

NATIONAL URBAN SANITATION: POLICIES AND PROGRAMMES

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ABSTRACT

The Govt. of India approved the Rs. 22,507-crore National Urban Health Mission (NUHM) that seeks to address healthcare challenges in towns and cities with focus on urban poor. The scheme will now be introduced as a sub-mission under the National Health Mission (NHM). The mission will be implemented in 779 cities and towns, each with a population of more than 50,000, and cover over 7.75 crore people. The NUHM aims to improve the health status of the urban population in general, and the poor and other disadvantaged sections in particular, by facilitating equitable access to quality health care through a revamped primary public health care system, targeted outreach services and involvement of the community and urban local bodies. The NUHM will be on the lines of the Health and Family Welfare Ministry's flagship National Rural Health Mission (NRHM) launched in 2005 to address the health challenges of rural India. The interventions under this sub-mission will aim to result in the reduction of the Infant Mortality Rate (IMR) and the Maternal Mortality Ratio (MMR), universal access to reproductive health care and the convergence of all health-related interventions. Under the scheme, the government proposes to set up one Urban Primary Health Centre for a population of 50,000-60,000, one Urban Community Health Centre for five to six urban Primary Health Centres in big cities, an Auxiliary Nursing Midwives (ANM) for a population of 10,000 and an Accredited Social Health Activist (ASHA) (community link worker) for 200 to 500 households.

Key words: Sanitation, Urban and Mission.

INTRODUCTION:

The Central government is to provide a share of Rs. 16,955 crore toward the estimated cost of NUHM for five years — Rs. 22,507 crore. While the Centre will fund 75 per cent of the mission and the State 25 per cent, the funding ratio for North Eastern States and special category States of Jammu and Kashmir, Himachal Pradesh and Uttarakhand will be 90:10. The existing mechanism and systems created and functioning under NRHM will be strengthened to meet the needs of NUHM and city-wise implementation plans will be prepared based on baseline surveys and felt needs. The urban local bodies will be fully involved in the implementation of the scheme. The scheme had been pending for a long time but not cleared due to shortage of financial resources. Even now, funds earmarked for it in the current year (2013-14) are abysmally low at Rs. one crore only. At present, there is no dedicated health delivery system for

the urban poor. The health indicators among them are also bad and nutrition levels of urban children living in slums are alarmingly low. Estimates have shown that one in 10 children born in the slums did not see their fifth birthday while less than half were immunised.

With a vision to ensure that all Indian cities and towns become totally sanitized, healthy and livable, ensure and sustain public health and environmental outcomes for all their citizens, the policy aims at development of state sanitation strategies and city sanitation plans, creation of open defecation free cities & sanitary and safe disposal of all human and liquid wastes. The urban sanitation may describe in the following points :

1. Census, NSSO differ on slum population figures

Two government agencies — the census office and the National Sample Survey Organization (NSSO) — have come up with two completely different estimates of India's slum population, leaving both policy makers and the aam aadmi puzzled. The difference is so big that it can't be papered over by any technical jugglery. It has again raised suspicions of India's statistical system floundering, especially when it comes to poorer, more vulnerable sections of society.

Here are the facts: earlier this year, the census office put out a figure of 6.5 crore slum dwellers for 2011; the NSSO last week released a report indicating that the urban slum population was just 4.4 crore in 2012. The difference is a whopping 2.1 crore people. This is all the more confusing because, as reported by TOI earlier, the census slum count itself was being seen as an underestimation because it had not taken into account slums in 3,894 newly defined urban areas called census towns. In the muddy waters of statistics, this unfortunate discrepancy adds to the disadvantage faced by poorer sections of society, just like the shockingly low definition of poverty by the Planning Commission. Both lead to omitting considerable sections of poorer people out of the ambit of welfare measures.

Pronob Sen, chairman of India's National Statistical Commission is of the view that the NSSO estimate is an undercount. He told TOI that this has happened because it probably used the 2001 Census data to select the urban samples. What he means is that things would have changed in a decade and using the 2001 data to decide where to survey may have led to missing out on existing slums. In response to queries by TOI, the NSSO's Survey Design and Research Division

candidly pointed out some reasons why there is a difference in the two estimates. The most important reason pointed out by the NSSO is that there is no concrete or objective definition of slums and so, "it is inevitable that survey practices will vary across persons and across agencies". "The definition of slum is still anchored in subjective concepts such as narrowness, dilapidation, overcrowding, faulty arrangements and design, lack of ventilation, lack of sanitation facilities, etc. The dividing line between 'narrow' and 'non-narrow' will be drawn differently by different survey officials, and the same is true for 'overcrowded', 'dilapidated', 'faulty', and so on," the NSSO says. Was the NSSO's sampling method faulty? No, it says. In support of this, it said that while counting the 'notified slums', the estimate of about 50 lakh households is "very close" to the census estimate of 56 lakh. In fact, according to the NSSO, it is the "subjectivity of concepts used in the definition of non-notified slums" that has led to the difference. The NSSO's method of counting slums was supposed to be superior to the census method in several ways. The NSSO took into account smaller slums, with as few as 20 households. After large-scale slum clearance in the past few years, such small slums have persisted and spread. The census counted slums with only a minimum of 60-70 households.

2.JNNURM improved urban life quality: NSSO

Government spending of over Rs 46,000 crore on infrastructure augmentation under UPA's flagship JNNURM scheme seems to have improved key indicators of urban life in India and reached the poorest of poor. The recent National Sample Survey Office (NSSO) data shows that over 90% of slum dwellers feel water drainage, sewerage and garbage collection and disposal have improved. The NSSO also said 24% of slums had benefited from welfare schemes such as JNNURM and Rajiv Awas Yojana. The NSSO data also claims that 95.3% people living in urban areas felt significant improvement in water supply in the past five years while at least 89% said that they were getting adequate drinking water supply. Similarly, the survey showed 82.5% urban households acknowledging improvement in drainage and about 76% having access to some sort of garbage disposal system in cities and towns.

The JNNURM has two major schemes — urban infrastructure and governance (UIG) for 65 mission cities and urban infrastructure development for small and medium towns (UIDSSMT).

The works undertaken under these schemes include projects in transport and services like water supply, sewerage, drainage and solid waste management. According to the latest data released by the urban development ministry, out of 539 UIG projects sanctioned between March 2005 and March 2012, at least 217 have been completed till November. Similarly, 322 projects were in a stage of completion. Out of 806 UIDSSMT projects sanctioned, 413 have been physically completed. The ministry claimed that the highest number of 215 projects under these two schemes were completed in the current financial year. "Completion of more projects across cities and towns will improve living conditions further," said a ministry official.

3.NSSO versus Census: Which is correct?

Data released by the National Sample Survey Organisation (NSSO) on Dec. 25, 2013 painted a better picture of the basic amenities available in rural India compared with the numbers released by the Census last year. NSSO data showed around 60% of the households in rural India do not have toilets; Census data for 2011 had it at 70%. Similarly, NSSO says 80% of rural households have electricity; the Census put the figure at 55%, implying that around half of rural households live in darkness.

4.Slums fading from cities; 8.8 million households live in 33,150 urban slums: NSSO

It might be difficult to believe but there were less numbers of slums in urban India in 2012 than three years earlier. The number came down by 32.3 per cent to 33,150 in urban parts in 2012, compared with 49,000 in 2009, official data issued on Tuesday show. However, at least 12 per cent of the urban population still lived in slums in 2012. The figures are based on the National Sample Survey Office (NSSO) report (69th) covering the period between July and December 2012. It was done in 3,832 urban blocks, spread over all states and Union Territories. At the all-India level, 881 slums were surveyed in urban blocks. The previous survey was based on the 65th round of NSSO, covering July 2008 to June 2009. Shaibal Gupta, member-secretary of the Asian Development Research Institute in Patna, said such a substantial fall seemed doubtful. However, given the fact that it is issued by NSSO, one cannot simply rubbish it, he said. A possible reason for the decline could be that urban India is now a powerful constituency, unlike 30-35 years before. Hence, there is much effort to reduce such areas, he said.

When asked, NSSO officials said the numbers were a fact. Its official statement said at an all-India level, 24 per cent of slums had benefited from welfare schemes such as the Jawaharlal Nehru National Urban Renewal Mission, Rajiv Awas Yojana and others from state and local governments. Slums, according to the NSSO definition, are identified by the presence of certain undesirable living conditions — overcrowding, lack of hygiene and sanitation, inadequacy of drinking water and poor construction are some. “Any compact settlement with a collection of poorly built tenements, mostly of a temporary nature, crowded together, usually with inadequate sanitary and drinking water facilities in unhygienic conditions, provided at least 20 households lived there, was considered a slum for the survey,” it said. About 41 per cent of these slums were notified and 59 per cent weren’t. The former category refers to slums recognised by the municipalities or development authorities concerned. Those not notified were also covered in the survey. All-India, 44 per cent of slums — 48 per cent of the notified ones and 41 per cent of non-notified slums — were located on private land.

Maharashtra, with an estimated 7,723 slums, accounted for 23 per cent of all slums in urban India, followed by Andhra Pradesh, with 13.5 per cent, and West Bengal with 12 per cent. Of the 19,749 non-notified slums estimated in urban India, Maharashtra had 29 per cent, West Bengal 14 per cent and Gujarat 10 per cent. Of the 13,761 notified slums, Andhra had 23 per cent, Maharashtra 14 per cent and Madhya Pradesh, West Bengal and Tamil Nadu about nine per cent each. The report says an estimated 8.8 million households lived in urban slums. Considering a household to be of five members, almost 44 million lived in slums in urban areas. This is 11.7 per cent of India’s total urban population of 377 mn. The percentage could be actually more, since many households would have more persons. About 5.6 mn households were in notified and 3.2 mn in non-notified slums. The notified slums formed 41 per cent of all slums but housed 63 per cent of all slum-dwelling households. The phenomenon of absence of electricity appeared largely confined to non-notified slums. All-India, only 6.5 per cent of all slums had no electricity —the corresponding figures being 11 per cent for non-notified slums but only 0.1 per cent for notified ones. In about 60 per cent of all slums, the majority of houses had ‘pucca’ structures. The proportion of such slums was 85 per cent among notified ones but only 42 per cent of non-

notified ones. All-India, 71 per cent of all slums had taps as the major source of drinking water, the figure being 82 per cent for notified ones and 64 per cent for non-notified slums.

5.Key Indicators of Urban Slums in India

The National Sample Survey Office (NSSO), Ministry of Statistics and Programme Implementation has released the key indicators of urban slums in India, generated from the data collected in its 69th round survey during July 2012 to December 2012. The last survey on slums was conducted as part of the 65th round of NSS (July 2008- June 2009). Slums are part of urban environment and they are identified by the presence of features of living conditions that are undesirable viz. overcrowding, lack of hygiene and sanitation, inadequacy of drinking water, and poor construction, etc. Any compact settlement with a collection of poorly built tenements, mostly of temporary nature, crowded together, usually with inadequate sanitary and drinking water facilities in unhygienic conditions, provided at least 20 households lived there, was considered a slum for the survey. Such a settlement, if not a notified slum, was called a non-notified slum. Both notified slums i.e. areas notified as slums by the concerned municipalities, corporations, local bodies or development authorities and other slums were covered in the survey.

The number of slums, the number of slum-dwelling households, and the proportions of slums having access to specific facilities that are known to be absent in many slums have been estimated from the data for States and all India. The survey covered the entire urban area of the country. The key indicators are based on the central sample, surveyed by officials of NSSO, consisting of 3832 urban blocks spread over all States and Union Territories. At the all-India level, a total of 881 slums were surveyed in these urban blocks. The 'Key Indicators of Urban Slums' presents estimates in respect of notified/non-notified slums for all-India (based on all surveyed slums) and for States where the number of notified/non-notified slums surveyed was 10 or more, provided the total number of slums surveyed in the State was 20 or more. Following this principle, separate Statewise indicators are presented for the States of Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Rajasthan,

Tamil Nadu, Uttar Pradesh and West Bengal. Some of the salient findings of the survey are as follows:

NUMBER OF SLUMS

A total of 33,510 slums were estimated to be present in the urban areas of India. About 41% of these were notified and 59% non-notified. Maharashtra, with an estimated 7723 slums, accounted for about 23% of all slums in urban India, followed by Andhra Pradesh, accounting for 13.5%, and West Bengal, which had a share of about 12%. Of the 19,749 non-notified slums estimated to exist in urban India, Maharashtra accounted for about 29%, West Bengal for about 14%, and Gujarat for about 10%. Out of an estimated 13,761 notified slums in urban India, Andhra Pradesh had about 23%, Maharashtra about 14%, and Madhya Pradesh, West Bengal and Tamil Nadu about 9% each.

NUMBER OF SLUM HOUSEHOLDS

An estimated 8.8 million households lived in urban slums, about 5.6 million in notified and 3.2 million in non-notified slums. The notified slums formed 41% of all slums but housed 63% of all slum-dwelling households in India. As many as 38% of slum households of urban India were estimated to be living in Maharashtra, and 18% in Andhra Pradesh. Of slum households in non-notified slums, 40% were estimated to be present in Maharashtra, and 9% each in Gujarat and West Bengal.

AVERAGE SLUM SIZE

At the all-India level the average slum size was estimated at 263 households. The average notified slum had 404 households and the average non-notified slum had only 165. For notified and non-notified slums taken together, average slum size was highest in Maharashtra (433), followed by Karnataka (392) and Andhra Pradesh (352). State-level average slum sizes of notified slums varied widely. For Maharashtra the average was over 1000 households whereas for Chhattisgarh, it was only 84. About 56% of slums in the million-plus cities and 58% of those in other urban areas had less than 150 households. About three-quarters of non-notified slums (77% in the million-plus cities and 74% in other urban areas) had less than 150 households.

About 40% of the notified slums, both in million-plus cities and also in other urban areas, had 150-450 households.

CHARACTERISTICS OF SLUMS

At all-India level 44% of slums – 48% of notified slums and 41% of non-notified slums were located on private land. In about 60% of all slums, the majority of houses had pucca structures. The proportion of such slums was 85% among notified slums but only 42% of non-notified slums. At the all-India level 71% of all slums had tap as major source of drinking water, the figure being 82% for notified slums but only 64% for non-notified slums. The phenomenon of absence of electricity in slums appeared to be largely confined to non-notified slums. At all-India level only 6.5% of all slums had no electricity – the corresponding figures being 11% for non-notified slums but only 0.1% for notified slums. In about 66% of all slums, the road within the slum used by the dwellers as main thoroughfare was a pucca road. The proportion was 83% for notified slums and 55% for non-notified slums. At the all-India level 31% of slums had no latrine facility, the figure being 42% for non-notified and 16% for notified slums. About 31% of all slums had no drainage facility – the figure being considerably higher for non-notified slums (45%) than for notified slums (11%). At the all-India level, 27% of all slums had no garbage disposal arrangement – the figures being about 38% for non-notified slums and about 11% for notified slums. In an estimated 32% of all slums, the approach road to the slum usually remained waterlogged due to rainfall. The figure was 35% for notified slums and 29% for non-notified slums. At the all-India level 24% of slums benefited from welfare schemes such as Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Rajiv Awas Yojana (RAY), or any other scheme run by the Central Government or State Government or any local body. The proportion benefiting from such schemes was 32% among notified and 18% among non-notified slums. The estimates of percentage of slums reporting improvement and deterioration in some facilities during the last 5 years were generated. For five of these facilities, the estimated percentage of slums reporting improvement in the facility and the percentage reporting deterioration are shown.

6. Central government providing full assistance to states/Urban Local Bodies to augment housing and drinking water supply in urban areas

The Central Government is allocating resources to State Governments through various centrally sponsored schemes in order to supplement the efforts of State Governments/Urban Local Bodies (ULBs) to provide housing and urban drinking water supply. In this connection, projects/programmes sanctioned by Central government during last three years and current year are as follows:

- Under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM)- Urban Infrastructure and Governance (UIG) Component of Ministry of Urban Development (MoUD), 21 projects have been sanctioned with Approved Central Assistance (ACA) of Rs. 1,232.18 Crores for water supply projects.
- Under the JNNURM-Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) Component of MoUD, 106 projects have been sanctioned with ACA of Rs. 2,320.58 Crores for water supply projects.
- Under the Urban Infrastructure Development Scheme in Satellite Towns (UIDSST) of MoUD, 5 projects have been sanctioned with ACA of Rs. 64.97 Crores for water supply projects.
- Under the 10% Lump-sum provision scheme of MoUD for North Eastern Region including Sikkim, 8 projects have been sanctioned with ACA of Rs. 29.64 Crores for water supply projects.
- Under the ADB assisted North Eastern Region Urban Development Programme (NERUDP) of MoUD, an amount of Rs. 38.94 crores was released to Nagaland, Mizoram, Sikkim and Tripura for water supply projects.
- Under Scheme of JNNURM and Rajiv Awas Yojna (RAY) of Ministry of Housing and Urban Poverty Alleviation (HUPA), 558 projects have been sanctioned in 31 States with Central Assistance of Rs. 14672.75 crores towards providing housing units along with basic infrastructure facilities including drinking water

- Under the Scheme of Interest Subsidy for Housing the Urban Poor (ISHUP) of HUPA, 10 States were given interest subsidy of Rs. 17.50 crores to cover 13773 beneficiaries. There is problem of housing and drinking water in cities due to the regular increase in population. This information was given by Mrs Deepa Dasmunshi , Minister of State in the Ministry of Urban Development in a written reply in the Rajya Sabha.

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