

Final Report
(July 2006 to June 2007)

**Multi Stakeholder Platform (MSP)
for
Reforms of Urban Water Public Utility
Gwalior, M.P.**
(July 2006- June 2007)

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1. Introduction

1.1 Backdrop

The MSP project was undertaken primarily with a view to exploring a methodology for instituting democratic governance for watsan facilities in urban areas. Poor service delivery to end users of water and public sewerage and financial losses suffered by service agencies are the hallmark of most urban centers in India. In spite of millions of rupees invested in creating and sustaining these facilities – the output remains dismal. Interventions by individual development projects focused on watsan also have limited impact as they work as stand alone interventions and comprise piecemeal/ ad hoc measures. Financial and technical inputs thus fail to deliver the benefits commensurate with investments undertaken. Major underlying obstacle is the **system of governance** that mediates the design of such interventions, their implementation as well as their utilization by consumers of these services – domestic, institutional, industrial etc.

Planning of watsan projects is typically handled by technocrats who have little awareness of field complexities and reduce the challenge to one of providing technical infrastructure for water and sanitation. Institutional, managerial and social issues that have a strong bearing on maintenance and operation of facilities, efficient service provision and equitable access to the services by all the stakeholders takes a relative back seat. End users do not even have the information about how their city watsan system works and failure to access service results in conflicts that often take an acrimonious turn that are not conducive for productive conflict resolution.

MSP project was designed to respond to the above situation through instituting and organised and structured involvement of stakeholders of city watsan in design of plans/ policies their implementation and eventual utilization of service. The idea was to create a common platform at the city level that will constitute a forum for dialogue between service providers and diverse categories of consumers – whereby a situation analyses of the city’s watsan condition presented at a public forum can constitute the starting point of diagnoses of poor service. Prescriptions that follow from such public and transparent discussions can then become the basis of public demand/pressure/campaign for action to ground the collectively agreed and publicly acknowledged proposals for M & O, service delivery, financial rates/subsidies for diverse user groups and distribution/sharing (of) /access (to) services. A citizen’s forum for mediating the above process is thus conceptualized as a **medium for exerting social pressure on the decision makers and powerful lobbies** by the socially weaker constituency of the city. Secondly – it is also a means for ensuring **accountability of ALL (including the poor) citizens to responsible use of their public services and facilities** through formation of smaller committees at the local level wherein citizens can monitor their neighbors who violate social norms of utilizing public goods. The MSP based on federated structure of local “Mohalla (area) Committees” thus constitutes a citizen-regulated institutional structure for accountable governance of watsan in the city.

With this in view - city of Gwalior was chosen as an experimental pilot for the MSP project so that learnings from the experience could be usefully incorporated into a redesign of strategy for implementation at a wider level. Main reasons for selecting Gwalior were its relatively smaller size, positive response of local government and elected representatives of the people such as the Mayor, Commissioner GMC (Gwalior

Municipal Corporation – Nagar Nigam) and the fact that large infrastructure projects supported by ADB were also being implemented in the city and MSP interventions would complement the huge technical interventions. Implementing agency was also comfortable with the local language Hindi as the medium of interaction since the work entailed social mobilization efforts through direct and mass contact with local citizens.

Below we share the experience of the twelve months of project implementation in Gwalior, assess the successes and limitations, problems encountered and the point out possible direction for future.

1.2 Project Area

The project area covered all the 60 wards under Gwalior Municipal Corporation to begin with. Later – due to difficulty of handling the entire area within a span of 12 months - the area of operation was revised to cover only those localities inhabited by middle to low income communities. Gwalior has a population of about 60 lacks. It is divided into 4 main constituencies – Lashkar East, Lashkar West, Morar, and Gwalior. It is spread over 873 sq kms. Geographically, Gwalior is situated in the north of in the state of Madhya Pradesh at 26° 12' N latitude and 78 ° 18' E longitude on the Indo- Gangetic plains. The city is located in a rock basin with the Vindhyan hills in the west and the Bijapur hills in the southeast. The average altitude is at 212 m above sea level. The city consists of three distinct urban areas or “townships”: old Gwalior in the north near Fort hill, Lashkar about 3 km to the south-west, and Morar out towards the east, covering the Cantonment area. Distinct barren hill forms with steep slopes and elevations rising to 300 m above the plains, determine the topography of the area, in particular in the southwest quarter of the city. Fort hill (305 m) dominates the centre of the three townships, crowned by the 17th century historical fort area, of international significance and renown. Satyanarayan Hill (244 m) adjacent to the Fort, Hanuman Hill (260 m) and Gupteshwar Hill (280 m) further west provide the limits of present urban development. Guda-guda Hill and Amkhoa Hill to the south create a natural southern boundary. The hills at present act as a constraint for contiguous urban development to the west and south, but simultaneously provide a unique landscape feature and visual element. The climate is typical of central India with mean temperatures ranging between 40 °C before the monsoon and falling to a minimum of 10 °C during the winter. The rainy season lasts from mid June to September, the winter from November to February, and summer from March to mid June. October sees the transition from rainy to the winter season. The average annual rainfall is around 762 mm, falling predominantly during July and August. The average number of rainy days is about approximately 40. The geological formations underlying the Gwalior area are largely sandstone and granite on a rock basin. Area west of Swarnrekha is grainy and sandy, while on the eastern side the soil is sandy loam and yellow. The hilly areas in the city have very poor vegetative cover, except for plains to the northeast, which are being used for cultivation. Shallow ground water is generally at a depth of 30m pre-monsoon, and 15 m post monsoon. A considerable number of motorized or hand pump tube wells abstract groundwater as an alternative to the unreliable and incomplete water distribution system. There is a concern about the resultant lowering of the groundwater table. Shallow groundwater tends to suffer from localized pollution because of latrines and septic tanks seepage.

1.3 Objectives

- Constitute Mohalla Committees (MC) within the GMC area/population
- Create a sustainable network of MCs at city level through local communication channels
- Based on regional representation from this network – constitute a city platform (MSP) in conjunction with representation from government, institutional and private sectors.
- Document the process through an audio-visual medium for dissemination and learnings
- Prepare a document on situation analyses of Gwalior’s watsan situation as a Capacity building material for water sanitation planning at local level
- To initiate a process of democratic governance of urban watsan in Gwalior through the MSP as a locally steered forum.

1.4 Expected outputs

- Constitution of 3-400 Citizen Committees or Mohalla Samittees (MS) in middle to low income residential areas and link them as a Network
- Constitution of a city based Jan Tantra Samvad Manch (JTSM) or Multi-Stakeholder Platform (MSP) based on MS and representation from Municipal Corporation (Nagar Nigam) & elected representatives
- Audio-visual process documentation of the experience
- Background document on city’s water sanitation situation
- Initiate Website and Newsletter for information sharing of MS & JTSM activities through out the city and for fostering inter-city communications
- Motivation of MS or City group for consolidated action towards pressing watsan issues at city or local level collectively

1.5 Approved budget

Total approved budget for the PDA was USD 50,000

2. Activities Carried Out

2.1 Activities carried out against those planned

According to the activity plan submitted as part of the Inception Report in August 2006 and half yearly report submitted in Feb 2007 - below is the consolidated report of activities completed – planned and additional.

Activity Planned and Completed

Sl.no	Name of Activity	Date/time of Activity	Status
1	Preparatory phase - Set up office & engage office	Till Aug.	Completed

	<p>staff/resource persons.</p> <ul style="list-style-type: none"> - Network with govt. officials, Mayor in Council, prominent citizens of Gwalior, UN-Habitat program etc. - Consultations with GMC and resource persons for project planning - Preparation of project action and strategy plan and responsibility allocation - Collection, collation and analyses of basic data on geographical and demographic details of Gwalior - Orientation of project staff - Preparation of IEC material for public awareness - Preparation of Presentations and for organizing of trainings/orientations 	31 st 2006	
2	Preparation for and conduct Orientation of Councilors and Zonal Officers (ZO) & identification of tentative Mohalla jurisdiction	1 – 20 Sept. 2006	Completed ✓
3	Orientation of Councilors and Zonal Officers & identification of tentative Mohalla jurisdiction		Completed
4	Orientation of Councilors and Zonal Officers & identification of tentative Mohalla jurisdiction		Completed
5	Orientation of Councilors and Zonal Officers & identification of tentative Mohalla jurisdiction		Completed
6	Ward wise visits to Mohallas for awareness/citizen contact program	Oct. 2006 to March 2007	Completed
7	Second round of Mohallas level intensive meetings for constitution of MS		Completed – 300 MS constituted
8	Collective meeting of all 1-200 MC representatives –Mela Ground	17 th Dec 2006	Completed
9	Orientation of approximately 50 Mohalla Representatives (MRs -identified @ 2 persons per Mohalla – one woman , one man)	16 th March 2007	Completed
10	<p><i>One day Orientation 1 of selected 60 persons for Nagrik Manch (NM)</i></p> <p><i>One day Orientation 2 of selected 60 persons for Nagrik Manch (NM)</i></p>		<i>Not done – non-availability of resources</i>
11	Planning meeting of Nagrik Manch -1 & 2	22 nd March 2007	Completed one formal meeting for identification of a core working committee
12			Informal meetings of Working Committee of JTSM have been held with the JTSM team

13	Constitution and Launch of <u>Jan Tantra Samvad Manch</u> (Nagrik Manch – City based Multi-stakeholder Dialogue Platform for city’s watsan)	11 th June 2007	Completed the launch of Jan Tantra Samvad Manch (JTSM)
14	Audio Visual Documentation of process	Footage will be shot through out project cycle	Completed
15	Diagnostics document on water sanitation situation in Gwalior for popular audience		Completed
16	<i>Demonstration activity through intensive efforts for social mobilization/consolidation of their Mohalla Samiti as well as coordinating various technical inputs for watsan in one slum (Scindia Nagar) through coordination with other agencies (GMC, MIC, UN-HABITAT, Lions/Rotary Club, Politicians an patrons</i>		<i>Completed for drive to get their ration cards & obtain powered source of water from GMC after struggling collectively through the Mohalla Samiti constituted by JTSM team</i>
17	<i>Newsletter for city</i>	December 2006 to June 2007	Completed – four issues April to July 2007
18	<i>Additional activity</i> – Website created	<i>Throughout Project cycle</i>	Completed
19	<i>Additional activity</i> – Four meetings of Vidhan Sabha level intermediate committees were held	<i>April to July 2007</i>	Completed
20	<i>Additional activity</i> – City level initiative was undertaken to get local communities involved in the creation of new community toilets as a strategy for abandoning the old unsanitary ones. City Coordination Committee for pushing for Proposals for construction of modern toilets was established to collaborate with GMC for monitoring the process.	<i>March to July 2007</i>	Completed - <i>formation of Toilet committees and submission of proposals through MCs – 24 nos</i>

* The original aim was to form 400 committees. Each committee should consist of 300-500 houses. The final target of MS was revised to about 300 due to paucity of time as time required was more than originally envisaged. This was intimated during the half yearly report. Detailed information for the MSs constituted is included in Appendix I.

√ Main issues that emerged during these meeting were: Serious sewer line problems exist in Gwalior city; about 80% sewer line is not in a good condition; problems and necessity of roads in Gwalior that effects sanitation of public spaces; worst conditions of municipal toilets- due to their long term uncleanliness and unhygienic state, they are not used by public for long period or sometimes never; during rains, due to improper outflow system, rainwater enters into the houses and creates havoc in the daily life of people. This also gives rise to unhygienic conditions and causes illness; proper attention is not paid on those sewer lines which are not in use; drinking water is also not clean and anytime it gets mixed with the sewage water; usually pipe lines get chocked and are also never cleaned which gives rise to pungent smell.

Note: Activities in italics are optional and will be taken up pending the availability of funds/technical and other support from other agencies that are highly likely but not confirmed.

2.2 Description of Activities

1. Preparation Phase: Soon after entry to project area – attempt was made to familiarize with local conditions of water sanitation situation through secondary data collection as well as personal site visits. Secondly, networking and bonding with local NGOs, officials of Nagar Nigam –NN (Municipal Corporation of Gwalior- GMC), ADB –PIU staff, Elected City Councilors, Mayor and few members of community. Thirdly, a team of local resource persons was identified and their orientation to project objectives and capacity building for implementing was undertaken. An office was established within the ADB-PIU office through the kind permission of the project director that created opportunities for ongoing close collaboration and constant interactions in subsequent months. A tentative activity plan was prepared and action strategies designed with an inbuilt element of leaving open the possibility of incorporating any changes that may be felt necessary based on actual experience. This was extremely critical and useful approach and has been a strong learning that points to the fallacy of over rigid and structured schedules that are prepared a priori.

2 -5. Workshops for Municipal Councilors: The first public activity was conduct of four orientation sessions with Parshads and local government officials/functionaries who interact with the citizens directly. *Reactions*: First – all Parshads were very angry about the fact that they had not been informed about the contents of the ADB infrastructure project – about the past progress since inception and future plans, time schedule. They confused MSP project as part of the larger project and thus we became the target of their pent up ire till the misunderstanding was clarified. This is clearly captured in the audio-visual footage that was shot that indicates the spontaneous and emotional reactions of most councilors. Secondly, they were very curious to know why ADB had supported SPD to come to Gwalior for implementing this project and whose design/initiative was this. Thus the entire history of project proposal's design, initiative and traverse through different cities that were considered was shared with them including the role of MP IAS officers who strongly encouraged the project to be tried out in Madhya Pradesh – and Gwalior in particular for reasons mentioned earlier. Thirdly, most of them were very *insecure about creating a lower rung of power structure* through the constitution of MCs that may create problems for hegemony of Parshads. Some Parshads were very vehement in blocking such an initiative. However when it was explained to them that Parshads could also get support of such local conglomerations of citizens for voicing local problems and pressurizing local govt to respond to the civic problems – they were somewhat reassured. Ironically, many of those who had opposed the MSP program of constituting MCs – later became strong allies and chased the MSP team to come to their areas for holding meetings and cooperated very actively in project activities. Fourthly, they complained of marginalization of Parshads by local government institutions and expressed their frustration at being ignored by government authorities. When asked if they had considered raising issues collectively – to which their response was silence. This was used as an opportunity to sell the idea of MCs as supporting the Parshads in pressing for popular demands and thereby also mobilizing electoral support. Fifthly, they were very cynical about NGOs and noted how different organisations came to the city with their agenda without consulting the local population about their priorities. Alien

agendas were thus imposed on the locals. In response to this it was communicated that the objective of the MSP program was precisely to facilitate the articulation of the grass root voice in a structured and organised manner so that action could be taken accordingly by concerned /mandated agencies. This was necessary as observed practice was for most development interventions to be imposed in a top down manner with widely corroborated experience that benefits seldom reached those for whom they were meant. Sixthly, they were very curious to know what financial benefit would we be bestowing in their areas. It was made very clear that the *project did not entail creating any physical assets* – as this was beyond its mandate and design. This was a bit disappointing for them as contracting commissions were a source of lucrative source of income for many of the politicians and most development projects were viewed as possible sources of generating additional financial resources. Finally, initial reluctance and hostility was successfully overcome through dialogue that conveyed the meaning and significance of the program and the meetings ended on a note of promised cooperation. The deliberations were very dynamic, vocal and candid and very successful in breaking the ice with the elected representatives and recognizing /respecting their right to be informed of any new program /activity concerned with city's development. The event was widely reported in the local media – samples of some of the news items have already been sent with Inception Report. See **Appendix 2** for detailed report in Hindi.

6-7. IEC campaign & meetings for constituting Mohalla Samities (MS): Process of information dissemination and constitution of MCs was initiated in four different areas – each handled by one CO. However – it was felt necessary for atleast two persons to collectively do the rounds in an area. COs thus took turns to help out each other. As per their feedback: One, it was very difficult to attract people in an impersonal manner. They thus had to change their strategy and focus on identifying key individuals from within the community and forge alliances with them to gather local community nucleus to initiate formation of a core group who would take the lead for consolidation of a MC in their area. The challenge was to identify individuals with an independent leadership potential and work through them. No standardized steps can be formulated for establishing such social connections – but they do emerge during the course of practical hands on social mobilization efforts work at grass roots. Any attempt at formalizing such a methodology could be counter productive. Capacity Building for such initiative happens through learning by doing. Two, COs encountered a measure of cynicism with formation of yet another committee since their experience with earlier formations was not too happy. COs had to explain the uniqueness of present intervention as one where the attempt was to form a platform for political challenge to the prevalent mis-governance and realize their civic rights through a process of negotiated struggle. It was not a fight for “getting their street lights fixed” but for establishing a system through which such public obligations of the municipality function in an accountable manner. Three, it takes a long time and repeated discussion to get the message across that MSP will not perform magic for getting their facilities activated – it depends on how much they are willing to struggle for accessing their entitlements for watsan. Emphasis was placed on fighting their own battles, as it was their stake. No outside agency could fight their battles for them. This message had to be sent loud and clear as there was a marked tendency to get caught in a ‘dependency mode’ that had to be pro-actively discouraged. Four, as a result of time

consuming process – it was decided to focus on middle to low income areas in the city as 12 months was too small a time period to cover the whole of GMC area.

8. Public Meeting of all 1-200 MS Representatives –Mela Ground: Detailed report of the meeting is enclosed in **Appendix 3** in Hindi. This meeting was conducted primarily to take stock of the situation mid way, introduce the MS Representatives to each other, get a feedback, disseminate project objectives, reinforce the message of necessity for a people's forum, demonstration significance of collective strength, expose them to Right to Information Act of 2005 and its importance as a tool for transparency, accountability etc. Women's participation was also prominent. Many participants expressed their perceptions of public life and deteriorating moral standards. They also questioned how JTSM was going to deal with the [problem when many individual efforts had failed in the past. Many new resource persons were identified during the meeting – who later became strong advocates of JTSM and are actively participating in its activities. The meeting was held in a public park in January 2007 and was attended by nearly 200 persons – which is commendable as there were no incentives of immediate benefits promised neither was it an election meeting. Leader of opposition in Parishad was the chief guest along with 7-8 Parshads. Individual citizens came forth and spoke freely about the degradation of the public institutions and need for cleaner and citizen friendly administration. Municipal Commissioner was also invited and although he promised to come – he did not attend which was noticed by some member of the audience as indicative of indifference to public grievances. A presentation on RTI (right to Information Act) was widely appreciated and there was keen interest to learn more about it. Project team decided to include it in the trainings/ orientations of MC representatives at a later stage. Two specific work areas were proposed to be undertaken through the already formed MCs on a sample basis to illustrate the benefits of working in a collective manner – one, submit proposals for reconstruction of old public toilets at various places under the ADB project scheme. Gwalior has a tradition of numerous toilets in public places constructed for the common use by local communities by the erstwhile estate under the rule of Scindia. While this is indicative of high level of civic amenities at that period – over time poor maintenance and emerging water shortage led to the neglect, misuse and abandoned state of these toilets. Secondly they were of trench type constructions that *required manual scavenging* to keep them clean and usable. It is difficult to justify perpetuation of such systems that violate human dignity of those condemned to do such tasks – even for a payment. Ironically – many of such *manual scavengers are paid government employees*. Occasion of public meeting was used to exhort the public to *take a stand against such malpractices* in the city on moral, ethical and humanitarian grounds. This further reinforced the demand for technical rehabilitation of public toilets according to modern design that does not require manual cleaning of excreta. *Provision of flush system* with a concomitant *provision of drainage/sewerage* facility as well as *water source* was an issue that MCs should insist while negotiating with Municipal authorities. MCs were asked to mobilize toilet maintenance committees, submit proposals as per priorities in their areas. These would also be followed up and pursued with concerned department collectively for speedy implementation of proposals. By the time of writing this report – nearly 30 such proposals have been forwarded and group meetings of lead persons from each area has

also been conducted. Project staff was deliberately instructed not to send proposals – that were sent on letterheads – supplied by the project team – on behalf of the MC from that area. It was also agreed that these toilets would function on *pay and use principle* for better and decentralized maintenance and upkeep. Wide consensus was obtained for the same without much resistance.

9. Orientation of approximately 50 Mohalla Representatives (MRs) on a trial basis for designing series of trainings as capacity building for all MS. Detailed report of the activity along with list of participants is enclosed as Appendix 4. Basic objectives were to introduce MS representatives to each other, make them aware of collective strength made possible through networking of different MS, detailed exposure to RTI Act of 2005 and 74th Constitutional Amendment Act (Urban Decentralization) of 1994 provisions, sensitize them to their possible role for social consolidation in their Mohallas and work towards an action plan for watsan facilities – creation as well as maintenance, operation and evolving systems of cooperative monitoring for socially responsible use of public facilities.

10. *One day Orientation 1 of selected 60 persons for Nagrik Manch (NM)* - Not undertaken due to unavailability of resources in time.

11 & 12. Planning meeting of Jan Tantra Samvad Manch -1&2 One major and several informal meetings were held to discuss the process of constitution, identification of members, role of the city group that would emerge from the underlying network of MSs. Issues of preparing an agreed set of Working Guidelines that will specify the criteria of membership, roles and responsibilities, rotation of members, constitution of a core working committee, raising of resources for supporting a core secretariat for self reliance and political independence, monitoring of the Newsletter etc. Non-negotiable principles such as secular orientation, gender sensitive basis of functioning and operation, special emphasis for the marginalized communities/sections of the city's population etc. were also floated and their acceptance agreed publicly. At the end of the meetings a tentative group emerged that will work towards fine-tuning of the model of working of the JTSM including formulating of Working Guidelines. See Appendix 7 for detailed proceedings.

13. Constitution of water and sanitation related Jan Tantra Samvad Manch (Nagrik Manch – City based Multi-stakeholder Dialogue Platform for city's watsan). JTSM was launched on 11th June 2007. Detailed report of proceedings can be found in Appendix 5.1 & 5.2. The launching was attended by prominent elected representatives – leader of Parishad (Municipal Council), leader of opposition – Municipal Commissioner, members of PIU/ADB project and active representatives of MS that were constituted during the preceding year. After a detailed presentation of the past years activities to the general body – the Municipal Commissioner was requested to grant recognition to the present structure of JTSM – that was accepted by him in front of all (see audio-visual) that was a great acknowledgment for the JTSM and gave it a legitimacy from the warranted structure of governance. Secondly, the two main political leaders (ruling and opposition) also committed to give their support and work in tandem with MSs in their respective wards. JTSM was exhorted to remain independent of any political party that was inline with the strategic approach of JTSM. Members of Working Committee – who had been identified earlier, were introduced to all. However it was also announced that this was a voluntary membership and

all those keen to contribute were welcome to join. Inclusive approach was stressed. Women were strongly encouraged to join and play an active role. Two specific demands were made to the Municipal Commissioner – stop manual scavenging within govt set up and make old age pension easily accessible. He promised to look into both the issues and promised support. He also stressed that communities should not only criticize but give constructive suggestions so that govt can work more effectively to deliver services to citizens. A copy of the tentative WG was also released. See Appendix 6 for a copy.

14. Audio Visual Documentation of process: Audio visual shots during the process were taken at periodic intervals and these have been compiled as a CD that captures the rationale for the initiative, success achieved, difficulties encountered, and strategies for overcoming, obstacles that need further inputs to be overcome.

15. Background Document on water sanitation situation in Gwalior for popular audience: A reference booklet that gives a background of the watsan situation for Gwalior has been prepared as an asset for local level planning.

16. ***Additional activit-1y Scindia Nagar***: This was an unrecognized slum where intensive mobilization was carried out to constitute MS. The slum has evolved on encroached land on a hillock at the outskirts of the city and had no public amenities of electricity or water supply or sewerage or waste management. JTSM team began by collecting basic Household data (approx 350 nos.) & rough map of the slum to have a representative MS. This data was collected in collaboration with NN officials, local community and JTSM members and was the first ever data with govt officials and was greatly appreciated.

To begin with only half the population cooperated with the team while rest were very hostile. However using tact and perseverance the entire slum HHs came and joined efforts of Scindia Nagar MS to seek their entitlement of basic civic services from govt. Through significant struggles by their MS – they have managed to get ration cards for some of the residents – that is a precursor to getting other facilities. Appendix 10 for a list of slogans that were composed by MS members before going to the Mayor with their demands – **collectively and without any external leadership**.

They have also succeeded in getting a common water storage tank in their slum. An electric motor was also acquired from NN with help of their ward councilor – a process mediated by JTSM team. Efforts of team led to neutralizing the local mafias who were active in controlling all representation – from the slum. Many public meetings were held (see audio-visual) in the slum with wide participation over the year. This led to social cohesion within the MS and greater confidence in JTSM team – who were threatened in the beginning. See

17- 18 ***Additional activity-2 Newsletter for city & Website created*** Newsletter launch and Website construction: Another illustration of incorporating ideas that emerged during the course of implementation. A monthly Newsletter of JTSM was launched (first four issues are enclosed along with) in February 2007. Website of JTSM with individual pages for each MS to add on information about their activities as they pick up is available. Ordinary citizens are encouraged to contribute to the monthly issues of the Newsletter through their own local experiences - their successes, problems, frustrations & suggestions.

19. **Additional activity-3** – Four meetings of Vidhan Sabha level intermediate committees were held- as an add on to the city based institutional structure. This was felt necessary as proportion of representation from 300 MSs to 100 members of City group of JTSM was considered too high. It was thus decided to have four intervening groups based on Vidhan Sabha electoral constituency so that there could be a closer interaction of constituency based group with its MSs for better appreciation of local problems through intensive interaction. See Appendix 8 for sample of design of half day meetings.

20. **Additional activity-4** – City level initiative was undertaken to get local communities involved in the creation of new community toilets as a strategy for abandoning the old unsanitary ones. City Coordination Committee for pushing for Proposals for construction of modern toilets was established to collaborate with GMC for monitoring the process. Two formal and many informal meetings were held to consolidate this group to push for changes in public sanitation policy at city level. Specially – the issue of disbanding the existing public toilets. See Appendix 9 for proceedings of one of the meetings. A Coordination Committee for perusal of these proposals was constituted and they have submitted many reminders and are in constant touch with concerned department of Nagar Nigam. The process has yielded good results and about 15 toilet proposals have been accepted and work is going to begin soon. These are with flush system, with water and drainage and to be used on pay and use principle – that will be managed by Toilet committees – to be coordinated / monitored by local MS.

2.3 Methods & Strategies

Following strategy was adopted initially:

- Setting up a project team from local area, their training and orientation, and preparing a tentative plan of activities was undertaken as discussed in the Inception Report.
- Proactive efforts were made for dissemination of project mandate and objectives and roles of different agencies and actors.
- These efforts were targeted at general public in the city, at people's representatives and government officials.
- For general public: This was done through public announcements/music composed for the purpose using loud speakers & distributing IEC material (pamphlets/banners etc.), interspersed by roadside meetings and discussions with groups in public places. Personal meetings with individuals identified in public meetings who expressed special interest/inclination in social causes.
- For elected representatives: There are 60 wards in GWL. Each ward has a councilor (**Parshad**) and the body of city council is known as **Parishad**. Orientation sessions were held with 15 Parshads at a time on 4 consecutive days (See Appendix 2) to introduce them to the project and seek their suggestions and support during implementation. Below we point out the gist of their reactions, perceptions, apprehensions and confusions regarding the project. Ensuing discussions were very lively, intense and useful for getting the correct message across. These sessions proved extremely useful for developing a rapport with Parshads, zonal officers, local govt employees etc with whom there was need to interact at later stages of the project. Holding these sessions in the main Parishad

- (Jal Vihar) further added to the credibility and legitimacy of the project intervention and facilitated the recognition and support that was obtained at a later stage.
- For government representatives: The understanding was developed through personal meetings with Commissioner, officers in charge of the main ADB project and his staff. Many of them participated in the orientation sessions for the Parshads and facilitated the interaction of project staff with Parshads. This communication with govt officers was kept up as an ongoing activity that was very crucial for continuous support and trouble shooting during implementation. At the same time – the process was carried on more or less independently and the relationship was one of healthy coordination and cooperation rather than of bureaucratic control. The latter would have been counter productive to the project objectives since the project proposes to demand greater accountability from state machinery and thus requires to work with freedom.
 - Subsequently – staff trainings were held through repeat meetings to orient them about the basic messages to be given during meetings to organize MCs. They were asked to send four fundamental messages to the community: 1) *Samoochik Shakti – upyog aur durupyog* (Value of collective strength –its use and abuse) 2) *Adhikar aur Zimaidari* (Rights and Duties) 3) *Sahayog aur Sangharsh* (cooperation and struggle) 4) *Khulay Aam* (Transparency) 5) *Neta ki Nigrani* (Monitor your leaders). These messages were critical to internalize that the present project is all about mobilizing citizen collectives – particularly of weaker sections – so that their voice demanding better watsan services through their participation in planning/decision making - can be heard loud and clear and can result in effective action. Fed on a staple diet of welfare approaches to development projects in the past - community typically expects some physical goods/immediate service from development projects. However the Community Organisers were specifically asked to discourage such mode of thinking and instead focus on the rights approach. The strategy was to be better informed about the entitlements of watsan (and other civic facilities) from the state for different sections of the community. Next - how individuals could gain access to these rightful services by organizing themselves in collectives to tap their social capital. Barriers to access are more likely to be overcome through a process of collective struggle/negotiation for their entitlements rather than through popular practices of bribery, servile begging, prodding through bureaucratic labyrinth individually etc. Taking the issues to a public level creates pressures for compliance with legitimate obligations of the dispensing institutions – public or private. When a collective does this – it is difficult to ignore its force. *However – a note of caution was sounded about possibilities of misuse of collective strength for non-bonafide agendas – such as in case of gangs/mafias*. Along with collectively organised unit - it is equally important to ensure that these collectives function as per democratic norms. Local leaders of these collectives need to be accountable to their constituency – lest the basic purpose of these grass root units to voice concerns of neglected segments - is lost. It is thus critical to sensitize communities to function in democratic manner in order to sustain their political empowerment – that is a pre-requisite for demanding their rights. Importance of social obligations was

stressed with equal emphasis – since lack of social sensitization to proper use of public facilities was observed to be a major hurdle for maintenance of sanitation in public spaces. Latter were perceived as no man's land – belonging to none or everybody – that could be misused privately without accountability to anyone since it was no one's domain. Such *attitudes of indifference* to common/public places - were found to be widely prevalent among the rich and the poor alike and it was felt they could be dealt with only through community action – not through an external agency. *Self-regulation by community* as a strategy was promoted. In this context – communities were asked to abstain from 'fighting', 'complaining' and being 'critical'. Instead it was important to act based on problem solving strategies. Finally – *self-reliance* through their own struggles to realize their rights was encouraged as opposed to dependence on external agencies to fight their battles. Even involvement of NGOs was discouraged, as it was important for citizens to interact with their local government institutions directly and not through '*brokers*' or *middlemen*. COs were thus asked to keep NGO's role at a very low profile and focus on *autonomy* of the MSs and MSP. *Danger of possible cooption by political parties* also required to be resisted since that will reinforce current situation of political parties using their vote banks to further their own interest rather than constituencies using political platforms for pushing forward community agendas.

- In an effort to consolidate the MS network and evolve a common identity – JTSM got sign boards for each MS – that could be put outside the office. Each representative of MS was also given stationary – letter pads with MS/JTSM letterheads was also distributed for using it for all their official correspondence.

- Well off localities required different strategies as they could afford to buy the watsan comforts to make up for poor service delivery through public institutions and thus take recourse to private solutions. Need for more productive and efficient supply of watsan services was thus not that acute for them. This was expected to dilute their motivation to project objective of establishing a public forum for facilitating a transparent process for grounding the legitimate mechanism. Poorer communities in lower middle classes and slums however have no alternative social capital except their collective strength MCs and MSP thus has stronger appeal for them. Strategically therefore it would make more sense to demonstrate the effectiveness of miniature social units at a micro level before proceeding to work among the well off. This learning emerged during the course of implementing project activities and was co-opted to steer the course accordingly.

- Midway towards formation of MCs – it was felt by the team that it may be a good idea to call for a public meeting of MC representatives and associated citizens, Parshads to share the progress made till then, problems /confusions typically encountered, get more ideas form the community, share future plans and propose some concrete activities through MCs. The meeting proved extremely useful for *identifying individuals* who had the experience, understanding and other capacities *for providing leadership at the city level* and could ply a powerful role in the MSP for presenting the citizens concerns and point of action required to address the same. Thus a strategy of *flexibility of approach* to project planning

was consciously practiced to incorporate ongoing learnings and allow for introduction of innovative additions/deletions to activity plan - that were based on experience and could not have been envisaged at the beginning.

- *Communication strategy*: During the course of implementing, it was felt that success of a collective network based city group would depend to a large extent on the degree of dynamic communication between various constituents of the network and the broader general body of citizens. Wide outreach was essential as an ongoing process and this could be managed only through periodic channels of communication – a *News letter & a Website*. Request to ADB to allow the use of contingency funds for this purpose was accepted and this enable a much wider span of outreach for communicating the activities of JTSM in different areas of the city – while at the same time encouraging ordinary citizens to contribute to these channels thus giving them an opportunity to be heard.

3. Accomplishments

3.1 Initial successes – intensive social mobilization efforts to raise citizen’s voice collectively through the medium of MSs resulted in following specific instances of local action on watsan issues:

- In ward no 32 MS no 1 – an application for water supply based on MS letter pad and through the collective MS platform – this led to NN clearing the blockades and water supply was restored. Such a method had never been tried earlier
- In ward 44 MS no 6 efforts led to installation of a bore well for water supply was sanctioned
- Coordination Committee public toilets constituted under JTSM facilitated acceptance of 20 proposals. Out of these 12 toilets will be monitored by the MS constituted under JTSM.
- In ward no 20 – MS of Mohra Colony managed to approach the Mayor for sanctioning a hand pump – Not only was this sanctioned – within 10 days it was actually installed due to the constant collective pressure and monitoring by the MS.
- In ward no 29 – Hurawali MS campaigned –pressed their Councilor to place 2 water storage tanks of 5000 liters in their Mohalla. This storage facility was connected through a motor operated bore well. Ever since its installation – local residents are collecting water from the tanks at times convenient to them.
- In ward no 29 Scindia Nagar (SN) slum MS nearly 4000 population has been deprived of water for last nearly 8 years. They did not even have their ration cards neither is their name included in the voters list. After the formation of Scindia Nagar MS, intensive meetings, overcoming the hostilities within the MS and with JTSM team members, a huge rally was carried out by SN-MS to take their long pending demands to the Mayor & Commissioner – who instructed the concerned officials to go to the slum the very next day and initiate the process so as not to force people to run around govt offices. The order was executed on 30th March 2007 at the site of SN and completed forms of all those who

had land pattas were finalized. Their ration card becomes the pre-condition accessing watsan facilities from the NN. Secondly – what was really remarkable was the fact that their negotiations with govt, their rally was carried out entirely under their own leadership – no politician or member of JTSM team was in the forefront during the entire process. This was a step towards self reliant and independent articulation of their own voice. It also reflected their unity and experiencing the power of collective Thirdly, the hand pumps in SN – that were very hard to operate and people developed sores on their hands after pumping water – needed a motor to be fitted so that water could be pumped through using electric/fuel energy. NN has given them a motor and a pipe line is being fitted to the water source for getting water.

- Ward no 37 Opho ki Bagiya at Ranipura sanitation provision was made through intervention of local Councilor facilitated by local MS
- Ward no 39 – Long over due clearing of open sewerage drain was accomplished through local MS
- Wards 34 & 44 – drinking water problem addressed
- Ward no 32 – clearing up the drainage chamber
- Ward no 48 – overflow of a nearby drain was rectified
- Ward no 49 – encroachment of demolished land of public toilets was brought under public scanner to prevent such private appropriation of public spaces
- Ward 48 & 53 – a proposal for new public toilet was accepted
- Ward no 9 – low and hanging live electric wires were straightened out through collective initiative – that posed a grave danger to the inhabitants and were in that situation for last 9 years.
- Ward no 10 – drinking water initiative
- Ward 15 – clearing of debris after celebration of marriage in the locality – collective effort to avail of services of NN
- Ward 2 – prompt clearance of local sewerage drain
- Ward 4- filling up a hole in the road that collected effluents of HH drains – this was filled up by NN – through facilitation of MS
- Ward 9 – clearing of drains – facilitated by MS

3.2 Newsletter & website launch – response and participation of members of community has been very heartening. This creates a long term opportunity for resource generation for the JTSM secretariat. For ordinary citizens to see their own write ups in the local Newsletter is a confidence building measure.

3.3 Expressions of interest and confidence in JTSM – many enquiries are received by the JTSM office and people are keen to join the network and contribute.

3.4 Initiative for addressing issue of public toilets in collaboration with Nagar Nigam (NN) – this creates an opportunity for positive linkages between local communities and the local govt. Local MS will be able to use this opportunity to demonstrate the “struggle and cooperate” strategy with local govt. for concrete community benefits for watsan.

3.5 Strong network with NN and elected Councilors- their participation and commitments of cooperation – mobilization effort has covered govt and politicians as well. This partnership between three basic constituencies is presented as a win-win situation for all.

3.6 Citizens initiative to seek information about watsan investments in their area – symbolic of rising awareness and confidence to seek accountability. Local community representatives are going to the PIU/ADB office to seek information on what is planned for their area under the project.

3.7 Finalization of preliminary constitution – this has been done through a consultative process as a start up document – to be fine-tuned as JTSM acquires experience , strength and maturity through concrete action plans for watsan – from grass root to policy level.

3.8 The most important accomplishments was the recognition of JTSM and MSs by Municipal Commissioner as agencies to work with for city’s development of watsan facilities during a public meeting at the launch of JTSM.

See Appendix 11 for details of such micro successes through the medium of MSs.

4. Issues & Challenges

4.1 Indifference and suspicion of the political representatives to begin with. They confused this intervention as part of main infrastructure project supported by ADB. A lot of effort was required to overcome misunderstandings through repeated clarifications and presentations.

4.2 Resistance to the initiative was also noticed within the poorest communities – since they were interested in receiving physical help in terms of a water bore well or storage tank or laying of piped water supply etc. they were impatient with and suspicious of the team’s initiative. It took a lot of repeat visits and convincing through concrete success of their efforts to win their confidence. It was quite heartening to note that only half way through the project implementation – JTSM team could organize a public meeting of more than 200 persons – inspite of the fact that we did not promise them any physical attractions neither was it a political meeting. The interest and curiosity of selected citizens was a vindication of communication strategy. Such occasions were also used to identify local community leaders. The process was thus open, public & without any bias. It was through such trail and error that a core group was constituted with wide diversity of background and who were motivated to volunteer to take active interest in water sanitation planning of their city through public mobilization for greater participation in and information of their urban watsan situation.

4.3 Government response to local water sanitation problems- as corroborated by past experience as well – has been one of crises management and firefighting. Conspicuous by its absence is existence of a pro-active policy that informs strategic action. Any

developments – such as additional investments in watsan, new technologies, new institutional reforms etc – are all dictated by a series of projects and their constituents. Financiers of projects determine direction of actions. Past attempts to provide integrated and comprehensive underground sewerage for the whole city are cases in point. In 1992 29 crores & in 2003 87 crores was committed for drainage project. However – it is difficult to get a clear accountability of what was the fate of these ‘project’ attempts. One does however note half finished outputs of ‘some’ resources used in form of semi finished drainage structures in the middle of Swarnrekha river – that has been reduced to a drain – but was once a source of fresh water. The partial structures have created more problems apart from lack of accountability of huge public funds. Even response to drinking water problems is ad hoc and random even though the problem of quantum of water & access to this source has been a chronic issue for the city. Ad hoc and piecemeal actions do not add up to a systemic improvement in the watsan situation of the city and citizens continue to suffer. There is no guaranty that future investments will also not meet the same fate. This was articulated very clearly by the leader of opposition in the Municipal Council during an interview (see the audio- visual documentation).

4.4 Local mafias: Most localities – specially the slums – one finds are de facto governed by local ‘Dadas’ or strongmen – who control the communities through fear and patronage – more the former and less the latter. Any development activity in ‘their jurisdiction’ has to be mediated through them and is also selectively appropriated by them. Drinking water supply from the Municipality through piped connections or tankers sent during periods of water scarcity are diverted for their use by installing pumps or enforcing the tanker to serve them on a priority basis. Access to public systems of water supply is thus discriminatory. Any reform introduced from the top thus gets diluted when mediated through such a system at grass roots. The only way to deal with them is to extend the local MS network with JTSM – beyond the locality and neutralize the immediate source of harassment/disempowerment.

5. Learnings

5.1 Learning – social analyses: A very critical insight realized during the process of working on the project was that basic lines of contradiction /fracture that need to be recognized are not between the rich, poor, govt & politicians. Even though each of these broad constituencies of city’s population (that are partly overlapping) has common objective constraints and advantages derived from their social situation - they also have internal complexity. Within each of these – there exist forces that obstruct movement towards more democratic & socially transparent governance as there is a ***vested interest in mis-governance by this set of people***. It is this subset of population who create their own local power structures through monopolistic capturing of public resources & using it as patronage to keep the have-nots under their control through perpetual dependence for routine public services that belong to all citizens as a matter of right. Ordinary and disempowered citizen is reduced to a situation where they have to beg for their rightful entitlements. There is a political nexus between such centers of power that span from lowest /poorest/slum locations to highest, level of political leadership as well as senior

levels of bureaucracy. Such a stranglehold is the most obstinate block in the move towards good governance – since such a move will undermine the power basis of this network.

- *The challenge is thus to identify – with involvement of local communities – the positive, supportive and constructive forces across the city’s population – at every level - and forge alliances with them to neutralize the attempts of this small minority to hijack the entire governance machinery as their private domain.* This also points to the need for struggling against these forces within the poorest communities as well. Roots of anti-poor practices are entrenched even within the poorer sections of urban population. Efforts for overcoming these have to be initiated right at the bottom through resolution of intra-poor power conflicts. Strategy of getting issues into the public domain and mobilizing the general body for action to seek accountability through raising questions and challenging local vested interests – has to be pursued. Such action needs to be supported through linkages with similar struggles going on at other spaces in the social hierarchy – so that vulnerability of poorer and politically weaker sections is reduced through wider networking. This is where the “network” approach of linking up MSs vertically and horizontally assumes significance. Local political struggles for democratic access to public services for watsan gain strength from their connection with a city based network & platform. In the absence of such empowering linkages – local opposition to local mafias (that obstruct access to watsan resources coming from the ‘top’) – can succumb to pressures of survival & oppression.

- Through intensive social mobilization & hands on capacity building - multitudes of such micro – democratic struggles – that reinforce each other through a connecting chain of solidarity (MS & JTSM) – can ultimately transfer this pressure for accountable governance at higher levels as well. The challenge is to identify & connect with such supportive forces within the govt and political constituencies as well. This – then – has to be followed by concerted pressure for actions (policy change, project accountability, program implementation, routine administration, finances etc.) that promotes good governance. This process will not only raise awareness – but also encourage involvement and most importantly – responsibility sharing by a wider set of city’s population. It will also be a capacity building process for all stakeholders as they will be forced to do their homework before they raise responsible questions and make constructive suggestions. Ultimately it is only through such broadly sanctioned actions based on informed dialogue that it is possible to overcome the deeply entrenched pockets of social control to establish democratic governance through constitutionally sanctioned processes. It necessarily involves a political struggle as resistance from the vested interests – from bottom to top - that currently control all decision making will necessarily resist any attempts to dislodge their privileged position. However – since this set remains a minority – it is possible to redress the imbalance by waking up the majority and motivating them to get organized for collective action & ensuring transparency of decision making.

- Based on the above – it follows that greatest challenge to democratic governance for watsan lies in empowering of the general body to keep their representatives on the toes through constant vigil and pressure to be accountable & transparent. It is important to keep in mind that democracy is not about rules and regulations and institutions alone.

- Vertical and Horizontal linkages – institutional linkages formed vertically from decentralized units with city based platform were constituted to connect the structure of MS with /through a city group. However – conscious effort is also being made to network MSs horizontally – according to electoral areas. This is being done to avoid the domination of MSs (that are small local units) by the JTSM – that is the large, visible and articulate body. A strongly networked base level network of MSs needs to be capacitated for working with the city group – who are expected to represent them – at the same footing for establishing internal democracy within the JTSM structure. Invariably – all kinds of representative structures/leadership institutions have a tendency to get disconnected from their constituencies, develop vested interest in maintaining status quo of their ‘positions’ and eventually emerge as ‘new set of bosses’. If democratic governance has to be rooted – then there is a dire need for the general body (GB) to be strengthened through their horizontal bonding so as to ‘recall’ any representative in case they fail to remain accountable to the GB below. Since each MS is a small local body and in all likelihood will also be politically weak in isolation. Through becoming part of a horizontal network – it can acquire the confidence and capacity to challenge city leadership if they feel interests of the grass roots are not being suitably represented. There is always a danger of city leadership being co-opted by external centers of mis-governance – which we have noted above. The vertically evolved leadership thus needs to be countered through cross sectional networking for politically balanced equations.

5.2 Learning – personal: It is very important for the Project Director/Manager/Initiator to be personally involved with project implementation at every level. This does not mean excluding responsibility delegation. Rather – it is an attempt to develop the main resource persons own capacities. In particular – direct connection with field level activities is essential. This helps in developing an understanding and sensitivity to grass root problems that is simply not possible through computer based or secondary level communications. Listening to the field as well as other team members is essential. Some of the important ideas during our implementation were contributed by the local team members – as they were encouraged from day one to do so. It also helps growth of leader’s own capacity for benefit to entire community of development practitioners. It also does justice to the concept of PDA – as an experimental learning opportunity.

- Secondly – it is equally critical to incorporate this ongoing learning form the field into successive stage of implementation. This implies that flexibility of approach has to be inbuilt in the project design. This learning is particularly directed at the donors – who often insist on over rigid activity schedules a priori – that can divest the experiment of much of its creative innovations that strike only during the trial. In case of our project, however, ADB activity officer and his other colleagues dealing with this project were very open to changes suggested in response to problems experienced or learnings imbibed. It is recommended that ADB should consciously incorporate this into its project methodology as a matter of policy.

- Thirdly –that the project team comprised of local resource members as well as outsiders to the project area proved to be an advantage. While local team members can maintain the continuity and have field familiarity – not possible for an outsider – the non-local has the advantage of acting with independence and does not come with a baggage of political alliances. It is possible to work in a liberated spirit and be perceived as a neutral agency. This helps widen the net and attract people. Secondly – explicit assurance of a time bound stay was useful in winning confidence that proposed JTSM was being instituted by & for citizens of Gwalior to be led by them. Role of implementing NGO was one of a facilitator only. This was practically demonstrated by keeping the NGO name in the background and projecting the effort as JTSM project based on MSs. Printed stationary with their won logo and name further reinforced their independent identity. This attitude and policy of the NGO – as an outside agency – helped imbibe trust of local actors.

- Fourthly – Formal Registration of institutional units: It is often a widely held belief that legal registration of any unit confers a legitimacy that is important for public recognition of a body. However such a view overlooks the fact that formal registration – in the absence of well developed and seasoned democratic practices in place - can actually serve to constrict the organization by making it amenable to monopolistic control that is difficult to dislodge. Changes within the organization become mediated through an external legal mechanism – that is not accessible to the lay constituency. This creates opportunities for perpetuating control of those better endowed with knowledge, means and social capital over the organization. New hierarchies evolve and the whole idea of creating a more representative decentralized unit gets defeated. This was actually observed during the process of forming a Mohalla Samitee in Scindia Nagar Slum. Insistence on registration by one of the local ‘boss’ was a means to ensure his leadership and authorization to broker links between the residents and govt. as a means of control and power. Information was hidden; money was collected from residents for doing them favors etc. This generates a new sense of dependence and slavery to local mafias – who are then linked to shady land deals and other forms of corrupt practices. Good governance becomes a casualty – and process of equitable access to watsan services or struggle to acquire them becomes weak. If the community unit is not registered – local processes of political contestation can lead to alternative representation that may be more accountable to general body. Formal Registration can thus prove to be a double edged sword and it is not advised to rush into such a status. It often creates a false sense of organizational legitimacy – notwithstanding the fact that there are thousand of registered non-functional units are gathering dusts while many of the strongest social movements-continued as non-registered confederations of like minded citizens till they commanded respect and following in their own right. Credibility, recognition and legitimacy thus evolve out of work, actions and dedication of its members – not merely through a formal certificate of registration. Latter can constitute danger of constricting local independence to sort out their own problematics and may in turn create more divisions.

6. Recommendations

6.1 One year effort has succeeded in erecting the basic institutional structure as a first level attempt. It remains however **too fragile** to stand on its own feet without additional back up to strengthen it. **Capacity Building of roles responsibilities of MS representatives on goals of JTSV, how to analyze problems, how to design strategic approaches to problem solving as opposed to only critical actions, how to negotiate with local govt.- through struggle and cooperation, lay persons understanding of town planning, total available water sources, prioritizing their use across uses and users, waste management- awareness of technical and organizational issues and related matters.** Such a background is a must for all stakeholders to have constructive suggestions for designing of annual plans of local municipality.

6.2 Following specific Capacity Building (CBs) necessary are:

- 1) How to understand & analyze municipal budgets
- 2) Use of RTI Act and understanding the implications of 74 constitutional Amendment of 1994 on urban decentralization.
- 3) CB for social mobilization and assertive negotiation with existing decision making machinery for socially responsible demands.
- 4) This CB can be done only through one, intensive training program; Secondly, only concrete action that follows local action plans for watsan will illustrate the process of people centric interventions for watsan and their eventual monitoring & sustainability. There is a need to demonstrate watsan “plans from below” coming into effect through the medium of citizen’s structure. There is thus a case for hands on CB.

This means that additional inputs are necessary to consolidate the effort invested in the same are or there is a danger of withering away of the enthusiasm that has been generated and that points to tremendous potential indicated by series of ad-hoc successes.

6.3 The **communication strategy** through website and News letter – both after thoughts after first half year – are very crucial for such a venture that is based on how strongly ordinary citizens bond with each other. This aspect needs further strengthening to entrench it as a self sustaining channels. Maybe **community radio** is another addition that can be planned in a following phase of the program.

6.4 Following strategies for scaling up of the model are recommended:

- lobby with local & state govt to use the citizen’s structure for mediating all developmental inputs so as to incorporate citizen priorities and also to ensure social monitoring for better quality.
- lobby with state govt. for policy changes for urban governance of watsan
- lobby with Ministry of MAUD (Municipal Administration and Urban Development) at Central govt level to incorporate Capacity Building (CB) strategies as part of Municipal annual plans and provide resources for the same
- CB for watsan planning for bureaucrats, politicians and Citizen groups is necessary since all present discussion is only around financial allocations with little awareness on substantial issues of alternative technical and institutional mechanisms for efficient and

eco-sensitive techniques that involve decentralized management of human waste, conservation of rain water, eco-sensitive ways of accessing fresh water and treating it and recycling the waste through partial treatments etc. Official practices are obsessed by mainstream practices- leaving little room for innovative ideas.

6.5 In light of the above - a second successive phase of the program is strongly recommended to consolidate the gains during the first phase in the same city.
