

Mixing Financial Sources for Slum Upgrading/ Prevention Ahmedabad Slum Networking Programme – India

I. P. GAUTAM, Municipal Commissioner, Ahmedabad, India



Ahmedabad Slum Networking Programme (SNP) is a partnership programme of infrastructure and social development in slums of Ahmedabad. It has been sustained for the past decade and now mainstreamed as a major activity of the Ahmedabad City Corporation. The programme partners are the Ahmedabad Municipal Corporation (AMC), non-governmental organizations (NGOs) and the Slum residents. The overall objective of the SNP is empowerment of slum residents of Ahmedabad through physical and social development.

Specific Objectives of SNP:

1. To improve the basic physical infrastructure with settlement level and household level services, through partnership of city government, NGO, and community. .
2. To enhance community ownership through community participation/ contribution and provision of social services by community members, and maintenance of the infrastructure provided through the resident's association.
3. To promote environmental up-gradation in the city.

The SNP attempts to provide secure tenure to all slum residents, and the NGOs support shelter upgradation. The infrastructure services provided under SNP include household connections for water supply and drainage, individual toilets, and slum level storm water drainage, paving of internal roads and street lighting. The SNP aims at providing access to water and sanitation to the households living in slums and chawls of Ahmedabad. The city government (AMC) provides for SNP in its annual budget and meets 80 percent of the cost of the physical infrastructure. The remaining 20 percent is contributed by the households participating in the project. The NGOs, whose activities include motivating the residents to participate in the project, facilitate collection of savings and implement other community development activities and development interventions in the area, are paid a small fee for their efforts.

AWARD WINNER, 2006 DUBAI INTERNATIONAL AWARDS, PROJECT NUMBER: IND610_06

Description of the initiative or project

The approach for provision of a package of basic infrastructure services at the household and slum level in an affordable and sustainable way has evolved since it was first introduced in Ahmedabad as a partnership project with the Private Sector in 1995.

Situation Before the Initiative Began

In the city of Ahmedabad about 20% population comprising of 176,754 families lived in sub-human (slums) conditions at 710 pockets. Their profile could be described as under:

- Total or partial absence of critical infrastructure like water supply, drainage, roads, toilets and street lighting.
- High density and congestion.
- Temporary structures with inadequate maintenance.
- Lack of basic minimum education and insufficient skills.
- Low income and poor standard of living.

From 710 slum pockets, the Town Planning Department of AMC identified 417 slum pockets where it was possible to provide the services. Of these, 190 slums comprising of 47,300 families were prioritized as having inadequate infrastructure services for SNP.

Establishment of Priorities

Efforts for providing basic services in slum settlements have been ongoing in India, Gujarat and in Ahmedabad since the early seventies through Government programs like Environmental Improvement of Urban Slums (EIUS), National Slum Development Program (NSDP) and others. However, with limited funds and the approach of providing only community level services, it neither changed the quality of life of the slum dwellers nor did it change the environmental conditions of the area.

The Slum Networking approach adapted by Ahmedabad Municipal Corporation (AMC), though based on the slum networking approach of the DFID funded Indore Habitat Improvement Project (IHIP), is substantially different in its settlement level approach and partnerships with NGOs and communities. In Ahmedabad, SNP is undertaken only in those slums where all slum households arrive at a consensus for contributing a proportion of the implementation costs (Rs 2000) for getting household level water supply, sewerage and drainage connections. NGOs partner with AMC for generating awareness about the project and in motivating all slum residents to agree to participate in the project. This task is quite difficult because simultaneously, other government schemes enable slum residents to access community level services at no cost. The well-off households in the slums often have illegal connections and hence participation in the programme is not a priority for them.

SNP in Ahmedabad has therefore been designed to provide a package of infrastructure services in consultation with communities/ CBOs, NGO and the private sector. From its inception, SNP was designed to ensure that NGO partners directly provided or enabled access of communities to health and education services. The partnerships with the private sector have not grown, while AMC's partnership with NGOs for implementation of SNP has evolved substantially since the implementation of a pilot project in Sanjay Nagar in 1996-97.

Formulation of Objectives and Strategies

The main objective of SNP is to empower the slum dwellers by integrating them with the main stream of the society. The entry point for this is through the provision of basic, physical infrastructure and social service to improve their quality of life. The strategy adopted was to involve the community as a partner and owner of the project. This was achieved with the help of NGOs as they have the will and capacities to motivate the community.

The financial arrangements evolved for safeguarding financial contributions of individual households through deposits in individual accounts till such time that transfers have to be made to AMC. This has also contributed significantly to reducing perceived risks by communities. In addition, exposure and opportunities for managing savings and consequent access to loans has also empowered the communities and individual households.

AMC's partnerships with NGOs for implementation of SNP have evolved such that NGOs are planning, designing and implementing infrastructure works in slums. AMC's role has evolved further to checking of design, supervision of implementation and overall monitoring the progress of work. This change in implementation process over the years shows AMC's conviction in the partnering approach and need for slum residents to demonstrate willingness to get individual connections for availing water supply and sanitation services.

MOBILISATION OF RESOURCES

Financial Resources

The project aimed at a partnership concept where all partners had to share the capital cost of the physical services and community development. The AMC puts up 80% of the cost of the project, while the community shares the remaining 20%. AMC has made adequate provisions in its annual budgets for SNP. In the past, funds were used from Government of India's National Slum Development Programme (NSDP), as well as HUDCO.

A maintenance fund is created as a *Community corpus* (Rs. 100 per household), which remains with the CBO and it is used for minor maintenance work.

Technical Support

The Ahmedabad Municipal Corporation has adequate technical capacity to provide technical support to the project. A SNP cell has been established with adequate technical staff to implement the project professionally.

Community Resources

Community was mobilised through NGOs to take part in the project. Community Based Organisations (CBOs) are created in each SNP area. They are trained by NGOs to work with community on technical and social development projects. NGOs and Municipal Corporation make available their technical and skill manpower to the CBOs.

Human Resources of Mahila Housing Trust (MHT) SEWA

MHT is present in all the five zones of the city covering more than 59 slums and a zonal system for effective implementation of SNP has been established. The spearhead team members promote the concept of SNP in the areas allotted to them. They educate the slum dwellers on the various aspects of the programme. They report to the organisers, who in turn report to the zonal in-charge. These activities are carried out by the Community Mobilisation Cell. Parallel to this cell is the Training Cell. The training cell has two trainers, who look after the capacity building of the Community and the CBOs. They are also involved in the activities involving convergence with various other government schemes. They also look after the post SNP maintenance aspect of the programme.

Human Resources of SAATH

Provision of physical infrastructure in slums and chawls of Ahmedabad was one of the components of SAATH's overall mission of working for Integrated Slum Development (services such as community health, non formal education, livelihood, community participation, physical infrastructure). SAATH's human resources for the Physical Infrastructure component (SNP Project) are – one overall co-ordinator, one field co-ordinator, two activity co-ordinators. Apart from this core group, three members from three of the CBOs promoted by SAATH provide the required assistance when needed. The team is helped by administrative support for maintenance of accounts, records at the office by a data manager, accountant.

Micro-Finance for Slum Upgrading

SEWA Bank plays an important role by providing loan and bank account facility to the slum dwellers. To avail the basic facilities provided under SNP the slum dwellers are required to pay Rs.2100 as one time contribution. SEWA Bank by providing loan for this amount, helps them to get the basic facilities under SNP. For the SNP project SEWA Bank has deployed 22 employees and has 18 Bank Sathis to mobilize savings and credit from the slum communities.

Process

The most difficult task is to motivate the slum dwellers to avail the benefits of the project by becoming the partner. This required a change in their “mindset”. They are used to get free services (though late and limited). They had to be motivated to share the cost and own the project and get better services. NGO plays key role in this. AMC & NGO jointly addressed the community in the slums and could win their confidence to implement the project.

Results Achieved

As of May 2008, 45 slum communities/projects covering 8,348 households benefiting 39,045 People have been completed. At present 4 slum communities covering 1124 household & 5620 people is in advanced stage of completion. Additional 5 slum communities covering 588 household & 2940 people is proposed for infrastructure development in year 2008 – 2009.

So far the community members have paid a total of US \$ 3,80,600 to the AMC as their contribution towards the services, something never done by slum dwellers anywhere else in India.

Health and hygiene interventions are carried out in all SNP slums that help families utilize health advisory and referral services to improve their quality of life.

- Organized over 275 training programs conducted separately for men, women, girls and boys for giving them basic health and hygiene awareness
- Organized over 115 camps (General camps, TB camps and Eye camps) with the help of medical experts.
- Distributed low cost generic medicines worth over INR 1, 35,000 to poor patients.
- 18000 children immunized in 45 SNP slums.
- Generating awareness for TB and AIDS by conducting Role Plays in the slum communities.
- Operation of 9 child care centres in the slum communities in partnership with Government’s Integrated Child Care Development Scheme (ICDS) and other private contributions. Through these services the programme provides child care services to over 402 children. Additional 4 slums are linked to nearby child care centres benefiting 79+ children.

Lessons Learnt

- The partnership concept for slum up-gradation between various stakeholders such as City government, NGOs, CBOs and the community has worked well, with each partner having an equal role in decision-making process. The quality of life of the slum residents improved considerably.
- The role of slum dwellers as partners in the project rather than beneficiaries made them more responsive and inculcated a feeling of ownership in them.

- In-situ upgrading of slums is the most appropriate response for tackling large-scale problems of slum dwellers and achieve sustainable urban development.
- Investment in the provision of basic infrastructure and provision of land tenure automatically attracts shelter upgrading by the slum residents.
- Slum dwellers are willing to contribute for the services and to pay taxes, contradictory to the belief that they are a pampered vote-bank and want everything free.
- Provision of individual facilities proved to be better and cost-effective in the long-term than shared facilities. There was an attitudinal change in the slum dwellers as it leads to the enhancement of their social status.
- Provision of essential services alone is not enough; the softer interventions through community development, which brings about attitudinal changes in the slum residents, are equally important.
- Clear correlation between completion of physical work and community savings to meet individual contribution.
- The market value of their house has increased due to the existence of the infrastructure services.
- SNP is a transformation from:
 - physical degradation and lack of services to up-gradation and basic infrastructure provision,
 - no dialogue between residents to informal settlements and the municipality to a participatory process of dialogue between them,
 - illegal to respectable, from dirty to clean, from disease to health,
 - a slum to a colony or society
- The lessons learnt through implementation of the SNP in Ahmedabad have been incorporated in the draft Gujarat State Urban Slums Policy while the design of a Special Purpose Vehicle (SPV) for implementation of SNP was prepared with the support of the Cities Alliance and Water and Sanitation Programme, All stakeholders involved in implementation and scaling up of SNP were involved in the processes for preparation of the Draft GSUSP and proposal for the SPV.

Main partners

Partner 1:

Ahmedabad Municipal Corporation

Slum Networking Project Cell
Sardar Patel Bhavan, Danapith,
Ahmedabad 380 001. INDIA.

Contact Person: Mr. D. B. Makwana
Dy. Municipal Commissioner
Phone: +91-79-27552586
Mobile: +91-9376113008

Partner 2:**Gujarat Mahila Housing SEWA Trust**

401-402, Akashganga Complex. Gujarat College
Road. Navrangpura,
Ahmedabad: 380009 INDIA

Contact Person: Ms. Bijal Bhatt, Co-coordinator
Phone: +91-79-26560529
Telefax: +91-79-26560536
Mobile: +91-9825029281

Partner 4:**SEWA Bank**

195, Sakar II, Nr. Town Hall,
Ahmedabad 380009 INDIA

Contact Person: Ms. Jayshree Vyas
Phone: +91-79-26581652
Fax: +91-79-26576074
Mobile: +91-98240-76

Partner 3:**SAATH – Initiatives for Equity in Development**

18, Amber Society, IInd floor, Opp. Kameshwar
School, Satellite Road,
Ahmedabad 380 015. INDIA.

Contact Person: Mr. Rajendra Joshi
Phone: 91-79-2692 9821/ 2692 2827
Telefax: +91-79-2692 6604
Mobile: +91-98250 05198

Partner 5:**World Vision**

1, Krisnakunj Apartment,
Opp.Pritamnagar no Akhado, Ellisbridge,
Ahmedabad-380006, INDIA

Tel: +91-79-26582258

Impact

- By May 2008, 45 slum communities covering 8348 households benefiting 39045 people had been successfully upgraded.
- The slum communities in Ahmedabad have access to water, sanitation, electricity, street lighting and paved footpaths.
- Renewed infrastructure: 18057 sq.mt. concrete and 14814 sq.mt. stone pavements have been made, 832 electric poles have been erected, 4868 bib cocks and 30499 m water lines have been put in place, 300 garbage bins have been strategically placed, 27380 m sewage lines, 4860 gully traps, 955 inspection chambers, 421 man holes and 4150 private toilets have been built.
- The community members had paid a total of **US\$ 380,600** to the AMC as their contributions towards the services, something that has never been done by slum dwellers anywhere else in India.
- Over 275 training sessions for men, women, girls and boys have been conducted.
- Over 115 medical camps held and generic drugs worth over US\$ 2,988 have been distributed.
- Over 18000 children have been immunized, while 9 child care centers are in operation, providing services to over 402 children.

Sustainability

SNP has sustained itself since its inception in 1994, maintaining its partnership character. It has grown tremendously reaching 8,703 families, making a significant contribution in the

lives of 43,515 people over 41 slum communities of Ahmedabad. The key elements that made this programme sustainable are:

- Long Term Commitment: The AMC has set up a separate cell for implementing the programme. The AMC provides the people a written assurance that they will not be evicted for 10 years if they join the scheme. Last installment of Community contribution is released only after the work is completed to their satisfaction.
- Community Involvement: Complete involvement of the slum dwellers at all the stages of the programme, is ensured by setting up neighbourhood groups which are duly registered by MHT and SAATH. The cost sharing by the community instills a sense of ownership in the slum dwellers.
- Demand based innovations: Introduction of Demand Based Innovations, like inclusion of individual toilets in the programme by the SNP Cell.
- Financial Viability: Following an amendment in the BMC Act in 1978, the Corporation has been regularly spending upto 10% of funds from its own revenues towards improvement of services in the slums. So far the slums were being treated as a separate entry devoid of linkages with the city level services. SNP brings about complete transformation of the slum to integrate into the main stream of the society.

Transferability and up-scaling

- The Slum Improvement Partnership concept as experienced in 45 slums is fully replicable. Several other communities are now eager to join the project and transform their quality of life.
- Within the next five years the physical improvement and the community development will be provided to 24,368 households benefiting 1,21,840 people in 120 slums of the Ahmedabad City.
- The Vadodara Municipal Corporation (VMC), another major city in the state of Gujarat has adopted the same concept for slum development and is upgrading the slum of Sonianagar on a pilot basis with increased community contribution from Rs. 2,100 per household to Rs. 3,100.

Planning for next five years

- 120 slum communities covering nearly 24,368 households identified for provision of physical infrastructure services under SNP.

Way forward

- Formulations of State Slum Policy in Consultation with all stake holders.
- Advise for a creation of Special Purpose Vehicle (SPV) for scaling up of the Project.

Innovation

- Mobilization of community and providing tenure security was very effective and resulted in people contributing to the upgrading process both materially and financially.

- Community participation at all levels and cost sharing instilling a sense of ownership in the slum dwellers.
- Strong and substantial partnerships among various stakeholders of the civil society who engaged themselves in providing better physical quality of life to its poor fellow citizens.
- An excellent example of a local government entering into strong and meaningful partnerships, leading to actualization of many elements of good governance such as Equity, Transparency, Accountability and Sustainability. .
- Monthly Monitoring Meeting: AMC as well as the NGO partners hold monthly meetings to review the progress of the work. The meetings provide a forum for all partners, including the community to share their views and facilitate the implementation of the programme.
- Joint Planning: The layout plans of the design are jointly prepared by AMC, NGO and community.
- Trainings: The AMC engineers jointly conduct trainings with MHT, to orient the community on the technical aspects to ensure community consent and support for smooth programme implementation.
- Interaction with Public: The post lunch office hours of the AMC officials are allocated for open interaction with community and partners.

REFERENCES

- Asnani P. U., Slum Networking Project – Ahmedabad Good Urban Governance Campaign – India Launch; Learning from One Another, Page # 308 – 331, September 2001
- Bhatt Bijal, Ahmedabad Parivartan Programme, Good Urban Governance Campaign – India Launch; Learning from One Another, Page # 285 – 290, September 2001
- Wealth Creation & Well Being Impacts of Slum Upgradation & Improved Service Delivery to the poor – WSP – SA
- Bhatt Bijal, Good Governance Through Partnership: Ahmedabad – Parivartan Programme Shelter – Volume IV, No. 2, Page # 22 – 27, April 2001,
- Parivartan & Its Impact: A Partnership Programme of Infrastructure Development in Slums of Ahmedabad City – Gujarat Mahila Housing SEWA Trust

BIOGRAPHICAL NOTES

IP Gautam began his career with the Indian revenue service as an Assistant Commissioner with the Income Tax department and joined the Indian Administrative Service in 1986. Gautam has served the State in a variety of development departments such as rural development, industries, power energy, transport and finance and his major contributions have been both in terms of improving regulatory mechanisms, delivery services as well as managing growth related investments for the State. Gautam's contribution include implementation of joint sector projects such as Gujarat Gas, Gujarat Apar and Gujarat Godrej as Joint Managing Director of Gujarat Industrial Investment Corporation.

As the Commissioner of both Rajkot and Ahmedabad, Gautam focused on improved and innovative service delivery arrangements apart from managing basic obligations of the city government. Gautam's achievements include restructuring of Rajkot's finances by introducing self assessment mechanism for property taxes, especially for the poor and improving water service delivery- a constraint in the city. Having evolved the Ahmedabad's city development vision, Gautam spearheaded the Bus Rapid System program for the city, one of the first in the country to launch it to scale and ensure better implementation of programs of critical importance to the city such as Sabarmati river front development and other environmentally sensitive projects such as lake development.

Gautam's strength is in regulation and management, and he has key positions on critical development projects such as Sardar Sarovar, Power and energy sector. As secretary energy and Petro-chemicals, implemented the power sector reform and was involved in innovative programs such as Jyoti Gram Yojana aimed at assured power for all villages in the State. He was responsible for release of land for the poor as part of the Urban Land Ceiling drive in Vadodara as well as implementing employment generation programs for women and youth in tribal areas of the district.

Gautam is an active academic and is an active member of the Center for Environment Planning and Technology University, Ahmedabad. Gautam's other interest includes photography.

Positions

June 2006	Till date	Commissioner, Ahmedabad Municipal Corporation
Oct. 1996	Secretary, Energy and Petro-chemicals	
	to	Secretary, Port and Transport
		Managing Director Gujarat Power Corporation
May 2006	Director Finance- Sardar Sarovar Project	
1994-1996	Collector Vadodara District	
1991-1994	Municipal Commissioner, Rajkot	
1990	Joint Managing Director, Gujarat Industrial Investment Corporation	

Chairman / Director of Public Undertakings and Companies –

- Chairman, Sabarmati River Front Development Corporation Limited Ahmedabad from June 2006
- Chairman, Janmarg Limited, Ahmedabad. From October, 2006
- Director, Gujarat State Electricity Corporation Ltd., Vadodara. From Sept. 2002
- Director, Gujarat Power Corporation Limited, Gandhinagar. – From Jan.2001
- Director, Gujarat Energy Generation Co. Ltd., Gandhinagar. – From Sep.2004
- Director, Bhavnagar Energy Co. Ltd., Gandhinagar. – From March,2007

Director of the Public Sector / Joint Sector / Private Sector Companies –

- Director, Torrent Pharmaceuticals Ltd., Ahmedabad. From 1990-93.
- Director, Gujarat Apar Polymers Ltd., Vadodara –1990 – 2000.

- Director, Sardar Sarovar Narmada Nigam Ltd. –Dec.2001 – 2005.
- Director, Ahmedabad Electricity Co. Ltd. –2003 – 2005.
- Director, Gujarat Urja Vikas Nigam, Vadodara –2003 – 2006.
- Director, Gujarat State Road Transport Corporation Ltd. 2005 – 2006.
- Director, Gujarat State Port Development Co. Ltd., - 2005 – 2006.
- Director, Gujarat Maritime Board, Gandhinagar –2005 – 2006.
- Director, Kandla Port Trust., Kandla –2005 – 2006.
- Director, Gujarat Bauxite Ltd., Ahmedabad 2004 – 2006.

CONTACTS

Mr. I. P. Gautam
Municipal Commissioner
Ahmedabad Municipal Corporation
Sardar Patel Bhavan, Danapith
Ahmedabad 380 001
INDIA
Phone: +91-79-25352820
Mobile: +91-9979007777
Email: ipgautam@egovamc.com
Web site: www.egovamc.com