

Gender Inclusive Sanitation

A step by step guide for
Urban Local Bodies

This module is based on the work done under the project:

**Intersectionality Informed Framework for Implementation of
Effective Gender Mainstreaming in WSH**

**In Partnership with: CSTEP and Administrative Staff College on
India (ASCI)**

Supported by: Bill & Melinda Gates Foundation (BMGF)

Module developed by:

**Centre for Advocacy and Research
and
Mission for Poverty Elimination in the Municipal Areas (MEPMA)**

May 2019

Foreword

Over the last two years, the Municipal Corporation of Ananthapuramu and the Mission for Elimination of Poverty in the Municipal Areas (MEPMA), with the support of the Centre for Advocacy and Research (CFAR), CSTEP and the Administrative Staff College of India (ASCI) has piloted an intervention on Gender Inclusive Sanitation.

The intervention was implemented through the Gender Forums (GF) set up by Self Help Groups (SHGs) across 14 slums, federated at the city level into a Gender Sub-Group (GSG) that works through the Gender Resource Center (GRC). This has improved access to more equitable sanitation services for the most vulnerable, excluded and marginalized communities.

This process of integrating gender into sanitation began in 2017, as part of the project - *Intersectionality Informed Framework for Implementation of Effective Gender Mainstreaming in WSH*. The intervention was implemented across three cities-Anantapur, Kovvur and Narsapur, in 26 settlements and 13 wards.

This module has been informed by the many lessons emerging from the work. It provides a step by step guide on integrating gender in planning and implementation of urban sanitation programmes with support of ULBs and marginalized communities.

The Municipal Corporation, MEPMA and civil society organizations can facilitate representatives of Gender Forums to implement this module across all institutions committed to achieving gender integrated sanitation.



A Step by Step Guide for Urban Local Bodies (ULBs)

What is gender inclusive sanitation?

Gender inclusive sanitation means equal and non-discriminatory access to safe sanitation; recognizing that gender and within it the various intersectionality such as caste, age, identity and being persons living with disability can have an adverse and even discriminatory effect and curb access to sanitation as a rightful entitlement.

The definition calls for affirmative action and special attention to the needs of women, girls and those in vulnerable situations, including transgender and persons with disabilities as a basic right.

Policies and guidelines supporting gender inclusive sanitation

- ❖ Article 243, 74th amendment, 12 schedule
- ❖ Proportionate reservation of seats for SC/ST with 1/3 mandatory reservation for women
- ❖ Andhra Pradesh Municipal Councils Rules, 1995 , Section 5-B
- ❖ Constitute wards level committees, for effective implementation of sanitation services, with 1/3 reservation for women, caste based minorities within them.
- ❖ The Andhra Pradesh State Sanitation Strategy, SAC, under G.O RT625
- ❖ Provision of adequate sanitation facilities for all genders, vulnerable populations and marginalized communities.

Some of the most excluded and marginalized communities include:

- ❖ Women, children , adolescent girls, Persons with Disabilities (PWD), Elderly, People living with HIV and Leprosy, Fisher folk, Shikaris, Yerukulas, , Rag pickers and Transgender .
- ❖ Can you make a list of any others who are excluded from sanitation services?

How does Urban Local Body or ULB ensure gender inclusive sanitation?

Gender inclusive sanitation can be ensured through the continuum from Listening to Institutionalizing Gender Resource Centers by Urban Local Bodies (ULBs).

This process involves six processes which include:

- 1: Listening
- 2: Early Problem Solving and Confidence Building
- 3: Constituting Gender Forums and Gender Sub Groups
- 4: Developing Evidence from the Ground
- 5: Micro Planning for Targeted Improvements
- 6: Institutionalizing Gender Resource Centres and Developing Terms of Reference

STEP I: LISTENING

Stakeholder: Community Resource Persons, SHG members, Resource Persons from MEPMA

✚ What does Listening mean?

Listening is necessary for inclusive sanitation.

We must listen to each other

Community must listen to ULBs and ULBs listen to community

This process will help both develop common cause

✚ How will this help?

Listening to Urban Local Bodies helps community to	Listening to the community helps Urban Local Bodies to
Understand policies, governance structure and provisioning on sanitation	Map existing sanitation practices, level of knowledge and attitude towards the issue
Help shape solutions and make plans based on priority and needs of different user groups	Assess gaps and exclusion in service, especially from the lens of vulnerable groups
Establish the first level of contact	Understand distinct needs of disabled, elderly and marginalized persons

✚ Steps to be taken:

- *Visit the settlement:* at a time convenient for the community
- *Conduct lane-wise or group meetings:* with specific user groups- women, girls, men, elderly, PWD and transgender
- *Take guided transect walks:* with active members to observe the existing sanitation infrastructure
- *Attend meetings of SHGs, Slum Level Federations (SLFs):* to understand expectations and experiences of different users
- *Meet local service providers :* Public Health workers, sanitary inspectors, frontline workers to learn about their experiences
- *Interact with key officials:* Deputy and Additional Commissioner, MEPMA, Resource Persons, Community Organizers (COs) to facilitate solutions

Exercise/Tip:

- ❖ Help community representatives to draw a map of the settlement with existing sanitation facilities
- ❖ Pick out any one facility and ask them to mark features to make it gender inclusive

Best Practice: From Listening to Problem Solving

- *A persistent irritant for residents of Rani Nagar, Rajamma Colony and Ferror Colony was the dumping of waste in the hospital ground of C.D.Hospital.*
- *With the support of SHG members the issue was placed before the local Mastry and Sanitary Inspector. In the meeting issues of budget constraints, limited number of workers and lack of cooperation from residents were raised by both officials and community representatives.*
- *It was decided that workers would visit the settlements regularly, every alternate day at a fixed time.*
- *Each household took responsibility for convincing one another household to use dustbins and hand over the waste to the worker.*
- *On the days the workers did not come waste would be collected lane wise and thrown in the municipal trolley kept at the corner of the street*

STEP 2: EARLY PROBLEM SOLVING AND CONFIDENCE BUILDING

Stakeholder: Community representatives and ULB officials

What does early problem solving and confidence-building mean?

Enable the community representatives to submit applications for their urgent problems

Aggregate demands for persisting problems and conduct public hearing or interface meetings

How will it help?

Urban Local Body	Community
Educate the community on what the ULB is striving to do	Build trust and confidence that their problems are being heard
Plan with the community in keeping with needs of distinct user groups	Highlight needs of diverse and excluded groups - persons with disability, elderly, girls, women and transgender, unorganized sector workers, caste based minorities

✚ **Steps to be taken:**

- *Conduct public hearings or interface meeting:* to plan solutions for persisting issues
- *Invite stakeholders:* Urban Local Bodies, Community representative, officials from other concerned departments
- *Plan the meeting:* decide the jury, stakeholders to be invited, date, venue, time
- *Ready community representatives:* to attend and depose and present their concerns
- *Facilitate officials and community:* to listen, negotiate and reach a solution.
- *Document:* the decisions and present them in writing to the ULBs

Exercise/Tip:

- ❖ Take up an issue or a demand which is troubling the community
- ❖ Conduct a mock public hearing or use role play to ready the community to raise the issue
- ❖ Help them to build a consensus and solve the problem

✚ **Best Practice: Household Toilets for Shikaris**

- The Shikaris are one of the most marginalized communities who lived in an excluded settlement, Budappa Nagar with no toilet facilities.
- With the consistent support of community representatives of Rani Nagar, one on one meetings were conducted and a listing of residents with no toilets drawn up.
- The list was presented to key stakeholders at a public hearing.
- Decision was taken by ULB to allocate budgets and facilitate toilet subsidy for construction of IHHL.
- Twenty five applications were registered, 10 approved, and 15 are under process
- As an interim arrangement, the renovation of community toilets was done to provide relief for the community.

STEP 3: CONSTITUTING GENDER FORUMS AND GENDER SUB GROUPS

Stakeholder: Community representatives and ULB officials

✚ **What does constitution Gender Forums and Gender Sub-Groups mean?**

Enable community representatives to collectivize and form forum and groups

Ensure that all user groups are adequately represented in these forums and sub groups

✚ How will it help?

Urban Local Body	Community
Create a representative group in the slum with members from SHGs, vulnerable and marginalized groups which will help to plan and implement decisions for safe and inclusive sanitation	Help to plan, manage, monitor and augment services for all user groups
Create a workforce on the ground	Create shared ownership and responsibility

✚ Steps to be taken :

- *Identify members:* for Gender Forums from among active members from different community platforms such as SHG, ICDS, Mahila Aarogya Samiti, Slum Development Committees and groups with specific needs such as PWD, transgender, elderly, single women and adolescents
- *Constitute Gender Sub Group:* with the representatives from the Gender Forums constituted at the slum level to represent the issues at the city level
- *Establish common processes:* Gender Forums will work closely with the Municipal Corporation and MEPMA to ascertain equal participation of vulnerable population and ensure equitable distribution of the services to all
- *Strengthen user-provider linkage:* Gender Sub-Groups, with support, regular contact and monitoring with the Gender Forums act as the first point of contact for the ULB, community and other stakeholders at the slum level
- *Ensure accountability:* Gender Sub-Groups through the Gender Resource Centers and with the support of the Gender Forums coordinate with ULBs and community to get issues addressed in a timely and planned manner

Exercise/Tip:

- ❖ Encourage active men, women, transgender to form Gender Forums
- ❖ With their help, conduct FGDs with specific user groups to identify their nominees for Gender Sub-Groups

✚ Best Practice: Management of Community Toilet

- The Gender Forum of Ferror Colony was constituted with six members from SHGs, PWDs and Urban Local Body. The Gender Forum identified five settlements, Rani Nagar, Vinayak Ngar, Rajamma Colony, Bhavani Nagar and Ferror Colony which

were dependent on one community toilet which was rendered unusable in the absence of weak O & M.

- The most severely affected by this were elderly, adolescent, pregnant, lactating women, children and minorities across the slums.
- The issue was escalated to the MLA and Sanitary Inspector level, who facilitated the renovation of the Community Toilet Complex with proper water and electricity supply.
- The Gender Forum hired a member from the nearby settlement to manage the Community Toilet Complex and highlight persisting concerns at the weekly meeting with ULB officials.

STEP 4: DEVELOP EVIDENCE FROM THE GROUND

Stakeholder: Trained community representatives from specific user groups, frontline workers

✚ What does developing evidence mean?

It is important to conduct a situational assessment of the gaps and shortfalls in existing facilities to

✚ How will it help?

Urban Local Body	Community
Vulnerability assessment both qualitative and quantitative will help to strengthen the evidence	Enable the community to advocate for inclusive and gender sensitive planning
Enable them to understand the level of social, infrastructural and institutional exclusion and take steps to reduce the gaps	Plan sanitation for the excluded Gender Forums and Gender Sub-groups in consultation with them

✚ Steps to be taken :

- *Train the Community:* to conduct HH surveys and audit sanitation infrastructure
- *Conduct Key Informative Interviews:* with officials of MEPMA, ULB , WCD, Education, Sarva Shiksha Abhiyan and Department of Health
- *Document case studies and experiential learning :* of users from distinct Gender Forums –elderly, PWD, key population

- *Organize fact finding* : in specific institutions such as orphanages, night shelters, hostels, schools and government offices to rate them for gender inclusive WSH facilities

Exercise/Tip:

- ❖ Discuss on what constitutes gender inclusive service
- ❖ Develop a simple check list based on the discussion
- ❖ Rate the existing facilities in the settlement or institution on the basis of the checklist

+ Best Practice: Vulnerability Assessment by Gender Forum members

- Gender Forum members conducted a Household survey covering 741 households with 2740 population with the support of the Community Resource Persons.
- The findings of the assessment were submitted to the Municipal Health Officer, Sanitation Supervisor, Deputy Commissioner of ULB, Project Director – MEPMA in February 2018.
- As a response 14 slums with large number of vulnerable and marginalized population were prioritized for concerted delivery of sanitation services by ULB and MEPMA

STEP 5: MICRO-PLANNING USING COMMUNITY-LED PROCESS FOR TARGETED IMPROVEMENTS

Stakeholder: Community Resource Persons and officials from Urban Local Bodies

+ What does planning using community-led process mean?

Conduct site inspections and feasibility tests to develop plans for implementation

Ensure that the new upgradation and improvements are gender inclusive and benefit all users

+ How will this help?

Urban Local Body	Community
Detail out location, capability, budget, design, technology, human resources timeline and budgets for upgradation/improvement	Gender Forums, Gender Sub-groups, and other community representatives will build consensus in the settlement for targeted improvements
Decide on protocols for implementation and monitoring of the construction process	Decide on norms for usage, operation and maintenance of the facility

Steps to be taken :

- *Technical feasibility:* MEPMA, ULB officials and representatives from Gender Forums/Gender Sub-groups will conduct on ground inspections for upgradation/improvements
- *Leave no one behind:* The location will be planned to ensure that no one is excluded or that facility is designed keeping the special needs of users in sight
- *Build consensus;* on the plans for implementation so that there is no conflict of interest
- *Plan operationalization:* a plan of action with timelines is submitted to concerned authorities

Exercise/Tip:

- ❖ Urge the participants to design a gender inclusive facility – e.g. toilet for PWD, layering a pipeline to reach every transgender household, or making the community toilet safe for adolescents

Best Practice: Integrated Sanitation for Urban Poor Slums

- Gender Sub Group with 30 members identified from 14 Gender Forums has been strengthened in 14 slums.
- The Gender Sub Group and the community representatives prepared a simple check list on each sanitation component and submitted to the ULB for approval.
- Twenty resolutions were passed by Gender Sub-Group, Gender Forums and ULB leading to three key decisions
- Scrutiny of applications for household toilets by Gender Forums for construction of twin pits toilets; Renovation of community toilet in Rajamma Nagar with renewed electricity, water supply; and decision to conduct one city level Multi Stakeholder Consultation to plan solutions to some pertinent sanitation issues

STEP 6: INSTITUTIONALIZING GENDER RESOURCE CENTRES AND FORMALIZING TERMS OF REFERENCE

Stakeholder: Representatives of Gender Resource Centres, MEPMA and ULB

What does institutionalizing Gender Resource Centre mean?

For integrated and gender inclusive sanitation it is essential to institutionalize the Gender Resource Centre model across ULBs

How will this help?

Urban Local Body	Community
Ensure convergent, standard and timely delivery of sanitation service	Ensure community management of facility and regulate user behavior
Establish a partnership between community and government for augmenting gender inclusive sanitation	Build shared stakes and bring sustainability to community engagement processes

Steps to be taken :

- *Institutionalize Gender Resource Centres:* through mandating the setting up of a formalized structure called Gender Resource Centre to work with the ULBs and MEPMA at the ward level; Gender Resource Centre will be a federated structure Gender Sub-groups at the city level and Gender Forums at the settlement level
- *Formalize administrative processes:* A designated Nodal Officer will be appointed to review the activities of the Gender Resource Centre
- *Functional processes:* The petitions brought by the Gender Resource Centre will be discussed, scrutinized, verified for due diligence and submitted to the concerned official/section after attestation
- *Calendar of meetings:* The Gender Sub-group prepares a calendar of meetings. Members of GSGs will meet the Nodal officer once a week at the Gender Resource Centre to track the progress of the petitions and plan the next steps
- *Reporting Protocol:* The Gender Sub-groups through the Gender Resource Centres will submit a work completion report / progress report to the ULB and MEPMA every fortnight
- *Dissemination:* Gender Sub-groups will organize a city level dissemination of its activities at the Gender Resource Centres every quarter, six monthly or annually for informing the key stakeholders

Exercise/Tip:

- ❖ Use the visual tool to engage with members of Gender Sub –groups on integrated sanitation, technology solutions and gender inclusive sanitation

Best Practice: Social Inclusion of Marginalized Poor

- In Anantapur, Gender Sub-groups have been formally incorporated into City Sanitation Task Force of City Sanitation Plan as a Gender Sub Committee.
- A Gender Resource Centre has been hosted by ULB/MEPMA which acts as common platform for both users and provider

- Gender Resource Centres have been tasked to support linkages of excluded community members in government schemes and entitlements.