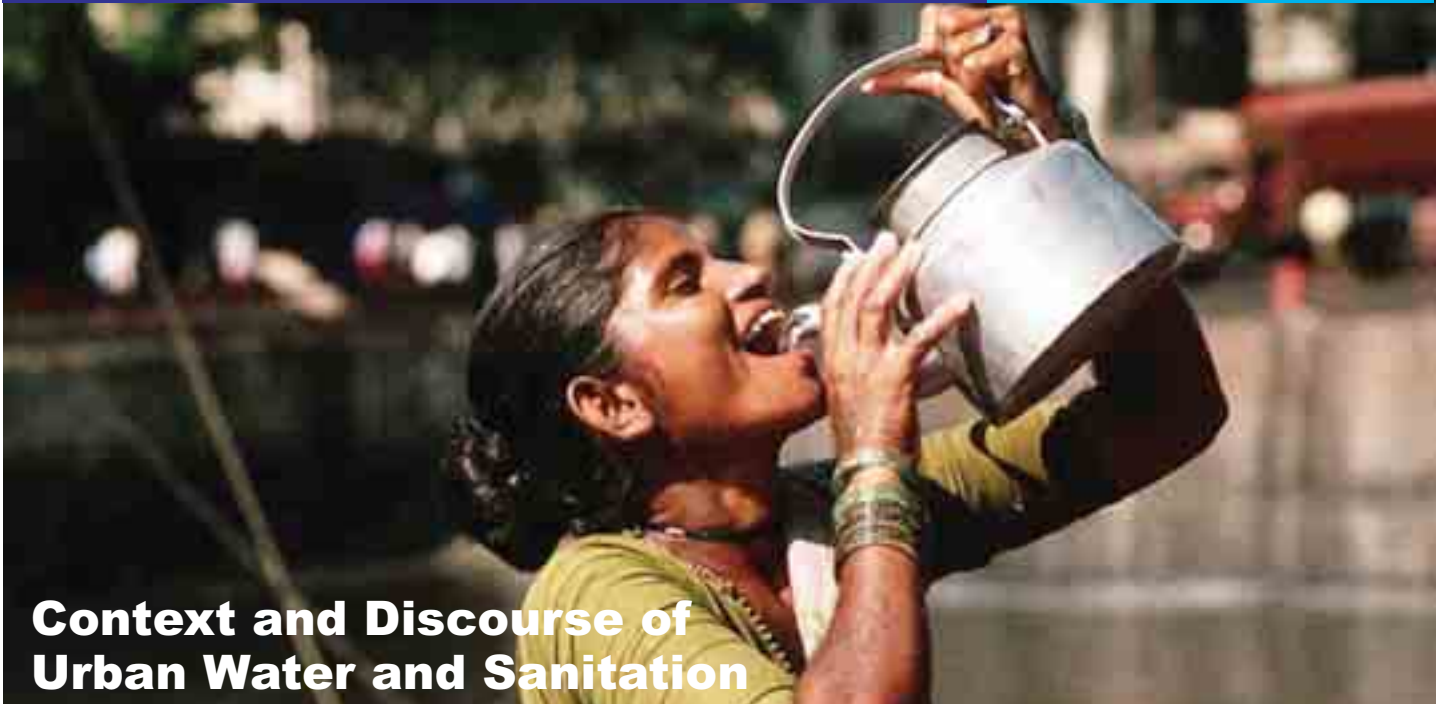


WATERDROPS



Context and Discourse of Urban Water and Sanitation

**Foreword by Depinder S Kapur,
Country Representative, WaterAid India, New Delhi**

WaterAid India is currently implementing urban and rural water, sanitation and hygiene programs with 50 NGO partners in eight states of India. Our programs and projects provide us with rich learnings of why water and sanitation are not reaching the urban poor. The Community Managed Toilets in Trichy, the Slum Environment Improvement project in Madhya Pradesh, the Review of the Asian Development Bank's Water Policy Implementation have provided rich learnings on the issues of affordability, access, availability and exclusion. They have provided us with the larger picture of what is happening in urban India, especially in the slums.

India's growing urban population coupled with the changing pattern of rural and urban livelihoods and employment is a cause of concern. The distress in farm livelihoods has reached alarming proportions with net farm incomes becoming negative in some large states of India. Urban employment opportunities in industries and manufacturing do not show growth and the increasing alienation of labour from the fruits of their production in informal services sector is becoming a norm. This informal service sector is also characterized by low paid casual jobs as compared to the better paid and regular industrial employment. Jan Bremen's work on Ahmedabad highlights this crisis of textile mill workers (one sixth of the city population in 1991) becoming jobless, casual workers and paupers in the past decade.

More than 50% of Mumbai population live in the slums. The conditions are perhaps only marginally better (but still worsening) for other metros of Delhi and Kolkatta. What city wide planning is possible in such conditions for improved water and sanitation access to the city population is itself a question. The Supreme Court had in the 1970s passed a famous judgment stopping removal of pavement dwellers of Mumbai, citing Right to Life under the Fundamental Rights of the Indian constitution as a sufficient reason. Things have changed and the courts now consider slum dwellers infringing on the Right to Life of other citizens of Delhi and Mumbai. Large scale slum removals in Delhi and Mumbai are currently being



implemented under High court and Supreme Court orders. Expensive shopping complexes and Malls have come up in Delhi where slums have been removed from public lands.

A change in poverty estimation methodology of Government of India in 2000 resulted in a steep reduction of official poverty rates by 10%. Statistics of urban poverty are in a mess anyway as these are arrived by state governments from the National Sample Survey (NSS) assessment. The identification of the poor is done by each state government and it results in extreme variations in urban poverty within and across cities of each state. According to 1998-99 figure of the government of Madhya Pradesh, 68.94% of people live below poverty line (BPL) in Bhopal whereas it is 46.91% for Gwalior (Directorate of Economics and Statistics, Government of Madhya Pradesh). Similarly, Delhi has an official poverty rate of only 8% but an independent study (by Naveen Kumar; Economic & Political Weekly, December 2003) found 57% of the slum population of Delhi as BPL.

The Ministry of Urban Development, Government of India has constituted a Task Force in 2005 called “National Taskforce on Universal Sanitation in Urban Areas” under the Chairmanship of the Joint Secretary Urban Development. This taskforce has two sub committees. One to draft a National Urban Sanitation Policy and the second a Campaign for Open Defecation Free Urban Areas. The National Urban Renewal Mission has initiated an ambitious plan to assist cities in upgrading infrastructure specially water and sanitation.

WaterAid India will continue to highlight the need and justification for community based approaches in all programs and schemes for urban water and sanitation.

WaterDrops is another modest initiative of WaterAid India, as an informal private newsletter and discussion forum, to engage with the stakeholders in the sector and outside, from a position of knowledge and learning on critical issues and challenges facing us.



Editorial

Dear Friends,

This issue of WaterDrops is a revival of WaterAid India's newsletter which was circulated before as WASIO News during 1995-1999. Earlier, WaterAid's office in India was called WaterAid South India Office and WASIO was used as an acronym for the newsletter. From 2000-2004, the newsletter perked up as WaterDrops and we at WaterAid India are happy to revive the newsletter in 2006 keeping the name intact. WaterDrops is an effort to showcase WaterAid India's (WAI) work, ideas, issues and concerns with its partners, civil society organizations, international NGOs and UN agencies and other important players in the WATSAN sector.

The major objectives of WaterDrops are three:

- To discuss and to deliberate on issues of water, sanitation and hygiene
- To inform other players in the field of Water Sanitation and Hygiene showcasing WAI's work and to update them on issues and concerns
- To share important research studies done on this sector by WAI or others

WaterDrops will come out with special focus on various issues of water, sanitation and hygiene. We are also planning to bring in regional focus articles in future issues. To start with, WaterDrops is being circulated using electronic format with limited print version.

In this issue, we focus on Urban Water and Sanitation concerns. India is urbanizing at a fast rate. During 1991-2001, the urban population in India rose from about 68 to 284 million. The reason for growing Indian cities is because they have poor people who lubricate and drive urban growth and also keep them manageable and relatively inexpensive. The problem of this growth is that it is highly iniquitous as far as basic services are concerned. The present infrastructure is not tuned to this growth; hence, the poor living in squatter settlements are left with inadequate or no basic services. This issue of WaterDrops focuses on this urban impasse deliberating on issues of water and sanitation. Needless to say that the views expressed by individual authors are of their own and the usual disclaimer applies.

The editorial team will be happy to receive comments on the articles and suggestions for WaterDrops' improvement. We do welcome articles from the readers to the future issues of WaterDrops.

Cordially,

Editorial Team,
WaterDrops, WaterAid India,
New Delhi
Email: waterdrops@wateraidindia.org



This issue of WaterDrops focuses on the urban impasse deliberating on issues of water and sanitation.

Profiling 'Informal City' of Delhi: Policies, Norms, Institutions and Scope of Intervention

WATERDROPS

Over the centuries, the concept, size, population, needs as well as literary depictions of cities have undergone a remarkable change in most parts of the world. Cities are acquiring an economic, cultural as well as literary identity of their own; independent of the identity of the country in which they are located. At the onset of the present millennium, for the first time in human history, more than 50 per cent of the world's population was living in urban areas. According to the United Nations, cities in developing countries are growing by over one million people a week. The World Bank estimates that there were some 500 million poor urban dwellers in the year 2000. Based on "one-US dollar-a-day" income-based poverty line; worldwide, 30 per cent of poor people live in urban areas. Cities attract a large number of workforce for their development without creating any facilities for them, causing the emergence of informal settlements of workers and service providers. Notwithstanding the contributions of the urban poor, all key policies, most legislation and almost all institutions have seemingly favored their marginalization in Indian cities. A rather disturbing trend of the spatial exclusion of the poor has been observed in all

A rather disturbing trend of the spatial exclusion of the poor has been observed in all metropolises, irrespective of the political ideology of the ruling party.

metropolises, irrespective of the political ideology of the ruling party. The poor are being pushed out of the city to areas where services are poor, investment is low and livelihoods opportunities are few and far between. Reduced state expenditure on welfare schemes and subsidies, along with cut backs in employment and privatization of basic services has further increased the vulnerability of the urban poor. The basic services have not kept pace with the rapid growth; hence, as high as 50 to 60 per cent of the population of large cities live in informal/ sub-standard settlements. The iniquitous distribution of resources, including land for housing, of civic services and of economic opportunities, has widened the gaps between the "planned city" and the "informal city".

WaterAid India carried out a primary research which covered eight informal settlements located across two wards (Badli and Bhalaswa) in Delhi to conduct community-based assessments of the current situation, problems and resources. The study further aimed to analyze how the policy environment and the institutional functioning in the city have impacted the coverage and quality of basic services and shelter of the urban poor communities in peripheral wards of Delhi. Low investment, fewer economic opportunities for the poor and lack of any planned development approach has made these areas the most vulnerable, while the future will see more concentration of the urban population in these areas of the city. The study threw light on both macro and micro situations of people living in the slums of Delhi.



Urban Poverty of Delhi

In 1999, according to the slum department of the Municipal Corporation of Delhi (MCD), there were over 1,100 slum clusters with an estimated population of 3.2 million. Additionally there were 1500 unauthorized colonies with an estimated population of 3.5 million, 52 resettlement colonies and 216 urban villages with estimated population of 2 million and 0.6 million respectively. Thus, in 1999, more than 10.3 million people, i.e., 78 per cent of the city's population were living in marginal/sub-standard settlements. In 2001, as per estimates of the Delhi Urban Environment and Infrastructure Improvement Project (DUEIIP) 76 per cent of the city's population was residing in sub-standard settlements (see table below).

Table: Informal settlements in Delhi (2001)

Category	Estimates as per DUEIIP, 2001	
	Population (in million)	% of total population
Jhuggi Jhopri Clusters/Squatters	2.07	14.82
Designated Slum Areas	2.66	19.05
Unauthorised Settlements	0.74	5.30
Regularised unauthorized colonies	1.78	12.75
Resettlement colonies	1.78	12.75
Rural Villages	0.74	5.30
Urban Villages	0.89	6.37
Planned Colonies	3.31	23.71
Total	13.96	100.00

Source: DUEIIP, Status Report for Delhi 21, GOI & MoE & F, January 2001, Page 1, Chapter 7 & Amitabh Kundu, "Provision of tenurial security for the urban poor in Delhi: Recent trends and future perspectives"

According to the official estimates of the Planning Commission, in 1999-2000, Delhi had only 8 % population below poverty line. However, the research done in 2001 showed that poverty was 48% in households and 57% in the surveyed population of Delhi slum dwellers. Hence by using the official poverty estimation methodology, the study points that poverty levels for Delhi could be at least 25 to 35%, as against the 8% official estimate.

Water and Sanitation Coverage

According to UNICEF, WHO, and Planning Commission figures, India is almost on course to meet the Millennium Development Goal (MDG) Target for water and sanitation in urban areas by 2015. According to a World Bank report, out of 27 metropolitan cities with million-plus population in Asia, Chennai and Delhi share the same rank as the worst performing cities in terms of hour of water available per day. Mumbai ranks third and Kolkata finds a fourth position. The coverage of drinking water in urban areas was reported to be 91 per cent in the 55th round of the National Sample Survey in 1998-99. However, only 59 per cent of the urban population received drinking water from a public source, which they did not have sole access to. According to the 54th round of NSS, 62 per cent of urban households was reported to have their principal source of water within the premises and 32 per cent had it within 500 meters.

The percentage of households having no latrine has declined significantly from 36.8 to 31.1 during the period between 1983 and 1988-89. The figure has, however, gone down only marginally to 30.6 per cent in 1993. The increasing trend of urbanization and urban poverty, thereby, has reflection on the serious deficiencies of housing stock, urban infrastructure and basic urban services, especially in low-income settlements. This is largely due to growing urban population, low public investment on urban services and poor implementation of development schemes. The large cities/urban agglomerations like Mumbai, Delhi and Kolkata are exploding with a population over 10 million people.

Major Findings:

Population and Demographics: The sample household survey reveals an average family size of five persons per family, a significantly high proportion of dependant population; and a low sex ratio. Majority of households in all types of informal settlements have the head of their households self-employed; of these majority are in the unorganized sector.

Housing: Majority of households surveyed in the different types of informal settlements have pucca housing. In JJ clusters and unauthorized colonies some proportion of the housing stock is kutcha; it may be attributed to lack of security of tenure. A little over, half of the households surveyed have more than two rooms in their dwelling units, while JJ clusters predominantly have one-room tenements, majority of the houses in unauthorized colonies have tenements with more than two rooms.

Water: Informal settlements depend on community level sources for water supply. In JJ clusters and resettlement colonies, community standposts are the main water supply sources; in unauthorised colonies, they are handpumps and tankers, while in urban villages the main sources are piped water supply by DJB and handpumps. The average duration of water supply in informal settlements is one to five hours a day. Household dependent on tankers for water supply have no fixed timing or duration for supply. The households that are dependent on handpumps have to cope with the poor quality of water due to contamination of groundwater in these areas. Households that are dependent on community level water supply sources have to spend one hour or more to fetch water, while households having access to individual connections have to be awake and vigilant at night since the supply time is not assured. Very few households make payment for water supply; there is, however, a high level of readiness to pay if improved services are offered.

Toilets: Community and individual toilets are sanitation facilities used by adults in informal settlement. In JJ clusters adults depend on community level toilet facilities and a significant proportion of households are forced to defecate in the open due to inadequate provisions/poor maintenance of the toilets. In unauthorized colonies, adults depend upon community as well as individual toilets. With respect to sanitation facilities accessed by children in informal settlements, in JJ clusters majority of the children defecate in the open due to lack of child-specific toilet facilities. In unauthorized colonies, resettlement colonies and urban villages, majority of the children use individual household level toilet facilities. All individual toilets in informal settlements are based on inappropriate and redundant disposal mechanisms (septic tank, disposal in drains) which are creating poor environmental conditions within the community and in its neighborhood. In settlements that are dependent on community toilet facilities the ratio of persons per toilet is very high. Very few households that are dependent on community toilet blocks for their sanitation need make payment for using the toilet and for its operation and maintenance costs. People preferred individual toilets while in settlements that have individual toilets the households aspire for the toilets to be connected to the city level sewerage system.

Drainage: Informal settlements have different types of drainage systems, namely, open kutcha and open pucca. Majority of households reported weekly cleaning of the drainage. Different actors are involved in the maintenance of the drainage system including municipality, private sweepers and community. Despite the presence of multiple agencies there is a high level of dissatisfaction among communities with respect to the type of drainage system and its maintenance.

Solid Waste Management: There is an absence of an organised system of garbage collection by the municipal authorities in all the slums surveyed in the two wards. Majority of the households are indulging in dumping garbage at a variety of locations including by-



lanes, drains, nallas, open area, near toilets, and in municipal bins. The communities voiced their dissatisfaction with the low and irregular frequency of clearance of garbage by the municipal staff.

Health: There is a significantly high level of non-attendance from school (for children) and work (for adults) due to diseases/infections resulting from poor environmental sanitation. Poor health status of children and adults also has financial repercussions for slum households as a proportion of the monthly income is spent on accessing private health care facilities due to inaccessibility and poor service of public sector health care infrastructure.

This study recommends intervention through networks of NGOs at the city/state, inter-ward and wards level interventions to address the underlying causes of vulnerability of people living in informal settlements. For influencing the issues like land tenure, pro-poor master plan, district plans, resource allocation and expenditure of selected wards and development programmes, a city level network and a forum for dialogue among key stakeholders will be required for improving the fringe areas of the city. A serious dialogue among civil society, urban experts, sensitized city authorities and policy-makers, along with other key stakeholders, are required to work out other functional details.

Excerpts by Anjal Prakash,
Research and Media Relations Officer, WaterAid India, New Delhi

Informal settlements have different types of drainage systems, namely, open kutchha and open pucca. Majority of households reported weekly cleaning of the drainage.



Citizen Report Card on Public Services for the Poor in Peri-Urban Areas of Bangalore

The urban poor constitute a substantial percentage of the population in a city or any urban area. Though they contribute significantly to the 'informal' sector of the city, most of the city development plans do not acknowledge it. The process of marginalization of the urban poor continues geographically, especially in the peri-urban slums. Studies carried out in such settlements have highlighted the gross neglect shown to the residents, with regard to provision of most of the public services, including drinking water and sanitation.

With this background in mind, the Association for Promoting Social Action (APSA) in partnership with Public Affairs Centre (PAC), supported by WaterAid India, decided to carry out a Citizen Report Card (CRC) in four slums located in the peri-urban areas of Bangalore city with particular reference to the basic amenities of water and sanitation. This article is based on the findings of this study.

The methodology consisted of: Focus Group Discussions (FGDs), social mapping of the study areas and household survey. Four slums from two CMCs of Bangalore were selected. These were Nellorepuram and Reddypalya from Mahadevapura CMC, and Sanjayanagar and Manjunathanagar from KR Puram CMC. 300 households were interviewed individually and in group discussions to understand their needs and to provide observations on the status of their facilities. The perceptions and needs of the people were documented and the Citizen's Report Card developed; the following key issues were taken into discussion with service providers and government:

- Supply of drinking water is inadequate.
- Water quality is not satisfactory
- There is a lack of adequate community or household sanitation facilities.
- Open defecation is prevalent.
- Unhygienic conditions are rife due to indiscriminate disposal of garbage and open-defecation.
- Health conditions are often abysmal, particularly of children who are the worst affected by outbreaks of water-borne diseases.

Suggestions and recommendations:

- People's participation and formation of slum-based committees for planning, implementing and monitoring of water and sanitation facilities.
- Better awareness on segregation of garbage and a service to carry out door to door garbage collection.
- At least one Primary Health Centre in each City Municipal Council (CMC) to be shared by the two 'slums'.

The objective of CRC approaches is to bring to greater awareness among both the government agencies that are the major service providers and the citizens who are users of these services and to enable institutions of civil society to assess key issues and identify key areas of action. The findings of the research are used to inform the public and to encourage and support collective action by citizens' groups to improve accountability and performance in the government, who is the key service provider.

**A Report by PAC, Bangalore; Supported by WaterAid India and APSA. 2005.
Excerpts by Asha Ramesh, Director, Policy and Partnership,
WaterAid India, New Delhi.**

A Joint Programme of WaterAid India, UN Habitat and Municipal Corporations in Four Cities of Madhya Pradesh

WaterAid India has undertaken a joint programme with United Nations Human Settlements Programme (UN Habitat) and Municipal Corporations of Bhopal, Indore, Gwalior and Jabalpur called the Slum Environmental Sanitation Initiative. WA India has been working in the state of Madhya Pradesh with a regional office and has been operating with local NGO partners for both urban and rural projects since the last two and a half years. The aim of the programme is to develop and to demonstrate community led approaches in the four cities of Madhya Pradesh where large Asian Development Bank (ADB) investments are being planned.

ADB is investing in the four cities of Madhya Pradesh for upgrading the water and sanitation infrastructure. However, like other ADB investments in the WATSAN sector, a large number of slums are likely to be left out. DFID is expected to fill this gap by investing in slum level infrastructure improvement to complement ADB funding. Hence, the purpose of this agreement between UN-Habitat and WaterAid India is to demonstrate and to develop approaches for slum improvement (with focus on water, sanitation and hygiene) with selected local NGO partners, which could influence the larger investments in the cities and improve access to services for the marginalized urban population. The goal of the project is in line with the millennium Development Goals (MDGs) and for furtherance of the shared vision and mission of UN-Habitat and WaterAid India.

The programme was launched in October 2005. The first phase is of two and a half years where interventions are planned covering 5000 slum households each in four cities - Bhopal, Gwalior, Indore and Jabalpur. As a first step, two cities - Bhopal and Gwalior were chosen for slum enumeration programme called Poverty Pocket Situational Analysis (PPSA). Under this, a joint enumeration exercise was carried out by WaterAid India, UN Habitat, Municipal Corporations of Bhopal and Gwalior and two WaterAid associate NGOs Arambh (Bhopal) and Sambhav (Gwalior). The process of slum mapping started in November in Bhopal and Gwalior. A format was jointly developed to be adopted uniformly by all partners in their operational districts for gathering the necessary data. About 25 field teams were formed in each district comprising of NGO staff and municipal corporation staff to carry out the survey. A workshop was conducted in November 2005 involving all staff, WAI, UN Habitat and Municipal Commissioner where the teams were oriented about the programme and on the importance of correct information collection through focused group discussions, transect and observations in the slums.

380 poverty pockets in Bhopal and 229 poverty pockets in Gwalior were surveyed by NGO Staff along with the municipal corporation staff. The questions asked were mainly bordering on population (number of households, number of families below poverty line, total population etc.), presence of infrastructure (roads, street lights, schools, anganwadi, balwadi, health centers, etc.), access to water supply (hours of water supply, number of individual and community water connections, quality of water, etc.) and access to sanitation (individual and community toilets, open defecation practice, solid waste management, etc.). Based on individual poverty

pocket's information on these counts, slums were categorized and ranked. The data analysis provided information on slums with the least access to water and sanitation and where the number of people living below poverty line was high apart from access to infrastructure. The task was to choose 5-10 slums (covering 5000 households in each city) from the list of 380 poverty pockets in Bhopal and 229 poverty pockets in Gwalior.

The following problems were faced when one criterion alone was taken for selecting the slums:

- Slum ranking based on access to drinking water: The criteria was good enough but in the questionnaire, the two counts for access to water i.e tap water supply and access to community tap, hand-pumps, tube-wells, etc., were clubbed together to define safe source for drinking water which showed a very high coverage of water supply. NGOs confirmed that if pipe water supply was taken alone then the actual situation could be represented.
- Slum ranking for sanitation was also problematic as there were a large number of open defecation slums and choosing only on this basis alone meant many poverty pockets ranked as the one with the top most priority.
- BPL Survey: The government BPL lists did not cover all the poverty pockets and especially the new settlements. Apart from this, the list was prepared around 6 years ago in 1998-99 and was matched with the households counted in 2005. Therefore government's list was found inadequate if taken as a stand alone indicator for slum identification and ranking.

Therefore, it was decided not to take water coverage as a stand alone criterion for ranking of poverty pockets. In Bhopal, a mix of all the above three was done to arrive at the final listing of poverty pockets for intervention while in Gwalior, access to sanitation (individual and community toilets) were the main consideration plus the number of people living below poverty line.

The process of PPSA generated a number of learnings that could be shared. First, the present exercise was one of its kind where Municipal Corporation has been jointly engaged with the NGOs for identifying poverty pockets and validating the information collected. Slum enumeration of this scale needs special attention in cross checking information, verification and analysis. Many a time, large surveys of this kind may lead to errors in data collection and therefore verification and cross checking do help in minimizing errors at the source and in analysis. Moreover, it is a very good tool for identifying poverty pockets which gives an objective assessment of situations which can be translated into action by short listing slums on that basis. Second, the tool will also help in minimizing political considerations and interference for short listing slums. Third, the slum ranking may have per capita living space as a criterion for determining poor and not poor households (BPL) only.

**A report by S.C. Jaiswal,
Technical Officer Regional Office West, WaterAid India Bhopal**



Asian Development Bank's (ADB) development assistance in the urban water supply and sanitation (WSS) sector in India began in the late 1990s. Since then it has funded several multi sector and stand-alone projects to provide and to expand WSS facilities in Indian cities. In 2001, ADB approved a water policy that recommended an increase in the flow of resources to the sector and linked water supply to poverty reduction. In the background of the policy coming up for a review in 2005, WaterAid decided to take stock of ADB's achievements under different projects and evaluate the implementation of this Water Policy. A three-country study in Bangladesh, India and Nepal was initiated to find out if the ADB's Water Policy is being implemented and if it is ultimately ensuring sustainable WSS services for the poor. This article presents the major findings of the study for India.

For the India review, six cities in four projects were selected - Ramnagaram which is part of the completed Karnataka Urban Infrastructure Development Project (KUIDP); Karwar as part of ongoing Karnataka Urban Development and Coastal Environmental Management Project (KUDCEMP); Jodhpur and Ajmer as part of Rajasthan Urban Infrastructure Development Project (RUIDP) and Indore and Ratlam of Urban Water Supply and Environmental Improvement Project in Madhya Pradesh (UWSEIP). The objective of the review was to look at ADB's Water Policy implementation from the lens of access and equity for the urban poor.

ADB's Involvement in the WSS sector in India:

ADB's water and sanitation projects in India are classified under a broad urban portfolio and generally combined with targeted poverty reduction components, municipal governance and policy reforms. A stated key objective of ADB funding is also to increase access and involvement of slum dwellers through NGOs in planning and managing WSS to improve their overall quality of lives and reduce their poverty. ADB entered the WSS sector in India in 1998 and till date has invested \$960ml. in five Integrated Urban Development Projects. In 2004 around 14% of its total investment in India was for urban WSS related projects. ADB started with the developed state of Karnataka and is now leveraging its experience in the less developed states like



Rajasthan, Madhya Pradesh, North-East, Jammu & Kashmir and Uttaranchal. Less priority is given to sanitation sector, despite the high cost of sanitation infrastructure and the sanitation coverage gap.

Effectiveness of Sustainable Services for the Poor

Water Supply

Coverage of piped water supply has increased inside intervened slums. Nearly 50% of the project households had access to municipal water supply inside homes. However, differential service provision level is prevalent in all the three projects where unauthorized slums still resorted to public stand-posts. Those unconnected are primarily either the poorest or people in technically difficult areas. Around 1/3rd of households reported paying for water, and of those only a half reported functional water meters. Water collection time has considerably decreased in completed projects by 10 minutes and marginally decreased in ongoing projects by 42 minutes.

Sanitation Services

Sanitation services largely aimed at building systems for underground sewerage, solid waste management and wastewater management. A significant increase in the proportion of households with individual toilets in project settlements was noted, although majority was built through personal expenditure and not ADB investment. Open defecation practices continued in all communities. Credit for individual latrines was being provided through just one project (KUDCEMP). Despite free connections to the junction box, households with septic tanks were reluctant to switch to sewerage systems due to cost implications of laying the underground pipe from their latrines to the junction box. In the completed projects, people, by themselves, had connected to storm water drains; sewerage connectivity was low.

Capacity to Pay

Users pay three costs to access piped water supply - connection fee, plumbing and tariff. There was an expressed concern over the high connection cost amongst the poor households. Borrowing for water connection was not an option the poor households preferred. Connection charges average Rs 2,320 and most connected families reported not to pay for a connection. Poor households pay up to 6% of income on tariffs with the majority paying above 4%, which is expected to rise annually as tariffs increase in line with cost recovery principles. A policy for variable tariff for the poor does not exist in the projects. In HIG areas, tariff charges are on flat rates as meters are either not installed or non-functional. In most towns, tariffs have not increased after projects; however, in the completed project tariff levels had increased and meters were being installed. While most project pre-feasibility studies make suggestions of multi-fold hikes in water and other tariffs, the study team experienced deep resistance to the proposed steep hikes amongst the people (poor and non-poor) in project towns.

Community Participation

Over the various project generations, community participation is beginning to get more attention. The newest projects are more specifically planned to engage communities through complementary funding and inclusion of experienced NGOs. Community participation has remained low in the first generation projects where many NGOs involved, lacked expertise in engaging poor communities. NGO selection process was non-transparent and lengthy. Payment based on reimbursement meant that good NGOs were not interested. Non-local NGOs lacking familiarity with local issues were contracted. NGOs followed a fixed task list instead of focusing on empowering and organizing communities. NGOs in the project cities expressed that real needs of the poor has been ignored in the project design, and there has been poor information dissemination in slums creating confusion. Linkages with livelihood components, and hence poverty reduction, were weak. No system has been developed for community feedback or interface except in KUDCEMP. Project staff being dominated by engineers meant that NGO components were badly

designed and under funded. There has been reluctance to use expensive loans for community participation; they would rather use allied grants for soft components. Slum selection process has followed the government slum lists that have generally missed the most vulnerable, unlisted settlements and on an average covered only a quarter of slums in the city. Infrastructure designs do not focus on networking solutions, but promote stand alone water supply systems for slums. Such an approach raises issues of equity, quality control and alienation.

Institutional Arrangements

KUIDP serves as a model for all ADB urban projects in the country. It has a Special Purpose Vehicle (SPV) as the Executing Agency i.e. KUIDFC. In this model, the Project Management Unit (PMU) at the state level is the sole executor of the project and it is supported by consultants who are accountable to the SPV. At the city level a PMU located outside the Urban Local Body (ULB), is the main implementer. Other actors in the project include the Public Health Engineering Department or State Water Boards, Urban Improvement Trusts and other line agencies linked through an empowered committee at the level of the State Chief Secretary for functional synergy and decision making.

Monitoring and Evaluation

ADB projects have elaborate reporting procedures that are strictly adhered to. The PMU has a skeleton staff for M&E, which is managed by consultants. The latest generation of projects has overcome initial problems and is fully trained in developing the monthly, quarterly and annual progress reports quickly and uniformly. However monitoring is largely a housekeeping activity that checks physical works and their quality. There is no system for monitoring services to the poor, community processes and inclusion, despite the developed log frames and indicators. As in the case of planning, slum residents are excluded from monitoring of physical works. A common set of indicators has not been established and each study uses different indicators making comparisons difficult. Data are not disaggregated which means it is not possible to measure changes in slum and impact on the poor. In some cases baselines were delayed and undertaken after implementation had begun and hence changes resulting from ADB projects will either be under or over estimated. The feedback loop from M&E results to decision making appears to be missing, and coupled with the inflexibility of project design means that M&E processes are largely incidental to implementation. The project pre-feasibility study never included "Ability to Pay". The proposed hikes in the service charge, property tax, et al., were not linked with mapping the ability of the citizens to pay.

Debt Analysis

At the national level total debt to GDP ratio is 18% for the financial year 2004-05. The World Bank has recently reclassified India from a high to a moderately indebted country. State government debt is, however, mounting. Debt repayments account for 25% of total revenue receipts in 2004-05, resulting in a circle of deficit, debt and interest payments. There is no information on State repayments to ADB, as loans are channelised through the Central Government as Additional Central Assistance and repayments by the State are made to the Central Government. Amounts owed during repayments are deducted from federal outlays from the central government to the state government.

**Excerpts of the study by Biraj Swain Vatsa,
Policy Research Officer, WaterAid India, New Delhi**

There is no system for monitoring services to the poor, community processes and inclusion, despite the developed log frames and indicators.

WaterAid India Launches Handwashing Campaign on the Occasion of World Water Day 2006



By the simple act of washing our hands with soap or ash, before food and after defecation, one can not only prevent, but also protect ourselves from life-threatening diseases like diarrhea, to a large extent. WaterAid India started a campaign to take this message to the masses. On the occasion of international water day on March 22, 2006, WaterAid India (WAI) has launched a Nation wide Hand washing Campaign. At a function organized in New Delhi, Honourable Minister for Rural Development Government of India Dr Raghuvansh Prasad Singh administered an oath to all the people present on the occasion." People must be motivated to adopt better cleanliness practices. Once they are aware, several incidences of diseases such as diarrhea can really be reduced," said the Minister.

Prominent personalities joined hand with WaterAid India in its campaign. Dr. Lizzet Burgess, Chief of Water and Sanitation, UNICEF, Dr Jayshree Gupta, Joint Secretary, Government of India, Dr. Kiran Bedi, India's first Woman IPS officer and Chairperson and Dr Tom Palakudiyil, Asia regional Manager, WaterAid UK were present at this function along with over 400 participants from 10 states of India. The participants included children, parents, teachers and partner NGOs of WAI. The dignitaries also kicked off WAI's media campaign by releasing flip books, audio and video cassettes, that has been designed to be distributed in schools. Speaking at the function, Anand Shekhar, Regional Manager, WaterAid Bubneshwar reiterated that the campaign will continue for three years and its impact evaluated on an annual basis. Depinder S Kapur, Country Representative, WaterAid called partner NGOs, teachers and parents to join hands to make this campaign successful. The campaign is primarily targeting children in 10 states of india as they are seen as the key agents for a lasting cultural change.

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Jawahar Lal Nehru National Urban Renewal Mission project on Basic Services to the Urban Poor : An Update

WATERDROPS



India is urbanizing at a fast pace. As per 2001 census, 285.35 million people in India reside in urban areas constituting around 27.8% of the total population of the country. Since independence in 1947, the population of India grew threefold while the urban population grew fivefold. The growing urban population has also seen a growth in urban poverty due to migration of the poor from rural to urban areas and the population growth of urban poor. As per 2001 census, around 61.8 million people stayed in slum locations. Looking at the massive urban growth, JNNURM is engaged in revising strategy for urban renewal including providing basic services to the urban poor (BSUP) and hopes to reform legal, institutional and financial constraints which apply to both - state governments and urban local bodies. It envisages improving urban governance so that Urban Local Bodies (ULBs) and para-statal agencies become financially sound with enhanced credit rating and ability to access market capital for undertaking new programs and expansion of services. To achieve this objective, State Governments, Urban Local Bodies and para-statal agencies will be required to accept implementation of an agenda of reforms. Accordingly, base line studies are conducted in 10 selected cities to feed into national sanitation policy as a step towards reforming urban sanitation. Task forces are formed for urban sanitation and campaign for city wide sanitation. The policy is expected to highlight the fiscal arrangement and the approach (role of NGOs) towards tackling the issue of urban sanitation. Specific to drinking water supply and sanitation, the mission would look into water supply including sanitation, sewerage, solid waste management, drainage and urban transport including roads on a priority by the central sanctioning and monitoring committee in the ministry of urban development. The allocated funds under the Sub-Mission Basic Services to the Urban Poor (BSUP) for a seven year mission commencing from 2005-06 are huge. It is being planned to spend Rs. 136.59 billion for 63 mission cities for BSUP and Rs 47 billion for non-mission cities under integrated housing and slum development program (IHSDP). The table below provides the name of the city with population chosen under the BSUP program.

Table: List of Identified Cities/Urban Agglomerations (UAs) under Sub-Mission on Basic Services to the Urban Poor(BSUP) program of JNNURM

Sr. No.	City	Name of the State	Population in Lakh (2001 census)
a) Mega Cities/UAs			
1	Delhi	Delhi	128.77
2	Greater Mumbai	Maharashtra	164.34
3	Ahmedabad	Gujarat	45.25
4	Bangalore	Karnataka	57.01
5	Chennai	Tamil Nadu	65.60
6	Kolkata	West Bengal	132.06
7	Hyderabad	Andhra Pradesh	57.42
b) Million-plus Cities/UAs			
8	Patna	Bihar	16.98
9	Faridabad	Haryana	10.56
10	Bhopal	Madhya Pradesh	14.58
11	Ludhiana	Punjab	13.98
12	Jaipur	Rajasthan	23.27
13	Lucknow	Uttar Pradesh	22.46
14	Madurai	Tamil Nadu	12.03
15	Nashik	Maharashtra	11.52
16	Pune	Maharashtra	37.60
17	Cochin	Kerala	13.55
18	Varanasi	Uttar Pradesh	12.04
19	Agra	Uttar Pradesh	13.31
20	Amritsar	Punjab	10.03
21	Visakhapatnam	Andhra Pradesh	13.45
22	Vadodara	Gujarat	14.91
23	Surat	Gujarat	28.11
24	Kanpur	Uttar Pradesh	27.15
25	Nagpur	Maharashtra	21.29
26	Coimbatore	Tamil Nadu	14.61
27	Meerut	Uttar Pradesh	11.61
28	Jabalpur	Madhya Pradesh	10.98
29	Jamshedpur	Jharkhand	11.04
30	Asansol	West Bengal	10.67
31	Allahabad	Uttar Pradesh	10.42
32	Vijayawada	Andhra Pradesh	10.39
33	Rajkot	Gujarat	10.03
34	Dhanbad	Jharkhand	10.65
35	Indore	Madhya Pradesh	16.40
c) Identified cities/UAs with less than one million population			
36	Guwahati	Assam	8.19
37	Itanagar	Arunachal Pradesh	0.35
38	Jammu	Jammu & Kashmir	6.12
39	Raipur	Chhattisgarh	7.00
40	Panaji	Goa	0.99
41	Shimla	Himachal Pradesh	1.45
42	Ranchi	Jharkhand	8.63
43	Thiruvananthapuram	Kerala	8.90
44	Imphal	Manipur	2.50
45	Shillong	Meghalaya	2.68
46	Aizawal	Mizoram	2.28
47	Kohima	Nagaland	0.77
48	Bhubaneswar	Orissa	6.58
49	Gangtok	Sikkim	0.29
50	Agartala	Tripura	1.90
51	Dehradun	Uttaranchal	5.30
52	Bodh Gaya	Bihar	3.94
53	Ujjain	Madhya Pradesh	4.31
54	Puri	Orissa	1.57
55	Ajmer-Pushkar	Rajasthan	5.04
56	Nainital	Uttaranchal	2.20
57	Mysore	Karnataka	7.99
58	Pondicherry	Pondicherry	5.05
59	Chandigarh	Punjab & Haryana	8.08
60	Srinagar	Jammu & Kashmir	9.88
61	Haridwar	Uttaranchal	2.21
62	Mathura	Uttar Pradesh	3.23
63	Nanded	Maharashtra	4.31

Reference:
Government of India (undated). Guidelines for the projects on Basic Services to the Urban Poor (BSUP), to be taken up under Jawahar Lal Nehru National Urban Renewal Mission (JNNURM). New Delhi.

Excerpts of recommendations from the Women and Sanitation Workshop held at Rajiv Gandhi Foundation in Delhi during March 20-21, 2006

- 1) Mapping of all slums in a city whenever a large infrastructure project on water and sanitation is launched with Government or Donor or International and National Development Bank funding support. Recommended under NURM to start with where major investments under Water and sanitation is envisaged.
- 2) Amendments to the 74th Amendment to make smaller and viable units for local governance in urban centres. The current urban municipal Wards are too large as units for local self governance.
- 3) Individual household toilets and not Public or Community Toilets when slums are relocated. Provision be made in alternative housing for slum dwellers for individual toilets when considering the size of a plot or a flat when there is a forcible relocation of slums. Only when there is an insitu-upgradation of slums and/or when there is a constraint of space community toilets be considered.
- 4) Provision for lower connectivity charges and a lower minimum water charge for the slum dwellers, lower than the rates for the regularize colonies.
- 5) Creating a window for NGO support to Community Managed Toilets under an NGO support project of Gol Small Grants Scheme for credible NGOs working on a non profit basis for urban water and sanitation. With the understanding that management of CMTs will be with the SHGs and Women Federations and not with the NGOs. The role of NGOs will be for the following:
 - a. Support for capacity building, training, community/slum mapping and Urban Appraisals and awareness raising. In slums or unauthorized colonies where Community Managed Toilets potential exists.
 - b. Research and advocacy, campaigns and documentation.
 - c. For creating a water and sanitation fund identical or a sanitation fund to be created for slums as a revolving loan fund to support community and individual household latrine construction and for accessing connections/improved service levels.
 - d. Training of SHGs and their Federations on operation and maintenance, accounting and others.
 - e. Experimentation on technologies - Eco san models and solid waste management using DEWATS.
 - f. Support city wide forums and networks of slum dwellers.
- 6) Promotion and Prioritisation of Community Managed Toilets(CMTs) under guidelines from the Government of India to the States and Municipalities. Developing clear guidelines and norms for support from central government where CMTs are the chosen infrastructure for urban sanitation. These norms should include:
 - a. Investment in new or upgraded physical infrastructure of CMTs to be borne by the Central and State Government
 - b. Women managed Self Help Groups to manage the CMTs.
 - c. O&M cost recovery options to consider reduced or deferred rates of recovery from SHG managed Community Toilets. Electricity and water charges should be borne by the Municipality for the first 5 years and thereafter at a reasonable charge where there is a surplus. A central Govt grants scheme to be instituted to support this scheme.
 - d. The design of assets to take into account the projected population than actual population
 - e. Child friendly and old & disable friendly toilets to be promoted.
- 7) Manual scavenging
 - a. There should be a time bound strategy to bring this and to train the workers so displaced on machines to be used for sewer cleaning.
 - b. Use of equipment and machines that makes this work safe for the workers.

Upcoming Events

39th Asian Development Bank Annual General Meeting
on May 3-6, 2006 at Hyderabad.

The World Urban Forum, Vancouver, Canada, June 19-23, 2006

The World Urban Forum (WUF) is an international conference sponsored by UN-HABITAT to share experience and knowledge about issues of urban sustainability.

Dry Toilet 2006: The Second International Dry Toilet Conference

Tampere, Finland, 16 Aug 06 - 19 Aug 06

Themes include historical aspects, architecture, construction, maintenance and logistics, regulatory framework, MDGs, separation and reuse of urine and faeces, emergencies, communication and attitudes.

5th IWA World Water Congress and Exhibition

Beijing, China, 10 Sep 06 - 14 Sep 06

The programme includes: drinking water and wastewater treatment, integrated water resource and river basin management, operating water and wastewater systems, health and the environment, appropriate and non-conventional wastewater systems, and strategic management of water in urban areas

The Editorial Team

Anjal Prakash

Shipra Saxena

George M Fernandez

Anand Shekhar &

Mamita B Thakkar

WaterAid India

25, Navjivan Vihar, Malviya Nagar

New Delhi - 110 017

Ph: +91 11 26692206, 26693724, 26692219

Facsimile: +91 11 26691468

Website: www.wateraid.org.uk

Email: waterdrops@wateraidindia.org

