

WATER, SANITATION AND HYGIENE (WASH):

A GUIDANCE NOTE FOR LEAVING NO ONE BEHIND (LNOB)



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Photo description:

Hospital – Malakal town children wait to be seen. Around 300 patients pass through the hospital every day, although no one stays the night, as there are no beds. There is no running water at the hospital, and the doctors rely on clean water that is brought from a communal water point about 500 meters away. This water is used for handwashing, for the patients to drink, and for medical staff to clean their instruments.

Design and layout: Big Yellow Taxi, Inc.

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Children during the installation of a tank of 45,000 liters, which will provide access to potable water to an estimated 1,500 people among which 500 indigenous people of the Warao ethnic group stand out, Cambalache Community, Bolívar state, Venezuela.

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Acknowledgments.....	2
Executive summary.....	4
Abbreviations.....	7
Introduction.....	8

1 WHAT DOES LEAVING NO ONE BEHIND MEAN?

1. Definitions.....	10
2. Making the case.....	12
3. Who are being left behind?.....	13
4. Why are some people and groups being left behind?.....	14
5. Human rights- and children's rights-based approaches.....	16
6. Leaving no one behind and the human rights-based approach.....	18
7. The human rights to safe drinking water and sanitation.....	22
8. Considering LNOB in UNICEF WASH programming.....	25

2 PEOPLE AT THE CENTRE

9. Gender equality and WASH.....	29
10. People with disabilities and disability-inclusive WASH.....	33
11. Other select marginalised groups and WASH.....	38
12. Indicators, data and disaggregation for LNOB.....	42

3 INTEGRATING THE LEAVING NO ONE BEHIND APPROACH INTO UNICEF WASH

13. LNOB and UNICEF's programme cycle.....	50
14. LNOB 'upstream': the enabling environment.....	54
15. LNOB 'downstream': WASH service delivery.....	64
16. Implementing LNOB approach into UNICEF WASH.....	68

REFERENCES

EXECUTIVE SUMMARY

On many aspects of human development, the gaps between different groups of people continue to widen. 'Leave no one behind' (LNOB) is a commitment made by United Nations (UN) Member States to eradicate poverty, reduce inequalities and end discrimination. It prioritises the most vulnerable and marginalised members of society, and is at the heart of the Sustainable Development Goals (SDGs). The UN General Assembly specifically mandates UNICEF to advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities so they can reach their full potential. The LNOB imperative at UNICEF is founded on the Convention of the Rights of the Child, and the recognition of the Human Rights to Water and Sanitation, and must be pivotal for all UNICEF water, sanitation and hygiene (WASH) programming. LNOB is not optional for UNICEF. It is not aspirational, or something that should be viewed as an add-on. Rather, it must be fully embedded in the way that UNICEF and its partners work.

This Guidance Note explains what LNOB means and sets out how UNICEF country offices can integrate it fully into their WASH programming. It describes ways of identifying who is being left behind, where they are, and ways of engaging with them. It also provides information on how to analyse and address their needs. The guidance comprises three parts: Part I explains the LNOB imperative, providing key definitions. Part II emphasises the fact that it is people that are at the centre of LNOB, using examples. Part III provides entry points and examples of actions for LNOB for UNICEF WASH programming.

PART I: WHAT DOES LEAVING NO ONE BEHIND MEAN?

The UN LNOB approach seeks to reach the poorest of the poor, and combat discrimination and rising inequalities, as well as tackling their root causes. LNOB is underpinned by equality and non-discrimination, both core principles in International



Flood has damaged crops and farmlands across Pakistan. Through partners, UNICEF is supporting flood survivors in the area with clean water and sanitation, child-protection centres, and health interventions.
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Human Rights Law. The terms 'poor', and 'poverty' are considered not just in terms of income and wealth, but relate to deprivations in other areas as well.

Discrimination due to an aspect of an individual's identity – such as their gender, age, disability, or other aspect – results in them being left behind. Multiple, intersecting discriminations exacerbate inequalities. Analysis of disaggregated quantitative data and qualitative information is central to identifying who is being left behind – and why. Such analysis should consider, however, that inequalities and discrimination relate directly to exclusion and a lack of voice, meaning marginalised groups are often under-represented or may not show at all in existing data.

Determining why some people and groups are being left behind requires an understanding of underlying issues and root causes. These may be structural, keeping people marginalised and excluded over long periods. Tools exist to help us understand root causes, determine who has responsibility to address the problem, and decide what capacities are needed in order to take action.

UNICEF is guided by human rights and children's rights-based approaches. The guiding principles are: non-discrimination and equality; inclusion and participation; and accountability and transparency. An effective human-rights based approach (HRBA) strengthens the capacity of those with rights alongside those with obligations.

LNOB principles are already enshrined within many declarations and commitments. The LNOB approach complements and supports the HRBA:

- HRBA is based on human rights obligations; it is a programming tool that strengthens the quality and focus of the UN's response. It is a step-by-step process that identifies who is left behind and why.
- LNOB is the central, transformative promise of the 2030 Agenda for Sustainable Development. It emphasises tackling inequalities in all its forms, including multiple forms of deprivation, disadvantage and discrimination and reaching the furthest behind first.

The progressive realisation of human rights to water and sanitation calls for decreasing inequalities between different groups and populations as quickly and effectively as possible. Minimum core obligations indicate a level below which no state should perform. States that are party to the International Covenant on Economic, Social and Cultural Rights are obliged to utilise the maximum available resources for the progressive realisation of these Rights. This includes financial as well as non-financial resources and, for example, the adoption of fair and redistributive taxation and tariff policies.

LNOB can be framed as a five-step approach with these core areas for action:

- 1 Determine who is being left behind**
- 2 Determine why they are being left behind**
- 3 Explore what should be done**
- 4 Measure and monitor progress**
- 5 Advance and increase accountability**

UNICEF strategy for WASH 2016-2030 prioritises supporting services to marginalised and vulnerable communities that are unserved or underserved. However, WASH programming alone may not be able to address root causes of inequality and there may be need for broader, multi-sectoral initiatives that target specific population groups and address the underlying causes of inequality and discrimination.

Those being left behind tend not to be consulted by those in power, may not be counted in official data, may be not be visible in policies and development programmes, and most likely have no voice. Often, this is compounded by negative attitudes, stereotyping, stigma and fear, which may often be widely accepted within the social and cultural norms of society at large. LNOB therefore concerns not only policy, but also social psychology. UNICEF staff and partners may have to challenge others on politically or culturally sensitive issues. Partnership-building and targeted interventions at community and national level can help to challenge such political dimensions, or the social and cultural norms that may have hindered progress for some groups in the past.

PART II: PEOPLE AT THE CENTRE

Women and girls, persons with disabilities, pastoral and nomadic people, prisoners, people on the move, members of indigenous groups or ethnic minorities, and sex workers are examples of groups that often tend to be left behind, suffer from discrimination and face stigma. Context is extremely important in understanding exclusion, and this list is not exhaustive – but these example groups do illustrate the nature of exclusion, including power dynamics and other systemic factors.

The example groups above are not small: women and girls make up about half of the world's population, approximately 15 per cent of people worldwide have disabilities, and an estimated 86.5 million people were on the move as of 2020, for example. However, embedded social and cultural discrimination can often mean that even the largest groups may not feature as they should in data, analysis, discussion or policy considerations.

Improved understanding of diversity and of groups that are marginalised provides the foundation to determine how their respective rights can be fulfilled. Working towards the rights to safe drinking water and sanitation for all marginalised groups is not negotiable. Enabling the voices of marginalised groups to be heard, ensuring that they are represented in decision-making and making sure that they are visible in official data is central to UNICEF's WASH programming. Guidance material has been developed to support WASH programming for some marginalised groups, but actions need to be fully embedded in all aspects of programming.

Good indicators that support LNOB provide information about specific groups within a population. They need to be either targeted (group specific), disaggregated, or able to capture the difference between a group left behind and the rest of the population. Indicators may measure absolute or relative disadvantage. The development of LNOB indicators should be based on contextual analysis of exclusion. Good LNOB indicators enable trends for particular groups to be monitored, and show the relative change of a particular group or groups compared to the rest of the population.

PART III: INTEGRATING THE LNOB APPROACH INTO UNICEF WASH PROGRAMMING

The LNOB imperative requires that adjustments are made throughout UNICEF WASH programming, with LNOB fully considered in all seven steps of the UNICEF programme cycle. The first three LNOB areas for action (find out who is being left behind, why, and exploring what should be done) focus on gathering evidence and conducting analysis, and are particularly suited to UNICEF's Situation Analysis (SitAn) and the UN's Common Country Analysis processes.

Specific strategies and activities for reducing inequalities and ending discrimination need to be considered during strategic planning and country programme design stages, and set out in the UN Sustainable Development Cooperation Framework,

the Programme Strategy Note and the Country Programme Document. Human and financial resource requirements, as detailed in the Country Management Plan, need to reflect the actions planned as part of LNOB efforts.

Implementation may involve integrating LNOB into programmes and/or through specific interventions for left-behind groups. For the former, the indirect impacts of interventions to specific groups that might have otherwise been excluded should be considered. For the latter, actions that can reach specific vulnerable groups should be developed. The Annual Work Plan is an opportunity to plan for actions such as specific studies, engagement in dialogue with particular groups, capacity-strengthening or modification of indicators, and the development of targets – among others. The implementation step of the programme cycle is also the most relevant to increasing accountability (the fifth core area for action on LNOB).

Measuring and monitoring progress is the fourth LNOB area for action. UNICEF and partners need to monitor the effectiveness of their strategies and plans to reduce inequalities, end discrimination, and bring about the progressive realisation of the human rights to water and sanitation, as well as the extent to which they are resourced and implemented. The Country Office Annual Report should provide information on the extent to which LNOB approaches within WASH are being undertaken, and whether they are achieving the desired results.

Some practical actions that can support LNOB in WASH are outlined in the final three chapters of this Guidance Note. They include: advocacy for the prioritisation of marginalised groups in policies, strategies and investment plans; ensuring that marginalised groups are represented in coordination bodies; improving in-country accountability mechanisms including accountability to users; setting tariffs that are affordable; financial tracking; robust monitoring and learning processes; and capacity development of local governments to help realise human rights. UNICEF is the global WASH cluster lead, and as such has a particularly important role to play to set an example on LNOB in its own WASH programming.

CCA	Common Country Analysis
CCC	Core Commitments for Children in Humanitarian Action
CHS	Core Humanitarian Standard
CRC	Convention on the Rights of the Child
CPD	Country programme document
GDP	Gross domestic product
DAC	Development Assistance Committee
DHS	Demographic health surveys
ESAs	External support agencies
FAO	Food and Agriculture Organization
FDI	Foreign direct investment
GLAAS	UN Global Analysis of Sanitation and Drinking Water
GWC	Global WASH Cluster
HIV/AIDS	Human immuno-deficiency virus/ acquired immuno-deficiency syndrome
HRBA	Human rights-based approach
HRC	Human Rights Council
HRWS	Human rights to water and sanitation

INGO	International non-governmental organisation
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross/Red Crescent
JMP	WHO/UNICEF Joint Monitoring Programme
KAP	Knowledge, attitudes and practices
KPIs	Key performance indicators
LNOB	Leave no one behind
MICS	Multiple-indicator cluster survey
NGO	Non-governmental organisation
OCHA	UN Office of Coordination for Humanitarian Affairs
ODA	Official development assistance
OHCHR	Office of the High Commissioner for Human Rights
OPD	Organisation of Persons with Disabilities
RAM	Results Assessment Module
SDGs	Sustainable Development Goals
SitAn	UNICEF's situation analysis process
SIWI	Stockholm International Water Institute

SMQs	Strategic Monitoring Questions
SWA	Sanitation and Water for All partnership
UN	United Nations
UNCEB	United Nations Chief Executives Board
UNCHR	United Nations High Commissioner for Refugees
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework (now replaced by UNSDCF)
UNDESA	United Nations Department of Social and Economic Affairs
UNDP	United Nations Development Program
UNGA	United Nations General Assembly
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNSDG	United Nations Sustainable Development Group
WASH	Water, sanitation and hygiene
WASH BAT	Water, sanitation and hygiene bottleneck analysis tool
WB	World Bank
WHO	World Health Organization

INTRODUCTION

Despite more than two decades of improvements in human development, the gaps between different groups of people have actually widened in many areas (UNICEF, 2011a). ‘Leave no one behind’, as stated in the United Nations (UN) General Assembly Resolution (UNGA, 2015), is a commitment to address this as a matter of urgency – to eradicate poverty, reduce inequalities and end discrimination.

In order to achieve the Sustainable Development Goals (SDGs) set out in the 2030 Agenda for Sustainable Development (UNGA, 2015) and implement the commitments of the Convention on the Rights of the Child (UNGA, 1998), UN Member States and the organisations that support them must prioritise the most vulnerable and marginalised members of society. The imperative to combat inequalities and discrimination is central to these missions (UNCEB, 2017).

Access to safe water and sanitation are recognised human rights. UNICEF works towards the progressive realisation of these rights with a focus on priority interventions for children, vulnerable families and communities. Two recent global evaluations of UNICEF programmes highlight the need to sharpen its focus on leaving no one behind (LNOB). The evaluation of UNICEF’s drinking water programming in rural areas and small towns recommends the incorporation of “...equity into each stage of programming and in monitoring and evaluation and reporting systems.” Specifically, it recommends that UNICEF country offices: (a) analyse and address the needs of vulnerable populations; (b) ensure arrangements are in place to prevent the most vulnerable households from using unsafe water sources; (c) incorporate a stronger equity lens in planning, monitoring and evaluation, including targeting geographic areas and communities with the lowest coverage and greatest vulnerability; and (d) strengthen linkages between upstream- and downstream-level equity efforts (UNICEF, 2018a). The global evaluation on WASH in protracted crises recommends that quality and equity considerations are given equal weight to service standards within WASH programming (UNICEF, 2020b).



Sony Kinyera, 17 years,
in school drinking water
from a borehole, Gulu
district, Northern Uganda.
He damaged his leg when
he stepped on a landmine.
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This Guidance Note considers these recommendations. It is written for UNICEF country office WASH staff and sector partners. It sets out how LNOB can be fully integrated into WASH development and humanitarian programming, including efforts to strengthen the enabling environment. It sets out ways of identifying who is being left behind, where they are, ways of engaging with them, and provides information on how to analyse and address their needs.

The Guidance Note comprises three parts. Part I explains the LNOB imperative. Part II emphasises that it must always ultimately be people, rather than technology or programming steps, that are at the centre of LNOB. Part III provides entry points and examples of actions for LNOB throughout the programming cycle.

The Guidance Note aligns with the *Leaving No One Behind UN Interim Operational Guidance* (UNSDG, 2019a), the *Leaving No One Behind Framework for Action* (UNCEB, 2017), the guidelines of the Special Rapporteur on the human rights to water and sanitation, the UNICEF *Core Commitments to Children in Humanitarian Action* (UNICEF, 2020a) and UNICEF’s most recent *UNICEF strategy for WASH 2016-2030*.

In Malaysia, homes in an indigenous Bajau Laut community sit on stilts above the waters off the eastern coast of the town of Semporna, in Sabah State in East Malaysia on the island of Borneo.

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SECTION ONE

WHAT DOES LEAVING NO ONE BEHIND MEAN?



CHAPTER 1

DEFINITIONS

HOW ARE THE 'LEAVE NO ONE BEHIND' KEY TERMS DEFINED?

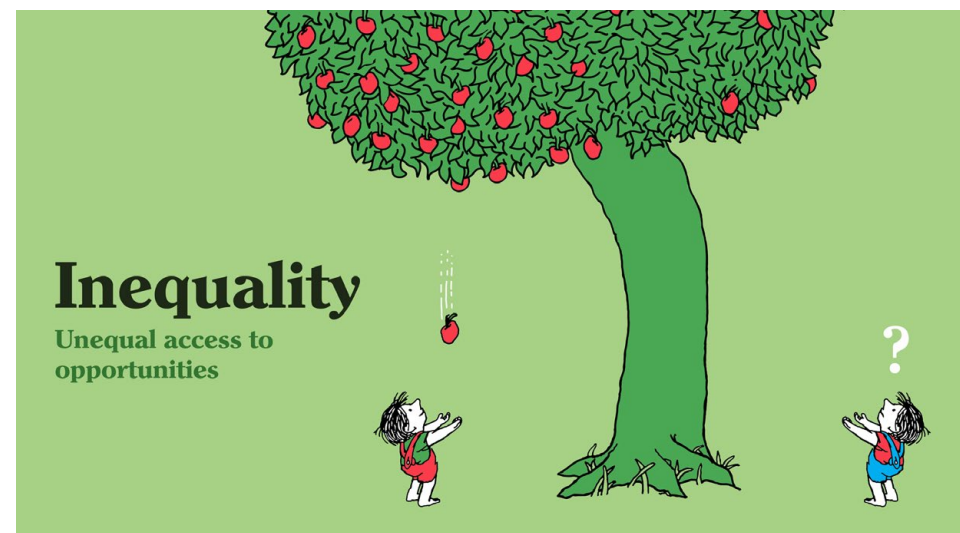
The United Nations approach to LNOB entails 'reaching the poorest of the poor' and seeks to 'combat discrimination and rising inequalities within and amongst countries, and their root causes' (UNSDG, 2019a). LNOB strives to ensure that all individuals and population groups are able to progress (UNSDG, 2019a).

Human rights are universal and inalienable; indivisible; interdependent and interrelated. Equality and non-discrimination are core principles in international human rights law, as codified by the United Nations (UNCEB, 2017). *The Shared Framework for Action* on LNOB by the UN Chief Executives Board for Coordination calls for a focus on three related, but distinct concepts:

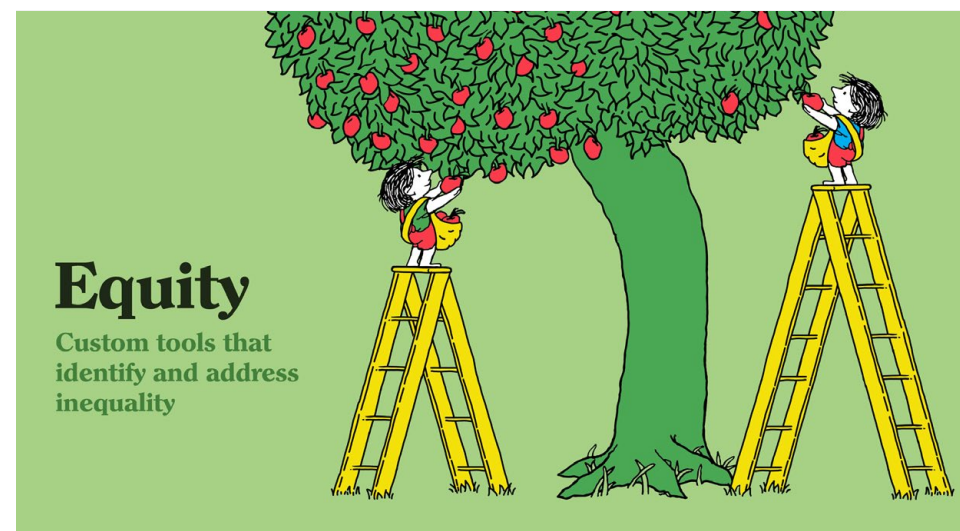
- Equality – defined as “the imperative of moving towards substantive equality of opportunity and outcomes for all groups.”
- Non-discrimination – defined as “the prohibition of discrimination against individuals and groups on the grounds identified in international human rights treaties.”
- Equity – refers to fairness in the distribution of costs, benefits and opportunities (UNCEB, 2017).

'Equity' overlaps with 'equality', but the concepts are not identical. 'Equity' refers to 'fairness' (Figure 1). 'Equality' adds an additional focus on legal protection, particularly for groups that are discriminated against. Gender equality and racial equality are examples of legally binding obligations institutionalised in national and international legal systems.

FIGURE 1 An illustration of inequality and equity (Ruth, 2020)



Inequality means being born on the wrong side of the tree versus the better side.



Equity means knowing that there's a right-sized solution to each individual.



Rajuma, 6, uses a disability-friendly latrine in a learning centre in Camp 16, Balukhali refugee camp in Cox's Bazar, Bangladesh.

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Other important key terms for LNOB are:

- Inequality – refers to unequal or uneven disparities of wealth, income, status, rights, social goods and opportunities¹ (Figure 1). More precisely:
 - **Inequality of outcomes** “occurs when individuals do not possess the same level of material wealth or overall living conditions.” (DESA, 2015).
 - **Inequality of opportunity** focuses on circumstances beyond one’s control that effect one’s potential outcomes (DESA, 2015). Inequality of opportunity means that different individuals or groups do not have the same chances to make the most of their lives and talents or fulfil their potential due to their personal and social circumstances (DESA, 2015).

- Discrimination means any distinction, exclusion, restriction, preference or other differential treatment which has the purpose or effect of impairing or nullifying the recognition, enjoyment or exercise, on an equal basis with others, of all human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field².

- Poverty is not only related to income and wealth: “Children living in poverty experience deprivation of the material, spiritual and emotional resources needed to survive, develop and thrive, leaving them unable to enjoy their rights, achieve their full potential or participate as full and equal members of society.” (UNICEF, 2005).

UNICEF monitors the deprivation of children based on the non-fulfilment of the Convention on the Rights of the Child (UN, 1989) using Multidimension Overlapping Deprivation Analysis (MODA) which examines eight dimensions of deprivation: nutrition, health, education, information, water, sanitation, housing, and protection from violence³ (de Milliano & Plavgo, 2014; UNICEF, 2021a).

1 Adapted from Merriam-Webster ([here](#)), Oxford Learner’s Dictionary ([here](#)) and DESA (2015).

2 Adapted from UN (2006) and UNESCO (2009).

3 See example in Box 15.

CHAPTER 2

MAKING THE CASE

WHY SHOULD INEQUALITIES BE REDUCED AND DISCRIMINATION ENDED FOR SAFE WATER AND SANITATION?

It is imperative to ensure access to drinking water, sanitation and hygiene (WASH) for all without **discrimination**. In the first place, drinking water and sanitation are human rights:

- The 2010 UN Resolution on the Right to Water and Sanitation (UNGA, 2010) and other International Human Rights resolutions provide the legal obligation for UN Member States to progressively realise access to safe drinking water and sanitation for all (Box 1).
- For persons with disabilities, the right to water and sanitation is reinforced in the UN Convention on the Rights of Persons with Disabilities (UN, 2006), which recognises the right to equal access to services, facilities and information.

Secondly, Member States have made political commitments:

- The 2030 Agenda for Sustainable Development encompasses commitments of UN Member States to combat poverty and inequalities. The Sustainable Development Goals (SDGs) include universal and equitable access to WASH for all.

Thirdly, the moral arguments are overwhelming:

- People living in one geographic area, or from one particular group should not get sick or die from drinking contaminated drinking water, be exposed to other people's excreta, or have no place to wash their hands (UNICEF & WHO, 2019).
- Nobody should have to spend hours each day, risking injury and disability, to



A child wades through water on her way to school in Kurigram district of northern Bangladesh.
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collect and haul water over long distances while others enjoy reliable water supplies in their homes.

- Global data has shown that the poorest sections of society have consistently had the lowest levels of access to improved sources of water (WHO & UNICEF, 2012).

Fourthly, inequalities in general cause critical broader problems:

- Inequalities between groups can lead to migration, conflict and even civil war (Stewart, 2008; Cederman, et al., 2011; Ostby, 2008).
- Inequality between individuals is associated with higher levels of criminality (Stewart, 2013).
- Economies are more resilient, productive and inclusive when gender inequalities are reduced and women's participation in all spheres of life is actively supported (Ferrant & Kolev, 2016).

Reducing inequalities and ending discrimination for WASH is therefore essential – and can only be achieved by fully integrating LNOB into all aspects of development and humanitarian WASH programming.

CHAPTER 3

WHO ARE BEING LEFT BEHIND?

Those being left behind tend to be discriminated against due to identities and characteristics such as gender, age, disability, economic status, health status, mental health, race, religion, caste, geographic location, migrant status, nationality, statelessness, sexual orientation, criminalisation, being of a minority ethnicity or linguistic group, occupation, emergency-affected status and/or way of life (UNCEB, 2019; UNSDG, 2019; UNICEF 2016). In many cases there are overlaps, with multiple and intersecting forms of discrimination making inequalities worse (UNCEB, 2019).

Analysis of disaggregated quantitative and qualitative data is central to identifying who is being left behind. National statistical offices publish official quantitative data from the national census, standard national surveys, demographic health surveys (DHS), multiple indicator cluster surveys (MICS) and household surveys (HHS). There is also valuable data in government administrative and registration systems. The design of national censuses and household surveys is critical in ensuring that data are representative of the entire population and can be disaggregated by sub-national region and for specific population sub-groups (as detailed further in Chapter 12).

Qualitative and quantitative data and evidence collected by government, academic institutions, civil society and community groups that are working with vulnerable people, communities themselves, national human rights institutions and UN agencies are also important, although not always easy to find or access. Reports and submissions to (as well as recommendations from) international human rights mechanisms and special procedures can also provide important and authoritative information on who is being discriminated against.



Internally displaced persons (IDPs) collect water as a sandstorm approaches in Abs IDP settlement, Hajjah Governorate, Yemen,
© UNICEF/UN0218208/CLARKE

The reports of the UN Special Rapporteur on the Human Rights to Water and Sanitation focus on WASH inequalities and discrimination, both globally, and for specific countries (OHCHR, 2020a; OHCHR, 2020b). The Joint Monitoring Programme (JMP) of UNICEF and the world Health Organisation (WHO) collate, analyse and present data on WASH access for all countries, with an increasing emphasis on highlighting inequalities (WHO & UNICEF, 2019).

Inequalities and discrimination are directly related to exclusion and a lack of voice, which means that marginalised or vulnerable people or groups often do not show in existing data. For example, official data sources do not always include homeless people, slum dwellers, irregular migrants, persons with disabilities, nomadic or displaced populations, stateless persons, criminalised populations (e.g., people who use drugs, LGBTIQ+ people, sex workers, or those in penal institutions), or people in temporary shelters or institutions. Groups that wider society have not accepted or understood, and/or have endured persecution and violence, are less likely to be identified and counted in official data. The use of households (rather than individuals) as a unit in surveys also inhibits the assessment of intra-household discrimination and individual disadvantage, say, by gender, age or disability.

CHAPTER 4

WHY ARE SOME PEOPLE AND GROUPS BEING LEFT BEHIND?

AN OVERVIEW OF SOME ANALYTICAL TOOLS AND METHODS

Determining why some people are being left behind requires an understanding not only of the apparent causes, but also the underlying and root causes. These may be structural, and can keep people marginalised and excluded over long periods of time (UNSDG, 2019a). Table 1 outlines a three-stage process of analysis to help understand the cause of the problem, who has the responsibility of

TABLE 1 Determining root causes of deprivations, disadvantage and discrimination, and actions needed

TYPE OF ANALYSIS	PURPOSE	QUESTIONS ASKED
Causal analysis	Determining the underlying and root causes of the problem(s), i.e. deprivations, disadvantages and discrimination.	Which group/individual is being left behind in specific, or multiple ways? What are the most obvious and direct causes? What are other underlying causes? What are the root causes of the problem?
Role pattern analysis	Identification of the key actors and actions required to address the root causes.	Who are the duty-bearers? Who are the rights holders? Who has to do something about it?
Capacity gap analysis	Determine the actions required in the short-, medium- and long-term to address the problem.	What capacity-gaps are preventing duty-bearers from fulfilling their duties? What capacity-gaps are preventing rights holders from claiming their rights? What do they (each) need to take action?

(Source UNSDG, 2019a)

TABLE 2 Types of analyses to improve understanding of stakeholders, barriers, gender, power relations, disability inclusion and participation

TYPE OF ANALYSIS	PURPOSE
Stakeholder analysis	Mapping the stakeholders and assessing the roles that they play in LNOB.
Barriers analysis	Identification of the environmental, institutional and attitudinal barriers which make it difficult for some people to participate, and using this information to design activities that reduce or eliminate these barriers.
Gender analysis	Understand how a particular situation, programme or policy action affects men and women differently, and ensure that women can participate in a meaningful way, including in decision-making. Ensure that the programme undertaken is empowering for women.
Analysing power relations	Understanding existing power relations within a country, community and household setting in order to ultimately empower rights-holders and ensure that duty-bearers are accountable.
Political economy analysis	Understanding how change happens, and identifying how change can best be influenced so that decisions taken are more politically informed.
Disability self-assessment	Assessment regarding the inclusion of people with disabilities and organisations representing them for programmes and interventions, including identifying specific actions that can increase participation. Self-assessments can be done for other groups (e.g. gender, etc).
Participation ladder	Evaluates how community members feel that they are being included in programme activities.

(Source WaterAid, 2018)

addressing it, and what capacities are needed in order to take action. Some further recommended reading on these methods and tools is provided in Box 1.

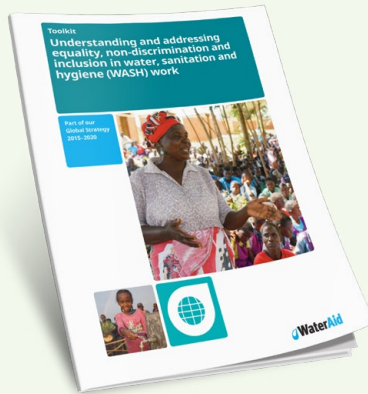
Table 2 summarises some other useful types of analysis that can support LNOB

efforts. Other analytical tools include target group analysis (Denz, 2019), country analyses on social exclusion and the World Bank's *WASH Poverty Diagnostic Initiative* (World Bank, 2020). Watershed (2018) provides an overview of tools and instruments for socially inclusive WASH.

BOX 1 Recommended further reading, methods and tools to analyse why individuals and groups are being left behind and undertake advocacy



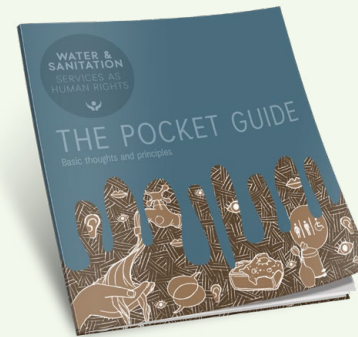
UN: LEAVING NO ONE BEHIND
(UNSDG, 2019a)



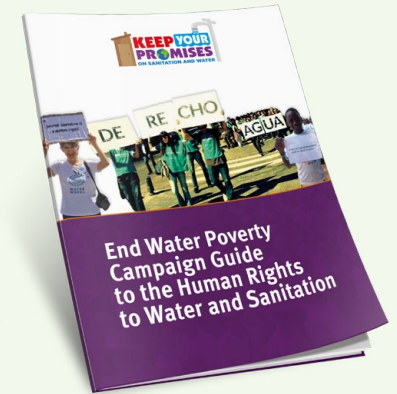
WATERAID TOOLKIT: UNDERSTANDING AND ADDRESSING EQUALITY, NON-DISCRIMINATION AND INCLUSION IN (WASH)
(WaterAid, 2018)



UNDG: UN INTER-AGENCY COMMON LEARNING PACKAGE ON HUMAN RIGHTS-BASED APPROACH TO PROGRAMMING
(UNDG, 2017)



WASH UNITED, UNICEF, WATERAID AND OTHERS: MAKING RIGHTS REAL TOOLKIT
(WASH United, 2020)



END WATER POVERTY: CAMPAIGN GUIDE
(End Water Poverty, 2014)

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CHAPTER 5

HUMAN RIGHTS- AND CHILDREN'S RIGHTS-BASED APPROACHES

The Convention on the Rights of the Child is at UNICEF's core and is part of its mandate. Human rights-based and children's rights-based principles guide UNICEF in all of its work.

A human rights-based approach (HRBA) requires attention to deficits such as discrimination, misdirected priorities, a lack of voice and a lack of access to information. It involves analysis of inequalities and abuses as well as unjust distributions of power that impede the fulfilment of rights. It requires a perspective that is wider than just one sector. Applying the approach requires consideration of the following guiding principles:

- **Non-discrimination and equality.** Programming must help to address underlying and systemic causes of discrimination and work to change negative attitudes and harmful social norms. This requires direct attention on and inclusion of those suffering discrimination, marginalisation and disadvantage, especially the poorest and those experiencing multiple forms of discrimination. All forms of discrimination must be mitigated against.
- **Inclusion and participation.** Participation is an objective, as well as a means of development. From a human rights perspective development should empower citizens, especially the most marginalised, discriminated against or disadvantaged, to articulate their expectations towards the state and other duty-bearers, and to take charge of their own development. Specific channels, platforms and support for accessibility may need to be created to



In Cambodia, a girl cleans the latrine after taking her younger sibling's faeces to the toilet.

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enable meaningful participation, in consultation with marginalised groups and with sensitivity to social and cultural considerations. Policy and project information needs to be available in accessible formats such as vernacular and minority languages, braille and sign language. Children should be included in meaningful participation when it is in their best interests to do so, and in line with the do-no-harm principle.



In Karama camp, rural Ar-Raqqa in the Syrian Arab Republic, Mohammad, 13, drinks water from a tap.

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- Accountability and transparency:** Good programming requires stakeholders to be accountable, and when human rights go unfulfilled, the responsibilities of different actors must be analysed. Accessible, transparent and effective mechanisms of accountability are needed. Ensuring accountability can be difficult, particularly where capacities are weak, or duty-bearers are unwilling to act. Strategies to improve accountability include: increasing incentives for better performance by duty-bearers through educating people; building the capacities of claimants to demand their rights; promoting transparent budgeting and building capacities for budget analysis; supporting advocacy for information to monitor the realisation of human rights; and encouraging media freedom. Understanding and ownership by duty-bearers can be built by involving stakeholders in participatory analysis, programme planning, implementation and reviews.

An effective human rights-based approach requires capacity-strengthening, both of those with obligations and those with rights.

A children's rights-based approach rejects a welfare approach to children's needs and vulnerabilities and instead recognises children as human beings with a distinct set of rights and entitlements, rather than as passive objects of care and charity. UNICEF and its partners work to fulfil the rights of children, rather than the needs of beneficiaries. Under Article 45 of the Convention on the Rights of the Child (UN; 1989), UNICEF is mandated to "foster the effective implementation of the convention and to encourage international cooperation in the field covered by the convention." This distinction between rights and needs is important, because while an unfulfilled need leads to dissatisfaction, a right that is not respected leads to a violation. The latter offers opportunities for legal and legitimate claims for redress or reparation.

A children's rights-based approach recognises the evolving capacity of children and supports them to claim their rights appropriately. It supports the effectiveness, equity and sustainability of development, empowering the most marginalised, including children, to participate in policy and legal formulation around issues that directly affect them, and to hold accountable those who have a duty to act – including parents and governments.

CHAPTER 6

LEAVING NO ONE BEHIND AND THE HUMAN RIGHTS-BASED APPROACH

HOW DOES LEAVING NO ONE BEHIND RELATE TO THE HUMAN RIGHTS-BASED APPROACH, AND WHAT DOES IT ENTAIL?

The UN is “committed to put the imperative to eliminate discrimination and reduce inequalities within and among countries at the heart of the UN system’s efforts to support Member States in the implementation of the 2030 Agenda for Sustainable Development.” (UNCEB, 2017). Leaving no one behind is one of the guiding principles of the UN Sustainable Development Cooperation Framework (UNSDG, 2019b). UNICEF programming is guided explicitly both by a human rights-based approach and the pledge to leave no one behind.⁴ The two approaches complement each other in several ways, as illustrated in Box 2.

Leaving no one behind requires:

- “...disaggregating data to identify who is being excluded or discriminated against, how and why, as well as who is experiencing multiple and intersecting forms of discrimination and inequalities.” (UNSDG, 2019a).

⁴ UNICEF’s commitment to reducing inequalities is enshrined in the Convention of the Rights of the Child (UNGA, 1998) and UNICEF’s publication *For every child, a fair chance* (UNICEF, 2015a) makes the case for equity-based programming. The *Agenda for Humanity* (UN, 2016) outlines steps to advance LNOB in crisis contexts. UNICEF’s *Core Commitments for Children in Humanitarian Action* (UNICEF, 2010a) provides a framework to deliver humanitarian assistance to all children regardless of their status or context, with a focus on most vulnerable groups.



A girl pushes two younger children – a boy and a girl – in a wheelbarrow that also bears several jerrycans in Sana’a, the capital of Yemen.

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- “...supporting legal, policy, institutional and other measures to promote equality and reverse the trend of rising inequalities.” (UNSDG, 2019a).
- “...free, active and meaningful participation of all stakeholders, particularly the most marginalised, in review and follow-up processes for ensuring accountability, recourse and remedies to all.” (UNSDG, 2019a).

Leaving no one behind entails:

- “...identifying unjust, avoidable or extreme inequalities in outcome and opportunities, and patterns of discrimination in law, policies and practices.” (UNSDG, 2019a).
- “...addressing patterns of exclusion, structural constraints and unequal power relations that produce and reproduce inequalities over generations, and moving towards both formal and substantive equality for all groups in society.” (UNSDG, 2019a).

Elements of LNOB are already enshrined in several frameworks, commitments and guidance for humanitarian response (Table 3). Aspects which are particularly relevant for WASH programming are in bold.

BOX 2 Complementarities between leave no one behind and human rights-based approaches (UNSDG, 2019a)

HRBA	LNOB
<p>HRBA is a programming tool intended to strengthen the quality and focus of UN responses to national priorities. It is normatively based on International human rights standards and principles and operationally directed to promoting human rights.</p>	<p>Addressing inequalities is central to the 2030 Agenda. LNOB is a guiding principle of the 2030 Agenda, which is itself explicitly grounded in International law. Including human rights.</p>
<p>HRBA is based on human rights obligations that countries have committed to and have a legal obligation to fulfil. Under a human rights-based approach, the plans, policies and processes or development are anchored in a system of rights and corresponding obligations established by International law, including all civil, cultural, economic, political and social rights, labour rights and the right to development.</p>	<p>LNOB is a political commitment that states committed to when they signed on to the SDG Agenda.</p>
<p>HRBA has a clear three- step process for the analysis end assessment stage of programming that identifies who is left behind and why: causality analysis, role analysis, and capacity gap analysis.</p>	<p>LNOB deepens focus on the inequalities, including multiple forms or deprivation, disadvantage and discrimination, and “reaching the furthest behind first”. HRBA brings to the LNOB a rigorous methodology for identifying who is left behind and why, looking at root causes.</p>
<p>Both require a disaggregated data to identify who is left behind and why, and to determine whether development interventions are reaching these groups and addressing the gaps.</p>	
<p>The human rights principles of Non-Discrimination and Equality are key elements of a HRBA and LNOB approach. Both require proactive measures to address inequalities, reaching the furthest behind first.</p>	
<p>In both, addressing gender inequalities is a priority</p>	
<p>HRBA focuses on empowerment of “right holders” to claim their rights and empower them as active partners in development, ensure their voice in the process; and mobilize, etc. HRBA also focuses on capacity development of “duty-bearers” to meet their obligations.</p>	<p>Methodology of HRBA brings to LNOB a focus on rights, empowerment, meaningful participation and capacity development.</p>
<p>Under both, free, active and meaningful participation is promoted throughout the entire planning and programming process.</p>	
<p>Under HRBA, the international human rights mechanisms can provide a valuable opportunity for strengthening the accountability of Government to address marginalization and inequality.</p>	

TABLE 3 LNOB principles within humanitarian declarations and commitments

COMMITMENTS & FRAMEWORKS	DESCRIPTION (LNOB WASH RELEVANT IN BOLD)
UN Agenda for Humanity (UN, 2016)	Leave no one behind is one of five core responsibilities, and comprises address displacement, address migration, end statelessness, empower and protect women and girls, ensure education for all in crisis, empower young people and include the most vulnerable.
UNICEF Core Commitments for Children in Humanitarian Action (2020a)	Sets commitments, benchmarks and standards against which UNICEF holds itself accountable for the coverage, quality and equity of its humanitarian action and advocacy. The programme approach of equity commits to target and reach the most disadvantaged children and their communities with humanitarian assistance, protection and services. Country offices are to develop context-specific approaches for reaching the most vulnerable groups and balance coverage, quality and equity. Commits to collect, analyse and disseminate equity-focused data.
Accountability to Affected Populations – Operational Framework (IASC, 2013)	Summarises key concepts for making programming at field level more accountable to affected populations. Differences amongst population groups are highlighted, including sex, age, ethnicity and disability. Communication with and feedback mechanisms for affected populations as well as involvement of local communities in project design and explaining rights to disaster-affected populations.
The Accountability Framework in Humanitarian WASH (Global WASH Cluster, 2018)	Defines minimum requirements to deliver a response: governance (coordination); preparedness; assessment and planning; implementation and monitoring; and resource mobilisation. Includes five minimum commitments to protect the rights of affected communities/people: assessments separately conducted (for girls, boys, women and men, older people and people with disabilities); aforementioned groups have access to appropriate and safe WASH services; feedback & complaint mechanisms and corrective actions; response monitoring of safe and equitable access; participation of girls and women, particularly of adolescents.
Global WASH Cluster Minimum Requirements (Global WASH Cluster, 2017)	Minimum requirements include six core functions (support service delivery, inform the Humanitarian Coordinator/Humanitarian Country Teams strategic decision-making, plan and implement cluster strategies, monitor and evaluate performance, build national capacity in preparedness and contingency planning, support robust advocacy) and accountability to affected populations.
Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action (IASC, 2015)	States that all humanitarian actors must be aware of the risks of Gender-Based Violence (GBV) and emphasises the need for collective action to ensure a comprehensive response that prevents and mitigate GBV risks as quickly as possible. Sets out considerations to be taken for ‘at-risk’ groups, responsibilities of key actors and provides guidance for all elements of the programme cycle. A WASH example of harm to affected populations by not addressing GBV issues is: “Failing to establish safe access to water points and accessible, sex-segregated latrines and bathing facilities may expose women, girls and other at-risk groups to sexual assault”.

LNOB also cuts across sectors. The UN Sustainable Development Group (UNSDG) guidance for UN Country Teams and agencies for gathering evidence on who is being left behind considers “...absolute deprivation(s) and relative disadvantage(s) faced by different groups, populations and segments of society.” (UNSDG, 2019a).

Figure 2 considers five factors that can affect groups and cause them to be left behind: discrimination, vulnerability to shocks, governance, socio-economic status and geography – with an emphasis on severe and/or intersecting deprivations, or multiple forms of discrimination.

FIGURE 2 Five factors of LNOB: assessing the evidence of who is left behind and to what degree? (UNSDG, 2019a)



CHAPTER 7

THE HUMAN RIGHTS TO SAFE DRINKING WATER AND SANITATION

WHAT DO PROGRESSIVE REALISATION, MINIMUM CORE OBLIGATIONS & MAXIMUM OF AVAILABLE RESOURCES MEAN?

Water and sanitation were recognised as a human right in 2010 (UNGA, 2010): “The human right to safe drinking water and sanitation entitles everyone, without discrimination, to have access to sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic use and to have physical and affordable access to sanitation, in all spheres of life, that is safe, hygienic, secure and acceptable, and that provides privacy and ensures dignity.” (HRC, 2013).

The mandate of the Special Rapporteur on the human rights to safe drinking water and sanitation was established to examine these crucial issues and provide recommendations to governments, the United Nations, and other stakeholders (OHCHR, 2020b). Specific human rights standards for water, sanitation and hygiene were set out by the Special Rapporteur in 2015 (HRC, 2015).

The fulfilment of the human rights to water and sanitation, the SDGs and the LNOB imperative share the idea of gradual, concerted and continuous efforts by states. This means that “states are required to take steps aimed at the progressive realisation of these rights.” (HRC, 2020). ‘Progressive realisation’ envisions the expansion and improvement of services while complying with human rights

Parol uses a sanitary latrine with a low-cost super-structure made from local twigs and leaves behind her house in Ulipur Panchpara village in Bangladesh.
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to water and sanitation. It does not “...simply mean a gradual improvement in, and expansion of service levels but also calls for decreasing inequalities, as expeditiously and effectively as possible, between different groups and populations” (HRC, 2020). Progressive realisation thus includes analysis of how the country has progressed in terms of service provision and what plans are in place (HRC, 2020). Progressive realisation has implications for strengthening the enabling environment, which is discussed in detail in Chapter 12.

Minimum core obligations indicate a minimum below which no state should perform, even in unfavourable conditions (HRC, 2020). The international human rights law does not offer prescriptive quantitative standards. Rather, it provides guidance – the human rights to water and sanitation require that an adequate standard of living is ensured. It is important to clarify that the minimum core obligations do not include some elements of the normative content, namely affordability, acceptability, privacy and dignity (HRC, 2020).

TABLE 4 Minimum core obligations for the human rights to safe drinking water and sanitation

OBLIGATION	DESCRIPTION
Availability	The minimum essential amount of water that is sufficient and safe for personal and domestic uses to prevent disease. It is noted that while 20-25 litres can ensure survival, it may still pose a health risk as hygiene cannot be assured. The minimum amount of water that is considered essential varies between states. Determining the minimum amount of water and level of sanitation could consider the specific social, economic and environmental conditions for a specific person or group, ensuring that intolerable health risks are avoided and that privacy and dignity are provided. It could also consider how long it takes individuals to collect the minimum of water they need.
Accessibility	Measurement of the minimum essential level of accessibility should focus on elements that affect physical access and the potential threats and risks associated with such access. It could consider: who is travelling to collect water or use toilets; what types of facilities ensure access to all concerned, including older persons, children and those with disabilities; the surrounding environment and the characteristics of the path between the home and destination; and whether threats or risks are prevalent in the area. This also includes access to information; so that persons with disabilities, for example, can participate in decision-making processes, including around WASH, as much as other members of community.
Affordability	Affordability requires that WASH facilities and services be accessible at a price that is affordable to all. The ratio of WASH expenditure to total household expenditure or income is an approach that has been used to assess affordability for households, with different government agencies or providers setting different thresholds, which have varied between 2% and 6%. However, such numerical thresholds can be arbitrary, do not consider the diversity of households' composition or needs, and often the cost data collected do not reflect the costs of non-networked services, which are relied upon by the most vulnerable and disadvantaged people. Alternatively, a notion of affordability proposed in human rights literature is that paying for WASH services must not limit people's capacity to acquire other goods and services guaranteed by human rights. This will vary with the specific economic circumstances in which individuals and groups live. Additionally, policies and programmes should include specific and targeted measures to protect people living in poverty, such as subsidies, protection floors and social tariffs.
Safety	On the basis of the World Health Organization (WHO) guidelines for drinking-water quality (WHO, 2017), each state identifies standards and parameters to regulate drinking water quality depending on context and priorities, as well as measures for quality control and surveillance. The adequate disposal of excreta, wastewater and sludge need to be regulated and implemented to protect people's health and safeguard the rights of sanitation workers to just and favourable working conditions. In developing a baseline of policies, regulations and interventions for the safety of water and sanitation service, and to ensure minimum safety, considerations should cover: laws and regulations for drinking water and safe disposal of excreta, wastewater and sludge; who has the mandate for water quality surveillance and oversight of safe disposal; and requirements for water quality controls by water providers.

(Source: HRC, 2020)

States that are party to the 'International Covenant on Economic, Social and Cultural Rights' are obliged to utilise the 'maximum of available resources' for the progressive realisation of those rights (Box 3). It follows that limited available resources may constrain the progressive realisation of rights.

Financial resources are usually considered to be the primary resources for water and sanitation, including tariffs, taxes and transfers (HRC, 2020). Households may also invest a significant proportion of their income on self-supply, as well as on their own maintenance and installation (Danert & Hutton, 2020). Non-financial resources are also important, including natural, human, technical, institutional and information resources, and states are required to take account of and utilise these. Non-financial resources are particularly important for residents of informal settlements and those in rural areas, who often rely on informal providers or self-supply.

In order to maximise available resources, states are required to adopt fair and redistributive taxation and tariff policies and create a pool of resources that does not affect the affordability of services for people in poverty. Central government can make financial resources available to local government, for example through budget allocations, grants and state aid. Owing to disparities in the spending powers of states, what constitutes a 'necessary' budget allocation for water and sanitation will depend on context (HRC, 2020). National strategies and plans thus need to include an assessment of the resources required to address the whole population, with a focus on those in vulnerable situations.

BOX 3 Using maximum resources for the progressive realisation of economic, social and cultural rights (ESCR) (*Balakrishnan, et al., 2011*)

Using maximum resources for the progressive realisation of ESCR means that:

- Governments must mobilise resources within the country to its utmost ability;
- Government expenditures must be efficient (the 'efficiency criterion' could also be applied to revenue collection);
- Government expenditures must be effective;
- Failure to curb corruption is a failure to comply with the obligation;
- Funds earmarked in the budget for ESCR must not be diverted to non-ESCR areas;
- Funds earmarked for ESCR must be fully expended for that purpose;
- Governments that introduce regressive measures, such as cuts in expenditure on ESCR, must show that they have used the maximum of available resources to avoid taking such a step; and
- Governments must do all they can to secure international assistance where national resources are inadequate to realise those rights.

CHAPTER 8

CONSIDERING LNOB IN UNICEF WASH PROGRAMMING

WHAT ARE THE IMPLICATIONS OF REDUCING INEQUALITIES, ENDING DISCRIMINATION, LEAVING NO ONE BEHIND AND PROGRESSIVE REALISATION OF THE HUMAN RIGHTS TO WATER AND SANITATION FOR UNICEF WASH?

The LNOB approach comprises a five-step process which can be considered as 'minimum standards' (UNSDG, 2019a). Table 5 sets out the five areas for action, and broadly indicates entry points for their integration within (i) the UNICEF programming cycle, (ii) governance functions of the WASH enabling environment and (iii) service delivery via humanitarian response and development programming.

Section III of this Guidance Note (Chapters 13, 14 and 15) provide more detail, setting out a suite of practical actions that support the identification and understanding of those that are being left behind, as well as ways to connect with and give voice to them.

UNICEF strategy for WASH 2016-2030 states that universal and equitable access to drinking water, sanitation and hygiene means prioritising support for services to marginalised and vulnerable communities that are still unserved or underserved. Specific WASH inequalities may or may not mirror other inequalities within a particular country or community, and if there are multiple deprivations within the same group, WASH programming alone may not be able to address root causes.

WASH programmes that are addressing LNOB should thus consider being part of broader, multi-sectoral initiatives that target specific population groups, or form partnerships to jointly address root causes of inequality and discrimination.

Those being left behind tend not to be consulted by those in power, may not be counted in official data, may be invisible in policies and development programmes, and most likely have no voice. Often, this is compounded by negative attitudes, stereotyping, stigma and fear, which may often be widely accepted within the social and cultural norms of society at large. It is important to recognise that LNOB is about both **policy change** and **social psychology**.

Policy change generally has to be fought for by the individuals and groups who are deprived. Action can be at a local level (for example, advocacy by associations and pressure groups) or at a macro-level (through social movements, political parties and legislation).

Social psychology determines how far people are prepared to support redistribution, particularly across different identity groups (Stewart, 2013). The social psychology aspect is picked up in the UNICEF evaluation of drinking water programmes (UNICEF, 2018) which noted that UNICEF's engagement in equity-focused policy was constrained by "...reluctance to challenge government partners on politically or culturally sensitive issues." Notably, strong social and cultural norms can contradict international human rights norms (UNSDG, 2019a).

For LNOB to become fully embedded in all phases of the programming cycle, WASH programme staff advocacy is likely to be required, alongside accessible guidance, mechanisms to improve knowledge and skills, institutional support and monitoring, and reporting frameworks that are compatible with LNOB. In order to challenge strong social and cultural norms, or aspects which have major political dimensions, partnership-building and targeted interventions at community and national level are advisable. Some examples of using partnerships in this way are described in Box 4.

TABLE 5 Entry points for integrating the LNOB approach into UNICEF's work in WASH

FIVE-STEP PROCESS OF LEAVING NO ONE BEHIND (from UNSDG, 2019a)	UNICEF'S PROGRAMME CYCLE (Chapter 13)*	UPSTREAM ACTIVITIES – ENABLING ENVIRONMENT (Chapter 14)*	DOWNSTREAM ACTIVITIES – SERVICE DELIVERY (Chapter 15)*
Determine who is being left behind. Answering this needs evidence to be gathered and assessed on who is being left behind and to what degree, including the impacts of intersecting factors such as discrimination, geography, vulnerability to shocks, governance and socio-economic status.	<ul style="list-style-type: none"> Evidence and analysis 	<ul style="list-style-type: none"> Planning, monitoring & review 	<ul style="list-style-type: none"> Delivering and sustaining services WASH sector coordination
Determine why they are being left behind. Prioritisation and analysis involve identifying why people are left behind.: what are the immediate, underlying and root causes of the deprivations, disadvantages and discriminations? It also involves identifying who has the responsibility to do something about it, and the capacity gaps that have prevented action (this is in common with the human rights-based approach).	<ul style="list-style-type: none"> Evidence and analysis 	PLANNING, MONITORING & REVIEW	
		<ul style="list-style-type: none"> Institutional arrangements Capacity development 	
Explore what should be done. This involves identifying actions and interventions to address challenges, barriers and capacity gaps and resources. The imperative to leave no one behind requires prioritising actions that address the immediate and root causes, and that will have the greatest impact on those furthest behind (across the SDGs).	<ul style="list-style-type: none"> Evidence and analysis Strategy planning or country programme design 	<ul style="list-style-type: none"> Policy & strategy Institutional arrangements Sector financing Capacity development 	<ul style="list-style-type: none"> Pathways to impact Targeting Delivering and sustaining services WASH sector coordination
Measure and monitor progress. This involves: identifying quantitative and qualitative indicators of LNOB, with a clear understanding of data and data gaps; supporting innovative ways of tracking, visualising and sharing information; and developing partners' abilities to monitor inequalities.	<ul style="list-style-type: none"> Monitoring 	<ul style="list-style-type: none"> Planning, monitoring & review 	
Advance and increase accountability. This involves actions in three main areas: <ul style="list-style-type: none"> Supporting the integration of LNOB in SDG follow-up and review processes; Supporting national accountability to the people left behind; and Ensuring accountability for LNOB within the United Nations system at the country level. 	<ul style="list-style-type: none"> Implementation Reporting Evaluation 	<ul style="list-style-type: none"> Institutional arrangements – coordination, collaboration, accountability for service delivery, Planning, monitoring & review 	

*Guidance Note chapter in brackets.

BOX 4 Using partnerships to challenge social and cultural norms and major political dimensions, for LNOB

- The UN at country level building trust with national and local authorities, and thus able to present ‘criticism as a friend’, emphasising that addressing social norms that discriminate is central to strengthening the international legitimacy of the country and its ability to deliver the SDGs (UNSDG, 2019a).
- Finding good entry points for dialogue, such as the work of UN human rights mechanisms, for example Universal Periodic Reviews, Treaty Bodies and Special Procedures (UNSDG, 2019a). For WASH, the publications, country reports and statements or annual reports by the Special Rapporteur on the Human Rights to Water and Sanitation (e.g. OHCHR, 2020a; OHCHR, 2020b) as well as WASH reports by government and others can provide entry points).
- Finding the right mix of interlocutors within government and civil society, strengthening their capacity, and empowering them to engage on issues (UNSDG, 2019a).
- Building strategic partnerships with human rights institutions, the judiciary, civil society, groups representing marginalised communities and groups, traditional and religious leaders, the private sector, and the media (UNSDG, 2019a; Human Right 2 Water, 2020).
- Strengthening civic engagement for marginalised people, and strengthening the agency, voice and political participation of marginalised groups (UNSDG, 2019a).
- Compiling strong data on the situation of groups in the most marginalised situations (UNSDG, 2019a).

In Mali, Mariam Mahamame (centre), 18, her sister Zeinabou (right) and her brother Salimoussa (left) wash clothes at a river in Gao, capital of the north-eastern Gao Region.

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SECTION TWO

PEOPLE AT THE CENTRE

In Cambodia, families who do not have safe access to water or appropriate items for safe transportation and storage, use small plastic bottles and empty pumpkins as containers. Because the capacity is smaller, those families need to go more often to refill the water every day.

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CHAPTER 9

GENDER EQUALITY AND WASH

APPLYING GOOD PRACTICES WITH RESPECT TO GENDER EQUALITY AND WASH

The term 'gender' refers to the social roles and responsibilities of men, women, boys and girls, as well as the relationship between the sexes. Gender inequality "typically benefits men and boys by giving them more power and status, a stronger voice in decision-making, greater access to resources, greater personal freedom, more [human] agency and more robust rights than women and girls." (UNICEF, 2011a). Current levels of gender-based discrimination are estimated to cause a loss to worldwide GDP of up to US\$ 12 trillion every year – 16 per cent of global annual income (McKinsey Global Institute, 2015; Ferrant & Koley, 2016). Gender roles and dynamics are not static but rather change over time. Inequalities between men and women are underscored by (and indeed, often rely on) discriminatory laws, social norms and practices which perpetuate harmful gender stereotypes and discrimination.

UN work towards equal rights, access and opportunities for women and men are reflected in UN resolutions, conventions and commitments⁵ dating back to the 1979 Convention on the Elimination of All Forms of Discrimination against Women (UNGA, 1979). UNICEF's pursuit of gender equality and the equal rights of girls and boys contributes to poverty reduction and global goals through action that achieves the protection, survival and development of girls and boys on an equal basis (UNICEF, 2010).

5 including the Beijing Declaration and the Platform for Action, which were adopted in Beijing on 15 September 1995 by the 'Fourth World Conference on Women: Action for equality, development and peace'. All participating governments subscribed to these commitments.

Irrespective of the country, women all over the world spend more time on unpaid care and domestic work;⁶ in Organisation for Economic Co-operation and Development (OECD) countries, women are still estimated to spend twice as much time as men on unpaid care and domestic work (OECD, 2016). Gender inequalities cannot therefore simply be addressed by economic development: consideration of social norms and gender stereotypes is also vital. The work typically undertaken by men has greater prestige and perceived economic value than the work typically done by women (UNICEF, 2011a; UNICEF, 2020i), and this is a major constraint to women's economic empowerment (UN Women, 2016; FAO, 2019). SDG target 5.4 explicitly seeks to address this imbalance: "Recognise and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate."

In low- and middle-income countries, collecting water is one of the main time-consuming household tasks, alongside fetching fuel, food preparation, care of family members, washing and cleaning. If the time taken for water collection from off-plot sources is taken into account, the actual cost of water increases for those with distant supplies (UNICEF and WHO, 2021). Improving access to water supply services, particularly by reducing the distance travelled and the time it takes to fetch water, can have a considerable impact on the lives of women. This does not challenge the concept of women as the primary carriers of water, which is something that would require a transformative change to social norms, and can be addressed elsewhere in UNICEF programming.

Women and girls frequently lack a voice in decision making, both within the home, and more widely. UNICEF WASH country programmes generally promote the participation of women in water committees and other local decision-making bodies (UNICEF, 2018a). However, "...women and other vulnerable groups rarely occupy leading positions within these bodies, and when they did, they lacked the time to effectively attend meetings or were reluctant to voice their opinions due to cultural/social barriers within many rural societies. Membership does not necessarily influence the decision-making process." (UNICEF, 2018a). Similarly, there is under-representation of women in professional positions in the water sector (World Bank, 2019).

6 Unpaid care and domestic work refer to activities performed in the house which are not paid for in financial terms.

Menstruation is natural; it is a fact of life and a monthly occurrence for girls, women, transgender men and non-binary persons of reproductive age. Yet millions of menstruators across the world are denied the right to manage their monthly menstrual cycle in a dignified, healthy way. Everyone with menstrual health and hygiene needs requires access to appropriate and affordable menstrual materials. They also need a safe, accessible and private space to change, wash and dispose of menstrual materials and wash their body, and the knowledge and skills to manage their menstruation – as well as an environment free of menstrual stigma and discrimination (UNICEF, 2019c). Without any of these, they are likely to face significant difficulties in meeting their basic daily needs. Some marginalised groups, such as people with disabilities, face even more challenges to manage their menstruation safely and with dignity.

Inadequate menstrual health and hygiene has far-reaching negative impacts on the lives of those who menstruate: restricting their mobility, freedom and choices; affecting attendance and participation in school and community life; compromising their safety; and causing stress and anxiety. The challenges are particularly acute for girls and women in humanitarian crises (UNICEF, 2017e). Ensuring that menstrual health and hygiene can be managed safely and with dignity is an essential aspect of LNOB.

The WASH sector has a crucial role to play in addressing inequalities and discrimination and improving gender equality. General good practices for improving gender equality in WASH programming are set out in Box 5, with specific, documented examples from UNICEF countries described in Box 6.

BOX 5 Ways of improving gender equality in WASH

INFORMATION

- Setting indicators and collecting data at programme and national level to specifically measure status and changes in (i) who is responsible for water collection (ii) time spent and distance/elevation travelled in water collection;
- Studying (i) sanitation and water access for women and girls, and the relationship with feelings of insecurity and gender-based violence⁷ and psychosocial stress; (ii) sexual harassment, including where and when women and girls feel unsafe when using WASH facilities; (iii) prevalence of various

7 Gender-based violence means any harmful act that is perpetrated against a person's will and is based on socially ascribed gender differences. It is a worldwide phenomenon and takes many forms (e.g. sexual violence, domestic violence, sex trafficking, child marriage, or 'honour' crimes). Gender-based violence harms women and girls disproportionately because of their subordinate status (UNICEF, 2011a). Dominance of men over women contributes to an environment that accepts, excuses and even expects violence against women (Heise, 1998). Gender-based violence can serve as an expression as well as reinforcement of the often-subordinate status of females with respect to males (Hayward, 2000), and may be used by men as a way to exert control over women.

types of harassment and violence, nature of perpetrator and mental and physical health outcomes; (iv) women and girls' WASH needs during menstruation, pregnancy and caregiving, and effects on health, education and psychosocial stress.

EDUCATION

- Support of menstrual health and hygiene (MHH) at household level, in schools, in health care facilities and in workplaces.

DESIGN AND MANAGEMENT

- Development and management of WASH designs that assure or increase safety.
- Ensuring WASH facilities are constructed in places where women and children are not at risk of violence, and can be accessed (in terms of the route and times of day) without risk of violence. This is of particular importance in humanitarian contexts, where the needs of women and girls tend to be compromised in the urgency to provide a generic WASH response.
- Promote girl-friendly latrines in schools with gender-segregation, appropriate siting, elevated walls, and adequate features for menstruating girls. Ensure that there is access to

water in girls' latrines and means to dispose of pads or similar products.

PARTICIPATION

- Meaningful participation of women in WASH decision-making and governance, as well as market-based approaches, that lead to their social, political and economic empowerment.
- Introducing quotas that promote the participation of a certain proportion of women and girls in otherwise male-dominated forums or institutions.
- Stipulation of a female, or a quota of females, in leadership positions.
- Enabling women to meet and share their experiences of participation and leadership.
- Exploring ways to share household tasks to enable women to attend the meetings.

CAREERS AND EMPLOYMENT

- Encourage women into careers in the water sector, and foster their employment and retention

UNICEF and others have published guidance to support high-quality programming to address the needs of those who menstruate in development

and humanitarian settings, as well as more broadly on gender equality and WASH. A selection of these can be found in Box 7 and Box 8.

BOX 6 LNOB in action – examples of gender equality efforts (UNICEF, 2016c; UNICEF, 2019h; UNICEF, 2020e)

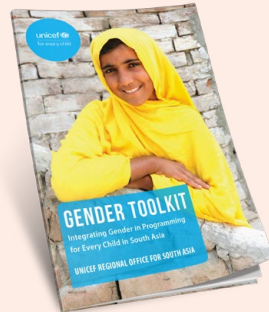
- ✓ In **Solomon Islands**, UNICEF carried out a gender assessment of the WASH sector in partnership with other partners. It was designed to better understand gender disparities related to WASH, and it has resulted in the identification of actions that government, UNICEF and NGOs can take to increase gender equality in WASH programming.
- ✓ In the Rohingya refugee camps in **Bangladesh**, UNICEF and WASH sector partners developed and used a set of latrine and bathing facility checklists to minimise safety risks and ensure that facilities could be used by girls and women.
- ✓ In **Lebanon**, 200 gender focal points were appointed in the Informal Settlements WASH Committees and they expanded their roles to other health-related areas, such as nutrition surveillance, gender-based violence, disability and education.
- ✓ In its large-scale water supply rehabilitation programme in **Zimbabwe**, UNICEF not only ensures that women are in the majority on all water system management committees, it also makes deliberate efforts to engage local leadership to nominate women for positions with decision-making powers. In its engagement with communities, UNICEF also takes gender dynamics into account by ensuring that training programme and community consultation venues and timing are amenable to the full participation of women, including married women and those living with HIV/AIDS.
- ✓ In **India**, the state government of Jharkhand, with the support of UNICEF and other partners, embarked on an initiative to address gender equity and social inclusion through a programme to train 55,000 women as masons – or *rani mistris* – and to become sanitation champions in their communities. In some cases, the *rani mistris* have become the primary earners in their families and are expanding to other masonry work. In the Indian state of Rajasthan, UNICEF conducted a study on changes in traditional gender roles with the adoption of rainwater harvesting techniques.
- ✓ In **Zambia** and **Rwanda**, women who are members of water committees elevated their standing in the community and confidence and developed their own businesses as a result of their experiences and training from being part of the committee.
- ✓ In **Zimbabwe**, a WASH gender analysis in areas affected by Cyclone Idai, and a GBV study to address conflicts arising at water points. In **Cambodia** and **Myanmar**, UNICEF included a gender analysis of programme outcomes as part of the ASWA multi-country programme.
- ✓ UNICEF has also supported the development of **Okya**: the first period tracking app co-created with girls, for girls. **Okya** provides girls with information about their periods in fun, creative and positive ways, delivered straight into their hands through the tools they use every day: mobile phones.

Additional examples are available in the 2019 and 2020 GAP reports.

BOX 7 Further reading and tools on gender equality and WASH



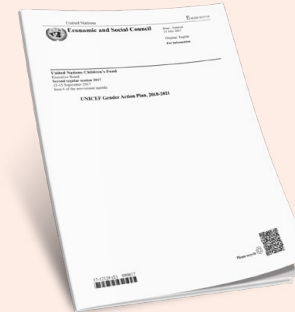
GENDER-RESPONSIVE WASH
(UNICEF, 2017a)



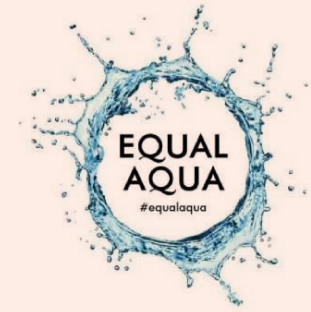
UNICEF: GENDER TOOLKIT FOR SOUTH ASIA
(UNICEF, 2018d)



WATERAID, UNICEF, ET AL.: VIOLENCE, GENDER AND WASH TOOLKIT
(WEDC, 2020)



GENDER ACTION PLAN (GAP) 2018-2021
(UNICEF, 2017b)



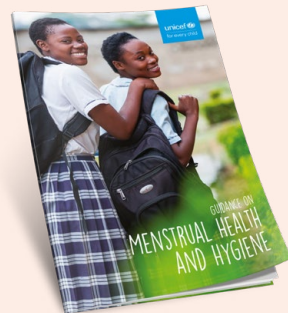
EQUAL AQUA: INCLUSIVE WATER INSTITUTIONS PLATFORM
(World Bank, 2021)

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BOX 8 Further reading and tools on gender equality in relation to menstrual health and hygiene



FEMALE FRIENDLY TOILETS
(WaterAid, WSUP and UNICEF, 2018)



UNICEF: GUIDANCE ON MENSTRUAL HEALTH AND HYGIENE
(UNICEF, 2019d)



GUIDE TO MENSTRUAL HYGIENE MATERIALS
(UNICEF, 2019d)



MONITORING MENSTRUAL HEALTH AND HYGIENE
(UNICEF, 2020e)



INTEGRATING MENSTRUAL HYGIENE MANAGEMENT INTO HUMANITARIAN RESPONSE
(Columbia University and IRC, 2020)

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CHAPTER 10

PEOPLE WITH DISABILITIES AND DISABILITY-INCLUSIVE WASH

APPLYING GOOD PRACTICES REGARDING DISABILITY-INCLUSIVE WASH

More than a billion people (approximately 15 per cent of the world's population) have disabilities, of which 80 per cent live in developing countries (WHO and World Bank, 2011). As many as one in five people are likely to be persons with disabilities in low-income countries – and are likely to be among the poorest in those countries (Elwan, 1999). Families will usually consider it their responsibility and duty to support each other, including catering for the needs of relatives with disabilities (Jones & Reed, 2005), and almost every chronically poor family is likely to be affected by disability in some way (Jones & Reed, 2005). Disease, war and conflict, natural disasters, road traffic injuries and aging populations are expected to cause an increase in the number of people with a disability (World Bank, 2017).

There are numerous links between poverty and disability. The lack of safe water, poor sanitation and inadequate hygiene can lead to the onset of health conditions such as malnourishment-induced blindness or stunting and physical and cognitive effects associated with disability (WHO and World Bank, 2011; World Bank, 2017). People can also suffer injury and spinal damage as a result of carrying water. "Given that cervical spinal conditions are globally one of the more common causes of disability, water carrying, especially by head loading is a major contributing



Za'atari refugee camp, Jordan: Aseel, 8, was left partially paralyzed after undergoing surgery at eight months old. UNICEF provided her with a customized wheelchair making it easier for her to move independently and focus in school.

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factor in musculoskeletal disease burden in low income countries” (Geere, et al., 2018). In addition, persons with disabilities are more likely to have additional health expenses, and to experience barriers and discrimination in getting work, leading to further poverty.

The United Nations Convention on the Rights of Persons with Disabilities (UN, 2006)⁸ guarantees access to clean water and basic sanitation as a right. UNICEF has also endorsed the Humanitarian Disability Charter (2016), committing to make humanitarian action inclusive of children with disabilities. In addition, an Executive Directive from UNICEF stipulates that accessibility⁹ be considered as an integral component of all construction projects (UNICEF, 2017c). Despite all of the above, marginalisation and the invisibility of persons with disabilities in WASH surveys and interventions are prevalent (Noga & Wolbring, 2012). Inclusive WASH facilities are essential, but on their own, do not solve the problem of access for children with disabilities if classrooms, school grounds and transportation or access modes are not also disability-friendly (UNICEF, 2019f). There is also need to broaden our sense of what ‘accessibility’ means. It is more than considering, for example, ramps for physically impaired people: it should include considering what barriers to accessibility are experienced by those with sight, hearing, and intellectual impairments.

There are different approaches to addressing disability:

- A **disability-targeted approach**, which provides specific services for persons with disabilities, such as assistive devices (like wheelchairs).
- **Integrating, or mainstreaming** a disability perspective, which explicitly considers and responds to a range of needs in service provision;
- A **twin-track approach**, which combines the above, e.g., by breaking barriers to access in consultations, needs assessments and service delivery and undertaking targeted projects or activities that address the specific needs of persons with disabilities.

8 As of 12 April 2021, the Convention had been ratified by 182 countries.

9 Accessibility is defined as the provision of buildings, constructions and facilities for people, regardless of disability, age or gender to be able to approach, enter, use, egress from and evacuate independently, in an equitable and dignified manner and to the greatest extent possible.

Attitudinal barriers are often some of the most challenging to overcome, so all approaches require the combination of disability-inclusive programmes and participatory approaches to change behaviours, attitudes and social norms towards persons with disabilities (UNICEF, 2017f).

Ensuring that persons with disabilities can use a water supply and sanitation facility, which is within close proximity and accessible, brings benefits to them and their families by:

- Enabling the use of larger quantities of water, hygienic use of sanitation facilities, and preventing injury, thus improving hygiene, health and well-being.
- Improving the dignity, self-reliance, independence and privacy of people with disabilities.
- Reducing the time and effort that persons with disabilities and their families need to fulfil basic needs. This may even release a child helper in the family to attend school.
- Contributing towards reducing the vulnerability, stigma and poverty faced by persons with disabilities persons and their families.
- Contributing towards the inclusion of persons with disabilities in other aspects of society and the economy, for example through provision of disability-accessible facilities in schools and health care facilities.

In fact, when services are intentionally designed and constructed to be inclusive and accessible from the start, with consideration of people with different impairments, participation of persons with disabilities, accessible communication and consideration of actual needs, all users benefit: inclusive services are better for everyone.

General good practices for accessible and inclusive WASH are set out in Box 9, with specific, documented examples in Box 10.

BOX 9 Good practices for accessible and inclusive WASH

1. Consultation with adolescents and children with disabilities, their families, Organisations of Persons with Disabilities (OPDs)¹⁰ and disability service providers, including those that can provide assistive devices. Strengthening engagement and participation of persons with disabilities as central actors and experts in WASH programme planning, implementation and monitoring.
2. Develop a comprehensive definition of accessibility considering a combination of sensitisation and social norms, as well as technical and hardware solutions, noting that WASH accessibility is not sufficient if schools are not accessible.
3. Undertake accessibility and safety audits, in collaboration
 4. with OPDs, to ensure that all aspects of location, design and usability are considered (*WaterAid, 2021*).
 4. Raise awareness, challenge and tackle persistent negative attitudes – which “...are often first steps towards creating more accessible environments for persons with disabilities.”¹¹ (*WHO & World Bank, 2011*).
 5. Support the development of (i) national standards for disability-inclusive WASH services and designs (for households, schools and health care facilities) and (ii) inclusive participatory approaches. Design and construction should allow people with disabilities to use them independently.
 6. Use existing evidence to strengthen advocacy for investment in accessible and inclusive WASH.
 7. Ensure that WASH services are expanded in an inclusive manner so that they are accessible, affordable and target people with disabilities, the elderly, and sick people. Ensure that all school and health centre projects incorporate inclusive WASH and provide inclusive options for households.
8. Strengthen disability data disaggregation in WASH monitoring and reporting and monitor outputs and outcomes of inclusive WASH efforts.
9. Ensure that participation at events as well as communication methods and channels are accessible to people with different types of disabilities and their families. Households with family members with disabilities may otherwise miss out on wider opportunities for community engagement and information sharing.
10. Promote intersectionality in programme delivery towards meeting the needs of persons with disabilities. For example, ensure that girls with disabilities are considered in menstrual health programming (*UNICEF, 2019c*).
11. In humanitarian contexts, ensure that WASH emergency responses and programmes are disability-inclusive and accessible, including access to water, hygiene kits and accessible handwashing and latrines (*UNICEF, 2018g*) **Box 10** Leaving no one behind in action – examples of efforts for the inclusion of persons with disabilities (*UNICEF, 2019h; UNICEF, 2020e*)

10 ‘Organisations of Persons with Disabilities’ (OPDs) are organisations of people with disabilities, run by and for themselves. They generally focus on advocacy for rights and services. These organisations may provide services to their members, and have engaged in the design, delivery and inclusion of projects and programmes. ‘Disability service providers’ are government agencies (and departments), NGOs or private companies that provide services for people with disabilities and are usually run by people without disabilities. They generally provide medical, social and financial services in institutions, within the community or the home.

11 Negative imagery, language, stereotypes, and stigma, with deep historic roots, persist for people with disabilities around the world.

BOX 10 LNOB in action – examples of efforts for the inclusion of persons with disabilities (UNICEF, 2019h; UNICEF, 2020e)

- ✓ **Cameroon** is the first country to install a new product developed jointly by UNICEF's Supply Division and one of the suppliers of squatting plates. The **disability-friendly latrines for emergencies** are adapted to include raised bumps on the plates, which help users with visual impairments to use the slabs more easily.
- ✓ In **Jordan**, the water supply system in the Zaatari refugee camp was designed based on an assessment that identified access inequalities for female-headed households, the elderly and people with disabilities. Household connections were provided irrespective of status, but additional support was provided and a minimum design of facilities installed for those households. The project also installed private toilets, with accessibility features including raised seats, handrails and ramps for households with family members with disabilities (see this [video](#), UNICEF, 2019e).
- ✓ In **Papua New Guinea, Jordan and Timor-Leste**, WASH in schools' strategies and standards incorporate disability-accessible WASH facilities.
- ✓ In **Mozambique**, disability-accessible toilets and washing facilities are a component of the new national standards for WASH in health care facilities.
- ✓ In **Ghana**, UNICEF is focusing on the development and piloting of WASH facilities that are disability-accessible but also cost-effective in both schools and communities, as a strategy for ensuring that designs will be adopted and used at scale.
- ✓ In **Iraq**, inclusive and accessible WASH services for people with disabilities in camps include accessible designs for toilets and showers, and a large-scale programme to rehabilitate WASH facilities in schools includes separate, accessible latrines for children with disabilities.
- ✓ In **Indonesia**, UNICEF is working in partnership with national organisations representing people with disabilities to provide disability-friendly WASH services using universal design¹² facilities. The initiative also includes awareness-raising and advocacy for disability inclusion among local stakeholders, and training for school principals, teachers and other front-line workers on the principles and practice of disability inclusion.
- ✓ In **Timor-Leste**, provision was made to improve the inclusion of persons with physical disabilities by ensuring wheelchair accessibility to school latrines and water system standpipes. In some villages, standpipes were situated closer to the homes of people with disabilities.

Some more videos with local experiences on disability-inclusive WASH can be found [here](#) (UNICEF, 2019f).

¹² Universal design is the design of products, environments, programmes and services to be usable by all people, to the greatest possible extent, without needing adaptation or specialised design (UN 2006, article 2).

Vietnamese advocate and performer Nguyen Thi Phuong Anh, 16, sings at the reception following the report launch, during the 2nd Global Partnership on Children with Disabilities Forum, at UNICEF House.

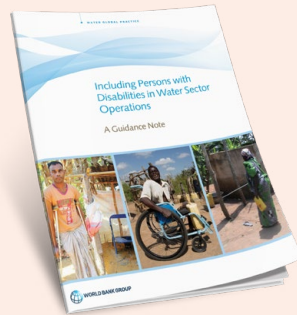
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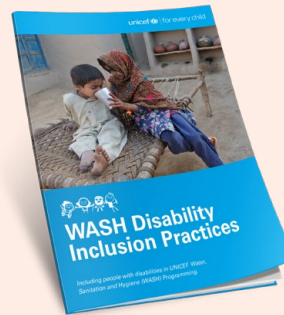
BOX 11 Further reading and tools on disability and WASH



WEDC: WATER AND SANITATION FOR DISABLED PEOPLE AND OTHER VULNERABLE GROUPS
(Jones & Reed, 2005)



WORLD BANK: INCLUDING PERSONS WITH DISABILITIES IN WATER SECTOR OPERATIONS
(World Bank, 2017)



UNICEF: DISABILITY INCLUSIVE WASH PRACTICES
(UNICEF, 2017f)



REDUCING STIGMA AND DISCRIMINATION AGAINST CHILDREN WITH DISABILITIES. POLICY BRIEF
(UNICEF, 2020h)



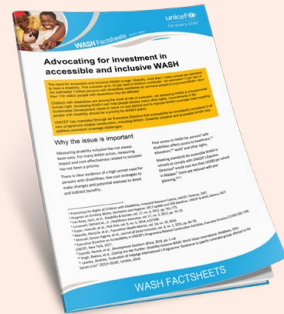
TOWARDS INCLUSIVE WASH - SHARING EVIDENCE AND EXPERIENCE FROM THE FIELD
(WaterAid, 2012c)



UNICEF: INCLUDING CHILDREN WITH DISABILITIES IN HUMANITARIAN ACTION
(UNICEF, 2017d)



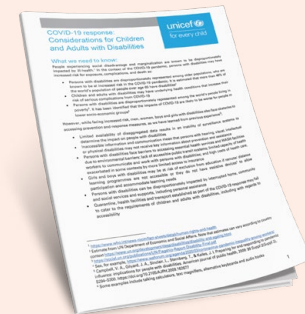
UNICEF: GOOD PRACTICES FOR ACCESSIBLE AND INCLUSIVE WASH
(UNICEF, 2015b & 2015c)



UNICEF: THE CASE FOR INVESTMENT IN ACCESSIBLE AND INCLUSIVE WASH
(UNICEF, 2018e)



UNICEF: ADVOCATING FOR INVESTMENT IN ACCESSIBLE AND INCLUSIVE WASH
(UNICEF, 2018f)



UNICEF: COVID-19 RESPONSE: CONSIDERATIONS FOR CHILDREN AND ADULTS WITH DISABILITIES
(UNICEF, 2020g)

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CHAPTER 11

OTHER SELECT MARGINALISED GROUPS AND WASH

BROADENING OUR UNDERSTANDING OF OTHER MARGINALISED GROUPS AND WASH

As stated in Chapter 3, discrimination and inequalities occur with respect to a range of identities and characteristics. The UN Secretary-General António Guterres has said that, “Human diversity is an asset, not a threat. We must appreciate the richness of our differences while never losing sight of our common humanity and dignity.” (UN, 2020). Improving our understanding of diversity, and in particular of groups that are frequently marginalised, provides a foundation for determining how their respective needs can be addressed, and how to best support the fulfilment of their rights.

Building on the previous chapters on gender equality and people with disabilities, this chapter draws attention to additional groups of people who are often: (i) left behind in terms of services, (ii) frequently lacking political representation or voice in decision-making, (iii) stigmatised, and (iv) not visible in official data. The list is not comprehensive, but helps us reflect on our own perceptions – and how we might increase our understanding and engagement with these and other marginalised groups.

Those who cannot afford the cost of WASH services

The UN Human Rights Council defines ‘economic accessibility’ as the requirement that prices are commensurate with income levels, and that individuals (or



Lucas has albinism, which makes his skin very sensitive, eyesight poor, and appearance a little different from his brothers and sisters. One day his father Jacinto heard a neighbour forbidding her children to play with Lucas. He patiently explained to her that all people have rights, and asked her to make sure Lucas was included in the future.

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households) should be able to afford these goods without compromising on any other basic needs. Implicit in human rights legislation is the demand that poorer households should not be disproportionately burdened with the costs of meeting basic needs as compared to richer households. Hence, while these human rights have been adopted individually, they are understood to be interrelated (UNICEF/WHO, 2021). The UNICEF and WHO publication, *The Measurement and monitoring of water supply, sanitation and hygiene (WASH) affordability* (WHO & UNICEF 2021) provides more detail and a strong foundation to better understand affordability, and how to address discrimination due to affordability issues.

Pastoralists and nomadic communities

“Pastoralism refers to both an economic activity and a cultural identity...” (Republic of Kenya, 2012). Pastoralists are people who raise livestock or semi-domesticated animals¹³ on rangelands, including ranchers, nomads and transhumant herders (IYRP, 2019). Pastoralism exists in two thirds of countries in the world and is a fundamental part of the global food system (Manzano, et al., in press). Depending on the definition used, there are as many as 500 million pastoralists worldwide (Johnsen, et al., 2019).

Mobility is the basic condition that allows pastoralists to thrive. However, it is often regarded as a sign of *lack* of progress rather than a practice that is actually *well-adapted* to marginal environments. Pastoralists can be deeply affected when sedentary societies with a poor understanding of their livelihood system impose alien social and governance schemes, including attempts to impose sedentarism, and putting up hurdles to mobility or access to public services (FAO, 2020). Marginalisation, changes to land use practices, limited access to pasture and water sources, alongside the impacts of climate change (such as the frequency of floods and droughts), as well as conflicts with sedentary communities over land and water access, all challenge the livelihoods of pastoralist societies.

Documentation of good practices with respect to WASH and pastoralism is limited. A USAID edition of their newsletter *Water Currents* (2017) provides an overview

¹³ Livestock varies with context, and can include cows, buffaloes, yaks, llamas, sheep, camels, goats, reindeer, horses or donkeys.

of studies published, including WaterAid’s publication *Understanding Pastoralists and their WASH needs* (Axweso, 2011). Key to working on WASH for pastoralists is of course listening to and engaging pastoralist communities themselves, as well as recognising the centrality of water for livestock (Jonckheere, et al., 2017), to develop solutions that are in harmony with pastoralists livelihood systems (Axweso, 2011). IFAD has developed guidance (IFAD, 2018) on working with pastoralists. Engagement with associations of pastoralists, or collaboration with other sectors such as agriculture (including veterinary services) and rural development can provide entry points for pastoralist WASH programming.

Specific actions could include adjusting service delivery models for mobile or semi-mobile groups, adapting technologies, and ensuring that WASH programme targeting includes people that are not settled in one particular location throughout the year. In 2011 in Kenya, the UNICEF country office conducted an equity-diagnostic review of its Country Programme to better understand the obstacles faced in accessing and affording WASH services, with specific considerations identified for the very poor and for pastoralists in arid and semi-arid regions. A deprivation index was created and communities scoring high were prioritised for implementation (UNICEF, 2016c.)

While water for productive use is clearly central to the lives of pastoralists and should ideally be considered alongside WASH, the topic is beyond the scope of this Guidance Note.

People living and working in penal institutions

Inadequate environmental health conditions in penal institutions are common, adversely affecting the health of prisoners and prison staff (Guo, et al., 2018). They are preventable: the most common environmental health risks in penal institutions are contaminated food and/or beverages prepared or handled in the institution’s kitchen, overcrowding, inadequate ventilation and a lack of (or sharing of) soap and other hygiene products (Guo, et al., 2018; Traore & Maiga, 2016). Very little has been documented on the environmental health conditions of penal institutions in low- and middle-income countries specifically.

The development and implementation of national guidelines for essential environmental health in prisons, monitoring conditions and greater accountability of facility managers are needed to secure the health, rights and well-being of prisoners (Guo, et al., 2018). Working with people living and working in penal institutions has traditionally been supported by the International Committee of the Red Cross (ICRC), who have published a handbook (ICRC, 2005).

‘People on the move’, internally displaced people, refugees and migrants

The term ‘people on the move’ refers to people that are displaced, either within their own country (such as internally displaced people (IDP), seasonal labour workers or abroad (such as refugees, migrants, seasonal migrants, and returnees). In 2019, the United Nations High Commission for Refugees (UNHCR), was concerned for 86.5 million forcibly displaced people worldwide (UNHCR, 2019). The global IDP population is currently just over twice that of the refugee population (UNHCR, 2019). In all cases, the common characteristic for ‘people on the move’ is a perception of, or actual, temporality of the displacement. Temporality is often used as a justification for the delivery of services that are below the levels provided to other groups, such as host communities.

IDPs and refugees may be housed in formal and informal camps that require new services, or they may be living among host populations. The latter can place huge strains on existing services; the sudden influx of a very large amount people can put pressure on water resources and services that were never designed for such an increase in demand.

Rapid onset emergencies (such as a cholera outbreaks or natural disasters) which require a humanitarian response can occur within a context of development programming and/or within a protracted crisis. Emergencies may be small- or large-scale in nature, and may be conflict-, nature-, or health-related.

The average humanitarian crisis with an UN-coordinated response currently lasts more than nine years (UNICEF, 2020b); often, what may commence as a humanitarian response can evolve into having longer-term development

programming needs. From a human-rights prospective, people on the move, no matter their status in the country, have the same rights to water and sanitation services, and that in many cases the provision of temporary services (i.e., water trucking, temporary latrines) for those people is more expensive in the medium- and long-term than the provision of more durable infrastructure.

Estimates in Ethiopia suggest that the construction of durable solutions for IDPs or refugees is equivalent to 1-2 years of water trucking (UNICEF, 2019b), and that they can benefit both those on the move and the host communities. This example looked at the provision of a durable piped network to refugees from South Sudan. The network has benefited host communities, who have seen a drop in the cost of water and a higher level of service from the development of larger-scale infrastructure. The provision of durable solutions for both refugees and host communities must also be considered simply due to the increase in long-term protracted crises – given that such crises cause large-scale displacement and the creation of camps that can be in place for an average of 18 years (UNHCR,2020).

In 2020, UNHCR and UNICEF developed an ambitious Blueprint for Joint Action. The blueprint is a commitment to accelerate joint efforts under a transformational agenda in line with the Global Compact on Refugees. The global compact is a framework for more predictable and equitable responsibility-sharing, recognizing that a sustainable solution to refugee situations cannot be achieved without international cooperation. It provides a blueprint for governments, international organizations, and other stakeholders to ensure that host communities get the support they need and that refugees can lead productive lives. It also constitutes a unique opportunity to transform the way the world responds to refugee situations, benefiting both refugees and the communities that host them.

Indigenous peoples and ethnic minorities

In many countries, indigenous people and ethnic minorities lack access to safe water and sanitation services. This is sometimes the consequence of cultural and social discrimination and bias, as well as under-investment in the areas where they live. The Special Rapporteur on the rights of indigenous peoples states that they “...face

discrimination because of their distinct cultures, identities and ways of life, and are disproportionately affected by poverty and marginalisation.” UNHROHC (2020).

In addition to inadequate services, the lack of access to adequate information that is culturally appropriate, and in languages that indigenous peoples and ethnic minorities understand, helps perpetuate their marginalisation. Indigenous people may also have specific rights to autonomy or self-government, which must also be considered as part of any WASH programming to support them.

Sex workers

The legal frameworks around sex work between countries vary considerably (IDS, 2020). Enforcement practices play a key part in determining outcomes, regardless of the law. In some cases, very harsh laws may not be strictly enforced, but in other cases more benign laws may be enforced in unfair, or even abusive ways (IDS, 2020). Whatever the legal framework, stigma associated with the profession can contribute to depriving sex workers of their basic human rights, including access to WASH facilities (Chowdhury, 2020).

Sex workers may or may not be in the profession through choice. Sex workers may be based in brothels, be street-based or home based. A 2005 study (Kurtz, et al., 2005), working in Miami, Florida, found that sex workers were a hard-to-reach population that could be difficult to find through the use of traditional outreach workers.

Below are some sources of potential inspiration for those working to improve WASH services for sex workers:

- Action to ensure that sex workers access to clean and safe WASH in Bangladesh (Chowdhury, 2020)
- Hygiene guidelines for the sex business and sex workers, produced by the Dutch National Institute for Public Health (RIVM, 2020)
- Regulations to promote the safety of sex workers, clients and brothel employees (e.g., Victoria State Government, 2020)

BOX 12 LNOB in action – examples of efforts for stigmatised people and groups (UNICEF, 2019h; UNICEF, 2020e)

- ✓ UNICEF **Zimbabwe** specifically targeted people affected by HIV/AIDS for support, particularly for the promotion of good hygiene practices.
- ✓ Peri-urban and slum dwellers in **Liberia** and **Kenya** were easy to reach in terms of proximity, but it was a challenge to provide them with permanent, sustainable solutions due to land tenure issues.
- ✓ **Indonesia** adopted a LNOB strategy that targeted schools on isolated islands and remote inland areas, despite logistical and implementation challenges and much higher unit costs.

Other stigmatised people and groups

UNICEF staff and its partners should also identify other stigmatised groups that might be left behind and discriminated against in the relevant context. This might include particular castes, drug addicts, religious minorities or LGBTIQ+ people (lesbian, gay, bisexual, transgender and other spectrums of sexuality and gender).

At community level, discrimination based on cultural and social norms can affect access to WASH services such as women not allowed to go to the water point when menstruating. Moreover, there could be other causes of exclusion within a community, including races, caste, political affiliations, age groups (e.g. adolescents or the elderly), backgrounds (e.g. being illiterate, former convicts or scavengers), geographical origin or location (i.e. peri-urban and slum dwellers) or due to perceived health threats. (e.g. people living with HIV/AIDS or Ebola survivors).

It is important to pay particular attention to groups that are vulnerable and being left behind on access to WASH services due to land tenure – such as informal settlers and people living in slums, or where areas prioritized for the construction of infrastructures might be affected by different ways of discrimination. There are also new vulnerable groups being created as a direct consequence of water insecurity and climate change, which has a direct impact in access to WASH services.

CHAPTER 12

INDICATORS, DATA AND DISAGGREGATION FOR LNOB

INFORMATION ON WHO IS BEING LEFT BEHIND AND TO WHAT EXTENT

Indicators

Indicators help to assess performance by measuring the movement of specific variables.¹⁴ To measure progress against the LNOB imperative, indicators should provide information about specific groups within a population. A good LNOB indicator is either targeted (group specific), disaggregated, or able to capture the difference between a group left behind and the rest of the population (Denz, 2019). Good indicators enable absolute change for particular groups to be monitored, and also show the relative change of a particular group or groups compared to the rest of the population. Table 6 considers some different types of LNOB indicators, with examples from WASH and other sectors. All indicators and categories of disaggregation need to be clearly defined, alongside the data sources and means of collection and analysis.

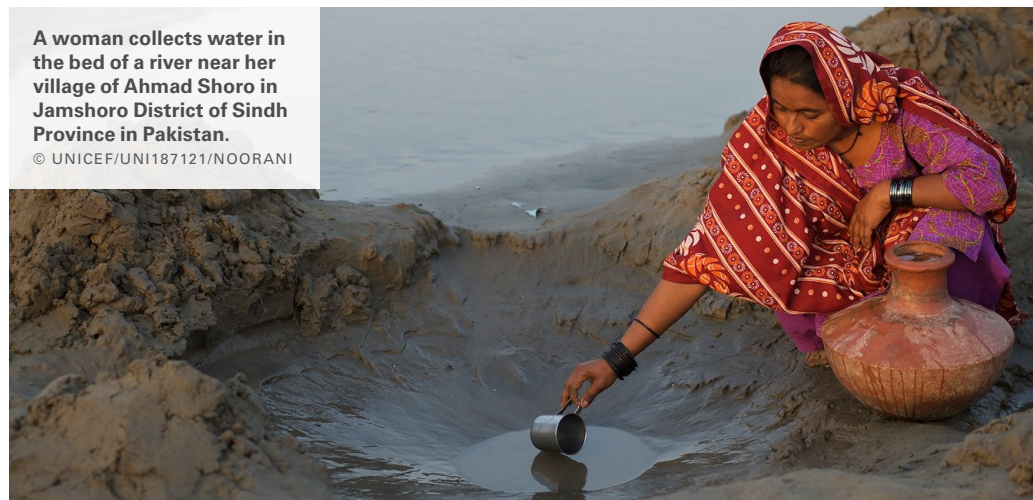
When considering disability for LNOB, the 'Washington Group questions'¹⁵ provide a tested and validated method for collecting internationally comparable data on disability from adults. The method involves asking persons a short set of questions

14 Indicators should be SMART (i.e., specific, measurable, achievable, relevant and time-bound). There is also need for clarity regarding which level within the results chain each indicator measures (i.e., inputs, activity/process, output, outcome, impact). It is important to determine the baseline situation and clarify how the data is going to be collected, how often, and who is responsible for the analysis.

15 Available [here](#).

A woman collects water in the bed of a river near her village of Ahmad Shoro in Jamshoro District of Sindh Province in Pakistan.

© UNICEF/UNI187121/NOORANI



regarding functional difficulties in six domains and recording the responses.¹⁶ For disability data collection from children (aged 2-17 years), the Washington Group/UNICEF Module on Child Functioning¹⁷ can be used in surveys and censuses. It assesses functional difficulties in different domains including hearing, vision, communication/comprehension, learning, mobility and emotions.

The development of LNOB indicators is always context-specific and should be based on an analysis of exclusion. Indicators need to be appropriate for the particular level of intervention (i.e., national, sub-national, programme or project) and specify the characteristics of the people that are to be considered (e.g., women and girls, people in rural areas, indigenous peoples, people with disabilities).

Indicators may measure absolute disadvantage (e.g., percentage of indigenous people without access to a basic water supply), or relative disadvantage (e.g., percentage point difference of indigenous people without access to basic sanitation compared to the national average).

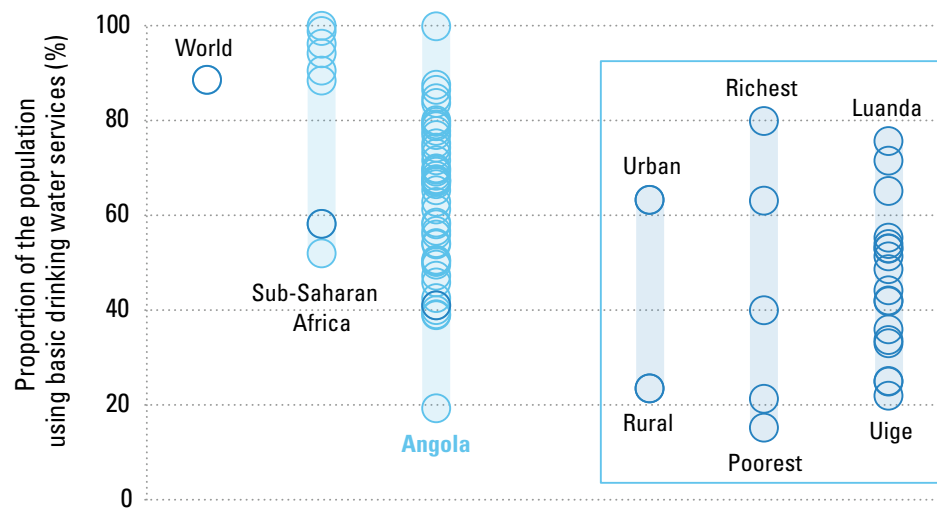
16 More information can be found on the Washington Group on Disability Statistics website. Available [here](#).

17 Available [here](#).

TABLE 6 Examples of LNOB indicators

TYPE OF INDICATOR	DESCRIPTION AND COMMENTS	EXAMPLES
Targeted/focused	Focuses on one group which is left behind within a population. Used for interventions that focus on a specific group when targeting, or because the deprivation (the variable measured) particularly affects the group.	<ul style="list-style-type: none"> Proportion of children with disabilities who do/do not access inclusive sanitation facilities at home. Proportion of girls and women aged 15-49 with access to menstrual hygiene materials during their last period. Proportion of women who spend more than 30 minutes per day collecting water.
Disaggregated	Provides information on different sub-groups , enabling comparisons to be made between at least two groups (such as men and women). More dimensions (e.g. sex, age and disability status) can be used to help compare between multiple groups within a population (e.g. Figure 2). Note that for meaningful disaggregation the sampling size needs to be sufficiently large and surveys appropriately designed by experts in the related field of work, and not all characteristics (e.g., disability, ethnicity or linguistic group) are collected in national surveys.	<ul style="list-style-type: none"> Percentage of population without access to at least a basic water supply, by income quintile. Percentage of population without access to at least a basic sanitation by ethnic group, area (urban/rural) and disability. Percentage of population living below 50% of the median income, by sex, age and resident status. Responsibility for collecting water from sources located off-premises disaggregated by men, women, girls and boys.
Group (mean) difference indicator	Compares the situation of groups left behind to the whole population. Provides information on whether groups that have been left behind are catching up on the average.	<ul style="list-style-type: none"> Percentage point difference access to at least basic sanitation for the poorest 40% of the population and the total population. Percentage point difference in the proportion of population lacking at least basic water between urban and rural areas/richest and poorest quintiles.
<p>Multiple features: Targeted indicators that can also be disaggregated – e.g., percentage of wasted children under 5 years in project area, disaggregated by sex, age, category, area (rural urban), wealth quintile, and education of mother. Disaggregation by more than one characteristic.</p>		

FIGURE 3 Inequalities in basic drinking water - example Angola (WHO/UNICEF, 2019)



Source: : JMP Progress on Drinking Water, Sanitation and Hygiene 2000-2017, and SDG baselines 2017

Visualisation is important. Figure 3 shows a compelling example for WASH: it shows that while on average almost 90 per cent of the world’s population has access to at least a basic drinking water supply, there is tremendous variation between regions and countries, and in the case of Angola there are stark inequalities between urban and rural areas, for different wealth quintiles, and between provinces.

Quantitative data

Quantitative data to measure progress and show inequalities with respect to the four core obligations of the human right to water and sanitation (as described in Table 4, i.e., availability, accessibility, safety and affordability) is available from a variety of sources (Table 7). In the case of national survey and census data, the specific questions asked vary, but include, for example: (i) the main source of drinking water (often disaggregated by geography of rural/urban), (ii) secondary drinking water sources, (iii) who collects drinking water, (iv) price paid for water, (v) time to collect water. There are also specific questions pertaining to sanitation and hygiene.

Some existing datasets can be disaggregated and thus provide relevant information for LNOB. However, disaggregated data is unlikely to be available with respect to all vulnerable and marginalised groups. This inhibits the identification and monitoring of the status of those that are furthest behind (UNSDG, 2019a). When reviewing datasets to determine how they could inform LNOB, it is thus important to identify such gaps, with a view to improving surveys in the future or undertaking

targeted monitoring (see Chapter 14). Gaps in quantitative data illustrate the importance of engaging with particular groups and ensuring that they have voice (as discussed in Chapters 9, 10 and 11). It is envisaged that the emphasis of SDG targets on universality will provide an impetus for improvements to data in the future, particularly if information is required to inform the targeting of specific population groups that are being left behind.

TABLE 7 Sources of quantitative data on WASH

TYPE	SPECIFIC EXAMPLES
Country surveys by national statistics bureaux with international support*	<ul style="list-style-type: none"> Multiple Indicator Cluster Survey (MICS): www.unicef.org_statistics and www.mics_compiler.org, supported by UNICEF. Demographic and Health Survey (DHS);¹⁸ Service Provision Assessment (SPA); AIDS Indicator Survey (AIS); The Malaria Indicator Survey (MIS): www.measuredhs.com and www.statcompiler.com, supported by the DHS Program. Household Income and Expenditure Survey (HIES): https://ilostat.ilo.org/glossary/household-income-and-expenditure-survey-hies/, supported by the International Labour Organisation. Living Conditions and Monitoring Survey (LCMS): https://www.worldbank.org/en/programs/lcms, supported by the World Bank.
National census*	<ul style="list-style-type: none"> National Census (CEN): available via the respective national/central statistics bureau/services (respective email contacts and websites listed on https://catalog.ihsn.org/index.php/catalog)
Other country surveys*	<ul style="list-style-type: none"> National/central statistics bureaux/services undertake a range of surveys that include WASH data.
Country surveys by other organisations	<ul style="list-style-type: none"> Afrobarometer: http://afrobarometer.org/about/funding, supported by Sweden, Mo Ibrahim Foundation, Open Society Foundations, William and Flora Hewlett Foundation and USAID. Performance Monitoring and Accountability (PMA): https://www.pmadata.org, supported by John Hopkins Blomberg School of Public Health and Bill and Melinda Gates Institute for Population and Reproductive Health.
Inventories, asset registers, water point mapping or Monitoring Information Systems (MIS)	<ul style="list-style-type: none"> Usually only available in-country.
Regulatory data	<ul style="list-style-type: none"> Drinking water and sanitation regulators often compile data on the quality of services provided by utilities, especially in urban areas.
Surveillance data	<ul style="list-style-type: none"> Health surveillance data (to identify high-risk areas and vulnerable populations).
Data catalogues and repositories	<ul style="list-style-type: none"> International Household Survey Network (IHSN): https://catalog.ihsn.org/index.php/catalog
Aggregate data and analysis	<p>National:</p> <ul style="list-style-type: none"> National Sector Performance Measurement reports <p>Global:</p> <ul style="list-style-type: none"> Joint Monitoring Programme (JMP) of WHO and UNICEF: https://washdata.org UN-Water Global Analysis of Sanitation and Drinking Water (GLAAS): https://www.who.int/water_sanitation_health/monitoring/investments/glaas/en/

* The JMP maintains excel data sheets for all 234 countries, areas and territories in the database, providing a summary of all national surveys and census that concern WASH.

18 The DHS is owned and managed by the host country government and therefore not always named consistently.

In terms of the aggregate data and analysis, the JMP compiles national data and produces internationally comparable estimates to enable benchmarking and comparison of progress across countries. The JMP publishes global progress updates every two years (e.g., WHO/UNICEF, 2019) and provides national, regional and global estimates online. The online database includes an interactive tool to analyse and visualise progress in reaching the SDGs, WASH service ladders and inequalities,¹⁹ and continues to be enhanced. Box 13 provides information on the metrics used by the JMP to assess and visualise inequalities.

¹⁹ Go to <https://washdata.org/data/household#!/>. Click on the button “Create new chart” and select “Inequalities”.

BOX 13 JMP metrics for assessing progress in reducing inequalities in WASH (*JMP report 2019*)

Service levels: The JMP uses ladders for global monitoring of inequalities in service levels. The service ladders include information on the types of facilities people use and the levels of service provided.

Coverage: Estimates can be expressed as either the proportion of the population with services or in terms of the number of people with/without services. Service coverage is a useful metric for comparing progress between and within countries. However, it is also important to consider the total number of people served/not served. This is particularly relevant where there is rapid population growth, if large numbers of people are gaining access, or if coverage is stagnating or decreasing.

Coverage gaps: The JMP uses various charts to visualise inequalities in coverage between and within countries (e.g., Figure 3). The most commonly available disaggregation within national data sources is by (rural/urban), sub-national region (state/ province/district) and wealth quintiles (poorest, poor, middle, rich, richest).

Trends in coverage gaps: The JMP website provides includes estimates of trends in service levels and facility types by wealth quintile, which enables comparison of the relative rates of progress by different wealth groups over time.

Progress towards target coverage: The JMP visualises the achievement of targets at national, regional and global levels.



Boys fly a kite on a hill overlooking a refugee camp in Cox's Bazar, Bangladesh. By beginning of 2021, more than 877,000 Rohingya, around 52% of them children, have fled Myanmar for Bangladesh.

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FIGURE 4 Example of data disaggregation and visualisation: proportion of women aged 18-49 in Nigeria, married before 18 by location, wealth and ethnicity in 2013 (UN Women 2019)



Prior to 2021, the JMP analysed three out of the four core obligations for the human right to water and sanitation²⁰ (i.e., availability, accessibility and safety). The joint 2021 JMP GLAAS report (UNICEF and WHO, 2021) considers the fourth obligation; affordability (UNICEF and WHO, 2021), shedding more light on

inequalities. If time for water collection from off-plot sources is valued, the cost of water increases substantially compared to households have water available in the dwelling, plot or yard. Given that it tends to be women and children that collect water, this is also a gender-equality issue.

20 See Table 1

Multiple disaggregation is necessary in order to understand multiple, or compounding effects of discrimination and identify groups of people who are particularly disadvantaged. Such information, particularly if well-visualised, can be compelling. As an example, Figure 4 shows the compounded effect of location, wealth and ethnicity on women marrying under the age of 18 in Nigeria.

Geospatial data

Geospatial information for WASH and across other sectors can be used to inform the targeting of geographic areas for interventions. Box 14 provides an example of UNICEF's MODA, which aggregates and analyses spatial data to help determine the geographic and social position of highly deprived groups.

Qualitative data

Qualitative WASH data, through stories, testimonials, interviews, focus groups and reports can provide very useful information on who is being left behind, and how (see Chapter 3). Given the invisibility of those being left behind, who not only tend not to be consulted by those in power and who may not be counted in official data, reliable qualitative data is invaluable. NGOs and CSOs working with marginalised and vulnerable groups are very important in order to access them, and hear their views. Examples of qualitative data collection currently used by UNICEF include using tools such as U-Report²² and citizen's/community scorecards, although it is important to note that they may not incorporate the perspectives and views of discriminated groups.

22 U-Report is a free online tool for community participation, designed to address issues of importance. Available [here](#).

BOX 14 Multiple Overlapping Deprivation Analysis (MODA) to support geographic targeting

MODA uses data from DHS and MICS surveys and other sources. It considers the child rather than the household as the unit of analysis. It analyses two age groups — infants (0 to 4 years) and early childhood and adolescence (5 to 18 years). MODA provides information by sector and an analysis of overlapping deprivations. MODA's profiling of children enables deprivation levels of specific sub-groups within the national child population to be identified. Children can be characterised by, for example, region, wealth quintile and household characteristic.

National MODA (N-MODA) is tailored for country-specific definitions of deprivation and provides in-depth analysis appropriate for the country context, including inter-relationships with monetary poverty. N-MODA has been used in sub-Saharan Africa to study child poverty and deprivation (de Milliano & Plavgo, 2014). **Cross-Country MODA (CC-MODA)**²¹ uses a standard set of deprivation indicators across 50 countries, i.e., access to goods and services (nutrition, health, education, information, water, sanitation and housing) and freedom from violence and exploitation. Figures a, b and c provide examples of the information from CC-MODA for Cambodia and Bangladesh.

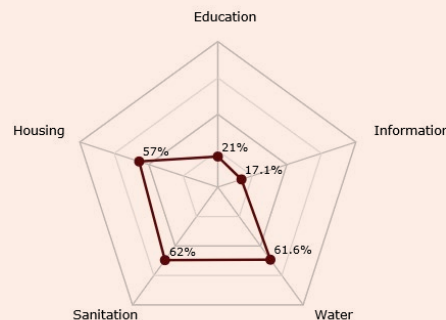


Figure a Cambodia: Number of children deprived in each dimension as % of children aged 5-17 (UNICEF-IRC, 2020)

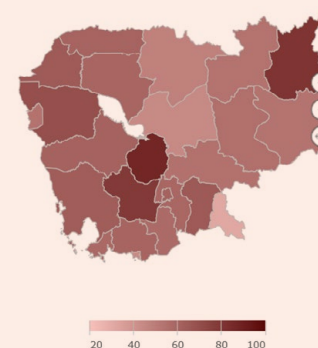


Figure b Cambodia: Number of children deprived in sanitation as % of children aged 5-17 at sub-national level (UNICEF-IRC, 2020)

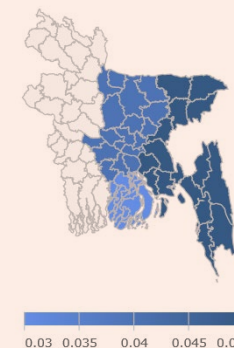


Figure c Bangladesh: Adjusted deprivation headcount using 4 to 5 deprivations for children aged 0-4 at sub-national level (the darker colour represents higher levels of child deprivation or intensity) (UNICEF-IRC, 2020)

21 Similar to CC-MODA, EU-MODA compares the living conditions of children across the European Union member states, using harmonised data from the EU Statistics on Income and Living Conditions (EU-SILC)

BOX 15 LNOB in action – indicators, data and disaggregation for LNOB in WASH

- ✓ **Zambia, Madagascar** and many other countries use public expenditure reviews (PER) and a public expenditure tracking system (PETS) to understand how money is allocated both geographically and across different vulnerable groups in different sectors. These analyses provide a picture of how decisions on budget allocation are made and often showcase that those allocations are not consistent to target areas with lower levels of services. On the contrary – often, they may be broadening the equity gap. This type of analysis can complement other quantitative and qualitative surveys, helping to inform decisions on targeting the most underserved and unserved areas.

- ✓ The **Accelerating Sanitation and Water for All (ASWA)** multi-country programme included a comprehensive baseline study. The study provided disaggregated information by income quintiles, and specific equity indicators on household wealth and assets, female access and representation, disability access / barriers, and challenging environments. It also provided other separate in-depth assessments on women's participation and influence, and on time saved as a consequence of WASH investments. As this was done at the early stages of the programme, it helped confirm which areas were the most appropriate for the project.



Internally displaced people at a hygiene kit distribution site in Mozambique.

© UNICEF/UN0440134/BISOL



During an outreach session, Ms. Daovanh, local Lao Women's Union Volunteer, uses a flip chart to talk about important health messages on nutrition, water, sanitation, hygiene, child and maternal health in Adone village. Ta Oi district, Saravane province, Lao PDR.
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SECTION THREE

INTEGRATING THE LEAVING
NO ONE BEHIND APPROACH
INTO UNICEF WASH

CHAPTER 13

LNOB AND UNICEF'S PROGRAMME CYCLE

ENTRY POINTS FOR LNOB AT DIFFERENT PROGRAMME STEPS

Each of the seven steps of UNICEF's programme cycle offer entry points for LNOB, as outlined below.



STEP 1

Principles and frameworks

The first step relates to principles and frameworks that guide UNICEF action for promoting improved outcomes for children. For LNOB, it is recommended to focus on: the resolution recognising the human right to water and sanitation (UNGA, 2010), including the recognition of sanitation as a distinct right (UNHROHC, 2015); the Convention on the Rights of the Child (CRC) (UNGA, 1989); the International Covenant on Economic, Social and Cultural Rights (UNGA, 1966); the Convention on the Elimination of All Forms of Discrimination against Women (UNGA, 1979); and the

Convention on the Rights of Persons with Disabilities (UN, 2006). These provide a basis for equality, non-discrimination and equity, as reflected in the *UNICEF Strategic Plan, 2018-2021* (UNICEF, 2018d), the upcoming UNICEF Strategic Plan 2022-2025 (UNICEF, 2021c) and the *UNICEF Gender Action Plan, 2018-2021* (UNICEF, 2017).



STEP 2

Evidence and analysis

This second step promotes the use of evidence and data to understand the situation of children and the causes of deprivations. It provides an essential contribution to programme design and strategic planning, enabling a proactive identification of risks, vulnerabilities and adverse impact of child rights. Ethical and accurate research integration are essential, especially when there are known evidence gaps. Step 2 includes the UNICEF Situation Analysis (SitAn) and the Common Country Analysis (CCA) which is part of the UN Sustainable Development Cooperation Framework (UNSDCF).

The **SitAn** comprises a cross-sectoral investigation across the whole country. As it is usually undertaken every five years, it enables comparisons over time. The SitAn should strengthen the case for a focus on particularly disadvantaged groups or geographic locations, including those without access to basic WASH services, those who may be affected by a reduction in water security, or those who may be impacted negatively by climate change. Gender assessments can be undertaken

FIGURE 5 The seven steps of the UNICEF programme cycle



as part of the SitAn. The SitAn can be complemented by existing qualitative and quantitative WASH data (e.g., from equity studies and local diagnostics) and should set out implications (e.g., on stunting, or child mortality). In order to best inform the SitAn, a thorough analysis of national survey, census and ministry/agency data sets should be undertaken to clarify the WASH information available, geographical granularity, and other forms of disaggregation, as well as data gaps. Analysis of equity in public financing for WASH is an important component in order to identify, for example, trends and inequities with respect to budgeting, allocation and expenditure. The SitAn provides an opportunity to examine why certain groups have been left behind and thus get to the root causes of inequalities and discrimination. It can enable WASH actors to join hands with other sectors – such as social policy – to deepen understanding of particular groups or geographic areas suffering from multiple deprivations, or facing intersectional layers of discrimination. UNICEF has developed a toolkit for integrating LNOB in SitAn – for example how to incorporate considerations of gender, disability and children on the move (UNICEF, 2019i).

Within the UNSDCF, the new generation **Common Country Analysis (CCA)** is prepared by the United Nations Country Team (UNCT) and generates tailored analytical products at the country level. The CCA is the foundation for the design of the UN's programmatic response through the Cooperation Framework, and the analysis undertaken can inform decision-making processes of government and other stakeholders. LNOB should be a consistent and central element of the CCA. Examples of integration of LNOB in CCA can be found in UNDAF's companion guide (UNDP, 2018).

The SitAn can be done independently of the CCA or as part of it. If undertaken independently, the findings and recommendations should contribute to the development of the CCA. UNICEF should endeavour to work together with other UN agencies to ensure that the CCA and SitAn reinforce each other, and also draw on local or national studies that focus on the situation of disadvantaged groups, even where these are not specific to WASH (for example, studies that may pertain to vulnerability assessments for climate change, gender-based violence and disability). Collaborating with organisations that focus on marginalised groups and drawing on their data and insights can strengthen the SitAn.

A recent intensive analysis by UNICEF on extreme water vulnerability combines a risk factor (water scarcity levels) with service levels that the population rely on, to determine the number of people affected by high and extremely high water vulnerability. The analysis has produced a global map to identify where those more vulnerable populations are. Similar analysis can be done at country level, to determine the most vulnerable groups to specific risks, by combining different layers of information (UNICEF, 2020j).



STEP 3

Strategy planning or country programme design

Strategy planning or programme design establishes the basis for development of country programme processes where it is important to incorporate the LNOB approach. The theory of change should explicitly outline the expected results for the individuals and groups left behind, with the targeted groups explicitly identified, named and monitored.

The **UN Sustainable Development Cooperation Framework (UNSDCF)** should feature LNOB. UNICEF can work with other UN agencies to develop a framework of cooperation with the government to specifically target those without basic WASH services (in particular, those that suffer from multiple deprivations, and/or discrimination). Engagement can be direct, through the joint advocacy with other UN agencies (e.g., OHCHR, UNHCR, UNDP, UN Habitat, WHO, OCHA, UNOPS, UNAIDS, UN Women).

The **Programme Strategy Note** is developed in consultation with partners. Its preparation enables LNOB and WASH issues to be discussed extensively, with appropriate measures, or solutions formulated. Country offices can inform this consultation by providing evidence, in the form of quantitative and qualitative data based on the SitAn. It is also vitally important that vulnerable groups are included at this stage, to ensure that their voices are heard.

The **Country Programme Document** defines UNICEF priorities, usually for the next four or five years, although the time frame can be shorter, particularly in emergency contexts. WASH priorities need to fully incorporate the LNOB pledge, and be consistent with UNICEF's *Water Game Plan* (UNICEF, 2020c) and its *Game Plan to End Open Defecation* (UNICEF, 2018b). Both documents stress that the needs of those with the lowest service levels (i.e., practicing open defecation and/or drinking unsafe surface water under 'pathway 1' of the Water Game Plan) shall be prioritised. Dealing with the root causes of multiple deprivations and discrimination may involve collaboration with other sectors (e.g., child protection, health, education, social protection). Specific actions on how to address inequalities and end discrimination may be incorporated at this stage. LNOB needs to be incorporated into theories of change and/or logical frameworks. It should also be reflected in indicators and targets – as discussed in Chapter 14.

The **Country Programme Management Plan** defines the financial and human resources to implement the Country Programme. It is therefore important to consider that LNOB might require higher per capita costs and additional efforts (e.g., by establishing cross-subsidies), in order to reach the most disadvantaged groups and to provide sustainable services to those groups.



STEP 4 Implementation

Implementation refers to the day-to-day management of results, budgets, procurement and supplies, programme assurance, review, reporting and the accountabilities within these functions.

The implementation phase offers an important opportunity to put the LNOB approach in practice. Further guidance is provided in Chapter 15, which covers implementation in development and humanitarian contexts. One programme alone may not address all exclusion mechanisms and all vulnerable groups. For that reason, once the analysis has identified all groups that are left behind, there may be a need to set priorities for implementation.

Implementation may involve the integration of LNOB into programmes, and/or specific interventions for left-behind groups. In the former case, the indirect impacts of interventions to specific groups that might have otherwise been excluded should be anticipated (e.g., because of affordability issues). In the latter case, efforts to reach specific vulnerable groups might be undertaken (e.g., specifically targeting those with the lowest service levels, or specific marginalised groups).

The development of the **Annual Work Plan** provides the opportunity to plan and budget for: (i) specific studies and analysis in relation to the human rights-based or LNOB approaches (Table 1 and 2); (ii) dialogue with those facing inequalities and discrimination; (iii) capacity-strengthening, both of those with obligations and those with rights; (iv) modification of indicators and targets; and (v) other practical actions.



STEP 5 Monitoring

Monitoring provides continuous measurement of programme performance throughout implementation. This includes verifying activities, assessing contributions to results, testing programme assumptions, tracking changing risks, and engaging stakeholders. UNICEF and partners need to monitor the effectiveness of strategies and plans to reduce inequalities, end discrimination and bring about progressive realisation of the human right to water and sanitation, as well as the extent that they are resourced and being implemented. Disaggregated data (Chapter 12) plays an important role for monitoring in the LNOB approach. Outcome and output indicators for UNICEF are set out in the results framework of UNICEF's strategic plan (UNICEF, 2017g) and in the proposed results framework of the new strategic plan 2022-2025 (UNICEF, 2021b). Some of the indicators proposed in the new strategic plan include disaggregation with respect to geography, wealth, sex, age, disability and humanitarian situation. However, this disaggregation may not cover all vulnerable or marginalised groups; it should be noted that they may not be sufficient to address the LNOB imperative, by themselves.

The Water Game Plan introduces pathways to help countries define strategies to move from lower to higher service levels, and to prioritise those with the lowest service levels. (i.e. “pathway 1-zero with no access package”). Since 2019, UNICEF internal SMQ monitoring includes questions that allow countries to determine progress in this regard, and to identify which are the main pathways used.

For further discussion on accountability mechanisms, including accountability to affected populations (AAP) and national monitoring, see Chapter 14.

The **Mid-Term Review** and **End-Term Review** is the ideal point to reflect on the extent to which LNOB approaches, plans and targeting were actually implemented and what the outcomes were, as well as to learn from efforts to eliminate inequalities and end discrimination. In cases where LNOB was not part of the original framework, this point in the programme cycle provides an opportunity to consider how to incorporate it.



STEP 6 Reporting

The **Annual Country Office Report** enables spending in priority areas, as well as particular successes or challenges with respect to LNOB to be presented.

Performance Monitoring can enable the extent to which LNOB approaches within WASH are being undertaken, and whether they are achieving the desired results. It provides an opportunity for recommendations to be made and discussed. It is particularly important to pay attention to the disaggregation requested in the **SMQs** and the **RAM**, as well as to provide additional information in the comments section of some of the key indicators. Indicators and disaggregation of data is discussed in detail in Chapter 12.

Quantitative indicators are important in reporting, but they only tell a partial story. They need to be complemented by qualitative information which, for example, provides the context and nuances of programming, as well as the reasons behind the achievement of qualitative results.



In Mongolia, laughing children run hand-in-hand outside the newly opened mobile ‘ger’ (traditional nomadic tent) kindergarten. The UNICEF-funded kindergarten provides pre-primary education for more than 20 children in the nomadic herder community. The children also learn to use water, sanitation and hygiene (WASH) facilities – which often are not available in their homes.

© UNICEF/UN0220810/MATAS



STEP 7 Evaluation

Evaluations, both at country programme level and at project/programme level, can be extremely useful in identifying what worked and what needs to be improved in the future. Evaluations can have an explicit LNOB focus. The issues presented in **Step 5 Monitoring** apply equally to evaluation.

CHAPTER 14

LNOB 'UPSTREAM': THE ENABLING ENVIRONMENT

PRACTICAL ACTIONS FOR UNICEF WASH AND PARTNERS TO ELIMINATE INEQUALITIES AND END DISCRIMINATION WITHIN THE FIVE BUILDING BLOCKS OF THE ENABLING ENVIRONMENT

“In the water and sanitation sector, creating an enabling environment involves building and maintaining institutions, regulations and processes that ensure a sustainable provision of services.” (Heller, 2020). This chapter sets out practical actions for UNICEF WASH and partners to eliminate inequalities and end discrimination with regard to the five building blocks and nine governance functions of the enabling environment (Figure 6). The term ‘systems strengthening’ is also used to refer to strengthening the enabling environment. It is also sometimes referred to as ‘upstream work’.

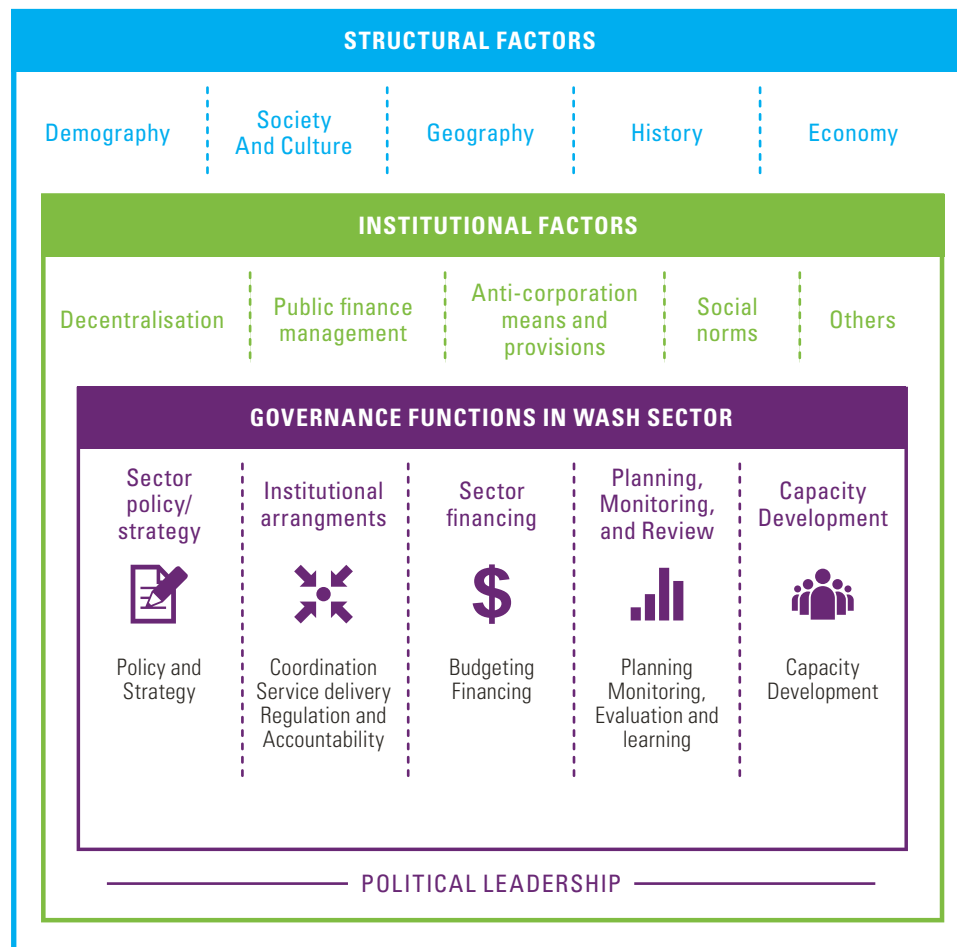
Sector policy and strategy



Policies define the principles and rules that are adopted by institutions, while strategies set out the procedures that need to be undertaken to achieve a set of goals or objectives. In order to fully support the progressive realisation of the rights to water and sanitation and the LNOB imperative, national, state and local government policies and strategies may need to be adapted.

Box 16 below provides recommendations for sector policies and strategies that support LNOB broadly. Note that the subject of targeting, which is also part of

FIGURE 6 UNICEF WASH enabling environment functions (UNICEF, 2016b)



policy, strategy and planning, is discussed in Chapter 15. In several countries, UNICEF has specifically helped to strengthen national policies and strategies regarding to WASH and disability (Box 17).

BOX 16 Practical actions for sector policy and strategy

- Advocate for the prioritisation of marginalised groups in sector policies, strategies, target-setting and investment plans, alongside the development of suitable indicators, transparent criteria and reporting mechanisms which explicitly strive to eliminate inequalities and reduce discrimination.
- Advocate for the inclusion of a household classification system that enables poor or vulnerable households to be targeted with specific, supportive measures. Notably, this is not just relevant for WASH, but also for other sectors, including health and education which can also inform WASH policies and strategies.
- Support the identification of people who are on the move, either as IDPs, or due to nomadic livelihoods and lifestyles, and examine how they can be supported.
- Advocate for and support an explicit targeting strategy, or the incorporation of targeting that addresses inequalities and discrimination within existing WASH strategies.
- Ensure that WASH targeting is documented, with the information placed in the public domain.
- Monitor adherence to targeting strategies.

BOX 17 LNOB in action – supporting policies and strategies for disability in WASH (UNICEF, 2019h; UNICEF, 2020e)

- ✓ In **Zimbabwe**, UNICEF supported the drafting of the National Sanitation and Hygiene Strategy, which is gender- and disability-inclusive.
- ✓ In **Rwanda**, UNICEF is working with government partners to develop the first national guidelines for disability inclusion in WASH.
- ✓ In **Papua New Guinea**, UNICEF developed prototypes on accessible designs for WASH facilities in schools and health centres that meet the criteria previously established in national standards.
- ✓ In **Fiji**, UNICEF conducted a study on the needs and rights of adolescent girls with disabilities, which identified new pathways to narrow inequities and improve the accessibility of WASH in schools. Monitor adherence to targeting strategies.

Institutional arrangements

Domestic legal and regulatory frameworks are central to human rights – providing a legal foundation to clarify the roles, obligations and responsibilities of accountable actors and to establish enforcement mechanisms to hold actors accountable (HRC, 2020). There are three key aspects of institutional arrangements for LNOB: coordination, collaboration and accountability. Box 20 at the end of this section provides links to some key resources with respect to institutional arrangements.

COORDINATION

The progressive realisation of human rights, the elimination of inequalities and ending discrimination requires a comprehensive understanding of who is being left behind and why, with decisions taken on how to address the gaps. In contexts where different stakeholders support WASH, a coordinated approach to the analysis, planning, implementation, monitoring and information-sharing is essential. Typical sector coordination mechanisms include:

- Sector and sub-sector working groups
- NGO/CBO networks and associations
- Donor groups
- Multi-partner alliances
- WASH clusters (in humanitarian settings only)
- Joint Sector Reviews (JSRs), which support accountability as well as coordination (Table 4)

The LNOB approach means going further with coordination mechanisms. This means (for example) ensuring representation of organisations of marginalised groups in working groups, and establishing a specific working group to address issues of inequality, discrimination and the LNOB imperative. All sector networks and associations should find ways of engaging with marginalised groups and ensuring that their voices can be heard in the sector.

LNOB does not only concern WASH. Breaking persistent cycles of disadvantage and inequity that threaten to leave people irrevocably behind is not something that one sector can tackle alone. Long-term collaboration between different sectors is therefore paramount. This is even more pertinent in situations where there is conflict over the use of limited water resources. The LNOB approach calls for essential collaboration with other sectors, to support the gathering of evidence, the analysis of who is being left behind, and the determination of how their needs could be jointly addressed.

Humanitarian response focuses on the objectives of “saving lives, alleviating suffering and maintaining human dignity during and in the aftermath of crises” (UNICEF, 2019a), and is guided by the humanitarian principles of humanity, impartiality, neutrality and independence. UNICEF is the lead agency responsible for WASH cluster coordination in humanitarian settings. The role includes coordination of stakeholders and support in decision making about the allocation of resources. In line with UNICEF’s Core Commitments to Children (Table 2) and IASC guidance for the cluster approach, cluster coordination calls for an equitable response, and not simply a focus on maximising the number of people reached.

Cluster coordinators are often under considerable pressure to support service delivery at speed, particularly at the onset of an emergency, often leading to inequalities being overlooked at the expense of speed. However, there is need to embed LNOB within humanitarian response, and as the lead agency for WASH cluster coordination UNICEF has a key role to play in setting an example, as well as supporting other humanitarian agencies in this regard. As described in Chapter 7, many aspects of LNOB are already enshrined in humanitarian frameworks, commitments and guidelines.

The first volume of the Water Under Fire series, calls governments, WASH sector, donors and other sectors to: realize the rights to water and sanitation for the entire community; and to strengthen multisectoral collaboration where it is relevant to securing multiple outcomes for children. The document also includes some practical examples of the implementation of the LNOB agenda in humanitarian contexts (UNICEF, 2019b).

BOX 18 LNOB in action – including LNOB in national Joint Sector Review Meetings (JSR) (OWNP, 2017)

In **Ethiopia**, the 8th Multi-Stakeholder’s Forum (MSF-8) analysed equity in one of the thematic streams, and included some practical recommendations in the undertakings document. These included:

- ✓ Develop and cascade a WASH equity and inclusion mainstreaming guideline for the ONEWASH national programme;
- ✓ Establish a common platform for all WASH partners and organisations to promote and mainstream a WASH-inclusive agenda at all levels;
- ✓ Include key indicators under the existing WASH MIS to measure participation, contribution and access to WASH services to people being left behind;
- ✓ Review and take affirmative measures to update the current gender engagement approach; and
- ✓ Develop national standards and build the capacity of WASH facilities to consider the specific needs of women, elders and people with disabilities.

SERVICE DELIVERY

WASH services should reflect the entire community’s needs and capabilities, including marginalised groups. Service delivery is defined as a set of mechanisms (a model) to provide reliable, affordable, good quality WASH services on a continuous basis (UNDP/ UNICEF, 2015).

Guidance on how to integrate LNOB in service delivery are presented in Chapter 15.

REGULATION AND ACCOUNTABILITY

Accountability for service delivery is critical to ensure that no one is left behind. In the human rights framework, “...accountability refers to the relationship of government policy makers and other duty bearers to the rights holders affected by their decisions and actions.” (UNICEF, 2016b). Accountability mechanisms should therefore strengthen the ability of citizens to express their preferences and allow them to be heard by the state through formal or informal channels. Accountability has a corrective function – addressing individual or collective

grievances and sanctions for wrongdoing; and a preventative function – clarifying aspects of policy or service delivers as good practices ('Who, how and for what?', 2020). Accountability should connect law, policies, practices, and stakeholders in a virtuous cycle (Hepworth, et al., 2020).

Accountability can be broken down into the three dimensions of responsibility, answerability and enforceability (UNDP/UNICEF, 2015; UNGA, 2018). Practical actions that can be taken with respect to accountability are summarised in Table 8.

TABLE 8 Actions for accountability in WASH (adapted from UNDP-SIWI Water Governance Facility/UNICEF, 2015)

ACCOUNTABILITY DIMENSION	OBJECTIVE	ACTION SHEETS
RESPONSIBILITY Defining the roles and enabling cooperation in service delivery	Enhance policy coherence	✓ Definition/revision of sectoral policies
	Clearly define allocation of responsibilities between stakeholders	✓ Instruments to clarify roles and responsibilities of users and service providers (e.g., standardised contracts, citizen charters) ✓ Instruments to clarify the delegation from governments to service providers (e.g., delegation contracts, performance-based contracts)
	Put coordination mechanisms in place	✓ Supporting sector coordination and sector reviews (e.g., Joint Sector Reviews, Sector-Wide Approach)
ANSWERABILITY. Informing, consulting and including stakeholders in all stages of service delivery	Enhance the flow of information and use of consumer feedback	✓ Real-time monitoring of water and sanitation services ✓ Citizen report cards ✓ Community scorecards
	Improve consumers access to information	✓ Informal mechanisms for information dissemination, (e.g., support to media, awareness raising to community) ✓ Disclosure of information by State agencies and service providers (e.g., through websites, campaigns, citizen service centres)
	Create spaces for stakeholder participation and influence	✓ Public expenditure tracking surveys ✓ Participatory budgeting ✓ Community based monitoring ✓ Spaces of dialogue and interaction on water and sanitation services (e.g., Public Advisory councils, public hearings)
ENFORCEABILITY. Monitoring performance, supporting compliance and enforcement of public officials, service providers and institutions	Support the establishment or functioning of a regulatory function	✓ Supporting the regulatory body (e.g., support its establishment, capacity building, and performance) ✓ Support to social participation in regulation, (e.g., Water Watch Groups, community mapping)
	Strengthen external and internal control mechanisms	✓ Supporting the role of consumer associations in holding state and providers to account (e.g., citizen oversight committees, public litigation) ✓ Support Institutional mechanisms for oversight and checks and balances (e.g., State Audit, Ombudsman, anti-corruption agencies) ✓ Support the establishment and use of utilities' complaint and grievance mechanisms, and consumer protection ✓ Integrity pacts

Regulation also has an important role in achieving accountable delivery of services. Good regulatory frameworks set down the rules or standards that define how services should be provided in a given context, and the institutions responsible for monitoring compliance with norms and standards (Box 18).

Accountability to Affected Populations' (AAP) is enshrined in guidance for humanitarian response (Table 3). The UNICEF (2020b) evaluation of WASH in protracted crises found inadequate emphasis on community engagement and user feedback in humanitarian response. Measures to enhance both of these are summarised in Box 19.

Sector financing



Two key aspects of sector financing are particularly important for the LNOB approach – the budget and finance.

BUDGET

A government budget is an official statement of how much it plans to spend over a particular period of time. Budgets include the costs of building and maintaining infrastructure, staff salaries, training costs, transportation, communication, materials, consultancy services and administration. Budgeting takes investment plans and available financial resources into consideration. The effective and

BOX 18 Regulation and accountability (UNGA, 2017)

According to the 2017 Special Rapporteur's report A/HRC/36/45, on the role regulatory frameworks play in the implementation of the human rights to water and sanitation at national level, regulators have three core functions that are very well aligned with the three key accountability dimensions:

1. **Setting standards.** Regulators are responsible for setting performance standards which should give practical meaning to the normative content of the human right to water and sanitation, regarding availability, accessibility, quality and safety, affordability, acceptability, privacy and dignity.
2. **Information collection and monitoring compliance.** Regulators play a key role in monitoring service providers compliance and therefore must be able to collect, analyse and disseminate accurate information on the performance of all service providers (formal and informal).
3. **Enforcement.** Regulators should hold service providers accountable for non-compliance with the rights to water and sanitation, through sanctions if applicable, and should establish user accountability mechanisms, and complaints and dispute resolutions.

efficient use of resources is closely related to transparent and accountable budgeting, with the progressive realisation of the rights to safe water and sanitation alongside considered in the context of using the maximum available resources, as described in Chapter 7 (HRC, 2020).

BOX 19 Accountability to users through user engagement and user feedback

User engagement is important in order to help to mitigate risks of dysfunctional water supply infrastructure and inappropriate sanitation. User engagement is essential to ensure that UNICEF and partner organisations are able to understand the specific needs of particular groups, such as people with disabilities (Chapter 9), women and adolescent girls (Chapter 8) and others (Chapter 10).

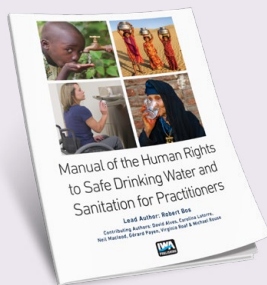
User feedback can enable systematic failings to be identified. Feedback enables complaints by users to be made. However, for a feedback system to have value, they need to be

accessible, even to the most vulnerable, complaints need to be comprehensively recorded and appropriate response needs to be taken. Feedback mechanisms need to ensure that complaints are being resolved and should be properly documented, with reports placed in the public domain. Additional or specific feedback mechanisms may be required to enable the complaints of particular vulnerable groups to be heard.

A recent report on accountability to affected populations (2018-2020) estimated that 43% of UNICEF WASH programmes have systems to collect complaints and feedback from affected

populations. For example, in Bangladesh, UNICEF operates fourteen information and feedback centres in camps, and four in host communities. Queries and feedback are received by trained female and male information service providers and are responded to immediately by providing information. Feedback is recorded in logbooks, and where it cannot be addressed on site it is referred and elevated to the relevant agency. To improve feedback management, UNICEF developed a real-time data generation system, maintained by information centres staff and accessible to all partners to monitor feedback (UNICEF, 2021a).

BOX 20 Select further reading on the institutional arrangements for WASH in relation to LNOB



MANUAL ON THE HUMAN RIGHTS TO SAFE DRINKING WATER AND SANITATION FOR PRACTITIONERS
(IWA, 2016)



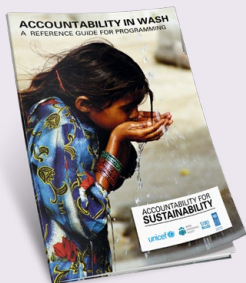
WORLD BANK: JOINT SECTOR REVIEWS
(Danert, et al., 2016)



SPECIAL RAPPORTEUR. REPORT ON SERVICE REGULATION AND THE RIGHTS TO WATER AND SANITATION
(UNHRC, 2017)



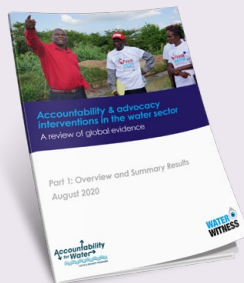
SPECIAL RAPPORTEUR. REPORT ON ACCOUNTABILITY AND THE HUMAN RIGHTS TO SAFE DRINKING WATER AND SANITATION
(UNGA, 2018)



ACCOUNTABILITY IN WASH: A REFERENCE GUIDE FOR PROGRAMMING
(UNDP/UNICEF, 2015)



WORLD BANK: GLOBAL PARTNERSHIP FOR SOCIAL ACCOUNTABILITY
(GPSA, 2020)



WATER WITNESS: ACCOUNTABILITY IN THE WASH SECTOR
(Hepworth, et al., 2020)



THE WASHREG IMPLEMENTATION GUIDE
(UNICEF/SIWI, 2020) (unpublished)

 CLICK ON COVERS TO DOWNLOAD PUBLICATIONS

Chapter 7 emphasises the importance of national strategies and plans, and the need for an assessment of the resources required to address the whole population, with a focus on those in vulnerable situations. Political leaders, government, civil society and development partners all need to know the WASH investment requirements for the country as a whole for different scenarios. This can be re-formulated in the form of a realistic sector investment plan and budget, which every country should have (Box 21). The investment plan may only cover WASH, or be wider, depending on how the particular country defines the sector. Developing such a plan requires reliable, accessible information and collaboration between stakeholders.

FINANCE

The financial sources of investment are tariffs, taxes and transfers (also known as the '3Ts').

Beyond direct government investment (**taxes**) and ODA **transfers**), a significant proportion of the WASH sector investment comes from contributions from the users, via self-supply investments or through **tariffs**. LNOB policies in WASH can make use of 'smart' tariffs that ensure

affordability to the services for the poorest and most vulnerable segments of the society, for instance through the establishment of cross-subsidies, or the use of micro-loans and deferred instalments to help people afford network connection rates (UNICEF & WHO, 2021).²³

Tariffs are extremely important to ensure the sustainability of systems and increase equity, but it is often difficult to balance full cost recovery with affordable tariffs. If water is made available at no cost to the user, or is under-priced, long-term sustainability and overuse of water is a common problem (Damainia, 2020). The aim to provide access to sufficient quantities of domestic water at affordable prices can therefore conflict with preventing water wastage or encouraging water savings. A single tariff, no matter how ingeniously designed, may not meet both policy goals simultaneously (Damainia, 2020)

It is important to consider the establishment of clear principles regarding water tariffs, even when government policies provide such guidelines. Meaningful engagement in issues of tariffs and community investments, 'willingness to pay' studies and government approval of tariffs is key to support the long-term interests of the poor. Supporting and accompanying WASH committees and utilities on how to select appropriate tariffs with cross-subsidies, or other support for the poorest users, is also essential to ensure that services are accessible for all and sustainable. Tariffs are not pro-poor if services cease to function because finances were not set on a sustainable basis from the start. Box 22 provides practical actions that have taken place with respect to ensuring equitable tariffs.

Budget allocations do not always provide evidence that states are utilising the principle of maximum of their available resources for the progressive realisation of the human rights to water and sanitation (see Chapter 6). Financial tracking can therefore provide another key element of WASH governance to broaden the understanding in this area.

Innovations and reforms in public financial management provide citizens with access to financial information that can enable a better understanding how WASH is (or is not) being financed. Most finance ministries can provide information

²³ Internal document for UNICEF staff and consultants only. Not in the public domain.

BOX 21 Characteristics of a good sector investment plan

A good sector investment plan is a very powerful tool which:

- Considers different levels of service, being mindful of minimum core obligations of the human right to water and sanitation (Table 1);
- Considers not only national targets, but also targets for specific groups, geographic areas in order to improve services for those who have been left behind;
- Considers not just initial capital investment, but the full, life-cycle cost of services, which are inclusive;
- Shows what happens when financial resources are invested in different ways (for example, rural/urban, capital/maintenance/rehabilitation/institutional support, groups with less than basic services/groups who already have improved, or safely managed services);
- Shows what is to be expected for water supply and sanitation coverage, service levels, equity and functionality in different areas, and for different contexts (e.g., rural/urban) for different levels of investment; and
- Shows different investment scenarios and models to reach national targets, reduce inequalities and eliminate discrimination.

BOX 22 LNOB in action – examples of efforts for equitable tariffs (UNICEF, 2019h; UNICEF, 2020e)

- ✓ In **Bosnia and Herzegovina**, UNICEF helped partner municipalities develop a more equity-focused picture of their communities and target their social assistance to the most deprived groups. Databases were created by each municipality to identify poor families with children, children and adults with disabilities, the elderly, and those without family support. Specific grants, subsidies on the water tariffs, or water equipment were provided depending on their needs.
- ✓ In **Nigeria**, the setting of an appropriate water tariff was left to the decision of the local communities without being based on a cost recovery approach. Equity concerns were taken into consideration in many communities, which in some instances decided to charge households based on the number of cows they own (UNICEF 2016c).
- ✓ Beyond tariffs, in **India**, the promotion of alternative credit models through women's self-help groups resulted in 15,000 affordable WASH loans (worth US\$3 million) in one state.

on WASH budgets and expenditures by different government agencies and departments. Depending on the way that donor funds are captured, this information might also be available in the public domain.

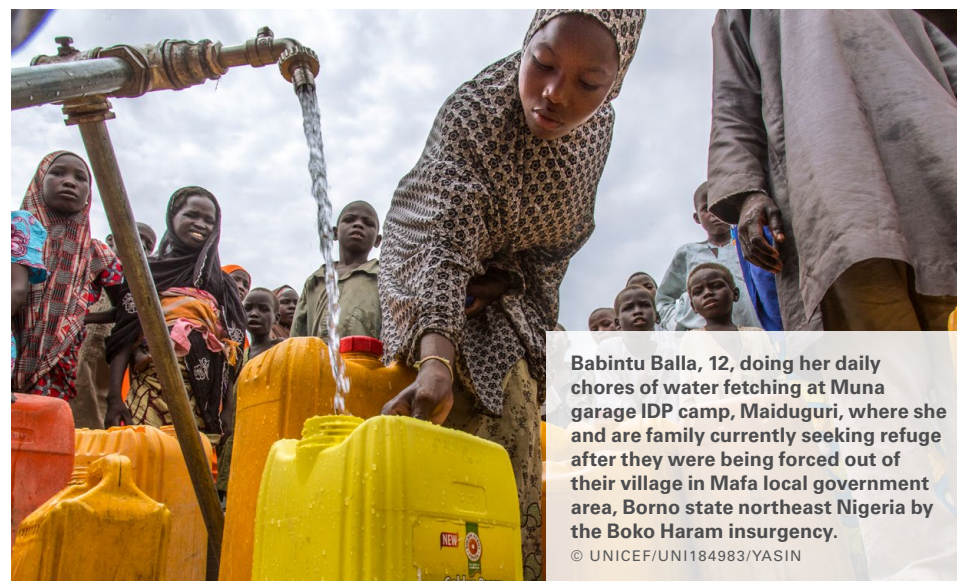
From a human rights perspective, effective use of the different sources of finance means that states specifically target resources towards populations in vulnerable situations and underserved areas. Monitoring expenditure requires that spending data is disaggregated, and can be compared with demographic, geographic and other data that reveals progress and changes in inequalities. This information has to be made available and be understood by non-experts. Box 23 provides two examples of identifying and tracking WASH expenditures – both longstanding mechanisms for accountability.

Tools that support the analysis, tracking and reporting of budgets, outputs and services are listed Table 8. In countries with multiple stakeholders, Joint Sector Reviews (JSRs) can support financial tracking, particularly if they are fully integrated into national planning and reporting.

Planning, monitoring and review



Ongoing planning, monitoring and review processes, as well as dedicated studies, can provide evidence of who is being left behind and to what degree. Given that marginalised groups are often invisible in official data, other mechanisms are needed to bring in their



Babintu Balla, 12, doing her daily chores of water fetching at Muna garage IDP camp, Maiduguri, where she and her family are currently seeking refuge after they were being forced out of their village in Mafa local government area, Borno state northeast Nigeria by the Boko Haram insurgency.
© UNICEF/UNI184983/YASIN

perspectives and experiences and triangulate information (UNSDG, 2019a). The reports by UN human rights mechanisms and the Special Rapporteur on the Human Rights to Water and Sanitation are noted as important sources of information in-country (Chapter 3). Reports by civil society organisations, or academic publications on the subject can also provide alternative sources of information for planning, monitoring and review.

BOX 23 Examples of financial tracking – TrackFin and sector performance measurement in Uganda

The TrackFin methodology (WHO, 2020) enables countries to track financing to the sector based on standard classifications, and to develop a set of WASH accounts and indicators presented in a comparable format. This helps answer four basic questions:

1. What is the total expenditure in the sector?
2. How are the funds distributed between the different WASH services and expenditure types, such as capital expenditure, operation and maintenance expenditure, and cost of capital?

3. Who pays for WASH services?
4. Which entities are the main channels of funding for WASH and what is their share of total spending?

The Ugandan annual Water and Environment Sector Performance Reports (*MWE, 2020*) includes data on government budget allocation, expenditure and release for all sub-sectors at national level, and WASH expenditure by local governments as well as NGOs. It also includes progress

in terms of access, equity and other key indicators. A popular version of the report is published in the national newspapers. When information showed the public that allocations to local governments were not reducing inequalities in access to drinking water supplies, this was instrumental in changing the allocation formula for local government grants for WASH (*Ssozi & Danert, 2012*).

PLANNING

Communities must be able to actively participate in the planning process of ending inequalities in WASH, and be able to convey their concerns and understanding about the services that they are receiving, want and need (HRC, 2020). Institutional arrangements for meaningful participation of users provide a mechanism for reducing inequalities and ending discrimination.

Citizens can be given a formal position within an oversight panel, or other policy or resource allocation decision-making agency (UNDP & UNICEF, 2015). Another example is the membership of lower castes in water management committees (UNICEF, 2018a). Affirmative actions can provide an effective mechanism to promote the participation of girls and women in otherwise male-dominated forums. For WASH, it is common to establish a quota of women for the water committee, while some countries (or programmes) stipulate that there should be at least one woman in a committee leadership position. To date, there are less examples on establishing affirmative actions to ensure the active participation of other vulnerable groups.

It is also important to establish a clear accountability mechanism that allows users to raise complaints to the service providers in all management models, from community-managed systems to private utilities.

The WASH BAT is a systematic, analytical and planning tool, developed by UNICEF to analyse WASH sector bottlenecks which can be used to support the planning process, to enable different constituencies and groups, including those who are being left behind to be better considered. Many of the assessment criteria consider how left behind groups are faring, and how they will be gain access to services. The WASHBAT has been implemented in over 50 countries to date. More information can be found at the dedicated website for the tool, at www.washbat.org.

MONITORING, EVALUATION AND LEARNING

UNICEF strategy for *WASH 2016-2030* (UNICEF, 2016a) commits to “strengthen monitoring systems to better identify the most vulnerable and disadvantaged groups”. Monitoring needs to support accountability, with reports and simplified

BOX 24 LNOB in action – examples of efforts to support national monitoring (*UNICEF, 2019h; UNICEF, 2020e*)

- ✓ UNICEF has supported the development of national monitoring systems in a number of countries, for example: **Cambodia**’s rural WASH management information system and **Lebanon**’s Healthy Camp Monitoring Tool incorporate inclusive WASH. In **Zimbabwe**, data from UNICEF monitoring systems were used for a report on WASH and disability presented at the National Disability Expo in 2019.
- ✓ A growing number of countries are also using ‘**U-Report**’ as a tool to collect feedback from young people and other citizens, contributing towards users’ accountability.

BOX 25 Examples of questions for targeted monitoring of specific groups in relation to outcomes

Examples of questions that can help to guide the monitoring of specific groups with respect to WASH outcomes are:

- Do people in vulnerable households access the water services provided?
- Are people with disabilities able to use sanitation services provided?
- Are the water services provided meeting people’s full needs?
- Are adolescent girls able to regularly attend schools where facilities for menstrual hygiene were provided?
- Do children with disabilities attend schools where accessible WASH facilities were provided?
- Do people feel safe and dignified in using sanitation and hygiene facilities in camp settings?
- Are latrines considered ‘female-friendly’ by the women who use them?
- Have the needs and voices of indigenous people or particular ethnic minorities been properly considered and catered for?

extracts available and accessible in the public domain. Ideally, UNICEF monitoring should support in-country monitoring, and feed into national processes and reports (Box 24). For both humanitarian response and development programming, it is essential that plans to target vulnerable populations are monitored and reported on, to ensure they are actually being implemented.

Outcome monitoring that enables the LNOB approach needs to make use of appropriate indicators and disaggregation, well-defined quantitative and qualitative data from different sources, and draw on information generated through user feedback (see Chapter 12). Effective monitoring requires reliable data and efforts to ensure that what is collected and analysed provides meaningful information for reporting. UNICEF should use not just its own data, but data from other sources (Chapter 12). GLAAS reports could be a good source of information since they include LNOB indicators. In cases where existing data are not sufficient, targeted monitoring of specific groups should be undertaken (see Table 7 and Box 25). Practical action to strengthen monitoring for LNOB are described in Box 26.

Capacity development



“Public and private institutions at all levels must have the capability to carry out their roles and responsibilities for effective WASH service delivery at scale.” (UNICEF, 2016b). Within an institution, capacity refers to adequate personnel with the full range of skills and knowledge required to undertake their responsibilities. One key area for capacity strengthening, is that of realising human rights at local government levels in a non-threatening manner (Box 27)

Advocacy is a key aspect of claiming human rights. Many civil society organisations (CSOs) are well-placed to take on this role. End Water Poverty’s *Campaign Guide to the Human Rights to Water and Sanitation* (2014) provides practical guidance on advocacy in relation to the human right to water

BOX 26 Practical actions to strengthen monitoring efforts for LNOB

- Strengthen the capacity of national partners to identify who is being left behind, improve coverage of national surveys where required, and monitoring process (for example, through collaboration between the National Commission on Human Rights and national bureaux of statistics).
- Advocate for the inclusion of household classification and national sub-groups in national surveys.
- Support the collection and analysis of disaggregated data that captures the situation of those that are vulnerable and marginalised, e.g., by undertaking studies on the situation, and deprivations of specific national sub-groups that are currently not counted or reflected in national statistics.
- Support participatory consultations where marginalised groups can engage with governments to reflect on their situation and solutions.
- Support ministries, government departments, agencies and other WASH providers to collect and analyse administrative data for inequalities, e.g., through water point mapping.
- Develop a sector performance measurement framework, with key performance indicators that encourage the measurement of inequalities and discrimination.
- Support the monitoring of inequalities, including collaboration with organisations that understand the needs of specific groups, and ensure effective visualisation of the information generated.
- Undertaking accessibility and safety audits, in collaboration with organisations of persons with disabilities to ensure that all aspects of location, design and usability are considered.

Given the range of WASH services that exist outside the formal system, working to build capacity of informal providers can be invaluable – increasing the available non-financial resources to progressively realise the human rights to water and sanitation (HRC, 2020).

BOX 27 ‘Making Rights Real’ approach – realising human rights and WASH at local government level (WASH United, 2020)

The Making Rights Real approach has been developed by a consortium of organisations including UNICEF, WASH United, WaterAid, Simavi, UTS Institute for Sustainable Futures, RWSN and EWP.

Local government officials across various countries grapple with a lack of financial and human resources. Political leadership and influence typically determine decisions and many officials do not see themselves as duty bearers of human rights (Pati & Neumeyer, 2018). The result is unclear roles and responsibilities.

The ‘Making Rights Real’ toolkit takes a pragmatic approach to putting the human rights to water and sanitation into practice for local government in a non-threatening manner. The toolkit comprises a manual, journey and pocket guide for a one-on-one conversation between those who work closely with local government and the officials themselves. The toolkit emphasises the centrality of local government, and the officials themselves to ensure that everyone can access affordable drinking water

services in their district/county. Using simple and direct language, it demystifies the principles of equality and non-discrimination, access to information, participation, accountability and sustainability. Responsibilities and actions for coordination, assessment and analysis, planning (setting targets and priorities), implementation (collaboration and commitment), supervision and monitoring are clarified, with the need for financial resources for each of these stages prominent throughout. The toolkit is available [here](#)

CHAPTER 15

LNOB 'DOWNSTREAM': WASH SERVICE DELIVERY

PATHWAYS TO IMPACT, TARGETING, DELIVERING AND SUSTAINING SERVICES AND CLUSTER COORDINATION

Pathways to impact

There are two main pathways to address inequalities in WASH service delivery – either through LNOB-inclusive interventions (mainstreaming WASH) or through targeted interventions for specific vulnerable groups. These pathways are illustrated below in Figure 7, in relation to people with disabilities. Both pathways are valid and should contribute towards direct and indirect impacts.

Targeting

“Water and sanitation services must be provided on a non-discriminatory basis.” (HRC, 2020). This means that “...those who are unserved or underserved must be afforded greater attention”, to reduce disparities (HRC, 2020). Targeting particular population groups with particular services is one way of reducing inequalities and ending discrimination. Targeting is influenced by political, humanitarian and efficiency considerations, alongside LNOB indicators and criteria, with trade-offs invariably made. A good sector investment plan (see Chapter 14) provides key information to set targets, and to develop targeting mechanisms which bring about progressive realisation of the rights to water and sanitation in the home, as well as for WASH in schools, health care facilities and other institutions.

FIGURE 7 Multiple pathways to impact for disability inclusive and accessible WASH (UNICEF, 2018e)



Clear targeting criteria can enable geographic areas (Box 28), or specific populations for intervention to be prioritised. When prioritising, criteria may be combined (e.g., Box 14. Figure c). Targeting commences at the planning stage, but it needs to be carried right through to implementation. The effectiveness of targeting processes is influenced by the availability and reliability of data (Chapter 12), but targeting strategies can also be used to galvanise action to improve data disaggregation,

data collection and analysis. While specific geographic areas or particular groups may be selected for targeting in the planning process, this does not always result in implementation in these areas, or for these groups (UNICEF, 2018). This highlights the importance of not only documenting the decision-making process, but also of: (i) monitoring and reporting where, for whom, and how investments were made, whether the activities were undertaken, and the outcomes; and (ii) ensuring there are accountability and feedback mechanisms for the targeting process.

DELIVERING AND SUSTAINING WASH SERVICES

Standards with respect to WASH service delivery have been set, with a dual emphasis on providing quality services and ensuring that they are sustained. UNICEF strategy for *WASH 2016-2030* (UNICEF, 2016a) provides technical programming guidance for these aspects. However, UNICEF country offices and partners can make a significant difference to LNOB in WASH by going further. Table 9 provides actions and ways of working that specifically aim to eliminate inequalities and end discrimination in delivering and sustaining WASH services. The table is not intended to be comprehensive, or to be used as a checklist, but

BOX 28 Examples of geographic targeting

- Districts where the populations have the highest average time spent on water collection (prioritises women and children with high burdens of domestic work).
- Districts in which populations are particularly vulnerable to extreme weather events that threaten livelihoods and service access.
- Geographic areas where the largest proportion of the population do not have access to a basic water supply (prioritises inequalities in terms of water supply services).
- Geographic areas with the largest proportion of open defecation, or the lowest number of ODF communities (prioritises inequalities in terms of sanitation).
- The sub-districts with the greatest levels of stunting (prioritises children with poor health outcomes).
- Dispersed rural areas and villages of less than 500 inhabitants (prioritises a particular group within a geographic area).

provides practical examples for inspiration which should trigger further ideas. WaterAid's *Toolkit: Understanding and addressing equality, non-discrimination and inclusion in WASH* (2018),²⁴ has an engaging format, and provides many practical ways to support LNOB in WASH in 'downstream' operations.

24 Available [here](#).

In South Sudan, Richard Charles is managing the taps as part of the water management committee.
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TABLE 9 Ideas for actions and ways of working towards LNOB when delivering and sustaining WASH services in both humanitarian and development interventions²⁵

PRACTICAL ACTION	PRACTICAL ACTION
AWARENESS-RAISING, LEARNING AND ADVOCACY	PARTICIPATION AND COMMUNITY MOBILISATION
<ul style="list-style-type: none"> <input type="checkbox"/> Learn about the key concepts and practical aspects of LNOB, including non-discrimination, equality, equity, and linkages with human rights-based and child rights approaches. <input type="checkbox"/> For a summary of concepts, see Chapters 1 to 6 of this Guidance Note and the WaterAid toolkit (WaterAid, 2018). 	<ul style="list-style-type: none"> <input type="checkbox"/> Ensure that individuals that are being left behind are involved, and advocated for in community meetings such as Community Led Total Sanitation (CLTS) triggering events, and when developing tailored solutions such as accessible designs for people with disabilities, women and children. Bear in mind barriers to inclusion include stigma and shame.
<ul style="list-style-type: none"> <input type="checkbox"/> Organise seminars in which UNICEF staff, government, NGOs, private sector, and training/academic institutions explore stigma, and their fears and biases regarding groups that are marginalised and discriminated against, alongside negative attitudes which may inhibit engagement. In order to address deep-seated social norms that affect attitudes and behaviour of staff, self-assessment exercises that promote reflection on biases and discrimination can be extremely helpful. <i>See the WaterAid toolkit (WaterAid, 2018) for guidance on different methods.</i> 	<ul style="list-style-type: none"> <input type="checkbox"/> Involve groups in hygiene promotion, sanitation and water supply development activities that tend to be left behind, including those with less power. Ensure that times are convenient for them and that separate discussions for different groups (e.g., for men and women) are held where necessary.
<ul style="list-style-type: none"> <input type="checkbox"/> Invite representatives from people that are being left behind and/or their organisations to share experiences and explain how their needs could be addressed. Specialist organisations can provide context specific training for WASH staff. 	<ul style="list-style-type: none"> <input type="checkbox"/> Involve of vulnerable groups within communities in decision-making (e.g., site and technology selection, management and setting of tariffs).
<ul style="list-style-type: none"> <input type="checkbox"/> Undertake a SitAn, study or other analysis and/or map out the specific needs of particularly vulnerable groups. <i>See Table 8 for an overview of select analysis methods.</i> 	STRATEGIES, GUIDELINES AND APPROACHES
<ul style="list-style-type: none"> <input type="checkbox"/> Ensure that information on WASH includes facts about menstrual hygiene, disability and communicable diseases, that it challenges false beliefs that result in discrimination and that it reinforces the need for access by everybody. 	<ul style="list-style-type: none"> <input type="checkbox"/> Establish links with relevant agencies and sectors (e.g., health, rehabilitation, protection, gender-based violence) to address issues or needs that are beyond the WASH sector.
ACCOUNTABILITY	<ul style="list-style-type: none"> <input type="checkbox"/> For information on people with disabilities <i>see Chapter 9.</i>
<ul style="list-style-type: none"> <input type="checkbox"/> For user accountability specifically, <i>see Chapter 14</i> 	<ul style="list-style-type: none"> <input type="checkbox"/> For information on gender equity, <i>see Chapter 10.</i>
<ul style="list-style-type: none"> <input type="checkbox"/> For broader accountability, <i>see Chapter 13</i> 	<ul style="list-style-type: none"> <input type="checkbox"/> For information on pastoralists and nomadic communities, people living and working on penal institutions, people on the move, indigenous peoples, sex workers and other stigmatised groups, <i>see Chapter 11.</i>
<ul style="list-style-type: none"> <input type="checkbox"/> Always clarify who is responsible for monitoring the safety and dignity of users when developing or accessing WASH facilities in camp settings. 	<ul style="list-style-type: none"> <input type="checkbox"/> Ensure that information for WASH users is available in local languages, in accessible formats, making use of pictures for people who cannot read or hear, and that everyone has access to the relevant information.
	<ul style="list-style-type: none"> <input type="checkbox"/> Implementation of Environmental and Social Safeguards (ESS) in all programme interventions
	<ul style="list-style-type: none"> <input type="checkbox"/> Ensure that 'do not harm' principles are adhered to.

25 This table has been strengthened using the WaterAid (2018) Toolkit for Understanding and addressing equality, non-discrimination and inclusion in WASH, in particular checklists (pp 52-52; 75-77).

PRACTICAL ACTION

INFRASTRUCTURE AND TECHNOLOGY

- Support the establishment of sustainable, affordable WASH services that are equipped with inclusive WASH facilities & safe spaces for all.
- Ensure that accessible and inclusive design principles are adhered to. Undertake efforts to specifically meet the needs of people with different types of disabilities and the elderly noting that lack of experience means that households can rarely design and build a latrine to serve people with disabilities in their household. Households may need external facilitation to design and build adapted latrines.
- Ensure that technologies are used which can effectively reach remote, or difficult to serve areas, and difficult to serve people within communities.
- When selecting technologies for poor communities, ensure that operation and maintenance is affordable for all users, with supply chains for repair and replacement in place.
- Ensure that shared services (e.g., latrines) are sex-segregated, incorporate inclusive facilities, enable privacy and can be accessed by all users.
- Ensure that WASH facilities (in particular in emergency settings) are safe (e.g., latrines with functional lighting that can be locked by users as required) and appropriate to cultural and local contexts.
- Ensure that WASH facilities in community settings are sited so that they are safe to reach, accessible and preserve the dignity of all users at all stages of their lives.
- Adapt technologies for challenging conditions and groups (e.g., nomadic populations, people living in slums).
- Ensure that technology types, number of facilities and siting of water points and sanitation facilities enables access for all in a particular community. Ensure that community leaders do not dominate access at the expense of more distantly located or stigmatised households, and other people that are being left behind.
- Undertake accessibility and safety audits of facilities.

PROGRAMME MONITORING

- For monitoring, see Chapter 14

(Left) Einosio Banze, 24, a faecal sludge operator working for ACADEC, a community-based organization contracted by Water and Sanitation for the Urban Poor (WSUP), and his colleague Lino Luís Nhandimo, 22, clean and deactivate an informal latrine at a house in Maputo, Mozambique.

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CHAPTER 16

IMPLEMENTING LNOB APPROACH INTO UNICEF WASH

This Guidance Note provides the foundation to successfully integrate the LNOB approach into UNICEF WASH programming.

The **self-assessment** below provides a succinct overview of key LNOB elements. The assessment can be used by country offices to help to identify gaps and to develop a plan for gradually integrating LNOB into WASH programming and activities that contribute to the enabling environment of the WASH sector.

Evidence and analysis: determining who is being left behind and the root causes of deprivations, disadvantage and discrimination

- Have you identified which groups are left behind in your country or programme area in terms of access to WASH services?
- Have you identified the direct and underlying causes of the aforementioned groups being left behind?
- Have you identified capacity gaps that exist among those key actors (duty bearers, right holders and other stakeholders) in relation to the fulfilment of their rights and duties?
- Have you mapped which stakeholders are currently playing a role and/or could play a role (e.g., organisations that represent marginalised groups such as organizations of persons with disabilities and women's groups) in participating or supporting planning and interventions?

- Have you discussed with other sections (e.g., social policy, health, child protection, education) about the cross-sectoral nature of LNOB and the possibility of joining efforts in this regard (e.g., to jointly conduct an equity analysis)?
- Have you considered all of the following five factors of discrimination (assumed or ascribed identity or status), geography (isolation, transport, technology), vulnerability to shocks (conflict, climate environment), governance (laws, policies, institutions, participation) and socio-economic status (multi-dimensional poverty and inequalities) in the identification and prioritisation of left behind groups?
- Have you identified how public funds and grants are distributed between different population groups, and whether they are used to increase access to the poor and vulnerable groups?
- Have you conducted any specific analysis (e.g., equity, gender, disability or affordability analysis) to identify if there are any particular barriers that prevent particular groups from equitable access to services and the fulfilment of their rights? Conversely, have you identified opportunities for these barriers to be addressed?
- Are you aware of any specific policies or practices that affect the aforementioned groups negatively and which might require specific attention?
- Have you appointed a focal point for LNOB within the WASH programme team, to ensure that LNOB issues and targeted approaches and activities are followed through?

Planning, evaluation and review

- Have you taken any specific action to ensure participation of LNOB groups in the identification of needs and programme interventions?
- Does your SitAn identify the environmental, attitudinal, economic and institutional barriers faced by different marginalised groups?
- Have you used existing analysis or conducted any additional analysis (as part of the SitAn) to incorporate the elements mentioned in the previous section (evidence and analysis)?
- Have marginalised groups been effectively consulted in the development of the analysis?

- Has the feedback from marginalised groups been considered in the SitAn?
- Can the SitAn be considered as an inclusive rights-based, equity-focused situation analysis?
- Have you established an action plan to make sure that the LNOB agenda is properly addressed? (Note: this checklist and Guidance Note can help you develop that action plan with priorities, budgets and milestones).
- Do you have mechanisms in place (e.g., specific surveys, field monitoring) to identify potential barriers to participation for specific marginalised groups?
- Do you have mechanisms in place (e.g., specific surveys, field monitoring) to identify potential barriers to access to services by marginalised groups?
- Do you identify specific groups in objectives, indicators and targets, and when describing activities and reporting on outcomes?
- Have you used the findings from previous evaluations to provide recommendations and to update ongoing WASH interventions/programmes, inform future WASH strategies and plans in LNOB issues?
- Have you systematised lessons learned on LNOB (e.g., in technical notes, percentage of WASH beneficiaries that are marginalised groups)?
- Have you set targets in the HAC exercise (for HAC countries) for vulnerable groups?
- Have you specifically considered the Core Commitments for Children in your planning, evaluation and reviews?

Monitoring

- Have you identified quantitative and qualitative indicators that measure WASH barriers and access for marginalised groups?
- Have you identified both indicators that are specific to marginalised groups and general WASH indicators that required disaggregation by age, gender and disability?
- Do you have a clear understanding of available disaggregated data and data gaps?

- Are you supporting innovative ways of tracking, visualising and sharing information (including making information available in accessible formats for persons with disabilities)?
- Are you developing the capacity of partners to monitor inequalities?
- Have you mapped available secondary sources (e.g., studies, surveys) that could be used to measure progress of specific variables in relation to LNOB?
- Do you have monitoring and reporting mechanisms that provide disaggregated information for LNOB groups (e.g., wealth quintiles, gender, disability, age) at programme and UNICEF's Country Programme level?
- Are you supporting the WASH sector and partners to collect and analyse disaggregated data that captures the situation of those that are marginalised? For example, by undertaking studies on the situation, and deprivations of specific national sub-groups that are currently not counted or reflected in national statistics as well as supporting governments to incorporate disaggregation into administrative data systems?
- Are you involved in, or supporting, participatory consultations whereby marginalised groups engage with governments and sector stakeholders to reflect on their situation and solutions?

Sector policy and strategy

- Have you reviewed sectoral policies, strategies, target-setting and investment plans to identify any gaps in relation to LNOB?
- Are you supporting the development or adjustment of specific national standards (e.g., disability accessible designs) for accessible and inclusive WASH?
- Are you supporting the implementation of plans which re-prioritise marginalised groups?
- Do you find that the WASH sector has identified which groups are left behind in relation to access to WASH services?

- Do you find that the WASH sector is correctly targeting and prioritising left behind groups? How are public funds and grants used to support access to these groups?
- Do you see marginalised groups involved in sector discussions?
- Do you hear the voices of marginalised groups in sector coordination mechanisms?
- Does the WASH sector have 'answerability instruments, to ensure that the flow of information and use of consumer feedback exist and are used by service providers and regulators?
- Does the WASH sector have a regulatory body that has oversight and enforces equal access to water and sanitation services for all?
- Does the WASH sector/country have consumers' associations that serve as an accountability mechanism to ensure equal access to water and sanitation services for all?
- Have you identified opportunities where you are able to influence and reach scale and/or improve sectoral capacity and resources for LNOB?

Sector financing

- Is the government mobilising resources within the country to its utmost ability to fulfil the rights of all to water and sanitation? Is there fiscal space to increase WASH sector allocations?
- Are you supporting the current WASH sector investment to prioritise those with the lower service levels and the most marginalised groups?
- Are UNICEF investments in WASH contributing to reduce inequalities in the country by focusing on those with lower service levels and most marginalised groups?

Capacity development

- Have you considered raising awareness and capacity of staff and implementing partners to understand the importance of LNOB?
- Have you considered improving knowledge and capacities of staff and implementing partners to integrate LNOB into WASH programming?

- Have you considered strengthening the WASH capacity of organisations that represent marginalised groups (such as organisations of persons with disabilities)?
- Are knowledge and capacity gaps on LNOB integrated into development plans (e.g., in PERs (UNICEF's Performance Evaluation Review), or in government capacity development plans).

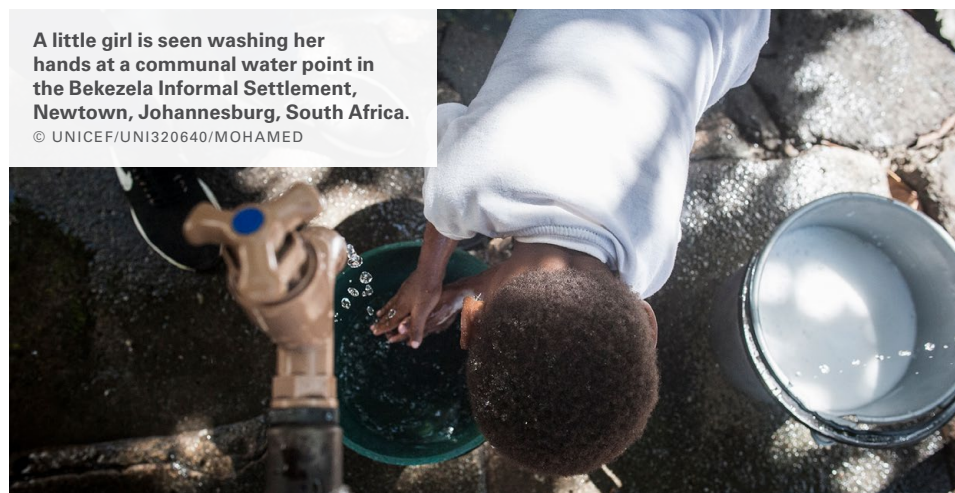
Delivering and sustaining services: implementation of WASH programmes

- Are WASH technologies and designs to be implemented accessible for all? Please note that in this case 'accessibility' refers not just to physical accessibility for people living with disabilities, but also consider those with 'non-physical' impairments (e.g. sight problems or learning difficulties), as well as other elements of access (e.g., affordability, location).
- Do you plan to incorporate any accessibility and safety audits (see WEDC & WaterAid, 2013) to identify potential barriers to disadvantaged groups?
- Are there specific activities in the programme which specifically target marginalised groups?
- Are the activities targeting marginalised groups budgeted and funded for (including budget for accessibility and participation of marginalised groups)?
- In complementarity with the previous question, are you implementing any targeted programmes/projects that specifically target some of those vulnerable groups (e.g., people with disabilities) (see twintrack approach in Chapter 15)?
- Have you identified implementing partners that can support you in the implementation of the LNOB agenda (including organisations that represent marginalised groups, such as women's groups or organisations of persons with disabilities)?
- Do you need to include any additional partner to complement your current partnerships?
- Do you use Environmental and Social Safeguards (ESS) in your WASH interventions? Note that UNICEF's ESS procedures are being piloted in some countries and are to be approved soon.


- Have you established accessible and inclusive complaint mechanisms to increase accountability of UNICEF WASH interventions?
- Are communities or partners aware of the existence of the above mechanisms?
- Do your ToR and technical specifications with contractors include specific instructions to ensure appropriate, accessible and inclusive infrastructures/ services are put in place?
- Do you have a system in place to identify households and/or individuals with specific needs, and how to address those needs in your WASH interventions?
- Have you considered the possibility of support to specific groups with alternative water and sanitation options (e.g., potties or commodes for children and parents who have difficulties using accessible WASH facilities even with assistive devices)?
- Do your hygiene promotion and community-engagement activities contain messages (e.g., on hygiene and self-care) that consider how to prevent perpetuating stigma or inequities (e.g., gender roles)?
- Do your communication materials contain images and examples that are representative of the diversity of the country/context?
- Are your communication materials produced in different formats and languages to be understood by different groups (e.g., translated into local languages, adapted for different literacy levels and in both written and audio formats, for people with different types of disabilities)?
- In your community mobilisation activities, do you use participatory and inclusive approaches that enable marginalised groups to actively participate? For instance, by considering meeting times and convenient locations to facilitate participation, mobilisers using empowering facilitation techniques, providing translation and interpretation (including sign language) when required, and separate discussions with specific groups (e.g., women, children, marginalised groups) where necessary, to ensure that their voices are heard.
- Are your community mobilisation activities held in disability-accessible venues (including with accessible toilets)?
- Are your sanitation interventions contributing to reduce informality in the sector (e.g. faecal sludge management) ensuring dignity and safety of sanitation workers?

A little girl is seen washing her hands at a communal water point in the Bekezela Informal Settlement, Newtown, Johannesburg, South Africa.

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- Does information about sanitation and hygiene include facts about menstrual hygiene, disability and communicable diseases?
- Does information about sanitation and hygiene reinforce the need to provide access to all, and challenge beliefs that result in discrimination against specific groups (e.g., people with disabilities or older people, people living with chronic health conditions, or people of different castes or religions)?
- Is information about technology options (e.g., examples of household toilets) easy to understand by all audiences including low literacy groups and people with different types of disabilities?
- Are WASH facilities and their surrounds sited and designed considering the accessibility, safety and dignity of users, particularly considering the requirements of women and girls and people with disabilities (e.g., menstrual health and hygiene considerations, and toilets separated for males and females)?
- Do WASH tariffs or other mechanisms include pro-poor mechanisms that ensure affordability for all (e.g., cross-subsidies)?
- Are community-managed WASH systems (such as water committees) representative of the entire community with a fair representation of women and other particular groups (such as persons with disabilities)?

A young boy in a brown wool coat and yellow sash carries a girl on his shoulders. The girl is wearing a green and white striped beanie and a maroon jacket. Both are smiling broadly against a clear blue sky.

Moments after being vaccinated against measles and rubella, 9-year-old B. Oyun-Erdene smiles as her 16-yr-old brother, B. Baljinyam, lifts her onto his shoulders. Her nomadic family is currently living in the 'soum' of Ulaan-Uul in the northern Khövsgöl 'Aimag' (province). B. Oyun-Erdene has a disability that prevents use of her legs.

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Prepared by the WASH Section, Programme Division
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June 2021