

PROCEEDINGS OF THE NATIONAL WORKSHOP

Towards Universal Urban Sanitation:
Smaller Cities a Priority Area for Policy Focus



Supported by



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Ministry of Urban Development
Government of India



TOWARDS CITY WIDE SANITATION



National Workshop
Towards Universal Urban Sanitation
Smaller Cities: a Priority Area for Policy Focus

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WORKSHOP CONCEPT

Background

“All Indian cities and towns become totally sanitized, healthy and liveable and ensure and sustain good public health and environmental outcomes for all their citizens with a special focus on hygienic and affordable sanitation facilities for the urban poor and women”.

Vision

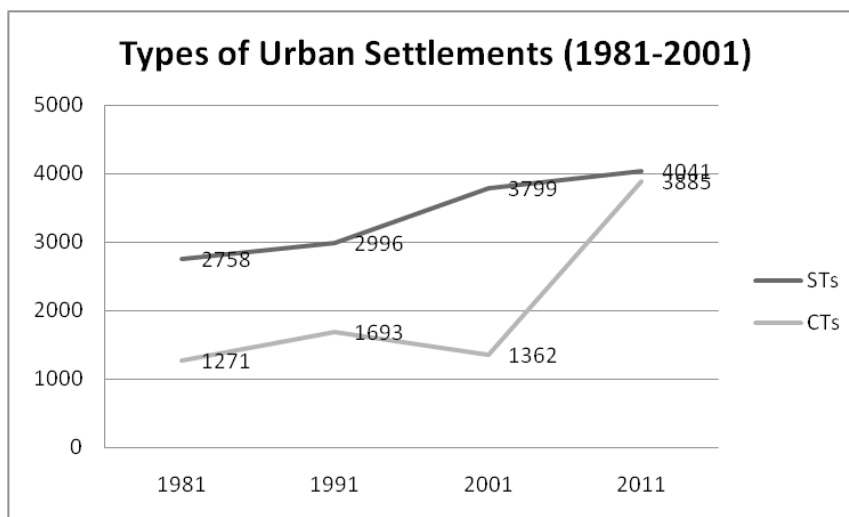
National Urban Sanitation Policy (2008)

Every Indian city needs to identify and traverse the path which will help it to achieve and sustain the status of a fully sanitized city. The Ministry of Urban Development (MoUD) anchors and coordinates the preparation of City Sanitation plans and State Urban Sanitation Strategies as part of the vision laid down in the National Urban Sanitation Policy. ‘Scaling City Institutions for India; Sanitation’ is an initiative based at the Centre for Policy Research (CPR). It is an effort to undertake policy relevant research which will be a) relevant and useful to the city governments (urban local bodies) in their preparation of city sanitation plans, b) also inform policy and impact the design and guidelines of state/central programmes that have sanitation sector investments.

A preliminary survey of India’s urbanization trends, sanitation service levels (across different cities) and national programme support for sanitation (in urban areas) all point towards a need for more focus on the sanitation needs of small and medium towns in the country. A significant contributing factor to India’s urbanization over the last decade is the emergence of a large number of new towns (see *Chart 1*), most of which continue to be administered under a rural administrative framework (Bhagat 2011 and Pradhan 2013). This indicates that although a large number of towns and cities in India may qualify to be classified as urban in a demographic and economic sense, they have very little provision of municipal services or the capacity to plan and administer these services. With respect to urban sanitation, Indian cities have a range of issues to tackle. This includes infrastructure creation, improving service levels, special focus on the urban poor and strengthening the institutions responsible for achieving and sustaining these goals. *Chart 2* illustrates the enormity of just one of the areas mentioned above. In the sanitation service chain, Indian cities have a lot to achieve on eradicating open defecation (MDG Goal) let alone ensuring adequate transport and treatment of the waste (which are likely to feature in the post 2015 agenda).

The National effort towards achieving the NUSP vision requires special attention on the smaller cities in India. Open defecation due to lack of toilets is more wide spread in smaller cities (see *Chart 3*). The smaller cities are different from the large Indian cities in several other ways as well. For instance, several large Indian cities have sewerage systems (partial coverage) and have received funds in the last decade to upgrade these systems. These cities also have institutional homes that maintain and operate the infrastructure, whereas urban sanitation has no institutional home in the smaller cities. These are only two of the issues that point to the need for special policy focus for smaller city sanitation.

Chart 1



Source: Pradhan (2013)

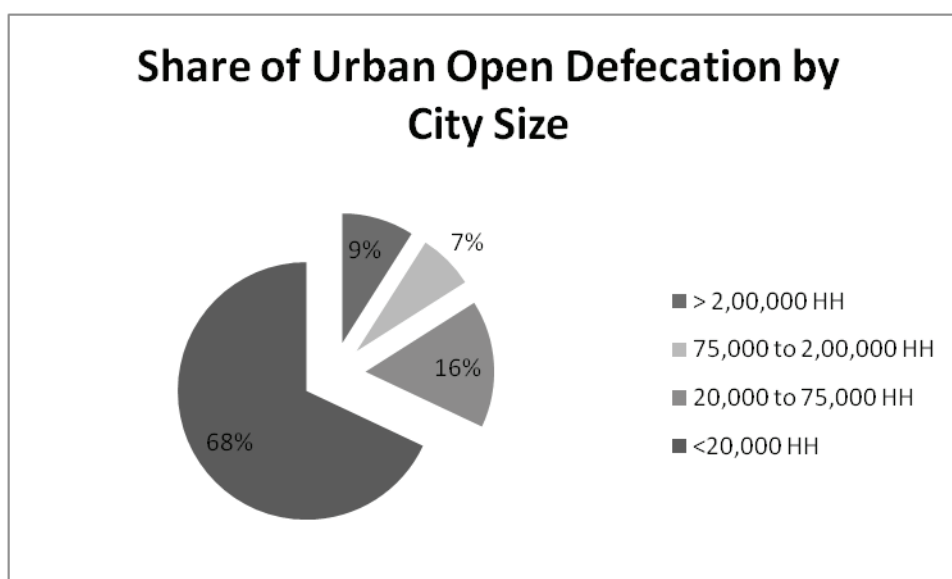
Chart 2

Sanitation Service Chain

MDGs	Proposed Post MDG Goals		
Collection	Conveyance	Treatment	Disposal/Reuse
Water Closet	Sewerage Network	Treatment Plant	Disposal/Reuse
Latrine/Septic tank	Vacuum Trucks	Treatment Plant	Disposal/Reuse

Source: Blackett (2013)

Chart 3



Source: Census 2011

Description:

This day long workshop organized by the Centre for Policy Research (CPR) is expected to bring together about eighty people who work (has worked) in the area of urban sanitation or/and governance issues in smaller cities in India. The participants of the workshop include key representatives from the Government of India and a few State Governments, donor agencies, academia and research institutions, civil society organizations, media and independent researchers. The workshop setting and seating arrangement will be in a manner as to facilitate the objective of policy relevant thinking and discussion among the invited participants.

The workshop will host three thematic sessions. Each session will have a presentation by CPR, four other speakers and an open discussion moderated by the Chair. The first session will have presenters mapping out some of the biggest challenges with respect to planning and governance in smaller cities. The second session will build on the first and narrow the focus to the issues, challenges and approach in providing sanitation services in Indian cities, particularly smaller ones. The final session will have discussions on how the state governments can align their state urban sanitation strategies to focus on providing sanitation services to smaller towns. To facilitate policy relevant discussion, the sessions have been planned to include at least one presentation of country wide data and one case study.

References

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INAUGURAL ADDRESS



Dr. Sudhir Krishna,
Secretary,
Ministry of Urban Development,
Government of India
(Delivered in absentia)

Photo Source: PIB Photo Gallery

Dr Krishna expressed his happiness that CPR has taken the initiative to relook at the challenges in the under researched area of urban sanitation. He then went on to speak about the importance of intellectual and policy attention on challenges faced in urban areas other than the country's mega regions. *"The urbanization pattern forces us to pause and look at the service levels in other towns and cities which are witnessing urban growth; the smaller cities, peri urban regions and even other settlements which now have urban characteristics but are not under the municipal administrative framework."*

Dr Krishna then spoke about how the Central government thinking and programmatic support for urban sanitation has evolved over the years and how the National Urban Sanitation Policy (NUSP), released in 2008 calls for a comprehensive approach to achieving urban sanitation. He then went on to speak about the initiatives that the Ministry of Urban Development has been coordinating in an effort to move towards achieving the vision laid down in the NUSP. He then went on to explain the structure of the NUSP and the important roles that the state and city governments have in taking forward the vision. *"In fact the state strategies and city level plans are integral to the NUSP that unless they are prepared to the expected standards, the National Policy so carefully formulated will begin to lose its relevance".*

The address then moved on to the topic of broadening the approach to achieving adequate sanitation. *"If we want to actively pursue the goal of the NUSP, and scale up our coverage, reach and performance in this sector, we may have to adopt a decentralized approach which would require lower capital expenditure, be less energy and water intensive and focus on reuse."* He concluded his address by wishing the workshop well and urging all the participants and the organizations they represent to continue working hard, especially with city and state governments to achieve the NUSP vision of Indian cities with adequate environmental sanitation.

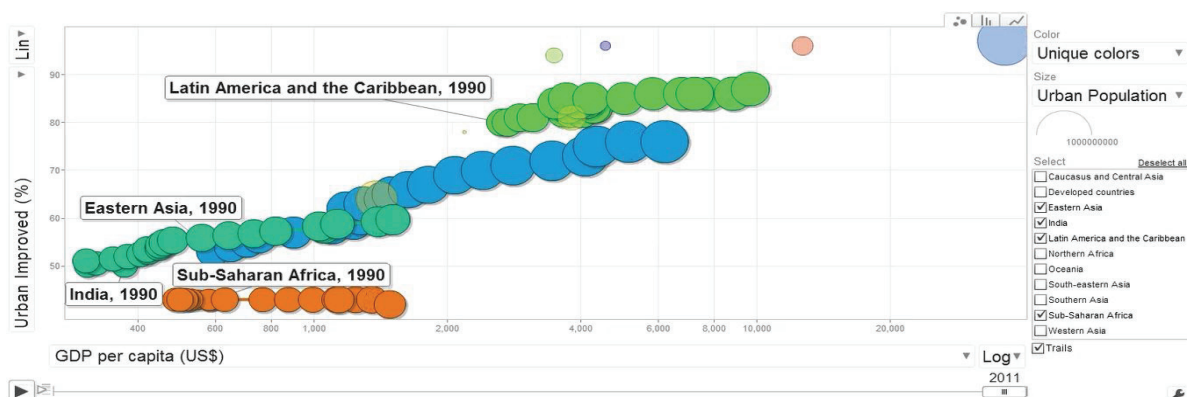
OBJECTIVE AND STRUCTURE OF THE WORKSHOP

Mr Shubhagato Dasgupta,
Senior Fellow,
Centre for Policy Research &
Team Leader,
Scaling City Institutions for
India- Sanitation



Mr Dasgupta began by introducing the initiative titled ‘Scaling City Institutions for India –Sanitation (SCI FI- Sanitation)’ housed at the Centre for Policy Research, New Delhi. He outlined how the initiative would attempt to undertake policy relevant research that could inform central, state and city governments in India on improving their efforts to achieve and sustain adequate levels of urban sanitation.

Mr Dasgupta then proceeded to give insights on how India has progressed in reducing the practice of open defecation compared to other countries and regions of the World in the past two decades. *“India is the key site for global (urban) open defecation problem. With 11% of the World’s urban population it accounts for 48% of (total urban) open defecation.”* Mr Dasgupta then indicated that the national effort towards sanitized Indian cities has been one-dimensional and that there may be a case for broadening the approach and giving special policy attention to smaller cities. He then went on to illustrate how open defecation is more prevalent in smaller cities in India and that these cities are governed by a more diverse set of governance structures compared to the larger cities.



He concluded by speaking about the structure of the workshop and how it should *“... help to better understand the challenges and opportunities to reach the unimproved sanitation households across smaller cities...”*

Session 1

India's Smaller Cities; Governance Transition Challenges and Experiences



Session Chair
Mr KC Sivaramakrishan,
Chairman,
Centre for Policy Research

INDIA'S URBANIZATION PATTERN: INSIGHTS FROM CENSUS, 2011

Mr Kanhu Charan Pradhan,
Research Associate,
Centre for Policy Research.



Mr Kanhu Charan Pradhan began his presentation by presenting five key observations on the urban growth witnessed in the country in the past decade.

- The natural growth of urban areas has seen a slowing down which continues with the trend.
- Mr Pradhan's estimates suggest that the rate of rural-urban migration has not seen much change in the last decade.
- Urbanization through the expansion of the administrative boundaries of existing cities was largely limited to large cities.
- The addition of new statutory towns (towns administered under a municipal/urban framework) or urbanization through rural areas being administratively reclassified as urban fell considerably in the last decade. 242 new statutory towns came up in the last decade (2001-2011) compared to 803 in the decade before that (1991-2001).
- The decade saw the largest addition to urban population by the reclassifying of rural areas to urban as part of the census operation. While the Census 2001 reclassified 1362 settlements as having satisfied the urban characteristics, Census 2011 reclassified 3892 settlements. Mr Pradhan pointed out that this is the single biggest contributor to urbanization over the last decade and is responsible for close to one third of the urban growth in the same period.

Mr Pradhan referred to the pattern of urban growth as 'unacknowledged urbanization' as these settlements continue to be administered under the rural (Panchayati Raj) framework. He also illustrated that there is "...a great variation of new CTs across the country with a large number concentrated around large metro areas like NCR, Kolkata, Chennai, Hyderabad and Mumbai".

REJUVENATING INDIA'S SMALL TOWNS



Ms Kalpana Sharma,
Independent Journalist.

Ms Sharma's presentation was based on her fieldwork conducted in seven small towns in Bihar to better understand the functioning of the urban local governments in these towns and assess how far they have progressed in their effort to be self governing as envisaged in the Constitution of India post the 74th CAA. Ms Sharma noted how smaller towns lacked an adequate arrangement for planning and implementation of infrastructure.

Ms Sharma noted that a lack of technical rigour in the planning and implementation of projects resulted in drains ending abruptly or roads concreted without proper leveling. Another notable fact that she observed in the seven towns was the minimal role played by women in the governance of these towns. She contrasted it with the more active participation of women that she has seen in several rural local bodies across the country. She argued that when women are absent or distant from city governance, issues like access to sanitation gets sidelined. She wondered whether special training programmes for women counselors can improve their participation in city governance.

Ms Sharma described how her own preliminary assessment of what initiatives these towns should undertake differed considerably from that of the leaders of the town. She expressed the possibility that in several towns the '*perspectives of the local leaders remain outmoded and outdated*'. Ms Sharma then pointed out that there could also be a case for better vigilance at the state government level on what projects the ULBs are spending the devolved money on. Ms Sharma mentioned a case where the city government of a small town had purchased a mechanized road sweeper but did not have suitable roads to use the same.

She concluded her presentation by arguing that the huge challenge of providing basic infrastructure services in India's small towns should be looked at as an opportunity to provide these in a financially and environmentally sustainable manner.

POLITICS OF INFRASTRUCTURE CREATION IN SMALL AND MEDIUM TOWNS IN MAHARASHTRA

Prof. Amita Bhide,
 Professor and Chairperson,
 Centre for Urban Policy and
 Governance,
 TATA Institute of Social Sciences



Prof. Bhide started her presentation by pointing out that the small and medium towns in India reflect strongly the socio political trajectories of the geographical regions they are based in and therefore vary considerably (from small and medium towns in other regions) in their economic, social and civic histories. Prof. Bhide then pointed out that the economic drivers vary across towns in Maharashtra but within a town there is typically one major economic driver. Or in other words several of the small towns are economically single dimensional and hence faces relatively high economic risk if the major industry/economic activity faces a slow down. She better illustrated this by referring to the towns' economies as either '*ascendant economies*' or '*declining economies*' based on how their key economic driver was performing.

Prof. Bhide mentioned that the growth of an urban area is characterised by its economic growth, the addition of physical infrastructure and efforts in urban planning; but often there is a lack of convergence in these three aspects of urban growth. She mentioned that in these small towns there are several settlement types which would fall under non planned settlements, slums being only one of them. There is a high deficiency in the levels of basic urban services and '*sanitation is a particularly neglected area*'.

Prof. Bhide went on to state that the political economies of these towns are quite stable and characterized by regional patterns of domination, crucial links to the state politics, politicized bureaucracies and the control of the local body as a vehicle for controlling land and construction activities. Prof. Bhide commented on the current model of infrastructure creation in these towns which includes approval and financing of projects (disproportionate to the financial strength of their local bodies) from central and state grants as one which reinforces the political economic alignments in these towns with little assessment of the overall impact on the town.

PLANNING FOR URBAN INFRASTRUCTURE; EXPERIENCE FROM UDAIPUR



Dr RP Sharma,
Secretary,
Urban Improvement Trust,
Udaipur.

Dr Sharma presented how the Urban Improvement Trust, Udaipur is making use of Google Earth to improve the urban planning process of the city of Udaipur. The UIT is a parastatal body which undertakes infrastructure development and other planning efforts in the city. Dr Sharma presented the various layers of socio economic and infrastructure related information that has been mapped on to the Google Earth Platform and how various stake holders make use of this platform. His presentation included the map of the sewerage system, road network, administrative boundaries and the usefulness of the platform in selecting sites for new infrastructure projects.

The Google Earth Platform makes both mapping the information and accessing them for planning inexpensive and technically less complex than other GIS platforms.

CHALLENGES IN THE PROVISION OF BASIC URBAN SERVICES: NOTES FROM RAJASTHAN

Mr GS Sandhu,
Additional Chief Secretary,
Government of Rajasthan.



Mr Sandhu spoke about the poor situation of sanitation across cities and towns in Rajasthan. Mr Sandhu argued that it is not just a question of building infrastructure but what matters is to ensure that the smaller cities have the capacity to plan and execute necessary to provide adequate levels of basic services. Mr Sandhu then mentioned the challenges faced by different cities in Rajasthan to collect adequate user fee after projects for urban services have been implemented.

Mr Sandhu pointed out that where possible collaboration with private sector has to be explored. He pointed out the case of a sewerage project in Udaipur which is funded from the NLCP (National Lake Conservation Programme) and a private company who will have access to the treated waste water. Mr Sandhu then argued that a lot of careful planning and assessment is required before entering into arrangements with private partners as the experience of contracts with private operators in the area of solid waste management did not go as planned in several cases.

Mr Sandhu argued that projects need to be evaluated carefully and cited that ideas like revenue from sale of compost (manure) from treated excreta may not be viable everywhere. He concluded by stressing that sanitation is an important public health issue and it needs to be addressed in a comprehensive manner.

OPEN DEFECATION FREE THROUGH CLTS; EXPERIENCE FROM KALYANI MUNICIPALITY



Dr Shantanu Jha,
Former Chairman,
Kalyani Municipality.

Dr Jha started his presentation by making a small presentation on the sanitation situation in India. He then argued that the Government of India's approach of subsidizing households for construction of latrines is not a sufficient effort for urban India to progress towards adequate levels of sanitation. He then went on to share how Kalyani Municipality progressed to become an open defecation city.

Kalyani, originally conceived as a satellite town to the Metropolitan city of Kolkata had a high prevalence of open defecation. Open defecation was practiced even at households which had toilets. The Kalyani Municipality decided to take up the effort as part of its health initiative. The first step was to create awareness to all the people's representatives and departmental heads within the Municipality and other NGOs and CBOs of the importance of achieving 'total sanitation' and the approach of CLTS. The key principle was that the Municipality would only facilitate through participatory appraisal techniques for the community to identify and become aware of some of the consequences of open defecation and improper disposal of human excreta. The concept of a sanitary latrine was also explained during the facilitation exercises. The effort adopted a strategy where they stopped short of directly requesting the members of the community to stop the practice of open defecation or build toilets. The effort also did not involve any construction of toilets by the Municipality or subsidizing the construction of toilets.

The initiative which was launched in three slums was extended to all the 52 slums and Kalyani achieved the goal of being an open defecation free city. Dr Jha stressed the importance of the leadership role played at the Municipal level and the emergence of *natural leaders* who took the initiative to other slums.

URBAN SANITATION; KARNATAKA EXPERIENCE AND GOVERNANCE CHALLENGES

Ms Smita Rao,
Vice President,
iDeCK



Ms Rao's presentation comprised sharing of an assessment of the urban sanitation in the southern Indian state of Karnataka which was undertaken by her organization. The assessment was based on the Census of 2011 and other surveys. Some of the key points presented by Ms Rao are listed below:

- of all the 220 ULBs in Karnataka less than 30% had an underground sewerage network,
- 49% of the urban households did not have access to own toilets
- 45% of urban households in Karnataka practise open defecation
- Among the ULBs that have underground networks, more than half do not have STPs (Sewerage Treatment Plants)
- Even in Bangalore the country's fifth largest city only 30% of the area is connected to the sewerage network
- Most common arrangement in the state involves on site containment (pit latrines and septic tanks) with irregular desludging and disposal without adequate treatment (including in water bodies and at landfills)

Ms Rao argued that it is important to address septage management through better regulation (setting and enforcing standards of practice and tariffs). She suggested that the City Sanitation Plans should also give attention to septage management, co treatment of septage and O&M of existing facilities. She also put across the point that since a developed off take market for manure produced from septage does not exist, contracts to private sector based on projections of revenue earned from selling these may not be possible.

Session 2

Understanding Urban Sanitation in India



Session Chair
Mr Deepak Sanan,
Additional Chief Secretary,
Government of Himachal Pradesh

A STATE LEVEL OVERVIEW OF UNMET URBAN SANITATION NEEDS; Himachal Pradesh, Andhra Pradesh and Kerala



Mr Akhilesh Gautam,
Senior Adviser,
GIZ India.

Mr Gautam began by presenting some comparative statistics on urban sanitation across the three states. He argued that both in terms of open defecation and connections to a sewerage network, urban areas which were not a Municipal Corporation were worse off across the three states. Mr Gautam then presented how the National Urban Sanitation Policy had envisaged that efforts to improve sanitation will be taken at the three tiers of government. This approach is *“centered on the achievement of desired outcomes at each tier as well as constant and consistent interaction and knowledge sharing to support the elevator effect”*.

Mr Gautam then spoke the importance of the State Sanitation Strategies which is a crucial link between the National Policy and the City level Plans. Mr Gautam argued that the State Sanitation Strategy (SSS) is a policy tool (convergence and coordination between departments) and a guidance tool (for cities). He then presented how the preparation of SSS has progressed in the three states.

To conclude his presentation Mr Gautam presented the following points which according to him are important in ensuring that the non Municipal Corporations scale up their sanitation infrastructure and services.

- Preparation of State Sanitation Strategies should be prioritized
- Sanitation policies of rural and urban areas need to work together in census towns (rural areas with urban characteristics)
- State governments should focus on the ‘livelihood aspects’ of urban sanitation

FINANCING URBAN SANITATION: CONVERGENCE MODEL



Mr Aniruddhe Mukerjee,
Deputy Director General,
Unique Identification Authority
of India.

Mr Mukherjee's presentation was based on a paper he authored which attempts to map the various sources of funds available for financing urban sanitation projects. His paper included two case studies. The first one mapped the financial resources available for urban sanitation in four cities in Madhya Pradesh. The second case study looked at the total spending by four states on sanitation (not necessarily urban sanitation). The study approach attempted to

- understand the fund availability (for sanitation) from all sources and its uptake,
- potential for convergence with the sectors like social welfare and urban poverty alleviation
- potential sources of funds or financing from outside the government.

Mr Mukherjee's first case study included four other schemes from which funds for urban sanitation projects could be sourced. He argued that in order to improve convergence and better utilize the money available from different schemes; a suitable approach could be for the ULBs to target to spend a certain percentage of their funds on sanitation and at the state level appoint a suitable agency to oversee its implementation. Mr Mukherjee also discussed three state government initiatives (INDIRAMMA- AP, Dr Ambedkar Gram Sabha Vikas Yojna- UP and Nirmal Vatika Yojana- MP) which successfully converged more than one centrally assisted scheme.

Mr Mukherjee's analysis of the four cities saw that around 25% more funds could be mobilized for sanitation (over and above 5% of current total annual expenditure). Mr Mukherjee then presented the cumulative spending on sanitation of four states and closed his presentation with recommendations for how to operationalize convergence of schemes for urban sanitation.

SANITATION OPTIONS FOR SMALLER CITIES

Dr S Sakteeswaran,
Expert Consultant,
Central Public Health Engineering
Organization.



Dr Sakteeswaran began his presentation by speaking on the regulatory challenges in providing sanitation in larger cities. These identified challenges included weak financial resources of the cities and their persistent lack of initiative to charge adequate user fees.

Dr Sakteeswaran then mentioned that in India there is no clear definition of small towns and hence a large variety of towns with varying urban characteristics and size fall into this category. Dr Sakteeswaran mentioned that although the cities almost always aspire for having underground sewerage systems, it is important to have an incremental framework so that these smaller cities can move towards achieving adequate levels of sanitation.

This incremental framework identified by Dr Sakteeswaran for small towns include septage management through twin drains one which would carry storm water (which is provided for in most town planning acts) and one for household grey and black water. The contents of the second drain are treated before disposal. The drain receives the sewage from the upflow filter of the household septic tank. The treatment can be either oxidation ponds or Sewerage Treatment Plants where the availability of land is limited. Dr Sakteeswaran argued that this less capital intensive approach is the key for small towns to address their sanitation needs. Even if the towns become larger cities in future and wants to adopt the conventional sewerage system it may do so, as the twin drain system has a relatively less lock in effect.

LESSONS FROM THE IMPLEMENTATION AND ROLL OUT OF NUSP; SUMMARY OF KEY FINDINGS



Mr William Kingdom,
Lead Water and Sanitation Specialist,
World Bank.

Mr Kingdom began his presentation by presenting some facts from the WSP study titled 'Economic Impacts of Inadequate Sanitation in India' and a well known Government of India report titled 'Report on Indian Urban Infrastructure and Services'. He argued based on the two reports that India will save close to US\$ 32.6 billion a year if they scale up the efforts and achieve adequate sanitation in the country and that the latter report estimates that this would require an investment in the region of US \$ 2 billion a year for the next two decades.

Mr Kingdom argued based largely on tracking the investment for sanitation in the JNNURM that the current rate of investment is around \$ 0.2 billion per annum and is way behind investment in water supply. Mr Kingdom said that the *"MoUD had played a central and pivotal role in initial years for familiarizing NUSP for implementation. Which was necessary considering that all NUSP frameworks needed to be established at the state and city levels"*. From the assessment study undertaken by Mr Kingdom's team in India of the implementation of NUSP he highlighted the following points.

The NUSP has brought sanitation to policy spotlight, some long neglected but important issues like septage management and open defecation is beginning to receive policy attention. Also initiatives like the SLB have started the process of collection and maintenance of important baseline information. But over the last year the effort seems to be losing momentum as the MoUD appears to have a lack of clarity in moving forward. State governments' involvement has at best remained ad hoc. Also there is now an emerging challenge in managing the expectations of the cities which have prepared their CSPs.

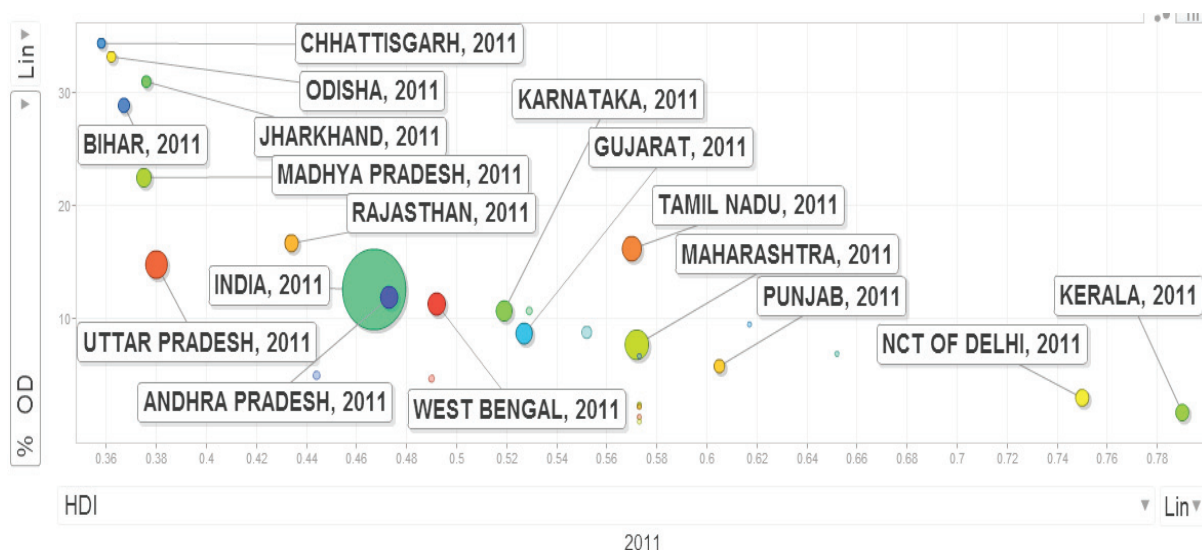
URBAN SANITATION IN INDIA: OVERVIEW AND IMPACTS

Dr Anjali Chikersal,
Senior Fellow,
Centre for Policy Research.



Dr Chikersal began her presentation by pointing out that among urban population who defecate openly, more than half reside in India and India's share of global open defecation has been rising over the last decade as per JMP estimates. Dr Chikersal then mentioned about the large peri urban areas which are administered under the rural framework and wondered whether the DPCs are an adequate mechanism to integrate rural and urban planning.

Dr Chikersal presented a chart (shown below) where she had mapped the percentage of urban population practicing open defecation to the Human Development Index of the respective state which indicates a clear correlation.



Dr Chikersal also illustrated that the access to sanitation drops far more steeply compared to access to water supply as one moves from larger class size cities to smaller class size cities. Dr Chikersal then discussed the economic, health and environmental impacts of inadequate sanitation and concluded by presenting the '*gendered vulnerabilities*' of inadequate sanitation.

Session 3

Policies for Universal Urban Sanitation



Session Chair
Mr Anil Baijal,
Chairman,
National Advisory Group on Urban Sanitation

URBAN SANITATION PLANNING FOR SMALL TOWNS; ASSESSING PRIORITIES AND OPTIONS

Prof. Dinesh Mehta,
Professor Emeritus,
CEPT University.



Prof. Mehta began by saying that his presentation will be about moving towards an assessment framework which would attempt a city wide assessment of sanitation. This would involve moving ahead from a more narrow benchmarking exercise which looks at household access to sanitation and the utility performance. The framework he presented split sanitation to two components access and waste management (service). He presented a '*sanitation ladder*' with policy priorities for cities according to where they figure on this ladder.

Prof. Mehta then proceeded to share insights from the large data set collected as part of the Performance Assessment System initiative from over 400 cities in Maharashtra and Gujarat. He pointed out that at the state level the correlation of open defecation with per capita income is not direct; as some high income states like TN and Haryana have high instances of open defecation while states in the North Eastern region with a low per capita income has high toilet coverage. When this correlation was attempted for district level data too there were several outliers (see chart below).

Prof. Mehta also commented that (among the cities in Maharashtra and Gujarat) there is also no correlation on the choice of sanitation option and the per capita water supply levels. He also pointed out that in Maharashtra and Gujarat community toilets have played an important role in reducing the practice of open defecation and therefore shared facilities is an option which should not be completely sidelined yet.

EMPOWERING COMMUNITIES FOR SUSTAINABLE SANITATION



Dr Pradip Nandi,
Chief Technical Adviser,
UN HABITAT India.

Dr Nandi began his presentation by discussing the present urban sanitation situation in the country and argued that India is likely to miss the MDG 7. Dr Nandi then discussed provision of sanitation as *“economically viable, socially acceptable and technically and institutionally appropriate, but also protects the environment and the natural resources”*.

Dr Nandi then moved on to discuss the ‘Slum Environmental Sanitation Initiative’ a community based sub component of Government of Madhya Pradesh’s ‘Project UDAY’ which aimed to demonstrate and develop approaches to improve sanitation and hygiene in slums in four cities (Bhopal, Gwalior, Indore and Jabalpur). Dr Nandi recalled that the initiative provided sanitation loans for constructing toilets through SHGs but did not subsidise toilet construction. Dr Nandi also mentioned that shared toilet complexes may be a necessary condition in slums especially due to lack of space.

With respect to the planning process during the initiative Dr Nandi repeatedly stressed the importance of providing guidance to the community. During the planning phase for building toilet complexes, the needs of children, disabled and old age people were considered. The planning process also gave importance to plan for a longer time horizon rather than immediate needs (like, say the capacity of the septic tank was planned for keeping in mind increase in users).

Dr Nandi put forward the argument that when cities are preparing their sanitation plans smaller cities and uncovered areas of larger cities would need to consider decentralized systems. Dr Nandi pointed out that the biggest challenge in implementing decentralized systems is the lack of capacity and experience at the city level in facilitating and regulating the same. Dr Nandi also proposed the option that in dense urban areas small bore sewers should replace soak pits whose improper construction and use is a big reason for unsanitary conditions.

INSIGHTS FROM COMMUNITY LED TOTAL SANITATION

Mr Deepak Sanan,
Additional Chief Secretary,
Government of Himachal Pradesh.



Mr Sanan started his presentation by discussing how the policy thinking in the country on tackling rural sanitation has had a narrow or slightly misplaced focus on poverty (lack of financial capacity to construct toilets) and sometimes other factors like suitable options in water scarce areas. Mr Sanan argued that '*sanitation marketing*' has seldom been integral to the national rural sanitation initiative. Mr Sanan then pointed out that despite having a large Government of India programme on rural sanitation for close to three decades the progress on reducing the practice of open defecation has been slow (as shown by the Censuses conducted during this period). Mr Sanan also remarked about the mismatch in the toilet coverage reported by the Government and the Census.

Mr Sanan then spoke about the CLTS (Community Lead Total Sanitation) approach which was pioneered in Bangladesh. He pointed out that Bangladesh has brought down the practice of open defecation remarkably (from close to 70% in 2000 to the current reported figure of 4%). Mr Sanan pointed out that in the CLTS approach the central focus is not toilets or toilet construction, but on getting the community to think about the importance of sanitation. From his experience Mr Sanan pointed out that although there is enough positive externalities for a community to move towards becoming open defecation free, specific triggers are needed to get them started.

Mr Sanan concluded the presentation by pointing out that the need for an agency to take responsibility for achieving sanitation (institutional home), bringing on board elected representatives and communication strategies are all relevant for urban sanitation. "*Where urban sanitation differs (from rural) is in the institutions involved and options (technology)*". He also suggested that the Government of India needs to move away from focusing on money spent and toilets constructed towards more accountable forms of tracking the money spent on sanitation.

INTEGRATED URBAN SANITATION PROGRAM OF MADHYA PRADESH



Mr Sanjay Shukla,
Commissioner,
Urban Administration and
Development Department,
Government of Madhya Pradesh.

Mr Shukla started by presenting broad findings from the sanitation census undertaken by the Government of Madhya Pradesh in 2008. He pointed out that it is these results which prompted the state government in Madhya Pradesh to launch The Integrated Urban Sanitation Programme in 2009. The key feature of the IUSP was that it was community based and demand driven.

This pilot scheme with an annual budget of Rs 10 crores was initially envisaged for 21 towns but another 100 towns were added due to demand from the community. Apart from constructing individual and community latrines and beginning the preparation of seven CSPs, this effort prompted the state government to think seriously on how to scale up the efforts to achieve adequate urban sanitation. The Mukhya Mantri Sahari Swachhatha Mission (MSSM) was launched in the year along with a State Sanitation Vision titled *Madhya Pradesh Sanitation Vision 2025*. Apart from the construction of toilets or toilet complexes the Mission had the following salient features.

- Focus on IEC activities
- Consideration of Septage Management and other alternative options
- Administrative Changes including restructuring of 'Municipal Health Services' as 'Urban Sanitation Services' and strengthening of 'State Urban Administrative Services'
- Creation of MP Urban Infrastructure Fund (MPUIF) with a Project Development Company to provide loans and improve Private Sector Participation

Mr Shukla also explained the division of the funds between the state and towns and concluded with the achievements attained in the two years.

NUSP AND SMALLER CITIES; THE WAY FORWARD

Dr Ashok Singhvi,
Joint Secretary,
Ministry of Urban Development,
Government of India.



Dr Singhvi started his closing address by speaking about the NUSP Vision and how the path to achieving this vision should include awareness generation and behavior change, reorienting of institutions and focus on alternatives including septage management. Dr Singhvi also mentioned the challenge of not just creating the infrastructure but also its operation and maintenance. He reminded that achieving adequate sanitation requires an integrated effort; although excreta management is the topic of the conference and is the central focus of the NUSP, the city needs to ensure adequate solid and liquid waste management and also providing adequate water supply.

Dr Singhvi pointed out that although a lot of attention has been devoted to the large cities, the Ministry is also giving attention to smaller cities. He pointed out the Policy Paper on Septage Management as a key step taken by the Ministry. Dr Singhvi reminded that the effort required towards achieving the goals in sanitation requires the state governments to play a key role. Therefore it is upto the state governments to take initiative in assessing capacities and strategies to achieve the vision and the central government to support the process in the best manner possible.

Dr Singhvi concluded his address by urging state governments to seriously tackle the issue. He thanked all participants at the workshop and CPR for undertaking policy research on the subject and conducting the workshop.

ANNEX 1 WORKSHOP PARTICIPANTS

GOVERNMENT

Ashok Singhvi	<i>Joint Secretary, Urban Development, MoUD, Govt. of India</i>
Gurdial Singh Sandhu	<i>Additional Chief Secretary, Government of Rajasthan</i>
Deepak Sanan	<i>Additional Chief Secretary, Government of Himachal Pradesh</i>
MK Raut	<i>Principal Secretary, Government of Chattisgarh</i>
Debashree Mukherjee	<i>CEO, Delhi Jal Board</i>
Aniruddhe Mukerjee	<i>Deputy Director General, UIDAI</i>
Sanjay Shukla	<i>Commissioner, UADD, Madhya Pradesh</i>
Neelesh Dubey	<i>UADD, Madhya Pradesh</i>
Anadi Srivastava	<i>UADD, Madhya Pradesh</i>
R.P. Sharma	<i>Secretary, Urban Improvement Trust, Udaipur</i>

INVITED PARTICIPANTS

Anil Baijal	<i>Chairman, National Advisory Group on Urban Sanitation</i>
Dinesh Mehta	<i>CEPT University</i>
O. P. Mathur	<i>National Institute of Urban Affairs</i>
Chhavi Sharda	<i>Centre for Science and Environment</i>
Suresh Kumar Rohilla	<i>Centre for Science and Environment</i>
Marie Helen	<i>CSH</i>
Renu Khosla	<i>CURE</i>
Akhilesh Gautam	<i>GIZ, India</i>
Purva Sharma	<i>GIZ, India</i>
Smita Rao	<i>iDeck</i>
Kavita Wankhede	<i>Indian Institute of Human Settlements</i>
Rajib Dasgupta	<i>JNU</i>
Kalpana Sharma	<i>Independent Journalist</i>
Mona Luxion	<i>McGill University</i>
Neelima Risbud	<i>School of Planning and Architecture</i>
Vijay Tandon	<i>GHK</i>
Amita Bhide	<i>TISS</i>
Pradip Nandy	<i>UN HABITAT</i>
Jan Nijman	<i>University of Amsterdam</i>

SrinivasaRao Podip- ireddy	<i>World Bank</i>
William Kingdom	<i>World Bank</i>
Joseph Ravikumar	<i>WSP, World Bank</i>
Vandana Bhatnagar	<i>WSP, World Bank</i>
Nikhil Verma	<i>AILLSG</i>
Sujaya Rathi	<i>CSTEP</i>
S. Saktheeswaran	<i>Expert Consultant to CPHEEO</i>
Arkaja Singh	<i>GHK</i>
Asit Nema	<i>GreenTech Environmental Systems</i>
Anil Mehta	<i>Jheel Sarankshan Samiti, Udaipur</i>
Shantanu Jha	<i>Kalyani Municipality</i>
Bibhas Mohapatra	<i>OP&HS</i>
R. K. Srinivasan	<i>Plan India</i>
M B Rao	<i>SAARC Disaster Management Centre</i>
Jibok Chatterjee	<i>Water Aid</i>
Madhu Krishna	<i>Social Development Consultant</i>
Sabana Nasim	<i>NF Infratech</i>
Amandeep Singh	<i>Centre for Science and Environment</i>
Anshika Agarwal	<i>Lady Shriram's College for Women</i>
KC Sivaramakrishnan	<i>Chairman, CPR</i>
Shubhagato Dasgupta	<i>Senior Fellow</i>
Anjali Chikersal	<i>Senior Fellow</i>
Srinivas Chokkakula	<i>Senior Research Associate</i>
Aditya Bhol	<i>Research Associate</i>
Arundhati Maiti	<i>Research Associate</i>
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Pranav Sidhwani	<i>Research Associate</i>
Sama Khan	<i>Research Associate</i>
Seetharaman R	<i>Research Associate</i>
Shahana Sheikh	<i>Research Associate</i>
Subhadra Banda	<i>Research Associate</i>

ABOUT SCI-FI SANITATION

Through research, SCI-FI: Sanitation aims to inform and support the formulation and implementation of the Government of India's urban sanitation programmes and investments. The research program will study two cities in two different states to understand the reasons for poor sanitation and inform and support the state and city governments in modifying their urban sanitation programs so that they are supportive of alternative technology and service delivery models, with the goal of increasing access to safe and sustainable sanitation in urban areas.

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