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

A Mid-line Assessment: Synthesis Report



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

A Mid-line Assessment: Synthesis Report

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Abbreviations and Glossary

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

CMHO- Chief Medical and Health Officer

CMAR: City Managers Association Rajasthan

DJB: Delhi Jal Board

DLB: Directorate of Local Bodies

DUSIB: Delhi Urban Shelter Improvement Board

D W&CD: Department of Women and Child Development

ICDS: Integrated Child Development Scheme

JE: Junior Engineer

JMC: Jaipur Municipal Corporation

FSSM: Faecal sludge and Septage Management

KMC: Kolkata Municipal Corporation

MAS: Mahila Arogya Samiti.

MHM: Menstrual Hygiene Management

NBM: Nirmal Bangla Mission

NUHM: National Urban Health Mission

NULM: National Urban Livelihood Mission

MOU: Memorandum of Understanding

PHED: Public Health and Engineering Department

RTI: Reproductive Tract Infection

SBM: Swachh Bharat Mission/Abhiyan

SJSRY: **Swarna Jayanti Shahari Rozgar Yojana**

WSH: Water, Sanitation and Hygiene

Glossary

Basti: Colony

Chabootra: Platform

Nala: Drain

Nukkadnatak: Street play

Parshad: Councillor

Sahayogini: Friend

Thekedar: Contractor

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Executive Summary

There has been a major focus on Sanitation at the national policy and programme level in the past two years. The government has accorded a high priority to making India Open-defecation Free by 2019. As part of the Swachh Bharat Mission (SBM), access to sanitation facilities and services are being seen as a critical development goal at the national, state and district levels. In addition, at the international level, the Sustainable Development Goals (SDGs) have meantan intensified focus on water, sanitation and hygiene: One of the SDGs is to ensure availability and sustainable management of water and sanitation for all by 2030while underscoring the importance of access to adequate and equitable sanitation for all and ending open defecation, paying special attention to the needs of women and girls in vulnerable situations.

A three-year intervention on Sanitation, Water and Hygiene-Strengthening Community centred 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.

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 project aims to improve the quality of life of urban poor women and men, by catalyzing enduring processes that will foster substantive changes, both at the institutional and behavioural levels. The approach is to leverage the mandate of SBM by bringing providers and users into a constant dialogue in pursuit of common action for achieving the multiple goals of total sanitation.

This **mid-line assessment study** was carried out 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 was to arrive at a studied approach to community strengthening and engagement and outlining a theory of change in the context of marginalised communities and urban sanitation, for furthering policy advocacy and future programming especially in the context of SBM.

CFAR intervention covers 14 Adarsh Bastis in Delhi, 13 urban slums in Jaipur and 11 clusters in three municipal wards in Kolkata; all of which are urban poor slum clusters and settlements that have remained underserved in terms of public provisioning of civic amenities. The assessment covered five settlements from Delhi (3 mature and 2 nascent), four each from Kolkata as well as Jaipur (2 mature and 2 nascent).

The study focused on understanding perspectives of all relevant stakeholders. A desk review of project related documents helped in locating and understanding the intervention processes in the context of the sanitation value chain. The common parameters required for capability

strengthening, participatory decision-making processes and structures established during the project are also discussed. The study further discusses the responsibility framework that needs to be scaled up and mid-course changes that are required.

The assessment highlights that the grassroots processes initiated by CFAR have led to some overarching and long term strategic changes within a framework of equity and inclusion. The project has demonstrated meaningful partnerships between community led forums, government service providers and a facilitating NGO. Women and girls are the main advocates for sanitation and have collectivized to improve the conditions in underserved urban areas. There is evidence that many tactical and operational shifts/changes have been negotiated. From signing of an MOU to giving community representatives a role in decision making, in a programme that earlier viewed community as mere end users to perceiving them as builders of sanitation value chain has been a significant gain.

CFAR has facilitated the creation of several forums and platforms in all three cities to build awareness and enable community members to raise demands around issues of urban sanitation. These have included women's forums such as the mahila Pragati Manch (Delhi), Daksha Samooh (Jaipur) and Alor Disha (Kolkata); Community Management Committees (CMC) in Delhi; adolescent girl groups and men and youth groups.

These forums have given women both voice and agency and a collective identity. The members realise that when an issue is raised collectively, it has much greater impact. The women have gained recognition and respect and have a sense of achievement. Even the government officials have started recognizing the importance of the forums and its work. The forums have strategized to effect change and raise demands related drinking water, garbage collection, cleaning of drains, solid waste management, construction of toilets, and cleaning of ponds in all the intervention areas in the three cities. This has led to their seeking new information around issues and working together to resolve their problems. At an individual level, women are more confident and articulate and can present their issues to government officials. This change in self-image has also led to a change in social image as women are seen as capable of resolving problems.

In the three cities covered, CFAR has also enabled the formation of adolescent girls' forums/ Kishori Sambal Samooh/ Alor Disha Kishori Dal in the intervention areas. The adolescent forums work in close coordination with the women's forums too. These forums have provided a platform for girls to come together and discuss a range of issues education, menstrual health, nutrition, sanitation and cleanliness and livelihood.

The participation of men and boys has also been promoted **in the intervention areas by CFAR. However**, their role, participation and interest in actively enabling WSH in the community have been limited. WSH issues are viewed as 'women's issue', though they accept that these issues impact them as well.

The response of Government officials is favourable. They acknowledge that CFAR has been able to mobilise the community to initiate change. This has led to formal partnerships with DUSIB in Delhi and other government departments. The officials have been supportive and are willing to respond whenever the forums raise a demand. However, engaging with departments and officials is challenging due to frequent transfers of officials and this hampers the progress of work. The lack of convergence between various departments also impacts the resolution of issues.

An understanding has also been developed at the community level on risks involved in untreated faecal waste. *CFAR has engaged in building a perspective of the community women and men on the issue of Faecal sludge and Septage Management (FSSM). Some IEC material has also been developed. As a first step,*

capacity building of CFAR team members and community resource persons and leaders on FSSM has been initiated.

The concept of 'single window approach' being piloted in Jaipur is aimed to arrive at solutions to the problems faced by the marginalised communities. It will help in convergence of departments as well as assist in ensuring systematic last mile delivery.

The community led processes have helped influence behaviour change. The information and constant messaging on various issues, have led to significant changes in attitudes and behaviour both at the individual and community levels. Both women and men acknowledged this. The key areas of change were related to Individual Household Latrine (IHHL), Solid Waste Management (SWM) and Menstrual Hygiene Management (MHM).

While there have been several gains and changes that are discernible across the intervention areas and localities in all the three cities, several **challenges** remain. These are related to issues of trust, breaking through set habit patterns, difficulty in engaging men, building sustainable relationships with government and community service providers and slow progress in resolution of issues.

Way forward

Though there are several day-to-day challenges in furthering institutionalisation of community led processes; some of the recommendations that flow from the midline assessment are:

Systematic scaling up of community engagement in newer community/ groups

There is a need for systematic and in-depth engagement with forum members in the newer areas where the CMCs/ women's forums are at a nascent stage. The members of mature forum of Mahila Pragati Manch/ Alor Disha /Daksha Samooh and Mahila Arogya Samiti can play an active role towards this. Regular visits and handholding by older groups can help in strengthening the newer groups. The Mahila Pragati Manch and Alor Disha members also acknowledged that they had a mentoring role to play in the newer areas.

It is observed that in locations where the adolescent girls' groups were formed and used as an entry point to create awareness, it has helped in fostering linkages with various stakeholders, and build an environment for WSH. These groups can also be involved in effective messaging especially on issues of MHM by addressing the systemic misinformation and stigma around women's reproductive health and looking at menstrual hygiene as a factor affecting women's rights to basic sanitation, education and health.

Gender Mainstreaming in WSH

Increased attention has been given to the importance of gender identity, roles and relations in WSH programming. In addition to technical and infrastructural issues, addressing unequal social relations and gender is essential. The provision of safe clean water, sanitation and hygiene affects women, men, gender minorities and other vulnerable groups on both practical and strategic levels. Gender inequality intersecting with other markers of difference like class, caste, religion/ethnicity, age and disability create discrimination and exclusion leading to different experiences of sanitation. It is also important to recognise that women are not a homogenous category and that needs of adolescent girls, older women, single women and survivors of violence may be varied. Getting policy makers to recognise gender differences and intersectionalities as a crucial factor creating vulnerability is essential. It needs to be reiterated that gender mainstreaming is not a one-off exercise but requires critical thinking and strategic interventions at every stage.

Sanitation related violence and harassment has emerged as a constant threat to all women and transgender who use Community Toilet Complexes (CTC) or public toilets. The harassment takes both verbal and physical forms. This needs to be addressed on a priority basis especially in Delhi. Training of caretakers can be a first step towards this. As suggested in the SBM guidelines on community engagement, regular safety audits can also be conducted by women and girls to sensitise the CTC caretakers, officials and elected representatives on safety and differential needs of different categories of users.

Participatory gender training of CFAR field team especially of newly recruited persons is essential for fostering gendered social change. It is important to raise critical consciousness on gender inequality and differential access to resources and entitlements among various stakeholders. **Besides, addressing practical needs it is also crucial to understand the strategic needs and interests linked to these.** This will help in making the necessary linkages between gender equality and WSH issues.

Enhancing involvement of men and boys

Given that WSH is a community issue, it is important to continuously engage boys and men, and other vulnerable groups as key stakeholders in the process of change. 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 will enable an understanding of gendered implications of WSH issues, help change attitudes and make them supportive to the aims of gender equality and empowerment of women. This will also help dispel the common perception that urban sanitation is only a "woman's issue".

Strengthening engagement on Faecal Sludge and Septage Management

CFAR has initiated discussion on the issue of FSSM, in all the intervention areas. Systematic training on all aspects of FSSM is essential. There is a need to demystify the technology options and create awareness among community on risks of untreated faecal waste and the need for proper construction, transportation and disposal of faecal waste. It needs to be reiterated that corresponding benefits of SBM cannot be achieved without proper management of faecal sludge and septage across the sanitation service chain.

As suggested in the National Consultation in Kolkata, planning perspective building exercises through workshops and knowledge camps at the ward/municipality level with active participation of the Councillors can help achieve this. Assessment of the functioning of public, community and household toilets and disposal and treatment of sludge should be incorporated in social audit and community Report Card processes. Regular discussions with the officials/service providers would help in addressing FSSM needs at the local community level.

Institutionalising concept of Single Window

CFARs recent initiative of establishing a 'Single Window' as a platform for convergence between community and government is a positive step as it envisages convergence of all the relevant stakeholders. **This will help community members to access information and entitlements. This initiative needs to be monitored closely by the experienced community forums for smooth functioning.**

Promoting collective analysis through Community Report Card

Collective analysis through community score/report card has been initiated by CFAR in the intervention areas. This would help in understanding, measuring and assessing the quality of

services provided by various departments and gaps therein. The results can be used for collective advocacy and action. However, the rationale behind the scoring and its purpose should be clearly understood by CFAR team as well as community women and men.

Training and capacity building of CMC/women's forum members

Capacity building and knowledge sharing has been undertaken with women and adolescent group members through multiple modes i.e. meetings, trainings, knowledge camps and exposure visits. While in the mature forums, the process of building capacities has been strong, in the nascent forums, capacities of newer leaders and members needs to be strengthened on gender issues, women's rights and entitlements and various aspects of sanitation. The focus needs to be on maintaining a more sustained contact in the newer locations.

The demand for training on livelihoods and skill building for women, girls and boys was expressed in all three cities. Information and avenues for training can be shared with the forum members to facilitate linkages to relevant departments/schemes.

Formalising collective Identity

There is a need to discuss in-depth the modalities including the advantages and disadvantages of registering the community forums like AlorDisha as a CBO as this step will require improving existing skills and taking several newer responsibilities.

Finally, CFAR needs to discuss the withdrawal strategy both within the organisation and within the communities in which they are working. Community engagement, group succession and leadership, and ensuring accountability of the authorities and service providers are some of the aspects to be considered while developing a withdrawal strategy keeping in mind the specific context and situation in each community.

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. A high priority has been accorded to making India Open-defecation Free by 2019 by the Government of India. As part of Swachh Bharat Mission (SBM), access to sanitation facilities and services are being seen as a critical development goal at the national, state and district levels. The key components include household toilets, community and public toilets, solid waste management, IEC and public awareness and capacity building (GOI, 2014). In addition, at the international level, the Sustainable Development Goals (SDGs) have marked an intensified focus on water, sanitation and hygiene: by 2030, Goal 6 aims to ensure availability and sustainable management of water and sanitation for all and Target 2 underscores access to adequate and equitable sanitation for all and end open defecation, paying special attention to the needs of women and girls in vulnerable situations (UN, 2016).

A three-year intervention on Sanitation, Water and Hygiene-Strengthening Community-centred 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, through its project 'Aligning with National Programmes and Policies on Sanitation: Enhancing Community Engagement and Demand Generation', CFAR 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 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 Swachh Bharat Abhiyan (SBA) by bringing providers and users into a constant dialogue in pursuit of common action for the benefit of underserved settlements.

WSH issues are intensely personal at one level and at the other, closely intertwined with cultural practices, attitudes and values. They are highly gendered as women bear WSH needs for others and equity and inclusion issues need to be addressed at various levels. Sanitation is not merely a hygiene concern; it has serious health and economic implications. It poses a challenge not only in rural areas (access and defecation practices) but in urban areas as well (safe disposal and treatment). The lack of attention to management and safe disposal of faecal sludge and septage also entails significant health costs as untreated FSSM from cities is the single biggest source of water contamination (GoI, 2017). In order to improve sanitation levels in urban areas, it is imperative to immediately stop dangerous practices like dumping faecal waste in open ground and water bodies. Adopting faecal waste and septage management practices will provide the cities an

opportunity to address this challenge and make improvements along multiple dimensions. This will require cities to innovate and identify appropriate technology options and institutional arrangements (Reddy, 2017).

To strengthen the community engagement CFAR has focused on mobilizing women and collectivizing them in a Women's Forum _Mahila Pragati Manch in Delhi, Alor Disha in Kolkata and Daksha Samooh in Jaipur. They in turn have been engaging with multiple stakeholders.

Further, in Delhi, CFAR facilitated Mahila Pragati Manch (MPM) and Community Management Committees (CMCs) to enter into an MOU with Delhi Urban Shelter Improvement Board (DUSIB). In Jaipur and Kolkata CFAR formalised partnerships with the National Health Mission and Department of Women and Child Development respectively. A series of public hearings were held in the intervention areas in all the three cities in 2016-2017. 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 government officials of various departments and Municipal Corporation. The various suggestions and decisions emerging from the public hearing were collated and action plans were followed up by members of community forums.

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 marginalised communities and urban sanitation by situating the multiple linkages, for furthering policy advocacy and future programming especially in the context of SBM.

Key research questions

The key research questions addressed during the assessment were:

Role and Functioning of Community Platforms

- ⦿ What is the role Women's Forums and how do they function? 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 and other government departments? 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/public toilets; how many still do not have access to toilet 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, followed by Jaipur and Kolkata from May-July 2017. Field work was carried out in selected intervention areas. The final selection of the settlements was carried out in consultation with the CFAR team.

Delhi: In Delhi a total of 5 urban settlements that had been declared as Adarsh bastis, by the Delhi Urban Shelter Improvement Board (DUSIB) were covered.

- ⊙ Three settlements where the Women's forum/MPM and Community Management Committees are at an evolved and mature stage were selected: 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 East Guru Angad Nagar and Gram Kheda

Jaipur: A total of four urban settlements were covered in Jaipur:

- ⊙ Two settlements Jhalana Kunda and Soot Mill colony were selected where the women's forums are evolved and at a mature stage
- ⊙ Two settlements Parvat Colony and Sitaram Nagar where the women's forums are at a nascent stage were also covered

Kolkata: A total of four urban settlements were covered in Kolkata.

- ⊙ Two wards Uttaro Kumrokhali and Stadium Para in Rajpur Sonarpur Municipality were selected where the women's forums are evolved and at a mature stage
- ⊙ Two wards Addy Bagan Muchipara and Tiljala, Darapara (Ward 59) Park Circus where the community forums are at a nascent stage were also covered

Delhi	Jaipur	Kolkata
<ul style="list-style-type: none"> • Seema puri D-Block • Rajasthani Camp • Janta Jeevan • Guru Angad Nagar • Gram Kheda 	<ul style="list-style-type: none"> • Jhalana Kunda • Soot Mill Colony • Sitaram pura • Parvat Colony 	<ul style="list-style-type: none"> • UttaroKumrokhali • Stadium Para • Addy BaganMuchi para • Tiljala, Darapra

This qualitative 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 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.

Tools like Participatory Focus Group Discussions and Key Informant Interviews were used 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 as well as adolescent boys and girls).

<p>Focus group Discussions (20)</p>	<ul style="list-style-type: none"> • Members of CMC, Women's Forum • Mahila Pragati Manch, Alor Disha, Daksha Samooh • Adolescent Girls' groups • Men and Boys' groups
<p>Key Informant Interviews (20)</p>	<ul style="list-style-type: none"> • Officials of DSUIB, MCD, Delhi Jal Board, JMC, NUHM, KMC, • PWD engineers, State Pollution Board officers, • Local leaders,- Councillors /Pradhan • Head of CMC and Women's Forums • Local NGO • CTC incharge
<p>Observation</p>	<ul style="list-style-type: none"> • Public hearing • Knowledge camp • Private School

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 the government. It would also serve as a case for policy advocacy in the context of the Swachh Bharat Mission.

This Synthesis Report presents the main findings emerging from the mid line assessments carried out in the three cities- Delhi, Jaipur and Kolkata (See Annexure for detailed city reports). It attempts to arrive at the common parameters of capability strengthening, participatory and decision-making processes and structures established during the project. It also discusses the responsibility framework that needs to be scaled up, consolidated as well as modified and puts forth suggestions for mid-course corrections.

The Introductory section discusses the background, approach and methodology of the mid- line assessment; Section I presents an analysis of the approach taken by CFAR in initiating community processes; Section II analyses the community and government partnerships established in the course of the project; Section III focuses on the gains and challenges of community engagement in CFAR intervention areas; Section IV discusses sustainability concerns and responsibility framework especially issues of scaling up, and modifications and the emerging model of institutionalising community engagement for urban sanitation. It also presents the conclusions and suggestions for way forward.

Section I

Approach to Community Engagement for WSH: Processes, Structures and Participatory Decision making

The current project '**Aligning with National Programmes and Policies on Sanitation: Enhancing Community Engagement and Demand Generation**' aims to improve the quality of life of urban poor women and men, 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. An essential aspect of the intervention has been building purposeful relationship with the government, for achieving the multiple goals of total sanitation.

The intervention covers 14 *Adarsh Bastis* (model settlements) in Delhi, 13 urban slums in Jaipur and 11 clusters in three municipal wards in Kolkata. The locations are urban poor slum clusters and settlements that have remained underserved in terms of public provisioning of civic amenities. In Kolkata, two of the wards covered fall in the peri-urban area of Kolkata city.

Delhi	Kolkata	Jaipur
Seemapuri- D Block, East Guru Angad Nagar, Karotiya Camp, Sunlight Colony, Rajasthani Camp, Chitra Vihar, Janta Jeevan Camp, Oklha, Kalyanpuri, IG camp, Ashram and Begumpur, New Sanjay camp, Gram Kheda, Valmiki Basti	11 clusters in Ward no 59 Park Circus, KMC and Ward Nos. 26 and 27 of Rajpur-Sonarpur Municipality	Soot Mill Colony, JhalanaKunda, Indira Nagar, RICCO Basti, Parvat Colony, Triveni Sitaram Nagar I and II, J.P Colony, Jawahar Nagar Tila 1 and 4, Nagtalai (2) Bapu Basti

As mentioned in the previous section, the present project builds on the experience of the three-year intervention implemented by CFAR in 2012. This 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. 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).

One of the key challenges faced by CFAR has been 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.

The Approach to Strengthening Community Engagement

The approach to community engagement and strengthening in all three cities has taken into account the heterogeneity of the populations residing in the underserved municipal wards/areas. Many of the residents are migrants and involved in low income activities. The living spaces are

congested and services and infrastructure poor. Women are largely involved in household activities and lead restrictive lives. In addition to experiencing their own personal needs for WSH, women shoulder responsibility for the WSH needs of their family members. The gender division of labour puts them in charge of ensuring family wellbeing, health and hygiene. The burden that accompanies this responsibility is immensely heavier in households and communities without clean, safe, accessible and affordable water and toilets. In addition, the issues related to sanitation and clean surroundings have remained on the margins and rarely debated or discussed. In some areas the issue is closely intertwined with local political affiliations and aspirations.

While the larger dialogue around sanitation has been to ensure construction, usage and maintenance of toilets, infrastructure and services for cleanliness and sanitation and septage management; at an individual level, WSH has gone much beyond this. It is clearly understood that

- Sanitation has an implication on the health and livelihoods of individuals, both among communities and service providers;
- Sanitation is an issue of privacy and dignity for individuals and more so women;
- Sanitation is also a community issue and requires collective effort.

In all the three cities as a first step, CFAR carried out a base line survey and gathered information regarding toilets, drainage system, garbage disposal, street lights, drinking water and government provisioning for the same. The findings of the baseline survey were shared and validated in a meeting where community women and men participated. This further helped in identifying the key issues that required attention and intervention. These issues were also documented.

A series of Public hearings were then organised with participation from officials/service providers, community members and the CFAR team. The community members raised their specific concerns before a panel of government officials. This enabled officials to hear the problems first hand and arrive at solutions. An outcome of the public hearings has been the drawing up of Joint Action Plans for each area.

During the course of the present study, the research team observed a public hearing and knowledge camp organised in D-Block, Seemapuri in New Delhi by the MPM / Shakti Mahila Manch CMC and CFAR. A total of 40 participants (women/men/children/youth) attended the public hearing. Officials of Delhi Jal Board, (JEN),MCD, DUSIB, also attended the meeting and responded to the concerns raised by the community members.

Public Hearing- D-Block, Seemapuri, Delhi

In 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.

Official response

ASI MCD: This problem of sewerage is a big issue. I am responsible for the small drains; the bigger drains are the responsibility of the AE PWD. 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: Due to paucity of funds/budget, taps cannot be installed. Besides, water connections are not allowed in jhuggi/jhopris. He was emphatic that the water supplied through tankers was tested for chlorine levels. He said in case of poor quality of water, a photo should be sent to him on Whatsapp and he would pass the information to higher officials. He also clearly stated that he could make claims only for those issues that were within his jurisdiction. He was not responsible for increasing the budget and his responsibility was only to give an estimate.

Field Notes, New Delhi April 2017

In Jaipur and Kolkata too, the public hearing gave an opportunity for the community members to directly interact with the government officials. In Kolkata group discussions were also conducted by CFAR and Alor Disha forum members in the intervention areas. The issues that emerged from the group discussions also fed into the public hearings.

It is evident that the public hearings have helped in raising crucial issues and in demanding solutions from the concerned officials. While regular follow up of commitments made in the public hearing has been ensured by CFAR, the discussion in various areas revealed that response of the officials is often slow and the forum members have to follow up regularly by making frequent visits to the relevant departments.

Strengthening and Facilitating Community Structures and Platforms

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 them. CFAR has facilitated the creation of several forums and platforms in all three cities to build awareness and enable community members to raise demands around issues of urban sanitation. These have included:

- i. Women's Forum: Mahila Pragati Manch (Delhi), Daksha Samooah (Jaipur) and Alor Disha(Kolkata)
- ii. Community management Committees (CMC) in Delhi
- iii. Adolescent girls' groups(Delhi, Kolkata, Jaipur)
- iv. Men and youth groups(Delhi, Kolkata, Jaipur)

Women's Forums

The research team interacted with the members of Mahila Pragati Manch and CMC, Daksha Samooah and Jagriti Mahila Samooah and Alor Disha. Focus group discussions were conducted with both mature and nascent forums in the intervention areas in all the three cities. The main strengths of the forums that emerged include:

Enabling Collective Identity

The forum has given women a collective identity. Initially the women were hesitant to become members of the collective/forum. Gender related constraints like restrictions on public interactions and mobility impacted their decisions to join the forums. Also many feared that they may have to face violence if they stepped out of their homes. However, gradually the members realised that when an individual raises an issue, the impact is limited; but when an issue is raised collectively, it has much greater impact.

In Delhi, the Mahila Pragati Manch (MPM) established in the year 2006-07, is now one of the strongest forums. It was registered as a community based organisation (CBO), in 2012. 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. On enquiring “*Does the safaikaramchari visit your basti*”, the residents were surprised as they were not aware that a *safaikaramchari* was 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 '*safaikaramchari*'. They met with success. This built women's confidence in the CFAR team and they began to raise several issues of community importance.

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 helped us raise issues and seek solutions. They taught us how to speak to officials and present our issues. It was CFAR who gave us information on how to write an application, told us where the MCD office was located. (Tabassum Member MPM, Delhi)

In Jaipur the Daksh Samooah established in the year 2009, has worked on the premise that collectivization is essential to achieve results for the multiple problems faced by communities. There is also an understanding that solutions to problems lie where the problem is located- *it has to come from within*. Therefore, the community itself has to come forward with the solutions. The forum has representation from each locality.

In Jhalana Kunda, the forum was established in 2012 after the women came together to resolve the issue of the Nala (drain) which had not been cleaned in years. The accumulated garbage was a breeding ground for

diseases. They realised at that time that a single woman has no power and her voice is never heard in government offices, but if they formed a group, they would be able to handle the situation better. Seeking courage from each other they put in applications in the Nagar Nigam office with the help of CFAR team members. Now the drain is cleaned every year in the month of July. It has come into the 'system' and they no longer have to put in applications at the Nagar Nigam.

(FGD, Jhalana Kunda Jaipur)

In Kolkata, the coming together of community women under the banner of Alor Disha (Ray of Hope) has been a major step in community engagement. It has emerged as the first respondent group and contact point for women in the community. Alor Disha was formed in 2014 and has 22 members across various wards. All clusters have a woman's forums and members from all clusters are represented in Alor Disha.

The members of CFAR team recalled that, the first interaction with the community members in August 2013 elicited a lukewarm response as only five women joined the interaction. When CFAR team, initiated a discussion on problems and concerns in their area, a resident Rupa Bibi, remarked-*"There are problems in our cluster. But who are we to address them? There are men in our community, they will look after them. We have no role to play."* The only suggestion came from Suriya Bibi, an older resident, who said that CFAR team should speak to the local leaders and men at the youth club. At the meeting the club members raised a number of queries about CFAR. They asked *"Why are you speaking to women? Are you trying to instigate them against us?"*

The initial apprehension of the community gave way to a relationship of trust with CFAR as the women realised that they were working towards making them aware of their rights.

One of the main issues was the availability of safe drinking water. The cluster previously had only one tube well to provide drinking water to the entire cluster. The residents were using pond water which was not clean. However, with the help of CFAR, the women wrote out applications to the municipal corporation. They met the officials and regularly followed up on their application. As a result more taps were installed around the cluster. The area is now provided with adequate supply of drinking water. This has helped in preventing water-borne diseases.

(FGD, Uttaro Kumrokhali, Kolkata)

It is evident that association of women with the various forums has led to gaining an identity and changing their self-image. The members have got recognition. People now approach them directly to get work done, or approach them through the male members. This gives them a sense of achievement and respect. The forums have also given the members space to plan strategies, raise demands to the service providers as well as led to seeking new information around issues and working together to resolve their problems. Even the government officials have started recognizing the importance of the forums and its work.

Promoting participatory decision making and raising demand

The process of collectivization has led to raising specific demands on drinking water, garbage collection, cleaning of drains, solid waste management, construction of toilets, cleaning of ponds from the service providers in all the intervention areas in the three cities.

The CMC was formed a year ago. We realized that if we need to get some work done, we have to go and raise a demand for it collectively. 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 a water tanker so, we went and spoke to the officials of DJB and they sent the tankers immediately. Over the last one year 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 (Munni Begum leader of CMC, Seemapuri-D Block, Delhi)

The process of decision making on issues is done by mutual consent. The women decide what issues the MPM should work on, when they meet. 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 members mutually discuss and resolve issues. Today since 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 logon ko lagta hai ki itni mahilaein kahan se ikkathae ho gae*” (the basti 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.

“Our effort is to ensure that we keep doing good work and that more people join us in our endeavour” - MPM member, Seemapuri

In Jaipur, the women's forum members meet every month. The forum leaders present the problem related to their respective areas in the meetings. All the meetings are recorded. Discussion with an ascent forum in Parvat Colony gave an insight into how the group came together to raise a demand:

There is a huge pit in the colony which has become a dumping ground for all kinds of trash and garbage. Stagnant water collects in it throughout the year and overflows when it rains. It emits a bad odour and is a breeding ground for diseases. Residents of the colony were unable to come up with any solution to get it cleaned. In February 2017, there was a Jan Sunwai (public hearing) in Nagtalai which was also attended by the Parshad (Councillor). Women of this colony participated in the public hearing and voiced their problem. However, no action was taken and the women were very disappointed. When CFAR workers visited the colony, and discussed the idea of forming a collective with the women, the Jagriti Mahila Manch was formed with 16 members. The members of the group visited each house to encourage women to join the forum. They also created awareness about cleanliness and hygiene. No government official had visited their colony before the women's forum was formed. Today due to the pressure from the forum, government officials have begun visiting the area and listening to their grievances.

(FGD, Parvat Colony, Jaipur)

In Kolkata, the FGDs with members of Alor Disha also pointed out that they meet every month and discuss problems in their area. They recalled how earlier, women would throw the garbage outside their homes, in nearby ponds, or streets, making the surroundings dirty. The members decided to talk to women in the various clusters of Rajpur-Sonarapur regarding the importance of cleanliness and sanitation. Today women throw waste material in proper dustbins within their homes, and outside their homes; they dispose it in the dustbins placed within the locality or in the corporation vehicle that collects waste. Since the area has open drains, the water tends to overflow and pollute the water in the ponds. The women were continuing to use this contaminated water,

thus exposing themselves and their families to health hazards. However, following CFARs intervention in the area, women from the cluster have started cleaning the drains and streets to prevent water-logging.

Some of the other issues raised by members of CMC and Women's Forums include:

Construction of Toilets and Maintenance of CTC

In Delhi, efforts have been made by women's forums and communities to raise demand for better provisioning of CTCs. CFAR has evolved a participatory approach for keeping the CTCs clean and ensuring their proper maintenance. The use of community centred 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 the concerned parties to appreciate the concerns and apprehensions of each other better. Attention has also been drawn on minimising the risk of sexual harassment in the CTCs and making it safe for women users.

In D-Block Seemapuri, the CMC members pointed out that they had succeeded in getting two emergency toilets constructed 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 hearings as it is common to find alcoholics and drug users loitering in the CTC premises.

The CMC members in Rajasthani camp took up the case of emergency toilets 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.

In Jhalana Kundain Jaipur, out of 913 households, 665 applications have been submitted for building twin pit toilets under the SBM. 234 households have received both the instalments (Rs.4000 after submission of form and Rs.4000 after completion and validation of the toilet).

The JMC, through a letter in January 2017, instructed the Deputy Commissioners of various zones in Jaipur city to appoint *Swachhta Grahis* in various wards as per the list provided by CFAR. One of the forum members, Anju, in Soot Mill colony is a *Swachhta Grahi* of SBM. Her tasks include verifying applications for construction of individual household toilets and uploading completed applications. She also monitors construction of toilets and attends the SBM meetings in the wards.

In Uttaro Kumrokhali cluster of Kolkata, the group leader, Marufa, played an active role in construction of toilets. The members selected Marufa as a leader because of her dedication, confidence and ability to communicate their problems. Marufa, with the help of the group members constantly pressurized the municipal officials and managed to get 303 toilets constructed for the households which were earlier going for open defecation. Today, 5000 families of this cluster have individual toilets at home.

Ensuring regular water supply

In Delhi, the main issues taken up by the forums pertain to irregular supply of drinking water as it is supplied only on alternate days. The quality of water, location of public stand posts /hydrants; low pressure of water, duration of water supply and uneven access to water sources and non-availability of individual household connections for drinking water are other issues addressed by the groups.

The first issue the CMC raised in Gram Kheda was related to acute shortage of water in the 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 in only

those lanes where people were willing to pay. Some of the households who were not able to pay are still deprived of water connections. The water supply is erratic, and water is available only for an hour and half.

In East Guru Angad Nagar too, water supply is a major issue. The women pointed out that water comes at 2:00 am in the morning and they have to get up to fill buckets; 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 approach the officials to find solutions.

In our area there is a problem with the quality of water. It is brackish and is not potable. We do not have direct supply of drinking water. We have been raising this issue for many months now. Now that we have a new councillor, we will raise the issue again.

CMC member, Rajasthani Camp

In Jaipur too, in Jhalana Kunda women raised the problem of inadequate water supply and poor quality of water. They submitted an application to the Public Health and Engineering Department and continuously followed up on it. This resulted in installation of two tube wells which were connected to the water tank in the cluster. There are several taps in these water tanks and people can easily fill water. This has reduced fights for water in this cluster.

Similarly in Sitaram Nagar, the women's forum took up the issue of water shortage and low water pressure in households that are located higher up on a slope. The water supply is erratic. The women wrote an application and met the JEN and apprised him of their problems. The official has given an assurance that he will look into the matter and resolve it by getting the pump repaired

Solid waste management, garbage collection and disposal

One of the major problems confronting the intervention areas in all the three cities is the collection and disposal of garbage. CFAR has been raising the issue of clean surroundings and helping communities demand services for collection and disposal of garbage.

The FGDs with women in various Adarsh *bastis* in Delhi indicate that they have been regularly raising issues related to garbage disposal and segregation of waste. 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 are beginning to change. For instance, the garbage collecting van comes to the *basti* around 8:30 am daily and collects the garbage.

In Jaipur, the women have been successful in negotiating with the Nagar Nigam to send their van for garbage collection every 4-5 days both in Jhalana Kunda and Soot Mill Colony. A big success was preventing the dumping of hospital waste in the drain located in the area.

Box 1: Preventing Dumping of Hospital Waste

“The issue of dumping hospital waste was taken up by the women’s group in Jhalana Kunda. Every day, a van filled with waste from a hospital nearby dumped its contents in the basti. This included filthy dressings soiled with blood, broken syringes, vials of medicines etc. It was becoming a source of infection and diseases. The women wanted to put an end to this. They approached the concerned officials in the Nagar Nigam; spoke to the Councillor, but in vain. They even approached the driver of the van, requesting him to change his route, but it had no effect. They then decided to take matters in their own hands. They called for a meeting and arrived at a collective decision. The next day 30-35 women blocked the path of the van. The van driver turned the van and drove back. Next day the the kedar(contractor) came and warned the women not to interfere and threatened that the van would continue to pass through the basti. The driver changed his timings to when the women would be busy at home. This did not deter the women who came up with a counter strategy. They blocked the road with rocks and wires etc. Now it’s been 8-10 days, the van has not come back.”

(As reported by forum leader during FGD, Jhalana Kunda, Jaipur)

The members of Alor Disha in Kolkata have also streamlined the collection of garbage in their respective localities. They urge all households to segregate the waste and use garbage bins. In addition, the adolescent groups surveyed households in their locality for dustbins. They converted old paint tins into dustbins and distributed them to households where dustbins were not available.

Ajmira Bibi played a central role in managing garbage removal from the area. Under her leadership the group collected signatures of 150 community members. After several follow ups when she noticed that no action was forthcoming, she confronted the government officials in one public meeting. She took the mike and spoke of the problems faced by the community members. The officials were compelled to take prompt action and arranged for the garbage disposal. Later the drivers of the garbage vans were reluctant to take away the garbage of all the households but she negotiated with them and along with her group members convinced them to remove the garbage. Now the problem is resolved. She also took the initiative to motivate every household to use dustbins and spread awareness regarding segregating organic and inorganic garbage by making use of the rejected pots in their homes. With the support of community members, she has also succeeded in buying big dustbins to collect waste.

(FGD, Alor Disha, Kolkata)

Improving drains and drainage system

A major issue in the localities in Delhi is the cleaning of drains which usually run in front of the houses. Often due to lack of connection to sewerage system the faecal waste also flows through these drains. In Rajasthani Camp the forum members informed that 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 SootMill colony in Jaipur, there were no '*pucca*' drains or outlets for bathing water and this led to water logging in front of the houses. The residents then came up with a solution and build a 20- feet soak pit in front of each house. They covered it with a slab of stone, so it looks like a '*chabootra*'. The water drains into that.

In Sitaram Nagar, Jaipur the women's forum which is still nascent, took up the issue of an open drain running through the basti. This drain emitted foul odour and there were also instances of children falling into it. This was the starting point for the formation of the Forum. The women realised that something had to be done about this. With the help of CFAR, they formed a group and discussed the problem. They wrote an application and went to the Nagar Nigam office. It took about 2-3 visits to the Nigam, but finally they met with success. The drain is now covered and is cleaned by the Nigam once in six months or a year.

Faecal Sludge and Septage Management

CFAR has also engaged in building a perspective of the community women and men on the issue of FSSM. Some IEC material has also been developed. As a first step capacity building of CFAR team members and community resource persons on the need for FSSM for total sanitation solutions has been initiated.

In Kolkata the forum members participated in the consultation on FSSM and learnt about the advantages and disadvantages of FSSM and managing faecal waste.

Discussions with Forum members in Delhi and Jaipur show that women are informed about proper management and treatment of faecal waste. They are also aware of septic tanks and the technical specifications required to construct them. They have also presented demands for sewer lines in their own localities to the Councillors.

In Delhi, the forum members had also demanded that the CTC should be connected to sewer lines rather than opening in drains. The Pradhan in Karotiya camp was of the view that awareness levels in these communities was poor. He said that total sanitation could be achieved only if there was proper connectivity of the clusters with the centralised sewerage system.

The slum people can give vote, but when we ask for a sewer line, the officials do not respond.
Forum member, Gram Kheda

Adolescent girls' forums

In the three cities covered, CFAR has also enabled the formation of adolescent girls' forums/Kishori Sambal Samooh/ Alor Disha Kishori Dal in the intervention areas. These adolescent forums work in close coordination with the women's forums. The forums have provided a platform for girls to come together and discuss a range of issues education, menstrual health, nutrition, sanitation and cleanliness and livelihood.

Focus group discussions with adolescent girls in the intervention areas made evident that the girls had made several efforts on their own to make their localities clean:

Community Toilet Complexes

In Rajasthani camp, Delhi, one of the first issues taken up by the girls was the situation of toilets. The girls found that the CTCs were unclean; women would leave used sanitary napkins in the bathrooms and toilets. The girls spoke to women about the need to keep toilets clean and also enlisted the support of the older women in the community. Besides, when they realized that there were no proper disposal mechanisms they got cardboard boxes which they turned into dustbins and cut up old newspapers and kept them in the toilets so that women could wrap the pads before throwing. They wrote slogans and painted them across the basti to tell people not to waste water. They also visited every house to create awareness on water conservation.

Menstrual Hygiene Management

CFAR has also focused on building capacities of girls through trainings and exposure to various learning opportunities. Menstrual health and hygiene has been an important area of intervention.

In Delhi, girls in Rajasthan Camp informed that that they had learnt about personal and menstrual hygiene. The girls were also given training by an NGO Goonj on various issues pertaining to menstrual hygiene and preparing their own sanitary napkins. The girls were initially shy but slowly gained confidence to speak and articulate their concerns. At Janta Jeevan Camp too, the adolescent's girls group was active and had been working on MHM issues. The girls had been staging a *nukkad-natak*(street play) on MHM in different settlements and had put up posters in the CTC on sanitation and cleanliness

In Sitaram Nagar, Jaipur, the adolescent girls' forum, Kishori Samooh has been formed in February 2017. According to the girls, majority of the women as well as adolescent girls used sanitary napkins. Though the forum was new, girls felt free to speak about menstrual health. They had attended training in Jaipur and were aware that Menstrual Health Day was observed on May 28 every year.(The date is significant as it denotes the number of days it takes for a menstrual cycle to complete. The 5th month is chosen for the number 5 which is usually the number of days menstruation takes place). In the meetings they discussed the various myths and taboos associated with menstruation. They said that now no restrictions were imposed during their periods at their homes. They cooked food and ate along with the other family members and did not have to miss school. . Pads were available at the *Anganwadi* or in school. They did not throw the napkins in the open but wrapped them in paper and threw them in the garbage bin.

Box 2: Consultation on Menstrual Hygiene Management

A Consultation on Menstrual Hygiene Management: Perspectives, Interventions and Challenges, was organised by CFAR in collaboration with IDS, Jaipur on 17th Feb,2017 to provide the community and partner NGOs with an opportunity to share their concerns and experiences on Menstrual Hygiene Management (MHM) in Rajasthan. The main objective of the Consultation was to break the silence around menstruation and evolve strategies to address the issue both at the policy and practice levels. The participants included Principal Secretary, Health and Family Welfare, Government of Rajasthan, Deputy Director Women and Child Development, adolescent girls from various colonies, members of women's forums and NGO partners.

The findings of a study on understanding the efficacy of the Udaan scheme,for Free Sanitary Napkin Distribution launched in 2015 by the Government of Rajasthan carried out by IDSJ were presented. The CFAR team shared how it had linked 19 adolescent forums' in Jaipur, Jodhpur and Kota with a National Urban Health Mission (NUHM) scheme for mobilizing and generating awareness among girls on MHM. Under the scheme, one girl trains 10 other girls, who in turn trains others thereby building a network on the issue in urban slums.

The girls from adolescent forums shared the challenges they faced during menstruation and the benefits they received under the UDAAN- scheme. There was consensus on the need to break stereotypes and the stigma attached to menstruation which is forcing women to perceive their bodies as inferior and unclean. It was also felt that just providing the menstrual absorbent does not ensure comfort. It needs to be complimented by other facilities like water, clean toilets and private space to change. Girls should be enabled to make an informed choice between different menstrual absorbents depending upon what suits their body comfort.

The Principal Secretary Health and Family Welfare stated that that the Health Department supports the need to regularize the scheme both in rural and urban areas. Presently, there is a mismatch between demand and supply and there are also budgetary constraints. She reiterated the need for convergence between the three concerned departments viz. Health, Women and

Child Development and Education for mainstreaming of MHM. She further stated that since NUHM was a separate unit under NHM, the concept of Adolescent Clinics could be included in its annual Programme Implementation Plan.

Source: Report of Consultation on Menstrual Hygiene Management: Perspectives, Interventions and Challenges, 17th Feb, 2017

In Kolkata, the girls also shared their experience of the training on menstrual hygiene and management. They said that the Dance Movement Therapy (DMT) organised by CFAR helped them shed their initial inhibition and shyness around menstruation. At first, the mothers resisted their daughters joining the DMT classes but later agreed. However, though the group started with 20 girls, later the number reduced. Four girls obtained the DMT (Dance Movement Therapy) certificate.

The girls said that the awareness sessions organized by CFAR had been beneficial and helped in understanding the biological process and hygiene management during menstrual period and difference between good and bad touch. They also shared their concerns on menstrual waste. They spoke freely regarding the issue, even in the presence of the boys of the Kishor Dal. They had also enacted a play regarding menstrual hygiene, on different occasions, in which both girls and boys had participated. Various myths and misconceptions about menstruation were broken through the play. Since boys also participated in the play, they became more sensitive towards their sisters' needs during menstruation.

Solid Waste Management

In Delhi, the girls attended knowledge camps on solid waste management - waste segregation and disposal. This led the girls and women to make an effort to influence others and promote this practice in their *bastis*. The next agenda of the group was to enable waste segregation and disposal in the larger community. To start with degradable wastes would be in a pot and mixed with leaves and manure. In the long run, the *basti* would get a compost pit, where they can dispose the waste.

In Kolkata, the adolescent girls had carried out a survey of the households in their locality for use of dustbins. In some cases where dustbins were not available they converted old paint tins into dustbins and distributed them to each household.

In all the cities, girls were articulate, active and outwitted the boys in their responses. They all aspired to lead better lives themselves and expressed their concerns for the community. They spoke about the various changes post the intervention. They said they had gained information and knowledge on personal and menstrual hygiene, learnt to use technology. Though they were appreciative of the continuous guidance and support provided by the CFAR field coordinators, they were confident that even if they do not have support from CFAR, they could manage to raise issues of the *basti* along with other residents. It is evident that the adolescent group is playing a major role in creating awareness and enabling community engagement on issues.

We have a WhatsApp group called 'BADLAV', in which we post issues of the community/ *basti* and indicate how we are going to resolve it!

Adolescent girls group, Rajasthani camp, Delhi

Promoting participation of men

The participation of men and boys has also been promoted **in the intervention areas by CFAR**. **However**, their role, participation and interest in actively enabling adequate WSH in the community have been limited. Discussions with the men and boys in the intervention areas revealed that water and sanitation was seen as a 'woman's matter' and there was no need for men to be involved. They did however, admit that these issues impacted them as much. Most volunteered to support the women's groups in their interactions with the stakeholders and go along with them to the Government offices and departments when required.

Discussions with men and youth in the Adarsh Bastis in Delhi revealed that they would like to play a more active role in the committees and activities. 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 requiring new installations. On the basis of this mapping the community men and women approached the officials of the DJB and filed an application.

In areas such as Rajasthani camp and D block Seemapuri, 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 give their suggestions and opinions on issues

During the Knowledge camp held in Kalyanpuri in April 2017 a member of the youth group from IG camp recounted that earlier there was a park in the area which was neglected and being misused 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. Towards this they gave an application to the local MLA. 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 resolved *sab ko mil kar kaam karna padega!*

(Field Notes, Delhi)

However in some *basti's*, men were not aware of the role of the CMCs and the work being done under the project. Some were still unhappy about women taking on leadership. In East Guru Angad Nagar the Pradhan expressed his displeasure about women's engagement:

You have made women folk our leaders and hence you go and speak to them. Whoever comes here wants to talk to our women only, it seems that all the men in basti are dead !

In Jaipur, discussion with CFAR team made it evident that **engaging with men and boys was a huge challenge in community engagement and required continuous efforts**.

The men and boys at Soot Mill colony acknowledged that CFAR had been instrumental in creating awareness among women. They had encouraged women to form a group so that they were able to tackle their problems and find solutions. The involvement of men in training and construction of twin pit toilets was also acknowledged. The men recalled that in 2015, with the help of CFAR, women's forum had submitted an application to Nagar Nigam to hold a camp in their *basti* for building toilets under the SBA scheme. The JEN as well as AEN with the commissioner and other officers of that area had participated in the camp. Around 300 families submitted their applications with the necessary documents between November and December 2015. Out of the 300 applications, 263 forms were found to be complete and the first instalment was released to around

240 applicants. The government agreed to give Rs 12000 in three instalments for construction of toilets. The construction work started after the first instalment Was received.

During the discussion, participants agreed that it was difficult to get a toilet constructed, in the amount provided by the government. This was made possible only through CFAR's interventions. They were of the view that constructing toilets was only half the battle; getting the people to use them was a bigger struggle. To get the older generation to use the toilets at home has been a difficult task. CFAR has helped in educating people on the usage, maintenance and upkeep of toilets in order to ensure behavioural change. However, slight shift in behaviour was now visible with the community members beginning to use the toilets.

The men in Jhalana Kunda acknowledged that due to efforts of CFAR most households were now aware of the various benefits of twin pit toilets-- that it was economical and simple to construct, use of water was minimum and it did not require specialised technology, or even too much space. Since the pits were not too deep, they were not dangerous and it was not necessary to empty out the pits. For a family of 5 members, this toilet can function for a minimum of 10 years. The masons who have been trained by CFAR are helping others in the construction of these toilets -- adding momentum to the government's Swachh Bharat Mission.

In Kolkata, the men in Uttaro Kumrokhali and Stadium Para pointed out that the intervention by CFAR had led to increased awareness on personal hygiene, cleanliness of the locality, women's health and education and on the adverse impact of early marriage. However, due to lack of time, men found it difficult to attend the awareness programmes organized by CFAR regularly. They also appreciated the role of local administration in recent years in ensuring civic amenities.

According to the males in the community, unemployment among educated youth was a major challenge. Drop-out rates of boys was higher in comparison with girls. Many boys were forced to start working at an early age, mainly in the unorganised sector, in order to contribute to their family income. Respondents felt that skill training for the youth could be of immense benefit. They also articulated the need for regular health camps in the area.

The men in Muchi Para spoke highly of the awareness camp on 'hand washing' organised by CFAR which was very successful amongst the residents of the area. CFAR had used various modes of communication like puppet shows, drama and street plays, to create awareness on the importance of handwashing.

Lack of toilets was identified as one of the main problems in Muchi Para and Darapara. As the density of population was very high the problem was acute. It was common for one toilet to be shared between 2-3 households. In one of the lanes 65 families had only four toilets amongst them. Besides, many households were dependent on community toilets. The community members had requested the local Councillor to intervene in the matter. As a result, the old toilets were repaired and some new toilets were constructed. Due to lack of space and the high price of urban land, more toilets could be constructed. As a result, the problem of open defecation, though tackled to an extent, was yet to be resolved fully.

In Muchi Para the men expressed an interest in forming a group like 'Alor Disha' for the betterment of their locality and community.

The other problem cited by the men related to poor/ lack of drainage system in the locality. Since there was no outlet for water, water logging was common. The men acknowledged the fact that the

local administration and CFAR were playing a supportive role in resolving the issue. They said they were no longer hesitant to speak with government functionaries to raise their demands for civic amenities. As a result, the KMC was also trying to provide better services. For instance, a project to construct a drainage system has been initiated just outside the Ward.

Following a public hearing carried out in the settlement 72, dustbins have been provided by the councillor. Dustbins have also been approved for local schools, markets etc. Clear instructions have also been given for maintenance of community toilets. A user fee is charged. Regular health check-ups are being organised with a doctor from a local health centre.. Free medicines are distributed 2 to 3 times a month.

The men of Muchi Para were unanimous in acknowledging the benefits of the public hearing held by CFAR on sanitation. They said it had helped the community to understand the various issues related to sanitation. The men also suggested the need for regular interaction on part of CFAR with the men of the community.



Section II

Strengthening Community and Government Linkages

The CFAR team has been working closely with various government agencies in an effort to strengthen and ensure delivery of services in the intervention areas of the three cities- Delhi, Kolkata and Jaipur. Engaging with Government departments forms a key component of the intervention.

However, engaging with departments and officials is also a challenge. On many occasions, by the time the community members were able to establish a good rapport with the concerned officials, they are transferred. Time is then spent in connecting afresh with the new official. This hampers the progress of the work as well. 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. Lack of convergence between various departments impacts the resolution of issues and requires greater time and effort of the community members.

An effort was made to understand the perspective of officials in several departments on issues of WSH and the role of CFAR in furthering community engagement.

In Delhi, three key agencies have played a role in the development and improvement of *Adarsh bastis* DUSIB, MCD and DJB. One of the critical partnerships is with DUSIB with whom CFAR has a formal engagement, beginning with the first MOU signed in March 2016 in Sunlight Colony. Since the Government departments did not have a provision to sign an agreement with the community forums, CFAR has become the agency that connects the Government to the community.

The MOU recognized that DUSIB was committed to providing community toilet complexes, Basti Vika sKendras, Shishu Vatikas, roads, pavements and drainage. The current MOU with CFAR is for a period of one year. The joint action plan can help in addressing issues in a coordinated manner. While the primary responsibility lies with the DUSIB, key roles of enabling water and sanitation infrastructure and services have been undertaken by 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.

Box 3: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 the stipulated period of one year which may be extended if mutually agreed.
- ❑ NGO's will share with DUSIB the data and evidence they have been 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 even 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.
- ❑ That the NGO with the support of Community Based Organizations (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 CBO, will encourage exchange of information on their respective systems and policies to assist in the 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 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, will encourage exchange of information on their respective systems and policies to assist in the 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: Extracted from MOU between DUSIB and CFAR for Gram Kheda

In Kolkata, CFAR has been working with the Kolkata Municipal Corporation, Rajpur-Sonarpur Municipality, the Department of Women and Child Development, National Health Mission, Department of Education, State Pollution Control Board, Department of Rural Development and the institutions of Panchayati Raj. The formal partnership with Department of Women and Child for working with ICDS helped in establishing links between ICDS workers, mothers and community for improving the delivery system in select Anganwadi Centres in Rajpur-Sonarpur Municipality.

In Jaipur, CFAR has been closely engaged with **Jaipur Municipal Corporation (JMC), Department of Health and Family Welfare, National Urban Health Mission (NUHM) and City Managers Association Rajasthan (CMAR) and the Directorate of Local Bodies (DLB).** While the primary responsibility lies with the JMC, key roles of creating awareness on health and hygiene have been undertaken by the Department of Health and Family Welfare and NUHM. CFAR's partnership with the Department of Health and the NUHM has led to the health department adopting the slum-based women's forum under the *Mahila Arogya Samiti (MAS)*.

The Government's response to the various issues of WSH is presented in the following section:

Construction of Toilets

The need for partnering with DUSIB arose in Dehias it was felt that although DSUIB was making an effort to improve the infrastructure of CTCs, they were not being utilised effectively by the communities. Hence, the role of CFAR was to act as a facilitator, engaging with the communities on the use of toilets and make these areas open-defecation free. According to the DUSIB officials, several issues and challenges impact the effective provisioning of services in the *Adarsh bastis*:

- Management of CTCs this is a major challenge, mentioned by all stakeholders.
- Issues impacting CTCs include violence and drug abuse inside and outside CTCs. There are also safety concerns of women who use the CTCs.
- Resistance to pay CTC user charges
- 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
- To ensure that CTCs are maintained in a 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.

In West Bengal, the Mallickpur Gram Panchayat which comes under the district of South 24 Parganas, has been declared ODF (Open Defecation Free). The Pradhan here said that there were adequate funds available for the development of the municipality and for creating public awareness on Swachh Bharat Abhiyan. The Pradhan was appreciative of the efforts made by CFAR in generating public awareness on SBM and Nirmal Bangla Mission (NBM) as the government alone could not achieve the goals of SBM. The public hearings organised by CFAR have also helped the government functionaries to get information on problems in the different clusters first-hand.

Similarly, the **Jaipur Municipal Corporation (JMC) has the primary responsibility of ensuring civic services in the urban colonies of Jaipur.** According to the Nodal Officer, Swachh Bharat Mission, Jaipur, the JMC is involved in the SBM and monitors the construction of Individual household toilets. He appreciated CFAR's role in raising awareness regarding open defecation and facilitating the construction of toilets in their intervention areas which has led to construction of 400 toilets in Jhalana Kunda *basti* and 220 toilets in Soot Mill colony.

The JMC has a target of making the city Open Defecation Free (ODF) by December 2017. According to the nodal officer, SBM, Jaipur, CFAR had helped in verifying applications for construction and monitored the construction of toilets. They had also helped upload the photos of constructed toilets so that the second instalment of cash could be disbursed to the families in Jhalana Kunda. Similar efforts in other *bastis* would be of immense help in furthering the mandate of the SBM.. He suggested that CFAR should take on a formal role as consultants.

Water Supply and Drainage

In Delhi, the Delhi Jal Board (DJB) was responsible for water supply, maintenance of water lines and supply of clean drinking water. They are also responsible for laying sewage lines. However, more important than the supply of water was the issue of the water pressure in the lines, DJB officials said. Some households fix their own motor pumps and hydrants and this further reduces the water pressure and the availability for the rest of the households in a colony. Lack of adequate support from the community makes it difficult for them to work in slums, they said. Regarding,

sewer lines, although there was a big demand, the lines could not be laid as lanes in the slums were very narrow, they said.

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. Junior Engineer, DJB

The Junior Engineer, DJB, had also attended other public hearings organised by CFAR and has tried to resolve issues that have been raised.

However, in Kolkata the Nirmal Sahayak of Mallickpur Panchayat, pointed out that given the density of population in the area (the GP includes 28 *gram sansads* and has a population of 45000) the problem of drainage and water logging was acute. The situation was made worse by the rampant use of plastic bags. This matter has been raised by CFAR and work has been initiated in Ward 59 of the KMC for reduction in use of plastic. Another problem was the availability of clean drinking water. Many households did not have water connections. Meetings have also been organised in different lanes to address this issue. The members of the political party (TMC) felt that since the challenges in Ward 59 were extensive, organisations like CFAR should come up with more interventions so that they can fill the governmental lacunae collectively.

CFAR organized public hearings in Jaipur, where Government departments like the JMC, PHED and Electricity Department, Women and Child development Department were represented. The local MLA, the Councillor as well as the local political representatives were also invited for discussions. The community was represented by the women of Daksha Samooh as well as other community members who raised their specific concerns. The response of the government officials was positive.

Box 4: Public Hearing Ward No. 67, Nagtalai north and south, Parvat Colony, Jaipur 14th February 2017

Three bastis were selected by CFAR from ward no. 67 to work on issues of WSH. All 3 bastis are situated at the base of hills. The key issues which emerged after validating data were mainly related to lack of sewers, clogging of sewer line, supply of dirty water to households, garbage collection and its disposal, and other general issues related to sanitation. These issues were presented in the hearing where officials from the Nagar Nigam, Water and Electricity Departments and the Women and Child Welfare Department participated.

Parvat Colony does not have a pipeline for water. Small pipes have been bought by individual households and that is how people have connected their houses with the main pipeline. The pressure of water is not sufficient. Several residents presented their concerns during the public hearing:

Bhuri Devi, Nagtalai: The lanes in the basti do not have pipelines. The water does not reach the houses on higher altitude.

Rehana, Nagtalai: Even after we use a pump, water does not reach our house. The electricity bill is high because of the use of pump. The solution to this issue can be laying pipelines in the lanes too.

Official response:

Jagmohan, AEN: With reference to Parvat Colony, action will be taken when the application for the requirement of a water pipeline is received. For this, we also need an endorsement from the Parshad. In the case of Nagtalai, if the low pressure of water is due to leakage in the pipe, it would be fixed. We will increase the pressure of water supply so that it reaches the houses situated higher up on the hill slope. But, the community also has to take care of usage of water. Care must be taken that the taps in the houses situated on the lower slopes, are closed when not in use. This will ensure that water reaches all the houses in required quantities.

Report on Jan Sunvai Karyakram Ward 67, CFAR

Collection and Disposal of Garbage

In Delhi, the role of the MCD is essentially to ensure sanitation and collection of waste/garbage from the *bastis*. Officials said that the key challenge for MCD was to change the mindset of communities. While acknowledging the role of CFAR in creating awareness on issues of waste disposal; officials assured that they had provided every support possible. They said the lack of interest and commitment among the communities was a challenge for CFAR as well as the MCD.

DUSIB officials pointed out that segregating domestic waste at the household level would be a great effort in waste management. The biodegradable wastes could be composted and manure could be used by the horticulture department, 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. However, poor coordination and convergence with DJB and MCD was a major issue.

The Mallickpur Gram Panchayat in Kolkata, had begun to focus on waste segregation, separating it into bio-degradable and non-bio-degradable waste. The Gram Panchayat provides 2 coloured buckets (red and green), to the residents for segregating the garbage at home at a subsidised rate. For schools and ICDS centres, they provide 50litre drums free of cost. After the waste is collected, the product is further segregated at the level of the Gram Panchayat and the inorganic waste is sold to the vendors to generate income. The Gram Panchayat also felt that automatic vending machines for sanitary napkin should be installed in schools to facilitate girls' access to sanitary napkins. In March 2017, two incinerators were sanctioned for two schools in Park Circus, Ward 59.

The research team was informed that the woman Councillor of Ward 59 was extremely active and had organised a rally with the students on issues of sanitation. She was of the view that there was a need to change the behaviour pattern of the children so that they could also influence their parents' behaviour. The Councillor had provided dustbins to the households. She had also requested the KMC for sanction of semi-automatic dustbins and two compactor machines. But it had not come through due to resource crunch.

In Jaipur, the collection and disposal of garbage has been streamlined with the Intervention of the Women's Forums in all the four areas covered during the assessment. The use of dustbins and segregation of waste has been initiated. The regularity of municipal workers has also been ensured through regular monitoring by the women's group.

Recently, several members of the women's group participated in the training on solid waste management that was held at Hyderabad. In addition, a knowledge camp on Solid Waste Management and Garbage Segregation was organised in Sitaram Nagar *bastion* April 7, 2017 which resulted in the women's forum signing a resolution for garbage segregation at source.

Box 5: Resolution for Garbage Segregation at Source signed by the Women's Forum and residents of Sitaram Nagar *kucchibasti*

We, the residents of *Sitaram Nagar kucchibasti*, resolve to take the following steps for solid waste management and garbage segregation. Based on the learning from the knowledge camp held on 7.4.2017 in the *basti*, we resolve to segregate garbage at the household level.

- We will use separate dustbins for collection of organic and inorganic or dry waste
- We will dispose the waste at the depot in two parts, not mixing the two, so that organic waste can be consumed by animals.
- We will reduce waste
- We will reduce garbage at the depot by selling out waste as junk
- In the coming months, we will submit another resolution to JMC through the Women's Forum, for production of fertilizer from organic waste.
- We also resolve to mobilize, motivate and track other households to segregate waste

Faecal Sludge and Septage Management (FSSM)

In all three cities, Delhi, Kolkata and Jaipur, perspective building on the issue of FSSM has been initiated. Discussion with officials in Jaipur revealed that currently the JMC does not have a plan for FSSM. It is in the process of making a plan and putting a monitoring system in place. In slum areas sewer lines can be laid only if there is space. JMC is currently focussing on construction of twin pit toilets and wherever possible are laying sewer lines.

Discussions with the Chief Engineer, State Pollution Control Board, Kolkata highlighted that a number of sewerage treatment plants had been constructed in the State but they continue to be underutilised. He reiterated the need for faecal sludge and septage issues to be addressed on priority. He also felt that the issue of sullage management needs to be understood by all the concerned departments and there should be convergence in addressing the issue.

CFAR has been closely collaborating with the Department of Panchayat and Rural Development (PNRD) in an effort to ensure better sanitation services in their intervention areas. A consultation on Faecal Sludge and Sullage Management (FSSM) was organised in November 2016 by CFAR in collaboration with PNRD, to provide an interface between community representatives, government officials and WSH experts.

Box 6 : Consultation on Faecal Sludge and Sullage Management (FSSM) November 25, 2016 Kolkata

The main objective of the Consultation was to break the silence on FSSM and develop an understanding on various aspects of the issue. Representatives from PNRD, Block Development Office, Additional District Magistrate, engineers from Pollution Control Board and municipalities, panchayats, academicians, consultants, NGOs and representatives of Alor Disha participated in the consultation.

The key note speaker raised several concerns. He pointed out that the definition of waste itself is problematic. The term sanitation is mostly associated with municipal solid waste, not liquid waste or human waste. Typically, the sanitation department in the municipalities in Indian cities only deal with solid waste. In other countries, far greater priority is accorded to human waste. He pointed out that many villages declared as ODF under Nirmal Bharat Abhiyan have not been able to sustain the ODF status due to diverse factors such as, scarcity of water, technical failure and poor motivation within the community. Another major concern was that large parts of urban India were not connected to the municipal sewer system, making people dependent on septic tanks and insanitary toilets. How to address the practice of 'institutionalized open defecation, was therefore the key question'?

Some of the key suggestions that emerged from the discussions were

- Initiatives to be taken at policy level to introduce FSSM Units in new settlements and new apartment complexes
- Organize follow up of consultation and involve policy makers, government bodies both urban and rural
- Reach out and share information with the community on FSSM and organize consultations at the district, sub-district and village level. • Recognize the need for creating spaces for communities in such discussions as co-owners in the process of change.
- The SBM and NBA have provisioned for toilet construction and SLWM unit. In rural areas, the government is concentrating on SWM unit but since solid and liquid waste needs to be managed properly, FSSM should be introduced as an integral part of SWM
- Gram Panchayats should search for resources to set up FSSM units and move the agenda from ODF to ODF+
- Strengthen public engagement with the concept of BUMT (Build, Use, Maintain and Treatment) to make common people as well as stakeholders aware of it.

It was also pointed out that since people were not aware of the health hazards of faecal waste, there is a need for such discussions and deliberations to be facilitated at the district and sub-district level and CFAR's support in organizing such consultations at the district level was sought.

Source: Report of the Consultation on Faecal sludge and Sullage Management(FSSM): An interface with the community: A Report, CFAR, 25 November, 2016

Overall, CFAR has been able to initiate change by continuously engaging with the community women. The work has found a lot of favour among government officials who find it a good way to reach the communities they serve. 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.

The concept of 'single window approach' to be piloted by CFAR in Jaipur will also help arrive at solutions to the problems faced by the marginalised communities. It will help in creating convergence between CFAR, the communities and other government departments, thus making it simpler to address the issues.



Section III

Assessing Gains and Challenges in Community Engagement for WSH

As evident from the earlier sections, community engagement in all three cities has been facilitated through community forums. Community engagement in the *Adarsh bastis* in Delhi was facilitated through MPM, CMC and adolescent groups and through platforms such as public hearings. In Jaipur, community engagement in the CFAR intervention areas has been facilitated through the Daksha Samooh, Women's Forums, adolescent forums and various platforms like public hearings and knowledge camps that provide opportunities for interface between community and government officials. Similarly, in Kolkata, in Ward 21-27 of Rajpur-Sonarapur Municipality and Ward 59 of Kolkata Municipal Corporation, Women's Forums such as Alor Disha, adolescent girls and boys groups and platforms such as public hearings and knowledge camps have facilitated community engagement for WSH.

In all the intervention areas, community women and men have been leading the discussions on WSH issues and have been raising demands with service providers. They have also gained confidence and are interacting with government functionaries across departments and other stakeholders. The community is now able to raise and resolve their WSH issues with support from government departments and other stakeholders. While WSH remains the central focus, in more evolved Women's Forums the members have addressed other social issues in the community such as reproductive health, education, solid waste management, menstrual hygiene, pension and other rights and entitlements as well as domestic violence. The discussion on FSSM has also been initiated. Based on the information gained, the community members have started voicing their demands to service providers.

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 highlight 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, solid waste management, garbage disposal, MHM and so on. The groups are also well informed about the various institutional mechanisms to address their issues.

CFAR has been successful in making the WSH concerns central to the lives of the community women. It has ensured participatory involvement of women and enabled them to recognize these needs. They have begun to raise their voice, seek help from CFAR members and local leaders and actively work towards having their voices heard to solve problems. This has been achieved through creation of four platforms:

CMCs and adolescent girls' groups in Delhi, women's forums, Daksha Samooh, adolescent girls' groups and men's groups in Jaipur. In Kolkata, Women's Forums like Alor Disha, adolescent girls groups and boys' as well as men's groups have facilitated discussions in the various localities. While the CMC members, the Women's forum and the members of Daksha Samooh met at least once a month to discuss issues related to sanitation, cleanliness and hygiene, the men's forum was not very active. Nevertheless, their level of understanding had increased through the efforts made

by the women. This had helped in enhancing men's cooperation and they were now more supportive towards the work done by women.

Public Meetings and Public Hearing in all three cities where the CMCs/ women's forums had evolved, the members also organised public meetings, where they discussed issues of WSH with the larger community. Public hearings have given a platform to members of the community to voice their specific concerns and enabled interface with the service providers. It has also enabled the officials to hear the problems first hand and respond to them.

Knowledge Camps -- where resource persons and experts are invited to speak on various issues of WSH; these have helped in disseminating information and increasing understanding of issues.

Learning opportunities and exposure visits for CMC members in Delhi to Rajasthan and from all three cities to ASCI, Hyderabad, where they have seen other WSH interventions and learnt newer techniques such as twin pit toilets and solid waste management and disposal have been highly beneficial. Training on construction of twin pit toilets at Bikaner has also been a major learning experience for the members of the women's forums in Jaipur and has helped the women construct toilets in individual households and given an insight into garbage disposal.

The work of the Women's Forums and CFAR is appreciated by community members, including men. The men were unanimous in their opinion that CFAR's work had enabled women's groups in taking the lead on issues of water and sanitation, especially the condition of community toilets, cleaning of drains, and garbage disposal. Communities were now more confident to approach government officials whenever there was a problem and this had resulted in improvement of civic amenities in their respective areas.

CFAR's intervention has not only succeeded in generating awareness regarding the various government programmes, but also with regard to the rights of cluster residents. In Jaipur, the women's forums are addressing the issue of domestic violence in their community. They try and intervene through holding discussion with both the victim and the perpetrator. In case they do not succeed, they reach out to the Mahila Thana, Mahila Suraksha Kendra or the Aparajita (One Stop Crisis Centre) in Jaipur. In Kolkata, members of Alor Disha have provided support to many women survivors of violence. In many cases, the forum members have to face the wrath of community members. Very often, even the police are not supportive and it takes a long time to resolve issues.

Interacting with this research team, the members of Alor Disha in Uttaro Kumrokhali and Stadium Para recollected their journey from the time Alor Disha was formed to how they gained knowledge and information on sanitation and how they were able to influence the community by raising awareness on these issues. This had helped them in placing their rightful demands to the concerned authority and service providers. Through their involvement in Self Help Groups (SHGs) under National Urban Livelihood Mission (NULM) they had also collected applications for toilet construction for the families. They had learnt about treatment of household and solid waste only after they had got involved in the project. They are also aware of the need for treatment of faecal sludge. In fact, with increased awareness on the link between clean water, hygiene and health, the women stopped using pond water for washing and bathing. Today members of Alor Disha have gained a reputation of being a strong force to reckon with.

There is now a growing realisation that sanitation is not only about managing solid waste, construction of toilets and proper hygiene practices. Collection and containment of faecal matter is also equally important. The need for a comprehensive faecal sludge and Sullage Management needs to be introduced. When the concept of BUMT (Build, Use, Maintain and Treatment) was introduced there were several issues that were raised by the women:

- *We have toilets at home ; but we never thought about what happens to the waste*
- *When the soak pit fills up; we call the cleaner; he dumps the sludge in the nearby pond; we never thought it contaminates the water bodies*
- *Our area is very congested and due to lack of space the cleaner dumps the sludge from the pit just outside the latrine space; there is no other option*
- *The functionaries of the various municipalities are also at a loss as treatment systems are not in place.*

FGD Community members, in Kolkata

Promoting behaviour change

Owing to the information and communication on various issues, there has been a significant change in behaviours both at the individual and community levels. The exposure provided by CFAR in dealing with officials has empowered women to face challenging situations. Almost all the women said that they were more articulate and confident and had learnt to speak with government officials and present their issues clearly. This change in self-image has also led to a change in social image as women are seen as capable of resolving problems. The people of other *bastis/* localities including men now contact the women's forum to get work done in government departments.

The Nagar Nigam would not have been successful in achieving goals of SBM but for the effort of the women's forum in creating awareness on the issue among community members.

Forum leader, JhalanaKunda, Jaipur

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

Garbage disposal: There is a distinct change in practice related to garbage disposal. In Sunlight colony, Rajasthani camp and Janta Jeevan camp in Delhi where the groups are evolved, it was reported that nearly all households have dustbins for garbage disposal. In Kolkata, earlier most households would throw the garbage in open areas or in the nearby pond; repeated discussions and interactions by CFAR teams has led to households segregating their garbage and disposing the garbage in dustbins. In Jaipur, consciousness regarding garbage disposal and efforts to keep drains clean is visible in almost all the surveyed areas. In Soot Mill, the Daksha Samooh is now a recognized body by the DLB. The '*safaikaramchari*' has to get the register signed after cleaning the *basti* by a member of the Daksha Samooh prior to submitting it in the office.

Use of toilets: In all the localities visited in Jaipur and Kolkata nearly all the houses have toilets. The women have made an effort to stop those who still go for open defecation. All the forum members shared that they keep the toilets at home clean. They also use a separate pair of slippers while using toilets.

Menstrual Hygiene: There is a perceptible shift in menstrual hygiene management practices. In all three cities girls and women reported using sanitary napkins and adopting hygienic disposable practices. There has been a gradual lifting of socio-religious taboos associated with menstruation. Girls are able to articulate and speak up on menstrual health with family members. They cook, eat with other family members and try not to miss school. Systems for disposal of sanitary napkins have been established in Delhi such as provision of old newspapers and cardboard dustbins in CTCs where girls and women now dispose pads (earlier women left used pads without covering them with paper within the CTC). In Delhi Karotiya Camp, the CMC and community members

have pooled in resources to purchase an incinerator. This has been placed in the CTC. In Jaipur too, women informed that most of them use the incinerator for disposing sanitary pads. In Kolkata the adolescent girls stated that they have shed their inhibition and can talk about menstruation in public. They have performed a play on menstrual hygiene in different areas. They no longer throw the sanitary pads in the open.

Learning process for adolescent girls: being part of the intervention has been a learning process for adolescent girls in all three cities. 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” said the girls from Rajasthani camp, Delhi.

In Delhi, 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.

Thus, by establishing women's forums, 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 been strengthened.

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. This has been achieved through both through engaging with the Government and self-effort. Some of the significant changes are as follows:

Toilets and Sanitation

In Delhi, while CTCs had been constructed, they were kept locked. CTCs have been opened in several locations, such as D Block Seemapuri due to efforts made by the forum members. Repair and refurbishment of old and broken CTCs and construction of new ones have been undertaken in locations where there were no toilet complexes. In Rajasthani camp and Janta Jeevan Camp emergency toilets have been built which can be used at night when the CTC is closed.

In Jaipur and Kolkata, the twin pit dry latrines, which require less water and are easy to manage; have been received well by the community. Exposure to this technology as well as technical and financial support has helped the households to build personal toilets. CFAR has worked with the government functionaries in identifying beneficiaries in various slums, helped them to fill in the forms for construction of IHHL under SBM. This initiative has been successfully linked with SBM at state level. It is a replicable model. The demand for community toilets raised by the women's forum in Soot Mill colony in Jaipur has led to installation of one- seat pre-fabricated toilets in the colony. In Kolkata in Muchi Para, the community demand led to repair of existing community toilets and some new toilets being constructed.

In all the three cities, the focus on FSSM has enabled forum members to understand that total sanitation processes must include proper disposal of faecal waste. They have understood the advantages and disadvantages of various structures and are also raising demands for sewerage connections.

Garbage collection and disposal

Two large dustbins for waste disposal have also been installed in Janta Jeevan camp in Delhi. 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 both localities, adolescent girl's groups have made dustbins from card board boxes and kept newspapers in the CTCs for wrapping

and disposal of sanitary pads.

In Kolkata, the members of Alor Disha have also streamlined the collection of garbage in their respective localities. They urge all households to segregate the waste and use garbage bins. The adolescent groups surveyed households in their locality for dustbins. They have converted old paint tins into dustbins and distributed them to households where dustbins were not available.

In Jaipur, prior to the intervention, services for collection and disposal of garbage were lacking and garbage was often strewn all over the colony. Since the intervention, the garbage is collected by the designated municipal worker from the premises of the households or from some fixed place in the slums. The open garbage depot in Sitaram Nagar has been made 'pucca'. In Soot Mill Colony also, the forum has made an effort to procure a garbage disposal bin from the government.

Drains

In Jhalana Kunda cluster of Jaipur, following CFAR's intervention the big drain was cleaned; a pucca road was constructed in the cluster; people also managed to get small drains constructed in front of their houses. These small drains were then connected to the big drain, solving the problem of water-logging. The people of the cluster themselves clean the drain. In Soot Mill colony, community toilets are being constructed for people who are living as tenants.

Cleaning of Ponds

In Rajpur-Sonarpur area of Kolkata, the members of Alor Disha were active in maintaining cleanliness in the nearby ponds. The ponds were cleaned on a weekly basis by the groups. The community members contributed money for purchase of bleaching powder. In addition they started an economic activity by taking a big pond on lease and cultivating fish. After a few years they sold all the fish and bought two boats. Now they give the boats on lease to the parks in various localities.

Water

In Delhi, water tankers for potable water have been arranged through the DJB in several locations including D Block Seemapuri. 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. The women's forum in Soot Mill colony in Jaipur collected money and bought the necessary equipment i.e. pipes, motor pump (which cost around Rs.3,500-4000) etc. so that each lane could have one water connection. Now there are about 8 taps in the *basti*, roughly one in each lane. There are some taps in individual homes too.

Street Light

The CMC in Janta Jeevan Camp of Delhi with support from MCD has got street lights installed in the *basti*.

Roads

In Jhalana Kunda in Jaipur, the women's forum was able to negotiate with the contractor to procure the materials needed for constructing roads. The members of the community were successful in making the lanes of the *basti* 'pucca'.

Across communities, cleanliness, infrastructure and services in the *bastis* had improved owing to the work of the various community forums supported by CFAR. They have also started discussing issues pertaining to FSSM and building an understanding on how to make the SBA sustainable.

Challenges in engaging communities on WSH

While there have been several gains and changes that are visible across the intervention areas and localities in all the three cities, engaging with community women and men to work on issues of WSH in an urban context is challenging. In all the settlements where the primary focuses of residents especially men, is on earning a livelihood there is little or no interest to engage in other activities for want of time and energy. Some of the challenges, as observed by the research team or articulated by community women and men, project staff and officials are presented below:

Establishing trust

Interactions with CFAR team in all the three cities highlighted that the most challenging aspect of community engagement is gaining the trust of the community. While the process of engaging with the community also varies across locations, in the nascent *bastis*/localities, greater efforts are required to actively engage with the communities and build trust.

As mentioned above, across the intervention areas, all community forum members said that initially they did not believe or trust the CFAR representatives. The field staff had to make several visits and talk to few women to initiate the formation of the community forums. Once others in the community witnessed a change, they were willing to support the intervention.

Once we know the issues, we start talking to them on possible solutions and working with the department etc. We then start talking about formation of a group that can raise and address some of these issues". In my experience during the process of group formation, usually two types of groups tend to emerge; the first type is the group 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 do not get together easily; in such communities, we have to work harder to create trust" (Project Associate, CFAR, New Delhi).

Establishing trust and rapport with those members of the community who are not part of the women's forums is also challenging. This is also essential especially in the context of behaviour change. Breaking through set habit patterns of community members is also challenging. For instance, despite having toilets at home some members continue to go for open defecation.

In Kolkata, one of the challenging aspects of community engagement was establishing trust among the community in newer areas. While in Rajpur Sonarpur/ Mallickpur municipality, Alor Disha is well recognised, even then it has been challenging for forum members to initiate work in newer localities. In the Park Circus wards the issues are complex and community engagement has been facilitated through continuous interaction with the KMC Councillors. CFAR has had to tread carefully and often needs to negotiate with political interests for the good of the 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, street plays, campaigns and community newspapers. Similarly, it is important to engage boys and men to instil in them the importance of WSH and work with them as active members in change.

Involving men and boys

CFAR staff members in all three cities said it was difficult to engage with men, as they were preoccupied in earning a livelihood during the day. Motivating men to get involved in issues of WSH is an area that requires sustained effort. Though the men had become aware of the work done by the women's forum, it was often observed that when men are involved in the same groups along with women, they tended to dominate and take all the decisions; and hence the effort to form separate groups for women and men.

The male members appreciate the work done by the women's forums. In Jaipur, 45 men were trained as masons in twin pit toilet technique. A conscious effort to elicit participation of men, on all aspects of urban sanitation needs to be put in place, more so in the newer intervention areas.

In Kolkata, while male participation has been elicited within the project, it is often difficult to engage with them on a regular basis due to their livelihood concerns and lack of time. Unemployed youth have also demanded tie ups with programmes for skill generation. CFAR has tried to organise discussion with the men in the various "clubs" (community centres for social activities promoted by political parties) and tried to draw them into discussions. However, taking the club members into confidence has not been easy due to their political affiliations. It has had both a positive and negative impact as they often acted as **gatekeepers** to interventions in the community.

Rapport and responsiveness of Government and other stakeholders

A key component of the intervention has been the partnership established with a range of government departments and service providers. It is evident that a healthy relationship between community and service providers/government is central to sustaining change. However, the process of building rapport with collaborating agencies is time consuming. The frequent transfer of officials' impacts the progress of work as new officials take time to understand issues. Constant follow up is also required to ensure that the commitments made by the officials are implemented at the field level.

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 different departments. The departments do not 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 in Delhi for instance is the long queues outside CTCs, especially during morning hours and lack of emergency toilets. Lack of proper drainage and sewerage facilities, appropriate garbage disposal, issues of drug abuse and alcoholism, lack of electricity and clean drinking water are some other issues which take a long time to get resolved.

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

Withdrawal strategy

One of the pertinent issues that will need to be addressed by CFAR is the withdrawal strategy in the project and the mechanisms that need to be put in place to ensure sustainability of the interventions. It is necessary that this is clearly articulated by CFAR and understood by community members. The following section of the report discusses the critical components of the sustainable model for change.



Section IV

Community Engagement for WSH: Towards a Transformative and Sustainable Model

The grassroots processes initiated by CFAR in the current project, have led to some overarching and long term strategic changes within a framework of equity and inclusion. The project has demonstrated meaningful partnerships between community led forums, government service providers and a facilitating NGO. Women and girls are the main advocates for sanitation and have collectivized to improve the conditions in underserved urban areas.

Interactions with stakeholders across the intervention areas in Delhi, Jaipur and Kolkata indicate that in the locations where the community engagement has a stronger base, there is evidence that many tactical and operational shifts/changes have been negotiated. From signing of an MOU to giving community representatives a role in decision making, in a programme that earlier viewed community as mere end users to perceiving them as builders of sanitation value chain has been a significant gain. These forums are capable of undertaking their desired roles and raise demands with confidence. In the nascent areas, however, sustained effort is required to firm up the early processes and scale up inputs.

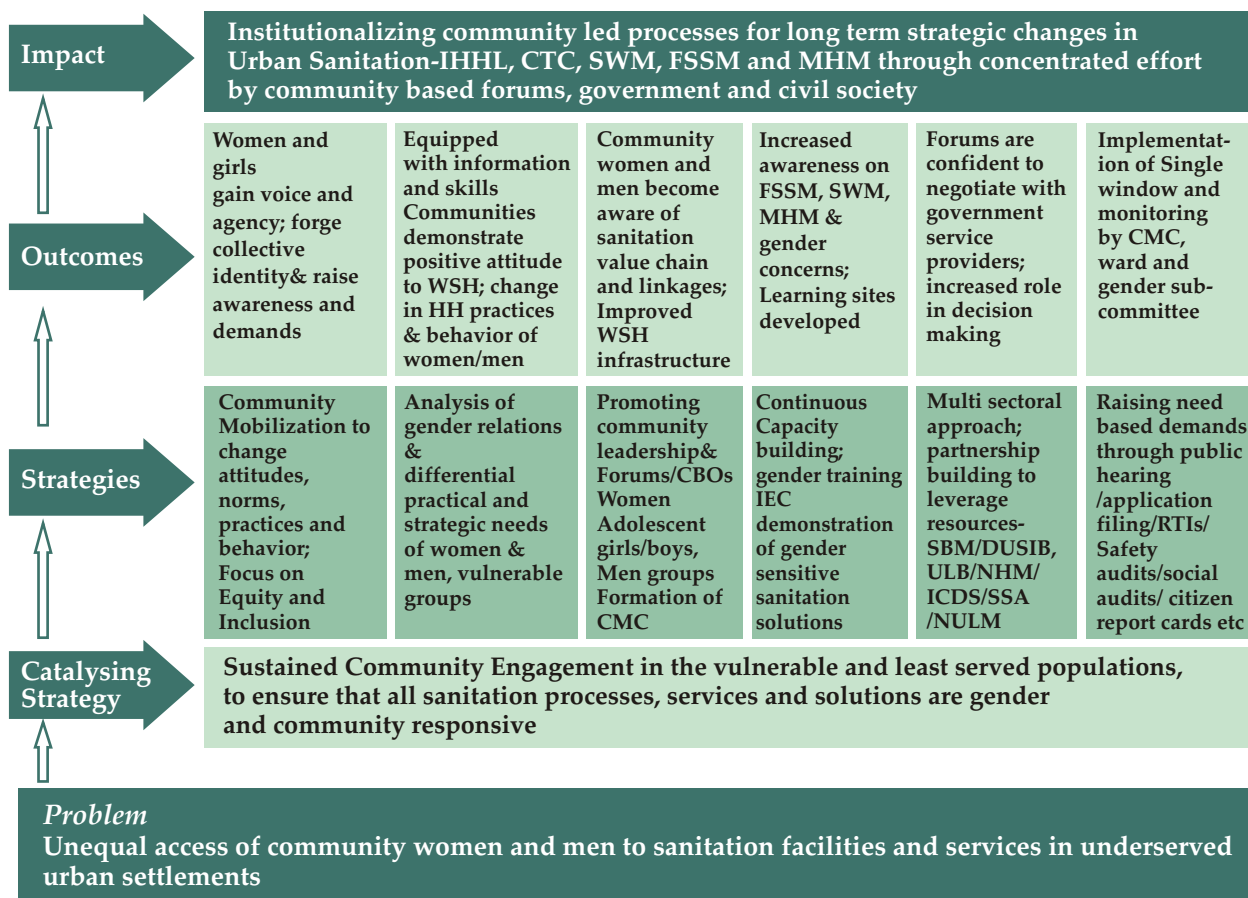
Sustainability of the interventions rests on several factors. In the more mature forums/areas the focus should be on consolidating the gains, with community representatives taking a lead in managing single window and developing learning sites that can showcase practices that have emerged from community led processes to end open defecation, building of IHHL and solid waste management techniques. In addition, strengthening the knowledge base of the women's forums/CBOs with exposure to newer ideas, so that they can continue to engage and negotiate with the service providers is essential.

Towards a Transformative Model: Outlining a Theory of Change for addressing Urban Sanitation

The experience in all the three cities highlights that the community engagement in WSH is shaped by geography of the urban slums with their specific characteristics, location, infrastructures and the kinds of sanitation facilities available to women and men. The current approach has focussed on two key aspects- community mobilisation and empowerment of women/girls by promoting collectives. This has enabled women to demand government services and ensure delivery of services. It is evident that any intervention to address urban sanitation must be integrated, taking into account all the actors/stakeholders across sectors. An efficient monitoring system led by community members can ensure effective delivery of services.

A theory of change is presented below:

**Figure 1: Towards a Transformative Model:
Outlining a Theory of Change for Addressing Urban Sanitation**



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 three cities.

It is evident that the promotion of community forums and platforms has facilitated sustained engagement with government stakeholders and service providers. The positive response of various officials can be seen as strength of the approach adopted by CFAR. 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 forums. However, the newer forums need focused attention on different aspects of gender and WSH so that they can engage confidently with other community members and officials. It is also increasingly understood that there is a need to move beyond the narrow focus of just building toilets to raising necessary consciousness for its treatment.

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

Systematic scaling up of community engagement in newer community/ groups

There is a need for systematic and in-depth engagement with forum members in the newer areas where the CMCs/ women's forums are at a nascent stage. The members of mature forum of MPM/

Alor Disha /Daksha Samooh and Mahila Arogya Samiti can play an active role towards this. Regular visits and handholding by older groups can help in strengthening the newer groups. The MPM and Alor Disha members also admitted that they had a mentoring role to play in the newer areas.

It is observed that in area where the adolescent girls' groups were used as an entry point to create awareness, it helped in fostering linkages with various stakeholders, and build an environment for WSH. These groups can also be involved in effective messaging especially on issues of MHM by addressing the systemic misinformation and stigma around women's reproductive health and looking at menstrual hygiene as a factor affecting women's rights to basic sanitation, education and health.

Gender Mainstreaming in WSH

Increased attention has been given to the importance of gender identity, roles and relations in WSH programming. In addition to technical and infrastructural issues, addressing unequal social relations and gender is essential. The provision of safe, clean water, sanitation and hygiene affects all including gender minorities and other vulnerable groups on both practical and strategic levels. Gender inequality intersecting with other markers of difference like class, caste, religion/ethnicity, age and disability create discrimination and exclusion leading to different experiences of sanitation. It is also important to recognise that women are not a homogenous category and that needs of adolescent girls, older women, single women and survivors of violence may be varied. Getting policy makers to recognise gender differences and intersectionalities as a crucial factor creating vulnerability is essential. It needs to be reiterated that gender mainstreaming is not a one off exercise but requires critical thinking and strategic interventions at every stage.

Sanitation related violence and harassment has emerged as a constant threat to all women who use CTC or public toilets. The harassment takes both verbal and physical forms. This needs to be addressed on a priority basis especially in Delhi. Training of caretakers can be a first step towards this. As suggested in the SBM guidelines on community engagement, regular safety audits can also be conducted by women and girls to sensitise the CTC caretakers, officials and elected representatives on safety and differential needs of different categories of users.

Participatory gender training of CFAR field team especially of newly recruited persons is essential for fostering gendered social change. It is important to raise critical consciousness on gender inequality and differential **access to resources and entitlements among various stakeholders. Besides, addressing practical needs it is also crucial to understand the strategic needs and interests linked to these.** This will help in making the necessary linkages between gender equality and WSH issues.

Deepening Involvement of men and boys

Given that WSH is a community issue, it is important to engage boys and men, and vulnerable groups as key stakeholders in the process of change. 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 will enable an understanding of gendered implications of WSH issues, help change attitudes and make them supportive to the aims of gender equality and empowerment of women.** This will also help dispel the common perception that urban sanitation is only a "woman's issue".

Strengthening engagement on Faecal Sludge and Septage Management

CFAR has initiated discussion on the issue of FSSM, in all the intervention areas. Systematic

training on all aspects of FSSM is essential. There is a need to demystify the technology options and create awareness among community on risks of untreated faecal waste and the need for proper construction, transportation and disposal of faecal waste. It needs to be reiterated that corresponding benefits of SBM cannot be achieved without proper management of faecal sludge and septage across the sanitation service chain.

As suggested in the National Consultation in Kolkata, planning perspective building exercises through workshops and knowledge camps at the ward/municipality level with active participation of the Councillors can help achieve this. Assessment of the functioning of public, community and household toilets and disposal and treatment of sludge should be incorporated in social audit and community Report Card processes. Regular discussions with the officials/service providers would help in addressing FSSM needs at the local community level.

Institutionalising concept of Single Window

CFAR's initiative of establishing a 'Single Window' as a platform for convergence between community and government is a positive step as it envisages convergence of all the relevant stakeholders. This will also help community members to access information and entitlements. This initiative needs to be monitored closely by the community forums for smooth functioning.

Promoting collective analysis through Community Report Card

Collective analysis through community Score/report Card has been initiated by CFAR in the intervention areas. This would help in understanding, measuring and assessing the quality of services provided by various departments and gaps therein. The results can be used for collective advocacy and action. However, the rationale behind the scoring and its purpose should be clearly understood by CFAR team as well as community women and men.

Training and capacity building of CMC/women's forum members

Capacity building and knowledge sharing has been undertaken with women and adolescent group members through multiple modes i.e. meetings, trainings knowledge camps and exposure visits. While in the mature forums, the process of building capacities has been strong, in the nascent forums, capacities of newer leaders and members needs to be strengthened on gender, women's rights and entitlements and various aspects of sanitation. The focus needs to be on maintaining a more sustained contact in the newer locations.

The demand for training on livelihoods and skill building for women, girls and boys was expressed in all three cities. Information and avenues for training can be shared with the forum members to facilitate linkages to relevant departments/schemes.

Formalising collective Identity

There is a need to discuss in-depth the modalities including the advantages and disadvantages of registering the community forums like Alor Disha as a CBO as this step will require improving existing skills and taking several newer responsibilities.

Finally, CFAR needs to discuss the withdrawal strategy both within the organisation and within the communities in which they are working. Community engagement, group succession and leadership, and ensuring accountability of the authorities and service providers are some of the aspects to be considered while developing a withdrawal strategy keeping in mind the specific context and situation in each community.

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