

## **Orangi Pilot Project**

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Karachi is the biggest city of Pakistan spread over an area of 2600 sq. kms. which includes a sizable portion of semi-rural area. Since the creation of Pakistan in 1947, Karachi has been the hub of all commercial and industrial activities in the country primarily because of being the only port city, and because initially up to 1960 it was the capital of the country. Since most of the wealthy class having an aptitude for business and industry migrated from India and settled in Karachi, it was but natural that all industrial and commercial activities were focused here.

During the period 1950 to 1985, the pace of industrialization in the other cities of Pakistan was very slow, and hence all employment opportunities were mostly available in Karachi. As such there was a huge and regular influx of people from all over Pakistan to Karachi for the sake of employment. These persons included un-skilled labour, artisans, technicians and even educated people.

Administratively, Karachi existed as a single administrative unit called District from 1947 upto 1974 headed by a Deputy Commissioner. Subsequently, in 1974 due to the increase in population, and increase in geographical spread, the city was divided into three districts ---- Karachi South, Karachi East and Karachi West. With further increase in population, and due to the eruption of law & order situations, the number of districts rose to five by 1994.

Parallel to this administrative system was a Municipal system. Till the time Karachi was a single district, all municipal functions were being dealt by the Karachi Municipal Corporation, which was subsequently elevated to the status of Karachi Metropolitan Corporation. Urban development was the mandate of the Karachi Development Authority, which played a major role in providing planned areas in the city. Subsequently with the increase in number of districts, five District Municipal Corporations or Zonal Municipal Corporations were created corresponding to each district. Policy making, macro-functions, and the integration of municipal services was looked after by the Karachi Metropolitan Corporation, whereas the actual delivery was at the DMC level. In a similar way Karachi Development Authority produced two offshoots namely Malir Development Authority and Lyari Development Authority, dealing with most of the unplanned area of the Karachi Division.

In the year 2001, a drastic change was brought about in the administrative system through the process of devolution. The age-old system of Revenue Administration inherited from the British was done away with, and it was replaced by a comprehensive Local Government system in the shape of District Governments all over the country. Through this process, the mandate, authority, and powers of many subjects, which were hitherto being handled at the Provincial level have been devolved to the District Governments, so that all developmental activities are planned and implemented with the input of the people at the grass-root level. Simultaneously a more focused monitoring of the all the other line departments can also be ensured through the new set up.

The five Districts of Karachi have been merged to form a City District which is further subdivided into 18 Towns, and these towns comprise of 178 Union Councils. Each of these three tiers is headed by an elected Nazim.

The City District Government, headed by a City Nazim, deals with the following Group of Offices:

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1. Revenue
2. Works & Services
3. Finance & Planning
4. Health
5. Law
6. Enterprises & Investment
7. Sanitation & Water
8. Education (Schools)
9. Education (Higher Education)
10. Information Technology
11. Literacy.
12. Transport & Communication
13. Master Plan
14. Community Development
15. Agriculture.

The City Nazim is the head of the District Government who is assisted by a civil servant designated as District Coordination Officer who is the head of the District Administration. Each of the above Group of Office is managed by an Executive District Officer.

The City Council comprises of 178 Union Council Nazims and 77 Councillors elected on reserved seats for ladies, labour, minorities etc. and the Council is the supreme body for framing goals, rules, and procedures for the functioning of the Local Government.

Each of 18 Towns is administered by a Town Municipal Administration which is headed by a Town Nazim and assisted by a Town Municipal Officer. The functions of the Town Municipal Administration can be enumerated as below:

- I. Land use, zoning and functions.
- II. Enforcement of Municipal laws.
- III. To prevent and remove encroachments;
- IV. Maintain comprehensive data base & information system.
- V. Propose and collect taxes, cesses, user fees, rates, rents, tolls charges, fines, and penalties;
- VI. Provide, manage, operate, maintain and improve the municipal infrastructure and services including:
  - a. Water supply distribution other than inherited systems maintained by or on behalf of the City District;
  - b. Sewerage system other than an integrated system maintained by on behalf of City District excluding sewerage treatment and disposal;
  - c. Solid waste collection and conveyance to transfer stations designated by the Town but excluding treatment and disposal of waste;
  - d. Street lighting;
  - e. Fire fighting; and
  - f. Parks, playgrounds, open spaces and arboriculture, other than major facility maintained by the City District;
  - g. Slaughter houses.

The relevant Group of Office which deals with distribution of water and collection of sewerage is the Sanitation & Water Group of Office, which is the nomenclature assigned to the Body known as Karachi Water & Sewerage Board which functions under a legislation known as Karachi Water & Sewerage Board Act 1996. Since this Act has not been repealed after devolution, both the entities continue to co-exist and as such the City Nazim functions as Chairman of the Board and the Executive District Officer (Sanitation & Water) performs the role of the Managing Director. This Group of Office or Board deals with the bulk and retail distribution of water in the city, and similarly also deals with an integrated system of sewerage and disposal towards the treatment plants.

The process of devolution and transference of distribution of water and collection of sewerage at the local level to the Town Municipal Administrations is under process.

A brief abstract of the annual budget 2003-2004 of the City District Government Karachi can be summarized as follows:

<b>Summary of Revenue 2003-2004 (BE)</b>			<b>Summary of Expenditure 2003-2004 (BE)</b>		
S.No.	Group of Offices/Deptt	(Rs. In million) Budget Estimates	S.No	Group of Offices/Deptt	(Rs. In million) Budget Estimated
1.	Grants/Releases from Government	6,818.00	1.	Education	5,170.62
2.	Revenue	4,063.38	2.	Share of Towns/Union Councils	4,647.05
3.	Malir Development Project	1,546.15	3.	Works & Services	4,424.57
4.	Lyari Development Project	1,183.20	4.	Health	1,792.52
5.	Finance & Planning	982.74	5.	Malir Development Project	1,305.58
6.	Master Plan i/c KBCA	785.42	6.	Lyari Development Project	1,156.17
7.	Works & Services	707.34	7.	Annual Development Program	930.00
8.	Health	222.22	8.	Coordination	741.25
9.	Coordination	183.14	9.	Funds for 178 Ucs-Ladies General & Minorities seats	661.50
10.	Transport & Communication	70.30	10.	Debt Servicing & Pension Fund and other Misc. exp.	416.60
11.	Agriculture	35.51	11.	Revenue	380.64
12.	Enterprise & Investment Promotion	30.00	12.	Finance & Planning	298.16
13.	Mass Transit Cell	10.00	13.	Master Plan i/c KBCA	224.48
14.	Community Development	9.10	14.	Community Development	128.63
15.	Information Technology	6.01	15.	Transport & Communication	67.87
16.	Law	1.00	16.	Agriculture	67.66
17.	Devolved Department GOS	6,033.82	17.	Naib Nazim & Council Secretariat	44.10
18.	Water & Sanitation	<u>5,016.80</u>	18.	Information Technology	36.75
	Total	<u>27,704.13</u>	19.	Mass Transit Cell	22.86
			20.	Enterprise & Investment Promotion	14.82
			21.	Nazim Secretariat	13.96
			22.	Law	10.55
			23.	Literacy	9.24
			24.	Water & Sanitation (KW&SB)	5,016.80
			Grand Total:		<u>27,582.38</u>

The Budgetary allocations for Sanitation & Water Group of Office are as follows:

**RECEIPTS & EXPENDITURE STATEMENT**  
**BUDGET 2003-2004**

1.	CURRENT RECEIPTS		CURRENT EXPENDITURE	
	WATER CHARGES	2,639.119	CURRENT EXPENDITURE	2,959.119
	SEWERAGE CHARGES	320.000		
	SUB TOTAL:	2,959.119		

2.	CAPITAL RECEIPTS (GOVERNMENT AIDED PROJECTS)	2,057.688	CAPITAL EXPENDITURE (DEVELOPMENT WORKS (GOVT.AIDED))	2,057.688
	TOTAL RECEIPTS	5,016.807	TOTAL EXPENDITURE	5,016.807

The following two problems have hindered the development of a proper water distribution system and a comprehensive sewerage infrastructure in Karachi:

- a. Presence of multiple administrative domains like Cantonments, Defence Housing Authority, Karachi Port Trust land, Pakistan Railways land etc.
- b. Creation of informal settlements accommodating more than 50% of the population of Karachi.

The lack of treatment facilities both for domestic as well as industrial effluent, is again a major problem in Karachi. Presently there are only three domestic sewerage treatments plans having a capacity of 151 MGD whereas the requirement is much more. There is no industrial effluent plant at all in any of the six major Industrials Estates of Karachi.

In this scenario where the Government authorities due to various reasons have not been able to provide an effective sewerage system to all the localities of the city, the channel of community participation becomes all important, specially in those informal settlements, majority of which are not even eligible for being regularized as per existing laws.

Orangi Town is one of the 18 Towns of Karachi City District and is famous for being known as the largest informal settlement in Asia. With the exception of a few planned sectors, all the other parts of this Town are in the shape of informal settlements. It is in this favourable atmosphere that Orangi Pilot Project (OPP) came into existence.

The Orangi Pilot Project is probably the world's most reputed non-governmental Project aiming towards the provision of sanitation for the poorer population in urban areas. This project started in the year 1980 in the crowded Orangi settlements having a population of nearly 1.2 million and the founder of the Project was Dr. Akhtar Hameed Khan, a dedicated developmental worker. The Orangi Pilot Project within a few years has developed into a prominent community participated activity which is self-funded, self-administered and self-maintained. Its total reliance is on the resources and skills of the local urban poor population using local materials and labour in building hundreds of kilometer, of extremely low cost underground sewers.

During this period around 92000 families have benefited from this scheme in about 6000 lanes, which becomes nearly 90% of the entire settlements. A sum of about Rs. 82 million has been contributed by the community for achieving this target, and as a result, a radical change has been brought about in the Orangi settlement. The usual open sewers in the lanes have been eliminated, thus improving the hygiene of the area, which has improved the health and prosperity of the residents. With this improvement in environment, the attitude and aptitude of the residents has also sparkled, leading to a more positive role in the society. A conspicuous change has also been brought about in the life of women and children. Thus Orangi Pilot Project demonstrates how poor community can contribute to the development of complex large scale infrastructure project.

However, a perception has developed that the initiative taken by OPP would not be successful in other areas of Karachi or outside Karachi. The critics were of the opinion that Orangi has a natural slope which facilitates the flow of sewage without secondary sewers and collection points, whereas a similar activity on flat terrains would not give the desired results.

Another important aspect of OPP is its rigid rejection of any subsidy or funding for internal development work. The responsibility to fund such projects rests with the community. s

The OPP has also preached that social preparation of community is essential to embark on a large scale infrastructure project. The strategy for such preparation is to promote community organization and

self-management by providing social and technical guidance in order to exploit local resources and cooperative self-action.

The road map for social preparation is a continuous on-going process through the following actions:

- Identification and dialogue with existing local community organizations.
- Projects should generally rely on available resources and systems.
- Preparation of conceptual plan to differentiate between internal and external infrastructure components and their sharing between the community NGO and Government.
- Local lane leaders as key development workers.
- Social workers and technicians for motivation and to provide technical advice.
- Traditional knowledge of local communities should be used for improvisation and innovation.

The OPP strictly observes the following operational principles:-

- (i) It does not physically undertake any project, but simply motivates and provides technical inputs and arranges loan of construction equipments.
- (ii) Supports smaller and functional social organizations rather than large-scale ones, taking lane as informal unit of organization
- (iii) Clearly differentiates between internal and external components of development. The internal components are the tertiary level sewer line in the lanes, whereas the external component is the trunk sewers removing the effluent from the settlements.
- (iv) Funding for the external component is the responsibility of the community.
- (v) Self-financed projects give a sense of ownership and a desire to be economical and innovative.

The reasons for success of OPP can be contributed to the following reasons:

- Residents of urban poor settlements in Karachi have some experience with sanitation problems and solutions.
- Literacy level in Karachi is about 30% higher as compared to other urban areas of Pakistan.
- Average income is more than his/her counterpart in other cities of Pakistan.
- Topography of the area

The failure to replicate this in other parts of country is basically due to problems of social preparations; weak community groups; and their unwillingness to observe self-reliance.

### **CONCLUSION:**

The OPP model is unique and believes that the people can, and they do help themselves in order to resolve their problems. This is an undeniable fact since time immemorial. Another important aspect of this model that the activists working in the community to motivate and guide the general public are the members of the same community rather than outsiders. Another important factor is the relationship established between the OPP and the people, which is not based in any give or take of finances, but instead, it is simply a support organization of an advisory nature. This model ensures that the community identifies its needs rather than recommendations coming from outsiders.

Having attended to the problems of tertiary sewers in most of the lanes, the OPP has now expanded its activities towards macro-issues of the Karachi sewerage system. It has now been increasingly involved in city-level projects, designing treatment plants, external sanitation infrastructure, etc.

The OPP experience is certainly an outstanding example of community participation which can be emulated not only in other cities of Pakistan but in other countries too.