205.1 96IN

Library
IRC International Water
and Sanitation Centre
Tel.: +31 70 30 689 80
Fax: +31 70 35 899 64

INVOLVING PARTICIPATION OF COMMUNITY

National Workshop on Operation and Maintenamce of Urban Water Supply & Sanitation Systems

(25-27 September 1996)
New Delhi, India

By

Prof. Mrs. Sneha Palnitkar
Director

All India Institute of Local Self-Government
Sthanikraj Bhavan, C.D.Barfiwala Road,
Andheri (West), Mumbai-400 058

Telephones: 620 67 16 / 620 56 70 / 628 44 31
Telegram : "STHANIKRAJ" MUMBAI
Telefax: 0091-22-6288790

205.1-96IN-13803

205.1 96IN

Library
IRC International Water
and Sanitation Centre
Tel.: +31 70 30 689 80
Fax: +31 70 35 899 64

INVOLVING PARTICIPATION OF COMMUNITY

National Workshop on Operation and Maintenance of Urban Water Supply & Sanitation Systems

(25-27 September 1996)
New Delhi, India

By

Prof. Mrs. Sneha Palnitkar
Director

All India Institute of Local Self-Government
Sthanikraj Bhavan, C.D.Barfiwala Road,
Andheri (West), Mumbai-400 058

Telephones: 620 67 16 / 620 56 70 / 628 44 31
Telegram : "STHANIKRAJ" MUMBAI
Telefax: 0091-22-6288790

INTRODUCTION

Rapid urbanisation and urban growth are causing deterioration in the physical environment and quality of life in urban centres on account of widening gap between demand and supply of essential urban services, such as, safe drinking water supply and sanitation.

The National Water Supply and Sanitation Programme was launched in India in 1954. Since then, provisions for Water Supply and Sanitation in the successive five year plans have witnessed steady increase. As per the NSS only 20% of urban households have access to sewerage system, 14 per cent of the households have access to waterborne toilets connected to spectic tanks. Nearly, 37 per cent of the urban households are served by bucket privies, and remaining 33 per cent have no facilities whatsoever. On account of high installation costs, even the target for the International Drinking Water Supply and Sanitation Decade of the country restricts sewerage to class I cities and envisage overall coverage of only 80 per cent of all urban areas with either sewerage or sanitary toilets. Septic tanks with proper effluent disposal could be an alternative, but these require periodic safe removal and treatment of the accumulated liquid sludge, a service which have often proved unrealiable. The problem of sanitation and environmental hygiene has assumed a new dimension under the impact of rapid urbanisation and proliferation of slum settlements. Similarly inadequate coverage of the population to be served, operational inefficiencies and financial constraints are the main problems seen in most municipal solid waste management in most of the urban centres.

LIBRARY IRC
O Box 93190, 2509 AD THE HAGUE
Tel.: +31 70 30 689 80
Fax: +31 70 35 899 64
BARCODE: 13803
O: 205.1 96IN

In a city, the municipal service collect up only 30 to 70 percent of the refuse generated and serves less than 50 percent of the city's population. The low income areas usually belong to the unserved population. Generally, since not even operation costs of the garbage collection services are covered by adequate fees or charges the waste generated by the rapidly expanding cities grow beyond the collection capacity and financial limitations of most of the municipal bodies.

Water Supply and Sanitation (WSS) by the local authorities, without the involvement of the local communities have resulted in a complete alienation of the people from WSS system, which were preceived as project of government/municipal bodies and people consequently failed to maintain these system in urban areas. A number of studies have brought out the relationships between infant and child mortality and quality and access to water and sanitation. On the solid waste front, about half of the population get the benefits of garbage collection, transportation and disposal. If we prepare a situational analysis, it is seen that the importance to WSS management is not sufficiently appreciated in the context of shortage and total effectiveness. These services indicate signs of stress and at times a total absence, particularly in low income urban settlements. The part of these problems are attributed to haphazard growth, inadequate infrastructural facilities, indifference of municipal bodies to come out with any innovative alternatives, and financial constraints.

In recent times, an influential approach has emerged advocating a strong case for peoples' participation in WSS, which enables the people to voice their demands, which reflect the actual needs of people, attempt to help, encourage acceptance and collaboration at the local level. Experiences at various places have clearly revealed that community approach is the most feasible, efficient and cost-effective approach to sustain water and sanitation programmes by empowering people by ensuring their participation. The potential of community participation is beginning to gain the recognition. It is realised that development usually comes about not through external intervention but through people working collectively to meet their felt needs.

In Japan, there is a system of community management of local services, such as street sweeping, garbage collection, maintenance of environmentally important areas, gardens, parks etc. Different tasks are assigned to every family living in a specific locality and one can observe the roads being looked after by few households, roadside planters being looked after by another group of people and garbage disposal by yet another group. (Buch,1995). In India we have yet to develop such kind of community participation in urban services.

EXPERIENCES OF COMMUNITY PARTICIPATION IN ENSURING SUSTAINABILITY OF WSS SYSTEM :-

The role of women in the context of water is of importance because women have traditionally been source of the information relating to conserving water and providing safe

water. Inspite of changing situation they remain an influential force in adopting practices in WSS.

Today the need to involve women in water supply system has gained more recognition. Socio-Economic Units set up in Kerala State to work jointly with the Kerala Water Authority to strengthen collaboration, coordination and exchange between all those involved in the rural water supply and sanitation scheme, entails communication awareness, education, community mobilisation, intersectoral coordination, human resource development. The focus concentrates not only on community involvement, but on the specific involvement of women for site selection and standposts, operation and maintenance. These units also assist in the formation of women's organisations, where they do not exist, in addition to strengthening the existing organisations.

Not only community participation but specially women's participation is taking place in Banaskantha village through the formation of 'Pani Panchayats. Where these committees are active and women have taken the lead, village standposts are properly maintained, no spillage is allowed to make the surroundings dirty and water taps are usually in working order.

PANI PANCHAYAT - A NEW APPROACH FOR WSS INITIATED BY AN NGO :

The movement of 'Pani Panchayat' was initiated by 'Gram Gaurav Pratishthan' in Maharashtra State under the leadership of Mr.Vilasrao Salunke. It is being implemented in

draught prone area of Purandhar Taluka of Maharashtra State, Gram Pratishthan encouraged by success at various water and soil conservation measures, decided to extend its activities throughout Purandhar Taluka. Core of these activities are water conservation measures at village level and using the increased water for protective irrigation. Various projects were implemented for this programme, underlying for these activities was formation of 'Pani Panchayat' (water committee). Salient feature of 'Pani Panchayat' movement is equitable distribution of water. Principle adopted was 'water will be distributed in proportion to number of persons in a household. Experiment of Pani Panchayat showed that half acre land gives sufficient income to satisfy maximum requirements of a person under the specified set of conditions. Villagers participating in liftirrigation scheme of Pani Panchayat have to follow following rules :

1) Water will be made available in proportion of half acre per person.
2) A scheme will be prepared for a community and not for a indivisual person.
3) Crops having high water and long term water requirements will not be considered.
4) Beneficiaries should contribute 20% of total expenditure for a scheme.
5) 'Water Committee' of a scheme will be responsible for implementation, operation, maintenance and repairs.
6) Landless villagers, too would have a right on water consumption.

GOPI - CHERUVU

The case of 'Gopi Cheruvu' shows that the determination of people to protect water bodies in their vicinity can be a step towards framing policies against land-grabbing real estate agents. Gopi Cheruvu, located in Sen Lingampally village and mandal of Ranga Reddy District forms part of the proposed mega city of Hyderabad. Gopi Cheruvu is the only perennial tank in this micro-region. With the rapid urbanisation in the vicinity of Gopi Cheruvu saw sprawling new housing and institutional development. Gopi Cheruvu cater to the needs of cattle, sheep, goat, and often provides a source of drinking water for the neighbourhood in the lean seasons since open wells in the surrounding localities get-dried up, and ground water level goes to a depth of about 150 feet. This has been aggravated during last few year due to vast construction activities both down and up stream of the tank. The construction companies started to occupy the tank by breading the bund. The youth and villagers who could visualise the consequences, formed Gopi Cheruvu Porta Samithi. Actually, threat to the survival of lake begun with the construction of two phases of lake side Township by the Doyens Construction. The construction activity of third phase of township almost occupied certain parts of lake area and resulted in an attempt to break the very tank bed twice by the Doyens in order to drain the water. It was at this juncture, the communities started the protest and mobilised people. The people' activities continued with peaceful agitation. Finally, after long battle, the district administration responded positively on the issue. The builder was served with the show cause notice and ordered to pay penalty.

Later people under the active leadership of the Samithi repaired the breached tank through "shramadan". The case of 'Gopi Cheruvu' clearly demonstrated the peoples' participation in protecting water sources and how the peoples' action can pressurise the administrative machinery to take appropriate steps in the interest of the people.

NEW CULTURE OF URBAN SANITATION :-CORO IN MUMBAI

In Mumbai, the CORO Pay toilet project provides community run sanitary facilities in the city's low income settlements. In 1992, CORO, a literacy NGO, took over municipal toilet projects in several locations throughout the city. Local groups manage these toilets on a cooperative basis, providing monthly pay for 500 workers. CORO began as a loosely formed groups of different activities from several voluntary agencies in Mumbai. It took some time for CORO to break down the barriers of mistrust and establish links with local community workers. CORO was gradually able to generate community enthusiasm for literacy and reading. Young community workers were helpful in this process of mobilizing local residents and they become enthusiastic about the idea of promoting literacy. Through CORO'S initiatives communities supported efforts to abolish illiteracy. The concept of roving libraries (Savitri Vachanalaya) grew out of a need for a literacy network and in response to a lack of reading material in the city slums. To form a library, a CORO activist consult local contacts and recruit librarians, mostly school children, adolescent school dropouts and unemployed youth, and occasionally newly literate adults. Today, 80 libraries have became operational and provide

at least one book every week to each one of the 10,000 households covered by CORO. CORO also developed an interest in cleanliness and sanitation in the city slums through their observation of conditions in the slum settlements where they were doing literacy work.

Through its literacy programme, roving libraries and management of pay-and-use toilets CORO has provided essential services to previously under served communities and begun to lay the foundation for improved awareness of health and sanitation issues and a new culture of cleanliness and responsibility in city of Mumbai. By maintaining clean public toilets honestly and efficiently, CORO has provided a viable and affordable alternative to filthy, unhygienic free latrines and open spaces near homes. CORO-run toilets have been well received and are heavily used demonstrating that slum residents are willing to pay for suitable services. These have also resulted in clean environment in the slums, with less human waste on the streets and other open spaces. For women, clean public latrines have provided a way to relieve themselves in privacy, avoiding the humiliation of using public, open spaces and the danger to their health and personal safety resulting from waiting until dark to relieve themselves.

By enlisting local residents to serve as maintenance workers and SUVIDHA cooperative members, CORO provides employment and income in low income settlements . Maintenance workers and cooperative members, gain valuable work and organisational experience. Use of local labour also ensures greater accountability and community participation; as community

members, the maintenance workers are trusted and can raise community concerns during cooperative meetings and cater service to community needs.

Community workers also gain valuable experience in CORO's literacy campaign and working as librarians for the roving libraries. They have been able to enlist the support of slum residents and recruit library members.

Taken together, CORO's literacy campaign and its management of pay-and-use municipal toilets have helped to lay the groundwork for more substantial changes in the attitude and culture of Mumbai's poor. Through literacy classes, reading, and the efforts of local sanitation workers, community residents are learning about the importance of sanitation hygiene, and the environment. Sanitation workers have begun to provide an alternative to the increasingly unworkable system of cleaning and maintenance based on the caste system, and have begun to demonstrate that individuals and communities can take care of their own human waste problems. Maintenance workers, literacy advocates, and librarians have ceased to be passive recipients and are taking an active role in improving conditions in their neighbourhood. Residents have shown a willingness to pay for service instead of demanding service for free and placing an even greater strain on an already overextended municipal corporation. By combining libraries with sanitation, CORO can serve communities, create a springboard for community efforts centered on other important issues and extend their network's reach into more households. CORO has had to overcome several obstacles in

order to achieve success in literacy training, distributing reading material, and running pay and use toilets. Attitudes take a long time to change, and there is still a considerable amount of resistance to the kind of change CORO envisions in Mumbai slums, as well as continuing problems of a more mundane and technical nature. CORO has had difficulty getting children to use the public toilets, despite not charging them and even going out into the neighborhood in order to bring children used to defecating outdoors to the toilets. A major problem lies in the toilet design, which is too large for small children. CORO is working on possible new designs to be used in new toilet complexes. There was continued resistance to pay-and-use toilets among many residents, especially at Malwani slums where the removal of a free alternative, the actions of local politicians, and the initial experience with unsatisfactory and inefficient service, created resentment among some residents. CORO's effective management and the clean maintenance of the latrines gradually eroded this resistance, and residents are becoming more willing to pay in order to use clean toilets.

Initially, CORO had difficulties within the management units. Staff members felt that cleaning toilets was degrading work, beneath their station as educated citizens. After discussion and experience managing the toilets, workers began to feel that they were not engaged in demeaning work, but in cooperative self-development. They were beginning to make a difference in their communities and were fulfilling an essential role in a collective undertaking in which they had an important say.

Group had problems with inefficient workers and dishonesty. They set up internal vigilance groups and even removed some workers who were not working. This was extremely difficult for the units to do, but it was essential in order to maintain standards. It represented a change in attitudes, one in which labour and honest workers were rewarded and workers were held accountable for their behaviour. Groups had trouble with expensive repairs to the toilets especially when they had to depend on outside repairmen. They were able to cut down on this expense by finding their own repair people from among CORO community literacy activists.

CORO also had trouble at the beginning of their literacy campaign. CORO activists had little experience with literacy training and the programme suffered from ineffective teachers and poor training courses. Men were especially difficult to teach, as they were unwilling to admit to illiteracy, and had little free time to learn because of long commutes to work. They also often discouraged their wives and daughters from learning how to read, further undermining CORO's efforts.

In all of CORO's efforts entrenched attitudes and cultural mores continue to cause problems. Most Indians slum dwellers retain rural customs, and are unused to using toilets or reserving space for them when planning homes or communities. Such habits are difficult to change. Also centuries of a rigid caste system has trained people to leave much essential work to others; they are forbidden by caste rules and custom to engage in

a host of necessary activities. This has produced a culture of resignation and robbed many people of initiative; they do not see it as their responsibility to improve their lot, clean their toilet or any number of other things. CORO faces a constant challenge in motivating residents to fulfill roles and do jobs to which they are not accustomed and which they might find objectionable. Recently CORO has been entrusted to undertake construction and maintenance of some more pay-use-toilets by Brihan Mumbai Mahanagarpalika.

RALEGOAN SHINDI - DEVELOPMENT EFFORTS INITIATED BY AN INDIVIDUAL IN MAHARASHTRA STATE

On rural scene, experiment of Ralegoan Shindi is regarded as one of the most successful and pioneering in India. For holistic development of a village through Community Participation, Initiator and mode of transformation of Ralegoan Shindi from a typical backward village to a progressive village is Mr.Anna Hazare. After 13 years of active service in Indian Army he returned to his village in 1975. Prior to 1975, it was typical backward village ladden with various problems related to land, water disease etc. But Relegoan Shindi saw changes through efforts of Mr.Hazare. Upto 1994, entire watershed at Ralegoan was developed.

There are four lakh trees of different species, forestation on 250 acres of land, 44 nallah bundings have been constructed , five check dams and three underground checkdams are built. Pasture grass raising has been done on 400 acres of land

in Ralegoan.

Farmers were motivated to come together in groups of 10 to 25 to dig public wells. An independent cooperative water supply society for each of the wells was registered. There are seven such registered water supply cooperatives in Ralegan. A 'water ration card' was given to each farmer. Accordingly water is distributed turn by turn to the people. Water charges are being recovered on yearly basis and people are appointed for distributing water. Due to watershed development and water planning, 1100 to 1200 acres of land at Ralegoan is being irrigated. Per household income went up from Rs.270/- per annum in 1975 to Rs.2250/- per annum in 1985. 'Self help' has become customory in Ralegoan. It is a non-written rule that one person per household will contribute his/her labour for all community works. A fine of Rs.50/- is charged if a family don't participate in self help programme. Various village bodies are formed to undertake various development work in the village.

INEGRATED SANITATION, WATER GUINEAWORM CONTROL AND COMMUNITY HEALTH PROJECT BY GOVERNMENT OF RAJASTHAN

Integrated Sanitation, Water Guineaworm control and Community Health - project by Government of Rajasthan in 1986 is an example of a project that innovates on traditonal sources of water, and ensures women's participation. Although, integrated water supply and sanitation was the focus, guineaworm control was used as an entry point as the area was infested with

this disease transmitted through drinking water. This innovation has been working towards educating the villagers on health aspects and innovating on traditinal sources to prevent contamination of water. Women are also involved extensively as animators, who initiate and mobilise community support for project activities. This activity also serves as an income generating source, as each animator is compensated.

THE ORANGI PROJECT : INNOVATIVE SEWERAGE PROGRAMME IN KARACHI, PAKISTAN :-

A small amount of core external funding started the Orangi Pilot Project (OPP) in Karachi 1980. The purpose of the OPP was to promote community self-help and the provision of affordable sewerage system in Karachi's squatter settlements and to develop organisations that could provide and operate the systems. Coupled with an elimination of corruption and the provision of labour by community members, the costs (in house sanitary latrine and house sewer on the plot, and underground sewers in the lanes and streets) are less than $70 a household. The OPP staff has played a catalytic role by explaining the benefits of sanitation and the technical possibilities to residents by conducting research and providing technical assistance. The OPP staff never handled the community's finances. The household's responsibilities included financing their share of the costs, particularly in construction, and electing a "lane manager", who typically represents about fifteen households. The lane committees, in turn, elect members of neighborhood committees (typically around 600 houses) who manage

the secondary sewers. Although the OPP concept includes municipal government subsidy and later cost recovery for sewer trunks and treatment plants, the State is financing these facilities without cost recovery. The OPP's early successes created a "snowball" effect, in part because of increases in the value of property where lands had been installed. As the power of the OPP related organisations increased, they were able to bring pressure on the municipality to provide municipal funds for the construction of primary and secondary sewers. Sewerage has now been provided to more than 600,000 poor people in Karachi and several progressive municipal development authorities in Pakistan have attempted to follow the OPP method. The OPP approach of community involvement and responsibility has been adapted in Cairo, Egypt, where the Zabbaleen community, with support from the Ford Foundation and the World Bank, have developed a successful waste recycling enterprise that has spun off into several entrepreneurial efforts in waste management.

NGO FORUM FOR DRINKING WATER SUPPLY AND SANITATION IN BAGLADESH

NGO Forum for Drinking water supply and sanitation is nation wide networking organisation of 350 local NGO and engaged in safe water and environmental sanitation activities in Bangladesh. The forum developed a programme of mutual interaction amongst all the actors on scene and developed has skills of target beneficiaries to repair and maintain the latrines tubewells and cost-sharing by the people , and promotional, motivational and training activities.

SANITARY EDUCATION PROGRAMME IN MOZAMBIQUE

Mozambique, developed a programme of sanitary education with a strong belief that peoples' involvement was key element in solving many micro-level problems. The government developed an approach of interaction with local communities to prioritise their needs and the possible ways of improving their living conditions. As most of the local inhabitants had no access to toilet and bath facilities, community sanitation emerged as one of the main problems. The sanitation programme identified types of latrine that were durable and cost-effective, adopted technologies that would require minimum external inputs and maximum use of labour and locally available building materials by neighbourhood groups which developed into a small cooperatives Self sufficiency in covering operating costs becomes a goal for the cooperative. Public opinion was influenced in various ways, such as, through community groups and most effectively through puppet theatre. The programme responded to the needs of those concerned, and provided a fair degree of citizens participation from the start.

PHILIPPINES : PROMOTING DEMAND FOR SANITATION :-

The first Rural Water Supply and Sanitation project consisted of the installation of low-cost water sealed toilet bowls, health education, technical and financial assistance. The greatest challenge in this programme was to motivate families to improve their toilet facilities. The

participation was garnered through personal association between officials and local residents. Participating household constructed toilets on a self-help basis and handled subsequent maintenance and cleaning of toilets.

A WATER SOCIETY IN KENYA :-

In Kenya, seven small community groups in Meru District existed with the aim of providing an water supply through gravity system. The community groups decided to join together as individually they lacked a large membership to develop the extensive infrastructure for piped water system. They were inexperienced in project management, financial accounting and lacked the ability to mobilise their communities beyond initial fund raising. The groups formed Water Society, which developed links between the self help groups and helped to form a common consensus on the objectives and long term goals of the Society. The Ministry of Water Development helped the Society to approach NGO for assistance in funding and management training. The Society achieved a great deal in setting up a workable administrative structure which reconciled the accounts and records. The Society assisted the engineers from the Ministry of Water Development in designing gravity system, helped to collect user fees. This Water Society provides a good example of a group of communities coming together with a objective of self-help and being assisted in key areas of finance and training in which they were deficient by outside agencies. These agencies have committed a considerable investment in this Society to allow representatives of the community to take major management

decisions. It is seen that societies have able to run its affairs in the best interests of its community members in a more independent way.

COMMUNITY PROVISION OF LOW-COST SANITATION : COMMUNITY BASED MANAGEMENT IN NORTHEAST BRAZIL :-

In the cities of northeastern Brazil, communities have been managing condominial sewerage system that connect to a block of houses. Success depends on residents jointly allowing the system to be built on their land. Thus the term 'condominial' is used. Instead of digging under the streets in front of the houses (an expensive undertaking), a short grid of small, shallow "feeder" sewers are run though backyards. These innovation cut construction costs by 20-30 percent. Residents choose their level of service, and are responsible for operating and maintaining the feeder. Residents can choose: (i) to continue with their current sanitation system; (ii) to connect to a conventional water-borne system; or (iii) to connect to a a condominial system. Families are free to continue with their current system (which usually means a holding tank discharging into an open street drain). In most cases, however, those families who initially choose not to connect eventually end up connecting. Either they succumb to heavy pressure from their neighbours or find the build-up of waste water in and around their houses intolerable once the connected neighbours fill in the rest of the open drain.

Many of such examples can be quoted from all over the world, especially from developing countries. An ignorance of

or indifference towards the vital 'Community' factor whom the system is to be implemented carries a high opportunity cost with it. Even though these kind of efforts are a step in the required direction, their achievements are quite often limited in terms of actually empowering the urban communities. Majority of the projects in the developing countries are planned with 'Top Down' approach barring a few with the 'Bottom Up' approach. Finance, political preferences, social attitudes are major constraints in 'Bottom Up' projects, which consider views and potential contributions of community members. Communities can make vital contribution in various forms like cash, or other material help, labour, low cost local options, maintenance of assets etc. Community Participation is an essential and most important precondition to ensure programme sustanability, which becomes very crucial in case of urban as well as rural WSS projects. In Urban Communities, one notices a very high level of diversity in people's social composition. People are divided by race, religion, caste, tribe which cause socio-cultural obstacles. In cities improving the effectiveness of urban services require sustained participation by a diverse cast of actors. Past experience at developmental efforts for these urban communities show that in such situations, centrally managed schemes are difficult to implement, operate and maintain. Against this, locally management systems are comparatively more sustainable. This fact also underlines the importance of community participation in urban areas.

IMPORTANCE OF COMMUNITY PARTICIPATION (CP) FOR UWSS :-

The degree of external versus internal support in a RWSS projects significantly affects its sustainability (Yohalem

and Warner, 1988). The emphasis in externally initiated and supported WSS projects are usually on technology and system coverage. Project Staff formulate, projects and the major concern is to meet construction schedules. As against this, community supported water and sanitation projects stress on capacity building and organisation development. They are designed to improve the problem solving capacity of the community as measured by behavioural change. The project preparation may take considerably greater time with such approach as it in involves community orientation and training. However, human resources development is a top priority which imbibes a sense of responsibility and commitment towards the project in minds of beneficiaries. For effective project development, a blend of both internal and external support is necessary so as to integrate them in complementory manner. The potential of peoples participation is beginning to gain the recognition.

ORIGIN OF CONCEPT OF COMMUNITY PARTICIPATION (CP) :-

The origin of concept of CP can be traced to fifth decade of this century in the community development movement in the late colonial era in parts of Africa & Asia. Late 1960s and early 1970s saw a widespread disenchantment with the top down bureaucratic approach in development and its failure in redistributive benefits. During this period community participation usually implied 'self labour' though it was referred to as 'voluntary'. This resulted into development of a general feeling of disfavour towards initial concept of community participation. Since then, the governments of developing countries and external support agencies began to show their

willingness towards community participation. This was mainly due to greater democratization in community development programmes. NGO's and other agencies active in rural and urban development poverty alleviation basic service delivery system also gave major thrust to drive home community participation related strategies. Thus, most development agencies formally supported the idea of CP by mid 1980s.

But real inclusion of this concept in project formulation, development and implementation in various programmes remains a questionable issue. CP took various versions as perceived by different individuals and organisations, from self help animation, user choice to local participation and participatory democracy. Based on experiences of World Bank with CP, the definition emerged as : Community Participation is an active process whereby beneficiaries influence the direction and execution of development projects rather than merely receive a share of project benefits (Paul, 1986). The 'CP' is a process rather than a product. As an active process, CP may consist of technically feasible combinations of various objectives, levels of intensity and instruments. The same process is advocated by UBSP which is based on the community initiative and participation in order to build capacities of the community to respond to basic needs. Over the years the concept has been considerably scaled up both in terms of geographical coverage and components. Neighbourhood Committee - a community approach of UBSP ensures maximum involvement of people. Is it possible to adopt this concept in the management of WSS services in urban areas ?

In urban areas, for improving the effectiveness of urban service delivery, we require sustained participation by a diverse cast of actors. What is the ground reality ? Are we preparing our urban communities in 'visioning' ? It is essential to ask people to imagine their area, city or urban neighbourhood in fifteen years time. Perceptions of the people are quite different. These visions can differ a lot from what people say, what they want and they actively participate. The case for community participation in many fields of urban development is now well recognised. Technical paper on community participation in Water and Sanitation, WHO International Reference Centre for Community Water Supply (1981) summarises :

i) 'CP'guarantes that a felt need is involved - There might be a difference in perception regarding urban problems and priority of needs between a community and the implementing agency. If such differences are ignored by the agency, it is a sure receipe for failure as people simply won't use the facilities which don't cater their needs .

ii) 'CP' leads to cinscientization - CP helps people to understand the constraints which hinder their escape from poverty. They learn how to make more effective demands on government or acquire a new resolve to change a situation of oppression in which they find themselves.

iii) 'CP' ensures acceptance of the systems developed by the community - The mere fact that a person is given say at his/her needs carries a lot of intrinsic value for that person. It catalyses the cohesion of the person towards the development project.

iv)'CP' uses valuable indigenous knowledge - There are various examples which indicate that locally developed solutions are most suitable from a technological financial or social. Some typical examples are; the development of a bamboo suction handpump and piped water supply system in Vientiance (versteag), use of shredded coconut husks and burnt rice husks for water filteration (Frankel and Yomer, 1977), indigenous plants for water disinfection (Langley) use of green bamboo for reinforced concrete in latrine construction (Felciann and Flavier, 1967).

v) 'CP' acts as a catalyst for further development - empowerment of the beneficiaries through CP enables urban communities to chalk out and articulate their own future.

vi) 'CP' reduces dependence of the community on outsiders and their skills : Through CP process it is possible for people to travel to optimum self sufficiency and lead to a drastic decrease in susceptibility of the community to exploitation.

vii) 'CP' develops a sence of responsibility in the community when beneficiaries of WSS project are groomed as potential owners of the projects, it leads to in a sense of ownership and responsibility of the services.

Stages of accrual of benefits of 'CP' --

i) <u>Immediate Behavioural Changes</u>

-- Adoption of improved hygienic practices

-- Short term improvement in system performance

-- Greater community support for system maintenance.

ii) Changes in support mechanism

-- Sustainable upgradation of local resources

-- Community investments

iii) Long-term Impacts

-- Anticipated effects

-- Environmental quality change

-- Social and economic well being

-- Improved capacity of community to manage basic services.

THE FORMS OF COMMUNITY PARTICIPATION :-

Various forms of CP can be listed in development projects --

i) Consultation

ii) A financial contribution by the community

iii) Self help projects by groups of beneficiaries

iv) Self help projects involving the whole community

v) Community specialised workers

vi) Mass mobilisation of opinion and action

vii) Collective committment to behaviour change

viii) Endegenous development

ix) Autonomous community projects

x) 'CP' for self sufficiency

xi) Government projects in collaboration with NGOs CBOs and communities.

Preconditions for a successful UWSS projects through 'CP'. The main question arises as how to seek peoples participation in WSS ? What are the preconditions in WSS projects ? Main factors to be considered are --

i) Water and sanitation needs of the community

ii) Social and Economic conditions of the people.

iii) Technological choices suitable for the urban community.

iv) Support structure - comprising of available resources, complementary investments and project induced charges.

v) The expected outcomes and benefits.

vi) Motivation for communities and project functionaries.

Based on these factors, following preconditions can be put forward :

i) Community demand for an improved WSS system.

ii) The relevant information required to make informed decisions must be available to the urban community.

iii) Technologies and levels of service must be commensurate with the community needs and capacity to finance, manage and maintain.

iv) The community must understand its options and must be willing to take responsibility for the system.

v) The community must be willing to invest in capital and recurring costs.

vi) The community must be empowered to make decisions to control the system.

vii) The community should have the institutional capacity to manage the development and operation of the system.

viii) Human Resource Development for communities.

ix) There should be a policy framework to permit and support community management.

x) Effective external support services must be made available

from governments, municipal bodies, the private sector, (training, technical advice, credit, construction, contractors etc.)-

COMMUNITY PARTICIPATION ACTIVITIES INVOLVED IN WSS :

The following activities are involved in 'CP' in urban areas --

i) Community mobilization and organisation.

ii) Understanding community preferences and types of services required by communities.

iii) Formal bargaining on issues such as project design, implementation, community contribution and external assistance.

iv) Committee formation and orientation.

v) Training for people and project functionnaries.

vi) Hygiene and user education.

vii) Cost recovery

viii) Operation and Maintenance

ix) Awareness building

WOMENS' INVOLVEMENT IN URBAN WATER AND SANITATION PROGRAMMES :-

Women from the urban as well as rural areas have traditional participation in WSS. Not only have they been main carriers of water, but decide how much water to be collected, from where to be collected, where and how much to use. According to UNICEF (1990) even currently the principal collectors of water in Indian households are women. Women choose the water source

based on their own criteria of access, time, effort, water quantity, quality and reliability. Their interpersonal dialogue amongst them carries much learning about WSS. Thus opinions and needs of women have important consequence for the acceptance, use and readiness for maintain new WSS for ultimate health impact on communities. Problems relating to water supply for household arise not only on account of inadequate water, but management of community water sources which totally ignore women's needs. Scarcity of water affects women as much in an urban environment as in a rural areas. Inspite of urbanisation, technological changes and social transformation, the role of women in WSS remained the same and therefore it is essential to involve women in any WSS initiated by local authorities & by NGOs.

Despite women's traditional knowledge and role in water collection and management, they are preceived as main beneficiaries of WSS programmes and not partners in planning or managing them. Recent studies have thrown light on the comprehensiveness of women's role in maintenance and management of community water supplies. Their involvement has included communal efforts and user agreements and agreements by women or women groups for the upkeep of shared facilities.

Women's role in WSS is visualised as (i) WSS services caretaker, (ii) health and sanitation education (iii) maintenance of services and (iv) utility mechanics e.g. handpump care etc. As a service caretaker, women in rural as well as in urban areas can keep all the handpumps or standposts and surroundings clean and observe any services breakdowns.

Similarly in urban areas, women can report breakdown in municipal

water supplies or bore wells. As health and sanitation trainers they can mobilise community opinion on clean handling of water, cleanliness, garbage disposal, sanitation, health care and diseases in the area. Infact, the child who is an integral part of the community can be used as an agent of change in the community. The idea of child-to-child i.e. elder child to younger child can be gradually expanded to child-to-his peer, child-to-his-family and child-to his environment and community. As a maintenance team, women can check minor operational aspects of handpumps or water taps. Similarly, in sanitation, demand for privacy of women is a determining factor in latrine acceptance by men and women , particularly in densely settled communities. Women can maintain latrines, supervise cleanliness, take care of excreta disposal, hygine of young children and assist to educate children in proper use of sanitation facilities.

With increasing emphasis on the necessity to associate women in assigning a role in WSS management, some efforts are undertaken by Socio-Economic Units set up in Kerala Water Authority, Kerala and SWACH in Rajasthan, to involve women as partners in implementation of the WSS programmes and decision making. At several places, not only CP, but specially women's participation is taking place, through formation of Pani Panchayats. In Karachi, Pakistan, a public sponsored squatter improvement programme paid off by investing in women's participation. A soakpit latrine pilot project in the low income settlements of Baldia empowered women by teaching them that better sanitation (through community labour and supervison) could improve family health and living conditions. Due to its initial

success, the project progressed beyond building latrines to the

provision of other community services. (Water and Sanitation for Health Project, 1993).

BENEFITS OF IMPROVED WSS VIS-A-VIS WOMEN

HEALTH BENEFITS: :-

Water and Sanitation related diseases are responsible for most of the morbidity and mortality in developing countries. The use of more water of improved quality and safe methods of sanitation, adequate public toilets and use, personal hygiene, food hygiene by all members of the community, proper garbage disposal can lead to significant reduction in these diseases. This eventually leads to considerable decrease in the economic cost of these diseases and their treatment for individual households, for governments and municipal bodies. This process involves key role for women because traditionally they manage domestic water use, household hygiene, education and care for young children, provide health care in their households and often make decisions on use and to some extent maintenance of WSS facilities.

ECONOMIC BENEFITS :-

Improved WSS will lead in decreasing time spent by women for water collection and garbage disposal. Time and energy gains can be productively utilised for other economic activities.

SOCIAL BENEFITS :-

In urban, as well as, in rural areas, it is well accepted fact that women work more on expenditure saving work than men. Women also spend less time in personal care. Women may use their recovered time due to improved WSS for community development, educational activities and self development.

PROJECT BENEFITS (WSS) :-

Traditional roles of women in WSS make it necessary that they should be associated in introduction of improvements in WSS and in subsequent systems of O and M and health education. The following are some illustrations about how their role can be useful in WSS.

i) As prime beneficiaries, they promote the interest and willingness of men to contribute to improving WSS and installation of latrines and its maintenance.

ii) In identification of reliable water source of acceptable quality, sufficient quantity and easy accessibility.

iii) Adoptation of the design of equipment for improved operation and socially acceptable arrangements for sharing facilities.

Following table illustrates interdependency of project objectives and the potential contribution and benefits to women and the urban community. (SEE ANNEXURE I)

PLANNING ISSUES RELATED TO SPECIAL NEEDS AND KNOWLEDGE OF WOMEN IN URBAN COMMUNITIES

Even though several efforts are initiated in the required direction, their achievements are often limited in terms of actually empowering women. If womens' real say in the urban planning process is traced, the experience demonstrates that this process neither helps in strengthening their articulation or their effective participation. Experiences of most WSS projects have shown that these projects are seen as technical/engineering projects and not user friendly. There is inadequate involvement

of women and insufficient emphasis on health care and community

education.

How to obtain participation of people in project planning at the community level. The following may serve as checklist for women as planners and users of urban services.

i) Do women and men have a felt need for WSS services ? What are their priorities and expectations ?

ii) Are the women in community willing to participate in WSS services ?

iii) What forms of control have women over functioning of WSS facilities in their localities ?

iv) Are the WSS services acceptable for all categories in the community

- water quality, quantity and reliability
- access to water supply points, latrines, garbage collection.
- ease of use, upkeep and maintenance
- cultural acceptability
- economic implications

v) Are additional WSS facilities required by women for

- washing
- bathing
- toilets
- overall cleanliness
- watering

If Yes, who should be responsible ?

- design, planning
- construction
- maintenance
- management (community and local authority)

vi) Are any conflict likely to occur over use of WSS facilities between and within groups and households ?

vii) Do women require any kind of support ?, and,
If Yes, what kind of support ?

The objective for involving women in a particular activity relating to UWSS is not because the projects will not function without them but because women need to be empowered by giving them control over a resource. This can happen by 'community planning' in such a way that key decisions are made by women in urban communities.

ROLE OF LOW INCOME USER COMMITTEES IN THE PROVISION OF LOCAL SANITATION SERVICES SUCH AS THE CONVEYANCE AND DISPOSAL OF WASTE WATER AND SOLID WASTES BEYOND THEIR HOUSEHOLDS.

If we analyse the various scales and actors involved in community participation, the majority of the people consider the local municipal body as the main authority that can facilitate WSS improvement in their communities. Even people who are on private land and often denied an official permit feel that the local municipality is the ultimate manager of urban environment including water pipes, standposts, drainage, garbage

disposal and public toilets. Under such circumstances, it is not surprising that low income communities look at the 'municipal body' first before they take stock of their own needs, capacities, and weakness. In many big cities, environment management and 'CP' has not yet taken any shape in governmental intervention in the problems facing low income communities, nor has any WSS programmes, so far attempted to strengthen the internal community organisation to enhance community potential for better environment management in urban areas.

Involving people or user committees in intra community WSS Programmes could perhaps be the most efficient approach in solving various problems. If we observe, in the communities, the socio-cultureal and behavioural attitudes have remained unchaged. It is extremely difficult to bring changes in daily practices of people in terms of solid waste disposal or waste water disposal especially in a community irrespective of its size. This requires extensive community involvement, acceptance and participation.

The 'User Committee' can oversee following work areas in urban areas (i) supervision of repair teams, tap committees and system care takers, (ii) raise funds for WSS system maintenance, (iii) organise self-help labour when needed, (iv) organise on-the-job training in urban communities, (v) interaction and constant rapport with municipal administration and NGOs, (vi) organising hygiene education, (vii) operation and maintenance. Infact, urban committee in association with NGO can undertake cluster development to undertake a community development within low income settlements.

In urban areas, many low income areas live in unplanned and unauthorised areas. The role of user committees in low income areas is relevant in different ways, including,

- identify and solving local community problems and development of urban services.
- delivery of services by community based management organisations / user committees.
- supervision and performance control in urban services.

RECOMMENDATIONS FOR COMMUNITY PARTICIPATION CREATING AWARENESS AMONG THE CONSUMERS FOR ACHIEVING A PROACTIVE PUBLIC VIGILANCE ON THE STATUS OF MAINTENANCE (LEAKAGES, CHOCKAGES, THEFT/ COLLAPSE OF MANHOLES OR COVERS, TAPS ETC.)

Although at the policy level a need for 'CP' is recognised, the mechanism for translating this into action have not been adequately identified. Firstly for all levels of people involved there should be a uniformity of understanding of CP and its substanability. (ANNEXURE II)

ROLE OF USER COMMITTEES WITH INTERMEDIATION OF NGOS TO FACILITATE CONSUMER AWARENESS NOT ONLY ON THEIR GRIEVANCES BUT ALSO ON ISSUES LIKE WATER CONSERVATION AND WILLINGNESS TO PAY FOR THE SERVICES

One important aspect of achieving the aims and objectives of development agencies in WSS is the introduction of the self-help concept based on the formation of 'User

Committees', whose role is visualised in the form of (i) planning and implementation (ii) caretakers (iii) health educators (iv) maintenance team (v) skill development in communities and (v) self-help concept. 'User Committees' are described as counterpart of municipal governments at community level, which can encourage the men and women in low income areas to sit together discuss WSS issues and clarify roles and responsibilities which could be achieved in the community. These User Committees can play an important role in various stages in UWSS, viz, (i) Planning (ii) Design consideration and participatory levels (iii) Construction phase and (iv) O & M.

'User Committees' can determine the level of services to be provided with beneficiaries, discuss the detailed design of the scheme with beneficiaries (all aspects of location and other scheme components and construction phase). The 'User Committees' can also take the full responsibility for the operating and maintaining the scheme and from Sub-Committees to plan their contribution to the construction and women's committees for public health facilities.

User Committees in a collaboration with NGO in a limited geographical area may be in a very good position to build up a knowledge of the needs and aspirations of various section of the population in communities. NGOs are often in a better position than local authorities to achieve a full depth of participation among all sections of the communities where they work. User Committees can take help of NGOs to mobilise communities to adopt self-sufficient solutions to the problems. User Committees in communities can take help of NGOs to overcome

the class divisions in communities and political interference in the programmes, and also in establishing close work rapport with local authorities. NGOs may have a more 'Human Touch' for implementation through their grass-root contacts. NGO can provide a common platform for sharing of experiences. They may act as pressure groups for urban communities for modifying and directing policies. NGO can give access to critical information to committees so as to reduce the pressure of information gathering and promote their role in terms of education, and awareness building at the community level to maximise community particiption.

User committees in collaboration with NGO can be helpful not only to awareness raising but;

i. plan to meet the community's requirements,
ii. creation of community water and sanitation facilities,
iii. facilitate implementation through community participation,
iv. preventive maintenance,
v. community health education to establish an understanding of various aspects of water use, hygiene and sanitation practices.
vi. training and capacity building to user committees,
vii. preparing ulternative schemes and helping communities to choose between them,
viii. Helping user committees to ensure that costs and benefits are farely shared,
ix. Provide follow-up and complementary development activities.
x. encourage the community to set-up their own system of self-management.

User committees can utilise NGOs as facilitating agencies. NGOs tend to implement a broad range of projects across several sectors. Thus, committees that establishes a good working relationships with NGO may benefit from follow-up activities. In urban areas, many committess or communities clearly prefer to approach NGOs for assistance. They pursue NGOs as being more responsive and flexible then local government and less encumbered by bureaucratic and other operational constraints.

Concern communities and CBOs whose opinion leaders are acutely aware of the impacts of WSS problems at the household and neighbourhood level, requires special attention. The question arises whether these groups get sufficient opportunities to participate ? Here, NGOs can be effective agent for building local awareness, for mobilising community action, and for voicing local concerns about WSS concerned authorities. The participation of community groups and the NGOs is a powerful instrument for bringing about necessary political commitment in implementing affordable solutions. As NGOs move to fill the gap, created by the local authorities, there has been an increasing growth of expectation at all levels, leading to a set of objectives. NGOs made to improve their performance beneficial for communities then government agencies must benefit from their effectiveness. The focus then become one of improving the effeciency of both the government and NGOs in provision of services to the urban communities. It is clear that while complementarities are often recognised between these two sectors, less thought has gone into practicle modalities of creating sustainable linkages.

In general, there has been less attention paid to the question of building alliances, sharing of decision making process and implementation of projects. The issue is therefore not one of whether or not governments and NGOs might work together, but how ? The question then becomes one of examining the types of relationship that is possible under prevailling circumstances in urban as well as rural areas and its implications for communities.

User communities with support from NGO can undertake the following work activities :

i. Assist communities and muncipal bodies in need assessment.

ii. Preparation of comprehensive project report.

iii. Motivation and dissemination of information.

iv. seeking community participation

v. Health, Hygiene and sanitation education

vi. Skill development training programmes

vii. Construction and maintenance of community latrines.

viii. Educating the beneficiaries on proper use, maintenance and up keep of public toilets.

ix. Operating a cell to attend complints of community people.

x. Collection of user charges.

xi. Interaction with muncipal authorities.

xii. Personal approach to individual beneficiaries.

xiii. Audio-visual and media handling.

PROBLEMS FACED BY THE COMMUNITY THROUGH USER AND NEIGHBOURHOOD COMMITTEES FOR ACHIEVING AN ACTIVE COMMUNITY PARTICIPATION IN URBAN AREAS.

It is often, observed that the problem in community participation is the consultation to take place with the entire community. In most of the cases, the problem is that a user committee and neighbourhood committee, community's formal leader when elected often represent the views of a certain groups in community. It can not necessarily assumed that they represent the views of the entire community. These committees many times, do not consultate with the entire community. Some times, the political structure of the community reflect the dominance of one group in user or neighbourhood committees and under such circumstances how are the interest of the others to be protected?

In smaller communities, the committees have more interaction with people and an atmosphere is created in which any member of the community is able to speak in committees. However, this more difficult in larger communities, where it may be difficult for poor people, dependent as individuals on the favour of powerful committee members to raise questions which challange their interest and hence sometimes, user committees may not put forward the actual needs of the people.

Another improtant factor related to role of user committees is that meetings of committee are often dominated in practice by representatives of dominent sections or politically powerful members, and other community members feel unable to

challange their view. On the other hand, if a committee does challange the views of politically dominent sections, there is a danger of more open coflict or hinderance, perhaps, leading to the failure of any kind of participatary element in WSS. Sometimes, it is also possible that members of committees may control the services to their own benefits and there is danger of favouring the certain section of population in the communities. The experience also suggests that 'User Committees' often do not function as expected. Many times Committees are formed but never meet or not active. Why is this so ? This mostly happens with government implemented systems, where communities assume that government will ractify all break downs. Many times, Committees have no real power to act, unless Chairman of the Committee is a active member of the community.

We must have a fresh look at the necessity of 'User Committees'. We need to go deeper into existing community structures and determine the exactrole of 'User Committees'. Can we have Neighbourhood Group/Committee concept propogated under UBSP ? Is it possible to have Resident Community Volunter (RCV) through community consensus or election or any other democratic process to support planning, implementation and monitoring of activities at the neighbourhood level and foster and encourage participation in community improvement ? Eventually, it is hoped that these 'User Committees' will be able to run their WSS projects.

CONCLUDING :

Although at the policy level a need for CP is recognised, the mechanisms for translating this into action have not been adequately identified. Firstly all levels of people involved there should be a uniformity of understanding of CP and its substanability. This is illustrated in following diagram.

CP INPUTS	CP BEHAVIOUR
- Awareness raising & Motivation	- Membership/User/ Participation.
- Capacity building (community) and institutions)	- Decision making
- Resources	- Leadership
- Interaction (with all action on scene)	- Mobility broad support
- Planning, Implementation & Monitory (WSS) - Community education	- Stimulate peoples involvement in WSS
- Stimulate grass-root efforts to improve WSS	- Substantially
- Building local capacity	

CP OUTPUTS

-- User Committees

-- Improved facilities

-- Daily caretaking

-- Maintenance

-- Environmental and Hygiene Improvement

-- Users willingness and ability and inclination to pay for services.

COMMUNITY PARTICIPATION IN WSS

For initiating 'CP' in WSS the following cheklist may be considered ---

-- Felt need of the community for WSS services and priority setting.

-- Willingness of community to participate in WSS

- selection of sources
- selection of WSS technology
- level of services
- selection of water points/sanitary facilities
- design, cost, construction,
- timing factor - (suitable timings)
- O & M
- division of work

-- Responsibilities of people, local authority, NGOs and CBOs.

-- Willingness to participate by all socio-economic groups within the community in WSS programmes.

LEADERSHIP ASPECTS :

* How are they selected ?
* How the leadership emerges ?
* How representative are they ?
* How long do they remain community leaders and mobilise opinions ?

SUPPORT STRUCTURE

* Level of awareness among people
* Agreement/disagreement
* Attitudes

* Willingness to participate in WSS functions.

CREATION OF BASIC COMMUNITY LEVEL ORGANISATION :-

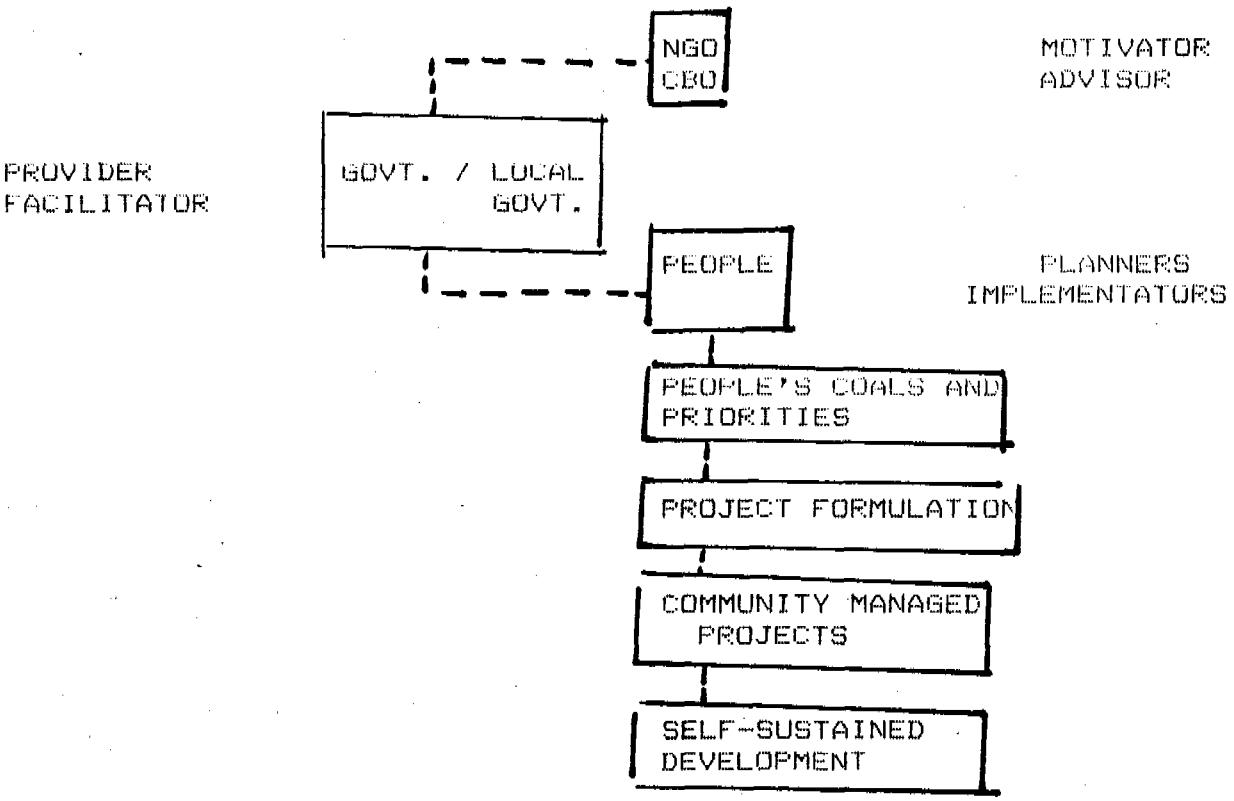
There are certain areas in which local participation may be the best method of delivery of basic services such as water and sanitation. However, the local bodies must first create such community unit of the people living in a locality which can take on the responsibility of looking after these services. Some urban managers advocate that the municipal share of the cost should be transferred to the community which would then be responsible for their upkeep. Here, if the community leaders misapply the funds, in few localities, let them account for their failure to the community. Infact, community leaders would place themselves at personal risk with the people in the community if they do not do O & M. This kind of experiment may be tried in involving community in WSS services. It is essential to estblish community Development Society of the people to give them opportunity, strength, resources, confidence to fulfill their hopes and aspirations.

74TH AMENDMENT AND CITIZEN VITALITY

It is observed that the citizen's role in WSS has been played down to the point of some ritual. However, the 74th Amendment to the Constitution seeks change this condition permanently. The 74th Amendment provides for the constitution and composition of ward committees. The requirement calls for opportunities of the citizens to participate in decisions for

neighbourhood services. In the smaller towns, there may be a few wards comprising the municipality, in the larger towns there may be more of the same, and of a larger size too. The creation of ward committees in the larger 'municipalities' would hopefully provide for citizens access to and involvement in municipal neighbourhood services. It may be necessary to make this mandatory for all the 'municipalities' in the coming years. The Ward Committee will be helpful in the maintenance of sanitation, water supply, health care, and garbage disposal. We have made a beginning to articulate some of the possibilities, problems and potentials in developing the roles and responsibilities of the Wards Committee. No doubt, the Wards Committee will and ought to go a long way in the process of decentralisation and democratic interaction with the citizens.

Involving people in WSS may be a tedious, time consuming process. People have to be motivated first, then organised and finally assisted in implementing programmes. In view of the immense urban environmental problems peoples' participation is an option which cities cannot afford to ignore.

WSS systems should be developed within the socio-cultural framework of the concerned community and within the particular socio-environmental and economic conditions of the area. If both the environmental and human factors are taken into account while planning a project then the system might reach satisfied standards of functioning, effective and hygienic WSS system. Peoples' behaviour in WSS refelects their actual consciousness. This consciousness will not change if an 'organisation' just offers new technical solutions. We feel that

FLOW CHART ON THE PROCESS OF COMMUNITY INVOLVEMENT IN WSS SERVICES.