

Improved Public Sanitation Facilities: A case of Public Toilets in Tirupati

Context

In 2008 Ministry of Urban Development (MoUD) approved the National Urban Sanitation Policy (NUSP) with the aim to improve the sanitation situation in urban areas of India.

According to official figures, 12.6% of urban households do not have access to latrines and defecate in the open. Although sewerage systems widely exist, over 37 per cent of faecal matter is not disposed of safely. These critical conditions impose significant public health and environmental cost to urban areas threatening the long-term growth trajectory of the India's urban centers that currently contribute 60% to the national GDP¹.

The National Urban Sanitation Policy (NUSP) based on the 74th Constitutional Amendment Act (1992), aims to strengthen Urban Local Bodies (ULBs). The overall goal of the policy is to transform urban India into sanitised, healthy and liveable cities and towns. Particular focus is given to improvement of hygienic conditions for the urban poor and women through cost-efficient technologies. The NUSP incorporates a paradigm shift and follows integrated concepts in the design and implementation of sanitation strategies. All cities and states are requested to act at par with the NUSP to develop State Sanitation Strategies (SSS) and City Sanitation Plans (CSPs) respectively. A City Sanitation Plan is a planning document that shall achieve the stepwise implementation of the goals spelt out in NUSP whereas SSS creates an enabling environment for the latter.

As part of its programme 'Support to the National Urban Sanitation Policy (SNUSP)', Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH supports the MoUD in the aforementioned implementation of policy guidelines.

Poor public toilet services are one of the most visible symptoms of inadequate urban sanitation services in India. Currently, efforts in the public toilets management of different cities in India have evolved in terms of management models and consequently, in terms of service delivery. Increasingly, new technologies and cross cutting approaches have been tested in different places with varying degree of success. Lessons from the CSP preparation process related to service delivery in general and public toilets service provisions in specific include the following key success factors:

- Development of accountability, good maintenance practices, adequate monitoring and financially viable business models
- Participation of an aware citizenry in service delivery processes and their monitoring
- Focus on gender issues in planning, decision making and service delivery
- Data-driven decision-making including spatial planning and use of modern tools for monitoring
- Capacity development of ULBs to manage complex change processes, inclusive planning and technologically advanced service delivery models

Project name	Support to the National Urban Sanitation Policy (SNUSP)
Commissioned by	German Federal Ministry for Economic Cooperation and Development (BMZ)
Project Region	Tirupati, Andhra Pradesh
Leading Executing Agencies	Municipal Corporation of Tirupati; Office of The Commissioner & Director of Municipal Administration (C&DMA), Hyderabad
Country	India
Overall term	Nine Months

The city of Tirupati is a religious and tourist hub with a floating population of upto 100.000 persons per day, hence providing good public toilet services is one of the most important interventions on the city's sanitation improvement agenda. Current efforts towards provision of public toilets in Tirupati are found to be still dependent on traditional models with low degree of success and high probability of becoming defunct.



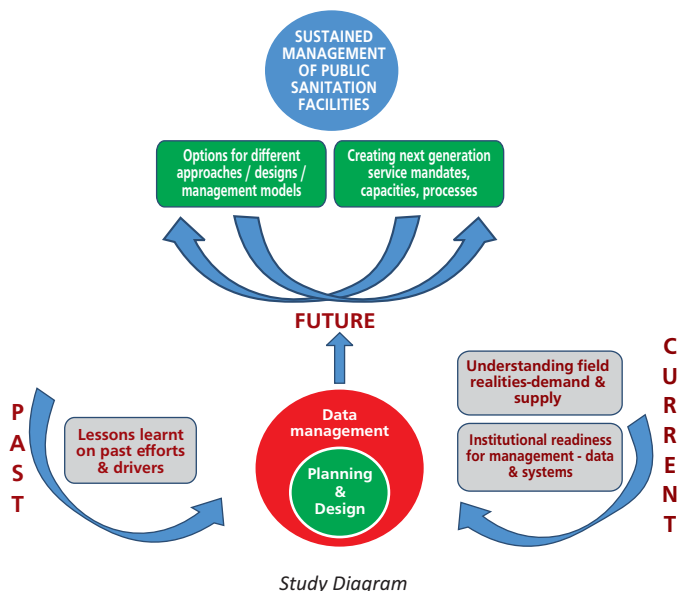
Public Toilets in Tirupati

Services are rendered by multiple public and private institutions (Tirupati Temple Trust, Railways, Andhra Pradesh State Road Transport Corporation). In many cases, the source of funding decides the responsibility for planning, construction and maintenance. The core services (water supply, sewerage) to support the operation of public toilets are regularly provided by the Municipal Corporation of Tirupati (TMC), designed and built by the Public Health and Engineering Department (PHED). Services are often not planned in a demand oriented manner and / or are lacking monitoring on the basis of transparent performance indicators. Private sector involvement requires capacity building of ULB officials in terms of selection of suitable PPP models and their structuring as well as performance based contract monitoring.

Objectives

As part of the implementation of Tirupati's CSP the SNUSP program supported TMC in improvement of public toilet management. The goal was to develop a new city wide management model that is financially sustainable and ensures good services for all users.

1. National Urban Sanitation Policy, Ministry of Urban Development, Government of India, October 2008



Study Diagram

For developing this model a study with a methodical mix of desk review and on field activities was undertaken. The focus of the study is limited to public toilets only. The team reviewed the existing literature; conducted field surveys, did spatial mapping, analyzed and interpreted information generated by IT based tools. The following steps were carried out:

- Rapid assessment of the current technical and management models of public toilets in India (desk work)
- Development of a public toilets inventory in Tirupati
- Assessment of the status of public toilet facilities in Tirupati for future data based planning and monitoring
- Demand survey of different user categories
- Study on options for engagement / business models
- Development of a model framework for Detailed Project Reports (DPR) including design, implementation and maintenance.
- Test application of this framework for preparation of DPRs in 5 selected locations
- Development of information for stakeholders involved in delivery of public toilet services.

Preliminary Outputs and Findings

The field studies conducted by GIZ in Tirupati provided a snapshot of the status of current systems and institutional delivery mechanisms in the city.

In Tirupati, currently 26 toilet blocks are in use. The prevailing contractual models are privately managed either by means of simple maintenance contracts or BOT (Build Operate and Transfer) engagements.

The existing few public toilets are not enough to cater to the large demand and lack of continuous water supply is adding up to the challenges. As against MoUD norms, the city deviates in spatial distribution, fewer toilet seats are dedicated for women and there are no facilities for differently abled and children. In all public toilets the common factor is a low maintenance level.

As against supply, a mapping of user requirements and expectations was undertaken which will set the baseline for user specific demand orientation and designing of business models for public toilets in Tirupati.

These studies have led to the following outputs:

- Report on the specific demand of tourist and floating population, population in commercial areas, general population and households in slum areas for the selected five sites.
- Recommendations for engagement / business models
- 5 draft DPRs including site assessment, draft technical designs, cost estimates, financial operating plans for selected locations
- IT based toilet inventory which can be used for monitoring of toilet maintenance and for future planning
- Base material for development of training modules

The findings have led TMC to dedicate financial resources and to create a separate budget head for public toilets for the Financial Year 2014-15.

Way forward

Immediate next steps are:

- Training of TMC officials
- Finalisation of technical designs for the 5 initially selected public toilets projects
- Development of model tender documents (RFP, RFQ, concession agreement) with clear service provision indicators for different engagement / business models,
- Development of a SOP for integrating gender considerations in planning, participation, monitoring and management of public toilet services.

The results of the project will be used for improving the public toilet management in Tirupati in a phased manner and to upscale workable models across the state through the State Sanitation Strategy of Andhra Pradesh. The initial interventions on 5 public toilets will benefit about 2250 people per day and will safely discharge 3.4 MLD* of wastewater through the city's sewerage system. This will have considerable human and environmental impact. While designing these toilets special attention is required towards demand orientation and gender as well as monitoring and contract management. There is a need to shift focus from asset creation to service delivery. Therefore incentives for proper monitoring of service delivery in public toilet management needs to be developed.

*MLD = Million Liters per Day