

CITYWIDE INCLUSIVE SANITATION

GUIDANCE FOR MAINSTREAMING GENDER IN URBAN SANITATION SYSTEMS



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ACRONYMS

BMGF	Bill & Melinda Gates Foundation
CSO	Civil society organization
CWIS	Citywide Inclusive Sanitation
FBO	Faith-based organization
FSM	Fecal sludge management
GAP	Gender action plan
GESI	Gender equality and social inclusion
GFP	Gender focal point
JMP	Joint Monitoring Programme
KCC	Khulna City Corporation
KCCA	Kampala Capital City Authority
KPI	Key Performance Indicator
MoU	Memorandum of understanding
NGO	Non-governmental organization
RFP	Request for proposals
SBC	Social and behavior change
SDG	Sustainable Development Goals
SGBV	Sexual and gender-based violence
SHG	Self-help group
STEM	Science, technology, engineering, and mathematics
SVC	Sanitation value chain
SWM	Solid waste management
TCC	Trichy City Council
WMC	Wai Municipal Council



TERMINOLOGY

The below definitions are from the Bill & Melinda Gates Foundation Gender Equality Lexicon and the [Gender Equality Toolbox](#).

GENDER

The socially and culturally constructed ideas of what it is to be male or female in a specific context.

Gender is evident in the roles, responsibilities, attitudes and behaviors that a society expects and considers appropriate for males and females, independent of an individual's own identity or expression. Societal and individual expectations about gender are learned, and changeable over time. They can be different within and among cultures, and often intersect with other factors such as race, class, age and sexual orientation. The accompanying pressures to perform and conform and the sanctions for not adhering to gendered expectations are also absorbed through social learning, often from a very young age. Gender is a relational concept that is best understood by examining interactions between individuals and social groups.

GENDER ANALYSIS

A critical and systematic examination of differences in the constraints and opportunities available to an individual or group of individuals based on their sex and gender identity.

Gender analysis explores social relationships and gender gaps in several domains, including: gendered division of labor, access to and control over resources, and decision-making power, as well as the opportunities for advancing gender equality. This approach to analyzing a situation can establish a more complete and less biased standpoint from which to understand the context of an investment or project. A gender analysis is the first step to designing gender intentional investments, and leads to the identification of who may be included and who may be excluded from an investment or project on the basis of their sex or gender identity.

GENDER BIAS

Prejudiced actions or thoughts that affect a person or a group of people based on their perceived gender.

It can lead to unequal and/or unfair treatment, such as gender-based discrimination in the workplace or gender stereotyping in the media, and unequal and/or unfair access to resources, including income, food, health care, land ownership, and education. Gender bias can be conscious or unconscious, explicit or implicit. It can occur in the public sphere, such as in schools, as well as in the private sphere, such as within households.

GENDER DISCRIMINATION

Any distinction, exclusion or restriction made on the basis of a person's sex and/or gender identity, rather than on a person's skill or merit.

This type of inequality and/or unfairness in treatment can be direct, which occurs when a difference in treatment is based explicitly on gender; or indirect, which occurs when a law, policy, program or practice appears to be neutral, but has a discriminatory effect when implemented. Gender discrimination can result from individual behavior, or it can be systemic. Systemic gender discrimination describes behavior, policies or practices that are part of the structures or culture of a social institution, and which create or perpetuate disadvantages for women and girls, and those whose gender identity does not conform to the male/female binary.

GENDER EQUALITY

The state of being equal in status, rights and opportunities, and of being valued equally, regardless of sex or gender identity and/or expression.

In a state of gender equality, people are free to develop their personal abilities and make choices without the limitations set by stereotypes, gender norms, or prejudices. Gender equality is widely recognized as a fundamental human rights concern and a precondition for advancing development, reducing poverty, and promoting sustainable development. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration and that achievement of development outcomes does not depend on an individual's sex or gender identity and/or expression.

GENDER EQUITY

Fairness in treatment of all people regardless of sex or gender identity and/or expression.

The concept of gender equity recognizes that individuals have different needs and power based on their sex or gender identity and/or expression, and that these differences should be identified and addressed in a manner that rectifies inequities. To ensure fairness, affirmative action is often used to remedy gaps and compensate for historical and social disadvantages that prevent individuals from otherwise operating as equals. Gender equity is a strategy that can lead to gender equality using targeted time-bound policies.

GENDER GAP

A disparity between women and men's and boys' and girls' condition or position in society based on gendered norms and expectations.

Gender gaps reflect the unequal distribution of opportunities, resources or outcomes, and are usually revealed through the analysis of gender data that illustrate the extent of inequalities.

GENDER LENS

A perspective that pays particular attention to how gender differences and relations are relevant for investments and projects.

Applying a gender lens to investments is one application of gender analysis. Using a gender lens to analyze power structures and roles within a specific context can provide important insights into whether an investment supports or exacerbates imbalances in gender-related power. Understanding a context through a gender lens can lead to better development interventions by revealing opportunities and helping to mitigate risks.

GENDER MAINSTREAMING

The process of integrating a gender lens into all aspects of an organization's strategies and initiatives, and into its culture, systems and operations.

It is a strategy for making the needs and interests of all genders an integral part of the design, implementation, monitoring and evaluation of programs, policies and organizational processes, so that everyone has the opportunity to benefit equally, and inequality is not perpetuated. Gender mainstreaming requires building relevant capacity and accountability across an organization. The ultimate goal of mainstreaming is to achieve gender equality for all.

GENDER NORMS

The collectively held expectations and beliefs about how people should behave and interact in specific social settings and during different stages of their lives based on their sex or gender identity.

These rules seek to govern people's behavior and represent beliefs and values about what it means to be male or female in a particular society, culture or community. The reward for adhering to these norms can be acceptance and social inclusion, while the consequences for not conforming can range from subtle social exclusion to exclusion from school, employment, or health care, and to threats or acts of violence, and in extreme cases, death. Such norms set socially-held standards for a range of decisions individuals make throughout their lifespan, including about: health seeking behaviors, age of marriage, family size, (non)use of contraception, career selection, risk behaviors, showing emotion, perpetration of violence, and household chores.

INTERSECTIONALITY

A perspective that acknowledges the concrete experiences of inequality that result from the interaction of gender with other social markers of difference.

These markers include but are not limited to age, race, class, caste, religion, ability, sexual orientation, gender identity and expression, and sex characteristics. When these markers interact with gender, compounded forms of discrimination emerge that amplify people's individual constraints and opportunities. Rather than defining men and women as homogenous groups, an intersectional approach acknowledges and works to understand the differences within and among groups of men and women and gender non-conforming individuals, and how these differences create unequal opportunities and access to resources.

GENDER UNINTENTIONAL

Investment does not integrate a gender lens in the proposed approach, nor target gender gaps/barriers.

GENDER INTENTIONAL

Investment is designed to reduce gender gaps/barriers in access to resources or increase the evidence base around gender gaps/barriers.

GENDER TRANSFORMATIVE

Investment is designed to reduce gender gaps/barriers in agency or control over resources.

***NOTE:** Gender-transformative efforts work to transform restrictive gender norms to be more equitable, removing gender-related barriers that lead to unsustainable, discriminatory utilities systems.*

Other commonly used terms are sourced from the [European Institute for Gender Equality](#).

GENDER BALANCE

Gender balance refers to the equal participation of people of all genders in all areas of work, projects, or programs, including equal opportunities in and access to institutions like society, economy, culture, religion, and civic engagement. Usually, people of all genders are expected to participate proportionally to their share of the population; however, women and gender minorities are often underrepresented and participate less than their distribution in the population, while men are overrepresented and participate more than their distribution.

GENDER BUDGETING

Gender budgeting is a gender-based assessment of budgets incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality. The purpose of Gender Budgeting is threefold: (1) to promote accountability and transparency in fiscal planning; (2) to increase gender responsive participation in the budget process, for example by undertaking steps to involve women and men equally in budget preparation; and (3) to advance gender equality and women's rights.



Findings from Literature Review & Gender Integration City Action Plans



This Gender Mainstreaming Guidance draws upon two main sources: 1) a comprehensive literature review on the practices for mainstreaming gender into sanitation, water, energy, and solid waste management utilities; and 2) gender integration action plans for seven Citywide Inclusive Sanitation (CWIS) cities. For the literature review, Iris Group conducted a comprehensive search of peer-reviewed & gray literature and extracted practices from documents using qualitative thematic analysis. For the gender integration city action plans, Iris Group conducted gender analyses of city-level urban sanitation systems and developed recommendations – endorsed through strategic prioritization exercises with city partners – for promoting gender equitable results in cities’ sanitation sectors. Findings from these two sources are condensed and presented below at the policy level, business level, and service delivery level.

POLICY LEVEL

In the literature, gender mainstreaming mainly occurs in the following areas at the policy level: mandates; gender-intentional policy development and implementation; gender-intentional adaptations to existing policies and implementation plans; engagement of stakeholders and stakeholder institutions; and equitable resource allocation.^{1–7} Gender mandates, especially at the national level, create a top-down imperative for mainstreaming gender into utilities systems and support sustainability of services.^{2,5–12} Gender-intentional sectoral policies provide the strongest mandates by ensuring the systematic incorporation of gender considerations throughout utilities sectors’ service mandates and programming.^{7,13} Although stand-alone gender policies provide scope for creating a conducive legal and social environment for mainstreaming gender into policies across ministries, departments, and levels of government,^{12,14–17} they often lack the strategic guidance, implementation plans, or budgetary allocations necessary to translate the policies into service provision.^{15,17–19} In Uganda, the 2007 National Gender Policy and 2018–2022 Water and Sanitation Sub-Sector Gender Strategy provide strong sanitation-related imperatives for gender mainstreaming;^{19,20} however, stakeholders in most

CWIS cities noted that the presence of a national-level gender mandate may not trickle down effectively to the service delivery level, which could indicate dissonance in enforcement, implementation, coordination, or dissemination of mandates.²¹ At the city level, Kampala has an inclusive sanitation policy environment²¹ and Lusaka has developed gender policies and implementation strategies that extend to its sanitation service authority²², but despite some political interest, similar city-level gender mandates are not as prevalent in CWIS cities in India or Bangladesh.

Findings from CWIS cities offer guidance about entry points for mainstreaming gender into urban sanitation regulatory systems and standards, even though evidence about this is absent in the literature. Although most public institutions have policies or guidelines on gender, regulatory institutions such as National Water Supply and Sanitation Council and Zambia Environmental Management Agency may require further systemic integration of gender in their policies and operations.²² Lusaka’s local sanitation authorities enforce sanitation laws to hold service providers accountable to safety standards, inclusion mandates, and guidelines that

improve gender equitable sanitation outcomes.²² In other cities, the lack of robust regulatory mechanisms has ramifications for gender integration. Although Kampala Capital City Authority (KCCA) has developed regulatory ordinances for fecal sludge management (FSM), they only extend to emptying associations under their purview; they are unable to effectively sanction private sector organizations and private gulpers' associations for price gouging and violation of other rules.²¹ In Trichy, the lack of standardization at the policy level translates to mismanagement of shared sanitation services at the service delivery level.²³

Gender is often mainstreamed throughout policymaking processes, from situation analysis and policy drafting to implementation and measurement and evaluation.^{5,8-11} The literature suggests conducting situation analyses using gender analysis to understand the policy implementation landscape and predict policy impacts.^{2,5,7,14,24-27} There is little consensus about what should be included in gender-intentional utilities policies beyond:

- factoring in social relationships between people of all genders and their gender-differential utility needs;^{4,12}
- centering community concerns and priorities in the scope of policies;^{2,5,28}
- incorporating concrete activities that increase the voice, agency, and participation of women and gender minorities;^{12,26,29} and
- establishing clear mechanisms to ensure organizational authority, responsibility, and accountability.^{2,5,29}

To sustainably translate utilities policies into actionable policy instruments, the literature suggests that utility sector agencies and implementing partners should establish trainings on implementation plans, gender sensitization trainings, and processes to ensure gender-equitable participation of policymakers in decision-making.^{2,12} In Trichy, the dissolution of Trichy City Council (TCC) in 2016 disrupted democratic accountability mechanisms;²³ to avoid these systemic barriers, CWIS cities highlight the importance of institutional strengthening, improved accountability mechanisms, gender audits, and gender diversity in policymaking workforce for adequate implementation of policies.²¹

The literature and action plans explore methods to meaningfully engage community members and stakeholders in order to understand gender-related priorities, preferences, goals, constraints, and determinants of decision-making – all of which inform policy design and promote effective and sustainable policy efforts.^{2,5,7,30-32} In Warangal, Female Resource Persons skillfully navigate a two-tier organizational structure of Slum-Level Forums informing Town-Level Forums to elevate community needs to the policy level.³² However, CWIS cities report many barriers to community engagement at the city level, such as community perceptions that city-level policy planning is a “male domain”²¹ and the lack of mandates to engage communities while developing community service guidelines.³³

Because patriarchal and gender-inequitable decision-making are often codified into existing policies, the literature suggests using a gender lens and more formalized gender audits to analyze and mainstream gender into current policies,^{7,17,27,34-39} as well as adapting auxiliary policies (e.g. labor laws and property ownership) that discriminate on the basis of gender.^{14,22,28,32,36,40,41} For example, women are disproportionately marginalized by many gender-unintentional land tenure, property ownership, credit, and redressal policies, which affects their ability to access or build on-site sanitation facilities, establish sanitation service networks to their households, and advocate for adequate sanitation facilities from their property lessors.²² Policymakers must remove these barriers. For example, in India, a person does not need a land title to receive financial incentives from Swachh Bharat Mission to construct public toilets, which benefits women who are often excluded from land ownership.³²

Multiple governmental and non-governmental stakeholders can be mobilized to develop gender-mainstreaming standards, guidelines, and policies,^{12,19,39,42-46} and Gender Focal Points (GFP) can build policymaking institutions' capacity to mainstream gender into utilities policies.^{21,22,39,47-53} Several government officials champion and support women's participation in sanitation governance in the Khulna City Corporation (KCC)³³ and Wai Municipal Council (WMC)⁵⁴, a practice that is supported by the literature.^{45,48,55} However, some government officials promote narrow views of gender

integration in sanitation, like expecting more unpaid labor from women or believing that women will not work in urban sanitation systems because the work is too dirty for them.^{54,56} Gender trainings^{5,11,57} and gender-intentional capacity building programs^{9,49,58,59} mitigate these barriers and facilitate gender mainstreaming when tailored for each institution, its context, and its key stakeholders.^{12,49,60} Among KCC and Khulna Development Authority (KDA) staff, the lack of gender trainings results in the absence of formal mechanisms to selectively engage women, men, and third gender communities when planning for urban sanitation service delivery.³³ Policy-level urban sanitation stakeholders in Lusaka value the importance of gender workshops to assist personnel in mainstreaming gender into project implementation, and they believe trainings are imperative to effectively translate gender policies and mandates at operational levels.²²

Quotas for gender-diverse participation in governance or policy level workforce^{13,14,43,61–63} and gender-intentional recruitment^{9,15,59} can overcome significant gaps in the institutional capacity of governments to mainstream gender and address underrepresentation of women and gender minorities in decision-making roles.^{5,6,14,18,19,39,46,64} For instance, all ten of Khulna's women ward councilors

were elected to reserved seats,³³ and 50% of corporators in Narsapur,⁵⁶ Trichy,²³ Wai,⁵⁴ and Warangal³² are women due to state government reservation policies. Policymakers may, however, tokenize women's quota-dependent participation in governance,³³ and factors like the time burden of caretaking and household work, undue influence of male family members, male relatives standing in as proxies despite prohibitive rules, and receiving smaller budgets and fewer resources than their men counterparts hinder women corporators and councilors from actively participating during meetings.^{32,33,54,56} This can have negative implications because women constituents are often more comfortable approaching women councilors about their issues; however, when women councilors are silenced or do not have decision-making power, they cannot always address concerns that are voiced to them within city sanitation agendas.^{33,54,56}

To adequately fund aforementioned strategic practices, the literature considers multi-year funding plans,⁶⁵ flexible drawdowns,^{2,7} collaborative partnerships,^{62,65,66} applying gender equality criteria to investments,^{14,38,47,50,67–69} as well as gender responsive budgeting.^{30,37,66}

BUSINESS LEVEL

At the business level, mainstreaming gender into utilities' business models can increase returns on investment, improve service delivery, and stimulate reinvestment in local communities.³⁸ In the literature, business-level gender mainstreaming is mainly conducted in the following areas: partnership structures, governance, operations, human resources policies, and financing models.^{10,38,70} There is minimal evidence, however, on how to mainstream recommended practices into urban sanitation typologies, which differ across countries, regions, and cities. Urban sanitation typologies in CWIS cities engage combinations of city government, commercial utilities, private sector partners, self-help groups, operator associations, academic institutions, and non-governmental organizations (NGOs) working towards urban sanitation service delivery.^{21–23,32,33,54,56} Gender mainstreaming designed for

centralized typologies would not be effective in cities that have decentralized systems for delivering non-sewered sanitation. In the literature, gender-intentional partnership practices include forming partnerships using a gender lens, for example subcontracting organizations who are committed to meeting the needs of marginalized gender groups, creating institutional positions for gender experts in partnership structures,^{5,7,71–74} and establishing cross-sectoral partnerships between public and private sector businesses.^{5,66,75–79} The latter can improve safety and coverage of services, which improves outcomes for people of all genders, especially for women and gender minorities who are disproportionately burdened by unsafe and unreliable services. Engaging women entrepreneurs and women-led organizations as both utility service providers and business partners is also a recurrent theme across the literature.^{9,18,38,39,45,80–84}

Sanitation authorities often mainstream gender into proposals, bids, and contracts,^{17,19,85,86} which can include mandating gender action plans (GAPs) as a contractual condition¹⁷ and integrating gender equality and social inclusion (GESI) principles into the terms of reference for all contractors.¹⁹ Sanitation stakeholders in several CWIS cities were interested in adding gender-related provisions into contracts awarded by local governments, especially to private organizations that are contracted to deliver urban sanitation services like vacutug services in Khulna³³ and concession-based solid waste management (SWM) in Lusaka.²² Because contracts, concessions, and partnership agreements represent a formal accountability mechanism and delineate clear responsibilities, integrating gender into them could ensure safe, equitable, and inclusive sanitation.

Businesses that mainstream gender into their governance frameworks are more profitable and effective across their operations.^{10,38,70} Organization-wide gender mandates, gender mainstreaming guides, and gender-intentional manuals can lead to downstream gender equity, especially with the buy-in of leaders and staff.¹⁷ For example, the parastatal Lusaka Water and Sewerage Company's Social and Gender Policy provides an institutional gender mandate to complement its urban sanitation service mandate,²² which has resulted in new customer engagement guidelines, a revised Credit Control and Debt Management Policy, and flexible payment schemes.⁸⁷ In the absence of centralized and well-implemented gender mandates, academic organizations and NGOs in Narsapur and Warangal spearheaded gender integration initiatives related to business engagement, workforce development, and service delivery.^{32,56}

Mainstreaming gender into utility sectors' business operations leads to greater end-user acceptability of utility services and facilitates more income generating opportunities.⁷⁰ When developing operational strategies, several utility authorities account for intra-household gender hierarchies that determine customer behaviors^{80,88,89} and engage gender-diverse designers to create simple innovations that are affordable, durable, and easy to use and maintain.^{41,62}

The literature is saturated with practices for workforce development through gender-intentional human resources strategies, as utilities systems are traditionally dominated by men. Some utility authorities also provide vocational

trainings and certificate programs to employees who are women and gender minorities to overcome gender gaps in technical expertise,^{68,71,90,91} leverage gender experts and GFPs,^{41,61,89,92,93} and implement gender trainings for all staff (including organizational leaders) so that they understand the nexus between gender and their sanitation, water, energy, or SWM activities.^{52,62} Other common practices include: ensuring that people of all genders, especially women, have safe and secure work environments;^{80,94} embedding GESI principles in policies for employees and governing bodies and the employee life cycle;^{5,53,95} creating flexible working hours and providing childcare options;⁸⁰ mandating gender sensitization training across all departments;^{12,96} and ensuring that women and gender minorities are engaged meaningfully in leadership, management, and decision-making roles within utility service systems.^{11,35,53,62,81} Despite the implementation of affirmative action and gender diversity quotas, men continue to dominate sanitation leadership positions in CWIS cities; there are few women supervisors in the sanitation value chain (SVC),³³ women are underrepresented in decision-making roles,⁵⁶ and they tend to be in roles that serve support and administration functions of the SVC.²¹

Systemic barriers like women's lack of access to bank accounts, banking histories, land titles, and other assets hinder their ability to own and control resources that are critical to sanitation enterprise development.²¹ Travelling long distances to workplaces,³³ social exclusion resulting from the stigma of working in sanitation,^{21,23,32,54,56} and the added burden of childcare/ household responsibilities^{21,33} decrease women's engagement in the sanitation workforce as well.

Equitable financing strategies must accompany gender mainstreaming efforts at the business level.^{5,9,58,97} Gender-intentional financing practices in the literature include: allocating continued budget lines for gender mainstreaming activities;⁵⁸ integrating gender mainstreaming costs within general budgets;⁹² incentivizing gender mainstreaming activities through tariffs, tax incentives, and technical cooperation grants;^{53,82,98} and developing consumer payment schemes through a gender lens.⁹⁹ In Narsapur, Tide Technocrats was funded by the Bill & Melinda Gates Foundation (BMGF) to recruit more women as site-in-charges, which motivated fecal sludge treatment plants to recruit more young women

employees into their operations.⁵⁶ Narsapur's City Sanitation Task Force has budgets that are earmarked for gender and sanitation activities and managed by gender subgroups, illustrating the importance of gender-responsive budgeting in urban sanitation systems.⁵⁶ In Warangal, government schemes create livelihood opportunities for women in sanitation by offering women loans to buy SWM tractors once they raise a threshold capital.³² However, some financing mechanisms perpetuate gender disparities, such as prepaid service

payments that depend on formal banking³³ and costs of community sanitation services that are offloaded onto users^{23,33}. There is a dearth of information in the literature about best practices for mainstreaming gender into cost-systems or utility-systems financing at the business level. To draw meaningful conclusions about aforementioned financing practices, businesses often use gender-intentional indicators to measure progress and diligently monitor gender budgets.^{24,35}

SERVICE DELIVERY LEVEL

Service delivery models that mainstream gender are associated with improved quality and cost-saving services.¹⁰⁰ The literature explores gender mainstreaming practices within assessment, design, implementation and delivery, customer engagement, and measurement and evaluation of service delivery models. A common best practice is to assess gender dynamics and customer needs prior to designing services. Formative research facilitates utilities providers' understanding of consumers' ability to invest in prospective services and gauge household demand for these services.^{81,101–104} Within communities, sociocultural assessments,^{94,105,106} resource mapping,^{6,71,73,105} social mapping,^{25,107} and physical mapping^{5,11,99,104,107} can assess various facets of gender-intentional service delivery, often in consultation with formal and informal gender-specific user groups.^{6,103,108} Within households, assessments that include participatory approaches and engage men and boys in transforming restrictive sanitation-related gender norms tend to yield more positive outcomes for gender equality.^{11,104,109}

Despite having low decision-making power within households, women actively solve water, SWM, and sanitation problems in CWIS cities,⁵⁶ but they are excluded from providing input on: gender-friendly service design,⁵⁶ siting and planning urban sanitation services,^{21,32} and establishing community regulatory guidelines about sanitation.²² Multidisciplinary planning teams can foster gender mainstreaming in utility service design,^{18,50,80,110} which must consider safety, privacy, dignity, accessibility, and simplicity of services to promote their gender-equitable adoption and improved utilization.^{81,99,108}

Moreover, explicitly codifying the importance of gender mainstreaming in service delivery encourages stakeholders to respond to the needs of people of all genders.⁵ Gender-intentional adaptations may be more easily integrated into service delivery systems that are fully operationalized, highly organized, and have established widespread awareness among end users, such as scheduled emptying and desludging in the CWIS city, Wai.⁵⁴

Service authorities recruit gender-diverse frontline staff to access a gender-diverse sanitation market. Evidence in the literature suggests that customers are more likely to adopt and continue to use sanitation services when women are included as direct service providers.¹⁰² In CWIS cities, SVC roles like transportation and emptying,²¹ desludging and FSM,³² service installation,²¹ and toilet management²¹ are often filled by men, while women are more likely to engage in hardware sales,²¹ fecal sludge treatment,³³ community mobilization around sanitation,²² and waste collection.²³ FSM and SWM services provision and decision-making are dominated by men, despite the fact that women staff generate significant demand, ensure that funds are available, make consistent payments, and monitor construction and waste-management processes.²² However, working in sanitation is associated with high social stigma across all CWIS cities,^{21–23,32,33,54,56} and these jobs are often relegated to marginalized communities.^{23,32,54,56} Urban sanitation decision-makers in these cities recommend enhancing recognition and professionalization of SVC work,³² raising its social status,^{23,32} dispelling stigma associated with it,²¹ improving pay equity,³² and improving workforce safety by providing better personal protective equipment.^{32,33}

The literature emphasizes the importance of engaging gender-specific community organizations in service delivery and expanding service delivery channels beyond formal groups (e.g. mobilizing self-help groups (SHGs)).^{92,111,112} This is especially prominent in Indian CWIS cities, where formal sanitation governance entities like Slum-Level Forums and Non-Sewered Sanitation Cells mobilize SHGs, which represent the interests of women and Third Gender community members.^{23,32,54,56} SHGs engage in sanitation services like microcomposting²³ and building and maintaining community sanitation facilities,³² and are most equitable when they are not privatized.²³ However, in decentralized service delivery, private and independent service providers increase non-sewered communities' access to necessary urban sanitation services.^{54,56}

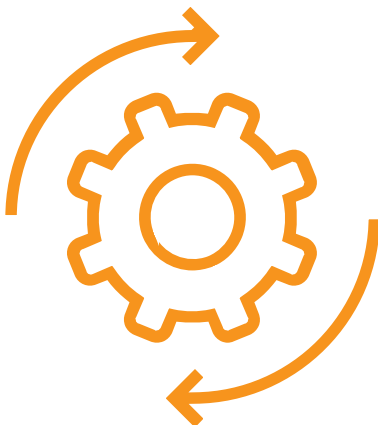
To enhance customer satisfaction and engage communities in service delivery, the literature highlights practices such as: implementing periodic training of service delivery staff – especially women and gender minorities – to enhance their scientific and technical skills;⁴⁶ providing information about and trainings on sexual and gender based violence as well as sexual harassment to frontline service delivery staff;^{94,105} and conducting behavior change and customer outreach programs to expand gender equitable adoption of services.^{5,41,102}

Although not featured prominently in the literature, findings from CWIS cities offer guidance on redressal systems and improvements to customer interfaces. In Khulna, registering and paying bills for KCC's desludging services are cumbersome for customers with lower literacy levels, lack of access to formal banking systems, and limited mobility, who disproportionately tend to be women.³³

Even though KCC has a customer engagement helpline, women vacutug users are unfamiliar and uncomfortable with using such a platform; instead, they feel more comfortable communicating with women-led helplines run by community development committees.³³

Changes in consumer behaviors, practices, and adoption of services can be tracked through gender-intentional monitoring and evaluation mechanisms.¹¹³ Quality assurance is often promoted through social impact analyses,¹¹⁴ economic analyses that measure the benefits and cost-effectiveness of services,¹⁰⁰ and mixed methods surveys to ascertain customer satisfaction.¹⁰¹

The literature and CWIS city action plans identify cost of services as a barrier to gender-equitable service adoption, and recommend transparency in communication of pricing and costs of services.⁴ Consumer payment schemes affect gender-related outcomes of service delivery, and must use a gender lens to adapt common schemes, such as pay-as-you-go,⁶² fee waivers,²⁵ subsidies,^{35,86,102} microfinancing and loans,^{30,60,91,115} unconditional- and conditional-cash transfers,^{110,115} voucher and coupon schemes,¹¹⁵ and cashless mobile phone-based payments.^{18,30} In CWIS cities, prices of urban sanitation services like waste collection,²¹ vacutug services,³³ and household latrine construction⁵⁴ are cost-prohibitive for customers with limited willingness and ability to pay. The burden of cost disproportionately affects women, women-headed households, and low-income communities, who tend to have fewer financial resources to dedicate to sanitation services;²¹ when communities abandon services and facilities, it contributes to unsafe, inequitable, and unsustainable community sanitation models.



How to Use this Guidance



There is no inherent way to prioritize the recommendations presented in this document. Stakeholders interested in applying this Guidance must think through three crucial considerations: context, priorities, and gender-transformative action.

CONTEXT

Gender mainstreaming for urban sanitation must be specific to each region, country, or city's unique context to maximize efficacy and impact. Often, contextual factors like political will, conflict and insecurity, existing constitutional and legal mandates, budgetary resources, levels of urbanization and industrialization, economic conditions, environmental stability, and the status of existing sanitation and gender mainstreaming infrastructures can enable or hinder the translation

of these recommendations into action. Furthermore, the landscape of existing social and gender norms affects the implementation of these recommendations; implementation efforts may face resistance in strongly gender inequitable communities. Other upstream factors like poverty and systems of social stratification could play a role as well.

PRIORITIES

Mechanisms to prioritize recommendations in this Guidance depend on stakeholder interests. Recommendations can be prioritized based on feasibility, impact, political palatability, alignment with national plans and mandates, timelines, budgets, the conceptual approach (i.e. whether stakeholders are driven by rights-based or productivity-based approaches), ethical considerations, and international guidelines.

Recommendations may also be prioritized based on: the urban sanitation typology of each city; implementing partners' perception of urban sanitation services as a public good, private commodity, or public-private partnership; stakeholders' preference for centralized or decentralized urban sanitation systems; and elements of the CWIS service delivery framework.

GENDER-TRANSFORMATIVE ACTION

Many recommendations listed in this document have the potential to be gender transformative. These transformations can occur by: engaging men, boys, and other privileged communities to challenge restrictive norms; mobilizing leadership and system influencers to endorse efforts towards gender equality; addressing upstream levers of change like education, rights, and empowerment; promoting community reflection on gender bias and stigma; and shifting paradigms and values around more equitable leadership and decision-making. In

some cases, stakeholders may need to accommodate – or work around – existing gender norms, which may address gender-related barriers in the short term, but have less sustainable, long-term impact. Additionally, the gender and urban sanitation community must move towards an understanding of gender as relational and fluid instead of reinforcing the production of gender as a binary concept that solely comprises of men/boys and women/girls. Moving away from rigid conceptualizations of gender and gender relations is key to gender transformative approaches.

Questions to Consider When Applying this Guidance for Gender Mainstreaming:

1. Are there any ethical ramifications of these recommendations? Will they cause harm to their target community?
2. How is the application of these recommendations enabled or restricted by my organization's timeline and budget?
3. Which strategic adaptations can make these recommendations more gender transformative?
4. In what ways are these recommendations compatible with existing urban sanitation typologies? How can gender be mainstreamed into these typologies to accelerate systems change?
5. Is there political will and buy-in from leaders and system influencers to implement these recommendations – or to codify them as institutionalized mandates?
6. How does the existing landscape of social norms, gender norms, and systems of social stratification provide opportunities or constraints for applying these recommendations?
7. Which relevant frameworks, strategic plans, and mechanisms can my organization use to prioritize these recommendations for implementation?

There are many ways to translate this Guidance into action. Below, we provide one potential framework for applying this Guidance with CWIS grantees:



Guidance for Gender Mainstreaming



The overall goal of this Guidance is to provide evidence-based recommendations for mainstreaming gender into urban sanitation systems. These recommendations can be applied to existing CWIS initiatives. Given that urban sanitation systems are dynamic and constantly evolving, these recommendations can also be used to innovate new strategies.

Two key sources inform the development of this Guidance: (1) a comprehensive review of the peer-reviewed and gray literature about practices for mainstreaming gender into sanitation, water, energy, and solid waste management (SWM) utilities; and (2) gender integration action plans for seven Citywide Inclusive Sanitation (CWIS) cities: Lusaka (Zambia), Kampala (Uganda), Khulna (Bangladesh), and Narsapur, Trichy, Wai, and Warangal (India).

Findings from the literature review and partner-endorsed recommendations from the CWIS city action plans were analyzed using qualitative, thematic analyses and grouped into nine key thematic areas: gender-intentional policies; mandates; partnerships; needs assessments; implementation; measurement and evaluation; financing and cost; workforce development and capacity building; and stakeholder and community engagement. Recommendations under each of these themes were then developed and further subdivided into the policy, business, and service delivery levels. These three levels reflect priorities within the literature and are consistent with BMGF's urban sanitation markets framework.

Citywide Inclusive Sanitation (CWIS):

CWIS is a comprehensive approach to urban sanitation rooted in multi-sector collaboration.^{116,117} 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 Read this Guidance:

Each theme comprises recommendations for mainstreaming gender in urban sanitation systems at the policy, business, and service delivery levels. Components include:

THEME NAME: A focus area around which many recommendations were clustered

THEME INTRODUCTION: An explanation as to why the theme is an important aspect of gender mainstreaming and its implications for gender-equitable urban sanitation systems

RECOMMENDATIONS: Gender mainstreaming recommendations, which are based on findings from the global literature review and gender integration city action plans, subdivided by policy, business, and service delivery levels



QUESTIONS TO CONSIDER: Example questions to consider in order to make recommendation more context-specific.

ILLUSTRATIVE EXAMPLES: Findings from the literature review or gender integration city action plans to illustrate what recommendations may look like in practice

THEME ONE

Gender-Intentional Policies



Gender-intentional policies can include national legislation, regulations, and public budgets, as well as top down, institutional regulations that influence business and service delivery culture and values. It is important to mainstream gender into governmental and institutional sanitation policies for a number of reasons: 1) gender-intentional policies provide a road map for mainstreaming gender into sanitation systems, holding actors at the highest levels of service authority accountable for implementing, measuring and sustaining gender-intentional activities; 2) gender-intentional policies foster greater awareness of how gender influences individuals' daily lives, opportunities, and constraints; 3) the existence of gender-intentional policies provides evidence of a government's and/or business's political commitment to gender mainstreaming and ensures that their commitment will be sustained over time. In short, gender-intentional policies create an enabling environment for mainstreaming gender into utilities systems, resulting in safe, sustainable services for all. If designed and implemented well, these policies can begin to transform the underlying gender inequalities and restrictive gender norms that lead to gender differentials in access to and use of sanitation services.

POLICY LEVEL

1. To ensure that policies affecting sanitation service provision are gender-intentional and inclusive, consider the sanitation priorities of multiple stakeholders who will be directly affected by the policy, such as: government representatives, private sector companies, civil society organizations (CSOs), faith-based organizations (FBOs), non-governmental organizations (NGOs), gender practitioners, and communities
2. Establish multi-stakeholder international, national, and regional workshops or convenings to present evidence, build consensus, develop a common vision, solicit feedback, and approve proposed policy measures with key sanitation decisionmakers and community members
3. Establish gender-intentional policy, legal, and regulatory frameworks that inform decision-making and budgetary allocations
4. Identify an institutional body or focal agency to lead gender mainstreaming across sanitation policy development
5. Develop gender-intentional urban sanitation policies with clear objectives and indicators linked to gender goals throughout policy development and implementation
6. Establish clear organizational authority, accountability mechanisms, and explicitly defined roles for implementing, monitoring, and evaluating gender-intentional policies
7. Analyze current policies, even seemingly unrelated ones like land tenure, using a gender lens to assess the extent to which they are gender intentional and to identify areas for gender mainstreaming adaptations
8. Revise workplace policies to prohibit employment discrimination based on sex, gender, race, age, marital status, pregnancy, or disability in the employee life cycle, and support work-life balance, such as paid sick leave, flexible work arrangements, childcare, and parental leave
9. Identify ways to use national gender policies to make existing local governance systems more gender equitable; carefully monitor unintended consequences of policy and regulatory changes that go against CWIS principles

QUESTIONS TO CONSIDER



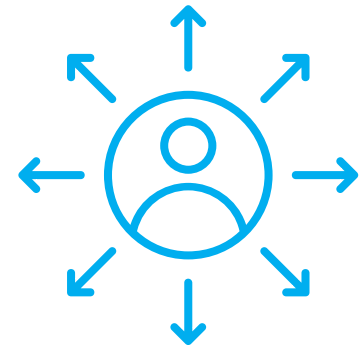
Does the policymaking body need to adhere to any international or regional sanitation commitments? Is there political will for gender mainstreaming at the national, subnational, and city levels? What financial and human resources are available to support this recommendation?

THEME ONE

Gender-Intentional Policies

BUSINESS LEVEL

1. Implement organization-wide gender mandates and adapt institutional structures and formal strategic documents to mainstream gender into urban sanitation governance, operations, services, and programs
2. Use gender sensitization trainings to foster leader and staff buy-in for sustained implementation of organization-wide gender mainstreaming
3. Create organizational standard practice manuals and guides that provide tools and processes to mainstream gender into urban sanitation projects and to establish the business rationale for doing so
4. Adapt organizational culture and policies (e.g. workplace and human resources policies) to be more responsive to the demands, needs, and concerns of the sanitation workforce, especially women and gender minorities who are often excluded from meaningful sanitation labor force participation and who may face additional stigma working in the sector
5. Ensure that employees of all genders have safe and secure work environments, including access to appropriate toilets in their workplace, non-discrimination and sexual harassment policies, flexible working models, and more



SERVICE DELIVERY LEVEL

1. Integrate and include community members in local sanitation governance structures and sanitation decision-making, especially underrepresented groups like women and gender minorities
2. Implement standard practices for involving local councils, especially ones that represent women and gender minorities, in sanitation service authorities' planning cycles to identify gender-specific needs and priorities of people of all genders
3. Develop reliable customer engagement mechanisms for city sanitation authorities to better respond to customers' sanitation needs, especially those of women and gender minorities who are often excluded from sanitation governance compared to men

ILLUSTRATIVE EXAMPLE



City authorities in several Indian CWIS cities participate in a local, multi-level sanitation governance system that comprises many community-led Self-Help Groups, which feed into a fewer number of Slum-Level Forums, which further report up to Town-Level Forums.^{32,56} This governance structure improves integration of community members', especially women's, urban sanitation needs and voices in city-level sanitation governance.

THEME TWO

Mandates



A mandate is a formal order that gives an entity the authority to carry out a policy or action. Gender mandates, especially ones that are embedded in policy, provide a formal top-down imperative for gender mainstreaming. While the existence of a mandate does not guarantee its implementation, mandates provide leverage to advocate for governments and organizations to implement gender mainstreaming activities. Furthermore, government mandates are often codified in law or formal policies and regulations, holding parties accountable through potential penalties and defunding practices if they are not followed. Organization-wide gender mandates establish leader buy-in and institutionalize sustained gender mainstreaming across business level urban sanitation polices, operations, and staff. The influence of top-level gender-intentional mandates trickles down to gender goals at the service delivery level. They close gender gaps within the urban sanitation system and promote more equitable services overall.

POLICY LEVEL

1. Embed sanitation goals in national gender mandates to increase funding for gender mainstreaming in urban sanitation systems
2. Embed gender mainstreaming goals in national and city-level sanitation service mandates to ensure formal links between gender and sanitation across all sectoral projects and policy instruments
3. Explicitly include unique gender objectives in urban sanitation mandates and ensure their implementation through robust operational guidelines, concrete action plans, timetables, and dedicated spatial, financial, and physical resources
4. Mandate creation of Gender Focal Points (GFPs) and gender experts in urban sanitation regulatory and policymaking institutions to further implement gender mainstreaming at all levels of urban sanitation systems
5. Establish legislated quotas, affirmative action policies, and gender equitable employment policies to increase participation of underrepresented groups, such as women and gender minorities, in sanitation governance and staffing
6. Secure funding for gender mainstreaming mandates by adapting urban sanitation financing strategies to include, for example, earmarks and budget line items dedicated to gender mainstreaming
7. Create gender-intentional city-level mandates, including sanitation ordinances, by-laws, standards and certification protocols, for urban sanitation products and services
8. Mandate gender trainings for sanitation workforce and require gender and social inclusion analyses for public sector urban sanitation service authorities
9. Introduce workplace incentives for mainstreaming gender by holding the policy level workforce contractually responsible for achieving gender goals and by reviewing their progress towards those goals annually

ILLUSTRATIVE EXAMPLE



Uganda's 2018-2022 Water and Sanitation Sub-Sector Gender Strategy (WSSGS III) provides a strong mandate for mainstreaming gender into its water and sanitation sector, and supports it with detailed implementation guidance, financing, capacity building, and evaluation objectives.¹⁹

THEME TWO

Mandates

QUESTIONS
TO CONSIDER

Is the service authority obligated to follow established city-level gender mandates? Are there existing policies into which authorities can mainstream gender, or is a standalone gender policy needed? Do high-level leaders support gender mainstreaming? How can authorities create an enabling environment for these mandates to trickle into service delivery?



BUSINESS LEVEL

1. Embed gender mainstreaming objectives into formal partnership agreements like requests for proposals (RFPs), contracts, and MoUs, by mandating: hiring gender experts; establishing gender equitable workplace policies, especially around living wages; creating gender action plans (GAPs); implementing affirmative action policies and quota-based recruitment of women and gender minorities; and institutionalizing gender audits
2. Create internal, organization-wide gender mandates such that gender mainstreaming goals are embedded into sanitation authorities' internal policies, program portfolios, business models, legal and regulatory frameworks, manuals, guidelines, and tools
3. Ensure that management contracts feature robust and gender-intentional regulation, oversight, and role identification mechanisms
4. Adapt gender-intentional bidding processes to subcontract women-led groups, groups with robust gender policies, and partners who prioritize gender equality and social inclusion (GESI) in their urban sanitation activities, including solid waste disposal and FSM
5. Mandate creation and dissemination of manuals and guides that provide organization-wide tools and processes to mainstream gender into projects and daily operations
6. Mandate standard operating procedures for identifying and addressing customer grievances related to urban sanitation service delivery

SERVICE DELIVERY LEVEL

1. Mandate gender analyses, social impact analyses, and cost-benefit analyses prior to delivery of sanitation services; embed the mandate for these analyses into service delivery contracts and other binding instruments
2. Require robust sexual and gender-based violence (SGBV) and sexual harassment policies for urban sanitation service delivery subcontractors and service providers to protect staff, customers, and end users
3. Revise sanitation service delivery MoUs between urban service authorities and sanitation committees/ user groups to ensure that they are gender intentional
4. Embed gender and skill-building trainings in new and existing contracts with community development committees and user groups that provide sanitation services

THEME THREE

Partnerships



Partnerships refer to collaborative arrangements between policymakers, urban sanitation service authorities, and service delivery entities, as well as the overall structure or network of these relationships. Gender-intentional partnerships can reflect the political and regulatory will for effective gender mainstreaming in urban sanitation systems. By weaving gender considerations throughout partnership structures, partners are more likely to: 1) systematically apply a gender lens while planning, implementing, and evaluating urban sanitation activities, and 2) hold one another accountable to agreed-upon gender mainstreaming goals and activities. Partnerships that prioritize gender inclusivity and consider people of all genders as end users often lead to a more diverse network of service providers, resulting in more innovative, sustainable, and gender-equitable services. Gender-intentional partnerships can increase overall awareness of gender-based obstacles and opportunities both within the workforce and among the populations being served, thereby challenging the status quo around business as usual. To mainstream gender effectively, urban sanitation systems must establish a gender-diverse portfolio of partnerships and embed gender goals into partnership agreements.

POLICY LEVEL

1. Identify partners who can and will reliably and sustainably mainstream gender into policy design, implementation, and evaluation
2. To bolster gender mainstreaming in multisectoral agendas and programming, establish coordination networks that use participatory approaches and build sustainable partnerships with organizations that mainstream gender into their business strategies and are committed to gender equality

BUSINESS LEVEL

1. Revise urban sanitation service authorities' existing service models and network of contracted companies to mainstream gender and social inclusion goals
2. Mainstream gender into organizations' RFPs and bidding processes for forming partnerships with public and private urban sanitation entities by: accepting bids from women-led groups, accepting bids from partners that have incorporated strong gender policies across their agency, setting targets for gender diversity in project staff, requiring gender sensitization trainings and awarding points as incentive to mainstream gender.
3. Subcontract partners who specifically specialize in gender mainstreaming for urban sanitation projects
4. Prioritize subcontracts with gender-diverse teams and teams led by women and gender minorities, setting minimum requirements for contractual positions held by women and gender minorities
5. Review and revise MoUs with urban sanitation service delivery partners to include gender mainstreamed provisions; and monitor subcontractors to ensure gender-equitable and non-discriminatory service delivery, including SWM and FSM

QUESTIONS TO CONSIDER



What is the typology of the city's current urban sanitation system? Are service partners part of a centralized or decentralized urban sanitation service delivery system? Which partners have a concrete gender mandate to ensure reliable gender mainstreaming?

ILLUSTRATIVE EXAMPLE



A South African municipality, eThekweni, applied a gender perspective when awarding contracts for implementing an improved manual pit emptying and disposal model.⁸⁶ As a result, they generated employment opportunities for low-income women by contracting many small-scale independent providers comprised of female teams from local areas. The system is inclusive, pro-poor, and reportedly works well.

THEME THREE

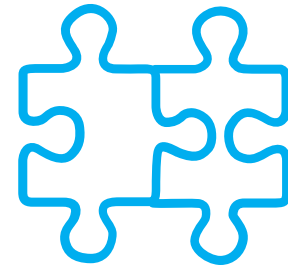
Partnerships

BUSINESS LEVEL (CONTINUED)

6. Require urban sanitation service partners, including those who provide SWM and FSM services, to hire gender experts, conduct gender analyses and audits, and create GAPs as a contractual obligation
7. Form multi-stakeholder committees to oversee gender mainstreaming activities within sanitation sector partnerships and ensure gender-diverse leadership within these committees to diversify perspectives and strengthen projects
8. Collaborate with women entrepreneurs to connect women and gender minorities with opportunities for building skills and becoming professionally engaged in the urban sanitation system, and to provide the space for women and gender minorities to network and build social capital

**SERVICE DELIVERY LEVEL**

1. Leverage the expertise from multidisciplinary sources, including social workers, gender specialists, sanitation experts, scientists, and experts in community mobilization, to ensure gender mainstreaming across multiple levels of urban sanitation service delivery and to take into account the needs of all users
2. Develop partnerships with private sector and informal sector actors who tender services to underreached and often underserved populations, in order to improve equitable urban sanitation systems for women, gender minorities, and other marginalized groups
3. Coordinate efforts and leverage the strengths of separate NGOs, who often fill critical gaps in urban sanitation service provision, to improve gender-equitable service delivery



THEME FOUR

Needs Assessments



People of different genders experience disparities in their access to and use of adequate urban sanitation. These disparities are also driven by economic, social, and political inequalities. Needs assessments take measure of these intersectional disparities and how they affect sanitation outcomes, focusing on: 1) whom to serve, 2) which services to provide, and 3) how best to deliver said services. When urban sanitation systems neglect to understand the disparate needs of all end users, especially women and gender minorities, they risk unintentionally harming communities by depriving them of important sanitation services or reinforcing restrictive gender norms. Urban sanitation efforts that incorporate the needs of people of all genders, based on lessons learned from needs assessments, can improve the coverage, use, and adoption of services. Efforts that build on gender-intentional needs assessments ensure that no one is excluded from urban sanitation systems, which in turn improves the impact, cost-effectiveness, efficiency of service delivery, and return on investment.

POLICY LEVEL

1. Conduct a gender analysis using an intersectional lens and participatory methods to inform new urban sanitation policies and predict their unique impacts, potential unintended consequences, and opportunities to transform restrictive gender norms
2. Conduct a gender analysis to review existing urban sanitation policies for potential opportunities for gender mainstreaming

QUESTIONS TO CONSIDER



What participatory methods can be used to best center the voices of the community? Does the organization have internal capacity to perform a gender analysis? How will the organization turn findings from this analysis into tangible action?

BUSINESS LEVEL

1. Conduct institutional-level gender analyses to identify internal, organization-wide opportunities for gender mainstreaming in urban sanitation systems and to assess the unique sanitation needs of the market
2. Use findings from needs assessments to develop intersectional GAPs, facilitate organizational buy-in for gender mainstreaming, and ensure supportive structures and processes that promote gender equality
3. Conduct ongoing gender audits to monitor progress towards urban sanitation institutions' gender mainstreaming objectives, outputs, and outcomes

THEME FOUR

Needs Assessments

SERVICE DELIVERY LEVEL

1. Conduct gender assessments to understand underlying gender norms that drive differential usage and adoption of sanitation services, including SWM and FSM, both at the community and household levels

2. Use common assessments (resource mapping, social mapping, physical mapping, etc.) to identify gender differential service inputs, needs, impacts, utilization, effectiveness, and opportunities

3. Use social and physical mapping to identify locations for service coverage and locations of social inequality

4. Use resource mapping to identify and analyze existing opportunities for gender mainstreaming in services and assess the challenges that people of different genders face in accessing and using urban sanitation services

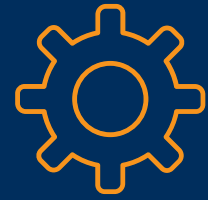
5. Use cost benefit analysis to assess financial feasibility of service delivery and payment mechanisms that cater to distinct gendered needs, which may provide opportunities for gender transformative approaches to sanitation service adoption

ILLUSTRATIVE
EXAMPLE

The Women3030 training manual for implementing gender-responsive SDGs recommends mainstreaming gender into water and sanitation (SDG6) by carrying out participatory assessments for water and sanitation projects.³⁵ These assessments ascertain: gender-related differences in needs, demands, practices, and motives with respect to water and sanitation facilities; differences in control of and access to sanitation resources; and existing local resources and skills for sanitation activities. Assessing how gender drives sanitation outcomes can improve local sanitation activity planning and project management.

THEME FIVE

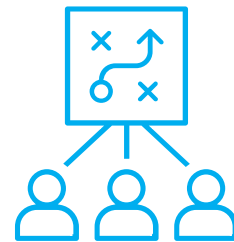
Implementation



As important as it is to plan and design urban sanitation systems using a gender-intentional approach, it is just as pivotal to translate them into action. Mainstreaming gender into the implementation of policies, business models, and urban sanitation service delivery systems can occur in two distinct ways: bringing new gender-intentional strategies to fruition and adapting existing implementation processes to be more gender intentional. Neither type of implementation approach is necessarily easier than the other; sometimes implementation of the new meets less resistance than attempts to modify the ‘old ways’ of doing things. Using a gender lens to implement urban sanitation systems ensures that services are delivered more equitably and are sustained over time. Gender-unintentional implementation processes compromise the safety and quality of urban sanitation systems because they risk perpetuating gender inequalities and restrictive gender norms, whereas gender-intentional implementation safeguards against these risks.

POLICY LEVEL

1. Assign a lead agency for implementing gender mainstreaming efforts across government ministries, and ensure that ministries with the mandate for translating national gender frameworks into sanitation sector strategies have operationalized implementation and action plans
2. Translate gender-intentional urban sanitation policies into strategic, actionable policy instruments, such as budgets, regulations, guidelines, GAPS, and operational plans
3. Conduct gender trainings for urban sanitation policymakers through in-person workshops, manuals, educational materials, and consultations with stakeholders and community members, so that they understand gender mainstreaming and can translate their learnings into implementation plans
4. Provide government officials with resources to carry out gender trainings among urban public health and urban sanitation staff at the service delivery level
5. Provide government officials with resources to integrate gender in non-sanitation policies that have downstream impacts on gender and equitable service use, such as policies related to land registration, property transfer, and processing of occupancy licenses for vulnerable social groups
6. Collaborate with government ministries to develop guidelines on gender-intentional sanitation standards for households, schools, health facilities, and other public or private institutions; reinforce these guidelines through community outreach, dissemination to urban sanitation staff, and incentive packages



THEME FIVE

Implementation

ILLUSTRATIVE
EXAMPLE

CWIS cities in India illustrate gender considerations that guide septic tank emptying and FSM service delivery.^{33,32,56} Women were usually the only household member present during city-planned scheduled emptying or as-needed emptying of their septic tanks. Given that men usually fill the role of emptying septic tanks, women often reported feeling uncomfortable being alone with men in these situations. Stakeholders expressed interest in training more women as emptying service delivery operators and/or having a woman supervisor present during emptying. Many women were eager to participate in SVC trainings and opportunities, and one woman in Narsapur sets a global example of successful women in the SVC by owning and operating her own desludging truck.⁵⁶

BUSINESS LEVEL

1. Use institutional-level intersectional gender analyses and create GAPs to guide all organizational urban sanitation programming
2. Use recommendations from GAPs to challenge restrictive gender norms that reinforce the underrepresentation of women and gender minorities in the urban sanitation workforce (See: [Workforce Development and Capacity Building](#))
3. Provide service delivery partners, especially private sector companies and entrepreneurs, with technical assistance to translate contractual gender mandates into action
4. Establish business development opportunities for women and gender minorities, such as launching business development clinics for emerging entrepreneurs and mentorship programs for those interested in starting urban sanitation businesses, especially in areas like FSM that are dominated by men
5. Establish solid waste collection business models that provide concessions to or contract groups of women and gender minorities to fill gaps in collection services
6. Identify, promote, and invest in technologies that reduce the gender differential burden of performing sanitation tasks (e.g. operating gulpers) and that prioritize the unique needs of women and gender minorities, such as menstrual hygiene management product disposal mechanisms.
7. To better understand and serve the needs of customers of all genders and improve service uptake and use: ensure gender-diverse recruitment throughout the SVC; create gender-intentional customer outreach roles; sensitize sanitation workforce to gender differential household dynamics; and train workforce on gender-intentional customer service
8. Strengthen urban sanitation service businesses through fixed pricing, zone assignments, systematic dispatch, and scheduled service delivery, in order to facilitate safer, more sustainable, and more gender-equitable service provision

SERVICE DELIVERY LEVEL

1. Design and situate facilities to meet the specific needs of women, gender minorities, children, elderly people, people with disabilities, and pregnant women e.g. by adapting size of toilet cubicles and constructing added support in toilets
2. Create service design and use guidelines based on consultations with stakeholders and community members who can identify gender differential aspects of safety, security, privacy, and proximity of urban sanitation services
3. Implement periodic trainings for service delivery staff to build technical skills and adapt to technological innovations, thereby improving the quality of sanitation services and mitigating unsafe practices that disproportionately affect women and gender minorities
4. Leverage gender-specific user and self-help groups for delivery of in-person urban sanitation services, such as septic tank desludging, to increase comfort of customers of all genders
5. To increase urban sanitation service reach, professionalize community-based sanitation service teams, especially user groups that are comprised of women and gender minorities, through educational trainings (e.g. on formalized record-keeping, improved accounting methods, and standardized scheduling) and certification processes
6. Disseminate operational standards and regulatory guidelines for urban sanitation services to property lessors so that the services they provide to tenants meet the needs of women and gender minorities; disseminate the same standards and guidelines to customers and beneficiaries so that they can hold their property lessors accountable
7. Distribute reliable personal protective equipment and disseminate safety guidelines to frontline service delivery staff to reduce occupational health hazards across gendered SVC roles
8. Implement social and behavior change (SBC) programming to reduce general and gender-specific stigma of working in the SVC and to increase the respectability, profile, and dignity of SVC employment
9. Monitor and rapidly fix service maintenance and upkeep issues, such as poor security, lighting, and odor, to ensure that urban sanitation services remain safe, accessible, and acceptable to people of all genders, especially women and gender minorities

QUESTIONS
TO CONSIDER

Do urban sanitation services consider the needs of people who menstruate, and do they accommodate proper menstrual hygiene product disposal? Do services adequately reach informal and temporary settlements? Are they located in areas that are easy to access? What kind of policy and business level supports are needed to ensure that gender-intentional service design and implementation strategies are sustainable?

THEME SIX

Measurement and Evaluation



The process of measurement and evaluation entails monitoring progress and tracking long-term impact of urban sanitation policies, business models, and service delivery systems. Gender-intentional measurement and evaluation in urban sanitation systems fills four primary objectives: 1) to identify what works best to achieve desired gender- and sanitation-related outcomes, 2) to determine how and why gender mainstreaming goals and objectives are or are not achieved, 3) to identify and address unintended consequences, and 4) to adjust implementation processes to improve future policies, business strategies, and service delivery execution. Learnings from gender mainstreaming efforts in urban sanitation systems can also inform decision-making about strategies to optimize scarce resources and maximize impact. For continued progress towards gender-equitable urban sanitation systems, gender mainstreaming efforts at the policy, business, and service delivery levels must be continuously measured and evaluated.

QUESTIONS TO CONSIDER



What authority is responsible for measuring and evaluating sanitation service delivery across urban settings? Does the authority have staff and contractors executing KPI-related services? Does the authority have a budget to achieve its KPI targets? Does the authority have to report its progress towards gender-intentional goals and objectives?

ILLUSTRATIVE EXAMPLE



The Ministry of Minerals, Energy, Water Resources and the Botswana Technology Centre conducted a gender audit of Botswana's national energy policies between 2005 and 2007.³ The audit revealed limited knowledge about the relationship between gender, energy, and poverty, which had translated to gender-unintentional energy policies and programs that did not consult women nor use gender-disaggregated data. Based on the findings of this audit, the Botswana Power Corporation implemented follow-up trainings, strengthened gender expertise and energy policies, established gender mainstreaming programs, and piloted sex-disaggregated data collection processes.

POLICY LEVEL

1. Develop gender-intentional indicators to measure progress and effectiveness in reaching short and long-term gender mainstreaming outcomes and gender goals of urban sanitation policies
2. To strengthen the evidence-base and improve future gender-intentional sanitation efforts, mandate evaluations of the gender- and sanitation-related impacts of urban sanitation policies that mainstream gender; share data and disseminate findings to key policymakers, program planners, and community stakeholders
3. Use Key Performance Indicators (KPIs) and WHO/UNICEF Joint Monitoring Program (JMP) indicators that are disaggregated by sex and other social stratifications that influence gender-related outcomes in order to identify avenues for strengthening gender mainstreaming efforts in urban sanitation systems
4. Evaluate existing policies – both sanitation-related and those with downstream impacts on urban sanitation – to determine: the extent to which they are gender-intentional; opportunities and constraints for gender mainstreaming adaptations; gender gaps in sanitation outcomes; and potential for unintended consequences that can exacerbate restrictive gender norms underlying poor sanitation outcomes
5. Monitor whether and how urban sanitation services comply with standards and certification protocols to ensure that services are of high quality and remain safe, accessible, and acceptable to people of all genders, especially women and gender minorities
6. Develop a measurement system (e.g. community scorecard or checklist) for tracking active and meaningful participation of women and gender minorities in administrative decision-making bodies to improve their participation in sanitation governance beyond mere filling of seats
7. Conduct a gender audit of national and subnational urban sanitation policies to identify opportunities for gender mainstreaming that can trickle down to the business and service delivery levels

THEME SIX

Measurement and Evaluation

SERVICE DELIVERY LEVEL

1. Monitor gender mainstreaming implementation processes and measure gender-related outcomes of urban sanitation services using sex-disaggregated data and mixed methods research
2. In addition to measuring sanitation service coverage, measure sex-disaggregated service use patterns in order to understand how sanitation behaviors and urban sanitation service adoption differ across people of different genders
3. Establish robust customer feedback mechanisms, conduct consumer perception surveys, and develop indicators of customer satisfaction for quality assurance and to determine whether urban sanitation services, including solid waste collection and FSM, meet the practical needs of people of all genders
4. Develop a measurement system for tracking active and meaningful participation of women and gender minorities in decision-making around community SVC services, including SWM and FSM
5. Track changes in sanitation-related psychosocial stress and health outcomes associated with inadequate urban sanitation service delivery using gender-intentional indicators
6. Encourage use of open-ended questions in urban sanitation service evaluations to better understand dynamics, preferences, behaviors, and perceptions of people of all genders, which are difficult to measure in quantitative surveys
7. Conduct social impact analyses and economic analyses (e.g. cost-benefit analysis) to measure the impact and cost effectiveness of sanitation programs, services, and activities; target multiple beneficiaries in the household during these analyses to triangulate data and unmask gender-power dynamics that affect sanitation service use
8. Monitor and evaluate public and community toilet construction, maintenance, and FSM technology to ensure that they comply with minimum standards and meet the sanitation needs of all users, especially women, children, older adults, and people with disabilities



THEME SEVEN

Financing and Cost



Financing refers to the flow of money through businesses and policy institutions, as well as mechanisms through which service models are funded. Mainstreaming gender into urban sanitation financing systems means ensuring that budgets are allocated towards gender mainstreaming activities, that customer payment structures do not create barriers to use of services based on gender, and that access, capital, and financial tools within urban sanitation systems are not gender biased. Gender-intentional financing indicates a commitment to gender mainstreaming in urban sanitation systems, as initiatives must be funded adequately to be effective. In order to ensure continuity, consistency, and legitimacy, however, funding for gender mainstreaming activities must be integrated into budgets and financial systems. Moreover, costs of urban sanitation services may disproportionately burden users who are low-income, women, and gender minorities. Therefore, gender-intentional cost structures must strike a balance between users' ability and willingness to pay for urban sanitation services and the profitability of those services.

POLICY LEVEL

1. Establish gender-intentional financing by including sustained gender line items in urban sanitation sector budgets, and evaluate existing budgets to identify opportunities to mainstream gender within them
2. Secure funding for efforts to mainstream gender in urban sanitation policies (at national, subnational, and city levels) through flexible drawdowns and collaborative partnerships
3. Ensure that money is spent on gender mainstreaming activities by implementing workplace incentives for policy level workforce to achieve gender goals and embed these incentives in staff performance contracts
4. Regulate prices of urban sanitation services to increase gender-equitable service delivery by alleviating the burden of cost on customers and beneficiaries, deterring price gouging, and safeguarding women and gender minorities against profiteering
5. Establish gender-specific employment quotas as a condition for receiving government funding through tariffs and tax incentives as a way for urban sanitation businesses to increase participation of women and gender minorities in the sanitation workforce
6. Evaluate the gender differential burden of taxes levied on sanitation products and services to establish tax incentives and subsidies that can decrease barriers to sanitation service use

QUESTIONS TO CONSIDER



Do budget preparation processes align with internationally accepted standards? What are the processes for budget alignment and are these processes politically stable? How far into the future are spending priorities projected and agreed upon under the budget process?

THEME SEVEN

Financing and Cost



BUSINESS LEVEL

1. Encourage businesses to allocate explicit budget lines for gender mainstreaming strategies, such as: contracting women's user groups and women-led organizations for urban sanitation service delivery; building gender-diverse capacity in science, technology, engineering, and mathematics (STEM) fields; and stimulating innovation led by women and gender minorities in technical areas like FSM
2. Establish standing gender budget line items so that gender mainstreaming activities remain consistent across urban sanitation projects
3. Mandate gender-intentional budgeting in GAPs of sanitation authorities' partner institutions, such that financing for gender mainstreaming extends to subcontractors and subsidiaries
4. Adapt existing mechanisms for financing urban sanitation strategies like tariffs, tax incentives, and technical grants to be more gender intentional
5. Partner with private sector financing institutions to establish funds for gender-intentional sanitation business development, including lines of credit that are not predicated on land or asset ownership, which are prerequisites that women and gender minorities often cannot meet
6. Close the gender gap in SVC business ownership by providing microloans that require minimal documentation and more transparent processes to prospective business owners through organizations, trade unions, and women's affinity groups

SERVICE DELIVERY LEVEL

1. Identify strategies to make customer payment schemes more convenient and services less cost-prohibitive to increase gender-equitable adoption of urban sanitation services
2. Use social mapping strategies to identify users who need subsidies to afford sanitation services and to ensure that fee waivers reach appropriate users
3. Bundle unconditional cash transfers with interventions that improve the livelihoods of households beyond enabling access to sanitation, resulting in more holistic gender-related outcomes
4. Prioritize service-specific cost structures, such as vouchers, coupon schemes, fee waivers, and subsidies, to make urban sanitation services less cost-prohibitive and more accessible to women and gender minorities
5. Use digital options – such as mobile payment platforms – for service delivery billing, as they promote efficiency, flexibility, and can address worries around safe storage of physical cash; be sure to account for potential gender disparities in access to mobile phones and digital platforms
6. Use simple and transparent marketing messages to explain service pricing and costs and to reduce profiteering by service providers and intermediaries who tend to extort women customers

ILLUSTRATIVE EXAMPLE



In the CWIS city, Khulna, most women and low-income communities cannot afford the minimum cost of each vacutug desludging visit.³³ Additionally, the city sanitation authority, Khulna City Corporation (KCC), requires that customers pay for vacutug services by directly depositing fees into their bank account and then showing the receipt to KCC officials as proof of payment. The bank and KCC offices are too far for many users, who must incur travel costs to pay their bills. To address these barriers, KCC is considering establishing a sliding scale payment mechanism for women and low-income groups. Additionally, they are considering engaging with community development committees, which are local ward level community organizations, to assist local women and men in filling out required forms.

THEME EIGHT

Workforce Development and Capacity Building



Gender-intentional workforce development and capacity building in urban sanitation systems is intended to make access to opportunities, resources, and services more equitable for people of all genders. At the policy level, gender-intentional workforce development and capacity building changes institutional norms to enable gender-balanced employment and leadership and the incorporation of new gender-diverse talent, ideas, and top-down gender-equitable decision-making. The influence of gender mainstreaming in workforce development and capacity building at the policy level permeates urban sanitation systems, including throughout the business and service delivery levels. At the business level, companies that focus on gender-intentional workforce development and capacity building advance positive change by: increasing businesses' profitability, pursuing innovative revenue-generating paths, reducing environmental impacts of practices and products, implementing socially responsible practices, creating more inclusive corporate cultures and workplaces, building a pipeline of gender diversity in STEM fields, and creating more inclusive workplaces. At the service delivery level, workforce development addresses restrictive gender norms that can be significant hurdles to increasing the participation of women and gender minorities in the SVC, which in turn promotes customer satisfaction and advances equitable use and adoption of services

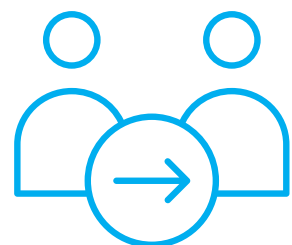
QUESTIONS TO CONSIDER



What are some of the restrictive gender norms and sociocultural barriers preventing women and gender minorities from entering STEM disciplines? How can policy efforts address these barriers? How can stakeholders best connect graduates of STEM programs with employment opportunities in urban sanitation systems?

POLICY LEVEL

1. Conduct regular gender sensitization trainings with policymakers and staff at all levels of government, especially those working in the sanitation sector
2. Increase gender-diverse representation, especially of women and gender minorities, in urban sanitation policymaking and decision-making roles, through mandated affirmative action and quota policies for positions at all levels of government
3. Establish GFPs and gender experts within sanitation ministries and provide them with adequate training, financial resources, stature, clear terms of reference, and institutionalized guidelines that link their gender mandate to specific urban sanitation outcomes
4. Establish a pathway of educational and professional opportunities in STEM disciplines for underrepresented groups, such as women and gender minorities, through centralized scholarships, loans, professional development, and mentorship programs to develop a more diverse generation of future sanitation workers

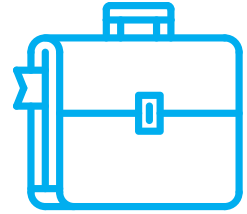


THEME EIGHT

Workforce Development and Capacity Building

BUSINESS LEVEL

1. Conduct regular gender trainings with urban sanitation workforce, including people in leadership roles, to equip staff with a gender lens and the ability to mainstream gender into operations; mandate these trainings as part of institutional policy
2. Increase representation of women and gender minorities in leadership and management roles within the urban sanitation sector, either through mandated quotas or by creating a professional development pathway comprised of mentorship, networking, and sponsorship
3. Finance and incentivize trainings and capacity-building workshops among employees who are women and gender minorities to close the gender gap in vocational skills, technical expertise, and social capital, and to increase retention and gender-equitable opportunities for advancement within the urban sanitation sector
4. Develop and implement gender-friendly workplace policies, including flexible working models and equitable human resources policies addressing the entire employee life cycle, to remove gender differential barriers for employees of urban sanitation businesses
5. Create SVC roles that are not dependent on manual labor – such as community-level facilitators, social mobilizers, and client service managers – to engage in improved customer outreach and to increase hiring and retention of more gender-diverse staff



SERVICE DELIVERY LEVEL

1. To build a more gender-balanced workforce, recruit more women and gender minorities as employees in SVC fields that are dominated by men, such as engineering, fecal sludge treatment, masonry, desludging
2. To incentivize inclusion of underrepresented groups – such as women and gender minorities – in service delivery, raise the social status of SVC employment by increasing wages, providing benefits, professionalizing roles, and dispelling stigma associated with working in urban sanitation
3. Train all service delivery staff about gender-related dimensions of and barriers to use, coverage, and safety of urban sanitation services
4. Implement SBC campaigns to shift restrictive norms around “who is supposed to fill SVC roles” and combat stigma that serves as a barrier for women and gender minorities working in SWM and FSM

ILLUSTRATIVE EXAMPLE



In all seven CWIS cities, urban sanitation decision-makers, stakeholders, and community members discussed the high social stigma associated with working in the urban sanitation workforce.^{21-23,32,33,56} Stigma around working in the SVC is rooted in cultural beliefs that touching bodily fluids like menstrual blood and excrement transfers bad luck and disease, and that sanitation work is dirty. Strategic recommendations for a more gender-equitable sanitation workforce may overlook the social exclusion, harassment, and discrimination that SVC workers face as a result of stigma. This does not align with Do No Harm best practice principles and may jeopardize the wellbeing of sanitation workers of all genders. In Kampala, KCCA implements ongoing SBC strategies to address stigma around working in the SVC, particularly by engaging with cultural, religious, and opinion leaders.²¹

THEME NINE

Stakeholder and Community Engagement



Government and business entities should proactively include gender-diverse stakeholders and meaningfully engage communities during urban sanitation policy and service delivery design, implementation, and measurement and evaluation. Collaborating with these key players and end users allows underrepresented groups – often women, gender minorities, and other marginalized communities – to participate in decision-making and voice their needs, which leads to improved prioritization and targeting of resources and the distinct sanitation needs of people of all genders to be better met. During planning, stakeholder and community engagement is associated with improvements in design and reduced chances of conflict within households and community groups. During implementation, it increases the likelihood of successful delivery and uptake of urban sanitation services, reducing the waste of limited financial, physical, and human resources. It can also expand reach and equitable adoption of services. During measurement and evaluation, stakeholder and community engagement helps to identify gender differential needs, use patterns, and decision-making around services, operations, and maintenance, contributing to effective and sustainable policy and service delivery efforts. Overall, active community engagement garners trust and support from consumers and local authorities, facilitating community ownership and sustainability of urban sanitation systems. It also builds buy-in for the importance of gender mainstreaming that can permeate the value systems and socio-cultural practices of communities.

POLICY LEVEL

1. Establish formal consultations with stakeholders and community members throughout the policy cycle, especially existing community groups like women's user committees, to present evidence, build consensus, solicit feedback, approve proposed policy measures, and center community priorities
2. Solicit feedback on gender-intentional policies from multiple implementing partners, service authorities, and key players who comprise the various context-specific typologies of urban sanitation systems
3. Disseminate and raise public awareness among stakeholders and community groups using simple and transparent messaging about gender-intentional policies or policies with gender-specific impacts through both traditional outreach and innovative communications strategies
4. Educate policymakers at all levels of government and across ministries about inclusive urban sanitation service design, the intersection between gender and sanitation, and other gender mainstreamed urban sanitation goals through trainings and workshops
5. Conduct gender sensitization trainings for stakeholders to build and strengthen their capacity to mainstream gender into their policymaking operations and so that they can effectively represent their constituents' urban sanitation needs and desires
6. Create standard operating protocols and policy guidelines to establish robust customer complaints and feedback mechanisms, enabling people of all genders to reliably voice valuable feedback about urban sanitation service provision



THEME NINE

Stakeholder and Community Engagement

ILLUSTRATIVE
EXAMPLE

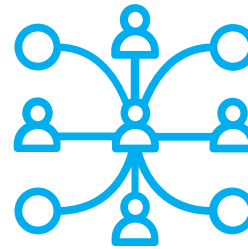
In Lusaka, women participate in a variety of sanitation-related roles outside their home but lack knowledge and skills for more professional involvement in the sanitation sector.²² The Ministry of General Education has implemented an initiative to connect girls with technical skill-building opportunities in urban sanitation systems. Stakeholders at LWSC have expressed interest in becoming strategically involved with skill-building programs, especially ones that focus on girls who have left school and are interested in joining the sanitation workforce.

BUSINESS LEVEL

1. Offer skill-building trainings for gender groups that are often excluded from sanitation decision-making, such as women, girls, and gender minorities, to raise interest in and decrease stigma around entering the sanitation supply and value chains
2. Disseminate financing options to community members, especially women and gender minorities, to promote increased engagement in SVC business development
3. Collaborate with people of all genders – especially women and gender minorities, who have unique sanitation needs – to design safe and inclusive urban sanitation systems and hardware
4. Provide incentives for private businesses to co-design urban sanitation services with the input of people of all genders, especially local women and gender minorities, to ensure that sanitation systems are meeting their needs
5. To facilitate the transformation of restrictive gender norms in sanitation workplaces, partner with community gender champions to engage men employees in gender-intentional conversations, workshops, and trainings; ensure that leadership is actively involved

SERVICE DELIVERY LEVEL

1. Conduct periodic, rapid assessments to better understand the communities in which services are being provided, collecting information such as consumers' spending patterns, customers' motivations for subscribing to urban sanitation services, and gender-related urban sanitation needs
2. Develop user-friendly customer service interfaces, such as helplines, that facilitate customers' access to urban sanitation services like desludging, while accounting for gender differentials in literacy and mobility
3. Develop regular and formal customer engagement mechanisms to track and address sanitation-related grievances, especially those of women and gender minorities, through periodic consumer satisfaction surveys and easy-to-use institutional complaints handling platforms
4. Mobilize gender-specific community organizations, especially women's user committees and self-help groups, for decision making around service delivery channels, sales and marketing training workshops, and for consultations to provide feedback about services
5. Implement innovative, simple marketing campaigns and SBC activities to: increase adoption of urban sanitation services (e.g. desludging, SWM, and FSM); better target excluded gender groups, such as women, girls, and gender minorities; improve sanitation-related knowledge and behaviors; address gender differentials in use of sanitation services; and highlight the health benefits of sanitation services
6. Engage men in gender-intentional conversations, workshops, and trainings to facilitate the transformation of restrictive gender norms within the community that underlie gender disparate sanitation behaviors
7. Leverage transdisciplinary teams comprised of social workers, gender specialists, sanitation experts, water scientists, social scientists, and experts in community mobilization who can help foster gender mainstreaming in urban sanitation service design and delivery

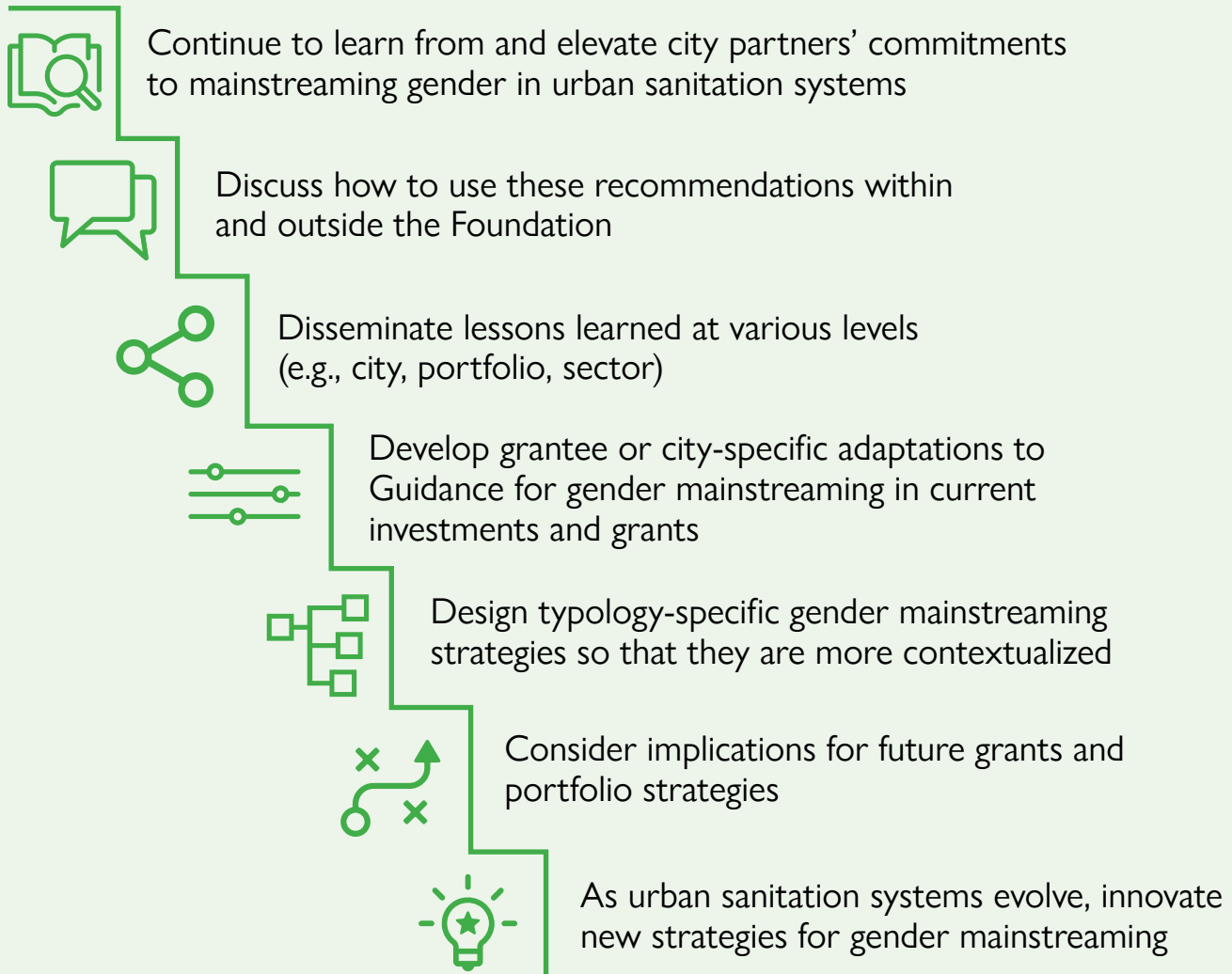
QUESTIONS
TO CONSIDER

How can organizations use needs assessments to identify and feasibly address restrictive gender norms? Are there any influential people or groups within the community who are either known as gender champions or would be willing to serve as gender champions? If there is no gender expert or GFP who can lead this action, who among urban sanitation actor(s) is best suited to implement this strategy?

Next Steps



To take this Guidance further, next steps may include the following:



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