



India WASH Forum

WASH News and Policy Update Bi-monthly e-Newsletter of India WASH Forum Issue # 26, Oct 2012

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India WASH Forum News

India WASH Forum stands for an independent credible voice in the water, sanitation and hygiene sector. WASH News and Policy Update is a bi-monthly e newsletter of the India WASH Forum. It is an open platform for engagement on contemporary issues.

We are conscious of the need to engage with and understand other larger debates in the social and economic development scenario, of which drinking water and sanitation is a part. Hence we include in our news analysis and policy updates, events and developments from other related development fields, besides the WASH sector.

In this twenty sixth issue of our Policy Newsletter is on Gender in WASH and Urban Sanitation, that were in focus in national conferences and research in India recently. We also update the readers on the **Global Sanitation Fund work in India**.

In the 25th Issue of this Policy Newsletter, we had shared the complexities of the Nirmal Bharat Abhiyan Programme Implementations. We share the highlights of the NBA Guidelines in more detail in this issue.

Gender in WASH sector has been viewed in the narrow perspective of involvement of women as a requirement for

sustainability of water-sanitation-hygiene project interventions. Previous attempts at incorporating gender concerns in WASH programmes have been limited to improving project effectiveness from a gender lens through programme tools that included Qualitative Information Systems(QIS). More recently, the WASH sector has been trying to focus on womens leadership in WASH programmes – with WSP, UNICEF and other agencies alongwith the government, working on this direction. **IRRAD, an NGO based in Gurgaon organised a national conference with UNICEF on Womens Lead Water Management.** We bring in this newsletter highlights of Day 1 of the consultation.

The way gender concerns have been included in other development programmes in NRM and Livelihoods sectors, with focus on power relations and control – has often eluded the WASH sector. In this issue we share with our readers one of the most comprehensive study of gender issues in slums WASH context in India. We share **excerpts of the JAGORI study for two slums of Delhi in 2010-11.** This is perhaps the only study of relevance to the WASH sector that has looked at gender concerns from a detailed study of the local context of slums sanitation in India and makes very useful recommendations.

“There are 24 Community Toilet Complexes (CTCs) in Bawana in use while two are not in use.⁸ Generally women pay Rs 2 for defecation until 12 noon and after that there are no charges. Charges for bathing and washing clothes together costs Rs 5-7. Men pay Rs 2 throughout the day. There are no charges for children; however, children under 6 years are not allowed in and have to use the *nalas* (drains). These toilets are under the jurisdiction of the Municipal Corporation of Delhi (MCD) and the maintenance contract has been given to private individuals who in turn, sub-contract.”

“About 30-40% households have home based toilets for which they have paid themselves. As there is no sewer line and they have constructed septic tanks. The frequency of their cleaning depends on the level of usage. The cost of each round of cleaning is about Rs 600 and they are cleaned, on average, every 6-12 months. The usage of these toilets varies from household to household. In some cases, all family members use it while in most households they are primarily used by women and girls and especially at night.”

The above mentioned challenges are universal in almost all slums in India. Community toilet Complexes do not provide good quality affordable sanitation and washing and bathing facilities that are needed by people living in



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these “illegal” settlements. Gramalaya, an NGO in Tamil Nadu has demonstrated that community toilets with washing and bathing facilities are possible at scale and have demonstrated this in Trichy, with subsidised/free power and water from the City Corporation and with womens groups managing the toilets.

According to the JAGORI report – “Discussion of access to water is often seen only in domestic terms, i.e., time spent on water collection or the availability of adequate water and sanitation services. **Access might better be linked to productive activities, or the opportunity cost of time and energy spent in fetching water that detracts from the overall productivity and efficiency of women.**”

“Even though there are generators in the toilet complexes in both Bawana and Bhalswa, caretakers do not use them unless paid for. In case of an electricity failure when women are using the toilet complex, they have to wait for another user to pay for the generator, or else go outside the women’s wing to collect water. In some CTCs, women go to the men’s section to collect water and this puts them at risk of being stared at and even followed back to their homes.

Both in Bawana and Bhalswa, women and girls have reported instances of groping in the event of electricity failure. When out in the open for defecation, they are scared of not only being in the open but also of returning home in the dark. Women shared that in case of an electricity failure, they do not leave their homes and control their urge to defecate.

On the basis of the research and the safety audits, we suggest that electricity needs to be an integral part of essential services linked to water and sanitation, especially as these services are being privatised in Delhi and this will have a severe impact on the lives of the poor women.

An issue that emerged from this study is how women feel their loss of dignity in relation to access to toilets. As there are few/no dustbins in the CTCs, this makes menstrual waste disposal difficult. Women in Bhalswa often dump their menstrual waste in toilet complexes that are dysfunctional and often such waste just lies there, as there is no regular cleaning.”

The above mentioned issues in JAGORI research, are rarely to be seen in the gender discourse and studies in WASH sector. These insights give meaning to the content

of Right to Water and Sanitation that has been passed as a UN Resolution in 2010 but not much has been done to define what this Right means in Indian context.

We also bring to our readers a **recent study findings by Naila Kabeer on the improvement in sex ratio in Bangladesh** <http://www.opendemocracy.net/print/69198> highlight the more fundamental aspects of gender inequality and its relative improvement in Bangladesh.

The author identifies 3 reasons for the improved situation of women in Bangladesh – improvement in womens economic independence/earning, education and the awareness brought out from mass media and television.

There could be a fourth reason as well. That the relative economic improvement(of livelihoods of women) is also perhaps matched with a relative stagnation or perhaps worsening status of men as providers of economic security for the family. Women are therefore able to combine their care giving and emotional support(again a gendered dimension vis a vis men), with their livelihoods role. Hence the improvement?

CEPT Ahemdabad workshop of Urban Water Utilities Performance Assessment System work was held in last week of September. “Access to water and sanitation services in Urban India is widespread, but little is known about the quality and level of service, and coverage of the poor households. For new investments in the sector to be effective, it is important to assess the performance of the existing system and ensure its sustainability and reach for the poor and unserved.”

The difference in the **PAS research and modelling for performance measurement and monitoring – is a distinct equity lens.** Otherwise, most agencies funding water utilities will anyway look at efficiency, effectiveness and cost recovery aspects of large infrastructure projects. In a Study done in 2005 on the ADB Water Policy in India, the study of the ADB funded urban water projects in Rajasthan, Madhya Pradesh and Karnataka revealed that slums were not even mapped and included in city wide infrastructure assessments and project designs.

Another aspect that is often ignored that **has relevance for equity – is the understaffing and downgrading of the human resources requirements of urban public utilities.** It is now coming out in the open, in the national Urban Water and Sanitation conferences, where donors are saying that there are hardly one or two senior engineers left in many urban utilities – there are not enough government paid regular staff whose capacity development can be done to improve pro poor service



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delivery. The PAS study with its reports on Gujarat, also highlight this trend.

“Human resources capacity among ULBs: Another key dimension in sustainability of services in future requires addressing critical gaps in human resource capacities with ULBs. This is evident from the situation regarding availability of staff in Municipal Corporations and municipalities in Gujarat. In 2004 the urban development department had formed a special committee to review the minimum levels of staff required for different departments across municipalities by class.¹⁷ The committee had specified the staff required for different types of ULBs. There are critical gaps in current human resource capacities available with ULBs. This is evident from the situation of many vacancies of sanctioned staff positions in Municipal Corporations and municipalities in Gujarat.

For example, the PAS survey of ULBs in 2008-09 showed that municipalities in general have only 50 to 60% of the ‘sanctioned’ staff. Even of the available staff, a large proportion is non-technical and often temporary or daily wagers.”

PAS workshop in Ahmedabad discussed the issue of **handling urban sewage waste**. Given that the vast majority of Indian cities do not have sewage connections and in cities like Delhi with sewage connection a significant amount of sewage is not treated and dumped in the river Yamuna – septic tank management was discussed. The option of **tankers removing septic tank waste and this being used for agriculture** was discussed. The point however is how can growing cities depend on tankers to dispose human feces in agriculture lands. This may sound appealing and idealistic, but as a solution for large and growing cities – agriculture lands cannot receive all the untreated human waste through tankers. Not only for its health impact on short duration vegetables that are mostly grown near cities, but also for the practical purposes of disposing off the large quantities of human sewage waste through tankers.

In short there is no quick fix easy solution to handling human waste in cities. Massive infrastructure projects of pipelines and expensive sewage treatment plants have mostly failed due to corruption issues. Sonia Vihar sewage treatment plant in Delhi is a classic case of crores of rupees spent but not sewage treatment done by the plant. Privatisation of urban water utilities in India is being pushed through, ignoring the under staffing issues of

municipal corporations and with false promises of 24x7 water supply to Indian cities that is unlikely to be ever met. We shared a report of Water Privatisation Resistance Committee on Delhi Water Privatisation in the 25th Issue of WASH Policy Newsletter, that dealt with the “myth and reality” of proposed privatisation of Delhi Jal Board.

The Global Sanitation Fund India programme supported by WSSCC has reached its first landmark of 100 open defecation free villages in the state of Jharkhand.

The programme aims to demonstrate the feasibility of achieving higher and sustainable level of sanitation and hygiene outcomes through a focused support on demand creation for sanitation, with minimal administrative expenditures.

The GSF India programme is a UNOPS programme that works with the state governments and with components of strengthening the CCDU/WSSOs and for capacity building and advocacy. The Programme offers a unique learning opportunity for programming at scale, in a non traditional donor funded format for WASH. The ambitious GSF India programme targeting 8 districts and 12 Blocks for universal sanitation coverage and toilet usage – is being implemented with a small team of the Executing Agency lead by NRMCI India. The programme is being implemented with local NGO partners in the state of Jharkhand, Assam and now Bihar. The programme is using a modified CLTS approach to create demand for toilets.

In the first year of its programme implementation, GSF India has had to deal with a changing subsidy regime of Govt of India’s Nirmal Bharat Abhiyan. The programme has demonstrated the potential for promoting fixed point defecation practices, that can be improved to achieve safe sanitation facilities in the months to come. Once people start using basic toilets that they build by themselves without depending on government subsidy, they can improve the quality of the toilets and safety of human excreta management, with enhanced NBA subsidies as and when they start flowing in.



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Nirmal Bharat Abhiyan – Key Features

Excerpts from the Global Sanitation Fund Half Yearly Progress Review Report of NRMCC.

The Big Gap on Sanitation

There is a big data gap on sanitation between the census 2011 figures and the data reported by the States to the Ministry. As per census 2011, sanitation coverage in rural India has reached 32.70% taking into consideration the increased population. Census 2011 has reported an increase in 2.96 crore households in rural areas as compared to census 2001.

As per NSSO Report of 2008-09, 34.80 % rural households used toilets. As per Online Reporting Data from Ministry of Drinking Water & Sanitation, 68.41% of the total project objectives identified have been achieved. Comparative statement of state wise figures with respect to rural sanitation coverage as per Census 2001, NSSO-2008-09 Survey, Census 2011 and NBA Online Monitoring System 2010-11 is below:

TSC rechristened as Nirmal Bharat Abhiyan (NBA)

The Ministry of Drinking Water and Sanitation, Government of India, rechristened its flagship programme on sanitation from Total Sanitation Campaign (TSC) to Nirmal Bharat Abhiyan (NBA). The objective is to accelerate the sanitation coverage in rural areas so as to comprehensively cover the entire rural community through renewed strategies and saturation approach.

NBA envisages covering the entire rural community for saturated outcomes with a view to create Nirmal Gram Panchayats with following priorities:

- Provision of Individual Household Latrine (IHHL) of both Below Poverty Line (BPL) and identified Above Poverty Line (APL) households within a Gram Panchayat (GP);
- Gram Panchayats where all habitations have access to water; priority may be given to GPs having functional piped water supply;
- Provision of sanitation facilities in government schools and anganwadis in government buildings within these GPs;
- Solid and Liquid Waste Management (SLWM) for proposed and existing Nirmal Grams;
- Extensive capacity building of stakeholders, including Panchayati Raj Institutions (PRIs), Village Water and Sanitation Committees (VWSCs) and field functionaries for sustainable sanitation;
- Appropriate convergence with MNREGS with unskilled man-days and skilled man-days.

Revised Funding

Following is the new funding mechanism proposed under NBA:

S. No	Component	Amount earmarked as % of the NBA Outlay	Govt	State	Beneficiary
1.	IEC, Start Up Activity and Capacity Building	Up to 15%	80%	20%	0%
2.	Revolving Fund	Up to 5%	80%	20%	0%
3.	Individual Household Latrines	Actual amount required for full coverage	Rs.3200 (3700 in case of Hilly and difficult areas)	Rs.1400	Rs.900
4.	Community Sanitary Complexes	Actual amount required for full coverage	60%	30%	10%
5.	Institutional Toilets including School and Anganwadi Sanitation	Actual amount required for full coverage	70%	30%	0%
6.	Administrative charges	Up to 4%	80%	20%	0%
7.	Solid/Liquid Waste Management (Capital Cost)	Actual amount as per SLWM project cost within limits permitted	70%	30%	0%

Table 2: Funding design for different components under NBA

Highlights of NBA

Incentives for IHHL pegged at Rs 4,600

The incentive amount to Below Poverty Line (BPL)/identified Above Poverty Line (APL) households for construction of one unit of IHHL shall be Rs. 4,600 (Rs. 5,100 for difficult and hilly areas). The Central share out of this shall be Rs. 3,200 (Rs. 3,700 in case of hilly and difficult areas) and State Governments' share shall be Rs. 1,400. Minimum beneficiary share shall be Rs. 900 in cash or labour. State Governments are allowed the flexibility to



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provide higher incentive for a household toilet of the same or higher unit costs from their own funds.

Selected APL households to get incentives

The provision of incentives for individual household latrine units to the poorest of the poor households has been widened to cover other needy households as well to attain community outcomes. The programme is aimed at covering all rural families. Incentive as provided under the scheme may be extended to all BPL and APL households, restricted to SCs/STs, small and marginal farmers, landless labourers with homestead, the disabled, and women headed households.

Gram Panchayat as the unit of implementation

Implementation of NBA is proposed with Gram Panchayat as the base unit. The construction of household toilets should be undertaken by the household itself and cash incentive to be given to the household on completion and use of the toilet as recognition of its achievement.

Sanitation and Shelter

All houses constructed with Central or/and State Government assistance should invariably have suitable sanitation facility. However, all houses constructed by the beneficiaries under Indira Awas Yojana (IAY) or any other state rural housing scheme which did not have toilets, shall also be eligible for the above incentive for creating sanitation facilities for the targeted groups under NBA.

Corporates and CSR in Sanitation

Corporate houses should be encouraged to participate in the NBA as an essential part of their Corporate Social Responsibility (CSR). The realisation that a healthy workforce can contribute towards better services and output is already in their understanding. Popular marketing of products and services or mere status also attract corporate houses to take up social causes and increase interaction with people on the issue of sanitation.

The Decline in Missing Women in Bangladesh: Naila Kabeer

<http://nailakabeer.com/the-decline-in-missing-women-in-bangladesh/>

Alarm about the declining ratio of girls to boys in the Indian population, evidence of a particularly lethal form of gender discrimination, has overshadowed the more positive trend that is emerging in neighbouring Bangladesh where the 'aversion to daughters' seems to be weakening



Photo: Jason Taylor, International Development Research Centre

I first directly encountered the dark side of the son preference that has long characterised South Asian societies when I was carrying out field work in 1979 in the village of Amarpur in Bangladesh. 'Daughters are a curse' a mother hissed to me, enraged at the return of a daughter who she believed had been successfully married off and who would therefore no longer be a burden on her parents. Another told me that baby daughters in that village often died when they fell ill, because no one in the family, including their mothers, thought it worthwhile to seek medical help.

South Asia is one of the main regions in the world contributing to what has been dubbed the phenomenon of 'missing women'. Women are 'missing' because they die in much larger numbers than men at almost every age so that the population of Bangladesh, along with India and Pakistan, has been characterised by far fewer females than males than is the case in the rest of the world – with the exception of East Asia, the other major region of 'missing women'.



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As an only child, I had not had any direct experience of son preference but I was always struck by the fact that when my grandmother was asked how many children she had, she would always answer: 'I have six precious diamonds' by which she meant her six sons. She never mentioned that she also had three daughters. It was only in the course of doing research on the causes of the extremely high fertility rates that characterised Bangladesh in the 1970s that I came to understand the causes and tragic consequences of son preference.

The vast majority of the women that took part in a survey I carried out expressed a strong desire for sons. The reasons for this were not difficult to understand. They lay in cultural traditions which restricted women's ability to move freely outside the shelter of the home and which gave men privileged access to property and jobs. Women were thus life-long dependents on male members of their families, first their fathers, then their husbands and finally their sons - provided of course they were fortunate enough to have sons. Daughters were regarded as an economic liability by their parents, to be married off as soon as possible, so that the costs of feeding them could be shifted to husbands. The rise of dowry, the practice of transferring wealth from the bride's family to that of the groom, served to further exacerbate the liability status of daughters. So at least part of the reason why parents in the region had so many children was the desire to ensure that at least some of their children were sons. Women had even more reason to pray for sons since their status in the family and society and their security in old age was more closely bound up than that of men with their ability to bear healthy sons and ensure their survival and long life. One obvious way to counter the costs of having so many children was to let female children die – usually through malign neglect although infanticide was not unknown.

Fertility rates have declined across South Asia since my early fieldwork. In India tragically, it has been accompanied by intensified discrimination against daughters. Sex selective abortion is used in many parts of the country to ensure that while parents might opt to have fewer children, these children will be predominantly male. Indeed colleagues in India, funded by the International Development Research Centre [reported](#) [14] that in the villages in which the study was carried out, hardly anyone expressed a preference for, or *had*, only daughters. Puzzlingly the same thing does not seem to be happening in Bangladesh. On the contrary, the national statistics seemed to be suggesting that the 'missing women' phenomenon is on the decline. The likelihood of survival for girl babies is becoming increasingly similar to boys and there is no evidence that parents are resorting to sex-selective technologies. According to the Global Gender Gap [Report](#) [15] 2012, published by the World Economic

Forum, there were just 89 girls born to every 100 boys in India compared to 96 girls in Bangladesh.



[16] Girls won four out of five gold medals in mathematics in Dhaka University, 2012.
Photo: by author

I returned to Amarpur with a number of colleagues in 2008, nearly 30 years after my first field work, to find out why this was the case. Using the same approach to measure women's preferences with regard to sons and daughters, we found a discernible shift away from son preference towards indifference to the sex of the child. It seemed that most of the women studied wanted fewer children and that they no longer cared too much if they had a boy or a girl.

Detailed interviews with women in the village carried out in 2010 helped to flesh out some of the changes that lay behind this shift in attitudes. One of these changes became very apparent almost from the outset. We dubbed it 'the rise of the daughter-in-law' phenomenon. According to many of the older women we interviewed, young girls these days had no respect for their elders. They cared only for themselves. Closer questioning revealed that by 'young girls', they meant their daughters-in-law.

What these women were expressing as a general statement was based on their own bitter experiences with daughters-in-law who had not behaved in the ways that the older generation of women expected them to behave. Relationships between mothers-in-law and daughters-in-law were notoriously fraught in the South Asian context as they competed for the affection and loyalty of the same man who is their primary source of support but mothers in law generally held the upper hand. It was only when the young wife began to bear sons that her position might improve.



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[17] A woman tends her stall in rural Bangladesh. Photo: by author

This seems to have changed. Women are more educated than before and they have become engaged in income earning activities on a scale that would have been unthinkable when I first did my field work. The rapid proliferation of non-governmental organisations offering microfinance to women has not only provided women with the possibility of engaging in various kinds of enterprise, often within the home, but is also a source of jobs for women. The rise of an export-oriented garment industry which largely hires female labour has been another important factor. Young women enter marriage on far less dependent terms than they used to in the past and are less willing to put up with abuse from either their husbands or their in-laws.

There was another major force at work behind the rise of the daughter in law and that was television. In a society in which women had been expected to remain within the home, TV in particular provides them with a window to a different world, or rather into many different worlds. They can watch the news, talk shows, soaps and the ubiquitous Bollywood offerings. They see and hear about the rest of the world from the confines of their homes – although of course the restrictions on their movements are not as strict as they used to be. One important result of TV is that many more women have become aware of their rights: they know what to do if they are abused or divorced. But they have also been influenced by ideas about sex, love and romance. Wives have become aware that they have a power over their husbands which can offset the hold of his mother. Families have become nuclear, with husbands and wives more focused on ensuring the future of their

own children than seeking to engage with the husbands' extended family group.



A woman holds her daughter. Photo: Jason Taylor, International Development Research Centre

But that this only half the story. It is the other half that explains the decline of son preference in Bangladesh. The rise of the daughter in law has been accompanied by the growing value given to daughters. If parents can no longer rely on their sons and daughters in law to look after them in their old age, it is to their daughters that they now look. Daughters are regarded not only as having more compassion and love for their parents than sons, but they have also benefited from the same economic empowerment processes as daughters in law. They too have become more educated and employed over the years. Indeed, their own mothers have contributed to this process. Mothers spoke of how they had suffered during their own marriages and their determination to take advantage of the education and employment opportunities on offer to make sure that their daughters would not have to go through the same experiences. As one of the women we interviewed told us,

'One reason why more girls are going to school these days is that before they used to be married off very young, they would have to bear a lot of hardship and abuse at their in-laws' house. Now if she passes intermediate level of education, there is a chance she will get a job so she can feed herself. She will not have to depend on someone else's son like we were dependent. She will be able to fend for herself. That is why I want to educate my daughter, so she can stand on her own two feet.'

So, paradoxically, the independence that older women decried in their daughters-in-law are valued in their daughters. And daughters in turn value the sacrifices their mothers have made. These are daughters that often have the economic capacity to support their ageing parents, the independence of spirit to persuade their husbands to let them and, should the marriage breakdown, they can



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return to their parents' home without being regarded as the curse that will not go away. Perhaps, as an editor at [Anokhi](#) [19], a Canadian-based magazine for South Asians that has picked up this story in their current issue suggested, they may even be welcomed back as 'precious diamonds'!

Women Led Water Management, IRRAD Gurgaon, National Conference 5-6th Nov 2012

Excerpts of Day 1 of the Conference

The **Conference Opening Session** had 3 presentations by Panelists and was **Chaired by Mr. D Asthana. Lalit Sharma (IRRAD)** identified the problem of all responsibilities vested with women without commensurate control and power in dispensing them. He identified patriarchy creating disempowerment amongst women who are denied management responsibilities and opportunities to learn, further marginalising them. Hence the need for capacity building and motivation priority for women. **Nafisa Barot (UTTHAN)** looked at the larger gender concerns including women not being seen in their productive roles as farmers and alienated from land rights. She highlighted the centralised schemes including water supply schemes, disempowering community participation by taking away the locus of control from the community to a technological fix. She stressed the need to have a differentiated view of women representing class, caste, religion – hence a more nuanced understanding of women led water management issues. She stressed the need for institutional reform to strengthen women's agency in water and development. **Aidan Cronin (UNICEF)** stressed the need for incorporating gender concerns in programming for water and sanitation. UNICEF identifies gender, caste and disability as basic exclusions - and the need to factor these concerns in scaled up programming and policy in water and sanitation. He gave evidence of gender and inequity issues in drinking water supply and sanitation data coming from Census and NSSO data that shows the lowest quintile of population having an abysmal access to tap water and toilets. He stressed the need for gender disaggregated data to better monitor progress against key gender exclusions. **Anjal Prakash (SACI Waters)** addressed the need to look at a gendered history of India, that is an unexplored area of enquiry. Gender is part of the larger Rights and Justice frameworks. He stressed the importance of looking at gender sensitisation and representation of women in traditionally male dominated engineering and other state government agencies implementing water management programmes. He also stressed the need for gender disaggregated data that is largely absent in India, so that gender concerns in water management are better monitored.

The Second Session looked at best practices in women's led water management experiences from India and was **Chaired by Anjal Prakash. Anantha (ICRISAT)** made a presentation of watershed management experience and positive impacts on women's livelihoods, including the role of SHGs and different livelihood options for women. **Shivangi Verma** presented the positive results of a pilot project in 12 villages in Orissa, with the bio-digester technology of treating human faeces in pit latrines. The technology demonstrates a low maintenance regime that is pathogen free and the experiment is now set for replication with a Rs.15000 subsidy. **Abhijit Das** presented the successful management of Arsenic filter treated water in West Bengal. The project has demonstrated an increased sustainability, cost recovery and coverage of people receiving treated water. He showed a comparison with another similar project that was managed by men and had failed. **Shubh Ramachandran (Biome)** shared the experience of an urban water management experience in Bangalore. The work started as rain water harvesting clubs, has secured engagement of women in middle and upper middle class gated communities of Bangalore and has been successful in securing water security for these colonies as well as managing the waste water for gardening and other uses. A small house with 100sqft of terrace can harvest 15,000 litres of rain water in Bangalore (with 900mm of rain spread over 2 seasons) and this can meet 3 to 4 months water requirement of the house). The group is also working with water harvesting in government schools in peri urban Bangalore.

This session generated a lively discussion with key questions centring on key lessons emerging from the success stories – for understanding what specific project strategies were adopted to secure greater participation and ownership of women. To what extent have gender barriers been overcome, not just project related strategies, remained the larger concern. Any successful project requires women's participation but that in itself may not ensure that gender barriers are broken. Status quo with respect to gender may even strengthen/worsen in "successful" projects. Hence a need to have a larger framework of – social, economic and political empowerment of women – remains a key challenge in gender inclusion. Some of these are quantifiable and measurable for gender disaggregated data monitoring, some others are not. This has been the feedback from practitioners and activists, that some of us have received while working on social exclusion mainstreaming in development projects. It is an important feedback – to be able to locate and identify which larger gender barriers have been addressed either by design or by default and what more needs to be done.



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Post lunch, the young and enthusiastic theatre team from **Asmita Theatre, presented a short skit on women and water**. The skit energised the conference. It was followed by a hand washing visual demonstration, in a “magic show” spirit. An interactive session took place on how to better enact and present gender and water concerns. This Theatre in Education(TIE), is as much about conveying a message as it is about sensitising the youth who join theatre on social issues. It being promoted by National School of Drama and other private initiatives as a means for developing self confidence and expressive skills for budding theatre enthusiasts.

The **Third Session Equity and Inclusion** had seven presentations .The first presentation on the **WOTR project, was based on the project cycle approach** of women led watershed management work of WOTR, including the Federation of women led SHGs that have demonstrated leadership and achievement of impacts on womens livelihoods. **Indira Khurana(WaterAid India) presented the organisational aims, objectives and strategies** of WaterAid addressing equity and inclusion. How WaterAid is specifically intervening in the National Drinking Water Programme by supporting the implementation of Village Water Security Planning and Water Quality Monitoring, and the National Sanitation Programme(called Nirmal Bharat Abhiyan) by supporting training of Jal Sahiyas in Jharkhand. **Manas Biswal(RCDC Orissa) presented the programme approach** in scaling up womens engagement in water and sanitation projects in Orissa. **Pradeep Mehta(IRRAD) presented a baseline study** of women in the water management context of Mewar. **Sunetra Lala(UNICEF) and Jyotsna(MoDWS) presented an ongoing study** to identify a **gender framework** in water and sanitation programmes that is being developed by them. **Gregor von Medeazza(UNICEF) presented the work of Community Led Total Sanitation(CLTS)** in Madhya Pradesh. He shared the experience of the CLTS methodology as inclusive of women and the whole community and having a potential for improving governance in general and not just sanitation.

The session highlighted the difference in gender approach of support donor agencies and of implementing agencies. Implementing agencies have more to offer in terms of their ground experience to support donor agencies and the work done in Womens Development Programme in mid 1980s in Rajasthan and by womens groups like Kutch Mahila Vikas Sangathan, Utthan and Jagori – has valuable lessons for donor agencies and support organisations to learn from. A rooted field based NGO usually has a longer term larger womens empowerment focus which cannot be put into short term project approaches. Creating a space for women to express themselves and to slowly take on more decision making

responsibilities, is a long term empowerment process. Experience of an innovative pilot project(Womens Development Programme, 1986-88) in Rajasthan under a DANIDA funded, was instrumental in rural women developing first and understanding of their own bodies including the reproductive cycle and within a caste divided context. This pilot programme involved women activists working closely with village women to develop their agency. It produced excellent material and leadership amongst local women. The programme gave birth to the Mahila Samakhya programme of government of India(though with much of its empowerment aspects getting lost).

The main challenge is who will deliver on women led water management in the large well funded government programmes of drinking water and sanitation. The government agencies consisting of engineers of the state Public Health and Engineering(PHED) or Rural Development Department, do not have field staff who can undertake water and sanitation programmes with a gender empowerment focus. The result is commercial marketing focussed IEC materials including posters, jingles and short films with cricketers and film stars – that have little impact on sustaining behaviour change.

CLTS is one approach amongst many, to promote sanitation. Whether exclusion and gender are addressed adequately in CLTS is yet to be proven. As a programme approach, there is nothing wrong in adopting it for sanitation coverage and many programmes including Global Sanitation Fund are using CLTS as a programme approach in Jharkhand, Bihar and Orissa.

The first day ended with an open plenary discussion. The day produced enough opportunity for informal networking and learning for the over 200 delegates present.



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Women and Sanitation: Report Highlights of Slums Sanitation Study and Public Hearing by JAGORI, Delhi.

Issues raised

- Water scarcity in Ladies toilets
- No proper cleaning in the toilets
- Problem of Paid toilets
- Closure of toilets at 10pm
- Unsafe environment for women
- Problems in accessibility of women/girls to the facilities provided
- Cleaning of drains
- Dearth of dustbins in the area
- Spread of diseases
- Careless approach of the authorities

Testimonies of People

- ✘ **One of the residents of Bawana stated that the government has opened Sulabh toilets in the locality for which each family has to pay 10 to 15 Rupees everyday. He exclaimed that they cannot afford one meal a day, how can they spend on toilets? Hence the people have no option rather than to use the streets for bathing and latrine.**
- ✘ **Another person said that there are some empty areas which are allotted for parks but even they are filled with garbage as there are only 5 garbage points of which people only use 3. Also, the garbage is not picked up by the authorities regularly which has led to its overflow.**

http://jagori.org/wp-content/uploads/2010/02/IDRC_Exec_summary.pdf

Key findings

Though both the field sites are JJ re-location colonies, there are marked differences in the infrastructure and services provided. The following section briefly describes the services in Bawana and Bhalswa.

- Essential services in Bawana

There are 24 Community Toilet Complexes (CTCs) in Bawana in use while two are not in use. Generally women pay Rs 2 for defecation until 12 noon and after that there are no charges. Charges for bathing and washing clothes together costs Rs 5-7. Men pay Rs 2 throughout the day. There are no charges for children; however, children under 6 years are not allowed in and have to use the *nalas* (drains). These toilets are under the

jurisdiction of the Municipal Corporation of Delhi (MCD) and the maintenance contract has been given to private individuals who in turn, sub-contract. Toilets in three blocks are under the Delhi Development Authority (DDA) and are free of cost. However, they are currently not well maintained and close down around 8 pm. It is important to highlight that the quality of service provision has changed over time.

For instance, in Bawana, during the period of our research, the DDA toilets were initially well maintained and clean but are currently not well maintained. Also, a CTC that was earlier shut down is now operational. According to the residents, the CTCs are often dirty, as the caretaker does not clean them regularly. In most blocks the CTCs are open from 5 am to 10 pm. After 10 pm residents use open areas for defecation or use home-based toilets if they have them. About 30-40% households have home based toilets for which they have paid themselves. As there is no sewer line and they have constructed septic tanks. The frequency of their cleaning depends on the level of usage. The cost of each round of cleaning is about Rs 600 and they are cleaned, on average, every 6-12 months. The usage of these toilets varies from household to household. In some cases, all family members use it while in most households they are primarily used by women and girls and especially at night.

The standpipes initially installed by the government agencies do not function any more. In most cases, the taps have been stolen. The water distributed is untreated ground water. The main water points currently in use include the points near the pump stations, low pipes outside the lanes and privately owned boring pumps. Residents also source water from a temple about a kilometer away from the main road near the JJ re-location colony. The hand pumps do not pump out water anymore. Water supply is dependent on electricity, as water has to be pumped for distribution. Residents complain about the foul smell and taste of water.

Drains in most blocks are clogged with solid waste. The level of the drains is such that the water often flows back towards the houses. In other cases, the slopes do not allow easy flow of water. Some residents clean the drains in front of their plots while others block them. The waste water flow from drains in the inner lanes to drains in the outer lanes is often not possible. Finally, the large drains open into an open field and are not connected to any sewer system. As far as garbage disposal is concerned, there are six demarcated disposal areas in Bawana. But most are too far for the residents and they dispose garbage in vacant plots, and other vacant areas such as spaces meant for parks and at street corners



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Gendered time use in essential services: a series of human rights violations

As women and girls are primarily responsible for managing the households, they spend considerable time in accessing these services. Time is spent in queues waiting to fill water or in queues for toilets. Lack of certain services has serious consequences on the lives of women as in the case of Bhalswa where lack of potable water leaves women with no other option but to obtain water from outside, including their work places located 20-25 kilometers from their homes. They often face situations of heckling in the public transport from the bus conductors/fellow passengers for taking more space in the bus. Carrying water for long distances is exhausting for them.

Women in Bhalswa have to obtain water from areas 2-3 kilometers away from their homes and it usually takes 2-3 hours of their time. They collect water at the cost of other household chores or their free time in which they could rest or spend on any leisure activities. Some women said that they could not undertake any livelihood generation activities and other important quality tasks of the family care, as they were left with no time. It is important to stress here that though in some cases, men and boys do share in this burden of the work to obtain water, the primary responsibility rests with the women.

In Bawana, women and girls spend 1-2 hours of their time daily standing in queues, filling water and then carrying it home. However, due to the irregular supplies of water, they end up spending more time than planned and at times are not able to collect the required amount of water. It has also been noted that when there is water shortage, families get water from a temple far from the residential area and adolescent girls are not sent alone. School going girls have reported that due to time spent in water queues, especially in the early mornings; they have no time to eat before going to school. Further, in both sites, especially in Bawana, women/girls spend time in queues to access community toilets or they spend time walking to the far-off areas/fields for open defecation. It is quite obvious that inadequate infrastructure in the community increases demands on women's time and unpaid labour as they undertake their household and family duties.

The urban scenario takes away from women and families equitable access to land rights and water for productive use. Often times the plots are in the names of men.

Discussion of access to water is often seen only in domestic terms, i.e., time spent on water collection or the availability of adequate water and sanitation services. Access might better be linked to productive activities, or

the opportunity cost of time and energy spent in fetching water that detracts from the overall productivity and efficiency of women.

Electricity/power supply in accessing essential services

The study did not initially focus on electricity but its significance emerged during the course of the action research. In case of electricity failure, Bawana has no water supply, as the pumps do not work. Women/girls who have no alternatives but to wait for restored electricity services. A few who have boring pumps fill water more conveniently, some also pay their neighbours for use of their boring pump. They may wait for a male family member to get water from the temple on the main Narela road, about a kilometer away from the JJ re-location area.

Even though there are generators in the toilet complexes in both Bawana and Bhalswa, caretakers do not use them unless paid for. In case of an electricity failure when women are using the toilet complex, they have to wait for another user to pay for the generator, or else go outside the women's wing to collect water. In some CTCs, women go to the men's section to collect water and this puts them at risk of being stared at and even followed back to their homes.

Both in Bawana and Bhalswa, women and girls have reported instances of groping in the event of electricity failure. When out in the open for defecation, they are scared of not only being in the open but also of returning home in the dark. Women shared that in case of an electricity failure, they do not leave their homes and control their urge to defecate.

On the basis of the research and the safety audits, we suggest that electricity needs to be an integral part of essential services linked to water and sanitation, especially as these services are being privatised in Delhi and this will have a severe impact on the lives of the poor women.

The costs of well-being, dignity and rights

An issue that emerged from this study is how women feel their loss of dignity in relation to access to toilets. As there are few/no dustbins in the CTCs, this makes menstrual waste disposal difficult. Women in Bhalswa often dump their menstrual waste in toilet complexes that are dysfunctional and often such waste just lies there, as there is no regular cleaning. Women feel nauseous using dirty and unclean toilets, but they do so as they have no option. In some cases, lack of access due to toilets being closed either due to their timings, or inability to pay, or due to the



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filth leaves no other option but to defecate in the drains or on a newspaper which is later thrown away.

Design and maintenance of drains has been identified as another major cause of filth in both the field sites. Given the higher level of drains in the outer streets of Bawana, waste water does not flow properly and results in blockages. In other blocks, due to badly planned slopes, water enters into homes. The badly maintained drains add to the woes of the people and they have gotten used to living with much dirt and filth around them. If at all the drains get cleaned, and that too happens only when the women pressure the service providers, the wet garbage is dumped by the sides of the drains. It is collected, if at all, few days/weeks later. Often the stagnant drain water, especially on rainy days, spreads on the gullies/lanes and into the homes of women.

The little space outside their homes is a crucial work space and an extension of their homes. Women also use this space to cook, peel vegetables, wash pots/pans, undertake their home based work such as sewing, embroidery, bead work, etc. The space is used for social interaction with family members as well as neighbours. As their homes do not have sufficient space, they have no other option but spend time right next to drains full of solid waste, mosquitoes and flies. This further compromises their right to a liveable, healthy and safe environment. In some cases in Bawana and Bhalswa, families have taken the effort to cover the drains.

Those living in the near-by *kacchi bastis* (considered illegal settlements as they have not been allotted plots) in both Bawana and Bhalswa¹⁰ have to access toilets complexes in blocks close to them or use open areas. They have made temporary arrangements for water as well by instituting pipes and paying for electricity connections which the local authorities cut off time and again. Women/girls in this area not only spend more time in accessing such services, they are distraught at the fact that they are treated as non-existent and as criminals. They have formed strong groups to try to improve their services. Women and girls with special needs, such as pregnant women and women with disabilities, find it difficult to access many services. Interviews with some women revealed that while they cannot stand in the queue to fill water, they are dependent on others in the family to carry the water. They have problems in accessing the toilets, as there is no support for alternate toilet seats. They also find it difficult to sit down and worry that they may lose balance and fall on the toilet floor which often has human excreta lying around.

Performance Assessment System for Urban Local Bodies: CEPT, Ahmedabad

Performance Assessment Systems for Urban Water Supply and Sanitation in Gujarat and Maharashtra 2009-14

<http://www.pas.org.in/Portal/document/aboutus/pdf/PAS%20Executive%20Summary.pdf>

Access to water and sanitation services in Urban India is widespread, but little is known about the quality and level of service, and coverage of the poor households. For new investments in the sector to be effective, it is important to assess the performance of the existing system and ensure its sustainability and reach for the poor and unserved.

CEPT University has received a major grant from the Bill & Melinda Gates Foundation to research urban water and sanitation issues. The aim of this programme is to develop better information on water and sanitation performance at the local level. This in turn will be used by the state and local governments for extending services to all, strive for financial viability and improve reliability and quality of services. The research will focus on the use of performance indicators and benchmarks to facilitate consistent reporting, monitoring, planning, budgeting, and investing in water and sanitation services in all urban areas of Gujarat and Maharashtra states. Lessons from the project will be disseminated to other states and at the national level. The Urban Management Centre (UMC) and the All India Institute of Local Self Government (AIILSG) are key partners of CEPT University for this project.

CEPT University with its partners will work with state and local governments to develop a reliable and sustainable **Performance Assessment System (PAS)** for urban water and sanitation services. The PAS envisaged in this project includes: **Performance Measurement, Performance Monitoring, and Performance Improvement.**

The key project objectives of the **five year project** are:

- **Objective 1:** To develop and implement a **performance measurement system** for regular and reliable UWSS information
- **Objective 2:** To design and share results with ULBs, state government agencies, other stakeholders and media through **performance monitoring and dissemination system** for use in decision making, providing incentives and influencing demand
- **Objective 3:** To facilitate development of **performance improvement plans** by urban local bodies with support from state government, NGOs and the private sector

The performance measurement refers to development and implementation of measurement metrics. According to



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official information, 90% of households in urban India have “access” to water and 70% households have “access” to sanitation.¹ However, there is no reliable information on quality and level of services. It is also not known whether the urban poor households have adequate WSS coverage. Some studies² suggest that in slum settlements both the access and quality of service are very low, especially for sanitation. Information on intra-city distribution of services, quality of water, non-revenue water, costs of service provision, service level and functionality of metering, etc. is also not available on a regular basis. Such information is critical for allocation of public resources, improving efficiency of service delivery and increasing access for the urban poor communities.

The indicators for performance measurement will be developed through studies and stakeholder consultations at state level. Indicators for access and coverage, quality of services, efficiency, financial viability, customer orientation, and equity have been developed. Unlike previous attempts that have been one-off studies in a few cities, this project intends to cover all urban areas in the two states. It will develop a system of measurement that is more frequent and ‘in-sync’ with other data collection processes at local and state level. It also focuses on a process that will have active participation of all stakeholders to generate ‘ownership’ and ‘buy-in’ at the state and local level. Pilot studies will be done in selected cities before finalizing the indicators and data checklists. Over the five year period, the project will enable direct self-assessment by urban local bodies through training support.

The performance monitoring will include setting up appropriate systems at state level, where annual and real-time information will be available, and detailed analysis of indicators, developing benchmarks, and documenting good practices will be done. A dedicated web platform will be set up in each state to host this information with access by Urban Local Bodies (ULBs) and other stakeholders. Comparative analysis will be made available to all ULBs to enable them to track their performance with peers. The performance monitoring will be also linked to the performance linked grants, monitoring performance on reform commitments under the JNNURM and possible rewards for better performing local governments.

The performance improvement relates to the use of performance indicators to improve service levels. The project will provide support to local governments to develop performance improvement plans for reaching the poor and unserved, and increasing financial viability (from reduction of costs, tariff reforms and increased collection of dues).

The PAS will be mainstreamed in state and local government administration by aligning the information collection, analysis and use in the ULB and state government systems, and through ‘self-assessment’ of performance measurement in later years of the project. Use of PAS by private sector and civil society groups will be encouraged. The impact of PAS on improved service delivery will be measured in terms of improved equity (e.g. better coverage for urban poor), efficiency (e.g. reduced costs) and financial sustainability (e.g. better operating ratio).

Results and learning from the project will also be disseminated nationally and internationally. The information can be potentially integrated within international utility benchmarking frameworks (e.g. IB-NET), to raise the quality of urban utility benchmarking, particularly related to service delivery for the poor.

The project is being implemented by CEPT University (CEPT), with the Urban Management Centre (UMC) and the All India Institute of Local Self Governments (AIIILSG). CEPT will coordinate the project, with UMC carrying out activities in Gujarat and AIIILSG in Maharashtra. The project has been assured support of the State governments of Maharashtra and Gujarat.



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About India WASH Forum

India WASH Forum is a registered Indian Trust since 2008 with Trustees from all over India. It is a coalition of Indian organizations and individuals working on water, sanitation and hygiene.

A unique feature of IWF is its non-hierarchical set up. Most of the Trustees of India WASH Forum are represented in their individual capacity and do not represent the organisations they are associated with. The agenda and activities that India WASH Forum are determined at the initiative of the Trustees and support from organisations and individuals.

Since 2010, India WASH Forum is actively engaged in the Global Sanitation Fund (GSF) and currently hosts Programme Coordination Mechanism (PCM), of the **GSF in India**. The role of the PCM is to provide a governance oversight to the GSF Programme in India. The Programme is being implemented by an Executing Agency called Natural Resources Management Consultancy (NRMC) that makes NGO sub grants in the two states of Jharkhand and Assam. The Programme is managed directly from WSSCC Geneva and with the support of the PCM and an Auditor (called the Country Programme Monitor) that is KPMG for India.

The mandate/charter of India WASH Forum is Hygiene and Health outcomes from sanitation and water;

- ❑ **Promoting knowledge generation** through research and documentation which is linked to and supported grassroots action in the water-sanitation-hygiene sectors. Special emphasis is given to **sector-specific and cross-cutting thematic learnings**.
- ❑ **Supporting field-based NGOs and networks in their technical and programmatic work**. The IWF would also consistently highlight gender and pro-poor considerations, and provide a national platform for interest groups working in the sector to come together.
- ❑ **Undertaking policy advocacy and influence** work through
 - Monitoring and evaluations
 - Media advocacy and campaigns, and
 - Fact finding missions
- ❑ **Undertaking lobbying and networking to promote common objectives** in the sector.

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