

# Standard Operating Procedures (SOPs) for Gender Responsive Municipal Service Delivery



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## ABSTRACT

These SOPs delineate a comprehensive framework aimed at promoting gender inclusion and equity across all facets of municipal services. Recognizing the importance of creating environments that cater to the diverse needs of all genders, these SOPs outline specific measures and guidelines to ensure equitable access, opportunities, and treatment within municipal operations.

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# 1 INTRODUCTION



Women and other underprivileged groups in Pakistan have a difficult time obtaining municipal services. Women's mobility and involvement in public life are frequently restricted by cultural conventions and gender biases, which makes it more difficult for them to take advantage of basic services like waste management, sanitation, and water supply. Ethnic minorities and economically disadvantaged groups are examples of marginalized communities that commonly face systemic discrimination and are typically left out of decision-making processes, which results in unequal access to resources and services. Municipal services are often designed without considering the specific needs of women. For example, public toilets may be insufficient in number, poorly maintained, or lacking in privacy and security, making them unusable for women. In order to guarantee fair service delivery for everyone, it is imperative to remove the challenges posed by this lack of inclusion, which exacerbates already-existing inequities.

Women are frequently the targets of assault and harassment in public places, which discourages them from using municipal services. In a similar vein, people from marginalized groups frequently do not have identification documents, which makes it even harder for them to get government services. Raising public awareness and implementing regulatory reforms are necessary to address these problems and guarantee that women and other excluded groups may access services equally. To ensure that every person has equal opportunity, municipal authorities need to take these issues into account and enhance their offerings.

## 1.1 OBJECTIVES:

The objectives of SOPs are as follows:

- Promote gender equity in service provision.
- Address specific needs of different genders.
- Create a safe and inclusive environment for all community members.

## 1.2 RESPONSIBILITIES

- Municipal Committees / Corporations / District Councils are responsible for integrating gender inclusion on specific services

## 1.3 IMPLEMENTATION AND GOVERNANCE OF THE SOPS

Users:	Municipal Committees / Corporations / District Councils will use these SOPs to ensure the integration of Gender and social Inclusion in municipal service delivery system of LG&CDD
Monitoring & Evaluation:	<ul style="list-style-type: none"> <li>• Local Government Board</li> <li>• Local Government &amp; Community Development Department</li> <li>• Government of the Punjab</li> </ul>

## 1.4 SERVICES DELIVERED BY MUNICIPAL COMMITTEES

Functions and powers of Metropolitan Corporation and District Council.<sup>1</sup>

A Metropolitan Corporation and a District Council shall:

- a. Implement the provisions of this Act, rules and bye-laws;
- b. Exercise control over land-use including land-subdivision, land development and zoning by public and private sectors for any purpose, including for agriculture, housing, industry, commerce markets, shopping and other employment centers, residential, recreation, parks, entertainment etc., as per the approved Master Plan;
- c. Subject to any other special law relating to preparation and approval of Regional, Master and land use plan for the time being in force; approve spatial plans, zoning, land use plans, including classification and reclassification of land, as per the approved Master Plan;
- d. Enforce building control as may be prescribed;
- e. Undertake urban design and urban renewal programmes;
- f. Approve development schemes for beautification of urban areas;
- g. Prepare, approve, execute and manage development plans;
- h. Regulate development and management of site development and housing schemes;
- i. Manage properties, assets and funds vested in the local government;

- j. Lease and rent out properties owned or otherwise vested in, managed or maintained by the local governments;
- k. Undertake landscape, parks, monuments and municipal ornamentation;
- l. Prepare and approve budget, revised budget and annual and long term municipal development programmes;
- m. Approve taxes and fees etc.;
- n. Collect approved taxes, fees, rates, rents, tolls, charges, fines and penalties;
- o. Prepare and approve proposals for construction of express ways, fly-overs, bridges, roads, under passes owned by or vested in local governments;
- p. Regulate affixing of sign-boards and advertisements except where this function is being performed by the park and Horticulture Authority;
- q. Naming and renaming of roads, streets and public places vested in, managed or maintained by the local governments;
- r. Develop integrated system of water reservoirs, water sources, water supply and treatment plants, drainage including storm water drainage, liquid and solid waste collection, disposal and treatment including landfill site and recycling plants, sanitation and other municipal services;
- s. Provide, develop, manage, operate, maintain and improve the municipal infrastructure and services, including –
  - i. Roads and streets;
  - ii. Traffic planning, engineering and management including traffic signaling systems, signs on roads, street markings, parking places, transport stations, stops, stands and terminals;
  - iii. Street lighting; and
  - iv. Playgrounds, open spaces, graveyards and arboriculture.
- t. Maintain municipal records and archives;
- u. Maintain a comprehensive data base and information system and provide public access to it on nominal charges;
- v. Regulate and organize sports, cultural, traditional and recreational events, fairs and shows;
- w. Undertake adaptive reuse strategies to restore, preserve and undertake heritage



- and historical assets through agency arrangement, in the local area;
- x. Establish and manage municipal libraries;
  - y. Promote school sports and traditional local sports;
  - z. Ensure environmental protection;
  - aa. Encourage tree afforestation and plantation at local level;
  - bb. Provide assistance through grants to registered and credible Government and Non-Government Organizations for provision of public service;
  - cc. Regulate and establish street markets in the manner prescribed;
  - dd. Undertake steps to implement population control policy of Government;
  - ee. Regulate private markets and establish and maintain public markets;
  - ff. Regulate, establish and maintain cattle and other animal markets and slaughter houses;
  - gg. Regulate sale of cattle;
  - hh. Enforce all municipal laws, rules and bye-laws governing its functioning:
    - ii. Authorize an officer or officers to issue notice to a person committing any municipal offence and initiate legal proceedings for continuance of commission of such offence or for failure to comply with the directions contained in such notice;
  - jj. Sue, prosecute and defend court cases;
  - kk. Assist relevant authorities in disaster management and relief activities;
  - ll. Provide relief for the widows, orphans, poor, trans genders and other persons in distress, and children and persons with disabilities;
  - mm. Make arrangements for enhancement of the care of disabled persons, paupers, aged, sick, persons of unsound mind, abandoned minors, juvenile delinquents, drug addicts, victims of child abuse, needy and disadvantaged persons; and
  - nn. Exercise administrative, operational and management control of the devolved district level offices of the Government departments as may be notified by the Government.

## 2 GENDER INCLUSIVE STRATEGIES FOR MUNICIPAL SERVICES:

### 2.1 LEADERSHIP ACCOUNTABILITY:

- **Establish gender-responsive leadership targets and indicators:** Set clear and measurable goals for gender equality in municipal services, such as increasing the representation of women in leadership positions, create an inclusive working environment within the municipals, ensuring equal access to services for all genders, and addressing gender-specific vulnerabilities.



- **Regularly monitor and report on gender equality progress:** Hold leaders accountable for achieving gender equality goals by establishing regular monitoring and reporting mechanisms. This could involve tracking gender-disaggregated data on service delivery, conducting gender audits, and regularly reviewing progress with leadership teams. In addition, regularly evaluate the effectiveness of gender equity efforts and be willing to adapt strategies based on feedback and outcomes. Creating a culture of continuous learning and improvement is essential for making meaningful progress on gender equity goals. Provide incentives and recognition for gender-responsive leadership: Encourage and reward leaders who demonstrate commitment and progress in advancing gender equality. This could involve public recognition, leadership development opportunities, or performance-based incentives.

### 2.2 DATA-INFORMED DECISION MAKING:

- **Collect and analyze gender-disaggregated data:** Systematically collect and analyze data on municipal services that is disaggregated by gender, age, disability, and other relevant social factors. This data can be used to identify gender-specific gaps and disparities in service delivery.
- **Use data to inform policy and program development:** Incorporate gender-disaggregated data into the planning, design, and implementation of municipal service policies and programs. This ensures that services are tailored to the specific needs and priorities of different genders.

- **Conduct regular data-driven evaluations:** Regularly evaluate the effectiveness of municipal services in addressing gender equality goals. Use data to identify areas where services are succeeding and where they need improvement.
- Engage with diverse stakeholders, including women's organizations, community groups, and marginalized gender groups, to ensure their meaningful participation in decision-making processes
- Establish gender focal points within municipals <sup>2</sup> who would be responsible for service delivery to coordinate gender-responsive initiatives.

## 2.3 CAPACITY BUILDING AND SENSITIZATION

- **Provide training and capacity-building programs for municipal staff on gender mainstreaming and sensitivity:** Offer training to all municipal staff on gender equality concepts, unconscious bias, and gender-responsive approaches to service delivery. This can help foster a more inclusive organizational culture and ensure that staff are equipped to effectively address gender-related issues in their work.
- **Raise awareness of gender equity among community members:** Conduct public awareness campaigns and community engagement activities to promote gender equality and encourage participation in municipal services. This could involve workshops, community dialogues, and media campaigns.
- **Create a culture of inclusion and respect in municipal workplaces:** Foster a workplace culture that values diversity, promotes respect, and challenges gender stereotypes. This can be achieved through inclusive policies, open communication channels, and a commitment to addressing workplace discrimination.

## 2.4 ADDRESSING BARRIERS TO PARTICIPATION (IN SERVICE PLANNING AND DESIGN):

- **Identify and address gender-specific barriers:** Conduct comprehensive assessments to identify and understand the specific barriers that women and girls face in accessing and utilizing municipal services. This could involve surveys, focus groups discussions, and participatory action research.



- **Design and implement gender-responsive solutions:** Develop targeted interventions and strategies to address the identified barriers. This could involve providing childcare services, offering transportation assistance, or translating materials into local languages.
- **Monitor and evaluate the effectiveness of interventions:** Regularly monitor and evaluate the effectiveness of interventions in addressing gender-specific barriers. Adapt and refine strategies as needed to ensure that they are achieving the desired outcomes.
- **Create Safe Spaces for Participation:** Establish safe and inclusive spaces where women feel comfortable expressing their opinions (use exchange formats (Khuli Kachehris) , sharing their experiences, and participating in discussions about service improvements. Ensure that these spaces are accessible, welcoming, and free from harassment or discrimination.

## 3 STANDARD OPERATING PROCEDURES/ GUIDELINES ON GENDER RESPONSIVE MUNICIPAL SERVICE DELIVERY:

### 3.1 WATER SUPPLY:

- **Leadership Accountability:** Establish a task force or committee dedicated to addressing gender-related issues in water supply, including representation of women and marginalized groups.
- **Data-informed Decision Making:**



Collect gender-disaggregated data on access to water, water quality, and water affordability. Use this data to identify gender-specific gaps and disparities.

- **Education and Awareness:** Conduct community awareness campaigns to educate women on water conservation, hygiene practices, and their rights to water access.
- **Addressing Barriers to Participation:** Install gender-segregated drinking water facilities in public spaces and ensure adequate lighting and security around water points. Use existing grievance redress mechanism.

### 3.2 SANITATION:

- **Leadership Accountability:** Ensure that women are represented in decision-making processes related to sanitation and conservancy services.
- **Data-informed Decision Making:** Collect gender-disaggregated data on access to sanitation facilities, waste collection services, and waste disposal practices.
- **Education and Awareness:** Provide training to female sanitation workers on safety measures, proper handling of waste, and their rights as workers.
- **Addressing Barriers to Participation:** Install women-friendly sanitation facilities in public spaces and provide accessible collection points for household waste.

### 3.3 REMOVAL AND DISPOSAL OF SULLAGE, REFUSE, GARBAGE, SEWAGE, SOLID WASTE AND STROM WATER DRAINAGE

- **Leadership Accountability:** Establish a gender-inclusive team to manage waste disposal and drainage systems.
- **Data-informed Decision Making:** Collect gender-disaggregated data on waste generation, collection efficiency, and disposal methods.
- **Education and Awareness:** Conduct community awareness campaigns to promote proper waste disposal practices and educate women on the importance of clean drainage systems.
- **Addressing Barriers to Participation:** Provide training to women on waste segregation and composting techniques, and empower them to participate in waste management initiatives.



### 3.4 EXPRESS WAYS BRIDGES, FLYOVERS, PUBLIC ROADS, UNDER PASS, STREETS, FOOT PATHS, TRAFFIC SIGNALS, PAVEMENTS AND LIGHTING:

- **Leadership Accountability:** Ensure that women are involved in the planning, design, and construction of transportation infrastructure.

- **Data-informed Decision Making:** Collect gender-disaggregated data on pedestrian traffic, transportation access, and safety incidents.



- **Education and Awareness:** Conduct campaigns to promote road safety awareness among women and girls, and provide gender-sensitive traffic signage.

- **Addressing Barriers to Participation:** Design pedestrian-friendly infrastructure with adequate lighting and safe crossings, and consider women's specific needs for public transportation.

### 3.5 PUBLIC PARKS, GARDENS, ARBORICULTURE, LANDSCAPING, BILL BOARDS, HOARDINGS, FIREFIGHTING:

- **Leadership Accountability:** Appoint women in leadership positions within parks and recreation departments.



- **Data-informed Decision Making:** Collect gender-disaggregated data on park usage, recreational activities, and safety perceptions.

- **Education and Awareness:** Conduct community workshops to encourage women's participation in park planning and maintenance, and organize women-led sports and fitness activities.



- **Addressing Barriers to Participation:** Design parks and recreational spaces with features that cater to women's preferences, such as women-only sports fields and safe play areas for children. Include amenities such as well-lit paths, gender neutral rest rooms (Adjusting according to the local cultural norms) or provide separate toilets and washing areas for men, women/children and seating areas that accommodate needs of people with different abilities.

### 3.6 LAND USE CONTROL, ZONING, MASTER PLANNING:

- **Leadership Accountability:** Involve women in the development of land use plans and zoning regulations.
- **Data-informed Decision Making:** Collect gender-disaggregated data on land ownership, access to essential services, and gender-based violence.
- **Education and Awareness:** Conduct awareness campaigns to inform women about their rights and responsibilities related to land use and zoning.
- **Addressing Barriers to Participation:** Ensure that land use planning processes consider the needs of women and marginalized groups, and prioritize projects that promote gender equality.

### 3.7 URBAN INFRASTRUCTURE MAINTENANCE OR DEVELOPMENT, ENFORCEMENT OF ANY LAW OR RULE:

- **Leadership Accountability:** Appoint women as inspectors and enforcement officers in municipal departments.
- **Data-informed Decision Making:** Collect gender-disaggregated data on infrastructure access, quality of services, and compliance with regulations.
- **Education and Awareness:** Provide training to women on infrastructure maintenance techniques, building codes, and environmental regulations.
- **Addressing Barriers to Participation:** Ensure that infrastructure development projects consider the needs of women and marginalized groups, and enforce regulations that promote gender equality in access to basic services.



By implementing these strategies, municipal services in Punjab can create a more inclusive and equitable environment for women and girls, ensuring that they can fully participate in the development and prosperity of their communities.

## 4 PRIORITIZED PROJECTS FOR GENDER, INCLUSION AND WOMEN EMPOWERMENT:

### 4.1 WELL-LIT PATHWAYS:

**Objective:** Enhance safety and security for women by improving lighting infrastructure in public pathways, parks, and streets.

**Implementation:**

- Install energy-efficient and sustainable street lighting along commonly used pathways and areas with high pedestrian traffic.
- Conduct a safety audit to identify poorly lit areas and prioritize them for immediate improvement.
- Implement smart lighting solutions that respond to human presence, ensuring effective illumination during nighttime hours.



### 4.2 SAFE PUBLIC SPACES:

**Objective:** Create public spaces that are welcoming, secure, and accommodating for women's diverse needs, promoting community engagement.

**Implementation:**

- Design and renovate parks, plazas, and recreational areas with input from women and community members.
- Incorporate features such as well-maintained seating, public restrooms, and child-friendly facilities to cater to the needs of women and families.
- Implement security measures, including visible policing, surveillance cameras, and emergency call points to enhance safety.
- Provision of ramps at entry gate of public spaces and parks for people with disability.

### 4.3 IMPROVED ACCESS TO ESSENTIAL SERVICES:

**Objective:** Ensure equitable access to essential services for women, addressing gaps in healthcare, education, and other public facilities.

**Implementation:**

- Establish community health clinics that provide reproductive health services,

maternal care, and general healthcare within accessible locations.

- Enhance accessibility to education by constructing or upgrading schools with a focus on providing a safe and conducive learning environment for girls.
- Improve public transportation infrastructure, making it convenient and safe for women to travel to schools, healthcare facilities, and workplaces.

#### 4.4 WOMEN-CENTRIC COMMUNITY CENTERS:

**Objective:** Create dedicated spaces where women can access resources, support, and community services tailored to their needs.

**Implementation:**

- Establish community centers that offer vocational training, counseling services, and networking opportunities for women.
- Provide childcare facilities within or near community centers, enabling mothers to participate in skill-building programs or community events.
- Host regular workshops and awareness campaigns on topics such as women's rights, health, and financial literacy.



#### 4.5 GENDER-INCLUSIVE PUBLIC RESTROOMS:

**Objective:** Improve restroom facilities to cater to the needs of women, ensuring hygiene, safety, and privacy.

**Implementation:**

- Construct gender-inclusive restrooms in public spaces, equipped with proper sanitation facilities and hygiene amenities.
- Ensure adequate lighting, security, and cleanliness to create a comfortable environment for women and families.
- Conduct awareness campaigns to promote the importance of maintaining clean and accessible public restrooms.

## 5 RECOMMENDED BASIC TRAININGS IN DEVELOPMENT PROJECT FOR WOMEN EMPOWERMENT<sup>3</sup> :

### 5.1 KITCHEN GARDENING WORKSHOPS:

**Objective:** Equip women with the knowledge and skills to grow their own fresh produce at home.

**Topics:**

- Basics of gardening, including soil preparation and seedling care.
- Cultivating herbs, vegetables, and small fruits in containers or small garden spaces.
- Sustainable gardening practices and natural pest control methods.



### 5.2 COMPOSTING AT HOME MODULE:

**Objective:** Integrate composting into home-based businesses as an eco-friendly initiative, promoting sustainability and waste reduction.

**Topics:**

- Introduction to Home Composting
- Setting up a Composting System
- Composting Materials and Segregation
- Compost Utilization in Business
- Educating Customers and Community
- Marketing Sustainability
- Waste Reduction Strategies



### 5.3 BASIC FIRST AID AND EMERGENCY RESPONSE TRAINING:

**Objective:** Provide women with essential first aid skills to handle common household injuries and emergencies.

<sup>3</sup> Those municipalities where donor funded projects are ongoing, budget should be allocated for training of women empowerment

**Topics:**

- Cardiopulmonary resuscitation (CPR) and basic life support.
- Treating cuts, burns, and minor injuries.
- Emergency response plans for common household incidents.



#### **5.4 FINANCIAL LITERACY AND BUDGETING WORKSHOPS:**

**Objective:** Enhance financial management skills among women for better household budgeting and savings.

**Topics:**

- Budget planning and tracking expenses.
- Understanding banking services and managing accounts.
- Saving strategies for short-term and long-term goals.

#### **5.5 DIGITAL LITERACY AND ONLINE SKILLS TRAINING:**

**Objective:** Enable women to navigate digital platforms for communication, learning, and potential remote work opportunities.

**Topics:**

- Basic computer skills and internet navigation.
- Introduction to online communication tools.
- Exploring online learning platforms and resources.



#### **5.6 HOME ENERGY EFFICIENCY WORKSHOPS:**

**Objective:** Educate women on practical measures to enhance energy efficiency and reduce household utility costs.

**Topics:**

- Energy-efficient lighting and appliances.
- Simple home insulation techniques.
- Tips for reducing water and electricity consumption.

### 5.7 UPCYCLING AND DIY CRAFTS SESSIONS:

**Objective:** Encourage creative expression and sustainability through repurposing and upcycling materials.

**Topics:**

- Transforming household items into useful products.
- Basic sewing and crafting skills.
- Creating decorative items and gifts from recycled materials.



### 5.8 NUTRITION AND HEALTHY COOKING CLASSES:

**Objective:** Promote healthy eating habits and cooking skills for improved family nutrition.

**Topics:**

- Balanced nutrition and meal planning.
- Cooking techniques for retaining nutritional value.
- Affordable and nutritious recipes.



### 5.9 HOME-BASED BUSINESS WORKSHOPS:

**Objective:** Explore entrepreneurial opportunities for women to start small home-based businesses.

**Topics:**

- Identifying marketable skills and talents.
- Basics of starting and managing a small business.
- Marketing and networking strategies.

## 6 SOPS FOR GENDER & SOCIAL INCLUSION OF WOMEN, EMPLOYED IN LG&CDD

- Notify a Gender Harassment Committee in each Municipal Corporation/Committee (MC) and within the Local Government & Community Development Department (LG&CDD) to address and prevent harassment issues, ensuring a safe and respectful work environment for all employees<sup>4</sup>.
- Ensure that all MC and LG&CDD offices provide separate, well-maintained washroom and sanitation facilities for men and women and people with disabilities to cater to the privacy and hygiene needs of all employees.
- Establish day care centers in LG/MC offices that have five or more female employees (mothers) and at least three beneficiary children. This supports working mothers by providing reliable child care facilities within their workplace<sup>5</sup>.
- Implement a job quota specifically for women with disabilities, ensuring they have equal opportunities to gain employment and contribute to the workforce.
- Develop and enforce Standard Operating Procedures (SOPs) tailored for women sanitary workers to ensure their safety, health, and fair treatment in the workplace.
- Guarantee equal employment opportunities for women in all job positions within the MC and LG&CDD, promoting a diverse and inclusive workforce.
- Mandate that all procurement committees, hiring committees, BODs as well as special purpose task forces and committees, have at least 33% women representation to ensure diverse perspectives and gender-balanced decision-making.<sup>6</sup>

## 7 SOPS FOR WOMEN LABOR/WORKERS<sup>7</sup>

- Include code of conduct in the terms of reference of contractors/sub-contractors of civil works to prevent alcohol and drug abuse, violence of any kind, child labor, child abuse and Sexual Exploitation and Abuse and Sexual Harrassment (SEA/SH)
- Conduct awareness program on Gender Based Violence (GBV), good hygienic practices and dangers of sexually transmitted diseases such as HIV/AIDS and sensitize them to avoid interference and consider the privacy of local community women and vulnerable groups.
- Ensure availability of gender sensitive facilities such as toilets, resting areas, crèches for children, and a policy against sexual harassment
- Contractor shall provide on-site anti-harassment training to create awareness of the harmful effects of GBV, as well as consequences if GBV occurs according to the anti-harassment policies.
- Conduct regular, mandatory training sessions on SEA/SH for all workers. This training should cover recognizing SEA/SH, understanding the impacts, and knowing how to report incidents.
- Design work environments that enhance safety, such as well-lit areas, secure accommodation, and separate facilities for men and women where appropriate.
- Increase monitoring and supervision at the worksite to deter potential perpetrators and quickly address any incidents.
- Establish and publicize grievance redress mechanisms that are accessible to both workers and community members.
- Bid documents and contractors/sub- contractors contracts should include a clause stipulating that strict actions (upto blacklisting )will be taken in case of reporting of any incident of SEA/SH.

<sup>7</sup> Women labor/worker hired by the contractors for infrastructure development projects and civil works



## Punjab Municipal Development Fund Company (PMDFC)