

Assessment of Gender Related Interventions in CWIS Programme and Sanitation Service Delivery at Wai, Maharashtra

December 2020



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Executive summary

PRIA – Participatory Research in Asia

Center for Water and Sanitation, CRDF, CEPT University

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This document is prepared by CWAS in partnership with PRIA as an effort towards assessing gender related interventions in Wai. This study was taken up under the citywide inclusive sanitation (CWIS) program by the Bill and Melinda Gates Foundation wherein Wai has been selected as one of the 8 cities worldwide. The findings from this study will inform decisions for gender inclusivity that could be taken by Wai Municipal council with support from CWAS.

1. Background

1.1. Gender in Development Programmes

Sustainable Development Goals (SDGs) highlight the importance of gender mainstreaming in development and emphasises upon engendering sanitation service delivery in supply and demand side. More than three decades of PRIA's work on gender mainstreaming has affirmed that the desired outcomes from interventions with gender lens cannot be achieved in the absence of a structural approach that includes changes at both the programme and institution levels.

An ecosystem approach that weaves gender sensitivity across all stages of the programme has greater possibilities to achieve gender inclusiveness in the programme outputs to strengthen service delivery. PRIA visualises each development intervention as an opportunity to elevate '*gender inclusion*' in the helix of development dynamics. Recognising that each gender group has its own sanitation needs, it becomes essential to foreground gender sensitivity at each stage of the sanitation service delivery chain.

1.2. Defining Gender and Gender Mainstreaming

"Gender refers to the roles, behaviours, activities, attributes and opportunities that any society considers appropriate for girls and boys, and women and men. Gender interacts with, but is different from, the binary categories of biological sex" (WHO on health impacts on gender). Gender is reflective of relationship of men and women in their social cultural context and varies according to culture and social group. Further, the intersectionality of gender with other factors such as class, caste, ethnicity, socioeconomic status, disability, age, geographic location, sexual orientation and others has rendered it into a binary, where only male and female gender are seen as the most acceptable and normal. This has led to systematic rejection of all those genders that do not fit within this conception.

The developmental discourse acknowledges that gender equality and women's empowerment can improve social outcomes, but the traditional constructs of 'masculine' and 'feminine' restrict access to information and offers stiff resistance to change, thereby exacerbating vulnerability. However, at a greater risk of various social evils, are the gender diverse persons, who face stigma and discrimination in the society.

Hence, *gender mainstreaming* is a strategy to assess the implications of planning and development processes of any planned actions, policies or programmes in all areas and at all levels from a gender advantage-disadvantage perspective. PRIA believes that '*gender mainstreaming*' is not about adding a "women's component" or even a "gender equality component" into an existing activity. It is a process that involves bringing together the experience, knowledge and interests of men and women to build upon the development

agenda. It requires that all policy, planning, resource allocation and implementation reflect the interests and the views of both women as well as men¹.

1.3. Sanitation and Gender

Sanitation is a critical urban environmental service. Extensive human interface involved in its demand and supply, makes for a case of adequate consideration on the gender aspects of sanitation service delivery. Gender mainstreaming approach to sanitation service delivery is critical to make it inclusive and accessible for every citizen in urban areas with intended benefits that accrue to women and girls.

Along with attending to demand side aspects, there is a need to look at the aspects of sanitation on the supply side aspects i.e. service delivery from the urban local bodies and their partners. This exercise will enable the reader to better appreciate the limitations in engendering the sanitation service. Critical supply side aspects that require an evaluation from gender perspective includes organisation structure, their processes and practices and decision making systems.

2. Approach and Methodology

This study has been done for Center for Water and Sanitation (CWAS), CRDF, CEPT University to understand the issues in the current sanitation service delivery from gender perspective in Wai and develop an action plan for gender mainstreaming .The exercise of assessment of sanitation service delivery of Wai Municipal Council was done using an ‘ecosystem approach’ for analysing the service delivery elements. The assessment has been undertaken primarily from perspective of city level systems. Below are the key elements of methodology adopted.

2.1. The Framework and Indicators

The framework of assessment has been developed as a comprehensive outline of all stages and steps of sanitation service delivery. The indicators developed under the assessment framework focus on understanding status of gender inclusion in sanitation service delivery at Wai. These indicators cover all points of human interface present in both demand and supply side of sanitation service and delivery and is aimed at exploring the reasons behind the current status and presence of enablers for possible solutions in the given context. The normative framework and indicators are presented in the next section.

2.2. Participatory Assessments

The process allows participants to learn and participate in an engaged manner that helps in enhancing the understanding of the situation, causes and enablers, as well as to leverage their critical reflection and knowledge. However, an appropriate framework to put the complete ecosystem in the right perspective is the key to desired outcomes from such participatory exercises.

Apart from individual meetings and focus group discussions, a comprehensive participatory assessment was carried out with the elected representatives, officials and representatives of contractual service providers of Wai Municipal Council and representatives of Civil Society and Community Based Organisations of Wai. Section 5 of this report highlights the assessment exercise.

2.3. A Solution Orientated Approach

The methodology adopted for the study has a solution oriented approach. In order to develop a solution framework, a deeper understanding of gender mainstreaming and cultural elements help in building upon the findings of the assessment to evolve a way forward for more gender inclusive sanitation service delivery at Wai. Lessons learnt from good practices adopted for gender inclusion in other domains and geographies are contextualised to act as meaningful inputs for creation of a solution framework and presented in the action plan report.

3. Developing a Normative Framework and Indicators for Assessment

3.1. Normative Framework for Analysis

After a review of various tools and methodologies used for assessment of gender elements across geographies, drawing on the work of different organisations, including PRIA, the normative framework for gender assessment of sanitation was prepared using a '**system theory**' approach. The framework broadly covers **inputs, throughputs and outputs** considering sanitation service delivery at Wai as a 'system'. This framework presents a roadmap for evaluating gender component in the organisation's work culture and the processes and functions within the gender mainstreaming approach. These system elements have been further bucketed as three broader aspects of urban infrastructure service delivery:

- Visioning and planning (along with organisations)
- Implementation (creation of infrastructure and service delivery)

- Monitoring and evaluation

← INPUTS →	THROUGHPUTS & →	
Visioning, Planning and Organisations <i>Planning, assessments and organisations for sanitation service delivery</i>	Implementation (creation of infrastructure and service delivery) <i>Provisioning of sanitation services</i>	Monitoring and Evaluation <i>M&E of service delivery and service level improvements</i>
<p>I. Vision and Objectives</p> <ul style="list-style-type: none"> • Components of vision and objective (in plans and charters) <p>II. Planning for service delivery (long/ med term)</p> <ul style="list-style-type: none"> • Components of plan proposal • Process of plan preparation <p>III. Assessments and surveys</p> <ul style="list-style-type: none"> • Components of assessments/ surveys undertaken • Process of conducting assessments <p>IV. Organisations and stakeholder groups</p> <ul style="list-style-type: none"> • Organisational structures/ staffing pattern • Decision making processes • Organisational practices, culture and compliances • Workplace features • Behavioural elements • Organisations of citizens and informal workers (CSOs and SHGs) <p>V. Budgeting (of the ULB)</p> <ul style="list-style-type: none"> • Budget components and provisioning • Process of budgeting (decision making on budget) 	<p>I. Infrastructure creation</p> <ul style="list-style-type: none"> • Individual household toilets: Availability of enabling features/ water/ location/ bathing facilities • Public, community toilets and urinals: coverage, availability of amenities and augmentation process <p>II. Service delivery aspects</p> <ul style="list-style-type: none"> • Scheduled desludging services: ease of access • O&M of FSTP: human resources deployed • O&M of public and community toilets: human resources/ entities engaged • Waste collection and processing: practice of segregation - at source; facilities for collection and processing of sanitary waste • Waste collection and transportation: ease of access and human resources/ entities engaged • O&M of waste processing/ composting facility: human resources deployed <p>III Financing and procurement elements</p> <ul style="list-style-type: none"> • Elements of typical procurement documents • Beneficiaries of financing (incentives/ loans) of individual toilets <p>IV. Capacity building and trainings</p> <ul style="list-style-type: none"> • Aspects and stakeholder coverage • Sufficiency and participation in capacity building sessions • Methodology adopted for capacity building sessions <p>V. Awareness generation and communication</p> <ul style="list-style-type: none"> • Topics and targeting • Contents and mode of communication <p>VI. Behavioural elements (in service delivery)</p> <ul style="list-style-type: none"> • Attitude of the front-end service delivery staff 	<p>I. Monitoring framework</p> <ul style="list-style-type: none"> • Elements covered for monitoring service delivery performance (like SLB) • Elements of monitoring under C-WIS (SaniTab, Sani-Track and others) • Methods of monitoring <p>II. Evaluation framework</p> <ul style="list-style-type: none"> • Elements of evaluation <p>III. Feeding back to programme/ plan elements</p> <ul style="list-style-type: none"> • Practice of feeding M&E results for improvements

These indicators were developed based on the framework at the inception stage and has subsequently, been fine-tuned during the study. One of the significant parts of the methodology was to use participatory assessment tools with key stakeholder groups such that the stakeholders came up with their own indicators for a gender sensitive sanitation service delivery.

4. An Overview of C-WIS Programme and Sanitation Service Delivery at Wai

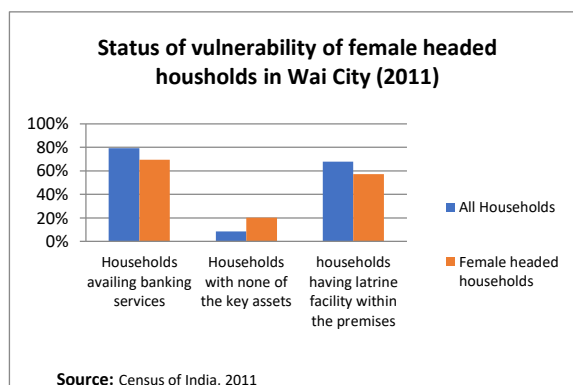
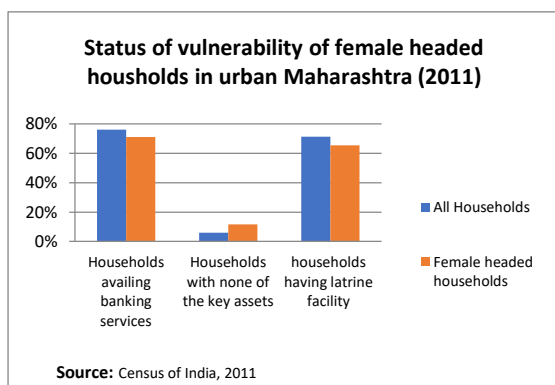
4.1. C-WIS Programme and CWAS-CEPT's Initiatives

City Wide Inclusive Sanitation (C-WIS), an initiative of Bill & Melinda Gates Foundation (BMGF) is defined as 'a state of urban sanitation, where all member of the city have access to adequate and affordable sanitation services through appropriate centralised and decentralised systems, without any contamination to the environment along the sanitation value chain'ⁱⁱ.

CWAS- CEPT's engagement with Wai Municipal Council was initiated after a meeting with Government of Maharashtra and Maharashtra Jeevan Pradhikaran (MJP) for selection of cities for preparing City Sanitation Plan (CSP) in 2012. In 2013, the City Sanitation Plan of Wai was shared with all stakeholders. In the same year CEPT started providing technical support to Wai Municipal Council. The alignment of initiatives at Wai with Swachh Bharat Mission (SBM-Urban) started in 2014. The efforts bore fruit, when, in September 2015, Wai was declared Open Defecation Free (ODF), with consequent efforts aimed at sustaining the efforts with an aspiration to achieve ODF++. In May 2018, Wai achieved another milestone with inauguration of Faecal Sludge Treatment Plant (FSTP) and implementation of citywide scheduled septic tank emptying service.

4.2. A Brief about Wai City

Wai is a taluka and city in Satara district of Maharashtra state. Wai is one the large towns in Satara and is a Municipal Council. As per 2011 census, Wai (Wai Municipal Council area) had 7,580ⁱⁱⁱ households with a population of 36,025. Sex Ratio (number of females per 1,000 males) of the town was 987. Literacy rate of female in Wai was 86 percent against 91 percent of male. 456 households in Wai were residing in slums.



As is depicted in the graphs female-headed households (FHH) at Wai face greater vulnerabilities such as lack of access to banking facilities, lack of key household assets and lack of individual household toilets is more amongst such households. A similar situation is visible in urban Maharashtra, with gap between all households and FHH is slightly higher at Wai than urban Maharashtra.

5. Gender Assessment of Sanitation Service Delivery System in WMC

5.1. Visioning, Planning and Organisations

Visioning

One of the principles of C-WIS programme upholds designing gender and social equity into planning, management and monitoring. Incorporating gender inclusion as one of the principles clearly exhibits the commitments of the programme towards gender needs in sanitation service delivery.

Planning for service delivery

National Urban Sanitation Policy (NUSP) 2008 introduced the concept of integrated city-wide sanitation planning and visualised urban sanitation as a multi-stakeholder activity. The vision defined in NUSP emphasises the need for special focus on hygienic and affordable sanitation facilities for women^{iv}. City Sanitation Plan (CSP) for Wai prepared in year 2015, was developed for a ten year horizon along with a longer term planning for some large projects. The City Sanitation Plan for Wai is based on the framework for Performance Improvement Planning (PIP) and a decision support tool (SANIPLAN).

Assessment (survey and studies)

Assessments are very important step in development cycle. These are an integral part of planning and generally undertaken as early steps of planning process. Periodic assessments reflect the progress of the development initiatives in the light of their objectives and provide an opportunity to capture nuances of the prevailing status of the multidimensional developmental issues. Various surveys and assessments have been conducted in Wai related to sanitation during past few years. Some of these include comprehensive census survey of all properties to understand the sanitation scenario, survey of public and community toilets, survey of properties not having household toilets, survey on usage of Personal Protective Equipment (PPE) etc.

Organisation of Wai Municipal Council

Organisations are vital constituents of the development process. A gender diverse organisation is a better reflection of its customers (society) and shows the inclusive approach of the organisation^v. In the prevailing socio-cultural settings in India, presence of women in the public interface often eases access of facilities and services to the women leading to higher buy-in of the programmes. A gender sensitive organisation should provide the enabling working environment to its employees, associates and customers (citizens).

Wai Municipal Council (WMC) is the Urban Local Body (ULB) at Wai entrusted with delivery of basic urban service. WMC is a Class C Municipal Council and functions as per the provisions of the Maharashtra Municipal Council, Nagar Panchayat and Industrial Township (MMCNPIT) Act, 1965. The general body of WMC's elected wing is constituted with 21 elected members (councillors) called *nagar sewak*. Standing Committee (*Sthai Samiti*) is the key decision making body of WMC. There are three committees which mainly take decisions related to sanitation and gender issues. These are committee on sanitation, committee on water supply & drainage and committee on women and child welfare.

Below is the gender composition of key decision making bodies related to sanitation at WMC:

Elected wing:

- There are more women than men in the General Body, Standing Committee, committee on sanitation and committee on water supply and drainage.
- Representation of women is fairly proportionate in most decision making bodies of the Wai Municipal Council. The President of the Council (*nagar adhyaksha*) is a woman.
- It was noticed that women and child welfare committee, which is critical from gender perspective, has not been formed till date due to some internal technical issues. Two positions are vacant in each of the committees on Sanitation and Water Supply & Drainage.

- Discussions with elected councillors revealed that the process of decision making in the decision making committees is consultative in nature.
- However, it was observed that the women councillors were accompanied by their husband and/ or father in law during the meetings
- Responses of women councillors reflected deep seated notions around gender roles in the society.

Executive wing

- WMC's executing wing is headed by a female Chief Officer. The executive wing is divided into departments based on its various functions. Some of its departments are administration, accounts & tax, health, water supply & sanitation and public works.

Sanitation department is the largest department employing approximately 40 percent of its staff. Below are the details of WMC staff:

- Though the executive wing is headed by a woman chief officer, the proportion of women at class III and IV levels is significantly low.
- Presence of a women leadership in sanitation department may be seen as one of the supportive eco-system elements for a gender inclusive sanitation service delivery in the city. The sanitation department is headed by women; however, the presence of women at class IV is lower than that of men.
- The scheduled desludging services operating team in Wai is a small team of eight persons. The supervisor of scheduled emptying team is a woman.
- In Wai, FSTP is presently being operated by M/s Tide Technocrats. Among the total seven persons deployed, site-in charge is women.
- The percentage of women in sweeping and drain cleaning is 20 percent of the total strength, while in door-to-door collection it is zero. Among care-takers or cleaners of public and community toilets none are women.

Work place features: Some important observations

- Discussions with the executive and elected wing of WMC revealed that they were unaware of any internal committee dedicated to address issues on sexual harassment against women. However, on deeper investigation a notification (dated 13/08/18) mentioning the formation of a sexual harassment committee at WMC was found. The names of 6 committee members of which 3 are women have been stated in the notice
- It is important to note that the reasons for the same could be a multitude of socio-cultural factors as well as lack of knowledge on what constitutes sexual harassment at workplace. Ensuring compliance of a critical law (from gender perspective) is definitely urgent.
- WMC office has toilets for men as well as women. However, women toilets were found to be locked with keys held by few women staff.

- Other amenities necessary for women like sanitary pad vending machines, dustbin for waste disposal, soaps, mugs, places for hand-wash, wall hooks were not available.

Gender Scenario in civil society organisations, RWAs, SHGs and informal waste pickers

As per the information provided by WMC, presently there are around 250 self-help groups (SHGs) in the city, out of which around 200 are active. All SHGs, except one, are SHGs of women members. There are around 42 waste pickers active in the city out of which 36 (86 percent) are women.

Discussions with representatives of CSOs in the city highlighted that various professional associations and clubs take up independent initiatives towards the betterment of the city like awareness camps on issues of de-addiction, health camps for municipal workers, river bank cleaning drives etc. Krishna Nadi Sewa Samiti Karya Foundation and Maharashtra Andhashraddha Nirmoolan Samiti are some of the other NGOs working in the city. However, no instance of any formal engagement with ULBs was found.

Budgeting

WMC has a budget size (total receipts) of Rs 20.3 Crores (actuals for financial year 2018-19). The expenditure amount towards works of women and child welfare committee for year 2017-18 and 2018-19 are Rs 27,300 and Rs 37,725 respectively^{vi}.

The amount under this head is being mainly used for organising events related to women such as *Haldi Kumkum*, rallies during Diwali etc. However, according to a GR issued by the Maharashtra Government towards schemes to be implemented by Women and Child Welfare Committee in ULBs (2006), the funds in the committee at the ULB may be emphatically used for the implementation of training and public awareness on issues related to menstrual health management, dispelling superstitions and misconceptions regarding menstruation in the society, publicising about the issues related to sexual harassment against women and for sanitation campaign in the wards and slums and construction of toilets in municipal schools and in public places. A gendered approach to budgeting is not followed.

5.2. Implementation/ creation of infrastructure and service delivery

Infrastructure creation

Individual Household Toilets/ Latrines (IHHL):

- The improvement in coverage from 68 percent in 2013 to 86 percent^{vii} households is a remarkable achievement in direction to achieve gender inclusive sanitation services, as availability of household toilets are more critical for women and other genders.

- As per the WMC data, 135 household toilets have been completed in the city through incentives under SBM (Urban), out of which around 22 percent were in the name of women applicants.
- The group discussions with community members and beneficiaries of IHHL revealed that provision of bins for sanitary waste is not present in most IHHL. It emerged during the discussions that awareness on location of septic tanks inside premises is low among women, which is expected to improve with the progress on scheduled emptying services.



Public and community toilets:

- There are 3 public toilets and 27 community toilets in the city with 236 toilet seats as per the survey conducted by CWAS team in 2019. Out of total 236 toilet seats, around 45 percent of the total seats are for women.

Service delivery (operational) aspects

A. Operation and maintenance of public and community toilets

Availability of water and electricity

- Most of the toilet blocks have water supply but only 11 out of 30 toilets blocks have individual taps for the entire toilet seats rest have common water cubicles outside the toilet



block.

- Around 70 percent public and community toilets have electricity to enable women to use sanitation facilities.
- Almost all toilet blocks are having functional floodlights/ halogen vapour lamps outside the toilet premises during the night.

General status of fixtures

All three public toilets have wash basin but most community toilets either do not have wash basins or their wash basins are not in usable condition.

Most of the toilets have some kind of ventilation facility.

Doors of 83 percent toilet blocks were found to be working with a functional bolting.

Facilities related to menstrual hygiene

- None of the community toilets are having dustbins inside cubicles to dispose used sanitary pads.
- All three public toilets have dustbins which are common for both men and women sections.
- Sanitary pad napkin vending and incinerators are available only in one toilet.



Provision of care-takers

- There are 8 care-takers who have the responsibility of cleaning of both men and women section of 30 PT-CTs at Wai.
- Cleaning of all toilet blocks is undertaken and supervised by men workers, even in the facility where women from the community avail of the services.
- A gendered approach to staffing is required to increase the usage of sanitary pad vending machine such as the one in Dhane-bazaar PT, where it is found that in presence of men care-takers women often do not ask for the sanitary pads.

Status of cleanliness

- Women do not use the available toilet facilities, due to lack of cleanliness.
- Seats at around half of the toilet blocks were found to be clean while at other half of the toilets, it was not found so.

Feedback or grievance redressal mechanisms

- Three public and community toilets are having a device to capture the user's feedback or complaint but only one is in working condition.

B. Scheduled desludging services

- Ease of access for a user is critical to make the urban service delivery operations smooth. Inclusion of women members in the desludging team has resulted into incidences of women agreeing to de-sludge their septic tanks even in absence of men members of the household.
- However, the teams shared that they encounter difficulties because in most of the households women are not aware of location of septic tank and the way to open the cover of septic tank, since such decisions and initiatives is often undertaken by men.



C. Solid Waste Management

- Segregation-at-source is critical for proper management of sanitary waste generated in the households and was practiced in the city as discussions with the community revealed.
- City has around 42 informal waste pickers, out of which around 36 are women. WMC has made an effort to incorporate them into the mainstream solid waste management in the spirit of Solid Waste Management Rules 2016^{viii}.
- The whole city is covered under door-to-door collection and is a bin free city.
- Presently the city does not have a provision of collecting, transporting and processing sanitary waste in a segregated manner.
- It was observed that the composting plant is not presently operational as the procurement process for an operator for the same is underway, thus opening up a possibility of exploring de-centralised ways of processing the organic waste.
- WMC has initiated a good step towards environmental sustainability with respect to solid waste dumping. To manage the legacy waste, initiative of bio-mining is being undertaken, with a view on long-term positive impact on health of not only employees of nearby waste processing and faecal sludge processing plants but also residents of nearby areas.

Planning for service delivery (operation's planning)

- For operations of scheduled desludging, the visits are undertaken as per the pre-determined plan to cover the whole city divided into three parts. After prior information regarding the task, the desludging is undertaken, so as to ensure the compatibility with time and availability of women.

- However, elected representatives shared that the route and timing of desludging operation is unilaterally decided by the sanitation department at the ULB and suggested that it would be useful if the department discussed the plan in collaboration with them.
- The community and public toilets are cleaned twice daily by the workers.
- The discussions revealed that the prevailing process of planning and augmenting community and public toilets does not cover participatory discussions with the users specially women.
- The timings of road sweeping are 7- 11 AM and 2- 6 PM.
- Door-to door collections are undertaken in morning. No issues were observed regarding timings of road sweeping contextual to the women sanitation workers.

Financing and procurement elements

Individual toilets and septic tank emptying services

- Presently the financing of individual toilets is through a combination of incentives from Government of India, Government of Maharashtra and Wai Municipal Council.^{ix} Availing credit as one of modes of bridging the financing gap for individual household toilets is being practiced in Wai.
- Self-help Groups have been involved in the process^x. As per the WMC data, there are approximately 22 percent (30 out of total 135) women in beneficiaries of financing for individual household toilets.
- For financing scheduled emptying services, annual sanitation tax is being used as a tool.
- It seems that there is no differential provision being given for female headed households on IHHL incentives, credits and sanitation tax.

Pay and use facilities

Two public toilet facilities have provision of charge for usage. It was observed that since women use cubicle for all uses, they end up paying Rs 5 for each use, whereas men pay Rs 2 for urinals and Rs 5 for using WCs. There are no charges for using community toilets for men and women.

Capacity building and trainings

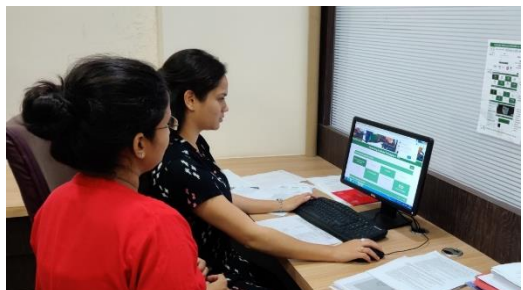
Four major training and capacity building initiatives have been undertaken within past few years. The focus was on inclusive and sustainable sanitation practices, technically appropriate design and construction of septic tanks, use of SaniTab dashboard for monitoring of services and use of protective gear by sanitation workers.

Some other points

- The stakeholders for the above capacity building and training sessions included elected representatives, service delivery staff for scheduled desludging, waste collection, road sweeping, drain cleaning and the persons engaged in constructing toilets, which broadly covers stakeholders belonging to supply side of the service delivery.
- Engaging with women stakeholders is a significant step considering their role of being a bridge between the citizens (especially women) and the executive wing or service providing private players.
- It was observed that women councillors were keen in increasing their participation. However, substantial efforts to build capacities of demand side stakeholders like residential societies, CSOs, self-help groups of women, trade association, schools etc. were in general not seen in the city.
- On supply side, stakeholders like frontline sanitation workers and rag-pickers may be considered for capacity building and trainings in future.



The technical aspects like septic tank design and construction methods, IT enabled monitoring etc. seems to have been covered in depth. There is a requirement to cover behavioural elements, gender aspects, soft skills etc. in the training and capacity building initiatives in the city. Use of participatory methods based on 'adult learning principles'^{xii} has a potential to make the trainings and capacity building sessions more effective and to induce a sense of ownership of solutions in specific contexts of each participant including women and other people from other genders.



Awareness generation and communication

- In the city of Wai, various initiatives for generating awareness have been undertaken. Topics like financing and materials for household toilets, correct design of toilets/ septic tanks, concept of scheduled emptying; property owners' duties, use of PPE for sanitation workers etc. were covered.
- Mass modes of interaction like banners, paintings and flyers, posters were made to cater to people belonging to both genders.

- Digital platforms like WhatsApp, SMS and Facebook page were also used to communicate messages related to building/use individual toilets and scheduled emptying. Personal interactions through calls and individual meetings were also done for these aspects
- Awareness generation regarding solid waste management covered messages on waste segregation and Swachh Survekshan.
- However communications addressing issues specific to women like sanitary waste management, availability of public/ community facilities for women were not observed.
- It was observed during focus group discussions that the level of understanding of women citizens on septic tanks is relatively low, since the responsibility was mainly taken-up by men.
- It is also observed that in Wai most of the citizens, including women often raise complaints by calling either supervisors (*Mukadam*) or sanitary inspectors. The WMC has been divided into three zones supervised by one mukaddam each. Complaint redressal is mostly undertaken through the mentioned route or through written applications and telephonic calls.

Community and citizen engagement

- In Wai, an extensive engagement with women SHGs has been built in relation to the provisioning of household toilets or group toilets. Various meetings were organised to spread awareness on the 'own toilet scheme'^{xii} and to ensure buy-in for toilet loans with women SHGs.



- However, specific engagements with women's groups needs to be conducted periodically, which may prove to be a right step towards improving the service delivery through effective contributions of women and persons of other genders.

Behavioural elements in service delivery

- Many community level meetings were organised in Wai to raise awareness about toilets.
- Various Behaviour Change Communication (BCC) models aimed at effecting behaviour change of citizens related to use of toilets and open defecation etc.^{xiii}
- The behavioural changes induced by these initiatives helped the city achieving ODF status in 2015 and sustaining it during 2018 and 2019 (reflected in revalidations)^{xiv}.
- Many information and communication activities discussed in the previous section pointed towards changing the perception and behaviour towards emptying septic tanks regularly

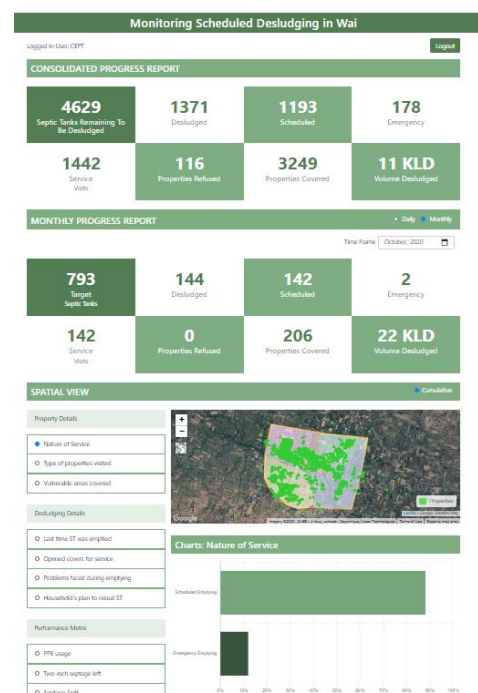
- Another example of behavioural change in the city is visible in the form of usage of personal protective equipment (PPE) by sanitation workers^{xv}, which is a rare sight in many big cities although it has scope of further improvements.
- Now, moving ahead on the path of achieving ODF+ and ODF++, Wai is required to widen the behavioural change initiatives to further cover the supply side of service delivery with a focus on gender inclusion.
- However, it was observed that there are no significant initiatives to enhance behavioural aspects of staff engaged in service delivery having a direct interface with citizens. This could be a possible next step for providing effective service delivery

In the discussion with SHG members, people in the slum areas, it was shared that the waste collectors often talk very rudely to women, women face difficulties in depositing waste into the truck as they cannot reach the truck bins and are not assisted by the helper on the trucks. Similarly, for scheduled desludging a need to engage and discuss with women was highlighted. These are the evidences that hamper services and good behaviour of service delivery staff will lead to better access and acceptability of services by the citizens.

5.3. Monitoring and Evaluation

Monitoring framework

- The existing framework for liquid waste management (individual toilets, emptying and treatment quality) is mainly through digital platforms.
- SaniTab was used for capturing a data base of on-site systems and households/ occupants of each property of the city and was helpful in efforts at reducing open defecation and plan for scheduled emptying.
- The SaniTab / SaniTrack is now being used to monitor faecal sludge management in the city focusing on monitoring of scheduled emptying operations. It captures details at the levels of household, the emptying vehicle and the treatment facility. This app presently also captures gender of household representative attending the emptying team.
- For monitoring solid waste management services, WMC has a provision of paper based arrangements with maintaining log-books etc.



- No organised monitoring system for public and community toilets seems to be in place in the city.

6. Proposed Interventions for a More Gender Inclusive Sanitation Service Delivery at Wai

6.1. Visioning, Planning and Organisations

- Incorporating ‘gender inclusion’ elements in vision and charters: This will act as a starting point with its broader acknowledgement at policy level and lead to various interventions for gender inclusion.
- Making WMC a more gender inclusive organisation and a workplace: This can be done through making WMC a gender sensitive workplace, including more women in workforce and organizational development of WMC officials through handholding support and trainings on gender issues and mainstreaming related aspects
- Setting up a culture of capturing gender disaggregated data and using as a decision support system: This will help WMC in planning, developing and implementing a gender inclusive service delivery. Some of the examples of gender disaggregated data are number of IHHL beneficiary households (head/ ownership wise), number of persons targeted and capacitated during capacity building sessions, feedback of users on level of services at PT/ CT, staff deployed in service delivery etc.
- Attention towards Female Headed Households (FHH) through policy measures: This will be done by setting up mechanisms to support through policy instruments including the sanitation service delivery. For e.g. A special provision related to sanitation tax for FHH would indicate a gender inclusive approach of WMC
- Implementing provisions of the Sexual Harassment of Women at Workplace (Prevention, Prohibition, and Redressal) Act 2013 and organising training for staff and service providers: This can be done through working with the WMC to activate the committee and system to register complaints and organized training of staff and service provider regarding provisions under the SHW act.
- Engaging with citizen groups during project planning and integration in planning process: This can be done through engaging with citizens while planning for interventions at city level, for e.g. elements of the projects like settled sewer projects might include various aspects for greater gender inclusion, similarly while planning for new public toilets and while providing scheduled emptying services in new area etc.

6.2. Implementation (creation of infrastructure and service delivery)

- Improving access to individual toilets: This can be done by trying to achieve 100% individual toilet coverage for all households and especially mobilizing individual toilets for SHG households and female headed households
- Revamping O&M of Public and Community Toilets (including school toilets): This can be done by preparing guidelines containing a set of standards for gender inclusive toilets and this may then be followed further for refurbishing of old toilets (if required) and constructing new toilets
- Arrangements to address sanitary waste: This can be done by taking care of sanitary wastes across the service chain from collection, transportation and processing and by setting up systems at both consumer side and ULB side to manage sanitary waste.
- Engaging with citizen groups during project implementation and operations: This can be done by engaging with citizens through two approaches a) areas of interventions where consultative processes can enhance buy-in, b) areas of interventions where citizen groups can contribute to service delivery by initiating actions on their own
- A gender mainstreaming approach for budgeting: This can be done by allocating at least 5% of budget for Women and Child welfare fund as per the Govt. of Maharashtra GR and utilize the funds for activities related to gender mainstreaming
- Gender inclusion in procured services (procurement conditions) : This can be done by adding relevant conditions and clauses for gender inclusion in service provision and infrastructure creation
- A multi-stakeholder capacity building: This can be done by organizing capacity building workshops on gender issues and gender mainstreaming not only for WMC elected / executive wing, but also for other stakeholders like SHGs, CSOs, residential societies, schools etc.
- Awareness generation and communication: This can be done by doing awareness campaigns on topics like menstrual hygiene management, septic tank emptying, sanitary waste disposal etc. and especially for women.
- Behaviour of the front-end service delivery staff: This can be done by doing sensitization through behavioural (gender focused) trainings of front-end staff.

6.3. Monitoring and Evaluation

- Making established monitoring systems to capture gender disaggregated data and monitor gender inclusion elements: This can be done by adding fields in existing monitoring systems like SaniTab/Sanitrack on gender of household representative attending to scheduled services, gender of “head of the household”, feedback mechanism from households especially women and gender details of the team members delivering the scheduled emptying services. This will help in understanding the

relationship between the gender of the person delivering the services and ease of access to the households

- Setting up monitoring systems for public/ community toilets and SWM: This can be done by developing systems to capture gender related aspects for SWM service delivery like the scheduled emptying services and similarly for CT/PTs on aspects related to availability of female care taker/ cleaner, provision of MHM facilities etc.
- Citizen lead monitoring of sanitation services and cleanliness of public spaces: This can be done by engaging with citizens to monitor various sanitation services like scheduled emptying, SWM services, CT/PT maintenance , drain cleaning etc. with active contribution from women will help Wai in achieving inclusive sanitation in long-term
- Developing and strengthening system of citizen feedback and grievance monitoring

7. The Way Forward and Strategies for Scaling Up

Initiating interventions to make the sanitation service delivery in a phased manner with pilots for select interventions is the way forward for Wai. Many interventions may require assessments, detailed planning or analysis of feasibility of actions before actually initiating actions. Though the action points discussed in the previous section may be prioritised by the concerned stakeholders, below mentioned actions points may be considered as low-hanging interventions for Wai:

- Hand-holding WMC and other service providers for implementing provisions of the SHW Act
- Trainings on gender mainstreaming for planners, implementers and policy makers
- Building capacity and engaging with women groups
- Training on gender sensitive work culture/ language

Below are key points on strategies for scaling up the interventions identified under the report:

- Widening the scope of interventions at Wai to aspects beyond sanitation, as the major causes of lack of gender inclusion are rooted in prevailing socio-cultural practices.
- Undertaking gender assessment across other C-WIS cities with a localised and participatory approach. Since the complex dimensions of issues vary significantly, it is very important to see each city in the light of its own socio-cultural peculiarities. Use of participatory methods ensures capturing local knowledge which act as key inputs to the solutions.
- Making efforts to integrate findings on gender inclusion in state level program elements
- Bringing out study findings in the form of a research output for a wider dissemination and policy impact

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- ⁱ Feisal Alkazi, Priti Jain and Martha Farrell, 'Gender on the agenda: A Training Manual', Participatory Research in Asia, New Delhi
- ⁱⁱ Bill & Melinda Gates Foundation (2019), 'Citywide Inclusive Sanitation' (CWIS) Principles', presentation by Sakshi Gudwani, Page 2
- ⁱⁱⁱ https://www.censusindia.gov.in/2011census/dchb/2731_PART_B_DCHB_%20SATARA.pdf
- ^{iv} Ministry of Urban Development Government of India (2008), 'National Urban Sanitation Policy'
- ^v Participatory Research In Asia (2019), 'Workplace Diversity Assessment of Mid- Sized Urban Local Bodies: Gender Perspective at Sanitation Department', An unpublished work of PRIA
- ^{vi} Sourced form Compilation of Actuals of WMC Budget for last three years
- ^{vii} CWAS –CEPT University, (2018) Journey of Wai towards ODF and ODF+, Page 14 and CWAS –CEPT University, (2019) 'Citywide Inclusive Sanitation in Wai', Page 15
- ^{viii} The provisions of in Solid Waste Management Rules 2016 under rule 15: 'duties and responsibilities of local authorities' state that the local authorities shall establish a system to recognise organisations of waste pickers or informal waste collectors and promote and establish a system for integration of these authorised waste-pickers and waste collectors. Source: Ministry of Environment, Forests and Climate Change (MoEF&CC) notification (2016), 'Solid Waste Management Rules, 2016'
- ^{ix} CWAS –CEPT University, (2018) Journey of Wai towards ODF and ODF+, Page 20
- ^x CWAS –CEPT University, (2018) Journey of Wai towards ODF and ODF+, Page 34
- ^{xi} PRIA International Academy (2014), 'Certificate Programme in Participatory Training Methodology, Unit – 1'
- ^{xii} A resolution was passed by Wai Municipal Council in 2014, under which every households without toilet is being provided subsidy of Rs 10,000. Source: CEPT University and AILSG, 'Awareness Generation Initiatives Under Swachh Bharat Mission (SBM) For Wai & Sinnar Cities In Maharashtra', Page 9
- ^{xiii} CEPT University and AILSG, 'Awareness Generation Initiatives Under Swachh Bharat Mission (SBM) For Wai & Sinnar Cities In Maharashtra', Page 26- 32
- ^{xiv} CWAS –CEPT University, (2018) Journey of Wai towards ODF and ODF+, Page 27
- ^{xv} Many challenges were observed related to usage of PPE by women sanitation workers. A gender disaggregated data on causes and impacts of usage of PPE will be helpful in strategizing for action moving ahead (Ref. 5.1.3)

PARTICIPATORY RESEARCH IN ASIA

Participatory Research in Asia (PRIA) is a global centre for participatory research and training based in New Delhi. PRIA has promoted 'participation as empowerment', capacity-building of community organisations, and people's participation in governance. PRIA has linkages with nearly 3000 NGOs to deliver its programmes on the ground.

CENTER FOR WATER AND SANITATION

The Center for Water and Sanitation (CWAS) is a part of CEPT Research and Development Foundation (CRDF) at CEPT University. CWAS undertakes action-research, implementation support, capacity building and advocacy in the field of urban water and sanitation. Acting as a thought catalyst and facilitator, CWAS works closely with all levels of governments - national, state and local to support them in delivering water and sanitation services in an efficient, effective and equitable manner.

