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Institutionalizing Community Engagement for Urban Sanitation: Towards a Transformative and Sustainable Model

Delhi



Institute of Development Studies Jaipur
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Institutionalizing Community Engagement for Urban Sanitation: Towards a Transformative and Sustainable Model

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Abbreviations and Acronyms

AE: Assistant Engineer

ASI: Assistant Sanitary Inspector

CBO: Community Based Organization

CFAR: Centre for Advocacy and Research

CMC: Community Management Committee

CTC: Community Toilet Complex

DJB: Delhi Jal Board

DUSIB: Delhi Urban Shelter Improvement Board

JE: Junior Engineer

MCD: Municipal Corporation of Delhi

MHM: Menstrual Hygiene Management

MPM: Mahila Pragati Manch

MOU: Memorandum of Understanding

SBA: Swachh Bharat Abhiyan

WSH: Water, Sanitation and Hygiene

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We are grateful to CFAR for giving us this opportunity to undertake the mid line assessment of the project 'Aligning with National Programmes and Policies on Sanitation: Enhancing Community Engagement and Demand Generation and explore a new area of research. The constant support provided by the CFAR team at all levels in facilitating community and government interactions is gratefully acknowledged.

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Executive Summary

The Centre for Advocacy and Research (CFAR) has been involved in deepening community engagement and generating demand on issues pertaining to urban sanitation. It is doing this by addressing the extensive problems faced by women, men and children in the underserved urban settlements and habitats in cities. 'Aligning with National Programmes and Policies on Sanitation: Enhancing Community Engagement and Demand Generation' as the project is called, is being implemented in the five cities of Delhi, Kolkata, Kota, Jodhpur and Jaipur.

The thrust of the current interventions on water, sanitation and hygiene (henceforth referred to as WSH) is on making all sanitation priorities, services and solutions gender and community responsive by placing the unmet needs of the vulnerable and the least served populations at the core of the interventions. The approach is to leverage the mandate of Swachh Bharat Abhiyan (SBA) by bringing providers and users into a constant dialogue in pursuit of common action for the benefit of underserved settlements.

This mid-line assessment study attempts to understand the potential breakthroughs made and the challenges faced during the course of the intervention to strengthen access to services, facilities and schemes in cities of Delhi, Jaipur and Kolkata. The specific objective of the study is to arrive at a studied approach/model to community strengthening and engagement in the context of marginalised communities and urban sanitation by situating the multiple linkages, for furthering policy advocacy and future programming especially in the context of SBA.

This qualitative assessment was undertaken first, in the city of Delhi, in the month of May-June 2017 and covered a total of five urban settlements that had been declared as *Adarsh bastis*, by the Delhi Urban Shelter Improvement Board (DUSIB). Three settlements -- D-block Seemapuri, Rajasthani Camp and Janta Jeevan camp -- where the Women's Forum, i.e. the MPM and the Community Management Committees are at an evolved and mature stage were selected and two settlements East Guru Angad Nagar and Gram Kheda, Mansarovar Park -- where the Women's Forum/MPM and Community Management Committee are at a nascent stage were selected.

The study has focused on understanding the perspectives of all relevant stakeholders using qualitative research tools. A desk review of project related documents helped in locating and understanding the intervention processes. The review also helped in developing the tools for the study. Participatory focus group discussions (FGDs) and key informant interviews were carried out to understand the context, the intervention processes and the processes of change both at the individual and community level in the selected locations. Observation of meetings and discussions helped capture both the aspirations and matters of dissatisfaction among community stakeholders (women and men and adolescent boys and girls).

Key Findings

Through this project, CFAR has engaged with communities through various forums (a) the Mahila Pragati Manch (a formalized forum, across five bastis in East Delhi), (b) Community Management Committees (women's groups in each Adarsh basti); (c) Adolescent girls' groups; (d) Men and Youth groups and public hearings.

In each of the groups, CFAR has bridged the gap between the community and the government departments and enabled solutions on issues of water and sanitation. The public hearings are a platform where community members can directly interact with government officials to raise their issues and grievances.

In the evolved communities, where CFAR has been working for several years, the women's and adolescent girls' groups are seen to be very strong. They have a good understanding on WSH, have approached various departments and resolved several WSH related issues in their community; they mobilize other community members and provide information/ awareness on issues of WSH.

In these communities, the groups have learnt to work with the government departments, use RTI to resolve issues and are confident of continuing the work in the absence of CFAR. In some groups, such as the Mahila Pragati Manch, the group has now begun working on issues much beyond WSH, including welfare, education and domestic violence. In the nascent communities, the groups are just in the initial stages of forming and are still unclear on their roles and functioning. Significant effort and support from CFAR is required in these locations.

Engagement with men has been a challenge for the project (which was also identified in the evaluation of the first phase). Men's groups have just begun to be formed across the bastis. In the evolved communities, men are aware of the role of the CMCs and CFAR, however, reported that they felt left out of the processes.

One of the critical partnerships that has been enabled through the project is with the Delhi Urban Shelter Improvement Board (DUSIB). CFAR's formal engagement with DUSIB began in March 2016. CFAR also engages with other departments MCD and DJB to enable resolution to issue at the community level.

Officials from all departments appreciated the role of CFAR as a facilitating agent between the communities and government. Several issues that had come to light during the course of the intervention were resolved due to the role played by CFAR

The key gains and impact of the project have been in

- a. Enabling a greater understanding on issues of WSH; promoting behavior change
- b. Enabling infrastructure and services for WSH such as toilets, sanitation services, water supply, street lights etc. across several locations
- c. Enabling communities to identify and Some of the challenges are

Establishing trust among communities; ensuring functioning of CMCs, engaging men and ensuring responsiveness of government departments.

Way Forward

- There is a need for in-depth and extensive engagement with CMC members in the new Adarsh Bastis where the CMCs are at a nascent stage. The MPM and members of more mature CMCs can play an active role in this area. Regular visits and handholding by older groups can help in strengthening the CMCs in newer bastis.
- Systematic training and capacity building of CMC members on gender issues is essential. This is necessary to understand the different dimensions of gender relations and gender subordination in access to resources and entitlements. Besides, viewing urban sanitation from a gender perspective emerges as a priority area for all workers, right from those at the community level to CFAR workers as well.
- Organising training on livelihoods and skill building for women and girls was a need expressed by the groups.

- While efforts have been made to involve men and boys in the intervention areas, it continues to be a weak area of engagement. Regular interactions with them need to be organized to enable their participation in activities and issues of urban sanitation. This will also help dispel the perception that urban sanitation is only a "woman's issue".
- Engagement with senior officials in the DJB and MCD on a regular basis as in the case of DUSIB would also help in addressing the poor coordination between, DUSIB, MCD and DJB.
- Gender training of CFAR personnel especially of newly recruited persons is essential. Currently some of the new members have an uneven understanding of the links between gender equality and WSH issues.
- Finally, CFAR needs to discuss the withdrawal strategy both within the organization and in the communities in which they are working. Community engagement, group succession and leadership, and ensuring accountability of the authorities and service providers should be some of the aspects to be considered while developing a withdrawal strategy keeping in mind the specific context and situation in each community. In the nascent groups, focus needs to be on group building and community engagement based on learning from the more mature and evolved groups.

Institutionalizing Community Engagement for Urban Sanitation: Towards a Transformative and Sustainable Model

Introduction

There has been a major focus on sanitation at the national policy and programmatic level in the past two years. The government has accorded a high priority to making India Open-defecation Free by 2019. As part of Swachh Bharat Abhiyan (SBA), access to sanitation facilities and services are being seen as a critical development goal at the national, state and district levels.

A three-year intervention on Sanitation, Water and Hygiene-Strengthening Community centered and Gender responsive provisioning was implemented by the Centre for Advocacy and Research (CFAR) in 2012 in three cities of Delhi, Jaipur and Kolkata with support from Bill and Melinda Gates Foundation. The end term evaluation report notes that the intervention was not only successful in generating awareness on issues pertaining to water, sanitation and hygiene; it also enabled women to emerge as community leaders who could identify needs and articulate their WSH concerns/demands across various platforms. The intervention helped in building partnerships with several government organizations /departments to leverage their support in ensuring basic services (IHD/CFAR, 2017).

Subsequently, CFAR through the project 'Aligning with National Programmes and Policies on Sanitation: Enhancing Community Engagement and Demand Generation' has been involved in deepening community engagement and generating demand on issues pertaining to urban sanitation by addressing the extensive problems faced by women, men and children in underserved urban settlements and habitats in cities of Delhi, Kolkata, Jaipur, Kota and Jodhpur

The thrust of the current WSH interventions in the five cities is on making all sanitation priorities, services and solutions gender and community responsive by placing the unmet needs of the vulnerable and least served populations at the core of the interventions. The approach is to leverage the mandate of SBA by bringing providers and users into a constant dialogue in pursuit of common action for the benefit of underserved settlements.

It is evident that Sanitation issues are closely related to cultural practices, attitudes and values; are highly gendered, and need to be addressed at various levels. The community engagement processes rolled out by CFAR has focused on mobilizing women and collectivizing them in a Women's Forum. They in turn have been engaging with multiple stakeholders. CFAR, along with Mahila Pragati Manch (MPM) and Community Management Committees (CMC) has also entered into an MOU with DUSIB to strengthen community engagement. A series of public hearings were held in the intervention areas in November-December 2016. The community members presented their concerns, needs and priorities around issues pertaining to water, roads, drainage and sewerage systems, community toilet complexes (CTC), garbage collection and disposal and public safety, before officials from Delhi Urban Shelter Improvement Board (DSUIB), Municipal Corporation of Delhi (MCD), Delhi Jal Board (DJB) and police department. The various suggestions and decisions emerging from the public hearing were collated and presented to DSUIB by CFAR.

This mid-line assessment study attempts to understand the potential breakthroughs made and challenges faced during the course of the intervention to strengthen access to services, facilities and schemes in cities of Delhi, Jaipur and Kolkata.

The specific objective of the study is to arrive at a studied approach/model to community strengthening and engagement in the context of marginalized communities and urban sanitation

by situating the multiple linkages, for furthering policy advocacy and future programming especially in the context of SBA.

Key research questions

The key research questions addressed during the assessment are:

Role and Functioning of Community Platforms

- What is the role and functioning of the Women's Forums? What are the challenges faced by them in mobilizing and engaging community women and men?
- What is the process of forming the CMC and how are responsibilities assigned? Who are part of the committee- which women and men? What processes are used to resolve conflicts? What are the successes and failures?
- How effective are the various platforms in ensuring regularity of services? What are the challenges faced in the interactions between community and service providers?
- What are the processes that enabled the MOU with DSUIB? How are the Plans of Action that emerged from the baseline study and public hearings being advanced?
- Are officials willing to engage with the priorities of the community in a sensitive manner?
- What is the nature of response to concerns articulated during the public hearing? Is there a differential response on different components?
- Are the community platforms and structures effective in influencing the quality of response?
- Do the representatives of the community have the capability to manage, facilitate, educate and motivate their peers and community?
- What inputs are required to strengthen the community engagement processes? And from whom?

Perception on role of men and boys

- What are the strategies used for ensuring male participation? What are the challenges faced in mobilizing them?
- How do men perceive and articulate their concerns around sanitation?
- Are there any cases of proactive participation of men?

Behaviour change at Individual and community level

- What is the nature of behavior change? Is there a gender difference?
- How many women and men have constructed toilets within their homes; how many are dependent on using CTC; how many still do not have accessible facilities?
- What are the barriers and how are they being addressed?
- Is the process of change sustainable? Has it been facilitated appropriately? Is there enough participation, representation and ownership? How is ownership defined?

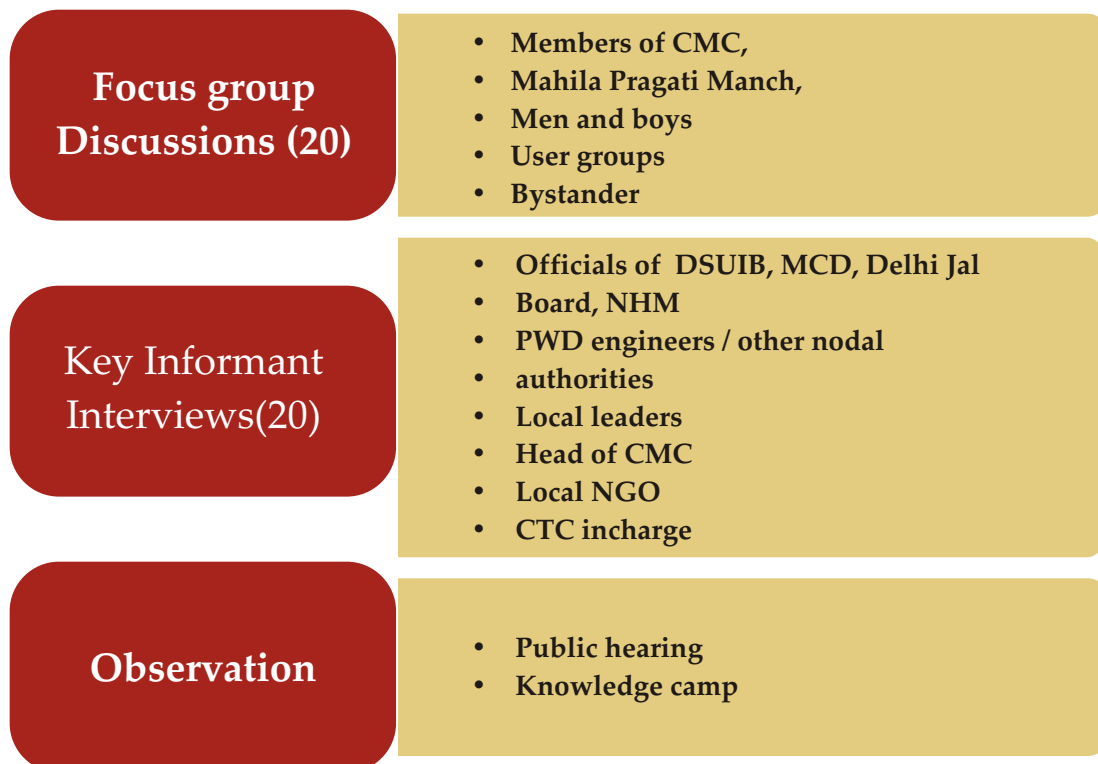
Approach and Methodology

This qualitative study was undertaken first, in the city of Delhi, in the month of May-June 2017 and covered a total of five urban settlements that had been declared as Adarsh bastis, by the Delhi Urban Shelter Improvement Board(DUSIB). The final selection of the settlements was carried out in consultation with the CFAR team:

- Three settlements where the Women's forum/MPM and Community Management Committees are at an evolved and mature stage were selected. These were D-block Seemapuri, Rajasthani Camp and Janta Jeevan camp
- Two settlements where the Women's forum/MPM and Community Management Committee is at a nascent stage were selected - East Guru Angad Nagar and Gram Kheda

The study has focused on understanding perspectives of all relevant stakeholders. A desk review of project related documents i.e. the project plans, baseline data, reports of training and meetings, reports of public hearings, resolutions/orders, media reports and other documentary films generated through the project helped in locating and understanding the intervention processes. The review also helped in developing the tools for the study.

This qualitative study has used tools like Participatory Focus group discussions and Key informant interviews to understand the context, the intervention processes and the processes of change both at the individual and community level in the selected intervention locations. The response of the service providers and action taken by them were ascertained through detailed interviews. Observation of meetings and discussions helped capture both the aspirations and issues of dissatisfaction among community stakeholders (women and men and adolescent boys and girls).



Based on the findings, the study attempts to arrive at a Model for institutionalizing community engagement in Urban Sanitation; that can help in addressing gaps as well as collectively arrive at solutions in consultation with government. It would also serve as a case for policy advocacy in the context of the Swachh Bharat Abhiyan.

The report is divided into V sections. Section I presents the background of the project and the beginnings of community engagement on urban sanitation in the selected intervention areas of CFAR. Section II analyses the approach taken by CFAR in initiating community processes; Section III presents the perspectives of the various government officials on enabling partnerships; Section IV focuses on the gains and challenges of community engagement in CFAR intervention areas and sustainability concerns and the concluding section presents some suggestions and way forward.

Section I

Community engagement in WSH: The Beginnings

As mentioned in the previous section, the intervention since 2016 has been focusing on improving the quality of life of urban poor women, particularly those living in highly vulnerable habitats and settlements. Given the complexities of the issues, the project has focused on catalyzing enduring processes that will foster substantive changes, both at the institutional and behavioural levels. The project has also enabled a purposeful relationship with the government, which is essential for achieving this goal (CFAR, project proposal submitted to BMGF, 2015)

The present project builds on the experience of a three-year project “Sanitation, Water and Hygiene: Strengthening community centered and Gender responsive provisioning” implemented by CFAR in 2012 in urban poor locations of Delhi, Kolkata and Jaipur. The project primarily focused on awareness building to empower vulnerable poor women to claim their hygiene and sanitation rights independently by themselves or through a group approach. The interventions were primarily geared towards identifying gaps in awareness related to sanitation, water and hygiene and reducing them. The locations where the interventions were implemented were urban poor slum clusters and unauthorized settlements that have remained underserved in terms of public provisioning. The CFAR intervention therefore focused on a wide variety of issues and concerns that affect the community including those pertaining to sanitation, water and hygiene. Multiple strategies were used by CFAR. Community engagement was facilitated by forming women's groups, and conducting activities such as camps, distribution of IEC materials, public meetings etc. All these engagements helped in gaining confidence and trust among the community. The intervention also sought to identify change agents and leaders who could strengthen the collective understanding and lead to informed demand generation (IHD, 2017).

The end line evaluation of the project notes that in terms of relevance, the intervention has been quite effective in ensuring that women and their communities are prioritising clean water, sanitation and hygiene related issues. The project was also effective in creating knowledge about institutions and agencies for addressing the problems associated with WSH. The various forums especially the Mahila Pragati Manch (MPM), created during the project have displayed the ability and capacity to continue the programme even after withdrawal of CFAR. Improvements were also noted in the individual household practices. New synergies emerged by bringing adolescent boys and girls and men into the discussions. The formal partnership with DUSIB in the Adarsh Bastis also paved the way for sustained engagement with local government authorities (ibid).

Box 1: Concept of AdarshBasti

- Ensuring availability of drinking water
- Should have a Community toilet complex(CTC)
- It should be Open defecation free
- The area should have a proper drainage system
- Solid waste disposal should be streamlined
- Provisioning of Shishu Vatika
- Development of Bastivikas kendra (community hall)
- Availability of CC pavement and roads

Partnership with DUSIB: One of the critical partnerships that have been enabled through the project is with DUSIB. CFARs formal engagement with DUSIB began in March 2016. DUSIB was

created in 2010 to ensure provision of basic facilities to those living in slums. It mapped the 675 slums that had come up in the city before 2006. It also decided that the people living in these clusters will not be forcibly evicted without proper rehabilitation and relocation. Moreover, DUSIB was to ensure that the 675 slums of Delhi get all basic services and facilities like drinking water, electricity, children's parks, electrical poles, toilets, dustbins, waste management facilities and provision for cleaning of drains and streets. In the first phase, 10 percent of the total slums, about 50 to 60 slums were to be improved and developed as 'Adarsh bastis' or model slums.

In a Consultative Workshop on “Transforming JJ Clusters into Adarsh Bastis: Defining and Shaping the Process of Community Engagement” organized by the Centre for Advocacy and Research (CFAR) and the Delhi Urban Shelter Improvement Board (DUSIB), in New Delhi, on June 24, 2016, it was noted that the residents of these clusters, which are located in urban areas, face a host of problems because of the lack of access to proper sanitation, water supply and hygiene. The most affected are the women, given their household responsibilities, the social inhibitions associated with mobility in public spaces and the fact that water collection, storage and use tend to be their responsibility. They also face a number of problems, especially in the urban context, because they have to resort to open defecation. Under these circumstances, safety, cleanliness and easy access to community toilet complexes (CTCs) have become a necessity and they need to be collectively addressed by the community. However, the issues of urban health and sanitation are complex because many of these settlements are either clusters or unauthorized. It is, therefore, imperative to strengthen community awareness on how they can express their grievances and concerns.

In addition, given the urban context, it is difficult to collectivize and achieve the cohesiveness necessary to build consensus on possible solutions to sanitation priorities and needs. Slum dwellers are not homogeneous by nature, and there are diverse vested interests, particularly landlords and anti-social elements who exploit the insecurities of the poor. It is important to engage with all these diverse groups; and ensure their role in planning and prioritising on issues. This is best done by strengthening peoples' participation and building their stakes in the process of change, particularly in the area of sanitation.

Therefore, it was decided that DUSIB will enter into formal collaboration through an MOU with NGOs to improve sharing of responsibilities and ownership of processes.

The MoU with DUSIB was first signed in Sunlight Colony where CFAR advocated that there should be a formal arrangement between the community and DUSIB. CFAR felt that it was important for the community to be seen as a key stakeholder and that it should be allowed a place on the same table as the Government, to enable development. However, since the Government departments do not have a provision to sign an agreement with community forums, CFAR would be the agency that connects the Government to the community.

Subsequently, in November 2016, Mahila Pragati Manch (MPM) and Community Management Committee (CMC) and Centre for Advocacy and Research (CFAR), have been given the responsibility of providing evidence on quantity and quality of access to and use of sanitation services across the 14 (fourteen) Adarsh Bastis where they are partnering with DUSIB.

During interactions with members of the CFAR team, it was pointed out that the first MOU with DUSIB was signed in March 2016 and focused on improving facilities in one cluster in Kalyanpuri. The MOU recognized that DUSIB is committed to providing community toilet complexes, Basti Vikas Kendras, Shishu Vatikas, roads, pavements and drainage. This tripartite MOU between MPM, CFAR and DUSIB was initiated as a pilot experiment for a period of six months in Kalyanpuri. Later when the concept to Adarsh basti came up as part of the Swachh Bharat

Abhiyan, CFAR was requested to take up newer settlements for delivery of services and to support upgradation of infrastructure. It was decided that DUSIB would be the nodal agency and would be the interface between DJB and MCD. CFAR would continue to strengthen communities and enable them to raise demands to DUSIB, DJB and MCD. Community based forums like community management committees (CMCs) have been created to take up various issues and create pressure so that work is done in a timely and effective manner. Joint Action Plans have also been drawn up to facilitate work based on common agendas.

Box 2: Key Terms and conditions of the MOU between DUSIB and CFAR

- NGO will adopt the JJ Bastis from the list of proposed Bastis to be upgraded into Adarsh Bastis within stipulated period of one year which may be further extended if mutually agreed.
- NGOs will share with DUSIB the data and evidence they have gathered to plan appropriate interventions to achieve the above objectives
- That the NGO further agrees to present a suitable participatory plan for the development of Adarsh Bastis which will include solid waste management to be taken forward jointly. For example, -the community will take responsibility for placing personal dustbins, segregation of waste and door to door waste collection which will have to be effectively complemented by creating a collection point, timely removal of waste and facilitate the coordination between agencies mandated to coordinate with systems being put in place for solid waste management.
- That DUSIB in turn shall convey the Plan of Action for the development of the slums to all concerned officials to ensure whatever is agreed is delivered to everyone’s satisfaction in a time –bound manner.
- NGO with the support of CBOs will undertake awareness campaigns by various means viz. road show, street play, competitions, posters and audio messages in keeping with the scheduled media campaigns announced by the government. That representatives of DUSIB may participate in such events and meetings convened by the NGO Consortium to hear views and give feedback and suggestions.
- That the NGO, with the active participation of Community Based Organizations (CBO), will encourage exchange of information on their respective systems and policies to assist in formulation of innovative models for implementing and maintaining cleanliness, hygiene and aesthetics of slum cluster and toilet and other assets in these JJ Bastis.
- the NGO further agrees to present a suitable project for solid waste management after seeking the active participation of the Community Based Organization (CBO).
- That the NGO agrees to execute the work in order to achieve the above objectives at its cost and expenses without raising any claims from DUSIB in any manner whatsoever.
- The NGO agrees to accept the DUSIB’s acknowledgements, as the only reward for the work done, accorded by DUSIB in furtherance of the above objectives.
- That the NGO, in active participation with Community Based Organizations (CBO), will encourage exchange of information on their respective systems and policies to assist in formulation of innovative models for implementing and maintaining cleanliness, hygiene and aesthetics of slum cluster and toilet and other assets in these JJ Bastis

Source: Extracts from MOU between DUSIB and CFAR for Gram Kheda

Discussions with DUSIB officials during the course of the present assessment, also brought forth that NGO participation has been solicited in the Adarsh Bastis for improving the environment of these settlements- improving usage of CTCs, solid waste management, garbage collection and disposal. The current MOU with CFAR is for a period of one year. Officials were of the view that while DUSIB can help in providing the infrastructure and improve facilities, NGOs can help with motivating communities and catalyzing behavior change. The joint action plan can also help in addressing issues in a coordinated manner. However since there are multiple departments, coordination between them is difficult and not much breakthrough has been made with the allied partners like DJB and MCD(Interview with Chief Engineer, DUSIB).

Currently, efforts are in place to take forward the Joint Action plans and the issues that have come up during the various interactions between community and department officials in the Adarsh Bastis being covered by CFAR.

Section II

Approach and Process of Community Engagement

While the larger dialogue around sanitation has been to ensure toilets; infrastructure and services for cleanliness and sanitation; at an individual level, WSH is much beyond this. Sanitation has an implication on the health and livelihoods of individuals both among communities and sanitary service providers. Sanitation is an issue of privacy and dignity for individuals and more so women. Sanitation is also a community issue and requires a collective effort.

While working to enable community engagement in sanitation, more so in urban slums where the population is largely migrant and living in restricted spaces, one of the key challenges that CFAR has faced, has been in setting the agenda for sanitation in slums. Key questions that have guided the intervention have been Is sanitation an agenda for the urban poor? If so, who is the driver for sanitation? Who is the face of urban sanitation? In the daily value chain, where does sanitation fit? Given these concerns, CFAR has enabled a process, where each community sets their own agenda, and arrives at solutions, specific to their needs.

This section examines CFARs approach to community engagement for urban sanitation. It details the process for establishment of various community forums and their roles.

The Approach

To enable community engagement in the 14 Adarsh bastis CFAR has facilitated the creation of several forums and platforms to build awareness and enable community members to raise demands around issues of urban sanitation. The aim of the project has been to build collectives and generate leadership within the intervention areas so that communities themselves can tackle the issues faced by residents of the slums. These include:

- i. Mahila Pragati Manch (MPM)
- ii. Community management Committees (CMC)
- iii. Adolescent girls group
- iv. Men and youth groups
- v. Public Hearings

Emergence of the Mahila Pragati Manch

The Mahila Pragati Manch (MPM) was established in the year 2006-07 as one of the first

Forums for community engagement in WSH. It is now one of the strongest forums and was registered as a community based organisation (CBO), in 2012. The MPM was established with support from CFAR prior to the WSH program in four bastis, under Mission Convergence project.

The MPM was formed on the premise that the process of collectivization was necessary to achieve cohesiveness and to build consensus on possible solutions to a wide range of sanitation priorities and needs. The first MPM was formed in Kalyanpuri. When CFAR team members initially visited the community, they contacted a few women and initiated discussion on issues of sanitation, cleanliness and drainage in the area. The CFAR workers asked a simple question, “*Do you get safai karamcharis in your basti*”. People were surprised and did not know what to answer since they were not even aware that a *safai karamchhari* is supposed to visit the basti. This question raised the curiosity of the women. With support from CFAR, they drafted an application and reached the

MCD office to ask for a 'safai karamchhari'. They met with success as the MCD allocated a *safai karamchhari* who came and cleaned the basti. This built women's confidence in the CFAR team and the group then began to raise several issues of community importance. The idea to form the Manch though mooted by CFAR was picked up by the women, who also thought it would be beneficial to establish a forum and give it a name. They felt that when an individual raises an issue, the impact is limited; but when an issue is raised collectively, it has much greater impact. However, initially, the community in Kalyanpuri thought that the women members of the MPM were political actors and they were often shooed away. Slowly and gradually active women from four bastis came together to form the MPM.

In the initial years Ms. Vimala, Founder Member, MPM, interacted with the community members and mobilised them. She recalls the trying times that residents of Kalyanpuri had ten years ago when many CTCs were closed by the authorities or allowed to fall into disuse.

When the community realized that if there were no toilets they could not go to work and children could not go to school because a toilet is an important part of our life and many things are linked with this facility or service. It was consequent to this realization that serious work commenced in the community on this issue. However, what was most disconcerting during those days was that no one in the government was prepared to answer the range of questions that the people were asking regarding toilets; the most pertinent being the question of why the government and municipal authorities were shutting down toilets without providing alternatives.

- Interview with Vimalaji, Founder member MPM

Focus Group Discussion with members of the MPM in Sunlight colony, Seemapuri revealed that each colony has its own weekly meetings, held every Wednesday. If any resident has a problem, they are encouraged to come to the weekly meetings and discuss their problems. Decisions are also taken on which member will take the lead in helping and resolving the issue. In case the issue involves visiting a government office to give an application, the transport costs are borne by the person who raises the issue. In case the financial status of the person is weak, the MPM members contribute their own money for transportation. CFAR also supports where there is a need.

The process of decision making on issues is by mutual consent. For e.g. if one member has a better understanding on pension issues and better relationship in the particular department, she is assigned the work of dealing with pension issues. In case of any disagreement or conflict, the matters discussed and resolved among themselves.

Today, the MPMAs a forum MPM has come a long way and has members from Kalyanpuri, Seema Puri, Tigri- Khanpur and Sunlight colony. There are a total of about 95 members. Initially, the membership was restricted to a few. But when people saw that the MPM was doing good work and achieving results, many joined. As issues were resolved, membership increased. Today, the MPM networks at the city level with various Community Management Committees (CMC), set up to raise and address community urban sanitation issues in Adarsh Bastis. CFAR envisions the MPM as a federation of CMCs across bastis in Delhi.

Discussions also revealed that it was only after the MPM and CFAR started working with the Gender Resource Centre and DUSIB that the members of the MPM realised that the onus was on them to find long term solutions to their problems. No outsider could help resolve their problems. This realization prompted them to reach out to the community and work out a strategy that would make the community central to the process and motivate it to take on the responsibility of working "shoulder to shoulder" with DUSIB and MCD. Thereafter, the MPM took a keen interest in assisting DUSIB and MCD in refining the design of the new toilet complexes and making them user friendly.

More importantly, once the construction was completed, MPM and CFAR entered into a MoU with DUSIB to develop a model for Community-led Management of Community Toilet Complexes and related sanitation services.

When the MPM was formed, we did not know anything; it was one the first women's groups in this area. Our bastis were very dirty. CFAR team taught us how to raise issues and seek solutions. They taught us how to speak to officials and how to present our issues. It was CFAR who gave us information on how to write an application, told us where the MCD office was located." - **Tabbasum member- MPM**

Over the years the MPM members have helped resolve a range of issues PDS-ration, pension and education. WSH is only one part of issues the group deals with. The women decide what issues the MPM should work on, when they meet. The issues are more or less the same across colonies. The MPM has extensively used RTI to resolve issues related to social security entitlements and issuing of birth certificates. For instance, the MPM took up a matter related to the pension of one of the residents of the basti. The pension had been stopped suddenly. Upon asking, MPM was informed that the same person had been getting pension under two names, hence one of them had been stopped. The MPM members then filed an RTI which revealed that the pension was being given to two different persons and not one as claimed. Though the officials agreed to restore the pension, they did not want to be faulted; so, they asked the woman whose pension had been stopped to sign a form saying that it is her fault that the pension was stopped. The MPM then fought against this and made the department accept their mistake and restored the pension with arrears.

Enabling justice in a case of negligence

A case of gross negligence came to light when MPM learnt of an incident wherein some children had suffered acid burns in a Government school in Sunlight Colony. A couple of these had suffered burns on their private parts. The hospital where the school had sent the children had not provided them proper treatment. The girls were just given an ointment to apply externally and asked to go home. The MPM members also found out that the teachers and principal had not taken proper action and the remaining acid was still kept within the school premises.

The MPM filed a case with the Education Department. Initially the department even refused to give a 'receipt / acknowledgement' for the application. However, MPM continued to follow up on the case on a regular basis and finally succeeded. Action was taken against the principal, who was transferred. The MPM also pressurized the police to take action against the other accused.

According to the MPM members, overall cleanliness in the basti has improved extensively. They had also intervened in the local school where toilet facilities were lacking. They found that the staff had a 9 seat toilet, while the smaller 2 seat toilet was given to the students; the MPM advocated and changed this arrangement 9 seat toilet was made available to the students and staff started using the 2 seat toilet.

Some of the early successes achieved by MPM members include

- In Kalyanpuri block-18, the MPM made a demand for a new CTC as community members had to walk 2-3 kilometers from their cluster to defecate. After a group meeting, members made a formal application for a new CTC to DUSIB. As a result of constant pressure from MPM, DUSIB agreed to construct a CTC in the cluster. The earlier CTC of 80 odd seats was in poor condition and not usable. This new CTC has 52 seats and is being used by the residents with a sense of ownership.

- In Sunlight Colony, members of the MPM motivated residents to have personal toilets in almost every household, since there was no CTC in the particular location
- In Rajasthani camp, the primary concern of the community was repairing the community toilet complex. The condition of the CTC was bad; out of 20 seats, seven were working (four for women and three for men). There was no exit for human excreta. All the human waste went into an open drain behind the toilet. The women's group with support of the CFAR team approached DUSIB and the MLA of the area. They discussed the problem with them. After many visits and discussions with the authorities, the MLA passed the budget for renovation. Renovation work started in January 2013 and finished in March the same year. Now the CTC is working properly and benefitting 600 odd households. During the end-term evaluation, it was noted that this CTC constructed by DUSIB is functioning well with 24 seats (12 each for men and women).

Source: IHD/CFAR, 2017

The MPM members pointed out: *“Our effort is to ensure that we keep doing good work and that more people join us in our endeavour”*. Now that the MPM is an established forum more women are keen to associate with it. Not much effort has to be made to get members; women come on their own—*“Basti meh lagta hai ki itni mahilaein kahan se ikkathhe ho gae”* (the people feel how come so many women have got together in the basti). Those associated with the MPM gain information and knowledge on new issues and activities.

Over the years the MPM members have also faced several challenges. Initially it was difficult for women to get out of the bastis. The men and other family members resisted and in some cases women had to face violence. Now while households have become more accepting, women say that they still have to face taunts, especially of the *Dalals* (middlemen) in the basti, who were charging a fee from residents for work such as getting a pension or a birth certificate. They resent the MPM as it takes away their commissions.

Several problems also persist in dealing with the government system and getting issues resolved as officials keep changing. According to one of the MPM member *“It takes at least 3-4 months to resolve an issue; we have to keep giving applications and reminders”*. By the time the MPM members establish a good relationship and rapport with particular officials, they get transferred. Officials find it awkward and at times difficult to deal with large groups of women. The food commissioner once asked *“Where do these women get all this information? Who gives them this information?”*

The MPM members assert that there are visible changes because of the intervention made by CFAR. Nearly all households now have dustbins to throw waste. They have now more information and greater awareness on waste disposal and importance of sanitation for health. They are now more aware about the importance of hand washing; most households have an extra pair of *chappals* (footwear) to be worn only when they go to the toilets; majority of the households send children to schools, more number of children have birth certificates. In some bastis, a creche for children has been established with support from New Delhi Forces. MPM provides awareness on menstrual hygiene and supports the anganwadi in their tasks.

Functioning of the Community Management Committee(CMC)

During its current project, CFAR has established CMCs in every Adarsh Basti to raise issues and monitor the work that is being done. As part of the MOU with DUSIB, CMCs along with MPM and CFAR have the responsibility for providing evidence on the quality of access to and use of various facilities.

When CMCs were to be formed the issue confronting the CFAR team was: How to elicit community engagement and participation in sanitation; especially, the management of community toilets. The process of forming a CMC usually begins with one or two women who show an interest in initiating a change. Slowly other women would join in and come together to form a group. Often there are some male members of the community who support them too. Members who are strong and can present their issues well, are chosen to carry out interactions with the other stakeholders. Usually there are three sub committees in each CMC Community committee (community engagement); facilitator committee (monitoring work and identifying needs); and stakeholder committee (engaged with departments).

The intervention begins with members of the CFAR team making door-to-door interaction with the residents of the selected areas. The discussion is usually around problems faced by women in relation to water, sanitation and hygiene matters. This helps towards building a rapport with the women and men of the community. It requires considerable time in building confidence and trust. According to the CFAR team members *“Once we know the issues, we start talking to them on the possible solutions and working with the concerned departments. We then start discussing the possibility of forming a group that can raise and address some of the issues”*.

One of the Project Associates (CFAR) says *“in my experience during the process, usually two types of groups tend to emerge; the first, that accepts us and bonds immediately and has several common issues that it talks about and is willing to take them up; the second type is one where people do not trust and come together easily; in such communities, we have to work harder to create trust”*.

Another senior member of CFAR team, pointed out *“In Rajasthani Camp, the approach was slightly different; we started with forming an adolescent girls’ group. When we started working in this area, our agenda was hand-washing; so, we started with this issue. We have also ensured that the engagement with women goes much beyond the CMC. We have meetings in all the lanes. I have gone house to house to meet with the entire community men and women, everyone knows me. Hence the community support here is also much stronger”*.

Usually, CMCs meet once a week; but if there are more issues, then twice a week (CFAR is a part of only some meetings). A record of all the members is kept by CFAR. There is no specific cost/ budget for routine CMC meetings, however, in case of meetings where resource persons are invited or larger community meetings, there is some budgetary provision to provide refreshment, travel costs etc. The CMC is in constant dialogue with different stakeholder's i.e. DUSIB, DJB, and other service providers. It provides a platform for different community members, including pregnant and lactating mothers.

CFAR has also focused on building capacity of CMC members on various aspects through regular community meetings. In some of the meetings, resource persons and experts are also invited. CFAR also organizes knowledge camps.

Discussions with CMC members in Seemapuri D-Block, revealed that the CMC here was formed a year ago because the community realized that if they needed to get some work done they had to go and make a collective demand. One of the main problems faced by women in this area was related to supply of drinking water. For some time, the DJB was not sending the water tanker so the CMC members went and spoke to the officials of DJB and they sent the tankers immediately. According to Munni Begum a leader of CMC *“Things are beginning to change. Now a lot of people come and visit the basti from DUSIB, MCD and DJB. The current focus of the group is on working together - whenever we have a problem we go and demand for it collectively”*.

The CMC members in Rajasthani Camp said that initially only those women who had time to spare joined the group. The members "who are good at talking" and could express their viewpoint were given the responsibility of meeting officials etc. The decision-making is through mutual consent. The responsibilities are divided according to their skill. For instance, those are good in communicating, are given community mobilisation work. Everyone has an equal role to play. "We decide to present a unified view, agreeing on what we have to say to the authorities and speak in one voice usually three to five members go to the municipal authorities in case a demand has to be presented too many members don't need to go. The MCD usually does the work; or else we approach the MLA.

The CMC in Gram Kheda was formed 5 months before the mid line assessment took place. The members said the CMC met once every one and half a month. The women had decided to become members because they felt that they could collectively resolve problems of their settlement.

Issues and demands raised by CMC

The CMC members have raised several issues in their respective areas and played the role of a pressure group to resolve issues. The women leaders have also played an important role in bringing about a change in the perception and behaviour of the community women and men on sanitation and hygiene. Some of the key issues that have been taken up by the groups include:

Ensuring Regular Water Supply

Reports of public hearing and FGDs with forum members indicate that they have relentlessly taken up the issue of water in their areas. The main issues relate to:

- Irregular supply of drinking water; water is supplied only on alternate days;
- Water is not suitable for drinking
- The location of public stand posts /hydrants is uneven; some households do not have easy access to these sources of water
- The pressure of water supply is low and it comes for a short time and those who have pumps tend to draw more water, depriving others
- Submersible pumps have been installed between 3-4 households,
- Drinking water pipeline and individual connections are not available,

In D- block Seemapuri, the DJB was not sending the water tanker, regularly. The CMC members met the DJB officials and registered their complaint. As a result, a water tank was sent to their area immediately. One of the achievements of the CMC has been that the water tanker which initially came on alternate days between 4:30 and 5:00 pm now comes daily.

The first issue the CMC raised in Gram Kheda was related to acute shortage of water in their area. There were no water sources in some lanes and about 30 households were deprived of water. The CMC members gave an application to the DJB. However, the water lines were installed only in lanes where people paid money. Some households who could not pay are still deprived of water connection. Water supply is still erratic and is not available for more than hour and half when it comes.

In Guru Angad Nagar too water supply is a major issue. The women pointed out that water comes at 2:00 in the morning and they have to get up to fill buckets etc, the pressure is very low and there are fights. Hand pumps are installed in the lanes but are highly inadequate. The CMC was planning to take up this issue with the officials.

At Rajasthani Camp Government had approved submersible pumps and a bore well was available. Water supply was not a problem. However, the water is brackish and is not fit for drinking. The women said they had been demanding direct supply of drinking water. They also plan to raise the demand again with the new Councilor of the area.

Maintenance of Community Toilet Complex

The provision and maintenance of community toilets or Community Toilet complexes in unauthorised localities is one of the main responsibilities of DUSIB. Several efforts have been made by women's groups and communities to raise demand for better provisioning and CFAR has evolved a participatory approach for keeping the CTC clean and ensuring proper maintenance of CTCs. The use of community centered approaches has resulted in growing awareness regarding the relevance and importance of these facilities; women's interaction with authorities as well as public hearings and meetings have enabled both sides to appreciate the concerns and apprehensions of each other better.

In D-Block Seemapuri, the CMC members said they had succeeded in getting two emergency toilets one for men and the other for women. The members of the CMC had also raised the issue of safety in the CTCs, during the public hearing. It was common to find alcoholics and drug users loitering in the CTC premises

In Gram Kheda, the group reported that very few households have individual toilets, the community women and men are dependent on CTC. However, the CTC has only six toilets for women and 12 toilets for men which are inadequate. It closes at 10 p.m. They had raised a demand for increasing the capacity of the CTC and also for emergency toilets. These issues were also raised during the public hearing.

Similarly, in Janta Jeevan Camp, the groups have been demanding for emergency toilets.

The CMC members in Rajasthani camp took up the case of emergency toilet with the local MLA during construction of the CTC and had the emergency toilets constructed. In this area, the CMC is playing the role of a watchdog and the members visit the CTC on a regular basis and talk to the caretaker if the toilets are not clean.

Raising demand for Drainage systems, Garbage collection and disposal

One of the major problems confronting Adarsh bastis is the collection and disposal of garbage. CFAR has been raising the issue of clean surroundings and helping communities demand services for cleaning of drains, collection and disposal of garbage. The lack of space for garbage disposal and irregular service also lead to unhealthy conditions and surroundings. In the first phase of intervention collective solutions were arrived at with both women and men taking responsibility of cleaning streets and drains, collecting and disposing garbage. The members of the groups also raised various demands with the services providers that resulted in regularisation of services.

The FGDs with women in various Adarsh bastis indicate that they have been regularly raising issues related to garbage disposal. In Janta Jeevan camp the CMC members approached the MCD and filed a complaint for regular collection of garbage. The MCD officials stated that they will resolve the issue.

In Seemapuri D-Block, the CMC leader pointed out that over the last one year, things were beginning to change. For instance, the garbage collecting van comes to the basti around 8:30 am daily and collects the garbage.

In Gram Kheda the CMC members said: *'The garbage van does not come near the settlement. The safai karmachari (sweeper) asks for money to collect garbage from individual households. People therefore collect home based garbage in polythene bags and dump them at a common place. But some people throw garbage in front of their homes in the drains which leads to the clogging of drains. We need to talk to these households and create awareness.'*

Enabling an understanding on FSSM

In Delhi discussions with forum members revealed that open defecation had reduced and awareness about toilets had increased. More recently CFAR has initiated a discussion on *Mal Niptan*/FSSM and women are slowly becoming conscious that total sanitation has to go beyond construction of toilets. They realize that treatment of faecal waste is also a crucial aspect of sanitation. In most areas, septic tanks have been constructed and are cleaned when they fill up. However, several CTCs are not connected to sewer lines and the faecal waste goes into the open drains. In Karotiya camp the Pradhan was of the view that people are not aware of FSSM issues. He has taken the initiative to connect the CTC to be sewer line that is being laid outside the camp.

In C-block Preet Vihar, Dadu palace, Chitra Vihar the toilets open out in the drains. The forum members also informed that they had given an application to DUSIB for sewer lines, but they had not received any response.

BastiVikas Kendra

The Basti Vikas Kendra in the Adarsh Bastis has been handed over to various organizations for conducting training programmes and courses. The members of MPM in Sunlight colony recalled how they had demanded the construction of a community hall where they could hold cultural and religious functions. The members and community people with the help of CFAR members wrote several applications for conversion of the community toilet into a community hall. After several applications, the MLA passed the proposal. Now the CTC is functioning as a community hall.

Engaging with Adolescent girls

In addition to the CMCs, in some of the locations (more those covered as a part of the first phase of the program), CFAR has also enabled the formation of adolescent girls' groups.

In 2012, CFAR started working in Rajasthani Camp, with adolescent girls, on hand washing issues. The group initially had a membership of 25 girls. Currently, there are 10-15 girls who actively participate in various activities. Some girls who were part of the group are attending college while others have got married. The group identifies issues in the basti and then works with CFAR and other community members to address them.

The meetings of the group are held every Thursday. The group gets together and discusses and prioritizes issues of the community. It takes up the issue that is most important and evolves a strategy to address it.

One of the first issues we took up was the issue of unhygienic toilets. "We noticed that the toilet was unclean; women would leave used sanitary pads in the bathrooms and toilets. We spoke to women about the reasons for keeping the toilets unclean. We also took the support of the older women in the community. We realized that there were no proper disposal mechanisms. We got cardboard boxes, made dustbins and kept them in the toilets. We cut up old newspapers and kept them in the toilets so that women could wrap the pads before throwing."

We wrote slogans and painted them across the basti to tell people not to waste water. We have also gone house to house to tell people this"

FGD with adolescent group Rajasthani Camp, May 2017

If the group decides to work on a particular issue, they take the support of CFAR. For instance, if they want slogans painted on the wall, they ask CFAR for help. They ask them for chart paper and pens etc. so they can make the posters and paste them. Some of the girls have even gone to the MCD and DUSIB office along with other stakeholders to raise issues.

- *We take the support of women in the community on all issues. Men and boys support us if we ask for their help*
- *Initially, my mother prevented me from coming for these group meetings; saying that it is just a waste of time. Now mothers themselves, come here and are members of the CMC.*
- *The officials in this area are very responsive; they have supported us in whatever we have asked them.*

The adolescent girls group has been raising issues around sanitation, even before the CMC was formed.

CFAR has also focused on building capacities of the girls through trainings and exposure to various learning opportunities. The girls informed that they had learnt about personal and menstrual hygiene. The girls were also given training by Goonj on various issues pertaining to menstrual hygiene and also on preparing their own sanitary napkins. They also learnt that they should not waste water or throw garbage in the drains. The girls were initially shy but slowly gained confidence to speak and articulate their concerns. The group has carried out a survey in their area and also brings out a newsletter/magazine.

We went to Saket and got training on how to make and write in a community newspaper (facilitated by CFAR). We learnt how to conduct a survey/ collect information and write an article. We have started a community newspaper called the Charkha, which we display in the CTC. We write on issues of relevance to the community, so that everyone who comes to the CTC can see and read. Through this, we are making community residents aware of issues in the community.

FGD with girls in Rajasthani Camp

The girls also recently attended a training on solid waste management - waste segregation and disposal. The girls and women in the community have begun to promote this practice in the basti. The next agenda of the group is to enable waste segregation and disposal in the community. At present, they have planned to put degradable wastes in a pot and mix with leaves and manure. In the long run, they want to have a compostable pit, where they can dispose the waste.

In Janta Jeevan Camp too, the adolescent's girls group is active and has been working on MHM issues. The adolescents girls group has been staging a *nukkad-natak* at MHM in different settlements. They have also put up posters in the CTC on sanitation and cleanliness

Most of the girls are studying in school and colleges/ doing courses. They are confident and speak well. A number of changes were articulated by them post the intervention. They said they had gained information and knowledge on personal and menstrual hygiene, learnt to use technology and also have a Whatsapp group called 'BADLAV', in which they post issues of the community/ basti and indicate how they are going to resolve it. Due to constant efforts by the community the drains had been cleaned, some of the open drains had been covered. They were appreciative of the continuous guidance and support provided by the CFAR field coordinators. However, they are confident that even if they don't have support from CFAR, they can manage to raise issues of the basti along with other residents. It is evident that the adolescent group is playing a major role in enabling awareness and community engagement on issues.

Photos: Adolescent girl's groups pasting posters on the walls



Promoting participation of men and boys

Efforts are being made to involve men and boys in the intervention areas by CFAR. However male participation has been sporadic. While the intervention has been able to actively engage women as a part of the CMC, men and the larger community often get left out of the active decision making process and action. They are involved more in the public hearing and as secondary/support stakeholders. This limits their role, participation and interest in actively enabling adequate WSH in the community.

Discussions with men and youth in the Adarsh Bastis revealed that they would like a more active role in the committees and activities. In some basti's, men are unaware of the role of the CMCs and the work being done under the project. Some are still reticent about giving leadership roles to women.

In Guru Angad Nagar the Pradhan expressed his displeasure about women's engagement-*"You have made women folk our leaders so you go and speak to them. Whoever comes here wants to talk to our women only, it seems that all the men in basti have died!"*

However, in Gram Kheda an informal group with a membership of 10-12 men and boys has emerged. The men carried out a mapping of the area indicating the available water connections as well as identified the areas where new installations need to be carried out. On the basis of this mapping the community men and women approached the officials of the DJB and filed an application.

During the Knowledge Camp held in Kalyanpuri in April 2017 a member of the youth group from IG camp recalled there was a park in the area which was neglected and being used by young men who were involved in substance abuse and gambling. Many people also used the ground for open defecation. The youth group decided to clean up the park. They gave an application to the local MLA and started working on cleaning the park, A small temple was also built to keep people from misusing the park area. Today the park is clean and can be used by the basti members. The group realized *"akele se koi kaamnahinhota, sab ko mil kar kaam karna padega"*! (None of this work can be done alone; we have to work together)

In areas such as Rajasthani camp and Seemapuri D block, men and boys support the CMC as and when required. Boys write the applications for the group while men accompany women to the departments. They also provide their suggestions and opinions on issues.

During the discussions men and boys also said water and sanitation is seen as a 'woman's issue' and men are not involved. They however, accepted that these issues impact them as well. They added that men can support the group in interactions with the stakeholders and be partners in visiting government departments. They also felt that since most anti-social elements in the communities were men, involving men as part of the CMCs could help control some of these issues. Further, they felt that in locations such as Sunlight colony, while efforts had been made to provide vocational and computer training for adolescent girls, boys are not involved.

Jan Sabha-Public hearing as a platform for strengthening partnerships

Public hearing is increasingly being used as a means for raising concerns, ensuring transparency for better implementation of government services and programs. CFAR has used the platform of the public hearing to focus attention on a range of problems related to urban sanitation confronting community women and men in underserved settlements. It is a platform that provides the interface between community members and stakeholders of the government departments. It enables looking at a problem from many different viewpoints to help arrive at solutions collectively.

A series of public hearings were organised by CFAR in all the Adarsh bastis between November-December 2016. The process followed has been similar in all areas. As a first step, the CFAR team shared the baseline survey data collected from the intervention areas/ communities. Findings of the baseline survey were validated in a meeting where community women and men participated. The sharing and validation of data further helped in identifying the key issues that required attention and intervention. These issues were also documented.

Public hearings were then organised with participation from government officials from DUSIB, MCD, DJB, Police department, BSES, MPM and CMC members and the CFAR team. Members of CMC and other individuals raised their specific concerns before a panel of officials who could respond to the concerns firsthand. The role of CMC and MPM has also been central to raising and finding a resolution to the problems. An outcome of the public hearings has been the drawing up of Joint Action Plans for each community.

Public Hearing, Gram Kheda: Mansarovar Park

There are approximately five hundred fifty households in Gram Kheda. Many of the residents have been living here for more than 25 years. Half the residents have constructed toilets with outlets into the open drain outside the area. The settlement has one 18 seat CTC maintained by DUSIB. The community has no dhalav ghar or garbage collection provision for waste collection. Majority residents are dependent on the community stand post for water to meet their daily needs. The settlement does not have any dedicated park area.

The baseline survey conducted in July 2016 covered 56 households with respondents in the age group 15-45 years. The survey revealed several problem areas related to water, drainage, CTC, waste management and garbage disposal

During the validation discussions with the community members on the baseline findings the main issues that emerged included cleanliness of the big drain adjoining the settlement, availability of toilets at night, repair of dilapidated drains, sewerage connection, clean drinking water, street lights and community dustbin for garbage disposal. All these issues were then presented by residents of different lanes during the public hearing in the presence of officials from DJB, MCD and DUSIB.

The official response to the issues raised were as follows

DJB "We are laying pipelines keeping the layout of the settlement in mind. Lanes are very narrow; it is difficult for us to lay pipes. We can install five hydrants in the first lane. We can give new water connections once the department approves. If Pradhanji can give the request in writing, we will increase

the number of tankers. Sewer line is not under our jurisdiction; you will have to contact the concerned department.

MCD "We have made a written submission to MLA requesting covering this big drain and cleaning it. The garbage van comes between 10am to 11 am. If people here need any help they are free to come to us."

DUSIB: "We will repair both CTCs at the earliest. There is no space for any new CTCs here. We do not have no instructions pertaining to sewerage connections. The CTC will remain open from 5am to 10 pm. For keeping it open at night we will need to speak to our seniors".

Source: The Priorities, Needs and Key Recommendations that emerged from the Baseline Survey, Group Discussions and Public Hearing held in Adarsh Basti of Gram Kheda, Mansarovar Park on December 27, 2016, CFAR

During the course of the present study the research team observed a public hearing and knowledge camp organised in D-Block, Seemapuri which was organised by MPM / Shakti Mahila Manch CMC and CFAR on 29 April 2017. A total of 40 participants (women/men/children/youth) attended the public hearing. Officials of Delhi Jal Board, MCD, DUSIB, JEN also attended the meeting and responded to the concerns raised by the community members. The arrangements for the public hearing and knowledge camp were made by the local CMC with support from CFAR.

Public Hearing, D-Block, Seemapuri

During the public hearing, several concerns were raised by women members on repair of CTC, construction of CTC and emergency toilets in the area, supply of clean drinking water, quality of water, cleaning of clogged drains and connection to sewer. The women present in the meeting pointed out that supply of water is irregular and came only for half hour. There were few public taps in the area. The water supplied by tanker was unhygienic but since there was no other alternative, people were forced to use the water. No pipelines had been laid for supply of water to individual HHs.

The women also wanted to know about the action taken by the various departments on the issues raised in the public hearing held in November 2016 and the reasons for delay in addressing the problems.

Responding to the various queries raised by the resident, the officials said:

ASI MCD: I am responsible for the small drains; the bigger drains are the responsibility of the AE PWD. This problem of sewerage is a big issue. I do not have sufficient carts to pick up the garbage. The garbage collection is usually done between 8.30 to 9 am. The lanes are small and bigger vehicles cannot come here. They come twice a week on the main road and blow the siren. You all should go and throw your garbage when the big truck comes.

When the women countered that the truck does not blow the siren the official responded that the sirens were not working and will be repaired soon. He also stated that there are some issues that are not being resolved due to lack of coordination between MCD and DUSIB.

JE.DJB: was emphatic that the water supplied through tankers was chlorine tested; he said in case of poor quality of water, a photo should be sent to him on Whatsapp and he will pass the information to higher officials. Due to paucity of funds/budget, taps could not be installed. He also said he could speak only for those issues that were under his jurisdiction or responsibility. He said he was not responsible for increasing the budget. My responsibility is only to give an estimate; besides, water connections are not allowed in jhuggi jhopris.

Field Notes April 2017

It is evident that the public hearings have helped in raising crucial issues and in demanding solutions from the officials. While regular follow up of commitments made in the public hearing has been ensured by CFAR, the lack of convergence between departments is a matter of serious concern. It is in the interest of the communities to raise their demands. However, without coordinated efforts of the service providers many issues remain unresolved.



Photos: Public hearings

Training and capacity building of Group Members

Training and capacity building of members of different groups have been facilitated through the project in different ways. While CFAR does not have a specific training calendar for women who are part of the MPM or CMC, capacities are built as and when needs arise. CFAR has facilitated training (through meetings and inviting resource persons) on the following sanitation and hygiene; menstrual hygiene; enabling entitlements pension/ PDS-ration and solid waste management. Some MPM members have been trained by the New Delhi Forces on Children's issues and importance of AWC.

Trainings have also been conducted on construction of 2 pit toilets and septic tank for toilets, Community members have learnt how to write applications and learnt the skills to work with and deal with the official system and get work done. They have learnt the skills of how to talk to officials and present issues, how to use RTI as a tool for seeking relevant information.

Recently members of MPM and CMC had an opportunity to go to Hyderabad where they attended a workshop on solid waste management and got new information on managing wet and dry waste.

“Because of my membership in the MPM, I got to go to Hyderabad. I got training on waste disposal and segregation of solid and liquid waste”. Others have got the opportunity to go to Rajasthan etc. This is a great exposure for us” - Sunita

Women stated that the cross learning opportunities such as the recent one in Hyderabad helped them understand issues in-depth. They also wanted training on how the communities can take forward aspects of waste segregation and disposal that they have learnt in Hyderabad. Lastly, they desire a more effective facilitation with DUSIB.

Another platform for capacity building have been the Knowledge Camps that are organised in the Adarsh Bastis. Information around specific issues are shared in these camps, wherein external Resource Persons are invited.

The research team observed a Knowledge Camp on Solid Waste Management in Kalyanpuri in April 2017. Resource persons from two organizations, Vatavaran and Vaatsalya (Gujarat) were invited to interact with the members of CMCs, MPM and adolescent groups.

The resource person from Vatavaran shared information regarding disposal of dry and wet waste and the need to segregate the two. Information regarding E- waste was also shared. The different ways of converting wet/ liquid waste into compost/manure was also discussed. The women and girls present in the meeting were curious and asked a lot of questions.

The information regarding MHM was shared by a resource person from Vatsalya Gujarat. She pointed out that menstruation continues to be a taboo subject and is not discussed openly. There is a need to talk about it with men and boys too. She also demonstrated the use of an incinerator that could be used to dispose sanitary pads. Several queries came up regarding the costs and installation of the incinerator. An outcome of the knowledge camp was that after seeing the demonstration, an incinerator has been installed in Karotiya camp by the CMC.

The interactions at the various levels suggest that CFAR has adopted a systematic approach to engaging with the communities in the Adarsh Bastis. The effort has been to enable the groups to evolve their own strategies to address their problems. The facilitation by CFAR has enabled the groups to seek information and act upon it.

Section III

Community Engagement for WSH: Perspective of Government stakeholders

Three key agencies have played a role in the development and improvement of Adarsh bastis in Delhi DUSIB, MCD and DJB. While the primary responsibility of improvement of the settlements lies with the DUSIB, key roles of enabling water and sanitation infrastructure and services have been undertaken by DJB and MCD. The CFAR team has been closely working with DUSIB and other partners to ensure delivery of services in the Adarsh bastis.

An effort was made to understand the perspectives of officials from these three departments on issues of WSH and the role of CFAR in furthering community engagement. These are presented in the following section:

Delhi Urban Shelter Improvement Board (DUSIB)

As discussed in an earlier section, DUSIB is a key player in provisioning of basic civic amenities in the urban JJ clusters of Delhi. The specific mandate of DUSIB is to provide minimum civic amenities in JJ clusters and to improve the standard of living of the residents. The facilities include housing for all, community toilets, night shelters, roads, drains, establishment of Basti vikas kendra and Shishu vatika. According to Chief Engineer, DUSIB, following the concept of the 'adarsh gram', introduced by the Prime minister, DUSIB decided to introduce the concept of an 'adarsh basti'. Out of a total of 675 slums in Delhi, 52 were adopted as part of this program.

The need for partnering with the NGOs arose as it was felt that while DUSIB was making the effort to enable infrastructure and services such as CTCs, paved lanes, paved drains, water hydrants and tankers, electricity etc., these were not being utilised effectively by the communities. DUSIB then decided to partner with NGOs, who could engage with the communities on the use of toilets and make these areas open defecation free and improve management of solid waste. CFAR was one of the groups that DUSIB partnered with; It was also expected that the NGOs would enable interface of community members with the local officials from DJB and MCD; since convergence at the higher level is difficult.

All the officials felt that CFAR was playing an excellent role in building partnerships with the community and other authorities for slum development. Their role in mobilising communities on issues of WSH was highly appreciated. The Chief Engineer DUSIB was of the view that Karotia camp, where CFAR was working was considered closest to the envisaged Adarsh basti. All the good practices were visible in these basticlean drains, well maintained CTC, and an incinerator for disposal of sanitary pads had also been installed. *"Wherever the NGOs have worked hard, results are evident"* said an Executive engineer, DUSIB. The Member(non-official), DUSIB was of the opinion that CFAR had helped bridge the gap between the community and the various Government agencies. He said that the role of NGOs such as CFAR could go a long way in addressing issues and facilitating basic amenities in underserved areas.

Officials were however, of the view that while efforts were laudable, several issues and challenges continued to impact the effective provision of services and establishment of Adarsh bastis. These include:

- Lack of sewer connections in locations where people have built individual toilets
- Acute shortage of water in some areas

- Maintenance of parks and preventing encroachment
- Management of CTCs this is a major challenge, mentioned by all stakeholders.
- Issues impacting CTCs include violence and drug abuse inside and outside the CTCs. Officials in East Delhi mentioned that people snatch money from caretakers, break and steal taps etc. There are also safety concerns for women who use the CTC.
- Resistance to pay CTC user charges while people use the CTCs, several resist paying the charges. This makes it non-viable for agencies to operate the CTCs and to cover costs. As a result, they illegally increase the user charges. DUSIB is also trying to enable a monthly pass system, however, even that has been a challenge. The DUSIB is presently exploring CSR support from FMCG companies, who distribute free products such as toothpaste etc. to those residents who make the monthly pass, in the beginning of the month.
- There is a gap in the supply and demand of CTCs. According to the DUSIB officials currently there are a total of 17,000 CTCs functioning in Delhi however the demand in JJ clusters is around 50,000. Even assuming that 30% households have individual toilets in their homes, the demand is huge.
- To ensure that CTCs are kept in good condition, a grading system has been developed by DUSIB. Based on various criteria, CTCs are rated Very Good/Good/Average/Bad; the CTCs are monitored every month and ratings given; based on which, the officials can make the required changes
- Segregation of waste DUSIB officials felt that segregating domestic waste at the household level, would be a great effort in waste management. The biodegradable wastes could be composted and the manure could be used by the horticulture department; the plastic wastes could be recycled and the rest could be picked up by the regular waste disposal system. This would also help reduce the land needed for landfills. Poor coordination and convergence with DJB and MCD was a major issue
- No fund allocation for the 52 Adarsh Bastis
- Multiple stakeholders and lobby groups it was felt that there is lack of political will; the presence of multiple stakeholders results in ego clashes and as a result, many good initiatives cannot be implemented

While DUSIB had planned to convert the 52 bastis as Adarsh bastis within a time period of 3-6 months; DUSIB has not been able to declare any Basti as Adarsh and is still struggling with many challenges.

Officials expressed that several of these challenges could be overcome by active participation of the community and community ownership for example the CTC in Sultanpuri, being managed by students of Bhagat Singh College.

Delhi Jal Board (DJB)

The DJB is responsible for water supply, maintenance of water lines and supply of clean drinking water. They are also responsible for laying sewage lines. Officials said that more than water supply, pressure of water in the lines is the main issue; they are unable to cater to all households. Some households had fixed their own motor pumps and hydrants; this further reduced the water pressure and thus availability for the rest of the households. Officials said equipment was often stolen often people misbehave and are unruly with officials who go on visits. Lack of adequate

support from the community made it difficult for them to work in the slums. They also said that though there was a great need, sewer lines could not be laid as the lanes in the slums were very narrow. If DUSIB could widen the lanes, sewer lines could then be laid.

The role of CFAR was greatly appreciated. *“The advantage of organisations such as CFAR is that they have a good rapport with the community and are able to bridge the gap between us and the community; because of them, we get to know about many issues, and are able to resolve them”*, said a Junior Engineer, DJB who had been attending the public meetings organized by CFAR and had tried to resolve several issues that had been raised at these meetings.

Municipal Corporation of Delhi (MCD)

The role of the MCD is essentially to ensure sanitation and collection of waste/garbage from the basti's. Officials said that the key challenge for MCD was to change the behavior and mindset of communities. Waste was not dumped in designated locations and was thrown in the narrow drains, meant as water outlets. Despite cleaning and efforts made to collect and dispose garbage, people continued to litter and dirty the surrounding and roads. One of the officials said that despite his offer for garbage collection trucks to arrive at a designated time every day and stand outside the bastis and request to people for collecting and throwing their waste; implementing this has been difficult. Given that lanes are narrow it is difficult for collection trucks to go inside. Another major challenge that the MCD faced was that no resident in both slums and gated colonies permitted for waste collection points/ *dhalaos* to be built outside their house. This made it difficult to store waste temporarily, before they could be taken for disposal. Lack of adequate supervisory staff and funds was also highlighted.

While acknowledging the role of CFAR in making communities aware on issues of waste disposal officials said that they provided whatever support was possible. They also felt that communities lacked interest and commitment to the issue of sanitation and this was a challenge that both CFAR and the MCD faced.

Lack of convergence and coordination between the three agencies was acknowledged by all officials and stakeholders. There are no common platforms/ meetings where officials from the three departments could meet to discuss and resolve issues. The MCD and DJB believed that the primary responsibility of the JJ cluster/slums lay with the DUSIB and it was their role to facilitate convergence. The presence of multiple stakeholders was also mentioned by all agencies, which they believe hampered progress. For instance, drains beyond a certain width, fall in the purview of the Public Works Department (PWD), which did not work in the slums on a daily basis, an MCD official said. In case the PWD comes and cleans/ repairs a drain and the community litters it again MCD would not be able to clean it, as it did not fall within their purview. Similarly, park development within the bastis falls under the purview of the horticulture department, none of the other agencies are willing to take responsibility. Thus, coordination with multiple agencies is often a challenge and is a key aspect that needs to be addressed at the policy level.

Section IV

Assessing Gains and Challenges in Community Engagement for WSH

As evident from the above sections, community engagement in the Adarsh bastis has been facilitated through MPM, CMC and adolescent groups and emergence of platforms such as public hearings. Community women and men have been capacitated to raise and resolve their WSH issues with support from government departments and other stakeholders. While WSH remains the central focus, in more evolved CMCs, the members have used the skills learnt to address other social issues confronting the community such as education, ration, pensions and domestic violence.

This section details some of the gains and impact of the project, challenges faced in engaging communities for WSH, enabling sustainability and recommendations to carry forward the initiative.

Gains and Impact of the project

Enabling an understanding on WSH issues

Field level interactions underscore that before the intervention, nearly all the communities were unaware of the importance and impact of poor WSH practices. One of the substantial gains of the intervention is awareness and information on issues of WSH- water usage, sanitation, garbage disposal and so on. The groups are also well informed about the various institutional mechanisms to address their issues. This has been done primarily through four platforms:

- CMCs and adolescent girls' groups The interactions and discussions facilitated by CFAR field coordinators, during weekly meetings, have enabled members to understand the importance of cleanliness, sanitation and hygiene and its impact on health and well-being. Each of the meetings has been used as an opportunity to discuss and reiterate issues.
- Public Meetings and Public Hearing in areas such as Rajasthani camp, where the CMCs have evolved, the members also organise public meetings, where they speak on issues of WSH to the larger community. The public hearings have also enabled the interface between community and service providers.
- Knowledge camps where resource persons and experts are invited to speak on various issues of WSH.
- Learning opportunities and exposure visits for CMC members to Rajasthan and Hyderabad, where they have seen other WSH interventions and learnt newer techniques such as two pit toilets and solid waste management and disposal

The work of the CMCs and CFAR is appreciated by several community members, including men. The men in Gram Kheda said that CFAR has been working with women and raising awareness around several issues. This, they felt, had made women confident to approach government officials whenever there was a problem. It had also helped in improving the civic amenities in the area. In Seemapuri, men acknowledged the efforts of the women's groups in taking the lead on issues of water and sanitation, especially the conditions of the CTCs, cleaning of drains, and garbage disposal.

Promoting behaviour change

Owing to the information and communication on various issues as mentioned above, communities

articulated that there has been a significant change in behaviours both at the individual and community levels. Almost all the women articulated that they were more confident and had learnt to talk to government officials and present their issues clearly. This change in self image had also led to a change in social image as women are seen as capable of resolving problems.

Some of the key areas where change is discernible are as follows:

- Waste disposal In Sunlight colony, Rajasthani Camp and Janta Jeevan camp, where the groups are evolved, it was reported that nearly all households have dustbins for garbage disposal
- Hand washing practices has been enabled among community members in all the intervention areas
- Girls and women use sanitary pads and have adopted hygienic disposal practices Systems for disposal of sanitary pads have been established such as provision of old newspapers and cardboard dustbins in CTCs where girls and women now dispose pads (earlier women used to leave the used pads without covering them with paper within the CTC). In Karotiya Camp, the CMC and community members have pooled in resources to purchase an incinerator. This has been placed in the CTC. The women informed that most of them use the incinerator for disposing sanitary pads.
- Cleanliness in the CTCs has improved as a result of continuous messaging through posters and newsletters created by adolescent girls on keeping the CTC clean
- In Sunlight Colony, Old Seemapuri, stakeholders mentioned that number of children who are attending school has increased; and that greater number of children have birth certificates

For the adolescent girls as well, being part of the intervention has been a learning process:

- Through the group, the girls have learnt communication skills and how to present their issues *"It took us a long time to learn and be confident. Even now, 1-2 of us are more confident than the others"*, said the girls from Rajasthani camp
- They have learnt how to conduct surveys and how to write and are developing community newspapers
- They are better equipped to manage personal hygiene during menstruation
- They have learnt to use computers and have a Whatsapp group

Thus, by establishing CMCs, adolescent groups and engaging with other community members, a culture of talking about issues of WSH has been established. Further, in evolved groups processes and capacity to engage with government departments and stakeholders has also been established.

Ensuring Infrastructure and services for WSH

With support from CFAR, the CMCs and adolescent girls' groups have enabled several changes in the infrastructure and services for WSH both through Government engagement and self-effort. Some of the significant changes are as follows:

Toilets and Sanitation

- Opening of closed CTCs in several locations, such as Seemapuri D block, while CTCs were constructed, they were kept locked

- Establishment of new CTCs in locations where there were no toilet complexes
- Repair and refurbishment of old and broken CTCs
- Establishment of systems of emergency toilets which could be used at night when the CTC is closed this has been done in Rajasthani camp and Janta Jeevan Camp
- While sanitary workers are supposed to visit and clean the basti's, none would come. Through the efforts of the CMC, sanitary workers now visit Sunlight Colony, Janta Jeevan Camp, Rajasthani Camp and Seemapuri D block on a regular basis
- Two large dustbins for waste disposal have also been installed in Janta Jeevan camp
- In Rajasthani Camp, all drains have been cleaned and covered. The sanitary workers come to clean the basti on a regular basis and clean the drains when requested
- In Rajasthani Camp and Janta Jeevan Camp, adolescent girls' groups have made dustbins from cardboard boxes and kept newspapers in the CTCs for wrapping and disposal of sanitary pads

Water

- Water tankers for potable water have been arranged through the DJB in several locations including Seemapuri D block, where people were earlier drinking salty ground water from the submersible pump
- In Janta Jeevan camp, earlier, the basti had a huge water problem; now they have adequate water supply. Every lane has a water pipeline with a hydrant for every four houses, a total of 68 hydrants have been installed by the DJB.

Street Light

The CMC in Janta Jeevan Camp with support from MCD, has got street lighting in the basti.

The CMC members have the telephone numbers of all concerned stakeholders including the sanitary workers, garbage collectors, and tanker drivers, officials from DJB, MCD and DUSIB etc. In-case of any issues with the established systems, they contact the concerned persons on their own to work towards resolving the problem.

It can be stated that overall, across communities, cleanliness, infrastructure and services in the bastis had improved owing to the work of the CMCs and CFAR. Further, in several locations, CMCs are actively pursuing issues of sewerage, water shortage and garbage disposal, among others.

The response of government officials is favourable. They acknowledge that CFAR has a good rapport with the community and has been able to initiate change by continuously engaging with the community women and men on issues of WSH. When communities raise issues and complain, the officials are forced to respond, creating an environment for development. The channel of communication with the officials is also constantly maintained.

Challenges in engaging communities on WSH

While there have been several gains and changes that are discernible across the Adarsh bastis, engaging with community women and men to work on issues of WSH in an urban context like Delhi is challenging. In these settlements where the primary focus of residents is on earning a livelihood there is little or no interest to engage in other activities due to paucity of time and energy. Some of the challenges, as observed, articulated by communities, project staff and officials are presented as follows:

Establishing trust

The first and most challenging aspect of community engagement is gaining the trust of the community. As mentioned above, in bastis, both women and men tend to be busy and there is distrust. Across the intervention areas, all CMC members said that they initially did not believe or trust the CFAR representative. The field staff had to make several visits and talk to 1-2 women who were trusting to initiate the formation of the CMC. Once others in the community witness a change, they are willing to support the intervention.

In East Guru Angad Nagar, Gram Kheda and Seemapuri D block, the groups are nascent. In Gram Kheda and Seemapuri D block, while CMCs have been formed, members are unsure of their role and involvement they do not know if they would see any results from this engagement. In fact, in Gram Kheda, some were not sure how long back the group was formed. In Seemapuri D block, though the CMC has been established for nearly a year, there are still doubts and disagreements among members. Several community members also mentioned that NGOs come and go and they often tend to waste their time without doing any work. This is also a perception that the CFAR staff has to overcome. In East Guru Angad Nagar, the intervention is just a few months old and the CMC is yet to be activated. Some women articulated that they do not trust the CFAR staff; *“how can we trust the person who has come? We don't even know her”*. They expressed the desire to meet with the officials of the organisation. They felt that the senior officials/members should come and present their work and intent; it would then be easier for people to trust and give time.

In the more evolved areas such as Rajasthani Camp and Janta Jeevan camp, the communities were first approached through adolescent girls. While parents resisted initially, they began to observe changes and growth in the girls through their efforts in the community. This made it easier to engage women in CMCs, as they had already seen CFAR's work with the adolescent girls. In these communities, the field coordinator, through her own efforts had also ensured that she reached out as many stakeholders as possible including the community leader, men and young boys. She undertook household visits along with CMC members, to introduce herself and to talk about issues of WSH. This has helped to establish a rapport and trust in the community. In these locations, while the male groups have been formed recently, they have always been aware and involved in the WSH activities in the community.

It thus takes time to establish trust and rapport with the community. The process of engaging with the community also appears to vary across locations. In the nascent bastis, more efforts are required to actively engage with the communities and build trust.

Functioning of CMCs

While CMCs have been formed across locations, their functioning varies, depending on how evolved they are and the issues they take up in the community. The MPM, for instance, meets on a weekly basis. In Rajasthani Camp and Janta Jeevan Camp, the CMCs meet every 10-15 days according to the convenience of members. In other locations however, meetings are not undertaken on a regular basis. Members are mobilised on the day that the CFAR staff visits the location or, they meet only when there is an issue. For women who are working, it is even more difficult to find time to attend CMC meetings or go to the government offices.

In some locations, there is hesitation among some members to go for meetings with government stakeholders, as it involves spending time and money on travel. There are also issues of lack of consensus on priorities, which remain unresolved. For instance, in Seemapuri D block, while some residents wanted to have the drains cleaned, others who had closed the drains by cementing them

are unwilling to break them for cleaning. This creates differences of opinion and lack of consensus in the CMC.

Some of the project staff felt that except for a few active women, there is a general lack of interest. While women are aware of the meetings, they don't attend. Many associate with the group just to have their own issues and concerns addressed and then just stop coming.

In some locations, the RWAs see the CMCs and MPMs as an opposing body. This at times, becomes problematic for the women. In locations where the intervention is nascent, women have to also negotiate with men and others in their homes, to be able to actively participate as members in the CMC.

In most locations, more so in the nascent communities, regular support from CFAR was requested to enable the CMCs to work together and build capacities. At present, in some locations, CFAR team members do not have a regular contact. This affects the recently formed CMCs, who often lack an understanding on how they should bring the group together and proceed on issues. Even in evolved locations such as Sunlight colony, stakeholders said that the CFAR representatives kept changing and this affected the pace of work.

CFAR project staff mentioned that in the evolved communities, the organisation has been working since 2012 and hence the community engagement is much stronger. Also, these locations being in south Delhi, make it easier for the project team to visit on a regular basis. There is a shortage of project staff; and the effort is more on furthering the intervention in the evolved communities than focusing on the nascent ones. In addition, the government departments in South Delhi were found to be more responsive and hence several issues have been resolved. The need to build capacity of the project team was also recognised. While there are some strong team members, skills of others need to be enhanced. Thus there are several challenges which the project team faces that need to be addressed.

Men also suggested that in some of the locations, the members of the CMC are getting old and younger members should be engaged to enable sustenance and more active work.

Engaging men and the larger community

WSH is a community issue and the involvement of all stakeholders would be a huge gain in enabling behaviour change and advocacy for infrastructure and services. Involvement of community stakeholders beyond women would also expand the reach and support for the project. This has been seen in some of the project locations where adolescent girls' groups have been formed. The groups have been able to reach out to large number of community members through home visits, slogans, wall paintings, nukkad-natak/street plays, campaigns and community newspapers. Similarly, it is important to engage boys and men as well, to instill in them the importance of WSH and work with them as active members in change.

CFAR staff said it was difficult to engage with men, as they were busy with work during the day. Further, they felt that when men were involved in the same groups along with women, they tended to dominate and take all the decisions by themselves. ; Hence, the effort was to have separate groups for women and men. Engaging with communities in urban contexts is also an uphill task. Unlike a gram panchayat in a rural context, there is no nodal decision-making body in urban slums. This means that staff has to visit households and lanes to identify persons who could lead the WSH initiative in the community. Sustaining the interest and role of the CMCs and communities is also a challenge. In the evolved communities and CMCs there is a realisation for the need to expand beyond women and to include other community men and boys as a part of the intervention as well.

Rapport and responsiveness of Government and other stakeholders

“The more responsive the departments are, the more successful the intervention. CMCs are active, because they see that their efforts are bearing fruit” Project Associate, CFAR

Engaging with Government departments forms a key component of the intervention. However, engaging with departments and officials is also a challenge. MPM members pointed out "by the time they are able to establish a good rapport with the concerned officials, they are transferred". Time is then spent on building rapport with the new official. This affects the progress of work as well.

A similar issue is seen in the case of CTC caretakers, who keep changing from time to time. It was learnt that the CTC caretakers are rotated from one location to the other, so that they do not form bonds with the community. Several households refuse to pay for the CTC services and changing the CTC caretakers is the mechanism followed by the CTC contractors, so that they collect fair charges from everyone and do not subsidize. The changing face of the CTC caretakers is however, a challenge for the community members.

In order to get work done there needs to be constant pressure and engagement with the officials to remind them of their commitments and ensure that action is taken. This is also a challenge for the CMC members, who spend money on travel and take time from other responsibilities. The lack of convergence between various departments DUSIB, MCD, DJB impacts the resolution of issues and requires more time and effort of the community members.

While in the intervention areas in South Delhi officials have been responsive and significant work has been undertaken, in others, the progress has been very slow. Poor response of the departments affects the morale of the CMCs and the project. In Gram Kheda, despite giving several applications, progress on the water issue has been slow. Consequently, engagement of women as a part of the CMC is limited and trust has not yet been built in the community.

CFAR project staff also felt that local authorities and departments often do not make the effort to engage with communities while deciding on priorities and actions. *“There is a huge gap between the community and the departments. The departments don't take into consideration the views and issues of the community. They do not involve the community in their work. They come, observe and make their own plans. Then they complain that the community does not support them”*, said a project associate.

Slow progress and resolution on issues

While some progress has been made, issues persist across all intervention areas. One of the issues highlighted in all locations is the long queues outside CTCs, especially during morning hours, lack of emergency toilets, lack of sewerage and appropriate garbage disposal, issues of drug abuse and alcoholism, especially outside the CTC, lack of electricity and water among others.

Community members highlighted that the pace of resolution of issues is very slow. Even the smallest issue takes 3- 4 months and requires multiple reminder applications; and several issues have been pending for many months. This causes frustration among the community.

Sustainability of the intervention

Interactions with stakeholders across the six intervention areas indicate that the groups and intervention is nascent in three locations and evolved in three locations. In the locations that are evolved, the CMCs are strengthened and capable of undertaking their desired role. In these communities, the role of CFAR is more in forming men's groups and to provide guidance and support to the CMCs. In the nascent communities, however, significant effort is required to form

the CMCs and establish their roles. Based on learning from the evolved communities and challenges in the nascent communities, some of the key aspects that impact sustainability of the intervention are as follows:

1. Systematic engagement with community The model of community engagement appears to vary across locations. In Rajasthani camp and Janta Jeevan camp, the process started with the establishment of adolescent girls' groups. In all of the other locations, CMCs have been the starting point of the intervention. In Sunlight colony and locations in East Delhi, the CMCs have further evolved to form the MPM. It is observed that in locations, where the adolescent girls' groups were formed at the beginning; the group was used as a platform to create awareness on the issue and engage with other stakeholders through the activities of the group. Seeing the efforts and success of the adolescent girls' groups, several parents readily volunteered to be part of the CMCs and men's groups when they were formed. The community was also aware of CFAR and its efforts in enabling WSH through the adolescent girls' groups. This helped create an environment for improvement of WSH and a stronger engagement with women and men. This kind of engagement is missing in the some of the more nascent communities.
2. Involving stakeholders beyond women As mentioned earlier in this section, in locations such as Rajasthani camp and Janta Jeevan camp, the field coordinator has made efforts to reach out to stakeholders beyond the CMC and women. This has a significant impact in enabling support and good will. It has also enabled greater awareness and likelihood of behaviour change in these locations. Given that WSH is a community issue, it is important to engage with a wide range of stakeholders. This was also mentioned by women from the MPM, who felt that to further grow and enable change, it is important to engage young boys and men as key stakeholders in change.
3. Building capacity of community members At present, the project builds capacity of CMC and adolescent group members through meetings and exposure visits. While in the evolved locations, the process of building capacity has been strong and members are now confident of managing their roles. In the nascent locations, this effort appears to be lacking. In locations such as Seemapuri D block, though the CMC has been formed for nearly a year it is not a cohesive group yet and the members are largely inactive. Their capacity to understand, prioritise and resolve issues also appears to be limited.

The focus needs to be on maintaining a more sustained contact in these locations. There is a need to learn from the evolved locations and implement the same techniques of capacity building and engagement in the nascent locations as well. Efforts should also be to build capacity of stakeholders beyond the CMC, to ensure a constant interest in WSH issues; and to enable leadership and membership in the various groups, beyond the present members.

4. Handholding support In the evolved locations, the intervention has strengthened the established groups to undertake their roles; however, stakeholders felt that while regular intervention may not be needed, handholding support and exposure to newer ideas and projects by CFAR would be helpful for the groups to continue functioning. For instance, in Rajasthani camp, whenever the adolescent girls' group wishes to undertake an activity, they seek the support/ advice of the CFAR field coordinator; this is done by the CMCs as well. MPM members also felt that while they are skilled and confident, CFAR keeps them motivated to undertake activities and learn about new issues.
5. Ensuring systems are established CFAR project staff felt that while groups have been established, there is a need to ensure more formal structures and systems before withdrawing, so that the groups could function of their own:

- There is a need to make the structure of the CMCs more robust. Each of the sub-committees and members should have clear roles and responsibilities
- The group should involve males and youth
- Guidelines for selection/ election of members, formation of sub-committees, establishing leadership in the group etc. should be documented and processes of growth and leadership succession in the evolved groups should be initiated
- Capacity building intensive capacity building for those community members who are good leaders and interested; and capacity building across the various community groups. Systems to enable transfer of knowledge and capacities to newer leaders and members should also be established at present on the lines of MPM
- Systems of guidance and hand holding linkages with community leaders, knowledgeable citizens and other civil society stakeholders

It was also felt that a single window model for seeking information should be established in each community, so that information on different entitlements is readily available.

Thus, in evolved communities where groups are capacitated, greater thought needs to be given on what further needs to be done and on developing an exit strategy.

Section V

Conclusion and Way Forward

This mid-line assessment of the CFAR intervention has focused on understanding the key processes that have enabled community engagement and the challenges therein, in select intervention areas of Delhi.

It is evident that the focus has been on strengthening various community platforms and facilitating sustained engagement with government stakeholders and service providers. The interactions in the various Adarsh Bastis also indicate that processes are well established in areas where the groups are more evolved. The emergence of strong leadership among women has enabled them to negotiate gender boundaries and collectively work towards improving their surroundings. Women also acknowledge that they have gained knowledge and experience by being part of the groups. However, the newer groups need focused attention on different aspects of gender and WSH so that they can engage with confidence. It is also to be noted that the response of the various officials has been extremely positive and can be seen as the strength of the approach adopted by CFAR.

Though there are several day-to-day challenges that need to be addressed, some of the recommendations that flow from the midline assessment are:

- There is a need for in-depth and extensive engagement with CMC members in the new Adarsh Bastis where the CMCs are at a nascent stage. The MPM and members of more mature CMCs can play an active role in this area. Regular visits and handholding by older groups can help in strengthening the CMCs in newer bastis. The MPM members also acknowledged that they had a mentoring role to play in the newer areas.
- Systematic training and capacity building of CMC members on gender issues is essential. This is necessary to understand the different dimensions of gender relations and gender subordination in access to resources and entitlements. Besides, viewing urban sanitation from a gender perspective emerges as a priority area for all workers, right from the community level to the CFAR workers.
- Organising training on livelihoods and skill building for women and girls was a need expressed by the groups.
- While efforts have been made to involve men and boys in the intervention areas, it continues to be a weak area of engagement. Regular interactions with them need to be organized to enable their participation in activities and issues of urban sanitation. This will also help dispel the perception that urban sanitation was only a "woman's issue".
- Engagement with senior officials in the DJB and MCD on a regular basis as in the case of DUSIB would also help in addressing the poor coordination issues between, DUSIB, MCD and DJB.
- Gender training of CFAR personnel especially of newly recruited persons is essential. Currently some of the new members have an uneven understanding of gender issues. This needs to be addressed with urgency.

- Finally, CFAR needs to discuss the withdrawal strategy both within the organisation and in the communities in which they are working. Community engagement, group succession and leadership, and ensuring accountability of the authorities and service providers should be some of the aspects to be considered while developing a withdrawal strategy keeping in mind the specific context and situation in each community. In the nascent groups, focus needs to be on group building and community engagement based on learning from the more mature and evolved groups.



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