

# Narsapur

## City-Wide Inclusive Sanitation



# **GENDER INTEGRATION ACTION PLAN**



Administrative Staff College of India  
*Leadership through Learning*

**DECEMBER 2019**



## Administrative Staff College of India

*Leadership through Learning*

The Administrative Staff College of India is an institution of excellence and national importance. Established in 1956, it is the first and foremost institution of its kind in the country. Set up as an institution with a difference at the joint initiative of both the Government of India and the industry, it is an autonomous, self-supporting, public-purpose institution with the objectives of being a think-tank for policy inputs and to build the capacities of practicing professionals in the management of government and business enterprises.

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# Gender Analysis Findings

The gender analysis sought to capture ongoing gender work and identify gender-related barriers, gaps, and opportunities to inform gender-integrated inclusive sanitation activities, indicator development, and strategies in Narsapur. Its methodology included a literature review, field assessment, and an iterative and comprehensive analysis with staff, stakeholders, and partners.

Findings have been structured and presented in this section by emergent themes, namely women and political leadership, engaging women in sanitation governance, the intersections between gender, government jobs, and private contractors in the sanitation value chain (SVC), stigma in the SVC, design and maintenance of individual household latrines (IHLs), challenges presented by community toilets (CTs) and public toilets (PTs), and support systems for successful women in the SVC.

A strong foundation exists in Narsapur from which to expand on CWIS principles. The current Chairperson, the Narsapur Municipal Corporation (NMC), and Mission for Elimination of Poverty in Municipal Areas (MEPMA) have taken an active role in bringing women into city-level sanitation governance. MEPMA has created Slum Level Forums (SLF) comprising 700 self-help groups (SHGs). Each SLF has a paid female Resource Person that communicates directly with MEPMA staff, who act specifically on behalf of women. The Non-Sewered Sanitation (NSS) Cell represents women, but the Cell has no women representatives. Additionally, a gender sub-group within the City Sanitation Task Force (CSTF) has a budget of 7 lakh Indian rupees (INR) that is earmarked for gender and sanitation activities.

Fifty percent of ward councillors are women due to Constitutional amendments requiring half of seats in formal decision-making bodies for women. Women constituents within these wards say that they feel

comfortable approaching their female ward councillors about their sanitation needs; however, this does not necessarily translate into their views being represented in Council meetings. Some women ward councillors reported that although they are accepted in these roles by the Council, they lack knowledge and experience regarding procedures which limits their participation. They want to play a more active role and need training in order to do so. Additionally, the research found a discrepancy between rules against male family members influencing women ward councillors' decision making and participation in Council meetings, and what women reported about male family members standing in as their proxies. That is, opportunities for women's experiences and concerns regarding sanitation are missed when women ward councillors are not heard at Council meetings.



**“My husband does everything. I will go and attend meetings and sign and come.”**

FEMALE FGD  
PARTICIPANT

MEPMA offers a number of skills trainings for income generation, but none of them are for skilled work in the sanitation value chain (SVC). More needs to be known about the possibilities for Relli (scheduled caste (SC)) and Yenadi (scheduled tribe (ST)) women to work outside the SVC, and about women outside those communities who might wish to join it. It appears



**“If the pay is high enough, people will do sanitation work.”**

FEMALE FGD PARTICIPANT

that formal efforts to hire women into professional positions, like the faecal sludge treatment plant (FSTP) Site-in-Charge, have been successful. A common narrative circulates that no one besides people from the Relli and Yenadi communities will ever do sanitation work irrespective of wages, but this was disputed by others who said that if the positions paid enough,

people would fill them. The latter is borne out by the fact that the FSTP Site-in-Charge is a woman not from the Relli community, however, she hides from anyone outside her family that she works there. For female members of the Relli and Yenadi communities, they are stigmatized in wider society in ways that impact their livelihoods generally and also specifically related to the SVC. For example, women of these communities are usually overlooked for trainings and



**“It [working in the SVC] is a good job”**

FEMALE FGD PARTICIPANT

opportunities, including SLFs that would give them voice regarding their sanitation needs. Women report being denied employment outside the SVC due to their caste, despite actively pursuing these types of jobs. Caste stigma associated with these groups currently working in the SVC will take considerable

effort to overcome. One Yerukala (ST) woman sets a global example of successful women in the SVC by owning and operating a desludging truck. As scheduled emptying becomes more regular, the tasks of scheduling and handling requests and complaints are additional opportunities for women to contribute to the SVC.

In Narsapur, 99 percent of the population has individual household latrines (IHLs). However, there are 176 households without IHLs, and 58 are woman-headed. At present there is a bureaucratic roadblock that is holding up the sanctioning of new toilets, so these households, despite need, cannot access financial assistance from the government to build. Women said that they have not been invited to give input on gender-friendly designs for IHLs, but expressed that their

need was any toilet, regardless of design. In contrast to reports by government officials about women's low decision-making power at the household level, our research found that women actively solved water, solid waste management (SWM) and sanitation problems themselves.



**“We just need a toilet”**

FEMALE FGD PARTICIPANT

Some NMC officials have a narrow view of gender integration in sanitation (for example, expectations of housewives' interest in devoting more unpaid labour to NMC sanitation goals). Although few women work in professional positions for the NMC, more than 50 percent of the NMC low-level sanitation workforce is women. NMC employment offers better wages and job security than private contractors, although the city seeks to privatize many SVC jobs.

The NMC discourages use of community toilets (CTs) in neighbourhoods where most households have IHLs by ceasing to maintain them. However, these unmaintained CTs continue to be used by a few women in each of these wards despite piles of faeces, scattered used sanitary pads, empty bottles of alcohol, and no water. Some women still use CTs despite having IHLs, due to fears of pit filling. In one ward the residents solved the problem of the city closing the CT by leaving five seats open for families without IHLs to use, and women users maintain them. The NMC is considering privatizing all CTs and converting them to pay-per-use. As yet there has been no decision, but there is a concern that this might drive poor women to defecate in the open, with its associated public health and gender-based violence concerns. When asked, women stated a willingness to pay.



**“Paying to use a PT is not a problem. We pay to take the bus and that costs 4 times more”**

FEMALE FGD PARTICIPANT



# Action Plan



Systematically derived from the gender analysis findings, ASCI and partners have co-created a list of recommended actions both existing project-level gender integration activities, as well as new opportunities for ongoing gender integration into City-Wide Inclusive Sanitation (CWIS) activities. The following Action Plan is a presentation of these recommendations, endorsed through a Strategic Prioritization Exercise (SPE) to promote gender equitable results in Narsapur’s sanitation sector. Additional recommendations not selected for inclusion in this Action Plan remain listed in the Gender Analysis and Integration Matrix (GAIM), for future reference and integration into Narsapur sanitation activities.

In 2019, ASCI conducted a comprehensive gender analysis in Narsapur to (1) build consensus among grantees and their city partners for a shared vision for gender integration in inclusive sanitation and an action plan that lays an action plan that lays out priority actions to achieve their goals and (2) conduct city-specific gender analyses to document and build upon existing gender work, identify gender-related barriers and opportunities relevant to CWIS, and recommend actions to leverage opportunities and address barriers. This action plan presents findings and recommended actions for Narsapur, as per the CWIS approach.

## Citywide Inclusive Sanitation (CWIS)

Citywide Inclusive Sanitation (CWIS) is a comprehensive approach to urban sanitation rooted in multi-sector collaboration. One of the seven principles guiding the CWIS initiative is the integration of gender and social equity throughout the design and delivery of city sanitation services. A primary intended outcome of the CWIS portfolio is improved agency of women in sanitation decision-making at the household and policy levels.

## HOW TO USE THIS ACTION PLAN

Each finding from the Strategic Prioritisation Exercise is expressed in a recommendation for future planning. These recommendations include the following actionable components:

Overall recommendation, and why it is important for ASCI work going forward.

ASCI Policy Statements, to organise the findings.

**POLICY STATEMENT 5**  
Address gender-related challenges for community toilets, public toilets, and individual household latrines

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**Household and Community Sanitation**  
Devote funding and effort to identifying gender-related challenges and patterns related to open defecation, septic tank and pit latrine maintenance, desludging, use of household and community toilets, and other sanitation issues. By implementing awareness and education campaigns, dedicating funding towards household sanitation, strengthening measurement of latrine use, and using inclusive design principles, local sanitation efforts are strengthened in alignment with CWIS principles.

- ☑ Continue to pursue funds to build individual household latrines (IHLs) for all households, as women face greater hardship than men when without an IHL.
- ☑ Carry out an awareness campaign that educates women on the importance of desludging and its technical aspects, including pit/septic tank covers (and cost associated in the case of concrete slab covers) and their locations.
- ☑ Consider metrics around use (rather than coverage) that might reveal more about gendered patterns of non-use and open defecation (OD), even when coverage is adequate.
- ☑ Explore opportunities to create community toilets (CTs) and public toilets (PTs) that women want to use and will use.

**ACTIONS IN IMPLEMENTATION**  
ASCI is exploring options to fund and build IHLs for all households without them, especially households that are headed by women. ASCI is carrying out an awareness campaign to educate women about desludging, its importance, and its technical features.

**RELATED FINDINGS**  
There are 176 households without IHLs, and 58 are woman-headed.  
There is a concern that unimproved CTs might drive poor women to defecate in the open, with its associated public health and gender-based violence concerns.

← Actions ASCI is already undertaking.

↑ Recommendation for planning, as well as a clear, concise “checklist” for how to implement the action.

↑ Findings that relate to each recommendation.



## POLICY STATEMENT 1

# Sensitize political leadership on engaging women in sanitation

### Women, Political Leadership, and Sanitation

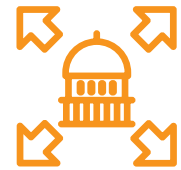
Conduct gender sensitization programs and activities with ward councillors, municipal corporators, operators, and other political leadership to integrate gender into sanitation issues. Furthermore, this can improve the representation of women and vulnerable groups in decision making forums.



#### ACTIONS IN IMPLEMENTATION

ASCI has scanned Narsapur for a Third Gender community but has not found one; however, sensitization is important and will be undertaken.

- ✔ Sensitize female and male ward councillors on women's engagement in the sanitation value chain (SVC) and encourage them to promote such engagement in their wards.
- ✔ Sensitize ward councillors on distinct sanitation needs for each gender identity.
- ✔ Develop connections with corporations willing to work with Narsapur Municipal Corporation (NMC) on sanitation improvements for girls and women.
- ✔ Increase opportunities and access for women in governance
- ✔ Recognize sanitation work that women already do to encourage a shift in mindset about women's paid and unpaid labour in the SVC



#### RELATED FINDINGS

Women constituents say that they feel more comfortable approaching their female ward councillors (than male) about their sanitation needs.

Some women ward councillors reported that they want to play a more active role, and need training in order to do so.



## POLICY STATEMENT 2

# Engage women in municipal sanitation governance

### Women in NMC Sanitation Governance

Incorporate women and their interests into municipal sanitation governance, with specific focus on formal institutional supports, entrepreneurship, and skills training. This can ensure that planning and implementation of faecal sludge and septage management (FSSM) infrastructure and service delivery is inclusive of low-income communities, gender, and vulnerable populations. Additionally, this can strengthen the impact and efficacy of NMC's sanitation services in accordance with CWIS principles.



#### ACTIONS IN IMPLEMENTATION

Multiple forums exist for women to express their sanitation problems and concerns. ASCI has ongoing initiatives intended to follow up on solutions to these problems.

ASCI has developed a systematic approach for conducting gender audits that have now been institutionalized for NMC to conduct annually.

- ✔ Follow up with City Sanitation Task Force (CSTF), Slum Level Forums (SLFs), and Mission for Elimination of Poverty in Municipal Areas (MEPMA) regarding solutions to the problems that women mention at meetings.
- ✔ Encourage MEPMA to include technical skills training and placements for jobs in the SVC as one of their training programs.
- ✔ Measure the impacts of spending done through the gender budget allocation.
- ✔ Institutionalize and continue to carry out gender audits that are currently conducted by ASCI.

#### RELATED FINDINGS

MEPMA offers a number of skills trainings for income generation, but to date, none of them are for skilled work in the SVC.



### POLICY STATEMENT 3

## Integrate gender into the sanitation value chain

### Gender and the SVC

Identify leadership, employment, and skill-building opportunities for women throughout the SVC. By working with stakeholders throughout the SVC, gender-related considerations can become embedded throughout the municipal sanitation sector and result in more equitable service provision. Additionally, intentional focus on supporting successful women and adapting the sanitation sector to create jobs for women enhances capacity building efforts in a way that effectively recruits and retains talent.

- ✔ Continue to develop behaviour change communication (BCC) materials and advocacy using cases of successful women and the important contributions of sanitation workers to support Swachh Narsapur and Swachh Sarvekshan.
- ✔ Target young women studying technical fields to provide information about professional opportunities in the SVC.
- ✔ Create number of opportunities for women in professional jobs as the evidence indicates that it may be easier to create new jobs than to encourage women to engage in jobs that involve manual labour.
- ✔ Continue to include gender inclusive language and reservations for women entrepreneurs in strategic guidance like the City Sanitation Investment Plan.



#### ACTIONS IN IMPLEMENTATION

*ASCI highlights successful women and the important contributions of sanitation workers in their efforts to support initiatives like Swachh Narsapur and Swachh Sarvekshan.*

*NMC leads the way in showcasing women's successes across FSM chain and supporting other cities across the country in replicating these successes.*

*ASCI uses gender inclusive language and promotes reservations for women entrepreneurs in the City Sanitation Investment Plan.*

#### RELATED FINDINGS



Many women are eager to participate in trainings and opportunities.

One Yerukala (scheduled tribe) woman sets a global example of successful women in the SVC by owning and operating a desludging truck.



### POLICY STATEMENT 4

## Address intersections between stigma and gender in the sanitation value chain



### Stigma and Gender in the SVC

Engage stakeholders in the SVC, especially self-help groups (SHGs) and municipal actors, to address the role of stigma in sanitation. Involving SHGs in maintenance and decision-making around community toilets, as well as implementing worker safety and welfare programs, can address some of the complex ways in which stigma affects community members' experience of and engagement in the sanitation sector.

- ✔ Conduct exposure visits for SHGs to faecal sludge treatment plant (FSTP) and solid waste management (SWM) activities with follow up assistance should they choose to engage in the SVC
- ✔ Raise the profile, respectability, and dignity associated with work in the SVC through professionalization and safety training.
- ✔ Provide training in contract processes to SHGs.



#### ACTIONS IN IMPLEMENTATION

*ASCI advertises and actively spreads the message that they provide training in contract process to SHGs interested in managing community toilets.*

*SHGs are already involved in maintenance of community toilets and are contracted with the NMC.*



## POLICY STATEMENT 5

# Address gender-related challenges for community toilets, public toilets, and individual household latrines



### Household and Community Sanitation

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### ACTIONS IN IMPLEMENTATION

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ASCI is carrying out an awareness campaign to educate women about desludging, its importance, and its technical features.

### RELATED FINDINGS

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There is a concern that unmaintained CTs might drive poor women to defecate in the open, with its associated public health and gender-based violence concerns.





