

# Evaluation of Jan Suvidha Complexes and Bastee Vikas Kendras in Delhi

Draft Report

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# Evaluation of Jan Suvidha Complexes and Bastee Vikas Kendras in Delhi

## Introduction

It is a common assumption that the poor live in low-income settlements. And that slum living and poverty coincides. As a result, figures for slums are generally calculated backwards from poverty estimates based on the income poverty line.

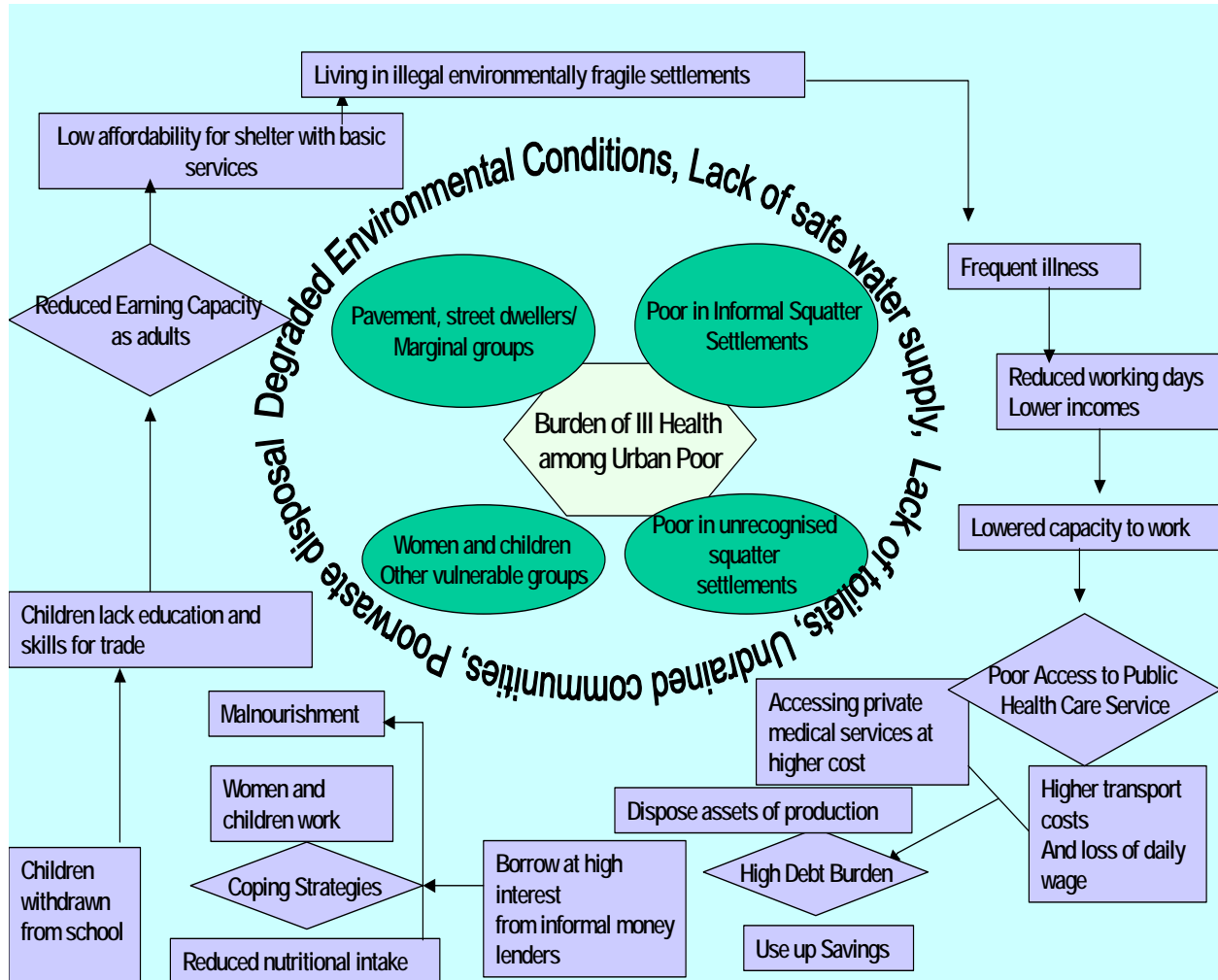
Census 2001 enumerated the population of Delhi at 137 lakhs of which 9.42 percent were said to live below the income poverty line. The exclusive slum survey undertaken in this Census however, estimated that nearly twice the number i.e. 16.6 percent or 2.27 million people live in low-income, underserved settlements called slums in the city.

Varying estimates of populations living in low-income settlements exist. While the survey undertaken by the Slum Wing in 1994 put the number of squatter settlements at 1080, that undertaken by NIUA in 2001 suggested that there were 1190 settlements in the city. Even as the number remained invariable, the location of many settlements had changed over time due to shifting of settlements to city fringes as land was reclaimed by DDA for housing purposes in the city. Besides, there was also a densification of the existing settlements suggesting that the number of poor households had increased considerably. Subsequent to the NIUA count, there has been a massive relocation drive in the city during 2000-2001 with likely implications on the number of settlements (CBIS-NIUA, 2001).

Poverty trends across the country and in Delhi indicate that level of poverty and number of people living below the poverty line has continued to decline. However those living in under served settlements appears to be on the rise. Numbers of households and population estimated to be living in squatter settlements was estimated by NIUA at 22.7 lakhs (CBIS-NIUA, 2001).

## Low-income Settlements and Access to Basic Services

Several studies have indicated that lack of income is not the only factor responsible for household poverty. Lack of access to and availability of basic services such as water, sanitation and waste disposal are key factors that translate into opportunity losses and keep households poor. The Recursive Poverty Cycle that keeps poor households chained to their poverty is graphically represented here.



The Recursive Poverty Cycle<sup>1</sup>

<sup>1</sup> Reproduced from Keynote Presentation by Dr. Renu Khosla at the Workshop on Urban Health, Bangalore, August 2003

The recent Tenth Plan document has redefined Poverty as vulnerability, recognizing that poverty is not just an outcome of low incomes but influenced by a range of conditions to which the poor are vulnerable. The Plan categorized poverty into shelter poverty, services poverty, and poverty of opportunities and choices. Further the Government has held exclusion of poor people from the processes of decision making or allowing them the opportunities of making an informed choice from a range of service options as responsible for sustainability of poverty conditions.

In spite of this acknowledgement by the government of the need to intervene in service delivery, a critical factor that prevents low-income communities from being integrated within the larger city fabric is their lack of land tenure. This is chiefly responsible for illegitimizing the stay of poor in the city, denying them access to basic services and precluding them from exercising their right to access city resources. Lack of a clear cut land tenure and shelter policy, both at a national level and at city levels, has contributed to maintaining the illegitimate /deprived status of the poor.

### **Provision of Toilets in Low-income Settlements**

In the city of Delhi the Slum and JJ wing is responsible for providing basic services to low-income settlements or slums. The set of basic services for poor areas has been determined out of the EIUUS programme package and includes water supply, sanitation, paved pathways, storm water drainage, electricity etc.

Sanitation services provided in these settlements by the Slum Wing have largely been in the nature of large community toilets or Jan Suvidha Complexes (JSC). Large amounts of money are invested in these complexes annually. However, despite this effort, sanitation situation in the settlements provided services does not appear to have improved. Estimates suggest that nearly 60 percent of the poor continue to defecate in the open. Even where toilets are provided by the local government these remain unutilized due to poor maintenance.

This study was an attempt at probing into the reasons responsible for the poor utilization of the service and to identify alternate options for improved sanitation of the city at large.

### **Provision of Community Halls**

Besides, provision of toilets in the city, the Slum Wing has also been constructing community halls or Basteer Vikas Kendras (BVK) in slum areas with the objective of providing the poor common spaces for community

/development /cultural activities. These centers are to be managed with the support of the civil society organizations or NGOs. The study was also an attempt at understanding the usefulness of the BVKs to the poor with the objective of influencing the future planning for the poor.

## Objectives

The overall objective of the Study was to assess whether the

- Objective of the Scheme had been achieved or not as per the Plan targets. If not, reasons for low achievements to be identified.
- Funds provided to the Slum department for the purpose are being utilized effectively in meeting the proposed targets
- Community Halls constructed so far are being fully utilized, and reasons for low utilization
- Physical achievements are in tune with the expenditure incurred under these schemes i.e. unit costs are reasonable and acceptable
- Arrangements for monitoring, planning and coordination of the Schemes are adequate
- Beneficiaries are satisfied with the services or not
- Arrangements for maintenance are satisfactory or not
- Measure instituted are sustainable
- NGOs are playing a useful role and how their role can be enhanced.

## Review Of Literature

Not many studies have attempted to look into the condition of sanitation in cities. A few studies that have examined toilets are reviewed here.

According to a study of sanitation conditions including community toilets in 46 resettlement colonies in Delhi by Sabir Ali (1998) most community sanitation facilities end up in disuse primarily because of poor quality of construction material used and maintenance. ON the other hand, Pay & Use toilets managed by Sulabh International are cleaner and are more optimally used.

Another study conducted by Osmania University on Environmental Improvements of Slums in Hyderabad (Prasad, RCUES, 1994), concluded that even as the community latrines were generally located at convenient places because of insufficient seats and inadequate water supply, the facilities remained under utilized. Wherever these toilets were functional and maintained properly, these had contributed to improved cleanliness and sanitation of the area.

The Study further indicated that municipalities showed little interest in using funds for construction of community toilets and where built, these were poorly maintained and not well patronized. Prasad wrapped up the discussion by adding " *in several areas, poor quality of work.....has led to increased maintenance costs..... poor maintenance is leading to deterioration of amenities, especially community latrines.... thereby reducing the impact of the programme*". Latrines with poor sanitation, says Khosla (2000), themselves become sources of pollution and disease for the poor in the community with women and children as the worst sufferers.

### **What are the implications of open defecation? For women? For girls? For children?**

According to Khosla (2000) "*gang rape of the young girl on her way to answer nature's call is a vivid affirmation of the harassment, molestation and indignity to which women/girls and young children in urban areas are exposed to in the absence of toilets. Besides being unsafe and undignified, open defecation is a serious health and environmental threat as pathogens from excreta contaminate soil and water causing disease and death. Absence of poor sanitation facilities exacerbates the health burden of the poor. In poor quality settlements families lose more workdays and a higher proportion of their income to illness. With the primary income earner being too sick to work, onus falls on children, interrupting their education and leading to children and family.*"

Provision of sanitation, says Khosla (2000) must be based on four principles. Firstly, it must be conveniently accessible to the user. People, especially women and children, need a toilet that is in their homes and if not there, at least close enough to ensure it can be used whenever needed. Secondly, these toilets must be clean to encourage regular use. Third, they must be easy to maintain. And finally everyone must have the opportunity to choose from a range of options. Given a choice people are found to opt for individual toilets or small units within easy reach.

## Methodology

A two-step sampling process was used to identify the sample for the study.

**Step 1:** Using the list of 1080 low-income settlements in the city categorized by constituencies provided by the MCD, a filter was run to screen out all settlements with JSCs and /or BVKs. 376 settlements were found to have either or both the services. A random selection of 33 settlements was made from this list ensuring equal representation from each of the constituencies.

As part of the parallel EIUS assessment study, every tenth settlement had been identified for detailed investigations. These 25 settlements became the starting point for identification of the sample for the present study.

**Step 2:** From the selected 25 EIUS settlements, those that had both a JSC and a BVK were identified. Only 6 settlements in the list had both the services. Balance 19 settlements were identified through a process of replacement by going down the list till the next listed bastee with both services was found. In this manner, another 19 settlements were randomly identified for the study.

Since NIUA has been working in the slum settlements of Delhi as part of a project on "Improving Access of Urban Poor to Basic Services" supported by CARE India, it was decided to also include all settlements from among the 43 clusters in which NIUA has formed community based organizations with these services in the sample. An additional 8 settlements were thus added to the list. In all 33 settlements were therefore included in the study.

Some of the settlements (11) were found to have more than one JSC. All JSCs in the settlement were included in the study. Number of JSCs surveyed was therefore 46.

## Sample

The final sample was as follows

Number of Settlements in the Study	Number of BVKs	Number of JSCs
33	31	45

Interview and observation Performa were developed for data collection. Apart from actual observations, discussions were held with community and women to understand the problems and concerns in using these facilities.

Interviews were also held with managers of the JSCs and the BVKs in the selected settlements and their records were reviewed.

The list of settlements visited and the number of JSC and BVKs observed in these settlements is annexed.

### **Study Limitation**

Macro level data was to be provided by the Slum Department. However, except for the lists of these complexes, till the time of report writing they were unable to provide the required data. This study therefore has been unable to develop a macro analysis of the situation in the city as also unable to review issues of finance and target achievements.

## Part A: EVALUATION OF THE JANSUVIDHA COMPLEXES

### Toilet Availability and Outreach among the Poor

As per the list supplied by the Slum Department, only 376 JSCs had been provided for the 1080 low-income settlements in the city or approximately one third (34.81%) of the settlements had been provided toilet services. Of these 237 (63%) were of permanent nature and the balance 139 or 27 percent were prefabricated or mobile units.

Almost one third of the pre-fabricated structures were yet to be allotted in terms of maintenance, reducing the overall outreach among the poor. Since some large settlements had more than one JSC, coverage at a city level was much lower.

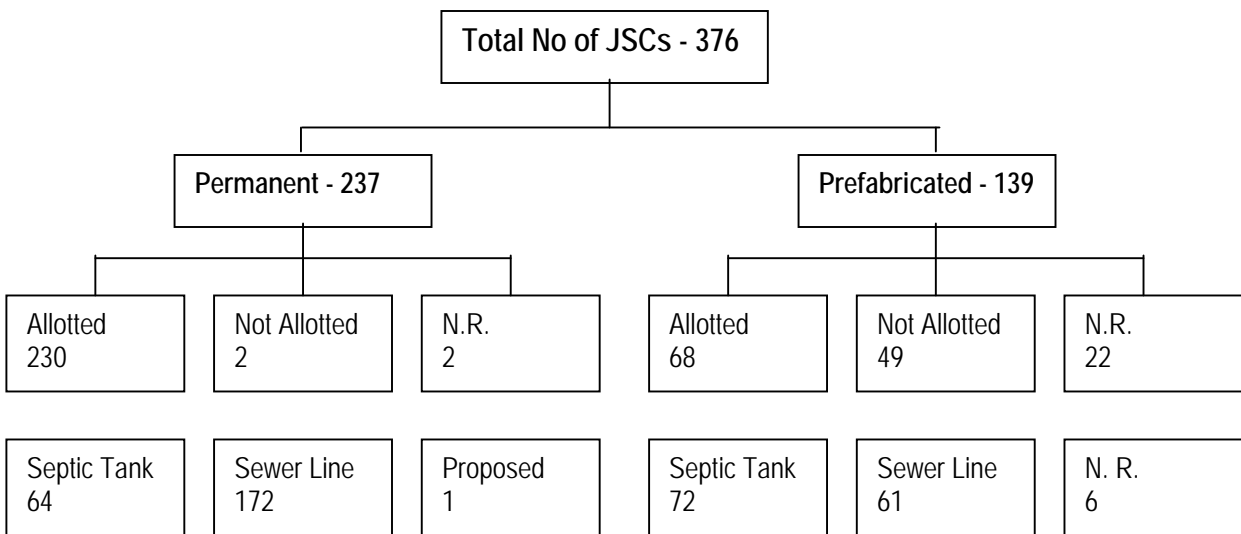


Table 1: Services in the JSCs

Type	Total	Water Connection			Type of water Connection					Water Supply 24 Hours		
		Yes	No	NR	Tube Well	Tube Well Not Functional	H.P	M.C.D	N.R	Yes	No	NR
<b>Permanent</b>	237	224	1	12	231	6				230	7	
<b>Prefabricated</b>	139	122	17	0	116	15	4	2	2	121	13	5
<b>Total</b>	376	346	18	12	347	21	4	2	2	351	20	5

Table 1: Services in the JSCs (Contd.)

Type	Total	Electricity Connection				Amount Charge Per User					Present Condition				
		Yes	No	other	NR	One Rs	Rs 0.50	N.A	NIL	N.R	Average	Good	Poor	Not Function	N.A
<b>Permanent</b>	237	236	1			175	54			8	215	11		10	1
<b>Prefabricated</b>	139	113	20	1 Genset	5	54	9	67	4	5	90	9	1	24	15
<b>Total</b>	376	349	21	1	5	229	63	67	4	13	305	20	1	34	16

Source: JJ Slum Department, MCD, Mrach 2003

Nearly 8 percent of all JSCs were without water. In addition, another 5.6 percent had water supply which was non functional and about the same number had water supply less than 24 hours daily. Electricity connections were missing in 5.6 percent toilets, mostly in the prefabricate units, suggesting that these remained dark with possible low utilization. Together these complexes had provided 10484 seats covering 5,24,200 poor people. Coverage in terms of total slum population was therefore less than one fourth (23.09%) percent among the poor.

Only 12.5 percent toilets according to the MCD data were not charging money for use.

As per the Slum Department's own assessment, only 20 toilets were in good condition, whereas a majority of them were in average shape. While four permanent structures had been demolished, 19 prefab units were indicated as having been removed. Whether, these had been shifted to other areas or had been deemed to be unfit for use was not clear from the data provided.

Table 2: Status of Completion of JSC as on March 2001

TYPE	STATUS	NOS	SEATS
Conventional	Completed	192	5856
	Completed but not functional	7	278
	Demolished	4	76
<b>Conventional Total</b>		<b>203</b>	<b>6210</b>
Pre fabricated	Completed	119	2945
	Completed but not functional	24	528
	Demolished	19	488
	To be allotted	4	200
<b>Pre fabricated Total</b>		<b>166</b>	<b>4161</b>
Temp	Completed	4	113
<b>Temp Total</b>		<b>4</b>	<b>113</b>
<b>Grand Total</b>		<b>373</b>	<b>10484</b>

Source: JJ Slum Department, MCD, March 2001

Table 2: Status of Completion of JSC as on March 2001 (Contd.)

TYPE	STATUS	SUMMARY CODE	TOTAL	
Conventional	Work Completed	Local area residents	4	
		Ngo	187	
		To be allotted	1	
	<b>Work Completed Total</b>			<b>192</b>
	Not Functional	WC Non Functional		7
	<b>Not Functional Total</b>			<b>7</b>
	Demolished	REMOVED		4
<b>Demolished Total</b>			<b>4</b>	
<b>Conventional Total</b>			<b>203</b>	
Pre Fabricated	To Be Allotted	To Be Allotted	4	
	<b>To Be Allotted Total</b>		<b>4</b>	
	Work Completed	Local area residents		23
		Ngo		85
		To be allotted		10
		To be removed		1
	<b>Work Completed Total</b>			<b>119</b>
	Not Functional	Local area residents		1
To be allotted			2	
WC Non Functional			21	
<b>Not Functional Total</b>			<b>24</b>	
Demolished	Removed		19	
<b>Demolished Total</b>			<b>19</b>	
<b>Pre Fabricated Total</b>			<b>166</b>	
Temporary	Work Completed	NGO	4	
	<b>Work Completed Total</b>		<b>4</b>	
<b>Temporary Total</b>			<b>4</b>	
<b>Grand Total</b>			<b>373</b>	

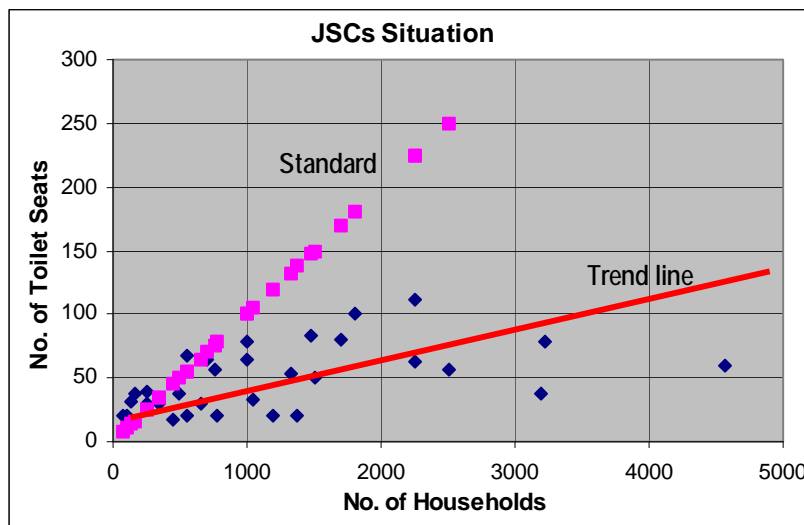
Source: JJ Slum Department, MCD, March 2001

Data provided above indicates that there is no clear cut monitoring or tracking system in place. It is impossible to ascertain how many toilets were functional as the figures changed in different tables. As per Table 2 above 7.16 percent toilets were non functional.

Communities are not part of the process of planning for JSCs.

### Data from the Sampled JSCs

The 46 toilets in the study were plotted on a scatter graph using settlement size as the comparative indicator. Data suggests that most toilets in the study came from small sized settlements with less number of seats. As per the standard norm for seat provision, 1: 50 persons, the trend line suggests that increase in settlement size did not correspond with increase in number of seats. Larger sized settlements were provided toilets that were not sufficient to provide an adequate service to the poor.



Graph 1: Distribution of toilets by settlement size

### Functional Complexes

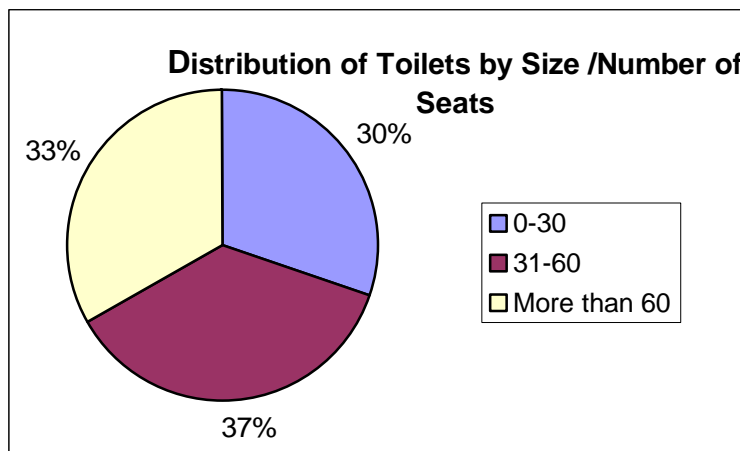
Almost all (95%) except two JSCs in the study were found to be operational. The two non-functional JSCs were at Mandi Pahari near Mehrauli and Bhim Bastee in Jonapur village. These had been locked ever since the day they had been constructed. Mandi Pahari had a caretaker appointed by the Slum Department who lived inside the complex and who kept the place locked. The community also confirmed this. Neither the caretaker nor the community was able to explain the reason for the toilet remaining locked. Since there was easy availability of open spaces in the area, people did not probe into the reasons for the toilet being closed.

In the second toilet, no caretaker was found and the number of seats and condition of toilet had to be assessed by climbing up the toilet wall.

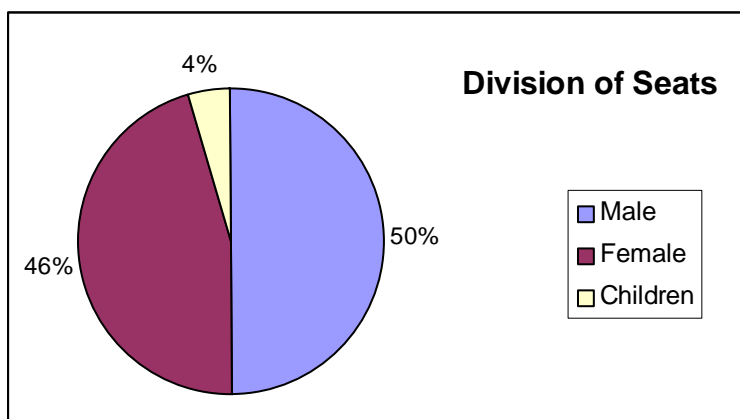
The fact that most JSCs in the study were found to be operational, indicates the felt need of poor people for this service.

### Number of Toilet Units in the JSCs

Number of seats in the toilets ranged from 18 to 101 seats. The latter was really a cluster of 3 JSCs and together their seats added up to a 101. On an average a JSC had 35 seats. Toilets were categorized as those with less than 30 seats, those with seats between 31 and 60 and those with over 60 seats. A normal distribution of toilets was found in the sample, with equal numbers of large, medium and small toilet units.



Graph 2: Distribution of Toilets by size



Graph 3: Toilet seats by Sex

Total number of toilet seats in the complexes in the study was 1732. Number of seats for men was more than for women (46%). 4 percent seats were also provided for children (Annex 1).

### Number of Bathing Units

Nearly 65 per cent of JSCs also provided bathing facilities. Number of bathing spaces varied from 2 to 49. Invariably, the complexes had more bathing spaces for men than women (92.7%).

Considering that children generally tend to use the female side of the toilets with their mothers, and that women have a greater felt need for toilets, there should be more bathing and toilet units in the female side of the complex.

**Table 3: Number of Bathing Units**

Male	Female	Total
178	165	343

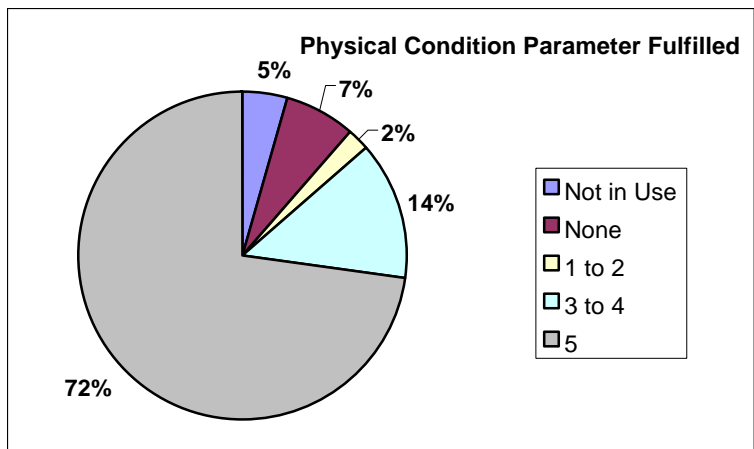
### Adequacy of Units

As per government norms, a toilet seat is to be provided for 50 persons. Data indicates that on an average the toilet seat person ratio is 1:80, far exceeding the government norms. Since time series data on the population growth of the settlements was not available, nor was information provided on the date of toilet construction, it was difficult to gauge whether densifying settlements was responsible for the poor averages. Nevertheless, it is important that while building toilet complexes, projected population growth of the settlement may be used for planning the number of seats or a review may be taken once every 3 years and new toilet blocks added by building atop the old. In case of such planning, it would be necessary to ensure that the size of sewage pipes must be large enough to carry the additional load in the future.

### Physical condition of JSCs

Physical condition of the JSCs observed, was analysed using five parameters, as these are likely to have an impact the utilization pattern.

The five indicators of physical conditions examined were the state of the roof (broken, leaking or intact), floor (broken or smooth), wall (cracked) doors (broken, with or without latches) and WCs (broken, blocked). Nearly two-thirds (72%) of JSCs were found to have satisfactorily met all the criteria and were said to be in very good condition. Of these half or 15 had been recently constructed under the JBIC Yamuna Action Plan project. One tenth of the JSCs (9%) were in poor physical state of which 7 percent failed to meet all the five criteria of a well-maintained Unit. 14 percent JSCs satisfied between 3 and 4 criteria and could be said to be in fairly good condition. A small percentage (5%) were not in use.



JSCs in poor physical conditions were generally those being managed by private contractors appointed by the MCD. They lacked doors and the doors lacked latches/locks. Roofs were leaking and walls had large cracks. Ventilators were broken and without panes.

Graph 4: Physical Condition of Toilet Complexes

The electricity fittings were missing and there was no light inside most of these complexes. Water supply to the JSCs was insufficient with half the taps non functional. Women also complained that these were unclean from inside. WCs were broken and blocked.

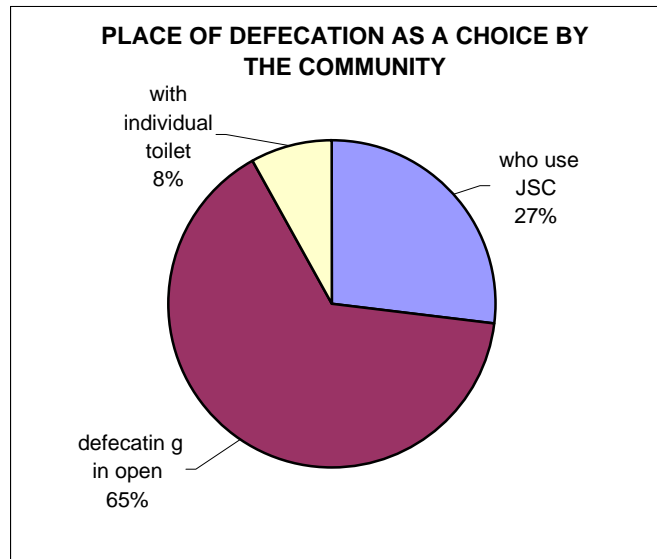
Only one sweeper was available in these complexes, whereas contractors were required to keep two, one female for the women's section and one for the men's section. Only 2 toilets had a woman sweeper present at the time of the visit. Children generally used the outside spaces as only few toilets (4%) had specially designed seats for children. Besides they were scared of going inside the toilets, as these were dark and dirty. In Machli market, the caretakers were also demanding money from children at the same rate as for women that reduced their use.

At Jaya Bharti Camp in East Vinod Nagar the sewer line itself was blocked and the toilet had been closed for maintenance work. The households were therefore, defecating in the open drain near the settlement.

### Usage of JSCs

By providing JSCs to slum settlements, it was expected that people would use this facility rather than defecate in the open. Despite the provision of JSCs, the percentage of people in the communities using toilets regularly was extremely low (27%). 65 per cent of people continued to defecate in the open largely because of the condition of the toilets as also because these were very far from their homes. Since in a majority of cases, these settlements come up along city drains or waste dumps, or railway tracks, people found it easier to use the open. About 8 per cent families were found to have built toilets inside their huts and were using these. Often these toilets were in the nature of small pits that were then manually

scavenged to keep the household clean. However, even manual scavenging and dumping the fecal matter in the nearby open lands or waste dumps was preferred as these toilet pits were inside homes; convenient, private and safe.



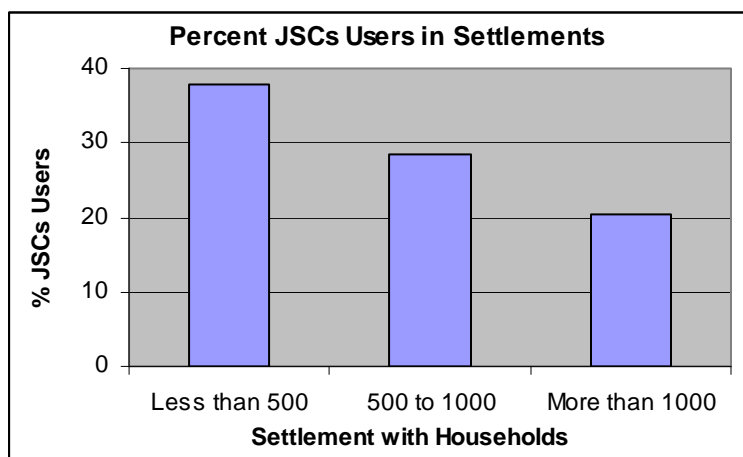
Graph 5: Use of Community Toilets

In Nehru Camp and Kalyan Puri, Block 17 and 21, the backs of huts were generally overhanging the open drains along which the settlements were located. Most houses had constructed a toilet in the back, where the fecal matter fell directly into the sewer. Settlements along the highway or near DDA parks used these for defecation.

By and large, local governments use one common option for sanitation in all low-income settlements; i.e. building large toilet complexes. Besides, being difficult to manage, these require large open spaces to be constructed and hence are built at one end of the community making access for people living in the middle and the other end of the settlement, inconvenient; who therefore continue to defecate in the open.

#### a. Use by Settlement Size

Data regarding use was correlated to settlement size. It was noted that smaller settlements tended to use JSCs more frequently whereas in larger settlements the use was less. This was possibly due to the fact that small settlements were compact and toilets could not be very far from individual homes. Also, highly congested conditions around small settlements left no open space and little scope for open defecation, pushing people into using these facilities.



Graph 6: Users by Settlement size

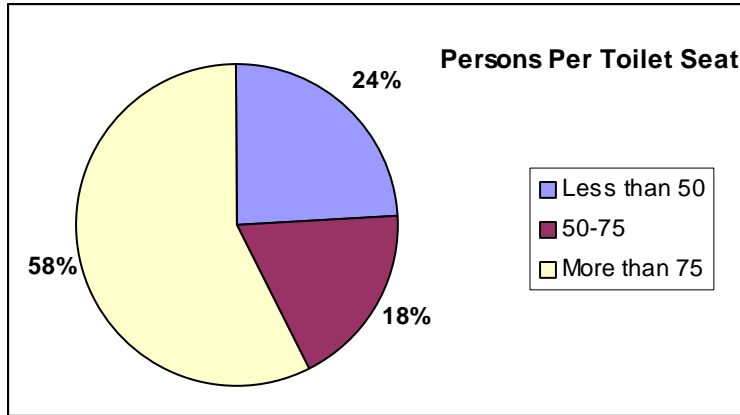
#### b. Use by Small Children

Small children, in almost all cases, did not use the JSCs due to their fear of going into the dark and poorly lit complex. Since toilet seats were adult sized, children were afraid of falling inside. Besides, parents were not comfortable about sending small children alone to these complexes without adult supervision. Parents also worried about children being abused, if sent alone. Children used toilets only when the mothers accompanied them for their own toilet activities and largely used the female section. Children defecating over small drains in front of their houses were a common sight in the settlements.

#### c. Users per Toilet Seat

Utilization patterns were used to estimate users per toilet seat. These ranged from 20 to 432. Invariably the large /densely populated communities had a high average use per toilet seat. It was decided to categorize users per seat by using the toilet seat norm of 1: 50. Almost 60 percent of toilets had a user-seat ratio of over 1:75. About 18 percent had a ratio between 1: 50-75 and one-fourth toilets had an average user ratio less than 50 per seat.

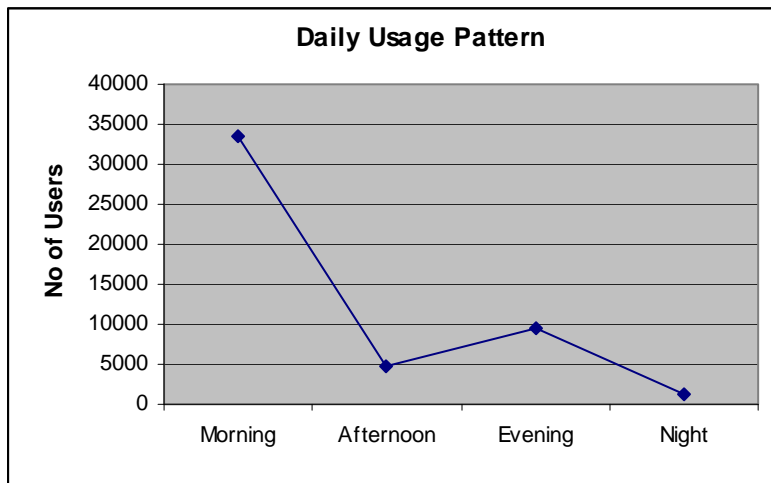
However, since only one-third households in the community were using these toilets, the average load was much lower a 22 for men and 31 for women.



Graph 7: Users per Toilet Seat

#### d. Total Number of Users per Day

On an average, 1097 persons used a JSC every day. Of these 403 were men, 521 women and 174 children. Pattern of use changed over the day, with toilets being extremely crowded in the mornings and evenings and least used during the afternoon.



Graph 8: User Pattern over the Day

#### e. Gender Differences in use of JSC

More women than men were found to use the toilets. On an average, there were 1.3 women users to every male user. However, in some basis the ratio of women users was 3-5 times that of male users.

Two reasons were responsible for this. As men were expected to pay Re. 1.00 per use, they generally avoided this expenditure. Besides, there is no penalty on using open spaces for defecation. Women

preferred to use toilets as these offered more private /dignified space for defecation. Besides, women could use the toilets during the afternoons, if unemployed.

As per GOI guidelines, women and children are to be provided the service free of cost. While the use of JSCs was found to be free for children, in about two third JSCs women were being charged for use, although this was half the male rate at 50p per use. Women complained most about the user charges as they felt strongly that they needed private spaces for defecation and they did not have the affordability.

### **Accessibility of Toilet**

Of the total number of toilets, 8 were in the middle of the settlement, while the rest were at the edge of the community. In Kabir Nagar, there were 2 toilets, one at each end of the settlement that was along a long railway track. Although there was one toilet near the community, a new toilet had been recently built, that too at a distance of 200 meters from the end of the settlement, making it difficult for the people to use it. Both the toilets were under utilized. Except for households that were close to the toilets, the rest of the families continued to defecate in the open. In Udham Singh Park, the toilet with 60 seats was almost half a kilometer away as the settlement inside an industrial area was highly congested with no space at all for construction of a toilet. Community women complained about the complex being far off and lack of safety, in particular during the winter season.

### **Payment for using JSCs**

It was expected that maintenance of JSCs would be paid for by allocation of user charges. User charges varied between 50p to Re.1.00 for adults. In some settlements (45%) usage was free for women. For children (below 12 years) the use of JSCs was free in all the settlements. However, in Machli market the contractor was beginning to charge for child use as well. None of the JSCs had developed a monthly payment system that enabled families to pay lump sum towards use of the toilet during the month.

While no clear estimates were available on the expenditure per family, it was estimated that a family of 5, with 2 adults and 3 children, and an average use of the JSC twice a day, would have to pay between Rs 5 and Rs 7 per day for toilet use or Rs 150 -Rs 210 per month. The expenditure would rise with diarrhoea, a common health problem in these poor sanitary conditions. Since food and survival are key priorities for poor people, spending scarce family resources on toilets is generally deemed low priority unless there are clear advantages of using JSCs or people are motivated to do so, or there is some fine for using open spaces for defecation can habits of people be changed.

To analyze the impact of user charges on JSC usage, it was decided to undertake a gender-based analysis. Male and female users were filtered using different rate slabs charged for toilet use. User charges were seen to have some impact on toilet use. In case of women, while user pattern did not change between free and charged services (free service use by women: 48.5% ; charged service use by women : 51%), in case of men user rate dropped with rise in user charge from 34 percent when charged 50p to 32 percent at a charge of Re 1.

Average collections at a JSC were said to be about Rs.510, the range being from Rs.50 to Rs.2000 depending upon the size of the settlement and the availability of easy open spaces in and around the area. Average collection per seat was Rs. 12 per day, with a range between Rs. 2 to Rs. 43. However, these figures may be incorrect as proper record had not been maintained by the contractors.

### **Maintenance of JSCs**

Of the 45 JSCs 18 were maintained by Sulabh in partnership with other NGOs or through contractors appointed by them, 13 were managed by NGOs independently, and 12 by private contractors. Maintenance for 2 had yet to be decided. Sulabh International managed 11 JSCs. List of NGOs/ private contractors responsible for maintenance of toilets is given in annexure 4.

Toilets maintained by Sulabh International were cleaner. On an Average 36 % people were using toilets maintained by Sulabh as compared to 23 % in case of other units indicating clearly that toilet use rose with clean toilets. Even then, if the cluster was near the drain as in the case Anna Nagar, Vikas Kutir, only 15 percent people tended to use the toilet. Other NGO run toilets were almost in the same condition as those managed by private contractors. Toilets recently constructed though were in good physical shape.

A chowkidar and two sweepers are expected to be hired by the contractor to maintain and take care of the complex. However, only one sweeper was appointed in most cases, and as toilet complex size increased it became difficult for one sweeper to be constantly cleaning up.

All the JSCs had electric connections and water supply (except one), mostly through taps. Some also had hand pumps (n=3). In some toilets, faucets were missing and the place below was filled with waste and 'paan/gutka filled the drains. While more than half of the JSCs (52%) were connected to the sewerage system, nearly one-third (39%), were connected to septic tanks. One toilet was found connected to a soak pit. Some JSCs, as in Pitam pura near theTV tower and at Nehru Camp Mother Dairy, the toilets were built on top of the main drain and connected directly into it. In Kanchan Puri, the toilet had a septic tank.

However, as no settlements in the sample were along the riverbed, it was difficult to estimate if the waste was directly flowing onto the river.

Since information from MCD could not be collected, it is difficult to comment on the contracting arrangements, target achievement, procedures, monitoring systems etc.

## Part B: EVALUATION OF THE BASTI VIKAS KENDRAS (BVKs)

Basti Vikas Kendras (BVKs) have been provided to low-income settlements as multi-activity centers that provide space to communities to organize a number of common activities.

The Slum Department has constructed 360 BVKs over the years. Of these, 300 have been allotted to NGOs for different activities and 44 to different government departments. The rest 16 are not in use.

100 BVKs have been permanently allotted to the concerned agency/NGO. In case of the others, these are provided to NGOs for a fixed period of time ranging from 6 months to 5 years. Most permanent allotments are to the government departments, especially to health and education departments for running dispensaries and school classes. List of activities being undertaken in the BVKs is in Table: 4. Since BVKs are expressly for use of communities, their allotment to government offices defeats the very objective of their being built and is a waste of precious resources of the Slum Wing. Besides, other departments have their own budgets for construction.

**Table 4: Activities Run in BVKs**

Sr. No.	Activities	Nos.
1	Informal Education and Vocational Training	228
2	Medical Dispensary	90
3	Informal Education and Vocational Training and Medical Dispensary	3
4	Medical Dispensary and Non-Formal Education	3
5	Technical Education	1
6	Death and Birth Registration	1
7	Health Medical	3
8	Street Children	1
9	Primary School	2
10	Ration Shop	1
11	Library	2
12	Non- Formal Education	1
13	Vocational Training	1
14	Counseling	1
15	Orphans	1
16	Cancelled	4
17	N.R.	17
	<b>Total</b>	<b>360</b>

Source: JJ Slum Department, MCD, Mrach 2001

The Slum Department charges an annual rental of Rs.100 from the NGO/department irrespective of the size of the BVK.

## Functioning and maintenance of BVKs

Of the 30 BVKs in the study, nearly one fourth or 23 per cent were non-functional. One tenth (3) of these were found locked as these had yet to be allotted to an NGO or CBO. These BVKs were built in 2000-2001, and the procedure for contracting was yet to be completed.

Table 5: Use of BVKs and their maintenance

BVK use	BVK maintained by		Grand total
	Government	NGO	
Not used	7	-	7
Used	4	19	23
<b>Grand total</b>	<b>11</b>	<b>19</b>	<b>30</b>

Source: Primary Survey NIUA: 2003

As part of its policy, the Slum Department allots BVKs to NGOs/CBOs who approach the Department for conducting various developmental/ welfare activities for the poor. Nineteen BVKs had been assigned to various NGOs (list at Annex 3) while the rest 11 BVKs remained in the control of the Department.

All BVKs given out to NGOs had regular activities for settlement dwellers. In case of Departmental BVKs however, only 36 percent had some activities underway. Instances, as in the JJ Cluster Prabhu Market, Lodhi Road, of BVK being under the control of the Bastee pradhan were noted. However the community could continue to use these for their social and cultural events.

The Naglamachi BVK was being used by the MCD to run the primary school. In Khazan Bastee, Maya Puri Industrial Area, one room of the BVK was occupied by an MCD sweeper and used as residence, while the rest of the rooms were locked.

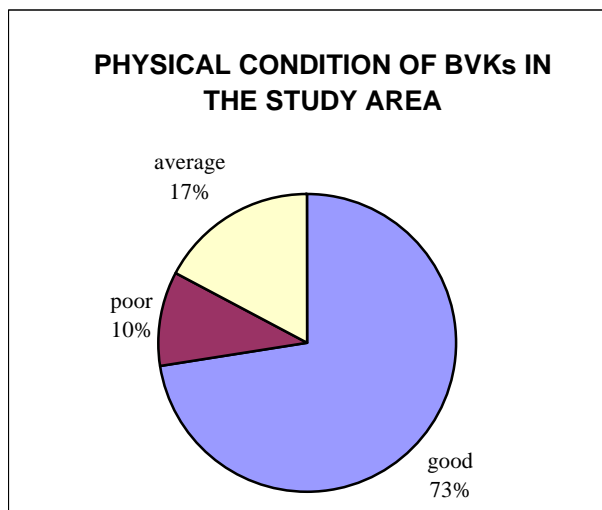
Several centers such as in Bhim Bastee, just the board of the NGO hung outside and the community reported no activity.

In V P Singh Camp, near Tughlakabad, when the settlement was demolished in July 2002, the BVK was demolished along with the settlement, leading to a colossal waste of resources.

## Physical condition of BVKs

Physical condition of nearly three-fourths of BVKs was good while 10 per cent of BVKs were in poor physical state. In Vikas Puri, the BVK was flooded with sewer water from the nearby park. It was difficult to even walk up to the entrance of the center. In Pitam Pura, the center had no light, however, since it was used only during the day, lack of electricity was not missed.

Banwal Nagar BVK was extremely small. It had only 2 rooms and the space was insufficient for use by the community for its cultural activities. One third of BVKs were without electricity and one tenth had no facility for water supply. Lack of such facilities reduces full utilization of the BVKs.



Graph 9: Physical Condition of BVKs

## Activities in BVKs

A range of activities happened at the BVKs with the support of NGOs. These included

1. Education center (53%)
2. Sewing center (40%)
3. Dispensary (23%)
4. Marriage parties (3%)
5. Special school for mentally retarded (3%)
6. Vocational course (17%)
7. Advocacy and awareness building (3%)
8. Old age home (3%)

Most common activities at the BVKs related to education i.e. running of pre-school centers or balwadis. Sewing classes were also very popular for women. Some BVKs ran a dispensary from their premises as in the case of Machli Market. A few BVKs organized vocational courses for community members. A special school for the mentally challenged at Jaya Baharti Camp by Chahal and an old people's home at Sambhav Camp, Mandi Pahari respectively by Zion Social Welfare Society were also functioning from these centres. These services were provided to the settlement people during the day.

Since activities like preschools /sewing classes/vocational training happened regularly, almost all the functional BVKs were being used daily.

With a few exceptions, the BVKs were serving all in the community and all were allowed to use these centers. In fact in some settlements, middle and upper income neighbourhoods were also found to be using the BVKs for their activities.

## **NGOs**

18 NGOs were found to be managing the BVKs in the sample. NGOs paid only an annual rental and were responsible for the maintenance of and payment of the electricity and water charges.

Sewa Bharati had the majority of BVKs (8) allocated to them and ran just 2 types of activities i.e. sewing and preschools.

# Recommendations

## Jan Suvidha Complexes

1. **Use a range of sanitation options:** Provision of sanitation is an important responsibility of the Slum Department and essential for the health of the poor and the city. However, the low utilization pattern of JSCs suggests that perhaps large toilet complexes are not the only solution to the problem. Range of options has been tried across the country successfully that include provision of individual toilets, smaller blocks of toilets spread within the community and large toilet complexes. Slum Wing must review these before developing sanitation plans.

Plans for service provision can then be flexible and determined by the nature of the settlement, its size, density, spread, nearness to a drain etc. Number of units in large toilet complexes could be determined on the basis of the population of that area rather than be decided upon by other considerations such as money/space availability. Units for men and women would then not be equally divided but take into consideration needs of young children and the fact that child units are located within the female section.

People generally prefer individual toilets as these are both private/safe and easily accessible. Besides, children can use these without being afraid. In the city of Ludhiana, 93 percent poor households had built their own toilets either individually or as groups of neighbourhood families. Individual toilets reduce cost of maintenance (i.e. hiring of sweepers and equipment) to the government as these costs are transferred to the families.

In large cities where individual toilets may be difficult to build due to paucity of space and the fear of evictions/resettlements preventing people from investing in upgrading their own services, the Slum Wing may consider smaller blocks with fewer units spread across to improve access and utilization.

2. **Community O &M Contracts** Operations and maintenance are generally contracted to either NGOs or private contractors and perhaps a key reason for poor utilization of the service, as there is hardly any buy in from the communities. It is important that contracts for maintenance be given to

the communities, rather than private contractors. This would ensure a sense of ownership among community members, persuading them to use these facilities rather than the open.

3. **User Charge Affordability /Family–Monthly Card Systems** Since a majority of toilets in the study had been constructed in the past two years and were in relatively good condition, their low utilization may be attributed to low affordability of user charges. It is important that the per use payment system be replaced by a monthly family card system for residential settlements. Communities themselves can decide the rate of monthly charges based on affordability levels rather than a centrally determined charge as is happening at present. The communities may be encouraged to plan a variable rate (with the poorest being charged the least) so that the poorest families can also pay for the service. The decision regarding who belongs to the category of the poorest must be left to the community with transparent indicators for identification of the most vulnerable groups developed by the community. The process can be facilitated with the support of local NGOs working in those settlements.
4. **Awareness/advocacy for toilet use** Once there is community consensus over the user charge, communities must be encouraged to be part of the system. NGOs may be invited by the Department to help change toilet practices in the community. In particular children must be trained to use the toilets rather than defecate over the drains.
5. **Penalty for Open Defecation in settlements where services have been provided after consultation with the communities** Settlements where communities have been part of the planning process must start to charge a penalty from those who defecate in the open. The communities can use this fund for ensuring cleanliness in the rest of the settlement or for upgrading the toilets/repairing and maintaining them over time. Reasons for continued defecation in the open must be understood and alternate solutions found. For example if most of the open defecation happens after the closing hours, then there may be a need to extend the toilet timings or have a 24-hour facility.
6. **Inclusion of Communities in planning and construction of toilets** Communities have up till now been out of the planning loop for delivery of municipal services, including for construction of toilets. Planning for toilet building must be inclusive. This would help the department to identify the appropriate space (s) in the communities for toilet construction, estimate demand and supply, mobilize communities for toilet usage, plan community contracting for operation and maintenance.

Inclusive planning not only reduces the cost of construction as has been seen in the recent experience of toilet constructions under the Nirmal Bharat Abhiyan in Pune and Mumbai with the support of SPARC, but ensures that clean toilets with suitable designs and affordable rates are available for the people.

7. **Line of Credit** A line of credit needs to be established with the support of local NGOs like the Sulabh International or SPARC for private toilet construction. Efforts must also be made, where spaces permit, to link communities to the EIU /LCS programme for accessing credit and subsidy for toilet building. This should be supported even in areas that do not have legal tenure/ authorization.
8. **Tenure to Settlements** Security of tenure to squatters has been seen to encourage people to upgrade their own households and to create their own sanitation solutions. This will in the long term reduce tremendously the cost to the Department for toilet building and demolition in the event of relocation.
9. **Cost of Toilet Construction and Maintenance** In the absence of data from the slum wing it is difficult to estimate the cost of construction of the toilet complex. However, to do a simple cost benefit analysis, costs provided for under the Nirmal Bharat Abhiyan (NBA), at Rs40000 per seat are being used to compare with Rs.1200 (Rs.800 as credit and Rs.400 subsidy) provided for individual toilet building under the LCS scheme.

Per person toilet cost of a large toilet complex under NBA is Rs.4 lakhs for a 10 seater (40-50 square meters) and 8 lakh for a 20 seater complex that includes construction of building, overhead tank and pumping system. Local body has to provide for power and water supply. To factor in the additional costs of material and labour in larger cities, the cost per seat has been increased to between Rs40000 and Rs60000, but was expected to use the principle of economies of scale and be brought down. Retrofitting /remodelling of old complexes was provided at 15000 to 20000 per seat. Higher costs for remodelling were discouraged and preference was given to new constructions. In addition, if municipalities have to spend money on hiring of sweepers and watchmen and pay for the regular maintenance of the complex.

On the other hand at individual toilets at Rs1200 that are used by a family of 5 means that government need spend only Rs12000 rupees for construction of 10 toilet units as against 40000 in

a toilet complex. Of this amount, Rs8000 is loan that families have to repay to the government. There are no maintenance costs to the government in case of individual toilets. It therefore makes more economic sense to spend on subsidizing individual toilets

Vambay scheme also offers loans to poor families with a ceiling in normal areas at Rs35000 for construction of house including sanitary latrine and in difficult areas at Rs37500. In addition the scheme provides an additional Rs5000 /Rs7500per house as cost of development of infrastructure and common. The amount provided for toilet construction on toilet complexes is therefore far too high.

## **Bastee Vikas Kendras**

10. **Improving Utilization of BVKs** Creating of community assets in the form of BVKs is an important intervention that helps build community feeling. It also provides space for a range of development and cultural activities that the communities wish to engage in. BVKs sub optimally utilized, however there is tremendous potential for use of these community assets. Utilization of BVKs will improve if the activities organized in these centres are those that the communities prioritise as important.
11. **Management of BVKs for better access** At present pattern BVKs are being managed by NGOs. However, the management of these community assets must be gradually transferred to the local community groups. Care must be taken to ensure that these are not politically motivated organisations. With the community in charge of the centres, there is greater likelihood of the centres being used more frequently. However, care would need to be taken that the centres are not misused for nefarious/criminal activities.

As many of the centres allotted to NGOs were found to be under utilised/closed with just the NGO boards outside, it is important that MCD review /monitor the use of the centres on a regular basis and cancels allotments of unused centres. Communities may be involved in the monitoring of the centres.

12. **Use of BVKs as Information/Resource/Placement Centres** BVKs can serve as information/placement centres for the community people as is being done under the NIUA-CARE Plus project in Delhi. These can be used as places for development of livelihood opportunities and skills among people through organization of workshops etc. Apart from holding cultural programmes people need information on opportunities and government programmes that are available and to be connected to these opportunities. These can also serve as marketing outlets for products developed by the poor.
  
13. **Transparency in procedures of allotment** There must be greater transparency in procedures for allotment of the centres and the final selection must be made in consultation with all the community members.
  
14. **Use of BVKs by upper income clusters in Neighbourhoods** may be discouraged as it leads to gentrification and prevents the poor community people from accessing these who hesitate to utilise the service.

## Annexure: 1

### List of Sampled Settlements.

Sr.No.	Addresses	No. of BVKs	No. of JSCs
1.	Kanak Durga R.K.Puram Sector XII,, Nr. Ring Road, Moti Bagh Delhi	0	2
2.	Ram garh, J.J.Cluster, W.P.Indu. Area, Near Celebration Ring Road New Delhi.	1	1
3.	Rajeev Gandhi J.J.Cluster Chitra Vihar Near Preet Vihar, CBSE, Chitra Vihar Delhi.	1	1
4.	New Seelam Pur K.Block, J.Block, Seelam Pur Delhi.	1	1
5.	J.J.Cluster – Machali Market Machhli Market, Nazir pur, B.Block, WP.Land Area Delhi.	1	1
6.	J.J.Cluster K.Block Jahageer Puri, (Near I T I) Delhi	1	1
7.	J.J.Cluster Awas Nagar Near Vikash Kuteer I.T.O., Delhi-2	1	1
8.	Rajeev Ghandhi J.J.Cluster Near Punjabi Bagh Club Dehi.	1	1
9.	J.J.Cluster Prbhu Market Lodhi Road, Near Nehru Stadium New Delhi	1	1
10.	Kabir Nagar Rana Pratap Bagh Delhi	1	2
11.	Jai Bharti J.J.Cluster East Vinod Nagar, Near Mother Dairy Delhi	1	1
12.	Sanjay Camp Lakkar Mandi Near Cheena Bhatti, Kirtee Nagar Delhi	1	2
13.	Kanchan Puri, J.J.Cluster Power House Near Raj ghat Delhi	1	2
14.	Nala Basti, (Near Shamshan Bhumi,Hasthal) 1HASTHSHAL Near Cremation Ground)	1	1
15.	Indra Camp NO.5. Vikas Puri Delhi	1	1
16.	Khajan Basti G-113,117,116,120, Maya Puri Indus. Area	1	2

17.	J.J.Cluster, Nangla Machi, Near Prgati Maidan New Delhi	1	2
18.	J.J.Cluster, Old Seema Puri Near cremation Ground, Old Seema Puri Behind Sun light Colony	1	2
19.	Janta Jewan, J.J.Cluster Tigre I-II	1	2
20.	Nehu Camp Near Mother Dairy Delhi	1	1
21.	J.J. Cluster, Bhim Basti Jauma Pur Village	1	1
22.	J.J. Cluster, Mandi Pahari (Sambhar Camp), Mandi Pahaari	1	1
23.	Sant Ravi Das Camp K.G. II Vikas Puri, Near Vikas Puri Delhi	1	1
24.	J.J.Cluster, Patel Chest, Mukhrjee Nagar Delhi	1	1
25.	Thakur Ravander Nath, J.J.Cluster East of Kailash, Lajpat Nagar Delhi	0	1
26.	Pd. R.P. Vismil, J.J.Cluster Shashi Garden , Near ITI Tirlok Pur Delhi	1	2
27.	J.J. Cluster Samai Pur Balmiki Basti Near Mcd Coconex, Prem Nagar Rohini – Sector-19.	1	2
28.	J.J.Cluster, B.P.Singh Camp Tugalkabad (Container Depot) Delhi.	Demolished	1
29.	J.J.Cluster, Moti Lal, Near Old J.N.U. New Delhi.	1	1
30.	J.J. Cluster, Banuwal Nagar, Near Depali Enchave, Pitam Puri Delhi.	1	1
31.	G.P. Block Pitam Pura, Sanjay Sudhar Samiti, Near T.V.Tower Delhi.	1	2
32.	17-21 BLOCK, KALYAN PURI Kalyan Puri Delhi.	1	2
33.	J.J.Cluster, G.Block Mangol Puri Delhi.	1	1

Annexure - 2: Jan Suvidha Complexes - 2003

Settlement No.	Location of JSC in the settlement	No. of households in the settlement	Approximate population of settlement	Households using JSCs	Percent households with individual toilet	Percent households using JSC	Percent households defecating in the open	Problems faced in using JSCs	Payment system				Frequency of use of toilet	Where do children defecate	Why don't children use JSCs	
									individual use	Per use for men	Per use for women	Per use for children			Safety considerations	fear
1A	Edge	1000	5000	320	0	32	68		√	1	F	F	ONCE	OD		√
1B				0								F				
2	Edge	495	2475	99	0	20	80		√	1	0.5	F	ONCE	OD,RL		√
3	Centre	1050	5250	315	30	30	40		√	1	F	F	ONCE	OS		√
4	Centre	550	2750	138	60	25	15		√	1	F	F	ONCE	OD,RL	√	
5	Edge	2250	11250	900	0	40	60		√	1	F	F	ONCE	OD,RL		
6	Edge	2250	11250	788	0	35	65		√	0.5	0.5	-	ONCE	OS		
7	Edge	1325	6625	199	0	15	85		√	1	F	F	ONCE	OD,RL		
8	Edge	140	700	77	0	55	45		√	0.5	0.5	F	ONCE	OD,OR	√	
9	Edge	80	400	40	10	50	40	CHARGES	√	1	F	F	ONCE	OD,OS	√	
10A	Outside	3225	16125	645	0	20	80		√	1+5	F	F	-	RL,OS		
10B				0								F	ONCE			
11	Centre	160	800	61	10	38	52		√	0.5	0.5	F	ONCE	OS,OD		
12A	Centre	1800	9000	900	0	50	50		√	0.5	F	F	ONCE	RL,OS		√
12B				0								F	ONCE			
13A	Centre	3200	16000	320	0	10	90		√	1	F	F	ONCE	OS		
13B				0								F	ONCE			
14	Edge	350	1750	88	10	25	65	DISTANCE	√	1	0.5	F	ONCE	OS,OD		
15	Edge	650	3250	91	0	14	86	CHARGES		0.5	0.5	F	ONCE	OD,OS		√
16A	Edge	700	3500	385	0	55	65	CHARGES	√	1	1	F	ONCE	RL,OS	√	
16B				0								F	ONCE			
17A	Edge	1476	7380	428	2	29	69	CHARGES	√	1	0.5	F	ONCE	OS		
17B				0								F	ONCE			
18A	Edge	760	3800	304	0	40	60	CHARGES	√	1	F	F	ONCE	OS		√
18B				0								F	ONCE			
19A	Edge	4560	22800	456	25	10	65		√	1	0.5	F	ONCE	OS	√	
19B				0								F	ONCE			
20	Centre	1375	6875	151	20	11	69	CHARGES	√	1	F	F	ONCE	OS,OD	√	
21	Edge	450	2250	0	0	0	100			1	F	F				
22	Edge	250	1250	0	0	0	100				-	-				
23	Edge	350	1750	88	0	25	75		√	0.5	0.5	F	ONCE	OS		
24	Centre	106	530	64	10	60	30	CHARGES	√	0.5	F	F	ONCE	OD		
25	Edge	1200	6000	192	40	16	44	CHARGES	√	0.5	F	F	ONCE	OD,OS	√	
26A	Edge	550	2750	143	2	26	72	CHARGES	√	1	1	F	ONCE	OD,OR		
26B				0								F	ONCE			
27A	Edge	1700	8500	425	2	25	73	CHARGES	√	1	1	F	ONCE	RL,OS		
27B				0								F	ONCE			
28	Edge	1000	5000	100	0	10	90		√	1	0.5	F	ONCE	OS		
29	Edge	780	3900	195	0	25	75	CHARGES	√	1	0.5	F	ONCE	OD		
30	Edge	2500	12500	250	0	10	90		√	1	F	F	ONCE	OS,OR		
31A	Edge	1500	7500	525	0	35	65		√	0.5	0.5	F	ONCE	OS,OR		
31B												F	ONCE			
32A	Centre				55	35	10		√	1	F	F	ONCE	OS,OR	√	
32B	Edge											F	ONCE			
33	Edge	250	1250	75	0	30	70	CHARGES	√	1	0.5	F	ONCE	OS,OR		

F= Free

OD= Open Drain  
RL= Railway Line

OS= Open Space  
OR= Open Road

Annexure - 2: Jan Suvidha Complexes - 2003

Settlement No.	No. of seats in the JSC	Population per seat	No. of households per seat	User households per JSC	Total no. of seats	No. of seats for			No. of users per day				No. of users by time of day				Timings	Bathing space	If yes, how many for	
						Men	Women	Children	Total	Men	Women	Children	Morning	Afternoon	Evening	Night			From - to	Yes/No
1A	78	64	13	4	18	8	10		1000	300	600	100	600	200	200		4 A.M.-11 P.M.	Y	12	12
1B					60	30	30		600	250	300	50	400	100	100					
2	37	67	13	3	37	21	16		475	175	270	30	350	25	100		5 A.M.-10 P.M.	Y	8	2
3	33	159	32	10	33	18	12	3	1575	500	800	275	1000	75	500		4 A.M.-11 P.M.	Y	6	6
4	20	138	28	7	20	10	10		700	200	300	200	400	50	250		5 A.M.-11 P.M.	Y	2	open
5	101	111	22	9	101	59	44	8	4500	2000	1500	1000	3600	100	800		4 A.M.-11 P.M.	Y	20	19
6	63	179	36	13	63	30	30	3	4000	1500	2400	100	3000	250	700	50	4 A.M.-11 P.M.	Y	3	4
7	54	123	25	4	54	26	24	4	1000	350	500	150	700	100	200		4 A.M.-11 P.M.	Y	10	10
8	31	23	5	2	31	14	14	3	385	135	193	57	200	50	100	35	5 A.M.-10 P.M.	Y	3	3
9	20	20	4	2	20	10	8	2	200	50	100	50	150	25	25		5 A.M.-9 P.M.	Y	3	3
10A	78	207	41	8	60	30	30		2408	820	1200	388	2250	220	645	602	5 A.M.-10 P.M.	Y	1	1
10B					18	9	9		817	310	425	82								
11	37	22	4	2	37	20	13	4	300	100	150	50	200	50	50		5 A.M.-10 P.M.	Y	7	11
12A	100	90	18	9	40	22	18		1750	800	550	400	3500	400	500	50	4 A.M.-11 P.M.	Y	11	9
12B		#DIV/0!	#DIV/0!	#DIV/0!	60	30	30		2700	1300	1000	400								
13A	37	432	86	9	19	9	10		900	300	400	200	1100	200	200	100	5 A.M.-11 P.M.	Y	7	6
13B					18	9	9		700	200	300	200								
14	32	55	11	3	32	16	16		450	100	200	150	150	300	50	100	5 A.M.-9 P.M.	Y	4	4
15	30	108	22	3	30	16	14		455	200	200	55	200	100	155		5 A.M.-10 P.M.	Y	4	4
16A	64	55	11	6	32	17	15		1000	650	250	100	1200	200	400	100	5 A.M.-11 P.M.	Y	4	4
16B					32	17	15		900	300	400	200								
17A	84	88	18	5	24	14	10	10	600	200	300	100	1400	300	400		5 A.M.-10 P.M.	Y	8	4
17B					60	25	25		1500	600	500	400								
18A	56	68	14	5	20	10	10	6	700	150	500	50	1000	220	400		5 A.M.-10 P.M.	Y	7	7
18B					36	15	15		920	300	400	220								
19A	60	380	76	8	40	10	10	4	1250	400	600	250	1500	200	530	50	6 A.M.-8 P.M.	Y	7	6
19B					20	20	10		1030	300	500	230								
20	20	344	69	8	20	12	8		760	230	430	100	500	60	200		5 A.M.-10 P.M.	Y	8	4
21	18	125	25	0	18	9	9											Y	4	4
22	30	42	8	0	30	15	15											Y	3	3
23	30	58	12	3	30	15	15		450	100	250	100	300	5	100		5 A.M.-11 P.M.	Y	8	8
24	20	27	5	3	20	10	10		318	93	150	75	250	30	38		5 A.M.-10 P.M.	N		
25	20	300	60	10	20	10	10		950	350	400	200	600	100	250		5 A.M.-10 P.M.	Y	4	4
26A	106	26	5	1	67	12	10	3	365	75	200	90	400	150	100	65	6 A.M.-9 P.M.	Y	3	5
26B					39	22	17	3	350	200	100	50								
27A	140	61	12	3	80	8	8	4	800	100	600	100	1500	125	500		5 A.M.-10 P.M.	Y	7	7
27B					60	30	30		1325	200	800	325								
28	64	78	16	2	64	30	30	4	500	150	200	150	300	50	150		5 A.M.-10 P.M.	Y	7	7
29	20	195	39	10	20	10	10		975	300	400	275	600	100	275		4 A.M.-10 P.M.	Y	4	4
30	56	223	45	4	56	26	26	4	1200	400	600	200	800	100	300			N		
31A	69	109	22	8	51	15	15	3	1400	350	900	150	2000	300	400		5 A.M.-11 P.M.	Y	1	2
31B					18	9	9		1200	750	350	100								
32A	84				42	20	20	2	4500	1800	2475	225	3150	450	900		5 A.M.-10 P.M.	Y	2	2
32B					42	20	20	2												
33	40	31	6	2	40	20	20		375	140	225	10	275	50	50		6 A.M.-9 P.M.			

Annexure - 2: Jan Suvidha Complexes - 2003

Settlement No.	Provision for safety/ maintenance		Electricity	Water supply	Continuous supply	Water storage system	Connected to sewerage system	Sewer system functioning	Cleanliness	Area of JSC	Is there a maintenance plan	Who cleans the toilet			
	Chowkidar	Sweeper	Bulbs working	tap/handpump	Yes/ No		Yes/ no	Yes/ no	Good/ avg./ poor	(in sq. m.)	Yes/ No	Municipal sweeper	Sulabh	contractor	Other Societies
1A	√	√	√	T	-	-	Y	Y	G	100	Y			√	
1B										200					
2	√	√	√	T	Y	-	Septic Tank		G	500	Y			√	
3	√	√	√	T	Y	-	Y	Y	G	200	Y		√		
4	√	√	√	T	Y	√	Septic Tank		G	500	Y			√	
5	√	√	√	T	Y	-	Septic Tank		G	1000	Y			√	
6	√	√	√	T	N	√	Septic Tank		P	500	Y				√
7	√	√	√	T	Y	√	Septic Tank		G	300	Y		√		
8	√	√	√	T	-	√	Septic Tank		G	200	Y				√
9	√	√	√	T	Y	-	Y	Y	G	50	Y		√		
10A	√	√	√	T	Y	-			GP	200	Y			√	
10B				T	Y	√				80					
11	√	√	√	T	Y	√	Y	-	G	400	Y		√		
12A	√	√	√	Y	Y	√	Y	Y	G	100	Y		√		
12B					Y	√				150					
13A	√	√	√	T	Y	√	Y	Y	G	250	Y			√	
13B					Y	√				200					
14	√	√	√	T	Y	√	Y	Y	G	150	Y			√	
15				T	Y	√	Septic Tank		G	150	Y		√		
16A	√	√	√	T	Y	√	Y	Y	G	150	Y		√		
16B					Y	√				200					
17A	√	√	√	TH	Y	√	Septic Tank		GP	150	Y			√	
17B					Y	√				200					
18A	√	√	√	T	Y	√	Y	Y	G	400	Y	NGO sweeper	√		
18B					Y	√				600					
19A	√	√	√	T	Y	√	Septic Tank		G	200	Y				√
19B					Y	√				200					
20	√	√	√	T	Y	√	Y	Y	G	150	Y				√
21				H	-	-			-	250	Y				
22			N	NS	-	-			-	Y					
23	√	√	√	T	Y	√	Y	Y	G	250	Y			√	
24	√	√	√	T	Y	√	Y	Y	G	150	Y		√		
25	√	√	√	T	Y	√	Y	Y	G	250	Y	NGO sweeper			√
26A	√	√	√	T	Y	√	Septic Tank		G	200	Y				√
26B				T		√				300					
27A	√	√	√	T	Y	√	Septic Tank		G	80	Y			√	
27B						√				150					
28	√	√	N	T	-	√	Septic Tank		G	400	Y				√
29	√	√	√	T	Y	√	Y	Y	G	300	Y		√		
30	√	√	√	TH	Y	√	Y	Y	G	500	Y			√	
31A	√	√	√	T	Y	√	Y	Y	G	75	Y				√
31B				T		√				30					
32A	√	√	√	T	-	-	Septic Tank		P	300	Y			√	
32B						√				300					
33	√	√	√	T	Y	√	Y	Y	G	500	Y		√		

T= Tap  
H= Handpump  
NS= No Supply

Annexure - 2: Jan Suvidha Complexes - 2003

Settlement No.	NGO	NO.OF JSC'S HANDLED	Community involved in					PHYSICAL CONDITION					
			Desing / planning	Supervision of Construction	Construction	Community contracting	Resource Mobilization	ROOF	FLOOR	WALLS	DOORS	WCS	Total score
1A	chhaya parishad & sulabh international	2	No	No	No	No	No	3	3	3	3	3	3
1B								1	1	1	1	1	1
2	private contractor	1	No	No	No	No	No	3	3	3	3	3	3
3	sulabh international	1	No	No	No	No	No	3	3	3	3	3	3
4	sulabh international	1	No	No	No	No	No	3	3	3	3	3	3
5	sulabh international	1	No	No	No	No	No	3	3	3	3	3	3
6	manav uthan mahashakti samiti	1	No	No	No	No	No	3	1	1	3	3	2.2
7	sulabh international	1	No	No	No	No	No	1	3	3	3	3	2.6
8	chhaya parishad	1	No	No	No	No	No	3	3	3	3	3	3
9	sulabh international	1	No	No	No	No	No	3	3	3	3	3	3
10A	private contractor	2	No	No	No	No	No	3	3	3	3	3	3
10B								3	3	3	3	3	3
11	sulabh international	1	No	No	No	No	No	1	1	1	1	1	1
12A	rachi sulabh shochalaya& sulabh intl.	2	No	No	No	No	No	1	1	1	1	1	1
12B								3	3	3	3	3	3
13A	slum environmentequipment society	2	No	No	No	No	No	3	3	3	3	3	3
13B													
14	private contractor	1	No	No	No	No	No	3	3	3	3	3	3
15	sitamani sulabh shochalaya	1	No	No	No	No	No	3	3	3	3	3	3
16A	sulabh international	2	No	No	No	No	No	3	3	3	3	3	3
16B								3	3	3	3	3	3
17A	private contractor	2	No	No	No	No	No	3	3	3	3	3	3
17B								3	3	3	3	3	3
18A	sulabh international	2	No	No	No	No	No	3	3	3	3	3	3
18B								3	3	3	3	3	3
19A	akhil bharti parivar kalyan parishad	2	No	No	No	No	No	3	3	3	3	3	3
19B								3	3	3	3	3	3
20	shambhu kalyan adarsh samiti	1	No	No	No	No	No	3	3	1	3	3	2.6
21	nil	1	No	No	No	No	No	NIU	NIU	NIU	NIU	NIU	0
22	nil	1	No	No	No	No	No	NIU	NIU	NIU	NIU	NIU	0
23	private contractor	1	No	No	No	No	No	3	3	3	3	3	3
24	sulabh international	1	No	No	No	No	No	1	1	1	3	3	1.8
25	akhil bhartiya pariyavaran grameen vikas sansthan	1	No	No	No	No	No	1	3	1	3	3	2.2
26A	prani janhit sewa samiti (burari)	2	No	No	No	No	No	3	3	3	3	3	3
26B								3	3	3	3	3	3
27A	private contractor	2	No	No	No	No	No	3	3	3	3	3	3
27B								3	3	3	3	3	3
28	sanitation & promotion dvpt. Society	1	No	No	No	No	No	3	3	3	3	3	3
29	sulabh international	2	No	No	No	No	No	3	3	3	3	3	3
30	private contractor	1	No	No	No	No	No	1	3	1	3	3	2.2
31A	ambedkar pariyavaran vikas samiti&bina kalyan samiti	2	No	No	No	No	No	3	3	3	3	3	3
31B								3	3	3	3	3	3
32A	private contractor & kalyan vikas samiti	2	No	No	No	No	No	3	3	3	3	3	3
32B								3	1	3	3	1	2.2
33	girdih jila sulabh shochalaya	1	No	No	No	No	No	3	3	3	3	3	3

NIU = Not in Use

Annexure - 3: Basti Vikas Kendras - 2003

Basti no.	Location		Electricity			Water supply	Continuous supply	Cleanliness	No. of rooms	No. of floors	Who maintains	Payment for maintenance
	Centre	Edge	Yes/No	meters working	bills paid regularly	tap/handpump	Yes/ No	Good/ avg./ poor			maintained by	Govt/ NGO/ Community/ Users
1											no BVK	
2		√	N	-	-	N	-	N	6	1	govt.	govt.
3	√	-	Y	-	-	Y	-	G	11	2	govt.	-
4	√	-	Y	-	-	Y	-	G	4	2	govt.	govt.
5	-	√	Y	-	-	Y	Y	G	7	-	govt.	govt.
6	√	-	N	-	-	Y	-	G	7	-	ngo	govt.
7	-	√	Y	-	-	Y	-	G	5	-	ngo	govt.
8	-	√	Y	-	-	Y	-	G	6	-	ngo	govt.
9	√	-	N	-	-	N	-	P	4	1	govt.	govt.
10	√	-	Y	-	NGO	TY	Y	G	5	2	ngo	govt.
11	√	-	Y	-	-	N	-	G	8	2	ngo	govt.
12	-	√	Y	N	-	TY	-	G	10	-	ngo	govt.
13	√	-	Y	-	-	N	-	G	6	1	ngo	-
14	-	√	Y	Y	NGO	TY	-	AVG	6	-	ngo	-
15	-	√	N	-	-	N	-	P	6	-	govt.	-
16	-	√	Y	N	-	N	-	G	4	1	govt.	-
17	-	√	Y	-	-	Y	-	G	6	1	govt.	-
18	-	√	Y	Y	NGO	TY	Y	G	4	1	ngo	ngo
19	-	√	Y	Y	NGO	N	N	G	10	1	ngo	govt.
20	√	-	N	-	-	TY	-	G	8	2	ngo	govt.
21	-	√	N	-	-	N	-	P	3	1	govt.	-
22	√	-	Y	-	-	Y	-	G	3	1	ngo	govt.
23	√	-	Y	N	-	Y	Y	G	4	1	ngo	govt.
24	-	√	Y	-	NGO	Y	Y	G	4	1	ngo	govt.
25												
26	-	√	N	-	-	N	-	G	8	1	ngo	govt.
27	-	√	N	-	-	N	-	P	5	1	govt.	govt.
28												
29	-	√	N	-	-	Y	-	-	3	1	ngo	govt.
30	-	√	Y	-	-	Y	-	G	3	1	ngo	govt.
31	-	√	Y	Y	NGO	TY	-	G	8	1	ngo	govt.
32	√	-	N	-	-	N	-	-	5	1	govt.	govt.
33	-	√	Y	-	-	TY	Y	G	6	1	ngo	govt.

Annexure - 3: Basti Vikas Kendras - 2003

Basti no.	procedure for using BVK	Type of activities used for	Frequency of usage	Can all in the community use	Is the BVK usable	If no, why	PHYSICAL CONDITION (Scores)				
	Approach whom		No. of days in a month used		Yes/ No		ROOF	FLOOR	WALLS	DOORS	Total score
1	no BVK			no BVK			NO BVK	NO BVK	NO BVK	NO BVK	0
2	govt.		-	not in use	N	Constructed 2002 but not allotted	3	3	3	3	3
3	ngo			not in use	N		3	3	3	3	3
4	govt.	SC	24 days	yes	Y		3	3	3	3	3
5	govt.	D	22 days	yes	Y		3	3	3	3	3
6	govt.	D+S+SC	22 days	yes	Y		3	3	3	3	3
7	govt.	D	24 days	yes	Y		3	3	3	3	3
8	govt.	D+S	26 days	yes	Y		3	3	3	3	3
9	govt.	MP	-	yes	Y	Education centre run by community pardhan	3	3	3	3	3
10	govt.	SC+B+Tution	24 days	no; due to lack of space	Y		1	3	3	3	2.5
11	govt.	S+SC, School for mentally retarded	24 days	yes	Y		1	1	3	3	2
12	govt.	S+SC, VC	24 days	yes	Y		3	3	3	3	3
13	govt.	SC+S	24 days	yes	Y		1	3	3	3	2.5
14	govt.	S+VC	24 days	yes	-		1	1	1	3	1.5
15	govt.		-	no;locked	-		3	3	3	3	3
16	govt.	one room MCD sweeper	-	no;use by MCDsweeper	-		1	1	1	1	1
17	govt.	S	26 days	yes	Y		3	3	3	3	3
18	ngo	SC+A	24 days	ye; only 30%	Y		3	3	3	3	3
19	govt.	ED+VC+ Awareness Programme.	24 days	yes	Y		1	3	3	3	2.5
20	govt.	SC+S+Dance	25 days	no	N		3	3	3	3	3
21	govt.		-	not in use	-		3	3	3	3	3
22	govt.	SC+S+D & Old Home	24 days	yes	Y		3	3	3	3	3
23	govt.	S+D	23 days	yes	Y		3	3	3	3	3
24	govt.	SC+S	24 days	yes	Y		3	3	3	3	3
25	no BVK			no BVK			NO BVK	NO BVK	NO BVK	NO BVK	0
26	govt.	S+VC	24 days	yes	Y		3	3	3	3	3
27	govt.		-	no;locked	N		3	3	3	3	3
28	no BVK			no BVK			NO BVK	NO BVK	NO BVK	NO BVK	0
29	govt.	SC+S+Creche	24 days	yes	Y		1	3	1	3	2
30	govt.	SC+S	24 days	no	Y		3	3	3	3	3
31	govt.	SC+S	24 days	yes	Y		3	3	3	3	3
32	govt.		-	not in use	N		LOCKED	LOCKED	LOCKED	LOCKED	0
33	govt.	VC+D	24 days	yes	Y		3	3	3	3	3

**Legend**

SC - Sewing Center  
D - Dispensary  
S - Pre School  
ED - Education Center  
MP - Marriage Party  
B - Balwadi  
VC - Vocational Course  
A - Advocacy

**Score**

3= good  
2= average  
1= bad

**Annexure: 4**

List of NGOs/ private contractors responsible for maintenance of JSCs

1. Chhaya Parishad
2. Sulabh International
3. Manav Uthan Mahashakti Samiti
4. Rachi Sulabh Shochalaya
5. Slum Environment Equipment Society
6. Sitamani Sulabh Shochalaya
7. Akhil Bharti Parivar Kalyan Parishad
8. Shambhu Kalyan Adarsh Samiti
9. Akhil Bhartiya Pariyavaran Grameen Vikas Sansthan
10. Prani Janhit Sewa Samiti (Burari)
11. Sanitation & promotion dvpt. Society
12. Ambedkar Pariyavaran Vikas Samiti&Bina Kalyan Samiti
13. Kalyan Vikas Samiti
14. Girdih Jila Sulabh Shochalaya
15. Private Contractor

**Annexure: 5**

List of NGOs/ private contractors responsible for maintenance of BVKs

- 1.Asha
- 2.Sewa Bharti
- 3.Jan Ekta Bhisak Sewa Sansthan
- 4.Swami Amar Dev
- 5.Maa Shakti Charitable Clinic
- 6.Chahal
- 7.National Literacy Mission
- 8.Nai Roshni
- 9.Indcare
- 10.Gian Prakash School
- 11.Nav Jivan Samitee
- 12.Swati Edu.

- 13.Pariyas Edu.
- 14.Sewa Bharti & Sahlee Bari
- 15.Narmada Edu. Trust
- 16.Zion Social Welfare Society
- 17.Kislay
- 18.Kesav Bharti

### **Planning for Construction of BVKs**

Construction of BVKs is planned and executed centrally by the Department based on fund availability and requests from Councilors of different areas. No attempt is made by the Department to include people in its planning or construction activities, to improve ownership of communities. Nor is there any attempt to form operation and management /maintenance committees from among the communities and hand over the BVK as an asset to the community.

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