

Bringing sustainable and equitable sanitation services to small and medium towns in India

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BMGF-DFID City Partners Meeting and Planning Workshop, Jan 18 2015





Our research were centered around three cities in Maharashtra – Wai, Sinnar and Ambajogai

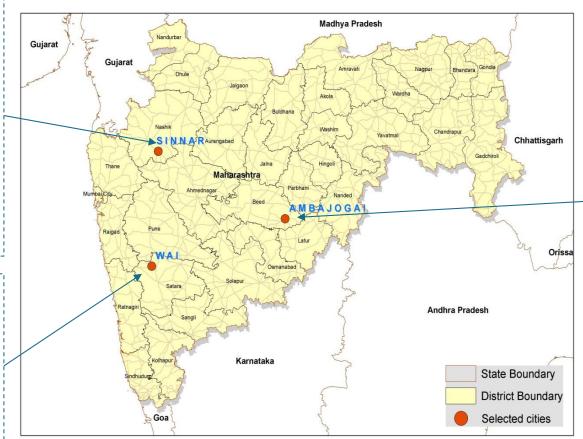
These cities were selected by the Maharashtra Jeevan Pradhikaran and the Water Supply and Sanitation Department of Maharashtra for the development of City Sanitation Plans (CSPs) with the support of CEPT University

Sinnar

Located in the Nashik district, with a population of ~65,000 that has more than doubled in size since 2001 mainly due to expansion of city boundaries and an industrial and manufacturing boom in nearby Nashik.

Wai

Located in the Satara district, 90 km away from Pune, with a population of ~36,000. Wai has grown slowly at 1% per year since 2001.



Ambajogai
Located in the
Beed district, the
town has a
population of
~74,000 that has
grown at 3% p.a.
since 2001. Its
growth has been
lead by tourism
and education.

Source: Census of India 2011, City Sanitation Plan, PAS Project – CEPT University

four building blocks of our work

1) Initial sanitation diagnostic

- What are the gaps in sanitation in each town?
- What are the solutions necessary to meet these gaps?
- Identify potential solutions

2 ULB institutional and capacity analysis

- Who are the key stakeholders sanitation provision?
- What are the ULB's plans with regards to sanitation and what are existing resources?
- What is the capacity of these stakeholders to work with the private sector and implement PPPs?

(3) Analysis of the potential for private sector engagement

- Can the private sector provide these services at a lower cost or with higher efficiency?
- Are there private players who are willing and capable of providing these services?
- How can we structure the engagement to appeal to both the public and private players?

4 Implementation plan

- Who are potential partners within and outside these cities?
- What is the most appropriate contracting arrangement?
- What are the potential sources of financing?
- What capacity building efforts are needed to enable ULBs to manage the contracts?
- What pilots can be planned?

Step 1: An in-depth diagnostic of the sanitation landscape was conducted in each city to develop city sanitation plans for universal coverage

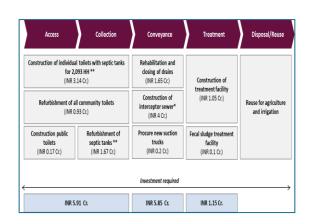
Primary research and secondary analysis

- Assessment of household and community level facilities across the sanitation value chain
- Satellite imaging for mapping natural drainage
- Primary interviews with households and local officials



Development of sanitation options

 Analysis of projected outcomes, required investments and available funding to prioritize and phase initiatives



Continuous stakeholder engagement

 Over a ~18 months period stakeholder discussions with city officials and state experts was held. This included field visit and workshops to discuss and develop potential solutions



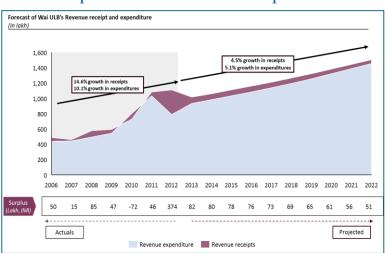
Key outcome:

We worked with city officials and representatives to shortlist 1-2 high potential solutions to pilot and implement in each town

) <u>Step 2:</u> An assessment of the institutional and financial capacity of the ULBs to implement private sector engagements

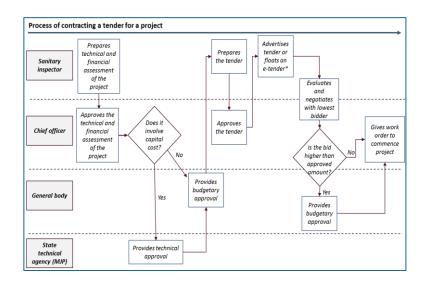
Analysis of city budgets

- Analyzed income and expenditure data obtained through city budget documents for the period 2005-06 to 2011-12
- Developed a forecast of the investible surplus based on past trends
- Assessed implications of proposals on ULB municipal finances over a time period



Capacity assessment interviews

- Overall institutional barriers facing the ULB were identified
- Previous experience with private sector engagement was assessed
- Capacity to undertake private engagements for the short-listed solutions was evaluated

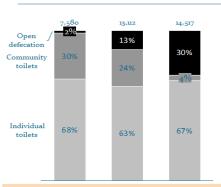




Initial diagnostics and identification of issues related to sanitation for the cities (1/2)

Access: There is variation in levels of open defecation in the three towns





Key issues in access

Wai

- The prevalence of open defecation is low, but ~30% or ~2,400 households lack individual toilets, and are dependent on community toilets, even among nonslum households
- □ Community toilets are in fair condition

Sinnar

- ~13% or ~1700 households practice open defecation, and another ~24% rely on community toilets, even among non-slum households
- Community toilets are in poor condition, and 13% of seats we surveyed were non-functional

Ambajogai

- □ ~30% or 4,303 households practice open defecation
- Only ~4% or 551 households are dependent on

Access to toilets

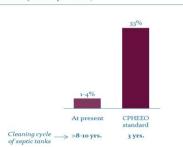
<u>Septage conveyance</u>: Septic tanks are only cleaned once in more than ~8 to 10 years resulting in fecal matter being released into drains

Existing septage conveyance mechanism



- Each town has only 1 suction emptier truck with the capacity varying from 200 L in Ambajogai to 5000 L in Wai
- The truck is owned and operated by the ULB, that charges households ~INR 500 / trip in Sinnar, INR 1000 / trip in Wai & INR 3000 / septic tank in Ambajogai
- There is no regulated schedule for cleaning, and households call the ULB when required, ~once in >8-10 years

Number of septic tanks cleaned annually by the ULB (As a % of total septic tanks)



- Only 1-4% of tanks are cleaned annually, far below the service standards of 33% recommended by the MoUD's CPHEEO manual¹
- Due to infrequent cleaning, septage begins to solidify in tanks
- · As the septic tank fills up, fecal matter is released into open

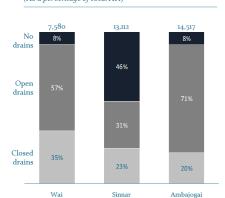
<u>Septage collection</u>: Inappropriate design and location of household septic tanks often makes access difficult for regular cleaning and emptying



Collection of septage

<u>Wastewater collection and conveyance:</u> Both the effluent from septic tanks goes directly into drains, causing possible human exposure to pathogens

Method of collection and conveyance of wastewater (As a percentage of total HH)



Key issues

- ~600 households in Wai, ~6000 households in Sinnar and ~1200 households in Ambajogai have no drainage system for the conveyance of wastewater
- □ There is no appropriate mechanism for conveyance of grey and black water and all wastewater is disposed into drain channels flowing along the streets
- In the old town areas in both Sinnar and Ambajogai, a large amount of solid waste is dumped into drains causing constraints in free flow of water
- □ The drainage system in new areas is limited in coverage in Sinnar and Ambajogai and

Conveyance of septage

Conveyance of effluent

Initial diagnostics and identification of issues related to sanitation for the cities (2/2)

Wastewater collection and conveyance: Current issues

Effluent and grey-water being discharged into





Widespread clogging of drains



Issues in collection and conveyance

Current status of disposal of wastewater and septage





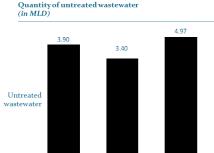
Septage is disposed off in the open

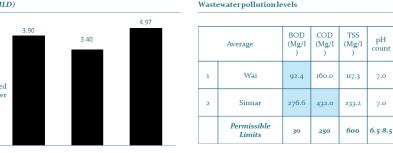




Issues in disposal of WW

Treatment and disposal: All wastewater is dumped without treatment into the rivers, while untreated septage is disposed off in the open





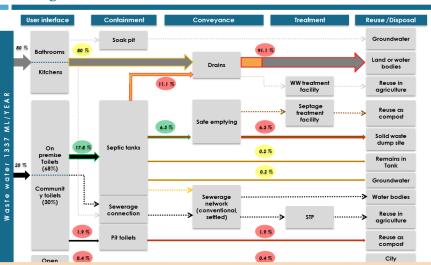
- □ There are no centralized or decentralized treatment facilities in these towns
- □ The towns slope towards the rivers, and due to lack of soak-pits and treatment facilities, all the wastewater
- Samples of wastewater collected from various locations in Wai and Sinnar show far higher levels of **Biochemical** Oxygen Demand (BOD than the prescribed limits set by the Central Pollution Control Board

count

7.0

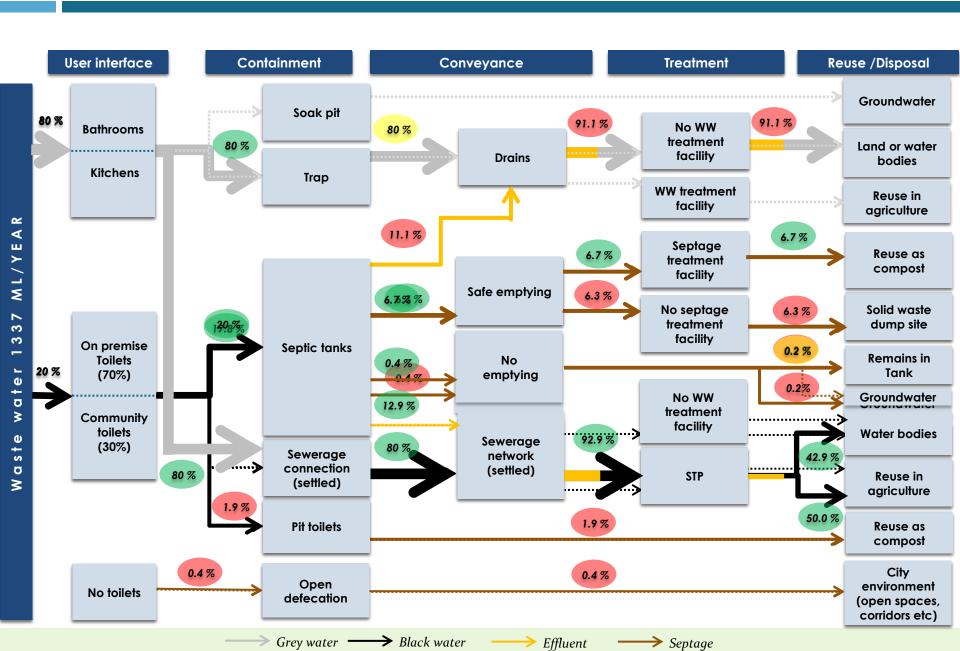
Treatment and disposal WW

Existing Wastewater water flows in Wai

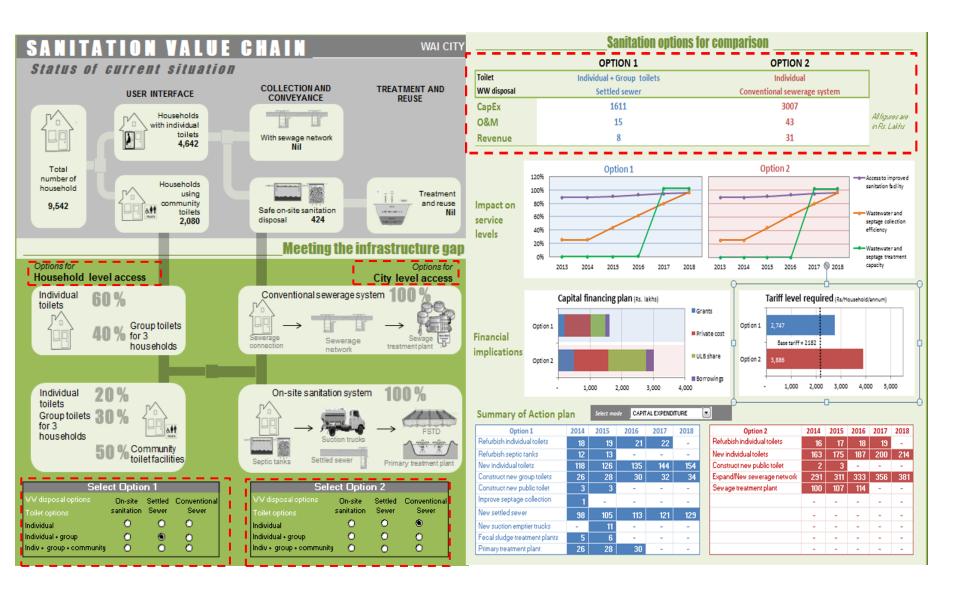


WW flow diagrams for cities

Wastewater flows - Wai



Decision Support Tool for sanitation





institutional and capacity analysis

Executive wing

(led by the chie)

officer)

Accounts and Tax

Water supply

Cities are governed by the elected municipal council which is aided in its day-to-day operations by the executive wing

Legislative wing Executive wing The executive wing is the bureaucratic arm, led by Chief Officer (CO) Consists of elected officials called municipal The CO is supported by officers heading various departments councillors or nagarsevaks, led by the Council President The executive wing is responsible for implementing policies and schemes who is directly elected by the people. Each ward elects 2-3 Cities are divided into prabhags which are further divided into wards for administrative purposes. municipal councillors or nagarsevaks. Nagarsevaks are also organized into committees, The sanitation department, headed by the sanitary inspector, manages sanitation and solid waste management such as the standing committee and water and sanitation committee - with the authority to plan and approve Legislation and financial approvals are decided upon in the general body meeting (GBM) General Admin. Municipal council

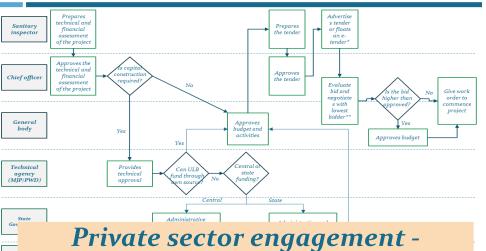
(led by the president)

Wards

(led by nagarsevaks)

Governing mechanism of ULBs

The process for implementing private engagements involves multiple stakeholders



Process Mapping

All cities have previous experience with service contracts, and acknowledged the gains from private sector participation of key functions

	Door to door waste collection	Drain cleaning	Operation and maintenance of community and public toilets	Operation and maintenance of vermi-compost plant
			<u>\$</u>	
Wai	✓	✓	✓	✓
Sinnar	✓	✓	✓	
Ambajoga i		✓		✓

"Private sector engagement became necessary because of a severe staff crunch. The number of permanent staff we can hire is fixed by the state government. On top of that, our sanitary We are paying more than we did when we did these activities themselves. However, the service levels have improved and we have shifted a lot of our burden on to the private player. For example, we constantly faced issues

Analyzed existing Private Sector Engagements

ULBs need capacity building support in technical and financial assessment, contract development and monitoring



Identification of gaps

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Small scale players (<10 employees)

Medium scale enterprises (>10-50 employees)

3 Assessed work profile, interests and capacity of private sector



Labour contractors



Pure play treatment players



Septic tank cleaning companies



IFSM service providers

We followed a six step process to structure a private sector engagement for integrated fecal sludge management





Given the interest and capabilities of identified players, worked out contracting options and possible taxes to be levied for sustaining the services

Contracts	Source of revenue	Ownership of asset	Payment method	Contract length and value		
Refurbishment and cleaning of septic tanks + O&M of SDBs	ULB	Private player	Recurring fixed fee with Fixed fee per unit for refurbishment	2-3 year, ~INR 32-36 lakhs in Sinnar and ~INR 15-17 lakhs in Wai		
Construction of SDBs	ULB	ULB	Overall fixed fee on a pre-decided schedule	~ INR 40-45 lakhs in Sinnar and ~24-28 lakhs in Wai lasting the time period of construction		
Refurbishment and cleaning of septic tanks	Property owners currently have to pay local taxes of about Rs 2600/annum in Wai and Sinnar					
Construction and O&M of SDBs		To cover the costs of a cleaning cycle of ~3 years would require an increase in				
Integrated contract involving refurbishment, cleaning of septic tanks, construction and O&M of SDBs		annual tax spend for a household of about 7% in Wai and 11% in Sinnar.				

refurbishment

(3) Addressing the risks involved in PPP engagement for IFSM activities

Risk mitigation: Building a strong system for performance based monitoring and payment is critical to managing performance risk (1/2)

Risk Mitigation Allocation of remaining risk Private player uses Require safety gear for all personnel Contract terminated if complaints of manual scavenging are received from manual scavenging for cleaning septic tanks * Include a clear description of activities that households or ULB staff constitute manual scavenging or sludge drying beds Portion of the monthly payment should be tied . Private player does Penalties to be imposed if the reported not clean household to the number of household signatures number of cleanings is lower than tanks as per the collected from households whose septic tanks specified in the contract, or if schedule have been cleaned satisfactorily discrepancies are found during random sampling, or if complaints are not dealt · ULB to undertake random inspections of with in a timely manner households whose signatures have been submitted · Large or persistent breaches can lead to · A complaint redress mechanism to be opened where grievances can be lodged by the HH with the ULB Private player As above Work on faulty septic tanks would have to

Risk mitigation: Building a strong system for performance based monitoring and payment is critical to managing performance risk (2/2)

Mitigation Allocation of remaining risk Septic tanks are · Specify the type of materials required · Damaged septic tanks must be repaired damaged during or as within a specified period days of Payment tied to the number of signatures a result of complaint and the cost shall be borne by refurbishment from households whose septic tanks have the private player been repaired to their satisfaction · Penalties will be imposed if discrepancies Refurbishment · ULB to undertake random inspections of are found during random sampling, or if of septic tanks households whose signatures have been complaints are not dealt with in a timely submitted · A complaint redress mechanism to be opened · Persistent breaches may lead to where grievances can be lodged by the HH termination with the ULB Sludge drying beds do . The ULB will specify the design and materials . If the work is found to be faulty at any not meet specified to be used in consultation with town stage, the payment will be withheld until consultants the corrections are made · Payment made in installments on the completion of specific construction

Managing performance risk through performance based monitoring and payment

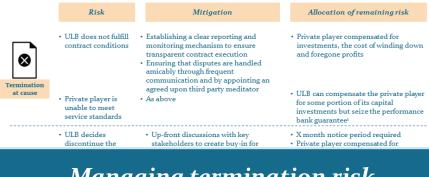
than the treatment

rrivate player dumps . A portion of monthly septage at places other signatures collected from the SDB operator

exceeds a specified number in a given time period, the contract can be terminated

sludge meeting specified qualities

Risk mitigation: Contracts must also clearly manage at will and at cause termination by the private player and the ULB



Risk mitigation: Provisions need to be made for payment delays and cost escalation to protect private player and public interests

X% of O&M payment to be conditional on the



ULB is unable to make timely payments towards

Cost of inputs increase

over the course of contract for inflation

the project

· Ensuring budgetary allocation for contracts before procurement · Establishment of an escrow account

Mitigation

· ULB to pay interest for the payment, delayed by X months or more, at a negotiated rate of interest

Persistent breaches may lead to

termination

· Adjustment of contract value annually · Private player would be responsible for bearing the cost escalations within

Allocation of remaining risk

Managing termination risk

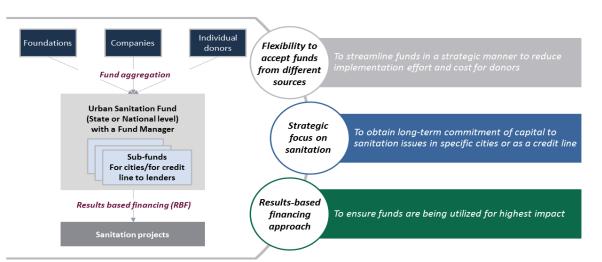
reasons unrelated to ULB compliance with contract terms

Managing payment and cost escalation risk

3

Explored the idea of Urban / City Sanitation Fund

These sources can be effectively brought together in the form of a results based urban sanitation fund, at the national, state or city level



Idea of Urban / City Sanitation fund

This urban sanitation fund can be deployed for multiple purposes

Use of funds for various purposes





- Construction of own toilets for households
- Construction of toilet blocks for markets, offices, schools and hospitals

Potential initiatives

 Construction of sludge drying beds





- Technical assessment of septic tanks
- Impact assessment of IFSM activities
- Impact assessment of partial subsidy scheme for own toilets
- Periodic assessment of treatment facilities

Marketing support



- Assisting businesses create demand for lowcost sanitation products and services
- Catalysing the sanitation market by supporting business development





- IEC activities to promote the adoption of households sanitation
- Awareness generation campaigns for regular septic tank cleaning and enrolling for own toilet scheme
- Awards to wards for achieving Open Defecation Free (ODF) status

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PHASE 2

PHASE 1

Primary outcomes

Goals & Primary outcomes of PHASE 2



Scale up citywide sanitation services for the full value chain using field tested business models for private sector contracts for IFSM services and toilet finance for households

Appropriate PPP
contract(s) used in 2
project cities to provide
citywide IFSM services
including safe collection
and treatment of faecal
sludge, safe reuse or
disposal of treated waste

open defecation free (ODF) with Increased share of households using their 'own' toilets Increased capacity of
Urban Local Bodies
(ULBs) in India to
engage the private
sector for urban
sanitation services in
Maharashtra and two
other of Foundation's
priority states in India

4

Outcome 1: <u>Citywide - Integrated Fecal sludge Management</u> Plan (2/2)

To ensure adoption of the integrated fecal sludge management plan, the ULB has to make regulatory changes

- The key issue in ensuring regular and safe septage management is lack of implementation of government regulations and advisories
- This will need the **formulation of ULB bye-laws** and rules to ensure implementation of each aspect of the IFSM plan
- · The rules should address:
 - Septic tank design: to ensure septic tanks of standard size are installed in new constructions
 - 2.Periodicity of de-sludging: to ensure septic tanks are cleaned every 3 years as per the MoUD's advisory
 - 3.De-sludging procedures: to ensure safe handling of fecal sludge
 - 4.Sanitation tax: to persuade households to clean septic tanks regularly
 - 5.Penalties: to deterirregular cleaning and use of substandard septic tanks

Fourth, regulation and implementation

Financial analysis for funding IFSM activities

 Financial Analysis of options for conveyance and treatment need to be carried out and linked to the ULB budget for financing



 Analysis of ULB budget needs to be undertaken, to understand ULB capacity to fund the IFSM activities.



 Various other sources of finances needs to be looked into for funding



Funding options for IFSM activities

These activities also need to be supported by campaigns for awareness generation

- To ensure adoption of government regulations and ULB bye-laws, there is a need to generate awareness about regular septic tanks emptying
- To educate people about IFSM we can involve:
 - 1. Print and electronic media
 - 2. Civil Society organizations such as NGOs and RWAs
 - 3. Academic institutions such as schools and colleges
 - 4. Opinion influencers such as doctors and religious leaders

Illustrative posters to generate awareness



Fifth, IEC and Awareness generation

Create citywide information for successful implementation of PPP and improving monitoring by ULB for IFSM activities

Present system

- No database of toilets, septic tanks for HHs
- No ready database to show how often a septic tank is being cleaned and at which location in the city

<u>Creating database and improving monitoring:</u>

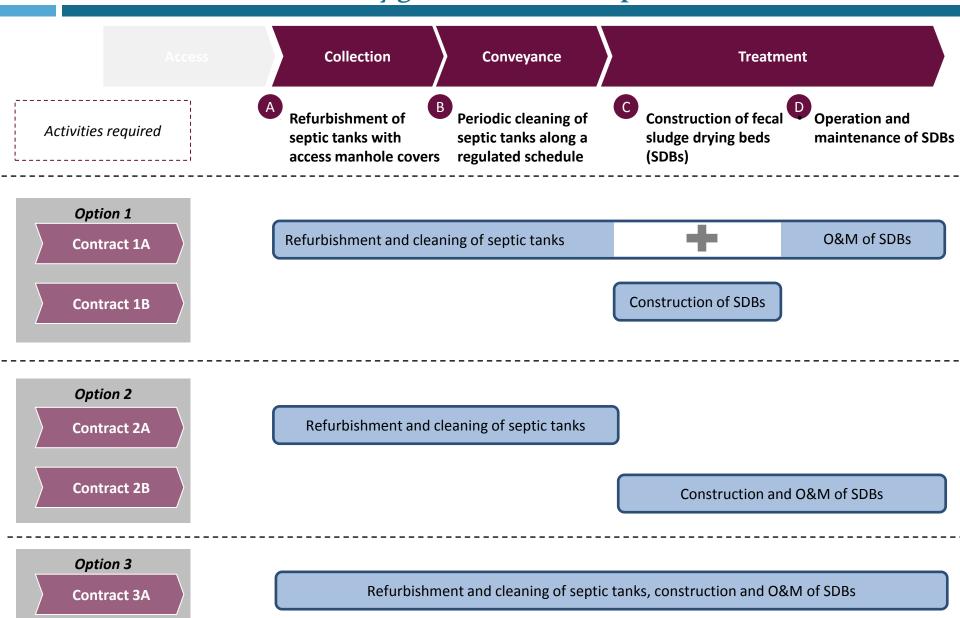
- Create GIS database for each HHs / property depicting details on Toilets, septic tanks, soak pits details
- Update of HHs / property on server through mobile application or reporting systems once the sentic tank is cleaned

Details of toilets Details of where toilets are connected Details of where bathroom and kitchen are connected

Citywide database and MIS



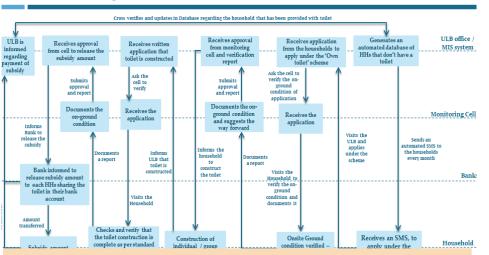
These activities will be undertaken under various contracting options to be finalized with the city governments and private sector



4 Outcome 2 : ODF cities through 'Own toilet' scheme (2/2)

जागा

Monitoring framework for 'Own toilet' scheme



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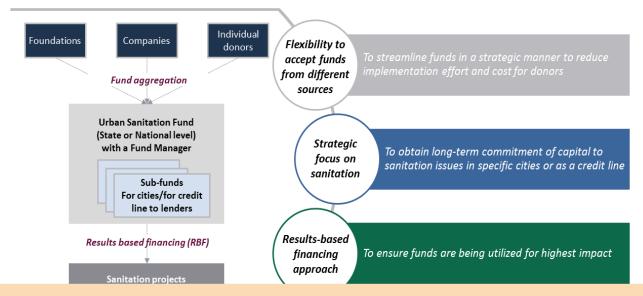
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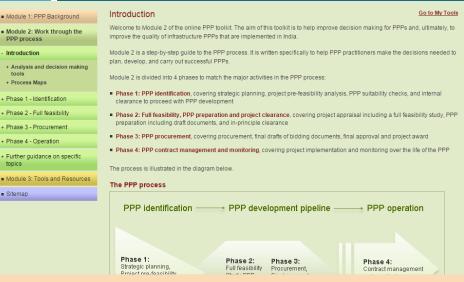
Setting up Reporting and monitoring systems

Construction of toilets as per design and specification



Setting up City Sanitation fund for funding the toilet scheme

4 Outcome 3: Capacity building training of ULBs through PPP toolkits



Developing PPP toolkits and guidelines



Capacity building of 50 ULBs



Peer review and feedback through workshop with cities





BILL & MELINDA GATES foundation

Guidelines disseminated at National and Global level

Thank you

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