

Redefining *Universal* SANITATION

— A Gender Perspective —



Convention Proceedings

Prepared By



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- Anju Dwivedi, Centre for Policy Research and V R Raman, WaterAid India (Anchor Partners of the Gender Taskforce on Sanitation)

LIST OF ACRONYMS USED

AMRUT	Atal Mission for Rejuvenation and Urban Transformation
ASCI	Administrative Staff College of India
BMGF	Bill and Melinda Gates Foundation
CBGA	Centre for Budget and Governance Accountability
CBO	Community Based Organisation
CDD Society	Consortium for DEWATS Dissemination Society
CEPT	Centre for Environmental Planning and Technology
CFAR	Centre for Advocacy and Research
CIPET	Central Institute of Plastics Engineering & Technology
CSO	Civil Society Organisation
CSP	City Sanitation Plan
CSR	Corporate Social Responsibility
CSTF	The City Sanitation Task Force
DAY-NULM	Deendayal Antyodaya Yojana- National Urban Livelihoods Mission
DPR	Detailed Project Report
DUSIB	Delhi Urban Shelter Improvement Board
FSSM	Faecal Sludge and Septage Management
FSTP	Faecal Sludge Treatment Plant
GRB	Gender Responsive Budgeting
GTF	Gender Taskforce
HLPF	High Level Political Forum
IEC	Information, Education and Communication
ISO	International Organisation for Standardisation
KUIDFC	Karnataka Urban Infrastructure Development and Finance Corporation
LGBT	Lesbian, Gay, Bisexual and Transgender
NALSA	National Legal Services Authority of India

NCDHR	National Campaign on Dalit Human Rights
NDMC	New Delhi Municipal Council
NSD	National Skill Development Corporation
MEPMA	Mission for Elimination of Poverty in Municipal Areas
MCD	Municipal Corporation of Delhi
MDG	Millennium Development Goal
MHM	Menstrual Hygiene Management
MHT	Mahila Housing Trust
MoDWS	Ministry of Drinking Water and Sanitation
MoHUA	Ministry of Housing and Urban Affairs
MoU	Memorandum of Understanding
ODF	Open Defecation Free
O&M	Operation and Maintenance
PIL	Public Interest Litigation
PMAY	Pradhan Mantri Awas Yojana
PPCP	Public, Private and Community Participation
PPE	Personal Protective Equipment
PWDs	Persons with Disabilities
RTIs	Reproductive Tract Infections
SBM (G)	Swachh Bharat Mission (Gramin)
SBM (U)	Swachh Bharat Mission (Urban)
SEWA	Self Employed Women"s Association
SDG	Sustainable Development Goal
SEP	Self-Employment Programme
SHG	Self-Help Group

SULM	State Urban Livelihoods Mission
TSU	Technical Support Unit
ULB	Urban Livelihood Mission
UMC	Urban Management Centre
USAID	United States Agency for International Development
UTI	Urinary Tract Infection
WASH	Water, Sanitation and Hygiene
WSSCC	Water Supply and Sanitation Collaborative Council
WSUP	Water & Sanitation for the Urban Poor

REDEFINING UNIVERSAL SANITATION: A GENDER PERSPECTIVE

(CONVENTION PROCEEDINGS)

Background and Context

India is committed to achieve the 2030 global agenda in sanitation sector pronounced by the Sustainable Development Goal No.6 that is targeted to have „access to adequate and equitable sanitation and hygiene for all, end open defecation while paying special attention to the needs of women and girls and those who are in vulnerable situations“¹. Despite this national and global commitment, gender inequalities in the public sanitation sector by and large remain unaddressed in the WASH discourse.

Our present understanding of intersectionality between gender and sanitation is still in a nascent stage that requires informed and practical insights. Exploring Sanitation through a gender lens is both critical and challenging yet an area of tremendous opportunities for rethinking collaboratively and charting a course of advocacy that actualises the policy intent. To bring to the forefront the ground realities that are leading to widespread inequalities and to move the discourse on integrating gender in sanitation, the Gender Taskforce planned and organised a National Convention on „Redefining Universal Sanitation: A Gender Perspective“.

The Gender Taskforce on Sanitation aims to serve as a platform for members to address issues that are a critical component of the ecosystem of solutions needed to integrate gender in the national sanitation agenda and across the entire sanitation value chain. The taskforce, co-anchored by Centre for Policy Research and WaterAid India, comprises of several WASH sector actors and is facilitated by Dasra.

The event provided a unique opportunity for developing a collective understanding of the challenges and best practices in India’s WASH sector through a gender lens. Given that Swachh Bharat Mission’s target is concluding in 2019, this event was just and timely intervention. The event focused and drew learning from both rural and urban sanitation scenarios. Furthermore, the Government is attempting to draft an overarching National Urban Policy and wherein equitable services, equity and gender perspectives can play a crucial role.

It is hoped that the cross-sector learning outcomes and collaborative spirit kindled amongst relevant sector stakeholders through the entire day will eventually drive home some critical gender inclusive recommendations and on-ground work, to help achieve the target of access to sanitation for all.

¹ SDG 6: Clean Water and Sanitation, United Nations in India
<http://in.one.un.org/page/sustainable-development-goals/sdg-6/>

The Convention

Against the above stated background, a National Level Convention on „Redefining Universal Sanitation: A Gender Perspective“ was organised on 30 May 2018 at the India Habitat Centre, Delhi. This one daylong event was organised by the Gender Taskforce in collaboration with its two anchor partners, Centre for Policy Research and WaterAid India along with Dasra as its Facilitator.

This day long deliberation was structured into two plenary and four key thematic sessions. The Convention kick-started with an Inaugural session followed by sessions on: (i) Gender Inclusion in Sanitation Services, (ii) Gender and Sanitation Livelihoods, (iii) Gender Budgeting in Public Sanitation (Parallel Session), (iv) Gender Responsive Design and Technology in Public Sanitation (Parallel Session) and, (v) Supporting Sanitation Sector Through a Gender Lens- Role of Development Partners (Annexure-1: Programme Agenda). The Inaugural session reflected on the overall situation of gender in sanitation sector and what is presently being done to address this intersectionality. The session on Gender Inclusion in Sanitation Services focused on national and international commitments for sanitation with reference to care economy and representation from various gender groups including women, persons with disabilities (PWDs), transgender, Dalits and men. Session on Gender and Sanitation Livelihoods delved into current challenges, opportunities and ground realities of service providers especially women WASH workers who are often prejudiced because of their caste and social background. The session made use of a short documentary that showcased story of a woman manual scavenger followed by discussions by panelists and narratives from the field. The two parallel technical sessions focused on areas of gender responsive budgeting and gender responsive design and technology for public sanitation infrastructure. The parallel sessions sited several case studies, sector practices and anecdotes for addressing challenges, opportunities and recommendations in these two specific areas. Concluding session presented a development partners“ view on ways to integrate gender in sanitation and discussed the role they can play in making sanitation sector gender sensitive through collaborative means.

Some specific objectives of this event include:

1. Advocate for integrating gender into the sanitation value chain and increased visibility for gender issues in sanitation and organisations working on these issues, aiming to gather improved support from government/policy makers on issues related to gender in sanitation.
2. More nuanced understanding of key issues among critical stakeholders. These issues include, inclusion of most disadvantaged, safety, health impact of sanitation, menstrual hygiene management sanitation livelihoods etc.

3. Call for collaborative action and bring together forces including organisations and agencies working on these issues to bring forward complimentary outcomes towards gender inclusive sanitation.
4. Capture first person narrative of how communities champion gender inclusion in sanitation and role of innovative models of community engagement, through the voices from the ground on each of the themes, showcase stories of best-practices and innovation.
5. Identify and create knowledge products on certain areas of learning that can help various sanitation actors for further improving the sanitation situation especially from a gender perspective.

The Convention was successful in getting some eminent panelists and resource persons from the likes of policy maker, government officials, Urban Local Body representatives, academia, independent researchers, grass root campaigners, transgender activist, donor agencies and development partners. The Convention witnessed an active participation of audience from a wider gender focus with representation from the media, WASH and non-WASH sector civil society organisations, independent consultants, think tanks and other research organisations. The Convention was attended by nearly 150 participants. The following section of this report elaborates on the highlights of each session of this Convention.

INAUGURAL SESSION

- **Facilitator-** Akhila Sivadas, Managing Trustee and Executive Director, Centre for Advocacy and Research (CFAR)
- **Panelists-** V Radha, Joint Secretary, MoDWS, Rashmi Singh, Secretary (NDMC), Rohit Kakkar, Deputy Adviser, MoHUA, Bipin Rai, Member, DUSIB, Dr Pam Rajput, Convenor-WOMEN2030 & Professor Emeritus, Centre for Women Studies, Panjab University
- **Format-** Panel discussion around each of the panelist's work followed by Q&A session

The Convention began with a brief overview on the theme „Redefining Universal Sanitation: A Gender Perspective“ that was presented by the Gender Taskforce (GTF) anchors- **Anju Dwivedi** (Centre for Policy Research) and **V R Raman** (WaterAid India). They highlighted the need to recognise the rights of the diverse gender groups in the sanitation value chain both in urban and rural areas. GTF felt

the necessity to create a platform for all sector actors / stakeholders to facilitate discussions around policies and programmes related to sanitation. To further such deliberations, the members of the Taskforce decided to have a National Convention that would capture first person narratives of how gender plays out in the realities of sanitation sector vis-a-vis sanitation livelihoods, inclusive sanitation services, gender budgeting and gender responsive technology in sanitation. The idea was also to bring to the fore first-person accounts which can inform and add to the existing body of knowledge and identify way forward in integrating gender in sanitation. Based on the deliberation, the GTF intends to bring out knowledge products that can be used by government, communities and other sector actors.

Facilitator, **Akhila Sivadas** presented her opening remarks by sharing how sectoral engagement for the first time has been fused together and catalysed in the sanitation discourse with people from women's movements and policy makers. She remarked **that it's the spirit of inclusion that we all need to acclaim** and this convention is an exploration at a higher goal and pitch.

Rashmi Singh stressed that we need to talk about „sanitation for all“; however, the discourse to differentiate between differential vulnerabilities representing varied community segments requires to be focused with the last mile connectivity. She remarked, **‘If we can make a difference to the last mile, we can make a difference to all’**. Sanitation, with women at the core, is getting highlighted at various dimensions. In education, girls' drop out is high due to non-functional toilets and lack of safe and hygienic sanitary space. The crime against women increases with inadequate toilets. Women work participation is related to public safety and is affected by inadequate public facilities and nonfunctional toilets located at the right places. She made a defining statement saying that **the like-minded groups have to come together as supporters, influencers and enablers and build the momentum and consistently engage with the voices from the ground, with the makers and the architects**. She shared some initiatives that are gender inclusive. The Mission Convergence and Mahila Shakti Kendra as models have come up in different states as replication of gender resource centre looking at interventions focusing on integration of various aspects that are vital for women empowerment.

She also suggested that Government can act as a catalyst but cannot lead this struggle alone. It requires a public- private and community participation (PPCP) model where **collective community ownership is created**.

CBOs also have an equally strategic role to play in making ULBs accountable for the quality of sanitation

services. She emphasised the need to create a behavioural change communication model that may not be tangible but will bring collective responsibility and help in creating demands.



The next speaker, **V. Radha**

urged the group to deliberate and put together doable ideas and agenda for sanitation for the government to deliver in a finite period. She added that the group can deliberate on each of the policy guidelines such as Menstrual Hygiene Management guidelines, Gender guidelines, and a tactile book on MHM for the blind to suggest the way forward. She shared few important factors that could contribute to achieving universal sanitation that includes: (i) Getting the policy space right which can subsequently lead to better implementation (ii) Convergence amongst different policy actors (iii) Enhanced advocacy by all sector stakeholders, (iv) Strong grassroots action through SHG network, Swachhagrahis and Mahila Nigrani Committees etc, (v) Making women the agenda setters of sanitation that influences a progressive communication strategy.

She shared that SBM guidelines is one of the first in any ministry to recognise or acknowledge the need of transgender but to ensure that the NALSA judgment in the guidelines are well adhered to; would need well-articulated advocacy. While highlighting how grassroot action is important, she said that 25-30 percent of Swachhagrahis are women who speak for themselves. Mahila nigrani samitis have been institutionalised in SBM. **These leaders may be now transactional leaders but they will be transformational leaders when they are given enough support.** She also emphasised the necessity to constantly put a pride of place in any intervention and shared how the events like Swachh Shakti in 2015 are landmark sanitation events that put women at the centre stage.

She further stated some important interventions and doable actions that can improve the sanitation landscape- (i) **Progressive communication strategy**, with no shaming and naming of anybody but to urge people to rate toilets for its usage and design features (ii) **Active involvement of transformational grass root leaders for community ownership** (iii) **Innovative use of technology for**

increased accessibility and apps to popularise the use of public toilets (iv) Create entrepreneurial opportunities for women in sanitation. It is crucial because most of the menial tasks are done by women, who are mostly Dalit women and they are paid very low wages. She also pointed out that SHGs can focus on product development for multiple level of sanitation requirements for both individual and institutional needs. Furthermore, she stressed at the importance of skill training citing examples from Jharkhand and Tamil Nadu where women were given training in masonry work and were entitled as „Rani Mistris“. She also shared that women can be certified for sanitation related skills through agencies like NSDC and graduate as service providers like bare foot sanitation technicians.

She also added how credit is an important space for ownership and putting sanitation as a priority and spoke of the untapped money in banks priority sector lending. Banks should be committing their money to this critical sector of sanitation and appealed to include bankers as stakeholders too.

Rohit Kakkar, remarked that **gender considerations are going to play a significant role in SBM (Urban)** and that the SBM operational guidelines takes into account the vulnerable sections of the society. The guideline directs that public, community toilets and urinals constructed through the mission, should have gender segregated toilets and bathing areas. Additionally, some Swachh Survekshan indicators incentivise the ULBs towards better city rating when they involve informally operating wastepickers, a bulk of whom are represented by women, in their formal operations of city sanitation. He further shared few initiatives of the government like the SHE toilets (women only toilet complexes) that are being promoted by ULBs of cities like Bhopal, Thiruvananthapuram, Hyderabad, Navi Mumbai and Ghaziabad that have modular features like vending machines, baby feeding and diaper changing stations. Bhopal also has a community toilet for transgender. As IEC initiatives, the government has developed training modules in the form of specific videos hosted on their e-learning portal that is used to train the ULB staff. A thematic „women and sanitation“ drive was conducted through audio visual communication campaign recognising the role of women in sanitation and waste management, pushing the cities to become women friendly. SBM (U) along with NULM has started training women workers on FSSM in convergence mode wherein women are specifically getting trained in desludging operations. This initiative aims to increase women’s operational involvement in sanitation service delivery and provide them with better livelihoods. He gave his final remarks by saying that **a toolkit on Gender Responsive Budgeting** will be useful for the Ministry.

Bipin Rai, presented his view on sanitation and gender from the monitoring and technical angle of constructing and maintaining community toilets in Delhi. He addressed the gathering by sharing few achievements of the Delhi government since it has built 22000 toilets in last 3 years as compared to 12000-13000 toilets that were there since last 30 years. However, he was quick to admit that governments still need to do more for the absolute recognition of right to access and right to safety within sanitation sector. He spoke of the Adarsh Basti model, a civil society initiative of building community toilets in Delhi as a successful model as community ownership was created amongst the community along with a community-based robust monitoring system where women headed groups are the



forerunners of managing and monitoring toilets and waste management and have also led resolutions in health and hygiene concerns in their communities. Certain concerns of accessibility and use of toilets felt by the women users were also successfully addressed. He also mentioned that a gender and social perspective is essential to

be webbed within the otherwise engineering heavy work of sanitation. Small modifications like employing women staff and caretakers and 24 hours access to community toilets can make these structures more user friendly. There is a **need for a proper city level census for people engaged as Rag pickers and waste segregators** who are important links within the sanitation sector. He emphasised that **none of the initiatives of the government will flourish if public participation is not ensured.**

Pam Rajput remarked that the **issue of sanitation is very critical but argued that it should not be captured by the market forces.** She spoke about the Sustainable Development Goals (SDGs) and how gender cuts across all the goals. All goals are interlinked and the underlying statement is „Leave No One Behind“. She shared that Goal 6 of the SDGs that talks of WASH is going to be reported this year (2018) in July at High Level Political Forum (HLPF) meeting. In 2017, India presented the Voluntary National Report on SDGs but Goal 6 wasn’t reported. She mentioned that NITI Aayog-nodal agency for SDGs; has brought out a pamphlet that talks about why sanitation is important and shared her concern how the perception of the policy makers is limited when they talk about women’s security as compared to our own

definition of security that expands to economic security, health security, education security and other aspects. She also mentioned that sanitation planning and evaluation processes have to be equally built around the concerns of service providers where most women seem to be both invisible and discriminated within the care economy and manual scavenging contexts. She added that MHM is also a huge sanitation issue that affects women directly, thereby urging that perceptions of planners have to embrace a greater understanding of women's practical and strategic needs.

She emphasised that since we are a diverse country, we need to **demand Socially Gender Disaggregated Data and not just gender disaggregated data**. Unless such data is collected and analysed, appropriate policies and just allocation of resources can't be actualised. There is a greater need to engage and include local governance structures like the ULBs of more critical States and **sensitise village health and sanitation committees** to make them more functional. Likewise, the Ministry of Women and Child Development can act like an ombuds-institution to monitor progress from sanitation convergence initiatives in this regard. Finally, she reiterated that **sanitation is a women's human rights issue** and sanitation as a concern has to be shared and owned by the government, civil society and the people themselves.

Questions and Answers-

Q1: Why don't we develop gender norms for building toilets which can be ISO ranking kind?

A: Any sort of toolkit having gender norms to build a toilet like fitment etc will be welcome from the MoHUA.

Delhi government is in the process of drafting a Delhi sanitation Plan which would have gender norms in place.

Q2: We are looking for support for rehabilitation of manual scavengers from the government. How can we link it with the livelihoods?

A: There is a provision for ragpickers / wastepickers in the SBM policy and Swachh Survekshan ranking. However, SBM guideline is working towards the eradication of manual scavenging. The Census 2011 has some numbers on unsanitary toilets that are served by manual scavengers. Manual scavenging practice will be discontinued by the end of the SBM once the unsanitary toilets are replaced with sanitary toilets.

Rehabilitation of scavengers will be taken up by the Ministry of Social Justice and Empowerment.

Q3: Why focus on community toilets and individual toilets?

A: Slums aren't designed by architects in a planned way. They have been formed organically so there is no space for individual toilets. A few dwellings have private toilets where space was available. Delhi Government follows the Rehabilitation Policy of 2015 where slum dwellers will be eventually provided an in-situ house and then individual toilets will be made possible for all. Till the time they are rehabilitated, we have to ensure that there is no open defecation by providing community toilets. Community toilets are not by choice but by demand and due to space constraint. Those who have space can demand from the government to build individual toilets and support will be provided. During the last 3 years in Delhi, 3000 housing units have been provided with individual toilets.

Akhila Sivadas, while wrapping up the session shared that it would be critical for all the stakeholders to come together to place the issue of gender in sanitation at the centre at the policy level. For this, one has to see what kind of collaborative models and partnerships can be effective and converging.

SESSION: GENDER INCLUSION IN SANITATION SERVICES

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- **Facilitator**- Amitabh Behar Chief Executive Officer, Oxfam India
 - **Panelists**- Mamata Dash, Gender & Sanitation Expert, Aasha Ramesh, Gender Consultant, Akkai Padmashali, Transgender activist, Anjlee Agarwal Founder, Executive Director, Samarthyam, Beena Pallical National Coordinator, NCDHR, Aravinda Satyavada, Independent Researcher
 - **Resource Persons**- Samir Ghosh, Director, Shodhana, Kripali Bidaye, Consultant, Shodhana, Dr Fatima Burnad, Women Training Centre, Vimla, Founder, Mahila Pragati Manch
 - **Format**- Panel discussion around each of the panelist's work and Q&A session

Amitabh Behar shared the significance of having such a policy level conversation in the current political climate; wherein various CSOs from different domain have come together and viewed this sort of cementing, critical. He emphasised that rebuilding the moral compass in the country would be significant where sanitation and gender conversation as one of the major domains would be crucial. He

observed that there are three particular dimensions or key entry points that have to be focused on in the sanitation discourse particularly for this session- (i) Looking at care economy and sanitation, (ii) Addressing the question of gender intersectionality is critical wherein we need to understand caste, gender, disability etc., and (iii) Looking at the SDGs.

Mamata Dash began by reflecting her thoughts on gender guidelines of SBM that came up in 2017. It says that promoting gender stereotypes such as husbands gifting toilets to wives on Karwachauth, or brothers gifting toilets to sisters on Rakshabandhan needs to stop as it further reinforces gender inequalities. The prevailing gender power dynamics in our society and how we view it also pronounces such instances and practices. While the effort from the government in bringing the gender guidelines is commendable, yet it would be critical to know whether it has been put to practice at the ground level. The guideline also talks about the integral role of women in decision making, planning and management of sanitation services. But this intent has not really been translated into action. So she appealed that we, as civil society actors have to really **ensure and facilitate women to become the real drivers of change**. The guideline largely mentions gender as women and has not really mentioned about other gender groups like transgender people adequately. She further discussed that the **power dynamics have to be looked into and must be fundamentally changed when we talk about gender equality in sanitation services**. While 95 percent of manual scavengers are women, their stories remain invisible in the media. It is only the stories about the sewer related deaths that gets highlighted.

Likewise, as a part of Global Commitment, India is committed to SDGs that has a dedicated Goal No. 6 on Safe Water and Sanitation. However, stating that the SBM is an answer to all concerns highlighted in Goal 6 will be farfetched till the civil society does not critique and support. In 2010, India had

committed to recognising sanitation as a right but has not been realised till now. India can declare ODF by 2019 but will still be a failure if the gender intersectionalities such as caste, class, gender, ability and most importantly religion, particularly Muslims are not looked at. Gap exists between global picture and commitment to the country's sanitation situation vis-à-vis the actual ground reality. A collective responsibility of both WASH and non WASH actors is imperative to



ensure that the policies are effectively implemented on ground. Her final statement was **‘as civil society, we must look into these perspectives to ensure justice and dignity to all’**.

Aasha Ramesh while presenting on care economy and sanitation put forth that care work towards young, elderly and infirm is very vital but has been undervalued in global economy. SDG 5 does recognise and value unpaid care and domestic work with equitable participation of men and women in care economy and puts an economic value to it. But in reality, care work is unpaid, invisible and not reflected in national statistics, and is highly grossly undervalued. As per a UN report in 2017, 51 percent of the work done by women in India is unpaid. Burden of care giving needs to be reduced and should not be treated as sole responsibility of women. Same trend is observed in the sanitation sector where both men and women play different roles. Maintenance of household toilets has always been the responsibility of women. Women need adequate water to clean toilets that becomes an additional burden for them by fetching water from faraway sources. Toilets should not add to the existing workload of women.

Women and girls are extremely affected by poor access to sanitation. Poor sanitation makes them more prone to RTIs and UTIs since they control their urge to urinate or defecate till it gets dark thereby creating health hazards for them. Women and girls are vulnerable to violence when they have to go out for defecation. Sanitation is often viewed as a technical sector; wherein men take lead on planning and implementation related decisions. To make sanitation sector gender inclusive, it is crucial that every step and process of the sector is viewed from a gender lens. Her final remarks were that it is important to **make sanitation gender responsive and gender inclusive. We need to develop a gender supportive sanitation strategy focusing on how the care giving burden of the women can be reduced** by reducing the time for fetching water, and providing adequate sanitation facilities at home, schools, public places.

Akkai Padmashali, said that the **intersectionality is not just about caste and class, but also about Gender Identity**. Gender is not the biological identity, but is what one claims to be. It is important to incorporate the perspective of the LGBTs. They are denied access to urinate/ use public spaces merely because of the stigma attached to it. The larger sanitation politics needs to be addressed as well as anarchic patriarchal perceptions. In her final comments, she said that they are still fighting for their dignity and that is beyond law and politics.

Anjee Agarwal remarked that while 20 percent of India's population is disabled and another 33 percent comprises of elderly, we are still not talking about universal access to sanitation. Is it a too few a number to worry about or a too big a number to ignore? SBM doesn't really talk about accessible toilets. Girls with disability usually drop out from schools having no accessible toilets. They also face discrimination in schools. Severely disabled girls in villages have to go for open defecation in the absence of toilets and are subject to sexual violence. She shared a case about a disabled girl from a village in Karnataka on how she was being raped everyday by men when they took her out for open defecation. She expressed her dismay on how WASH and violence are very closely linked and such cases remain unreported and urged for **strong remedial actions as a requisite to curb incidences of sexual violence and rapes associated with unsafe access to toilets**. She added that there is no specific policy guideline, budgeting provision & monitoring for accessible sanitation for disabled women and girls under SBM or Access India Campaign. In her final comments, she remarked that while we talk about inclusion and leave no one behind, it should be INCLUSION for the Loos. The promises by the government have to be kept real.

Beena Pallical speaking from the Dalit women perspective shared that how planning and design in the policies are lopsided and how the converging issues are often ignored. To depict such lopsided planning of the government, she cited an incident in Uttar Pradesh where to achieve the target of building toilets under SBM, the local officials demolished the dry toilets where women were engaged as manual scavengers and built sanitary toilets. As a result, those 80 women lost their livelihood, and were not even rehabilitated as per the Manual Scavenging Act. There have been numerous cases of violence against Dalit communities by the dominant castes on the grounds of untouchability while accessing water and sanitation. Such power relations also affect their accessibility to WASH services. She mentioned that may be why this is still happening is because we never thought who are formulating such policies. **Unless we have representation from all these excluded communities right from the planning to designing and to every process while formulating policies; there would be no inclusion and violation of human rights will continue to happen**. Lot of power relations is observed around access to water and sanitation and that needs to be challenged. The SBM has become popular but what foundation does it have when in the last mile, these excluded communities do not have any safe and inclusive access to sanitation.

These excluded communities need to be at the centre of the policy making if we need to make any serious changes.

Aravinda Satyavada brought in a different perspective of including men while discussing gender and sanitation. She spoke how men may not be an excluded group when it comes to sanitation but they need to be made accountable and responsible in the entire discourse on sanitation. **Involvement of men as change agents are critical and also for gender inclusive messaging.** Anecdotal evidences and surveys undertaken by the World Bank in Uttar Pradesh, Rajasthan, Bihar, Haryana etc suggests that men are the last ones to achieve ODF status even when they have access to fully functional toilets. In Bihar, 9 out of 10 non-users of toilets in a household were concluded to be men. Survey conducted for Uttar Pradesh concludes the number of users for toilets is invariably more women than men. Neither is the construction of toilet a topmost priority for the group of men surveyed. Appropriate IEC material focusing exclusively on behavior change amongst men, engaging frontline workers, youth and identifying local leaders/champions are some recommendations for incentivising men for toilet usage. She stressed on having **gender and socially disaggregated data on toilet usage.** Some good local approaches have also proved how nigrani samitis have convinced men to use toilets.

Samir Ghosh emphasised relevance of technology as a critical element when it comes to access to sanitation especially for the disabled which need not be a high end digital technology. Simple technologies like hook and dressing sticks can play a crucial role in ensuring inclusion of people with disabilities in sanitation. Until we bring in some kind of technological interventions for the disabled persons, there will be continued dependency on others. There is no dearth of people having knowledge but it has to be put into action. He suggested for having **stakeholder consultations that reflect different types of disabilities and their special needs can help formulate inclusive and innovative outcomes** and the need to speak for others as we fail to bring the rural connect to such platforms.

Krupali Bidaye reiterated the point that a previous speaker spoke of how a passing reference has been made on transgender in the gender guidelines of SBM. She expressed her displeasure saying that we are still way behind while broadening our perspective on gender and bringing in the transgender perspective in the discourse. NALSA judgement talks about self-assertion of gender identity, regardless of how one dress up and the way they express their gender identity. Putting up a separate toilet space for transgender can lead to further exclusion. Instead each person should be allowed to use the toilet of her/his choice whether one is a transgender person or not. The nuances of sex reassignment surgery should also be taken into

consideration for transgender that further makes them vulnerable. There has to be more academic rigour towards the issue of transgenders' access to sanitation. Sanitation discourse has to be **more inclusive towards the needs of the transgender community and the intrinsic identity of a person since right of use of toilet is also the right of choice**. It is important to understand stigma, abuse and violence faced by the transgender groups at several levels. Unless the need to institutionalise the rights of the third gender is acknowledged, the gender inclusive sanitation agenda will stay unmet. **Representative voices of diversity and sexuality through collective forums and rigorous academic support** are possible recommendations.

Dr Fatima Burnad brought in an interesting perspective on how sanitation sector is closely tied with land requirement. However, in some cases land grabbing decisions related to construction of sanitation infrastructure are influenced by top down approach that has adversely affected local dalit communities especially women curbing their local sources of firewood and privacy of defecating in open. She put forth strongly how infrastructure is being built for big corporations in the name of big highways but adequate toilets for the excluded communities are not being built.

Sanitation can be talked of only when the political economy is understood.

The sanitation issue has to be related to the land issue as well. She expressed her disagreement on talking about „gender inclusion“ and why it is not a matter of fundamental right. She further added that instead of demanding gender to be inclusive, the rights have to be assertive. She queried that while there is acknowledgement on multiple discrimination of Dalit women; there is no multiple action and multiple strategies. She urged for the **need of development justice and also that the wealth and resources should be distributed equally among Dalit women, while challenging the power relations**.

Vimla, spoke about how things will not change if the toilet users' voices and needs are not taken into consideration. She proposed that **strict monitoring and active representation of the beneficiaries in the sanitation services is important and urged for recognition, motivation and dignity for the sanitation workers**.

Comments-

1. There is a need to make a policy push for Muslim women and transgenders on sanitation discourse.

2. In a state like Uttarakhand or any agrarian state, women who generally worked in the fields throughout the day have no public toilets to use. It is necessary to address such a need.
3. The domestic workers do not have access to use the toilets that they clean in the houses where they work. Why the families or employers of the domestic workers are not allowing these facilities? Need to debate whether there should be privatisation of the toilets at homes of the slum dwellers or the public toilets should be upgraded. The gender gap in services within urban settlements is plugged by women's unpaid labour.

Amitabh Behar in his concluding remark posed a question if the civil society has gone too much into a collaborative mode. He put forth that **our fundamental job as a civil society is to challenge & talk of alternatives and transformational change** rather than looking at little possibilities to do something with the State and the market that would have lesser impact. **Putting gender lens as the central lens in the design and implementation of any work would be critical.**

SESSION: GENDER AND SANITATION LIVELIHOODS

- **Facilitator:** Kamini Prakash, Technical Officer – Equality and Non-Discrimination, India Support Unit, WSSCC
- **Panelists:** Dr Ravikant Joshi, Team Leader, Technical Support Unit, National Urban Livelihoods Mission, UMC, Dr Indira Khurana, International Budget Partnership, Safai Karamchari Andolan, Ashif Shaikh Co-founder, Jan Sahas, Sajith Sukumaran Chief Operating Officer, Kudumbashree National Resource Unit
- **Resource Persons:** Pratik Kumar, Board Member, Aakar Social Ventures, Jayanti Devi, MHT Karmika
- **Format:** Discussion Panel-conversations around each of the panelist's work and Q&A session

This session provided an overview of sanitation livelihoods through domestic, community and institutional realms. Concerns surrounding sanitation livelihoods have several gender underpinnings that are required to be addressed such that barriers and challenges to the sector can be studied for charting inclusive policy options. This session explores gender and sanitation livelihoods from a service providers' point of view. It also highlights the firsthand account of campaigners and

collective voices of sanitation workers from a human rights perspective especially around dignity and equality goals.

Kamini Prakash- the session facilitator, introduced the panel and highlighted that the caste and gender biases are deeply ingrained in the entire sanitation sector which has to be challenged by all. She further added that we **need to recognise the value of sanitation livelihoods and change our mindset of branding them as polluting, dirty or demeaning work.**

Dr Ravi Kant Joshi from UMC shared that he is supporting a BMGF funded Technical Support Unit (TSU) for National Urban Livelihoods Mission at the Ministry of Housing and Urban Affairs. The TSU is mandated to mainstream sanitation related livelihoods with special focus on FSSM. He informed that a Convergence Note entitled „Empowering Marginalised Groups- a Convergence between SBM and DAY-NULM“ echoes a similar sentiment². This convergence is envisaged to empower SHGs and provide them with employment opportunities with the sanitation and waste sector.

The presenter added that NULM is a supply side facilitating Mission that works through social institutions. Nearly 25 lakh women are actively participating in NULM established SHGs, wherein many members are from sanitation work background.

These SHGs can be instrumental in converting unpaid or invisible work of women WASH workers into paid opportunities. On the other hand, SBM creates sanitation infrastructure but the maintenance still poses a challenge. Future trend in job creation suggests that sanitation sector will emerge as a strong contender for creating jobs for urban poor after construction industry. It is through **synergies between the two Missions where women and their groups can seek control as managers of sanitation infrastructure, thereby promising some level of gender inclusive application to the sector.**

Dr Indira Khurana pointed out that more representation from men and transgender communities is required in sanitation discourses. She also added that understanding of sanitation sector is often bereft of the concerns faced by the service providers. Some pertinent points made by the presenter are highlighted below:

- There is an absence of comprehensive data and baseline studies on concerns surrounding the service providers that has further compounded such exclusion. Little evidence exists on the number of dry toilets (both existing and destroyed), making it difficult to ascertain the exact number of manual scavengers. Likewise, very little data is available on government’s SBM (U) on the eradication of

² Available at https://nulm.gov.in/PDF/NULM_Mission/SBM_NULM_Convergence_Guideline.pdf

manual scavenging and the ways in which the government is addressing it. The FSSM policy document suggests that it is illegal to practice manual scavenging, however, the document does not clearly suggest ways in which the associated back end components that lean on such practices can be eradicated.

- It is well established that most manual scavenging work is carried by marginalised women. Yet, we have very little understanding about them. There is a general lack of informed data sources which presents the number of women liberated from manual scavenging and the vulnerabilities faced by those women who lost their husbands on the course of duty while cleaning septic tanks etc. There is no data to know if these women were fairly compensated with Rs 10 lakhs as legally safeguarded.
- There is still a lack of clarity and underrepresentation of total number of persons engaged in manual scavenging. There is no single comprehensive survey that records the actual number of manual scavengers. To encourage liberation, Rs 40,000 is earmarked for every woman manual scavenger by the government. However, **a more transparent and well documented approach is required to understand the entire process to pin point the ease or barriers with which they get compensated.**
- Certain technologies adopted under the SBM (G) like the twin pit technology in rural areas, are observed as „polluting tasks” when switching to another pit. Resultantly, people practicing manual scavenging or those hailing from marginalised communities are summoned for this work. The way the twin pit technology stands today, it is hard to determine when the pit gets full. Likewise, there are several issues surrounding septic tanks in rural areas where the basic principles of construction are not followed. Moreover, water scarcity and use of dry toilets increase the act of manual scavenging. These fractures in existing technology have an indirect bearing on the future of WASH workers.
- Rehabilitation scheme advocates entrepreneurship & provides loans for those communities that have been historically marginalised. Such **schemes need to incorporate necessary back end support with some innovative thinking around non sanitation livelihoods.**
- More corrective action is needed from the government for making progress on SDG-6 (Clean Water and Sanitation) and SDG-16 (Peace, Justice and Strong Institutions) as these goals go hand in hand. There is no mention of service providers and manual scavengers in SDG-6. Likewise, the **government is required to build appropriate capacities for the implementation of SDG-16.**

Ashif Shaikh opened his presentation with a short documentary on Jamuna- a sanitation worker. He pointed out that manual scavenging in India depicts caste and gender based slavery and not just issues related to livelihood and employment. Nearly 1 million women are engaged as manual scavengers who come from Dalit communities including Dalit Muslims who face discrimination, caste oppression and

violence. However, government does not recognise Dalit Muslims in the Scheduled Caste category and this makes their rehabilitation difficult. The presenter shared the historical trajectory of government's intervention towards the eradication of manual scavenging since 1993 followed by the counting of manual scavengers through six surveys. He also shared some existing gaps in such exercise that are outlined below:

- The counting of manual scavenging and their subsequent rehabilitation has to be supported with a more robust census and methodology. About six surveys have been accomplished by the government for counting manual scavengers till 2018 and the seventh survey is underway. However, the rehabilitation component was not considered by the Government at the very inception of the survey in 1993 and was introduced only after a decade. The first survey enumerated 5.88 lakh manual scavengers, out of which 3 lakh were rehabilitated by the government in 2002. By 2003, 78,000 manual scavengers were further enlisted through the second survey and the Self Employment Scheme for Rehabilitation of Manual Scavengers which was initiated with the goal of rehabilitating a total of 8 lakh manual scavengers. The subsequent surveys were conducted through several community based processes and camps wherein only 1.8 lakh individuals expressed interest towards rehabilitation. The government, however, claims to have rehabilitated 80,000 of the total interest individuals. Subsequently, a post rehabilitation assessment carried out by Jan Sahas with support from the ILO in 2013 revealed that nearly 78 percent of the 80,000 rehabilitated members were neither manual scavengers nor belonging to manual scavenging communities.
- The ambiguity around number of sanitation workers engaged in cleaning of dry toilets needs to be tackled systematically. The Census 2011 suggests that there are 28 lakh dry toilets, out of which 8 lakh dry toilets are cleaned by sanitation workers, 5 lakh dry toilets (as claimed by survey respondents without further validation conducted by the surveyors) are cleaned by animals and the rest are bahau toilets that does not require cleaning assistance. However, a bahau toilet would still require a sanitation worker to work in open drains and nallas, something that the Census enumeration does not recognise as work and for rehabilitation. Similarly, a better enumeration is required for those engaged in cleaning within flush toilets environment where deaths occur due to septic tanks, manholes etc. Nearly 12-15 people die every day in such cleaning work.
- Moreover, the Caste and Economic Census 2011 identified additional 1.80 lakh manual scavengers in rural areas but do not reveal similar statistics for the urban areas and present a partial perspective to this situation.
- Presence of sanitation workers goes unaccounted in certain public sectors like railways. It is estimated that nearly 48000 sanitation workers are engaged in cleaning of railway toilets and tracks. Furthermore, 11 defence cantonments were identified in the Census 2011 who are using such workers for cleaning

these areas. Despite such engagements, no responsibility has been taken by relevant authorities towards their rehabilitation.

- Finally, **greater political will and collective action of communities, trade unions and campaigners is required such that the sanitation workers communities get mobilised and empowered to initiate and lead this movement themselves.**

The session also focused on some sanitation livelihood business models and lessons learnt within sanitation sector as well as skilled based trainings that have empowered women from being workers to specialised service providers.

Sajith Sukumaran shared the journey of Kudumbashree (State Poverty Eradication



Mission, Government of Kerala) in solid waste management sector. Kudumbashree organises 43 lakh women through 2.75 lakh SHGs and their federations. In 2002, the organisation tried and tested an entrepreneurship model for women as waste segregators and collectors for solid waste processing plants run by 28 Municipal Corporations to deal

with the issue of solid waste management. The model helped nearly 890 marginalised women who were mostly Dalits almost 92 percent (especially Dalit Christians), 58 percent of these women were widows or deserted, 8-10 percent were unwed mothers and disabled persons; with better enterprise building opportunities. Though initially being successful, this initiative collapsed with the mismanagement of local government run processing units and as a result most enterprise groups became defunct. Kudumbashree also learnt the lesson that the enterprise model was financially unsustainable and had poor backward-forward linkages. Following from this learning and under the new leadership, the organisation adopted a more inclusive empowering approach to its working. Under the new pro-poor model- Haritha Keralam Mission for Water and Waste Management sector focus, the **importance of skill training is highlighted as an integral link to women's economic empowerment.** Around 30,000 women are being trained as technicians and service providers who are now offering services to households in installing and maintaining Solid Waste Management devices and running plastic processing plants and recycling units. One of the learning that he shared in his final comments was to **be watchful about the patterns regarding the users of the technology and the institutions.**

The testimony of **Jayanti Devi** – a resident of Sangrampur village near Ranchi, elucidated the importance of enhancing construction and plumbing based sanitation livelihoods through skill upgradation training. Jayanti used to earn Rs 200 but had to travel atleast 30 kms for her work. Her travel expenses would cost her Rs 40. Now trained as a mason (Rajmistri) from the Mahila Housing SEWA Trust's Karmika School of Construction Workers, Jayanti takes contracts for toilet construction under SBM and housing schemes under PMAY. Her income has increased since then to Rs 350 and she is able to find work easily. She had to initially assert her right to work as Rajmistri with the male members of her family as the particular work has always dominated by men. She now feels more confident about herself as an equal breadwinner for her family and is in the process of completing a big assignment of constructing 2200 toilets.

Prateek Kumar shared the journey of Aakar Social Ventures which is creating livelihood opportunities for women in the sanitation sector. The presenter stressed that livelihoods, MHM and gender are interlinked and inseparable in the larger context of sanitation. The venture was introduced by improvising the machines for manufacturing sanitary pads and worked on creating a safe product that has been certified by CIPET as hundred percent compostable. The venture is run by women led small units with 35 units setup in India and 7 in Africa. Each of these women led enterprise gives jobs to at least 15-20 women. The venture functions on a Build-Operate-Own model with one-time investment so that women can be ensured livelihood in perpetuity. However, setting up the venture had its own challenges including taboos surrounding the product, finding the demand for its use and getting women to work in this sector. To combat this situation, the venture has identified champions within their enterprises. The women who do door to door selling act as the champions for behavioural change that is needed in the communities. Though presently the venture does not have any concrete solution for disposal, the fact that the product is fully biodegradable, becomes a solution in its own way.

Q1: How can the livelihoods component of NULM be linked for Manual Scavengers?

A1: Manual Scavengers rehabilitation is not a part of NULM's mandate. However, if NULM has to support the rehabilitation of this occupational group then they can get vocational training and access to credit in alternative non sanitary livelihoods free of cost. They can also be linked with the SEP component of NULM for exploring self-employment opportunities. Similarly, the NULM guidelines suggest SHG formation for most vulnerable occupational groups for both men and women. Even joint or common interest groups can be formed where they can be given vocational trainings and access to credit in charting a new kind of career course.

Q2: Manual Scavenging forms one of the most vulnerable groups. Despite this why is social mobilisation not happening from the government side instead of expecting the manual scavengers approaching them for rehabilitation?

A2: Dr Joshi replied -A lack of political will is one of the underlying reasons for this. In NULM, social mobilisation is carried out by city management units, state mission managers, mission management units, community and resource organisations. However, in the matters of manual scavengers, no one is coming on board and telling that they want to be rehabilitated. Both state, local and FSSM level functionaries are required to take more proactive role in pushing this agenda. In NULM, the convergence with SBM and focus on sanitation livelihoods is relatively new and there are guidelines for mainstreaming livelihoods for both men and women of vulnerable background.

Ashif Shaikh replied- The tendency of denying the existence of manual scavengers in some States has impacted the agenda for exerting positive changes for manual scavengers. During the UPA Government, Jairam Ramesh stated to allocated 1500 crore fund for their rehabilitation under NRLM. However, certain State Governments struggled on the definition of „manual scavengers” as they had already declared their States Manual Scavenging free. Again while conducting national surveys on manual scavengers, some District Collectors did not participate as they had sent an affidavit to the Supreme Court suggesting their areas to be manual scavenging free. Jan Sahas along Safai Karmchari Andolan and with other partners filed a joint PIL to the Supreme Court that the District Commissioners can declare the manual scavengers numbers till the next three years without fearing the consequences. However, none of the DCs conducted the surveys.

Indira Khurana replied- In terms of digital technology and data availability, there is no information or placement record in the SRMS programme where the beneficiary gets placed after residential and training support. Therefore, the actual status is very hard to assess.

Kamini Prakash summed up the session and added her insight to the emerging concerns. She stated that the Manual Scavenging Act is a good provision. But it still needs to acknowledge the magnitude of the problem including inadequate budgets, denial of the presence of manual scavengers and lack of clarity of actual numbers of the beneficiaries. Moreover, **the rehabilitation aspect is not just about economic relief but also needs to address social conditions and caste oppression that perpetuates this practice.** There are now some options available for converting unpaid work to paid skilled work like barefoot technicians,

maintenance and construction of community toilets and MHM production units. Some good policies are there in place, however, now **one has to stride towards advocacy and change in patriarchal mindsets, wherein cleaning individual toilets has to become a joint responsibility for all family members.** Likewise, at the community level, caste is not to be seen as a determinant for cleaning and maintaining toilets be it in schools, health facilities or other public institutions. As a way forward, **we would need more collective action, public hearing, innovative campaigns and platforms for dialogues between sanitation workers, waste managers and policy makers such that inclusive commitments and actions are generated.**

PARALLEL SESSION: GENDER BUDGETING IN PUBLIC SANITATION

- **Facilitator-** Suneeta Dhar, Senior Advisor, JAGORI
- **Panelists-** Professor Meera Mehta, Joint Director Center for Water and Sanitation (C-WAS), CEPT, Dharmistha Chauhan, Consultant, UN Women, Kanika Kaul, Additional Coordinator – Research, CBGA
- **Format-** Panel discussion around each of the panelist’s work and Q&A session

Suneeta Dhar, shared how the challenge is not to just transform at the implementation level but also look into the finances that have been allocated for the implementation. She also shared how limited the finances are in terms of allocation towards gender equality, empowerment and rights. She highlighted her concern about how the MoDWS doesn’t have a GRB yet when we talk about convergence and intersectorality and we don’t have such mechanisms such as GRBs even within the ministries. Furthermore, she said that apart from inadequate budget allocation, we also **need to look at the under spending, equitable utilisation, lack of gender disaggregated data** due to which we are unable to track allocations.

Dharmistha Chauhan demystified that Gender Responsive Budgeting is not just about finances or division of budget between men and women for infrastructure creation but how the entire budget cycle has an impact on the gender groups inclusive of the processes of planning, implementation and monitoring of the said infrastructure. In the Swachh Survekshan, 2016 survey, it was found that 98.7

percent people in urban areas use public toilets, depicting how important public toilets are for people. Interestingly, there was no budget allocation for public toilet construction even though SBM guidelines came into effect in 2014 with revised guidelines in August 2017. The norms suggest that it has to be done in PPP mode where ULBs have to generate their own funds. The guidelines while mentioned that there should be adequate provisions for men, women and disabled but no details were mentioned regarding the provisions. The national norms do not take into account location dynamics while analysing the gender user groups for usage of public toilets. Further, there is no provision for urinals for women in the guidelines. It is critical to ensure increased participation of diverse gender groups in the budget cycle. **Public discussion on plans and budgets should be gender inclusive taking into consideration the socio economic dimension of likely users (indicators like size of dwelling, occupation, age etc) to inform better accessibility solutions.**

Research findings of satisfaction surveys conducted in four cities by the UN Women

suggests that (i) budget allocation for women urinals in MCD public areas is nonexistent,

(ii) women find urinals/public toilets with much difficulty, (iii) women have to pay a higher user fee for a public toilet (Rs 5 per usage for women and Rs 2 for men), (iv) women users are still concerned about their safety and privacy of use, cleanliness,

hygiene, and presence of basic facilities (hooks, racks, disposal bins, vending machines etc). Alternative financial and budgetary sources can be explored (including microfinance institutions, NULM/SULM subsidies) for diverting funds for the construction of toilets especially for women, disabled persons and the elderly on priority. Another area of dedicated investment from the identified budget sources has to be in gender sensitisation training and capacity building of relevant stakeholders especially men. Involving CBOs for their forte in community mobilisation will be highly pivotal for actualising such suggestions. **Given the high usage of public toilets in India, the government has to put in resources taking into account the target population, its location, adequate design and defining the unit cost.**



Meera Mehta opined that it is **essential to locate the opportunities to orient the budget whether at state, national or local level to ‘gender sensitive’ activities.** She was of the view that it is important to promote universal access to individual toilets in urban areas instead of community toilets. People are not able to build individual toilets primarily because of being unable to access finance and credit. There are budget opportunities available but banks are not taking a willing role but they need aggregator support where NGOs can play a role of community mobilisers. Under NULM and SULM subsidies are available to support reduction in interest cost of credit that is provided by Micro Finance Institutions. Schedule emptying is now a new trend where under Public Private Partnership, private sector truck operators are getting their trucks to empty the tanks and households are not levied any fee. So it is imperative for the local institutions and municipal bodies to address operational guidelines from a localised gender perspective while responding to gender budgeting in their jurisdiction. She further shared that in Maharashtra there are training courses for sanitation inspectors and 20 percent of those trained are women. Such trainings are good opportunities to create women entrepreneurs that would contribute to increasing gender participation in sanitation activities. Subsidies and stipends for such trainings can always be explored subsequently.

Kanika Kaul said that even though there are gender norms mentioned in the SBM guidelines the specifics aren’t clearly described. Furthermore, the guidelines are recommendatory in nature and not binding on State governments. The budget documents lack gender disaggregated data making it difficult to comment on the adequacy of budgets on gender responsive components.

She shared few **action points** for the departments/ministries for effective implementation of Gender Responsive Budgeting in sanitation- i. Identify specific gender-based challenges in the domain of sanitation, ii. Amend the objectives, operational guidelines, financial norms and unit costs of schemes to make them more gender responsive, iii. Many of these amendments may require additional budgetary resources, which should be provided adequately, iv. Gender Budget Statements should report these amendments and the additional budgetary resources for the same.

Comments

- The Gender Responsive Budgeting has a limiting framework and hence doesn’t capture the nuance of gender budgeting. There are broad guidelines on gender budgeting at the municipal level in some states.

- A good pay and use toilet near a bus stand in Anantpur (A.P.) earns Rs. 6560 per day that is Rs. 35 lakhs annually. So, this huge amount of money has the potential to be used for maintenance.
- Policy needs to be converted into budgets. A study in Maharashtra suggests that there is a differential gender budget allocation and spending on public toilets. Nearly two thirds of the urinal construction budget is spent for male users as against one third of women urinals (Rs 98,000 per toilet seat for male urinal as against Rs 32,000 per toilet seat for women urinals). **This equates to Rs 12 per capita spending for male users and Rs 5 per capita spending for women users.**
- Discussion on gender budgeting on sanitation has to look at the gender intersectionality that often gets ignored.

Suneeta Dhar in her closing comments said that there is **a need to further clarify and strengthen the reporting framework for gender responsive budgeting in sanitation** such that each crucial step in planning ranging from programme designing, budgetary outlays, implementation, O&M along with associated policies are geared to include gender specific objectives. Also important are the questions on implementation pertaining to prioritisation of the needs of the most marginalised women and their involvement in decision-making. She urged that while **there are so many micro researches being done by the CSOs, they need to converge and put data together for collective analysis.**

PARALLEL SESSION: GENDER RESPONSIVE DESIGN AND TECHNOLOGY

Facilitator: Abhay Rao, Team Lead, Dasra

- **Panelists:** Dr Malini Reddy, Associate Professor, ASCI, Nirat Bhatnagar, Partner, Dalberg, Sandhya Haribal, Regional Incharge, CDD Society
- **Format:** Discussion Panel-conversations around each of the panelist's work and Q&A

Panelists presented their views on how technology can play a role in promoting gender positivity in sanitation. Both macro and micro level understanding was shared to gain a better understanding on how gender can be integrated across the entire sanitation supply chain.

Dr Malini Reddy emphasised that technology plays an integral part in integrating gender in sanitation at the very onset of planning stage through appropriate use of

technology for gender disaggregated data, socio economic parameters and usage patterns. Similarly, technology helps to determine other phases of sanitation including implementation, maintenance, budgeting and monitoring. Drawing from ASCI's experience and experimentation in Warangal of working with marginalised communities, Dr Reddy stressed that the **Accessibility factor for toilets require robust frameworks that studies the vulnerabilities of communities who are either unwilling or unable to access sanitation services.** Some barriers to access experienced by different user groups include (i) discomfort experienced by women while using toilets in the presence of male caretakers, (ii) differential user fee or pay discrimination amongst men and women users, (iii) poor visual appeal and cleanliness with unpleasant smell, (iv) entrances facing main roads deters women users,(v) absence of simple facilities being overlooked such as hooks, spaces for adjusting traditional attires, children's changing area and sanitary pad disposals. She added that accessibility in places with heavy foot fall and low

provision of water can be dealt with innovative technology where women can access waterless urinals while standing. Based on her field experiences, the presenter parted with some broad recommendations that can strengthen the role of women in sanitation supply chain. These include:

- Investigate in the wage differentials faced by women masons and facilitate their fair participation through SHGs with robust financial networks like Kudambashree in Kerala.
- Data sensitive research that can enable better understanding of women operators' requirement for technology that can be customised locally for processes like de-sludging.
- Make personal protective equipments (PPE) that are women friendly like the initiative taken up by the Dalit Indian Chamber of Commerce & Industry that is working closely with PPE manufactures and has come up with breathable fabrics that are comfortable to use.
- More proactive strategies to bring women entrepreneurship at multiple levels of the supply chain especially in establishing FSTPs.
- Invest in skilling of women through links with NSDC, NULM funds where possible
- Explore technological models that are more affordable to construct and maintain especially for MHM.

Nirat Bhatnagar suggested that gender equality in sanitation sector can be viewed from both demand and supply side through four components. These include: (i) access (captures demand for sanitation services by different gender groups) (ii) experience (how women and men navigate and negotiate while accessing these services) (iii) equity in agency (whether women have equal representation for jobs and entrepreneurship from supply side) and (iv) opportunity (how both demand and

supply can ensure equal opportunities to all gender groups). Furthermore, successful design and technology can also be viewed from three perspectives including (i) engagement and representation of women and other gender groups with hardware of WASH sector and sanitation supply chain (including MHM facilities), (ii) Increased financing through dedicated finances that unlocks access to WASH services, and (iii) Policy/Behaviour.

He emphasised that women play three strategic roles within technology and sanitation, i.e. as end users, facilitators and WASH workforce. He also suggested that certain technological aspects of

the sanitation value chain are gender neutral as the associated processes are expected to benefit end users in a similar way irrespective of their gender (i.e. treatment and septic tank extraction technologies). Conversely, interface and experiences of those dealing with technology providers are often

gendered and that's where

appropriate interventions and opportunities can be introduced. Women generally find it difficult to financially negotiate with a tank cleaner as men would. Again, front end requires more women friendly designs especially around MHM such that it becomes a seamless service within public facility.



It is expected that many opportunities will eventually arise in sanitation service provision in both rural and urban areas, though a bulk of these opportunities will go to men. Women with low negotiating powers and entry barriers will be further entrenched in the informal space of such work. He stressed that women navigate technology differently than men both biologically and socially. Some simple design/technology tweaks can make the services more women friendly from a service provider point of view including machines that are used for septic tank extraction. For this, he suggests to conduct gender audits for all women crew, facilitate women managed teams that hires more women staff (as in truck operators fleet), and leverage these provisions through SHGs. The presenter **recommends** to

- Encourage an increased representation of women in all spectrum of the sanitation ecosystem including policy making, technology & design and operations.
- Incentivise companies that have adequately researched and supported women in public goods by giving them a brand status under an appropriate State or district run initiative and give a preferred status in public and private procurement procedures.

- Make avail SME finance with better loan size and credit guarantee can help in supporting women entrepreneurship.

Sandhya Haribal suggests that a suitable technology has to be viewed by both users and service providers" point of view that is easily maintained, user friendly and user centred such that it is sensitive to all segments of the society. Furthermore, toilets both permanent and temporary have to be well equipped for use by the disabled and children. Heavy investments in sanitation structure render futile if they fail to cater to large number of users due to design barriers. Henceforth, technology led solutions have to be situation specific that are informed by the needs of various users through participatory planning processes. Some **recommendations** shared by the presenter includes:

- Understand the behaviour and perspective of women to what they view as predominantly male area of work in a sanitation supply chain and devise small scale innovations to make their participation possible. This is especially true for de-sludging activities including emptying of soak pits and tanks. Simple modifications include small core cutter machines to break the seals of septic tanks and use of small fans and sticks in FSTP to break solidified sludge to slurry in areas of extreme climate.
- Adequate capacity building, guidance and training programmes that are promoted through local or district level champions.
- Devise a dashboard of desirable data, learning experiences- successes and failures that can enable a better approach to designing sanitation projects and processes.
- Create operating guidelines or manuals of standard practices in sanitation procedures that can be easily used for training and capacity building programmes.

Questions and Answers

Q: What are the participatory ways in involving communities and beneficiaries in designing and technology in city sanitation plans?

A: Initiative like Gender Forums in several towns of Andhra Pradesh has successfully hired community workers who have assisted in identifying community champions and established a Gender Resource Centre within the municipality and is headed by a lady Executive Engineer. This forum is a medium for members to express their concerns on sanitation within the municipality jurisdiction. Likewise, City Sanitation Task Force (CSTF) has gender subgroups and along with the participation of Gender Resource Centre, city level decisions are made gender response. The Mission for Elimination of Poverty in Municipal Areas (MEPMA) initiative has supported women entrepreneurship in sanitation wherein nearly 300 community toilets are maintained and supervised by women staff. The initiative is funded by common interest groups (SHGs) where MHM products and promotion

can be roped in the future. Involving youth especially young children in community activities like drawing competitions on themes of sanitation will also send a message that sanitation is a joint responsibility of the communities too.

Q: In terms of FSSM policy and City Sanitation Plans exercise in Karnataka, is there any convergence between these two activities such that gender can be integrated in FSSM component with CSP component?

A: Convergence has been accepted between the three working partners of the CSP including

Municipal Administration -the key nodal agency, Water Board which is the technical partner and KUIDFC-the funding partner. The CSP will take a longer duration vision approach for the entire city and the FSSM will be taken up with full support of the Water Board.

Q: What are the hurdles to conducting Accessibility Audits? Is it because of absence of standardised norms or lack of mandate in the policy to do it for each toilet across the entire value chain?

A: The cost of conducting these audits in the value chain are very high and creating low cost assessment tools will leverage this activity. Besides, there may be high level of variance in sanitation supply chain components raising methodology issues as snapshot assessments. However, a more continuous monitoring is required.

On another note, sanitation census is carried out by cities through MEPMA and other organisations but, this data is needed to be integrated in documents like CSPs which has to be gender responsive highlighting data on number of toilets, number of female headed families who could not apply for loans, number of women still dependent on ODF etc.

Comment- the discourse on gender responsive design and technology has to broaden and strongly factor in the needs for transgender and their needs which are their basic rights.

SESSION: SUPPORTING SANITATION SECTOR THROUGH A GENDER LENS: ROLE OF DEVELOPMENT PARTNERS

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- **Facilitator:** Neera Nundy, Co-founder, Dasra
 - **Panelists:** Madhu Krishna, Country Lead, Water Sanitation and Hygiene, BMGF, Mark Peters, Team lead WASH, USAID, Mariappa Kullapa, Senior Water and Sanitation Specialist and Akhilesh Gautam, India Country Programme Director, WSUP

- **Format:** Discussion Panel-conversations around each of the panelist's work and Q&A

Neera Nundy kickstarted the session by remarking that the shift from MDGs to SDGs is also a shift in approach in sanitation sector from providing improved sanitation services to a more ambitious vision of having safe, inclusive and well managed sanitation services. Encapsulating the present scenario in the sanitation sector, she made reference to a World Bank research paper and the future of sanitation sector. This research states that "There are multiple pathways towards sustainability and affordable sanitation that are mutually reinforcing and need to be implemented in a coordinated manner. The optimal sequencing and balance will vary from country to country and by subsector. The attractiveness of the sector will develop incrementally or can be transformed as we invest in water sector institutions and improve capital markets in a country as it evolves".

Building further from the proceedings of the day, Facilitator posed some critical questions to the presenters particularly on their contribution to the sector from a donor's perspective and overall commitment of employing a gender lens in their work in both Indian and global context.

Question 1: *How much is your organisation contributing to the sanitation sector apart from funding support? What role is your organisation playing and holding itself and other institutions accountable for employing a gender lens?*

Akhilesh Gautam from WSUP highlighted three areas through which organisations and governments can be made more accountable for inclusive sanitation including the interests of women and children. He suggests,

- **A need for reviewing existing policy guidelines, creating evidence on spending commitment of the local governments and finding appropriate policy spaces where new recommendations can be hooked into existing guidelines.** He gave examples of National Urban Sanitation Policy 2008 document that has ring fenced 20 percent spending on the poor, women and children by local governments. Likewise, every State is expected to develop an inclusive sanitation mandate. WSUP is presently helping several States to draft their inclusive sanitation plans. However, it is imperative to study these policies through implementation focused evidence and evaluation such that the governments are made more accountable to their commitments.
- **Investments in large infrastructure projects (like AMRUT and SBM) with big budgets to be made more visible for women and children centred development and outcomes.** Most DPRs of large infrastructure projects do not spell out such concerns. He cited the example of Chhattisgarh for visibility in investments for women, where WSUP with help of USAID introduced a progressive united fund of Rs 60,000 for each women only ward committees

where women are empowered to decide and spend the fund on sanitation priorities in their areas including remodelling or repair of toilets, solid waste management etc. Similarly, in Vishakhapatnam ward level committees provided structures for empowering spaces to women through 28,000 SHGs in 72 wards, bringing women to the fore front of decision making and is made visible to the duty bearers.

- Need to think and go beyond the public guidelines in local governance commitment. For example, the Commissioner of Vishakhapatnam went beyond the SBM guideline commitment and invested 8 crores of his own budget towards retrofitting the sanitation status in the municipal area.

Madhu Krishna shared that all programmes and strategies rolled out by the BMGF have a clear gender inclusive component. Some key levers in sanitation informed through their experience and learning in this sector includes:

- **Need for deliberate formal structures and guidelines for inclusion of gender lens at city or district level** that specifies community and women groups" roles in sanitation through MoUs with local governments. These guidelines must elaborate on ways in which local communities and women get empowered and incentivised through complete ownership.
- **Outline a list of 15-20 practical and actionable recommendations as path forward** that can make urban planning and implementation processes gender sensitive within district administration and beyond. These concrete recommendations must aim to (i) inform national and state policies towards universal sanitation (ii) strengthen understanding of local administrators and city managers to make gender inclusive decisions in sanitation (iii) be incorporated in all funded programmes and reflected in development partners" engagements with the government.

Mariappa Kullapa suggested that its pivotal for development partners to work together in the sanitation sector so as to **translate intent to action at all levels i.e. implementation and monitoring of policies.** With regard to employing a gender lens to the workings of the World Bank, the presenter made the following points:

- From this year onwards, the World Bank is carrying project appraisals to be hundred percent gender tagged as mandated by the CSR policy.
- The Bank has invested and supported several state level Ministries specifically in Sanitation Projects. It has also supported Livelihood programmes (Jeevika) in States like Bihar. In these programmes, the Bank has provided separate funding for sanitation and has helped increase the access to finance by supporting the SHG networks. Besides these, the Bank has created new verticals within Sanitation and Hygiene so as to have a more targeted approach to gender related development. In view of such **development, the presenter urged the**

panellists and other donor representatives that development partners must converge and integrate their efforts to add value and better gender inclusive outcomes amongst relevant programmes and projects. The most marginalised and unreached sections of the society especially PWDs can be covered through such convergence.

- He also pointed out that the Bank has undertaken evidence based research in SBM. As per their experience in States like Uttar Pradesh, Bihar and Jharkhand; women have contributed significantly in sanitation through Nigrani Committees. The research also suggests that in rural areas where women were given Safe Spaces to influence communities and hold leadership positions were the first ones to be declared with an Open Defecation Free status.

Mark Peters highlighted that the sanitation challenges in India are significant, which when gets overlaid with the concerns of gender, disability and other marginalised

groups presents with an overwhelming scenario. He suggests employing and extending the „sense of sameness“ to everyone in the wider communities such that issues of caste, gender, disability etc can become relevant from the point of how we can intervene and implement for those who are left out. His thoughts on employing gender



lens to sanitation represents the practices that are undertaken by USAID, including

- **Equal representation of diverse groups** in all processes of planning, implementation, procurement etc. Furthermore, **higher accountability** is required from decision makers and implementing bodies.
- The USAID is mindful of gender inclusive efforts in all the programmatic processes and assigns a dedicated gender expert for the Mission and several other gender specialists within each technical group. Besides, there are other technical staff as assessors of gender issues in processes like procurements, evaluations and monitoring.
- The presenter suggests that while working with partners, one has to actively **monitor progress through baseline and midline surveys**. This will also ensure that the responsibility of the urban local bodies is not passed on as added burden to the communities and volunteers be it men or women. In this regard, the USAID is helping in developing accountability surveys for the Government's Swachh Survekshan programme that will aid in a better understanding on how the ULBs are achieving progress under the SBM and how these surveys can be improvised to capture more inclusive outcomes.

Question 2: Which is one stakeholder who in your perspective has the most leverage to move the needle on gender lens and sanitation?

The panellists suggested the following stakeholders as a priority to invest and leverage the gender lens in sanitation, including (i) build capacities of **grass root implementing partners** to translate policy into action and increased commitment, (ii) educate and invest in **school going adolescent girls** for intergenerational impacts since they have a very crucial role to play in shaping the sanitation sector in future (iii) change the sanitation narrative through **media** across all modes of communication and (iv) engage with the **government** to have large scale implementation impacts.

Certain questions that were posed by the audience includes:

Q1: How is USAID measuring progress and how does the success indicators look like in their experience?

A1: Monitoring has helped USAID to put on a gender lens further. The shift in sanitation vis-à-vis gender from reducing and mitigating vulnerabilities and increasing safety of users essentially to empowering communities and groups to chart their own course is crucial. We are specifically monitoring the level of involvement with different groups where our partners are engaging and how we can network this progress within the Swachh Survekshan. It is too early to comment about the specific impact of the survey.

Q2: Gender transformative holds a higher indicator than a gender lens. What are the indicators that BMGF will hold accountable for gender transformative outcomes in sanitation?

A2: The aspiration of BMGF is to have a gender transformative approach, but we are taking baby steps. We screen each proposal and procurement through our gender strategy. In terms of the gender transformative indicators, we will fail if we just do lip service and check the box exercises. Success in this regard will mean to invest and employ disruptive technology that can address the issues of accessibility for all and thereby changes the entire sanitation sector for women and other gender groups.

ANNEXURE 1

Redefining *Universal*
SANITATION
— A Gender Perspective —

New Delhi
May 30th, 2018.

Silver Oak,
India Habitat Centre

TIME	SESSION NAME	DESCRIPTION	MODERATOR/ CHAIR/ FACILITATOR	PANELISTS
9:00 am - 9:30 am	REGISTRATION			
9:30 am - 10:45 am	Inaugural Session	Introduction by the co-anchors - Anju Dwivedi, Centre for Policy Research - V.R. Raman, WaterAid India	Facilitator: Akhila Sivadas, CFAR	1. V. Radha, MoDWS 2. Rashmi Singh, NDMC 3. Rohit Kakkar, CPHEEO, MoHUA 4. Bipin Rai, DUSIB 5. Dr. Pam Rajput, WOMEN 2030, Centre for Women Studies, Panjab University
10:45 am - 11:00 am	TEA BREAK			
11:00 am - 1:00 pm	Gender Inclusion in Sanitation Services	A brief overview by the thematic leads Anju Dwivedi, Centre for Policy Research Shrimoyee Bhattacharya, CSTEP Panel Discussion to be facilitated by the chair and followed by an open discussion by including stronger voices from on-ground: 1. Samir Ghosh, Shodhana 2. Krupali Bidaye, Shodhana 3. Fatima Burnad, Women Training Centre 4. Vimla, Mahila Pragati Manch	Chair: Amitabh Behar, Oxfam India	1. Mamata Dash, Gender and Sanitation Expert 2. Aasha Ramesh, Gender Consultant Voices of excluded Groups 1. Akkai Padmashali, Transgender Activist 2. Anjlee Agarwal, Samarthyam 3. Beena Pallical, NCDHR 4. Aravinda Satyavada, Independent Researcher
1:00 pm - 2:00 pm	LUNCH			
2:00 pm - 3:30 pm	Gender and Sanitation Livelihoods	A brief overview by the thematic lead Avinash Kumar, Director, Programmes and Policies, Water Aid India Field Narratives 1. Jayanti Devi, Karmika, Mahila Housing Trust 2. Pratik Kumar, Aakar Innovations 3. Shashi Pandit, All India Kabadi Mazdoor Mahasangh	Chair: Kamini Prakash, WSSCC	1. Ravikant Joshi, UMC 2. Indra Khurana, Safai Karamchari Andolan 3. Ashif Shaikh, Jan Sahas 4. Sajith Sukumaran, Kudumbashree, National Resource Unit
3:30pm - 3:45 pm	TEA BREAK			
3:45 pm - 4:45 pm	1. Gender Budgeting in Public Sanitation 2. Gender Responsive in Design and Technology	Discussions for both the sessions to be held in parallel followed by Open Discussion	Gender Budgeting in Public Sanitation Chair: Suneeta Dhar, Jagori Gender Responsive Design and Technology Moderator: Abhay Rao, Dasra	Gender Budgeting in Public Sanitation 1. Meera Mehta, C-WAS, CEPT University 2. Dharmistha Chauhan, Consultant UN Women 3. Kanika Kaul, CBGA Gender Responsive Design and Technology 1. Sandhya Haribal, CDD Society 2. Dr. Malini Reddy, ASCI 3. Nirat Bhatnagar, Dalberg
4:45 pm - 5:45 pm	Supporting Sanitation Sector through a Gender Lens - Role of Development Partners	Discussions on the role of development partner leads which can help shape this discourse. Based on the sharing of insights during the day from all thematic sessions, this session will reflect on the policy and programmatic needs and options, gender and the potential next steps for gender integration in sanitation sector	Chair: Neera Nundy, Dasra	1. Madhu Krishna, BMGF 2. Mark Peters, USAID 3. Xavier Chauvot de Beauchene, World Bank 4. Akhilesh Gautam, WSUP
5:45 pm - 5:50 pm	CLOSING AND VOTE OF THANKS, DASRA			