource Centre (GRC). The GRC will be responsible for providing inputs from the grassroots to the city level “Gender Action Plan” (to be prepared by the Gender Sub-group under the City Sanitation Task Force as a part of the Swacchta Action Plan).



## II. INSTITUTIONAL STRUCTURES

**Gender subgroup under City Sanitation Task Force (CSTF):** A Gender Sub-Group shall be constituted under the CSTF to ensure implementation of gender integration agenda in urban sanitation. The gender subgroup will work to ensure equity in sanitation, with a focus on the specific needs of women, girls and other vulnerable groups. With a dedicated nodal officer, the Gender Subgroup should have at least 50 percent participation from neighbourhood level Gender Forums. It should also have representation of ULB staff, sector experts, frontline health and education workers (including ASHA and Anganwadi workers) and any other entities identified in the CSTF guidelines. The Gender Sub Group, in consultation with the GRC will prepare a Gender Action Plan (as a part of the Swacchta Action Plan) based on a gender gap analysis (refer Section 5.b. iii.) for achieving gender equity in sanitation.

MEPMA will continue to play its role as a facilitator at the ULB level aligning its activities with the GRC and the Gender Sub Group constituted under the CSTF. The proposed institutional arrangement (and its comparison with existing arrangements) is presented as Annex 1.



## III. PLANNING PROCESSES

**Gender gap analysis:** Every ULB must undertake a gender gap analysis in order to identify the extent to which gender is currently integrated into sanitation programming and service delivery. Gender gap analysis will reveal how women and girls experience a problem differently because of their sex, and will also help identify gender gaps in access to and agency over resources, as well as the gendered power relations that may have a bearing on the efficacy of a planned solution.

**Planning processes:** Planning processes must be participatory involving all key stakeholders. Women and girls must be actively involved in all stages of sanitation service delivery and across the sanitation value chain. Sanitation services must prioritise the specific needs of women and girls.

Sanitation related planning processes must be participatory involving the following key stakeholders – neighbourhood level Gender Forums, ULB staff, sector experts, frontline health and education workers (including ASHA and Anganwadi workers).

Women and girls must be involved in all stages of sanitation service delivery (including planning, procurement, toilet construction and M&E) and across the sanitation value chain (including containment, emptying, conveyance, treatment and reuse of faecal waste).

The design of public and community sanitation facilities must take into cognizance the specific needs of women and girls. Special focus must be accorded to the needs of the most vulnerable women including elderly, pregnant, differently-abled, etc. Special provisions including strategic location of toilets, private entrance to women's toilet, ample space, adequate number of seats, lighting after evening hours and water availability will make women and girls feel safe and comfortable while using the facility. Provision of sanitary napkins and disposal mechanisms for menstrual waste are also crucial needs for women and girls.

**Promote gender inclusion and budget in sanitation services:** ULBs must implement a gender budgeting framework and earmark sufficient budgets for gender integration related interventions. They must also make provisions for engaging gender experts and / or institutions with gender expertise to provide ongoing advice on gender integration in sanitation interventions and programs.

**Participation of women as providers of services and products across the sanitation value chain:** Ensuring participation of women in sanitation value chains and procurement cycles as entrepreneurs, FSTP cesspool operators, plumbers, masons, etc. Linking women with MHM related livelihoods with necessary provisions for the formation of women led enterprises, low cost and biodegradable sanitary products and strong market linkages need to be promoted.

**Information, Education (IE) and Behaviour Change Communication (BCC) messaging must be gender sensitive and targeting both men and women:** IE/BCC messaging should be gender sensitive and targeted at both men and women.



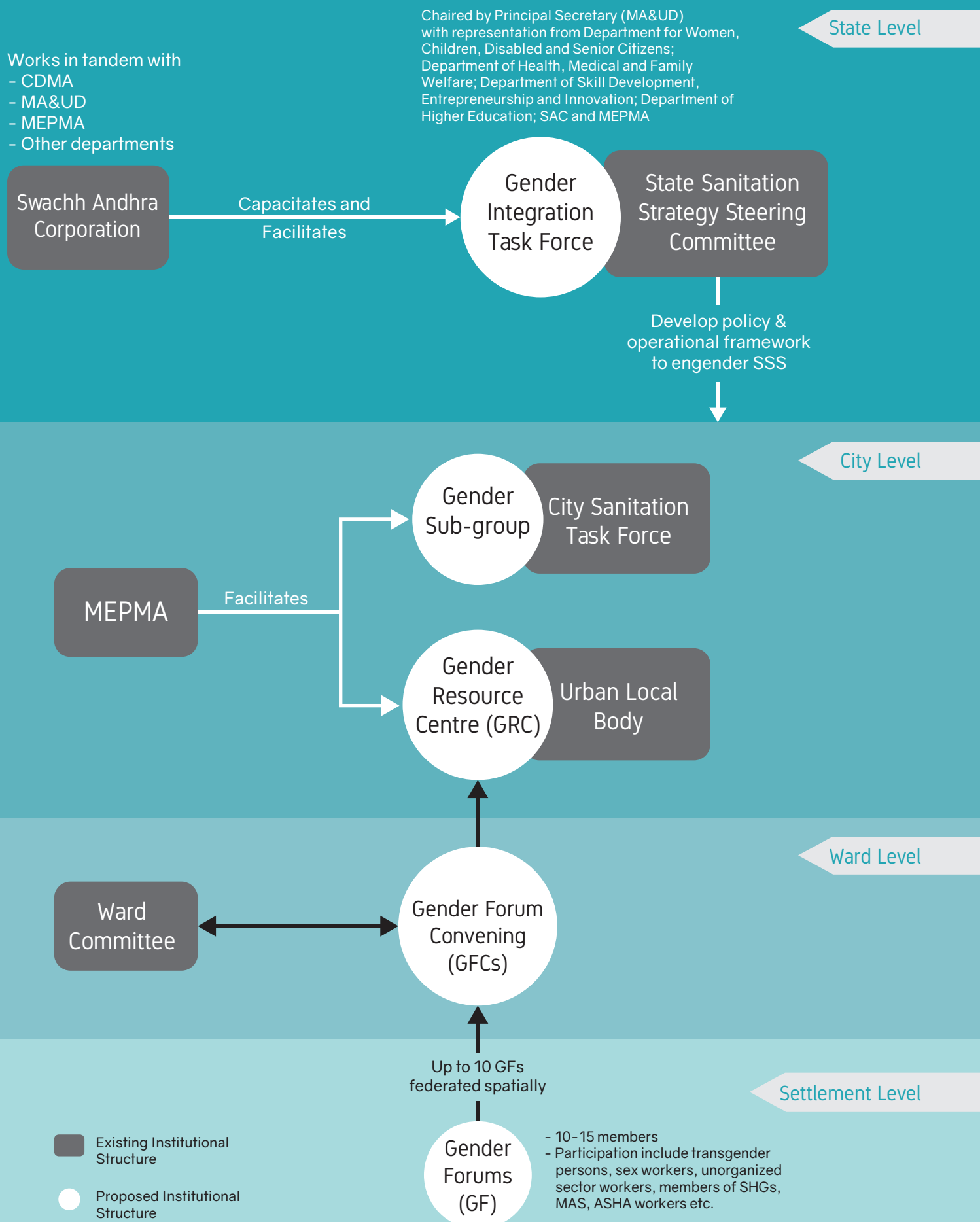
## IV. MONITORING AND EVALUATION

Robust and continuous (ongoing) monitoring systems must be put in place for tracking progress and monitoring outcomes / impacts of gender integration and Gender Action Plan.

**Real time monitoring on gender integration:** All ULBs must put in place a real time monitoring system for tracking effective implementation of gender integration approach and Gender Action Plan. The IT enabled equity dashboard will help capture sex disaggregated data and thereby help measure impact on all stakeholders including women, girls and transgender persons. ULB level data across the State will be captured at a command and control centre at the State level.

**Gender analysis and audits:** Gender analysis should be undertaken at regular intervals to analyse impacts arising from existing sanitation related programs. Gender audits are to be undertaken by independent agencies to assess gender gaps in participation, representation, awareness and capacities. Gender audits must target pockets of vulnerabilities to promote equity and to propose solutions which could include institutional reform, affirmative action, training, or targeted programs.

# Annex 1: Proposed and existing institutional structures for implementing gender integration in urban sanitation programs





## Annex 2: Standard framework for gender budgeting

“Gender Budgeting is a powerful tool for achieving gender mainstreaming so as to ensure that benefits of development reach women as much as men. It is not an accounting exercise but an ongoing process of keeping a gender perspective in policy/ programme formulation, its implementation and review.”

- Ministry of Women & Child Development

Gender Budgeting (GB) is an affirmative action tool which aims to address the varied needs of different genders<sup>12</sup>. It is a crucial element of many gender mainstreaming / integration programmes. GB is defined by the Government of India as “the application of gender mainstreaming in the budgetary process. It encompasses incorporating a gender perspective at all levels and stages of the budgetary process and paves the way for translating gender commitments to budgetary commitments and carrying out an assessment of the budget to establish its gender differential impact” If implemented successfully, it can help catalyse gender mainstreaming in the design, implementation and evaluation of financial allocations, across government expenditures.<sup>13</sup> GB is not an exercise in developing a sex-disaggregated budget, rather it demands that budgets be analysed to determine their gender-differential impacts. GB helps enforce an awareness of the impact of financial schemes on all genders and thus ensure that gender commitments are translated in to budgetary commitments<sup>14</sup>.

### Gender budgeting in India

Gender Budgeting in India was first discussed in the budget speech of 2000-01 which when the need for ensuring women's access to resources and preserving their rightful place in economic development was discussed. In 2004-05, an expert committee set up by the Ministry of Finance put forth recommendations towards introducing and institutionalising GB. The Ministry of Women and Child Development (MWCD) is the nodal agency for coordinating GB activities. This includes the preparation of a strategic framework which is disseminated across various ministries and departments. One of the key activities has been the setting up of Gender Budget Cells (GBCs) in about 57 ministries and departments at the national level and in many states. Another crucial activity is the preparation of Gender Budget Statements (GBS).

### Gender budgeting framework

MWCD released a Gender Budgeting Handbook in 2007, which articulates the broad and specific strategies, tools and entry points for GB. A newer edition of the handbook was introduced in 2015 (available at <http://wcd.nic.in/sites/default/files/GB%20-%20Handbook%20October%202015.pdf>). This handbook outlines the steps of a GB framework. These steps are described below and a detailed explanation of how to conduct each of these steps is available in the Handbook<sup>15</sup>:

<sup>12</sup> [http://www.fpiBangalore.gov.in/gam/gam\\_report.pdf](http://www.fpiBangalore.gov.in/gam/gam_report.pdf)

<sup>13</sup> <https://www.orfonline.org/research/gender-responsive-budgeting-a-task-ahead-for-indias-15th-finance-commission/>

<sup>14</sup> <http://wcd.nic.in/gender-budgeting>

<sup>15</sup> <http://wcd.nic.in/sites/default/files/GB%20-%20Handbook%20October%202015.pdf> and [https://www.internationalbudget.org/wp-content/uploads/2011/01/Engendering\\_Budgets\\_final\\_doc.pdf](https://www.internationalbudget.org/wp-content/uploads/2011/01/Engendering_Budgets_final_doc.pdf)





## Step 1: Situational analysis of a sector for women and men and girls and boys

The aim of this step is to analyse available disaggregated data in the sector to understand the different experiences of the different genders (and their intersections with other factors such as age, caste, class, ability, etc). This can be done by analysing data from various sources such as national and international compendiums, development plans, government policy documents, official government statistics, administrative data and independent research. This step will not only help in articulating existing situations of situations of gender disadvantage, but also uncover the lacunae in gender-disaggregated data.



## Step 2: An assessment of the extent to which the sector's policy addresses the gender issues and gaps described in the first step

The objective of this step is to assess the impact that the sector's policies and programmes will have on the existing situation, i.e. will they aggravate gender inequalities uncovered in step 1; have no observable impact; or reduce them. Aside from gender-focussed policies, it is also important to look at the general, mainstream policies for the sector. These policies must be examined for what they postulate implicitly and explicitly about gender and whether they contradict the gender policies in any way.



## Step 3: An assessment of the adequacy of budget allocations to implement the gender-sensitive policies and programmes identified in step 2

The aim of this step is to determine whether the current budgetary allocations are adequate to implement the gender-focussed policies in the sector. Further, if the second step has identified gender-insensitive notions in the sector's policies, the third step can help identify the extent to which funds may have been misallocated due to this. The main source of information would be the budget book and the budget speech.



## Step 4: Monitoring whether the money was spent as planned, what was delivered and to whom

This step requires three types of data to be analysed: i.) the inputs into the processes, such as allocated budgets for specific programmes or projects; ii.) the direct products of programmes or projects (i.e. the outputs) iii.) The larger impacts of policies or programmes such as improved health, educational levels, etc. (i.e. the outcomes). Gender-disaggregated data for all three types will help determine efficacy of current programmes and their allocations.



## Step 5: An assessment of the impact of the policy/programme/scheme and the extent to which the situation described in step 1 has changed

As a final step, a reflective exercise is needed to measure the impact of the proactive gendered processes implemented against the initial articulation of the problems. One key method of doing it would be to analyse the outcomes of the gender budgeting exercise. Although it is difficult to attribute outcomes to any single policy or programmatic intervention, the effectiveness of the processes implemented ultimately has to be measured against outcomes. This step provides the necessary information for the next round of GB.

