

Inception Report

Multi Stakeholder Platform (MSP) for Reforms of Urban Water Public Utility Gwalior, M.P. (July 2006- June 2007)

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Society for Participatory Development
F-1 Eden Banjara, Aurora Colony, Banjara Hills, Hyderabad – 500 034, India
Tel: 0091-40-55541838,
Email: jasveenjairath@spdindia.org, capnet_southasia@spdindia.org

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Multi Stakeholder Platform (MSP) for Reforms of Urban Water Public Utility – Gwalior, M.P.

1. Introduction and Initial Assessment

Gwalior has a population of 9.29 lakhs and area under Gwalior Municipal Corporation is 168 sq km. The local administrative boundaries are divided into 60 wards. Local administration has two parallel tracks. One is headed by the Municipal Commissioner (MC), followed by Assistant Commissioners (2), Health Officer and Sanitary Inspectors (SIs), Asst. SIs. In addition there are Zonal Officers (ZOs) (20 in number – each is incharge of 3 wards) who work under Health Officer. Each ZOs office comprises one overseer, one Daroga or Asst. Daroga. The last tier comprises Safai Karamchari (SK) who manages sanitation of public places for about 150 –200 households sanitation. The second track is headed by the Mayor – who is elected by the citizens of Gwalior. He is supported by Mayor’s Council whose members are elected from among 60 councilors – one for each ward. Councilors in turn are elected directly by citizens’ of Gwalior. The Municipal Act of Madhya Pradesh also specifies a lower level of elected citizen’s bodies (attachment 1) known as Mohalla Samities. But this provision has remained on paper and has never been practiced till date. The intervention of constituting these smaller scale citizen’s committees – know as Mohalla Samities (or RWAs as per our project terminology) under this project – has thus received very encouraging response from the Mayor’s Council (Newspaper cuttings of the day after my meetings at his office are enclosed) and eminent citizens of the city. They have welcomed this initiative as a tremendous long term help for their city planning for various other issues such as health, education, communal harmony etc. This also means that the MSs that we are organizing have a strong possibility of legal recognition as lowest tier of urban local self-government. Special emphasis was also given to collecting detailed data form secondary sources on slums since the watsan situation therein is the worst. Examples of innovative local self-management by some citizen’s were identified with the intent of using the services of such local persons for later orientations of representatives of Mohalla Samities (RMSs).

2. Strategy, Design & Methodology

Activities will be undertaken according to the following broad tracks as per methodological approach specified. The plan is tentative and subject to changes as felt necessary during the course of implementation to avoid the rigidities of over prescriptive plans that pre-empt the incorporation of experiential learnings.

1. Parallel tracks of activity

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Following activities will be carried on in parallel but will draw from each other at various stages:

- Mobilization of citizens for constituting *Mohalla Samities* and their capacity building, networking and federation into a city based group.
- Mobilization of city based MSP - *Jan Tantra Samvad Manch-Paani evam Swachata* (Nagrik Manch - NM)
- Audi-visual production on the process of project.
- Diagnostics document on watsan situation of Gwalior for popular audience.
- Intensive mobilization in Scindia Nagar slum for initiating and consolidating community institutions for self-governance through democratic methods as well as accessing their entitlements form public sector.
- Initiate and sustain a Newsletter for exchange/dissemination of Mohalla level news as step for sustaining the city based federation of MS and constituting a forum for expressing collective voice.

2. Methodology

- Networking with concerned officials, Mayor's Council, NGOs and prominent citizens of Gwalior for introduction to the project objectives and seeking their cooperation & support as a backdrop for launching the project.

- Setting up a temporary city office in close collaboration with Gwalior Municipal Corporation (GMC), identification and orientation of project staff for establishing administrative/coordination/planning/execution systems for project activities.
- Orientation of City Councilors (Parshads) in batches of 15 will be held to introduce and inform them about the project objectives, seek their support,
- Mohalla Samities will be organized through city based public dissemination drive about the basic objectives and rationale for this initiative to establish MSs in all areas under GMC. Community Organizers will conduct public campaigns and meetings in all the wards using loud speakers, IEC material (prepared by project team) and roadside meetings etc. Residents will be informed of time deadlines by when they should identify their ad hoc representatives who can play the role of contact persons with their respective Mohallas for constitution /consolidation of their MS. This will be followed by a second round of more intensive meetings with potential leaders/interested persons (2 person comprising man-woman team) for finalization of contact persons from each identified MS area
- Intensive orientations will be provided to the a set of 2 persons per MS about their role/responsibilities, rights and entitlements of MS, possible initiatives they can take up for self-monitoring of watsan services at local level, mobilization for collective articulation of demands from the municipality, conflict resolution within the community and with government staff for accountable/transparent service delivery for watsan, contribute to city planning of long term watsan facilities through accessing information and suggesting ways of democratic demand satisfaction, ensuring that service charges are paid for services that have been utilized etc. These miniature platforms will constitute arenas of “Sahayog” (cooperation) & “Sangharsh” (struggle) – within themselves, within the local communities and with government/political structures. The attempt is to dismantle all sources of mis-governance. Total of less than 200 MS will be constituted as per available data on total number of households and at the rate of approximately 500 households per MS. Existing Mohallas will be merged to form units of 500 households.

- The representatives of these 200 MS (RMS) will identify 50-60 members who will represent Mohalla Samiti in the city based Nagrik Manch (NM - Multi Stakeholder Platform) that will be constituted. This city level platform will also include representation from Mayor's Council (MIC), Gwalior Municipal Corporation (GMC), Collector's office, industry, commercial sector, public/private institutional sector, prominent citizens/patrons of Gwalior etc.
- Identify an executive committee of (5 members) for functional efficiency.
- 1-2 meetings of NM will be held for initial consolidation and as a capacity building exercise to demonstrate its actual working by deciding on a work plan through a dialogue process followed by public commitment to fulfill promises by both civil society (RMS) as well as GMC/MIC. Subsequent meetings to follow through the process for necessary action.
- *Audio-visual* footage of entire process will be collected through filming major activities periodically, taking special interviews, designing advocacy messages through short capsules etc. the raw material will be the basis of composing/constructing the story of the entire experience – highlighting the outcomes, constraints and struggle of the process.
- A *diagnostics document* on status of watsan in Gwalior will be prepared for the popular audience with detailed ward wise data in Hindi language. This data will be gathered from government sources and authenticated during orientations with ward councilors for greater accuracy with reference to field situation in different localities. This is proposed to be put up on the GMC website for public access for assisting localized planning, suggestions, comments by the community for an informed interaction with their own government and for seeking further information for reasoned discourse on public policy issues.
- *Model Slum*: One slum has been selected for intensive mobilization for constitution of its MS and orienting/strengthening capacity its community for a greater awareness for self-governance generally and of water-sanitation in particular. It has been identified in consultation with GMC & MIC on basis of its overall backwardness and on account of it being relatively virgin territory with respect to civil society intervention. The idea is to demonstrate the rationale of

constituting MS through a publicly transparent process at a small scale *within* the city in order to motivate a wider constituency to support this initiative. This track of activity will be done in proportion to additional resource available for dedicating separate resource person for monitoring/conducting the activity. Initial interventions will be made through repeated meetings for emphasizing the transparent nature of the process of constitution of MS. Need for collective action for accessing benefits collectively will comprise strong messages. Democratic representation in MS; sharing of work/responsibilities for struggling to access developmental entitlements as well as contributing towards sustaining the assets/services received; respect for democratic rights of all members of community and pre-empting monopoly of benefits by small majority; information sharing among community members; following agreed upon rules/regulations for use and maintenance of common/public watsan assets – particularly for liquid and solid waste management; ensure upkeep of **sanitation of public spaces** through shared responsibility for minimizing waste generation and disposal of necessary waste as per agreed upon systems; articulating additional/periodic demands form government for all members of community as well as cooperating with government for honoring agreed upon obligations of the community; will be some of the key messages emphasized trough various meetings – individual, group, section wise , women’s groups, whole slum based.

- *Technical interventions in the Slum:* In background of the above social awareness campaign – continuous attempts will be made to network with various organizations/institutions for allocating their developmental resources towards particular technical interventions required for improving watsan status / facilities of the slum. For instance – given the absence of electricity, water source and sanitation facility (except for 4 hand pumps which are extremely tough to operate leading to strained bruises of women’s midriff) – it is proposed to explore installation of *public lighting through solar powered technology*; install a *common water source* form a nearby deep bore well transported to a common point; get *community toilets made using vermi-culture* for decomposition of excreta and *rain water storage* as supplemental water source for toilet use; *cross sectional &*

longitudinal leveling of slum lanes with shallow side drains for sieved domestic effluents/rainwater; creation of *water bodies* since the slum is on a hilly terrain; *greening the slum* through household level allocation of responsibility for nurturing – one ever green shade tree, one flower/fruit tree, one vegetable creeper, one flower creeper (eg a rough /hardy one like) bougainvillea; painting exterior of houses; vermin-compost systems for solid waste management; experimenting with decentralized DEWATS technology for eco- friendly waste water treatment etc. Resource support for the above items will be requested from GMC, MIC, UN – Habitat Asian Cities Program, Rotary/Lions Clubs for Gwalior, Prominent citizens/politicians of Gwalior etc. that will link up with the Networking activities mentioned above.

- *Newsletter*: In order to consolidate and sustain the MS units in each locality it is imperative to connect them through an ongoing communication for sharing of experience, collective articulation of demands as well as sharing of responsibilities for maintaining watsan facilities in privates as well as public spaces in each locality. It is proposed to allocate one professional resource person with initial support for 12 months to initiate a city based Newsletter in Hindi for an update on Mohalla News for Gwalior that will include local issues in Addition to watsan situation and actions taken for situation improvement, hurdles, policy discussion, government and community co-sharing of responsibilities and provision of quality services. As above, this activity will be taken up only if resources support is available. Networking/scouting for the same will be undertaken.

3. Work Done

Following work items have been completed:

- Project Implementation Unit (PIU), Gwalior, of MP Urban (ADB) Project (Urban water Supply and Environment Improvement in Madhya Pradesh) has kindly agreed to allow us to use their office space for MSP project.

Basic office set up has been established and a project team constituted comprising resource persons for community mobilization, documentation and implementation of various activities.

- Orientations of project team and discussions for detailed project planning, process and methodology.
- Networking with following key persons/organizations: GMC (Municipal Commissioner and PIU staff), Mayor's Council (Mayor & Councilors), prominent citizens of Gwalior, Un-Habitat Asian Cities Program, Royal family of Gwalior, Ramakrishna Mission of Gwalior (Swami Swaroopanand), Cancer Hospital (Dr. Sheetala Sahai, well known doctor and social worker). Strong support promised and extended by Mayor, Municipal Commissioner, Head/staff of PIU. Detailed meetings with visiting staff of UN – Habitat in Gwalior for possible collaboration with MSP project and their participation in one of the slum meetings.
- Data collection: ward wise data on number of households, existing Mohallas, proposed number of MS. Total number of MS to be organized will be less than 400 @ of 1 MS for approximately 500 households/commercial units. Data was collected from PROs office in the Mayor's office, GMC, Property assessment department, PIU office. MS Data has been consolidated into single tables for further verification during orientations with ward Councilors. Information on total number of slums with basic parameters has been accessed and will be integrated with ward level data. There are 229 total number of slums out of which only 149 are notified. Detailed household data from number of habitations will be merged with city level data for greater accuracy of information on number of households for formation of clusters for identifying RMS form that area.
- Detailed activity plan prepared for mandatory and optional activities.
- Slum interventions and Newsletter will remain optional since resource support for the same is likely but not committed as yet. Based on discussions/networking support for following is likely: Additional water

source from GMC- committed in principle; Solar public lights from MIC - committed in principle; Community toilets, RWH storage, lanes leveling/drains, creating water bodies – likely from UN- Habitat (UNH) and/or GMC; Newsletter – likely from UNH.

- The model slum has been identified in consultation with GMC & Mayor’s Council. Five meetings have been held in the slum to motivate the residents for participation in watsan planning/ activities. Domestic water and electricity are the main issues that emerged form the meetings. They have been asked to constitute their MS for a democratic representation of entire slum and raise the issues collectively with their administrative/ political authorities alongwith resolving to honor their obligations for maintenance /upkeep of the facilities created. A survey of existing households and its geographical spread has been initiated with involvement of local residents to validate the information on bonafide inhabitants – an issue of serious importance - at a general level - for development interventions in poor areas where there is a likelihood of the benefits being usurped by undeserving outsiders.
- A meeting with local NGOs and other members of civil society was held by the way of introducing the project and seeking their cooperation.

4. Activity Plan Proposed

Sl. no.	Name of Activity	Date/time of Activity	Place/ Ward no. of Activity	Participants	Responsible Persons	Process or Methodology
1	Preparatory phase - Set up office & engage office staff/resource persons.	Till Aug. 31 st 2006	Project office /PIU, UWSEIP-MP office/any other	Project staff, GMC officials, UN-Habitat personnel	Jasveen Jairath (JJ) and Project team	Collective discussion & consultation with GMC and other concerned

	<ul style="list-style-type: none"> - Network with govt. officials, Mayor in Council, prominent citizens of Gwalior, UN-Habitat program etc. - Consultations with GMC and resource persons for project planning - Preparation of project action and strategy plan and responsibility allocation - Collection, collation and analyses of basic data on geographical and demographic details of Gwalior - Orientation of project staff - Preparation of IEC material for public awareness - Preparation of training modules and for organizing of trainings/orientations 					persons
2	Preparation for and conduct Orientation of Councilors and Zonal Officers (ZO) & identification of tentative Mohalla jurisdiction	1 – 20 Sept. 2006	1-15 ward councilors & ZOs	20 persons	JJ & Resource Persons/Project team	Interactive meetings for mutual learning on roles, responsibilities and potential of collective for a for problem solving
3	Orientation of Councilors and Zonal Officers & identification of tentative Mohalla jurisdiction		16-30 ward councilors & ZOs	20 persons	JJ & Resource Persons/project team	
4	Orientation of Councilors and Zonal Officers & identification of tentative Mohalla jurisdiction		31-45 ward councilors & ZOs	20 persons	JJ & Resource Persons/project team	

5	Orientation of Councilors and Zonal Officers & identification of tentative Mohalla jurisdiction		46-60 ward councilors & ZOs	20 persons	JJ & Resource Persons/project team	
6	Ward wise visits to Mohallas for awareness/citizen contact program	Oct. 2006 to Jan. 2007	In each of the 60 Wards successively @ 1 mass contact drive and 1 round of follow up meetings in Mohalla groupings.	General public in respective Mohallas	JJ, Resource persons and community organizers	Public dissemination techniques
7	Second round of Mohallas level intensive meetings					Public meetings
8	<i>Orientation of approximately 400/800 Mohalla Representatives (MRs - identified @ 2 persons per Mohalla – one woman , one man)</i>	<i>Feb. 2007 to March 15, 2007</i>	<i>Place to be identified.</i>	<i>Less than 400 Mohalla representatives</i>	<i>JJ, Resource persons and community organizers</i>	<i>Interactive meetings for mutual learning on roles, responsibilities and potential of collective for a for problem solving</i>
9	<i>Collective meeting of all 400/800</i>		<i>Place to be identified.</i>	<i>Less than 800</i>	<i>JJ, Resource persons and community organizers with support form GMC</i>	<i>Interactive meetings for introduction of all MRs</i>
10	<i>One day Orientation 1 of selected 60 persons for Nagrik Manch (NM) identified in step 8</i> <i>One day Orientation 2 of selected 60 persons for Nagrik Manch (NM) identified in step 8</i>	<i>March 15 2007 to March 25 2007</i>	<i>Place to be identified.</i>		<i>JJ, Resource persons and community organizers</i>	<i>Interactive meetings for mutual learning on roles, responsibilities and potential of collective for a for problem solving – intensive level</i>

11	Constitution of water and sanitation related <u>Jan Tantra Samvad Manch</u> (Nagrik Manch – City based Multi-stakeholder Dialogue Platform for city’s watsan)	March 25 to April 10 2007		Project staff, GMC, MIC & Prominent citizens of Gwalior	JJ & Resource persons with support from GMC, MIC, UN-Habitat and other prominent citizen’s of Gwalior	Through intensive and personal mobilization with various stakeholders form private sector, builders lobby, commercial establishments, public institutions, hospitals etc.
12	Planning meeting of Nagrik Manch -1	April 15 2007 to May 15 2007	Jal Vihar (tentative)	Less than 100 persons	JJ & Resource persons GMC, MIC, UN-Habitat	Interactive meetings for mutual learning on roles, responsibilities and potential of collective fora for problem solving at city level through such a forum
13	Planning meeting of Nagrik Manch -2			Less than 100 persons	JJ & Resource persons GMC, MIC, UN-Habitat	Interactive meetings for mutual learning on roles, responsibilities and potential of collective fora for problem solving at city level through such a forum
14	Audio Visual Documentation of process	Footage will be shot through out project cycle	Project activity sites	Project staff and professional resource persons	JJ & Professional resource persons	Constant interaction with project team

15	Diagnosics document on water sanitation situation in Gwalior for popular audience	December 2006 to June 2007	-----	Resource person/organization in discussion/consultation with project team and GMC staff		Data collection from secondary sources
16	<i>Demonstration activity through intensive efforts for social mobilization/consolidation of their Mohalla Samiti as well as coordinating various technical inputs for watsan in one slum (Scindia Nagar) through coordination with other agencies (GMC, MIC, UN-HABITAT, Lions/Rotary Club, Politicians an patrons</i>	<i>Throughout Project cycle</i>	<i>Scindia Nagar</i>	<i>Project team and dedicated resource person</i>	<i>Project team</i>	<i>Intensive meetings and capacity building for self governance by establishing institutional system of liquid and solid waste management, rainwater use for storage/recharge, democratic sharing of benefits within the community and greening of the slum. Use this as a model for advocacy in the city and also for capacity building of other areas for participatory watsan creation and management.</i>
17	<i>Newsletter for MRs and city communities</i>	<i>After MRs have been identified/oriented</i>	-----	<i>Dedicated professional resource person</i>	<i>Project team</i>	<i>Personal contact with MRs</i>

Note: Activities in italics are optional and will be taken up pending the availability of funds/technical and other support from other agencies that are highly likely but not confirmed.

5. Expected Outputs

Following outputs are expected by the end of the project:

- Less than 400 MS in place
- Based on MS and other stakeholders a city based MSP or NM in place
- A periodic (monthly or bi-monthly) Newsletter for Mohalla level news is established
- Scindia Nagar slum has a strong MS with systems of solid and liquid waste management in place. A stark difference in before and after situation in sanitation of public places and greenery.
- A Diagnostics document in Hindi for popular audience with ward wise information – possibly on website of GMC to be continuously updated.

6. List of Enclosures

- *Set 1:* Four newspaper cuttings indicating the positive response of the media to the project initiative.
- *Set 2:* Communication with UN-Habitat Asian cities program for discussing collaborative interventions for greater synergies.
- *Set 3:* Communication with Mr. Jyotiraditya Scindia, Member of Parliament and an active member of Gwalior Royal family indicating highly positive response to the project initiative.
- *Set 4:* List of participants of a meeting organised with the prominent citizen's of Gwalior in the Mayors chambers.
- *Set 5:* List of participants of meeting with local NGOs and concerned resource persons form govt. and other related projects.
- *Set 6:* Letter from Directorate of Urban Administration and Development indicating the desirability to constitute "Mohalla Samities." Evidence of relevance of the project intervention for current thinking of the government on issues of urban administration.
- *Set 7:* Draft of MOU submitted to Municipal Commissioner, GMC, to be signed with SPD, as a formal endorsement of the intervention and commitment to cooperate. This is useful for establishing greater legitimacy of the activities.
- *Set 8:* Copy of the extract form Municipal Act of Madhya Pradesh, 1956 that indicates clearly the provision of establishing MS as a sub- unit of wards for urban administration. This provision is not well known among citizens and has never been realized in practice. However it creates the

possibility of legal recognition to the MS as lowest tier of local self-government.

- *Set 9:* List of existing Mohallas as they have emerged organically from existing settlements in a random manner and are de-facto recognised for electoral and other purposes.
- *Set 10:* List of proposed MSs as derived from existing data based on a rough criterion of number of households (HH) – 500 HH per MS. The actual figure may be more or less depending on the administrative convenience of the local situation and ultimately to be decided by the local citizens and concerned officials.
- *Set 11:* Map of Gwalior with ward boundaries that will be used for delineating the MS and planning mobilization activities.
