

822 INGU90

PANI PANCHAYATI

AN EXERCISE IN

COMMUNITY MANAGEMENT & PARTICIPATION

An action-research in strengthening community participation in the Rural Drinking Water Supply Scheme of the Gujarat Government, ensuring focusing on women in economic and ecological regeneration of arid zone rural development

Submitted to

THE ROYAL NETHERLANDS EMBASSY  
NEW DELHI

AND

THE GUJARAT STATE WATER SUPPLY & SEWAGE BOARD

By

PROF. RAMESH M. BHATT  
DIRECTOR  
FOUNDATION FOR PUBLIC INTEREST (FPI)  
ASHISH, 25, VASUNDHARA  
AHMEDABAD - 380006  
INDIA

SEPTEMBER 1990

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## I N T R O D U C T I O N

Can a rural drinking water supply scheme in an arid zone be formulated, implemented and operated through community participation? Can Panchayat, an organisational structure formulated for the purpose, lead towards community participation? How can women, who are the main beneficiaries of the scheme be mobilised for participation and management of the scheme through Panchayats? Can the time and energy of women, saved from the drudgery of fetching water, be utilised for productive and gainful activities?

This report has tried to answer these questions through action-research. The Foundation for Public Interest (FPI), a consulting agency, has played a dual role: (a) carrying out field-studies and generating field-experience and (b) supporting, perceiving, formulating, implementing and drawing lessons from the income-generating and mobilisation activities of the Self Employed Women's Association (SEWA).

SEWA has documented its experiences through several progress reports. FPI has also relied upon their experience and documentation.

However, FPI has carried out several field-studies independently for this report, as well as for





SCW's field activities. Together, they constitute the bulk of this report.

The report has documented several ideas, concepts, approaches, priorities and particularly operational details for developing community participation and management. It has also made recommendations for women's participation within community-based organisations and wherever necessary, outside it.

It is hoped that the findings and insights of this report will lead to economic empowerment of women through organisations who recognise and accept their producer-worker status and strengthen it.

12th September, 1990  
Ahmedabad

Ramesh M. Bhatt  
Director  
Foundation for Public Interest.



## ACKNOWLEDGEMENTS

I record here our deep sense of gratitude towards SEWA and particularly Ms. Renana Jhabvala for inviting and involving FPI in conceptualising and monitoring action-research. I also thank Ms. Reema Harnavaty, the project coordinator from SEWA, whose total devotion and dedication to the project and to women in Banastantha has made the action-research relevant, realistic, practicable and meaningful.

I am thankful to the Gujarat Water Supply and Sewage Board, particularly to Mr. C.C. Shah, Senior Executive Engineer at Radhanpur, who hosted the project and introduced SEWA and FPI to field realities, and gave valuable guidance.

I thank our colleagues in FPI, Mr. Shankerbhai Bhatt and Prof. Vikram Pandya for statistical and analytical work, and Mr. Vipul Shah, Mr. Rajendra Bhatt, Mr. Ishwarbhai Brahmabhatt, Ms. Purvi Buchi, and Ms. Manchanben, who have carried out the field-work under difficult conditions.

I also thank my office staff, Mr. Prakash and Mr. Jayesh Joshi, who have untiringly carried out the secretarial work under severe pressure of the multiple activities of FPI.



How can I forget to thank my wife Ela Bhatt and family members, who have silently and smilingly suffered my anxieties, tensions and long hours and days of absence from family life.

Ramesh M. Bhatt.



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## CHAPTER 1

### PANI-PANCHAYAT : EVOLVING ROLE PERCEPTIONS

- 1.1 The Netherland Government, under the Indo-Dutch Cooperation agreement, supports rural drinking water and sanitation projects in Uttar Pradesh, Gujarat, Himachal Pradesh and Kerala.
- 1.2 In Gujarat State, such schemes are (i) designed (ii) planned (iii) implemented and (iv) maintained by the Gujarat State Water-Supply and Sewage Board (GSWSSB).
- 1.3 One of such schemes implemented by the GSWSSB is the Santhalpur Regional Water-Supply Scheme implemented in the Radhanpur-Santhalpur talukas on the western edge of Banaskantha district of Gujarat State.
- 1.4 The geological and hydrological conditions show that 70% of the area in Gujarat consists of rocky subsoils and has aquifers containing brackish or salt water. The remaining 30%, mainly the eastern and south-eastern land mass does have fresh ground water. Replenishment depends upon the infiltration of rain-water.
- 1.5 Whenever adequate water-supply of acceptable quality is not available, the Regional Water-Supply



Scheme is formulated for a group of villages, ranging from 10 to 100 in number. It includes the maintenance of sources, inlets, treatment-plants, reservoirs, pumping-stations and pipelines. GSWSSB also shoulders the responsibilities of (i) operations and (ii) maintenance.

#### SUMMARY OF SANTHALPUR REGIONAL WATER-SUPPLY SCHEME (SRWSS)

1.0 The identification of the drinking water problem was done in 1978, which resulted in the finalisation of a scheme by June, 1981. It covered 72 villages at the cost of Rs.873.4 lakhs, with the support of funds from the Indo-Dutch Agreement. It was implemented and completed by December 1986 at the revised cost of Rs.977 lakhs. The drought years of 1985-86, 1986-87 and 1987-88 established the need for such a scheme. Now it is realised that 28 additional villages will have to be linked up with the scheme as they face acute water shortage. The total length of the main pipeline is 98.81 kms., while the total length of the branch line is 300 kms. At village level, the facility consists of a ground-level cistern of 12 - hour capacity, stand-posts with 1 tap for a population of 100, and a cattle trough. The



present coverage in Santhalpur taluka is of 50 villages, Radhanpur taluka 9, and Kunkraj taluka 8 villages, with a total population of 77,779. With the addition of 28 villages, the coverage will increase to 95 villages with a population of 1,08,739.

1.7 Encouraged by the success to the Santhalpur Regional Water-Supply Scheme, the Netherland Government is supporting the GSWSSB to take up three new schemes. They are:

1. Extention of the Santhalpur scheme to other villages of Santhalpur-Radhanpur talukas.
2. Sami-Harij scheme in Mehasana district. This scheme is implemented in Sami and Harij talukas, which are adjacent to SRWSS.
3. Lathi-Liliya scheme in Amareli district of Saurashtra region.

1.8 Though these schemes have a large technical and engineering component, there is a growing awareness in the GSWSSB about the socio-economic component and community participation, at the designing, planning, implementation, operation and maintenance stage. The Netherland Government sends evaluation and review missions every six months. The present study covers periods covered by Review



The present study covers periods covered by Review Mission No.18, 19, 20 and 21.

#### FOUNDATION FOR PUBLIC INTEREST (FPI)

1.9 FPI is a voluntary organisation, registered as a Trust in 1975. The focus of its activities is the promotion of socially needed organisations. So far, it has promoted the following organisations which now work independently.

- (i) Consumer Education and Research Center (CERC)
- (ii) Ahmedabad Women's Action Group (AWAG)
- (iii) 5 regional womens' handloom cooperatives in Mehsana district, and 25 primary handloom weaving cooperatives in Sabarkantha district.
- (iv) FPI has done consultation work in the following areas:
  - (a) Legal Aid in tribal areas
  - (b) Rural housing for the tribal poor
  - (c) Micro water-harvesting structures in Panchmahal district
  - (d) Census and rehabilitation success of handloom weavers of Kutch
  - (e) Pilot study of the Janata Cloth Scheme for handloom weavers.
  - (f) Zero-poverty block level planning for Valod taluka, Surat district
  - (g) Milk producers of the arid-zone; Study of 22 primary cooperatives in post-drought period in arid-zone of Banaskantha.

•



- (ii) Regional development plan for Santhalpur-  
Kadhanpur talukas of Banaskantha district.

These are all action-oriented consultations and studies done by FPI.

1.10 Because of this background in consultation as well as concrete field-work, FPI has undertaken consultation responsibilities with (SEWA) as a field agency as well as an implementing agency.

1.11 FPI has carried out several field studies and provided consultation to SEWA for implementing a major regional development project having women in vanguard of a leadership roles. The formulation and implementation of the women's project has been reported separately. The results of the action-research have also been reported separately.

1.12 The present study consists of the Report of Action Research on Pani Panchayats. The objectives of the action-research have been clearly formulated and are presented below:

#### RATIONALE AND OBJECTIVES OF THE ACTION RESEARCH

1.13 The supply of safe drinking water to rural communities has lead to several new problems which can be resolved through active participation and involvement of client communities. They can be briefly defined as follows :



(a) Inefficient operation of the scheme, like delayed maintenance and repair, leads to irregular and inadequate supply of water and consequently social tensions at the village level.

(b) Mixed use of drinking water strains the supply system on the one hand and leads to comparative neglect of traditional water resources which support the needs of non-drinking domestic use, animal husbandry, artisan groups and agriculture, on the other.

1.14 The solution to the above problem areas can be worked out if the action research is carried out with general as well as specific objectives. They are spelt out and stated below:

#### GENERAL OBJECTIVES

1.15 The objectives of the action-research will be

- (a) to advise the GSWSSB on the establishment and effective functioning of Pani Panchayats,
- (b) to guide existing and prospective Pani Panchayats for effective functioning, and
- (c) to find out whether the FPs can contribute towards the cost of maintenance and repair.



## SPECIFIC OBJECTIVES

1.16 The specific objectives at this initial stage would be

- (a) to assess the reasons why some villages are reluctant to form Pani Panchayats (PP) or to nominate members to it,
- (b) to assess the optimal composition of PPs under existing conditions and constraints,
- (c) to identify the training needs of the members of the PP,
- (d) to study the need for additional incentives for the members and villages as a whole,
- (e) to monitor the organisation and identify regular agenda items for discussion,
- (f) to advise on the possibility of making the PP a development organisation with the leadership and participation of women.

## METHODOLOGY

1.17 Action-research on PPs was to be carried out in the following stages:

- (i) discussion with the officers and staff of the GSWSSB to understand their perceptions of the problems and needs for effective and smooth functioning of the project and Pani Panchayats,
- (ii) identification of Pani Panchayats working



- very well, average, or were inactive,
- (iii) Selection of 30 sample PPs representing various states of functioning,
  - (iv) identification of specific issues and discussions with Panchayats about their functioning,
  - (v) preparation of socio-economic profiles of members to understand their participation,
  - (vi) study of at least 5 villages to understand why they resist or non-cooperate in starting a PP.

1.18 In a regional water supply scheme, the following facilities exist at village level : a cistern, stand-posts, drainage for the spill-over, water-trough for the cattle.

1.19 The expectation of the GSWSSB is that the village level facilities should be properly controlled and managed by the village communities and that they should also contribute monetarily towards the maintenance and operational costs of the water-supply scheme. Though a contribution of Rs.5 per household has been stipulated, it is not being contributed by the households and not collected by the village panchayats. The GSWSSB also expects that ultimately the regional schemes should also be



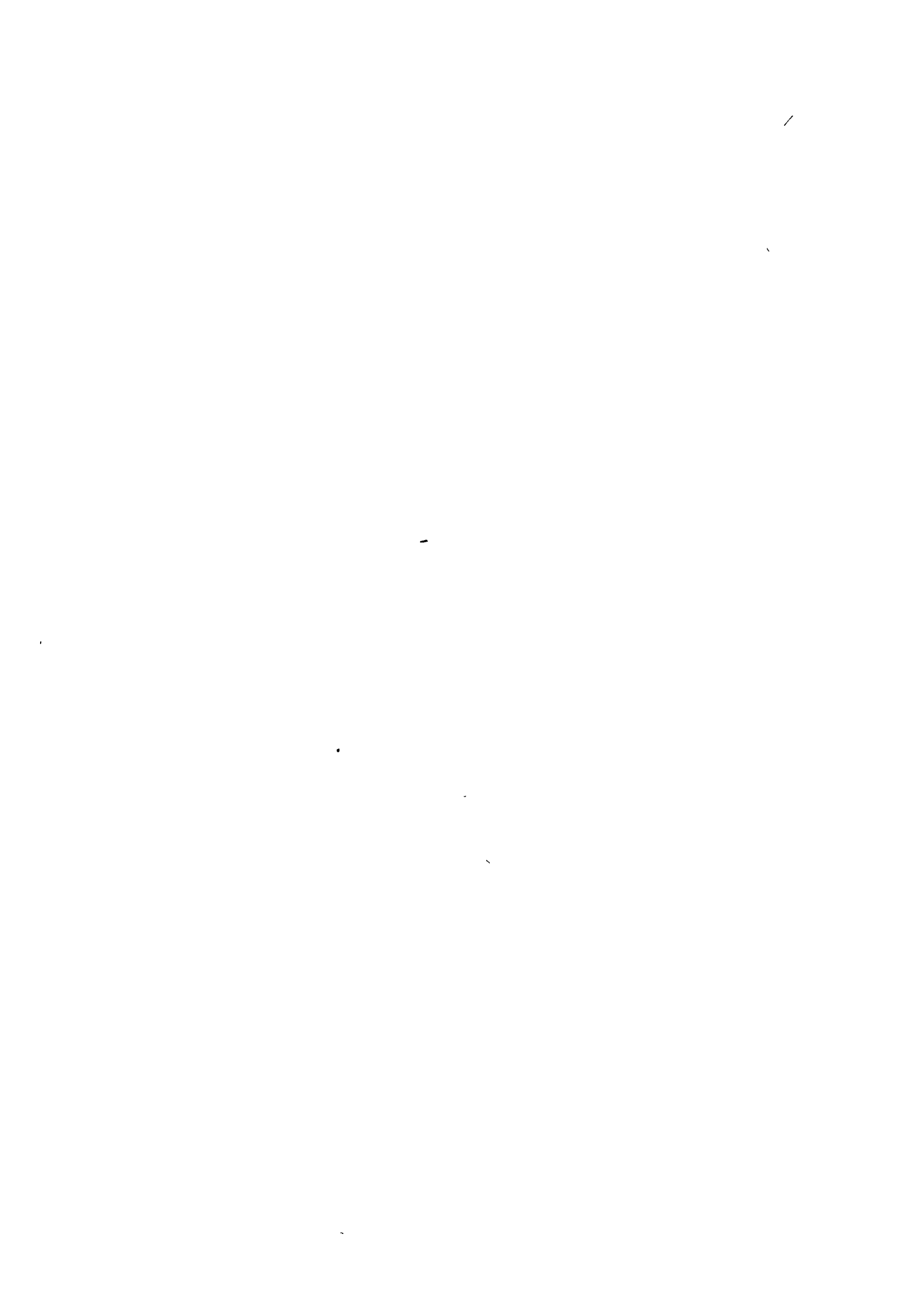


managed by the beneficiary rural communities.

1.20 In each and every village, and in the case of small villages at a group level, a statutorily constituted and popularly elected Gram Panchayat (GP) has been functioning. However, the GPs have insignificant participation by women; and drinking water and sanitation issues are given low priority. They are unable to foster community participation. It is to overcome this constraint and increase community participation that social organisations such as the Pani Panchayat have been conceived. It is expected, as its name suggests, to handle issues pertaining to water-supply and sanitation. The formation of the PP has been accepted by the State Government and it is seen as an institutional input for the short-term and long-term success of the Regional Water-Supply Scheme.

1.21 The composition of the Pani Panchayat has been defined by the chief executive engineer (GUJ.20) as follows:

1. (a) Two male members
- (b) Two female members
- (c) One lineman or linewoman



- (d) A Sarpanch or deputy Sarpanch of the village Panchayat as its chairman. In a group Panchayat, a senior panchayat member will be the chairman.
2. The Sarpanch will be the chairman of the Pani Panchayat.
  3. Equitable representation is to be given to various socio-economic groups.
  4. Only those persons are to be selected who are well-motivated to participate.
  5. The village Panchayat has to pass a resolution in order to form a Pani Panchayat and convey it to the higher-level taluka and district Panchayat.

#### BRANCH-LINE COMMITTEE (BLC)

- 1.22 (a) Heads or Chairmen of the Pani Panchayats of the villages covered in a branch line of the regional scheme are to be the members of the BLC.
- (b) The engineer-in-charge will be the chairman of the Branch-line Committee (BLC).

#### RESPONSIBILITIES OF THE PANI PANCHAYAT

- 1.23 1. Participating in the selection of the location of village-level components.
2. Selecting the stand-post location, so that



- drainage of spill water is facilitated.
3. Considering the proper re-use of spilt water for public gardens, school gardens, etc.
  4. Ensuring that the cattle-trough is sufficiently away from the stand-post.
  5. Ensuring the adequacy and regularity of water supply at the village level for the human and cattle population.
  6. Highlighting problems and possible solutions pertaining to water-supply hours, duration, control and the general use of village level components, viz. cistern, stand-post and cattle-trough.
  7. Suggesting ways to promote efficient, optimum operation of the scheme components in the village.
  8. Discussing problems related to the above aspects as well as repairs, maintenance, and cleanliness in and around the components.
  9. Taking necessary steps to avoid wastage of water and its misuse.
  10. Creating awareness among the village population about health and sanitation.
  11. Keeping in touch with the local people regarding their water and sanitation



problems.

12. Assisting the Panchayat on issues related to water-supply and sanitation.

#### WORKING RULES OF THE PANI PANCHAYAT

- 1.24 1. A meeting of the Pani Panchayat should be held, preferably once a month.
2. The Sarpanch of the village should present a copy of any resolution passed in a Pani Panchayat meeting to the Branch-Line Committee after each meeting.
3. The venue of the Pani Panchayat meeting shall be the Panchayat Office.

#### POTENTIAL OF PANI PANCHAYATS

- 1.25 1. The PP can be used for introducing income-generating activities for women who can use their saved time and energy for productive work.
2. An income-generating activity can be instrumental in preventing the migration of households to other regions.
3. The study can contribute towards the development of the socio-economic component of the water-supply scheme.
4. Long-term success of the project depends upon effective involvement of the community.





5. The PF can be a vehicle for the overall economic development of the area.

#### CONTRIBUTION OF THE STUDY

1.26 The Review Mission of the Netherland Government (Gu).18) has the following expectations of the present action-research. Its summarised version is as follows:

- (1) Part of the research will contribute to the 'post-implementation phase' with special emphasis on operation and maintenance and a broad process of social and economic development in the project areas.
- (2) It will provide important inputs both for GSWSSB and the review and support mission.
- (3) It is a record of a unique and challenging attempt to formulate an approach which integrates water-supply and sanitation with the social and cultural potential of the project area.
- (4) It is a point of entry for development processes leading towards a gradual improvement of the quality of life of the village communities, who at present live at subsistence level.
- (5) It attempts to arrive at a better



understanding of the vital issues.

- (6) It leads to the implementation and formulation of short, medium and long-term strategies and policies.
- (7) It translates research findings into a programme of action for further socio-economic development in the areas covered under the scheme.

#### ESSENTIAL FACTORS FOR EFFECTIVE COMMUNITY PARTICIPATION

- 1.27
1. Promoting catalytic core groups that would promote community participation.
  2. A clear understanding of the link between participation and specific development programmes.
  3. Mobilising support from government agencies at various levels as well as stimulating community efforts to receive government programmes.

1.28 During the period between the visit of the Review and Support Missions (RSM) Guj-18 and Guj-19, the progress made towards action-research and identification and operationalising development activities has contributed towards the formation of an approach which has been summarised by the Review and Support Mission as follows:



1. To open and improve communications between related government agencies and the village communities aiming at (a) proper need assessment and (b) an improved understanding and development of consensus on priorities.
2. To process good ideas and identify needs with an eye towards actual planning and implementation; and also, planning and implementing and supporting socio-economic programmes.
3. It is of paramount importance to establish a proper institutional base for formalising the relationship between (a) the village community (b) government, and (c) other relevant interests.

1.29 From the conceptual framework presented in the earlier paragraphs, progress is visible in two well-defined directions:

1. The GSWSSB has set up PPs in the post-implementation stage and is keen to make an effective organisation controlling the waste of water, utilising spill-overs, protecting installations and contributing monetarily towards the maintenance and operation of the scheme. It is a



village-level mechanism for voicing complaints and redressing grievances. The GSWSSB desires to make PPs effective within the existing framework with the supportive role of a voluntary agency. Action-research is a step in that direction.

2. The Review and Support Mission views the PP as an on-going institutional form; or a social organisation which accelerates the process of socio-economic development, with women playing a leading role. The water-supply scheme is a critical developmental input and should lead to further socio-economic development of the region, with the coordination and collaboration of other government departments, semi-government agencies, NGOs and the voluntary sector. How can Pani Panchayats become the mechanism to generate such processes? Or, to what extent can the PPs play such a role?

1.30 Both these perceptions are based on the 'post-implementation phase'. It is presumed that regular water-supply is assured and one can proceed towards developmental goals. However, two major areas of inquiry have to be squarely





faced.

- (1) Should the formation of a PP be the first step or a pre-condition for planning a Regional Water-Supply Scheme?
- (2) Like the individual village-level scheme, should such Regional Water-Supply Schemes be ultimately handed over by the GSWSSB to the rural communities? What will be the process, the time-frame and the role of PPs and the BLC?

1.11 With this in mind, it is possible to formulate the area of inquiry and to identify the empirical data from the village communities which would help in formulating plans and programmes for developing PPs into effective organisations.

- (a) Post implementation, smooth and effective maintenance and operations;
- (b) identifying forms of participation by PPs in pre-planning, planning and implementation of the schemes, culminating into take-over and management of the scheme; and
- (c) developing PPs and the BLC into catalyst organisations which can generate and



accelerate developmental processes for the region with active and major participation by women.

#### CONCLUDING REMARKS

1.32 Thus this action-research on Pani Panchayats has to cater to the short-term and long-term objectives of the GSWSSB and the funding agency, The Netherlands Government. There are many possibilities for realising the full potential of the water-supply project as a means for developmental input and intervention. To what extent has such operational and developmental potential been realised where the scheme is already implemented? The findings and observations to this question can also be incorporated as an in-built socio-economic component of the water-supply schemes that are at pre-planning and execution stage.



Appendix : I

Fodder Security System - Summary March 1990 to June 1990

Sr. No.	Time period	Village	Quantity of Fodder procured	Transportation cost	Assistance by SENA	Total cost	No. of cattle supported
1.	14-3-1990 to 30-6-1990	Lotiya	42,300 stacks	Rs. 1,250	Rs. 14,000	44,000	241
2.	"	Gokhantar	27,300 stacks	Rs. 810	Rs. 7,650	27,750	265
3.	"	Gulabpura	21 bags	-	Rs. 1,490	4,410	59



## Appendix : 2

## Fodder Security System - Village-wise, Month-wise Summary

Sr. No.	Month	Quantity of Fodder procured	Transport cost	Support from SEWA	Total cost of Fodder	No. of cattle supported
Village : Lotiya (Radhanpur)						
1.	March	5,000 stacks	Rs. 350	-	Rs. 5,000	302
2.	April	13,000 stacks	Rs. 900	Rs. 3,000	Rs. 16,000	287
3.	May	9,300 stacks	-	Rs. 7,000	Rs. 14,000	270
4.	June	15,000 stacks	-	Rs. 4,000	Rs. 10,000	250
Village : Gokhantar (Santhalpur)						
1.	March	5,000 stacks	Rs. 300	-	Rs. 5,000	170
2.	April	5,000 stacks	Rs. 510	-	Rs. 5,000	170
3.	May	8,300 stacks	-	Rs. 4,500	Rs. 11,750	165
4.	June	10,000 stacks	-	Rs. 3,150	Rs. 15,000	150
Village : Lotiya (Radhanpur)						
No.	Date	No. of Grass stacks procured	Unit cost (per 100 stacks)	Total cost	No. of cattle supported	
1.	5.4.90	5950	Rs. 150	Rs. 8,925	285	
2.	14.4.90	5850	Rs. 150	Rs. 8,775	206	
3.	21.4.90	4400	Rs. 150	Rs. 6,500	269	
4.	10.5.90	6450	Rs. 150	Rs. 9,600	248	
5.	26.5.90	7850	Rs. 150	Rs. 11,325	214	
6.	27.6.90	6000	Rs. 200	Rs. 12,000	190	





## CHAPTER 2

### COMMUNITY PARTICIPATION: IDENTIFICATION OF ISSUES

#### FIELD VISIT: INTRODUCTION TO REGION

2.1 The first joint visit of the FPI and SEWA teams to the scheme area took place in the middle of 1988, when the region and the entire Gujarat State were under the severe grip of a fourth consecutive year of drought. The visit was organised in consultation with the local executive engineer of GSWSSB. For developing a socio economic development programme, it was necessary to have a feel of how the village communities were facing the crisis situation.

2.2 We could visit seven villages located in the twin talukas of Radhanpur and Santhalpur. Jetalpur, Sinad, Nani-Pipli and Kolivada in Radhanpur Taluka and Sidhada, Par and Madhutra in Santhalpur Taluka. The observations for each village are as follows:

#### JETALPUR

2.3 A small village community with a population of 400 survived on Government organised drought relief work. Rainfed agriculture having totally failed, they had no alternative



source of earning a livelihood. 300 persons from the village had already migrated to other places. A large number of cattle had died due to the drought. 150-200 surviving heads of cattle were taken care of in a Government-supported cattle-camp, managed by the Bhansali Trust - charitable organisation. Some of the households earn their livelihood from operating ambar charkhas (four spindle, hand-operated spinning wheels) also provided by the Bhansali Trust. The people were willing to learn new skills.

2.4 The Pani Panchayat was rated to be working well, and the water supply had been maintained reasonably well.

#### SINAB

2.5 This agriculture-based rural community with a population of 750, just survived on relief work. 175 cattleheads were sustained by the cattle-camp. The village had a primary school and a post-office.

2.6 GSWSB rated the functioning of Pani Panchayat as average.



#### HAHI FILLI

2.7 The 950-strong village survived on relief work. 200 cattle-heads were looked after at the Cattle-camp organised by the Bhansali Trust. Some households operated Ambar Charlhas under relief operation. The people are willing to learn and develop craft-work.

2.8 The Pani Panchayat was working effectively. The spill-over was utilised for maintaining a small school garden. The original source of water, a village well, was in disuse.

#### LOLIWADA

2.9 A large size village community with a population of 1,800 had a primary school, a post-office and a village dispensary. The only source of income to the majority of the population was relief work, which was mainly building roads and water tanks and home-based Ambar Charlhas. The 300-400 livestock were in a cattle-camp.

2.10 The Pani panchayat was highly effective. The PP had imposed a fine of Rs.10 on those wasting water. The fine collection was for raising the garden in the school.

#### SIDHADA



2.11 A 3,000-strong village had a predominantly muslim population. The scarcity relief work and the cattle-camp helped them to sustain the population and their cattleheads. The village has a fairly good craft-base that their women seemed keen to develop. A dairy cooperative with its own building was defunct due to the drought and ceasing of milk collection by the District Dairy.

2.12 The working of the Pani Panchayat was considered average.

PAR

2.13 With a primary school, a post-office and a dispensary, the village is predominated by the Darbar community, whose women confine themselves within their homes. Even water is fetched by their men-folk. For low and middle income groups, the only source of income was relief work. 300-400 heads of cattle were in the cattle-camp. The Darbar women have high-skill craft-base which they were willing to develop. Yet they operated Ambar Charthas at their homes.

2.14 The Pani Panchayat was working well and had a female line-person, who looked after the local installation.





## MADHUTRA

2.15 Located on the border of the Kann of Hutch, the village has a population of 1,600. The only source of income was relief work. It had large-sized Government hospital and a dispensary. A number of animals had died, affecting their flow of income. The village had a very strong and diverse craft-base which could be developed as a major, alternative source of income in normal and drought conditions.

2.16 The Pani Panchayat was rated to be an average one.

2.17 The impact of the fourth consecutive year of drought was so severe and serious and the communities were so preoccupied with the struggle for survival that it looked difficult to carry out any survey or study in these villages. They needed immediate work and/or relief; while we were working for developing a strategy for short-term and long-term development of the region. However, the field-visit offered insights which would help to develop strategies for short term and long term development.



2.18 Some of the insights may be summarized as follows:

(1) The rich craft-base amongst the women which was a non-water-based, labour-intensive activity could be developed to the maximum extent. It could also provide income immediately and on a sustainable basis. It would reduce their dependence on digging and road building, and sustain them through craft-work.

(2) Livestock breeding and dairying is another alternative source of income which could be fully developed through (a) restarting milk-collection by the District Dairy (b) reviving cooperatives (c) replenishing the loss of livestock due to drought and (d) developing a fodder security system through the primary milk cooperatives.

(3) Augmenting the supply and streamlining the distribution of water, which is a scarce-commodity, so that the overall development of this arid region can be accelerated.

2.19 The detailed elucidation of this strategy has been worked out and has been a part of the



record of the Review Mission GUJ-19. The same has been attached as Appendix 2.1 for ready reference.

#### SECOND ROUND OF VISITS; FOCUS ON PANI PANCHAYAT

2.20 The second round of the field visit was organised on 12, 13 and 14th of September, 1988, after the project was formally launched on September 1, 1988. In consultation with the Chief Executive Engineers, 10 village communities were identified on the basis of their size, population structure, and census data. The functionaries of GSWSSB also supported us in selecting on the basis of their perception of the working of Pani Panchayats as good, average or inactive.

2.21 This visit was after a very good monsoon which had a timely outset in June and the people were eagerly awaiting the last spell of rain of the season. With a fair background of the first visit and the spadework done with the Government and semi-Government agencies, we could carry out a more meaningful and productive dialogue with the village women, women members of Pani Panchayat, the Sarpanch, and other members of



the PP. There was a two-fold outcome of the meetings.

- (a) Directions were identified for the launching of women related income-generating activities, and
- (b) problems and issues in making the Pani Panchayat an effective social organisation were also identified. This would release and accelerate developmental processes in the future.

2.22 The outcome pertaining to (a) is given in appendix 2.1. However, the outcome pertaining to PP are given in the paragraphs that follow.

#### GROUP MEETINGS OF PANI PANCHAYAT MEMBERS

2.23 In the third round of field visits, two meetings of the members of PP were held. A meeting of the women members of the PP of Varahi branch-line, which was held on 28 October, 16 PP were represented.

2.24 In the second meeting on 19th October, 1990, Sarpanchs of 10 gram panchayats attended. The outcome of both these meetings is summarised as follows:

#### SETTING UP OF PANI PANCHAYATS





- 2.25
- (1) The GSWSSB has prepared guidelines for setting up a Pani Panchayat (PP) in all the villages linked with the Regional Water Supply Scheme.
  - (2) This has been done as post-implementation exercise.
  - (3) The PP is an informal committee of the Gram Panchayat (GP) which is a statutory, elective body.
  - (4) The members of the PP are all nominated-- the Sarpanch being its president. Each PP has two female members. The lineman and employee of the GSWSSB becomes an ex-officio member of the PP.
  - (5) The PP comes into existence out of the resolution of the Gram Panchayat.
  - (6) The Branch-line committee is composed of all the Sarpanchs of the linked villages with the Branch-line Engineer as its Chairman.

2.26 The process of forming a PP has been initiated for the last three years and is about to be completed. The entire region has been passing through four consecutive years of drought. As a result, the rural communities were fully pre-occupied with the grim struggle for



survival. The functionaries of the GSWSSB were also overwhelmed by the crying need and demand for water. As a result, the supportive work necessary for making the PP operative and effective had not received high priority.

2.27 The GSWSSB and the local functionaries have defined a role for the PP which serves as a criteria for judging the performance of a PP. The role perception is delineated here.

#### ROLE PERCEPTION OF PPs

2.28 The functionaries judge the performance of the PP on the basis of the level of cooperation of the villagers, the criteria being:

- (1) Minimum or zero waste of water (spill-over).
- (2) Utilisation of spill-over water for socially useful purposes like a cultivating a school garden, vegetable growing or nursery-raising.
- (3) Controlling the use of piped water for other purposes like bathing, washing clothes, bathing animals etc. (Traditionally the village well water or



land water or borewell water is used for multiple purposes).

(4) Minimum or no damage to local facilities like water taps, valves, stand-posts, cisterns and pipelines.

(5) Clean and hygienic conditions around the drinking water supply facilities.

(6) Stopping and controlling the pilferage of water by breaking pipelines.

2.29 The question is then how is this role performed, and the functions discharged? What physical, financial and moral resources are required to support the role?

2.30 What is the participation, or at least interaction, of the rural communities and the Gram Panchayat in defining their role? Having defined the role and functions, what supportive actions and activities should the GSWSSB undertake?

How can the village communities be prepared to play the 'expected' role? Is any community work required to make the PP effective?

#### CAUSES OF STRAINED COMMUNITY RELATIONS

2.31 Before answering these questions, it is necessary to examine another dimension of the exercise. Before setting up the PP, the GSWSSB



has gone through the process of planning and implementing the scheme. The process, though noble and well-intended must have given rise to a spectrum of responses ranging from creative cooperation to outright confrontation, and many shades in between. It would be useful to concentrate on real or perceived causes which make a community non-cooperative and the PP inactive or ineffective. Some of the identified causes are listed below:

- (1) Non-inclusion of a village in the original scheme.
- (2) By-passing the local community in setting up local facilities like stand-posts.
- (3) Size and volume of the local facility i.e. number of stand-posts.
- (4) Location of the local facility and demand for change or addition by the village.
- (5) Frequent break-downs and interruptions in timely and regular supply.
- (6) Time taken in restoring supply.
- (7) Tampering and damaging the main pipeline resulting into prolonged disruption of the water-supply.
- (8) Delay in the execution of the scheme resulting in impatience and frustration.
- (9) Political group rivalry at village level,





inter-village level and taluka level, finding expression through genuine and perceived complaints and grievances pertaining to the water-supply. Water being a universal basic necessity, provokes an immediate emotional response from people.

#### BRANCH-LINE COMMITTEES

- 2.22 The Branch-Line Committee (BEC) is composed of all the Sarpanches of the villages linked to a branch pipeline. The Branch level Junior Engineer is its Chairman.
- 2.23 The membership of the ex-officio. The roles and functions of the BLC are not adequately but as its name suggests, the BLC may take up "branch-level issues". The meaning and connotation of branch-level issues can be and should be defined from the point of view of (a) the functionaries of the GSWSSB and (b) the Sarpanches, who represent village communities.

#### CAUSES FOR THE INEFFECTIVENESS OF BLC

- 2.24 From the discussion with the functionaries of the Board, some important issues pertaining to the successful and effective working of the BLC were identified:
- (a) No suitable bus services and bus schedules



are available to attend the meetings held at the branch-line installations.

- (b) To attend the meeting, the Sarpanches spend all travel and other costs out of their own pocket, which they feel is a disincentive.
- (c) When the branch-lines are working reasonably well and the complaints are redressed in reasonable time, the Sarpanches find attending such meetings is uninteresting and purposeless.
- (d) In case of any local-level problems, a member of the BLC goes to his complaint. There is usually a prompt response from the functionaries, so the meeting becomes unnecessary and irrelevant. There is hardly any business to be transacted for the members of the BLC.

#### CONTRADICTION IN ROLE PERCEPTION

- (e) With growing operational experience, the maintenance and repair of the scheme will also improve. The time-lag between the recording of a complaint and the removal of the causes will be substantially reduced. As a result, the scheme will function more efficiently. The BLC meetings and even local-level PF meetings will be less necessary and relevant. The Sarpanches



feel that when the scheme is working normally, why should we attend meetings? The functionaries too found the meetings unnecessary and redundant. Even if convinced, there would be very poor or thin attendance.

#### AREAS OF ACTION

2.15 Therefore, the question is: How to make the meetings of the BLC and the FP interesting, relevant, educative and an occasion for activating the FP?

#### ELECTORAL CHANGES AND THE PANI PANCHAYAT

2.16 As stated earlier, the Gram Panchayat and the Sarpanch are elected for a specific time period. They therefore are subject to change. Every Gram Panchayat also has two women members, who also change.

2.17 The crucial issue is, when the GP and particularly the Sarpanches change, should the FP be reconstituted? How? Who will do the reconstitution? On what basis?

2.18 If this is not done, what is the future of this nominated, informal body?



2.37 Can it be made an elective body, coterminus with the Gram Panchayat? Will that make it more effective? Would it have more authority and power to act if it is made a more representative body?

2.40 These issues need to be discussed and the answers can be found from the empirical data collected at the field level.

#### REDEFINED ROLE OF THE PP AND THE BLC

2.41 If the PP is to develop as a social organisation which accelerate the processes and forces of development within the village communities and across the region delineated by the Regional Water Supply Scheme, is it not necessary and even inevitable to redefine the role and functions of the PP and the BLC? Should we not add the following elements in the redefined role? Would it not increase community participation in the management of water-supply and support the economic development process?

(a) Several water uses, cost of each use and awareness about preservation and development of all types of water





resources.

- (b) Water supply for agricultural and industrial uses, if any.
- (c) Ecological regeneration of the region, which also brings about economic regeneration within a reasonable time-span, and over a long term.
- (d) Water-conserving and water augmenting employment and income-generating activities.
- (e) Zero-water-consumption industrial and artisan activities.
- (f) Wholesome drinking-water supply and its impact on the health level of women and children.
- (g) Informative, educative and motivational work for water-related activities and programmes.

#### CONCLUSION

2.12 These are some of the issues and problem areas that we have been able to identify through the field visits and series of meetings with the women-members of the PF, the Sarpanches of the villages and functionaries of the GSWSSB. This is the contribution from the field-work done at the grassroot level towards identifying problem



areas which should be tackled to make the FP and the BLC, effective social organisations in community participation, in managing regional water supply schemes and in generating processes for regional development with women in focus. We will now move towards the findings of the community-based water-related 'exposure' programme.



SOCIO-ECONOMIC COMPONENTS  
AS INPUT FOR REGIONAL SUSTAINABLE DEVELOPMENT  
SANTHALPUR RURAL DRINKING WATER SUPPLY SCHEME

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PROF. RAMESH M. BHATT

1. The supply of drinking water for the rural communities and their cattle in two talukas of Banaskantha District of Gujarat State is a basic action towards their survival and sustenance. It has also a major rehabilitative impact, preventing migration during drought years and even in a normal year.
2. Large-scale seasonal migration takes place in the region even during normal years but assumes massive proportions during drought years.
3. The seasonal migration leads to the disruption of human resources and development activities like education, health, child care and skill-formation. It also leads to the degradation of existing physical resources like soil, water and vegetation.
4. To set in motion sustained economic and ecological regenerative activities, the rural communities will have to be rehabilitated through:
  - (a) drinking water for their cattle round the year, and
  - (b) assured round-the-year supply of fodder for their cattle.
5. Round-the-year supply of fodder and particularly during the lean period from January to June is critical.

FODDER SECURITY SYSTEM

6. It is proposed to develop a Fodder Security System in Banaskantha. With the rich experience of managing cattle camps on a large scale in various parts of the Gujarat State, it is now possible.



- (a) to identify locations from where fodder can be regularly supplied,
  - (b) to develop a scheme for supplying fodder to individual households.
7. For this purpose, an action-plan for
- (a) procuring,
  - (b) storing, and
  - (c) distribution of fodder will have to be developed.
8. A scheme for constructing silos can also be formulated and can be implemented through
- (a) individual households
  - (b) milk cooperatives and
  - (c) voluntary agencies, who have done commendable work in running cattle-camps.
9. Assured fodder supply at low cost should be possible in a year with normal monsoons in the region and in all of Bihar.
10. An Adequate buffer stock of fodder may also be created to meet with the recurrent drought situation in Banastanthe.
11. The creation of a Fodder Security System is likely to have a very positive impact on eco regenerative activities and programmes like:
- (a) Afforestation
  - (b) Reforestation
  - (c) Social forestry
  - (d) Spreading the green cover through tree planting campaigns.

#### BIO-GAS PLANT - COMPOST PITS

12. Dung will be available locally for setting up
- (a) bio-gas plants on an individual basis, which would provide an alternative energy source plus soil-enriching organic manure.
  - (b) the dung would be available for feeding compost pits which would supply enriched organic manure for the regeneration of the soil and the eco-system.





13. As is done with tribal groups, a scheme with attractive terms to popularise the compost pit may be introduced.
14. Cattle-breeders who own a large number of cattle and who migrate seasonally, may be persuaded through extension work to stay at the cattle-camps. This is a difficult exercise, but can succeed with determined efforts to stabilise them.

#### REHABILITATION PROJECT

15. The rehabilitation scheme will have to be formulated after a detailed study of the circumstances under which the cattle-breeders migrate, and of any alternatives that the scheme can offer. The cost to stabilise them has vital social-benefit implications.
  - (a) Local availability and use of organic manure for the regeneration of soil;
  - (b) developing bio-gas plants as a source of alternative energy;
  - (c) protection of women and children through extension of health, child-care and educational services, because they are the worst victims of migration;
  - (d) extension of cattle-care services for improving the quality of live-stock.
16. In brief, it will be a rehabilitation of the cattle-breeders in Banakskantha, with the involvement of voluntary agencies in a cooperative structure.

#### USE OF SOLAR ENERGY

17. Abundant solar energy is available in the region. Adequate technology is available within the country and abroad to set up solar plants to generate electricity. BHEL (Bharat Heavy Electricals Ltd) is setting up such a similar plant in Andhra Pradesh. The Government of India has approved a proposal for setting up a Rs.112 crores solar plant in the desert region



of Rajasthan.

18. A systematic study should be urgently carried out for existing energy requirements in Banaskantha, particularly of rural communities; existing sources of energy; future needs for energy; and a plan to develop local sources of energy. This would lead to in a line local skill formation, employment generation, and regeneration of the eco-system by conserving soil and protecting the green cover.
19. The availability of solar energy will also promote the setting up of cottage and small-scale industries in the region, generating income and employment round the year, and most important of all, in the lean period.
20. Banaskantha is seriously threatened with the process of desertification, which requires both
  - (a) preventive measures and
  - (b) reclamation (eco-regenerative) measures.
21. Rajasthan has set up a commissionerate for desert development. The Government of Gujarat should also set up a Desert Development Authority headed by a civil servant of Commissioner's rank. Its role will be to coordinate and synchronise the activities and programmes of the central and state government's departments and other developmental agencies.

#### RESEARCH INSTITUTE

22. The Dantiwada Campus of the Gujarat Agricultural University should be developed as an arid and semi-arid zone research, training and extension center.

#### PUBLIC EMPLOYMENT

23. The desert prevention and reclamation programme should be so organised as to generate a massive public employment system which can initially sustain local rural communities and gradually make them economically viable households.

#### WATER RESOURCE DEVELOPMENT

24. The scheme for popularising drip irrigation amongst farmers will have to be developed.



25. So also schemes for conserving and storing of water at household level and at village level.
26. Instead of surface flow channels, an underground pipe system for irrigation will have to be popularised with adequate incentives in terms of subsidy and soft loans.

#### GEO-CLIMATIC FOCUS

27. So far, general schemes are developed and implemented all over the state. What is proposed here is the development of policies, programmes and schemes, which satisfies the specific needs of the local community in a geo-climatic region. In this case, it is the desert or semi-arid zone reclamation and development needs.



## CHAPTER 3

### EXPOSURE TO WATER-RELATED TECHNOLOGIES

3.1 As a follow-up to field-visits and group discussions with the members of the PP and the B.C.C., it was decided to take up a motivational programme for members of the PP to improve their participation and increase the effectiveness of the PP. An 'exposure' programme was designed to achieve multiple objectives.

- (a) To raise an awareness about water and its most economic use through water-related technologies.
- (b) To motivate them to accept water-augmenting technologies.
- (c) To motivate them to revive the primary milk cooperatives which were defunct.
- (d) To motivate them towards accepting and implementing eco-regenerating programmes like nurseries, and tree-plantation at individual, group and village levels.

3.2 To realise these objectives, it was decided to organise a two-day programme for members of the PP to visit:

- (a) The Amul Dairy at Anand and one of its successful village-level primary milk cooperatives,
- (b) a model tree-growers' cooperative near Anand,
- (c) the demonstration center of Indian Petro-Chemicals Ltd. (IPCL) at Baroda,





where drip irrigation, pond lining, mulching and green-housing techniques are demonstrated.

3.3 The participating PP members were to travel by bus a distance of 400 kms one-way. It was originally planned that 450 PP members and other community leaders representing 45 villages should attend. The 10 bus-trip programme was organised between April and June when the participants were comparatively free from agricultural and off-farm activities.

3.4 However, it was possible to organise only 7 such bus trips, covering 35 villages and 237 participants including 175 men and 51 women.

3.5 The participation in the exposure programme may be statistically summarised as follows:

(1) Total participating village communities	37
(2) Participating village communities having a PP	37
(3) Number of Sarpanches as President of a PP, who joined the programme	13
(4) Number of male members of PPs	105
(5) Number of female members of PPs	34
(6) Number of other male community leaders who participated	70
(7) Number of other female community	



leaders who participated

17

(8) Total number of FP members who participated

152

3.6 Although our goal was to include only the FP members, we had to include other community leaders because some of the FP members were not aware of their memberships and even if aware, were not sure of what they would gain out of the programme.

3.7 The number of women participants also remained very low due to social taboos. When a woman could not come alone, other members of her family were encouraged to accompany her. Many had domestic responsibilities from which they could not be relieved. As a result, we included several non-members who showed interest and who could act as future support structures in the villages.

#### RATING OF PARTICIPANTS

3.8 During the programme, our field-workers were asked to monitor the interest and involvement of the participants and rate them accordingly. The results are recorded below:

(1) Total participating FP members 152



(2) Showed keen interest	10 (6.6%)
(3) Showed ordinary interest	15 (9.9%)
(4) Who were eager to know something	57(37.5%)
(5) Who took it as an outing	70(46.13%)

3.9 This gradation is done by our field-workers, and an element of subjectivity cannot be ruled out. However, it does reflect the general attitude of the PP members towards the programme and its significance to their role in the PP. It was realised that a lot needed to be done to motivate even 50% of the members to be effective.

3.10 The programme had several objectives and we have recorded the impact of the programme in realising them.

#### MILK COOPERATIVES

3.11 Out of the 35 village communities which participated, the primary milk cooperatives of 9 villages, including 4 in Radhanpur and 5 in Santhalpur taluka, were active. 22 villages had defunct milk cooperatives, and 4 villages were willing to set up new cooperatives with the support, of SEWA.



## LEADERSHIP DEVELOPMENT AMONGST WOMEN

3.12 With the activation of defunct cooperatives and the launching of new exclusively women's cooperatives, the income-flow and women's participation can increase the number of cooperatives and the leadership developed therein can also help in making the PP effective. In fact, milk cooperatives can play a two-fold role. It can accelerate the women's income-generating activities and the experience of running a milk cooperative can promote the effective working of PPs. Further work on the available data-base and experience to realise this objective is necessary. For detailed analysis of the issues of the milk cooperatives in an arid zone, a report has been published under the title of 'Milk Producers of Arid Zone: Strategy For Survival'.

3.13 The impact of the exposure programme in the field of dairying is available in the progress reports of SEWA. Measuring underereral criteria, the performance in this area has been positive, encouraging and on the threshold of a major break-through.

## WATER CONSERVING & SAVING TECHNOLOGIES





The immediate impact of the exposure programme water-related programme was assessed and recorded by the programme organisers. It can be summarised as follows:

Out of 35 village communities, 21 showed interest in implementing water-related technologies.

- |    |   |    |
|----|---|----|
| 1. | Villages willing to implement pond-line technologies                        | 6  |
| 2. | Villages willing to try plastic sheet-mulching in the next monsoon season   | 8  |
| 3. | Participating members willing to try out drip-irrigation on their own farms | 40 |

3.14 The reasons assigned for not accepting highly water-saving drip-irrigation were:

- (a) It seemed economically not viable
- (b) Many did not have their own bore-wells
- (c) Lacked support and guidance after acceptance.
- (d) Inadequate land holding
- (e) Non-availability of funds to install the system (costing Rs.10,000 to 15,000)
- (f) Banaskantha district does not provide subsidy for installing drip-irrigation, although other districts do.



7.15 To concretise the gains of the exposure programme, the following actions are required.

(a) Drip-irrigation and mulching can be taken up on an individual farmer basis. The water-saving may lead to either expansion of water-use in the village or taking a second crop. In both cases, employment and income-levels will rise. However, further action for demonstration, acceptance and assurance for post-acceptance repair, maintenance service, will be necessary.

(b) For pond-lining, (the ponds and tanks being the common property of the village), the PP and GP will have to be involved in (i) planning and designing, (ii) implementing the scheme, and (iii) keeping control over the most gainful and productive use of water. A lot of extension work with the community is a basic pre-condition for its success. The FF can play an effective role by augmenting the water supply of the village for domestic, eco-regenerative and agricultural uses. It may also remove the strain on the supply of



drinking-water, and can work as an alternative system.

#### ECO-REGENERATION

- 3.16 The exposure programme focused on saving and augmenting the water supply, which can be utilised for eco-regenerative activities like nursery-raising, plantation of fodder trees, fodder farming and agriculture supportive of human-beings and livestock. Visit to a model tree-growers' cooperative in Anand convinced the participants that similar tree-growers' cooperatives can and should be raised in Banaskantha.
- 3.17 During the implementation of the exposure programme, from January to June 1989, SEWA undertook the raising of 1,12,000 saplings in 7 villages. 35 landless, scheduled-caste women were provided with a regular weekly income during the programme. The following year, from January to June 1990, about 100 women raised 20 lakh saplings and depending on their survival rate, each woman worker will earn around Rs. 4000 to Rs. 5000. What is suggested is that well planned, programmed, eco-regeneration is likely to do well in this arid area. The operational details are available in separate



half-yearly reports of SEWA. The individual activity reports are being published separately.

3.18 Motivation, through exposure, did make some positive impact and it has accelerated several developmental activities. However, in preparing and implementing the exposure programme, we came across the following issues.

3.19 The cost of travelling and meals was shared by IPCL, AMUL, SEWA and FPI. It did not burden the PP members with any extra cost.

- (1) Why then were the PP members unwilling to join the programme?
- (2) Why were even the Sarpanches not keen to participate?
- (3) Why was there an uncertainty regarding membership in the PP? Why did even the nominated members not know about their membership?
- (4) Why did a substantial number of participating members not take interest in the programme?
- (5) Why was the women-members' participation so low?
- (6) Did the selection of the nominees to the PP have anything to do with this situation?
- (7) As PPs were at the nomination and formation





stage, would their induction, orientation and involvement have to be developed through several other inputs?

(8) If so, what are those inputs? Who would provide them? How would they be delivered?

To answer these questions, we will have to move forward to the analysis of the field-data collected from the PP members and the lineman.



## CHAPTER 4

### PANI PANCHAYAT : LEGAL FRAMEWORK

4.1 Pani Panchayats (PP)<sup>1</sup> have been set up through a simple resolution of the Gram Panchayats (GP). For practical and legal purposes, the PP is a 'Committee' of the GP; the Sarpanch of the GP is also the Chairman of the PP. The GP is legally empowered to appoint such special purpose committees and assign specific duties, responsibilities and powers. However, the GP can assign these powers, which are devolved upon it under the law. Therefore, it will be necessary to understand the place and role of the GP in the entire system of devolution of power, which is popularly known as 'Panchayat Raj system'.

### PANCHAYAT RAJ SYSTEM

4.2 The three-tier Panchayat Raj system for devolution and decentralisation of power came into existence through THE Gujarat Panchayat Act of 1961. Under the Act, 19 District Panchayats, 182 Taluka Panchayats, 131 Nagar Panchayats (towns with populations between 10,000 to 25,000) and 13,059 Gram Panchayats have been constituted. They have been operating for the past 30 years. The Panchayat system is supported by 315 class-I officers, 2,332 class-II officers, 1,65,267 class-III functionaries and 20,558 class-IV workers. Under the Panchayat Raj system, the Gram Panchayat is



the village-level, democratically-elected political and administrative unit.

#### SPECIAL REPRESENTATION

4.3 The Sarpanch and other members are popularly elected for a period of five years. The total number of members of the GP are determined on the basis of the village population. Each GP has to have two women's representatives, and at least one member from the scheduled class and scheduled tribe communities. Their representation depends upon the size of their population.

4.4 The GP has been assigned several duties and responsibilities, and powers to mobilise resources to discharge them. The GP can also appoint a special committee to supervise, control and regulate specific activities. However, it is obligatory for every GP and Taluka Panchayat to appoint a 'Social Justice Committee' to protect the legitimate interests of scheduled caste and scheduled tribe communities.

4.5 It is in exercising these powers to appoint a committee and to assign it the powers and responsibilities, that the Pani Panchayat, is constituted.

4.6 Therefore, to understand the effectiveness of the working of the PP, it is necessary to understand,



- (a) the duties and responsibilities assigned under the statute to the GP and may further be assigned to the PP;
- (b) the power to collect tax or cess for the supply of water, and
- (c) the power to appoint a committee and make it functional.

#### STATUTORY PROVISIONS FOR THE SUPPLY OF WATER

4.7 Under the Section 88 of the Gujarat Panchayat Act of 1961, the GP has been assigned specific duties for supplying water to the village. We record below, the relevant sections :

- (1) Under Section 88 (1)(a) it is the duty of the GP to supply water for domestic use and for the live-stock.
- (2) Under Section 88 (1)(b) it is the duty of the GP to construct and to clean tanks, wells and drains.
- (3) Under Section 88 (1)(c) if the present supply of water is inadequate and unhygienic, creating a health-hazard to the population, to procure proper and adequate supply of water or additional supply of water, for which it is possible to cover reasonable costs.
- (4) Under Section 88 (2), the GP can control and regulate the use of public bathing and washing places.





(5) Under Section 88 (6)(c) it can promote and support co-operative organisation in the economic and social area.

(6) Under Section 88 (7)(4) the GP can arrange for minor irrigation, contour-bunding and proper distribution of water.

(Note: This sub-section falls under the sectoral head : Agriculture, Forests, Common Land Development and Conservation).

4.6 It is evident from these statutory provisions that the GP has responsibilities and powers to maintain and develop water-resources for drinking, domestic use, industry and even for irrigation purposes.

#### POWER TO IMPOSE WATER CESS

4.7 For discharging the responsibilities assigned to it under Section 88, the GP can also impose tax for the supply of water. The relevant sections are referred below :

(1) Under Section 178 (1)(8) the GP can impose general water cess on all households in the village.

(2) Under Section 178 (1)(2) it can impose special cess for supplying water through a pipeline.

(3) Even for the construction of water-works, it can impose cess under Section 169, 172 and



181.

(4) Fees can also be charged for using water from public sources for non-domestic use.

(5) Fees can also be charged to livestock owners if the GP has provided for a water-trough.

The Gujarat Government has also stipulated a detailed process of imposing water cess and the minimum and maximum rates of cess. Within the range of Rs. 5 to Rs. 50, the cess is imposed on the basis of the value of the house. Hutments may pay Rs. 2 per annum.

(6) Compensation may be claimed for any damage done to the water tank or wells.

#### APPOINTMENT OF COMMITTEES

4.10 Under the original Act, it was obligatory to appoint three committees of the GP, namely, (1) Production Committee, (2) Education Committee and (3) Health and Public-works Committee. However, according to an amendment made in 1968, the setting up of any committee is at the discretion of the GP. Under Section 81, the GP can appoint a committee for performing any of the functions stipulated under Schedule-I.

4.11 The Committee so appointed will have members from the elected members of the GP and other residents



of the village. Usually, the chairman of the GP is also the chairman of the committee.

4.12 The committee will perform such functions and duties, and exercise such powers which are assigned to it by the GP. The duration of the committee will also be decided by the GP.

4.13 It is within this broad framework and in exercise of the powers of the GP that the role and powers of the Panchayats and the Branch-line committees should be understood and appreciated.

4.14 The Branch-line Committee (BLC) consists of the Sarpanch of all the villages, served by a particular branch-line of the regional scheme. The composition of the Branch-line Committee will change with the fresh election of the Sarpanches in the villages. The BLC is coterminous with the GPs. Thus GP elections lead to a change in the BLC as well.

4.15 However, it should be noted here that the BLC has no statutory status nor any specifically assigned functions or powers. It is more or less a consultative body and a sounding-board. It can certainly provide valuable local feedback from the popularly elected village representative, and can possibly pass on the messages to the village communities. It can also act as an opinion-building mechanism for the effective functioning of the Panchayats. As a social



organisation which can accelerate processes and forces of socio-economic development, the BLC can also play a self-regulatory role for its members, who are elected leaders of the villages. We will make detailed recommendations to realise the full potential of BLC after we examine the field data analysed in the following chapters.

#### LEGAL STATUS OF THE PP

4.15 However, the statutory or legal status of the Panchayats is much stronger and sounder. It is one of the committees of the GP constituted by the GP through a resolution and the GP can assign specific duties, responsibilities and powers. The GP and the PP are adequately empowered to develop, construct, manage, control, regulate and maintain the water resources of the communities. It can also collect cess and fees for supplying water for domestic use and for livestock.

4.17 The critical question is in drought-prone and arid-zone areas, where wholesome piped water is supplied through a regional water-supply scheme from a distant source. How can the village communities get involved in the management of such a scheme, and to what extent?; and how may they be persuaded to contribute towards the maintenance cost?





4.18 When the GSWSSB develops a water-supply scheme for a single village, it is planned, executed and handed over to the village Panchayat on a turn-key basis.

#### PUBLIC TUBEWELLS

4.19 Another organisation of the Gujarat State, the Gujarat Water Resources Development Board which develops tubewells, also hands over the management and maintenance of the scheme and installation to the village Panchayat. Several villages in the Santhalpur scheme area have such public tubewells which are additional and alternative sources of water for domestic use.

4.20 The challenge faced by the GSWSSB and other promotional and developmental agencies -- Governmental and non-Governmental -- is three fold :

(1) Can the PP be developed into an effective organisation for proper management and maintenance of local installations of the regional water supply scheme? Can it also raise some 'contribution' towards its maintenance cost? and to what extent?

(2) Can the PP play an expanded role of development and conservation of all water resources of the village community, including the regional water supply scheme? If yes, how? To what extent?



(3) Can the PP grow into a social organisation, which can play a catalytic role in the socio-economic development of the village community, a group of villages or a homogenous region? How and to what extent?

4.21 It should be evident from the analysis that the GP and the PP are statutorily, legally and administratively empowered to meet with all the three challenges. They have also been empowered to mobilise financial resources for developing and maintaining water resources.

4.22 They are 'enabled' and 'empowered' by the law. The issue is why are they unable to exercise it? Beyond legislation, what other supportive measures can be taken to make them feel really empowered? Alternatively, what ground-level conditions can be created to enable them to play the expected role?

4.23 It is evident that these rural communities, through their own efforts and resources, cannot solve the drinking water problem, either on a single-village or a group-of-villages basis. The physical conditions are already severely deteriorated, and threaten the very existence of the village communities, leading to migration and total dependency on state support under drought relief programmes.



4.24 The Netherlands Government's financial, technical, humanistic and developmental support prompted the GSWSSB to plan and execute a viable regional water supply scheme.

4.25 It was a joint humanitarian intervention to supply water in the village communities. It was also an 'outside' intervention in the regional sense. It did change the physical and material conditions of the village and the region. There was also an element of urgency in the execution of the scheme.

4.26 However, to what extent were the village communities motivated and prepared to accept such an intervention? To what extent could the design and strategy of the 'intervention' identify, absorb and promote needs, expectations and socio-cultural potential of the communities in the region?

4.27 To answer these questions, we now proceed to analyse data collected from the rural communities.

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## CHAPTER 5

### STATUS, ROLE AND FUNCTIONING OF THE PANI PANCHAYATS

5.1 The exposure programme was a participatory programme with the Pani-Panchayat members and other leading members of the village community. We wanted to maximise the impact on the participants so that they may work as supporters of water-related and other developmental activities and programmes. For starting and sustaining income and employment-generating activities, it has been possible to transform heightened motivation into participation in several activities, which has been reported separately by SEWA. Here, we will concentrate our efforts on making the Pani Panchayat an effective social organisation. In the earlier chapters, several issues have been raised as an out-come of field-visits, group discussions and a concrete motivational programme.

5.2 As a logical step towards further collection and compilation of field data, we have gone through a survey of the members of the Pani Panchayat and recorded their views and opinions on the functioning of the Pani Panchayat. The classification of Pani Panchayats have been based on the opinions of the engineers of the GSWSSB. The Pani Panchayats were classified into three types.

(1) Pani Panchayat working very well  
(Good)

(10)





- |   |      |
|---|------|
| (2) Pani Panchayat working average<br>(Average)   | (10) |
| (3) Pani Panchayat ineffective or<br>non-cooperative (Inactive)   | (4)  |
| (4) Pani Panchayat did not receive<br>water supply for a prolonged period<br>during a year of normal monsoon<br>(No supply) | (6)  |

Note: The last category was added at a later stage to know the views of the members on the role-perception of the Pani Panchayat. They were identified by us on the basis of our information.

Thus a total of 30 PPs were covered under the survey. A questionnaire was designed to know the PP members socio-economic backgrounds and their views and opinions about the working of the Pani-Panchayat and how to make it an effective organisation. The analysis and findings are presented in the following paragraphs.

#### CONSTITUTION OF PANI PANCHAYATS

(Table 5.1)

5.4 Some Pani Panchayat members, but mainly the Sarpanches were interviewed, and asked how the Pani Panchayat was constituted. Irrespective of the status of the PP, it was evident that the GSWSSB nominated the Pani Panchayat members in consultation with the Sarpanch and community leaders.



5.5 There was again unanimous opinion amongst the PPs that after every election of the Gram Panchayat, the Gram Panchayat should be positively reconstituted. About how the reconstitution should take place, three major suggestions were made :

(a) 22 responses were for the nomination of PP members in consultation with the Gram Panchayat.

(b) 17 responses were in favour of an electoral process.

(c) 10 responses suggested that all the members of the PP should be women. This response was most common amongst efficiently-working PPs.

#### THE COMPOSITION OF PANI PANCHAYAT MEMBERS

(Table 5.2)

##### Gender Ratio

5.6 It was a deliberate policy of the GSWSSB to appoint atleast two women members in the PP, other members being the Sarpanch, male members and lineman. Thus the women's ratio should be 33 per cent which is squarely reflected in all the PPs except the PPs at the tail-end of the line, who did not receive any water supply for a long time. These villages being remote, and their relations with the PP being none too happy, it has not been possible for the GSWSSB to insist on a 33



... and female nomination. The strong social taboos against women in such isolated and alienated villages may also be responsible for under-representation.

#### AGE GROUPS

5.7 In the better performing and average PPs, there is a balance between the younger and older age groups. In the inactive PPs, there is a predominance of young people and a lower representation of elders, who traditionally command respect in the rural community. In 'no supply' villages also, there is a good balance between younger and older age groups.

#### EDUCATION LEVEL

5.8 The Pani Panchayats doing very well, have a literacy level of 61 per cent, while illiterates are 39 per cent. However, even in the 'non-cooperative' category, the same proportion is recorded. Only in 'average' PPs, the literacy level is 46 per cent and the rest are illiterate. In the tail-end 'no supply' villages, the illiteracy rate is as high as 65 per cent. In these remote and isolated villages, the general education level is likely to be very low. Educated membership is a contributory factor in the better management of PPs. However, it is not a sufficient condition for the effectiveness of the PPs. We will have to search for other contributory factors. The educational level of the members can be good criteria



for nomination. However, leadership qualities should also play a role.

#### **OCCUPATIONAL STRUCTURE**

(Table 5.3)

5.9 In all the three categories, 60 per cent of the members are occupied in agriculture, 13 per cent to 18 per cent are linemen and 18 per cent to 27 per cent are women doing domestic work. Only in the good PPs other occupations like teaching, religious services and labour are represented.

In 'no supply' remote villages, those engaged in agriculture are only 48 per cent; there is 15 per cent representation of primary school teachers. Looking to the illiteracy level, the GSWSSB seems to have gone in for selecting primary school teachers.

The occupational structure does not give any clear-cut indication regarding the selection of a member for nomination to a PP.

#### **MEETING OF PANI PANCHAYAT**

(Table 5.4)

#### **FREQUENCY OF MEETINGS**

5.10 One of the indicators of the effectiveness of a PP would be how frequently it meets and how the minutes are recorded.

Out of 30 PPs, 13 meet every month and 8 meet





every quarter. The average PPs and 'inactive' PPs numbering 6 out of 14, meet every quarter. However, the most significant point is that 9 Pani Panchayats, including 3 'good' PPs and 4 'no supply' Pani Panchayats meet as and when required. It also implies that they do not meet for a long time, since they do not have an agenda to be transacted due to the efficient functioning of the scheme or due to the non-supply of water --- thereby making the Pani Panchayats irrelevant and functionless.

#### RECORD-KEEPING

5.11 Apart from the quality of records, 23 Pani Panchayats do keep records and 7 don't. Even two 'good' Pani Panchayats do not keep records. Lack of record-keeping is highest in the 'no supply' villages, which is quite understandable.

If the Pani Panchayat is a committee of the Gram Panchayat, the duty of record keeping could fall on the Secretary of the Gram Panchayat, who is in possession of all records of the Gram Panchayat. In the case of PPs, out of 30, record-keeping is done by the Secretary in 8, in 6 by the Sarpanch, and in 16 it is the lineman, who is an employee of the GSWSSB, who keeps the record. Thus the Pani Panchayat is viewed more as a committee or an entity nominated by the GSWSSB, rather than as part and parcel of the Gram



Panchayat and Panchayat Raj System.

5.12 At present, it appears that the Pani Panchayat is viewed by the GSWSSB as a village-level body which is non-formal, non-statutory. Such a status has provided the requisite flexibility to make the Pani Panchayats a social organisation which can influence the Gram Panchayat through the common link of the Sarpanch; and through its moral authority it may regulate and control the proper use of the water supply and can provide village-level feedback for the overall operation of the scheme. For defining the status of the Pani Panchayat, we will have to await further analysis.

#### ISSUES DISCUSSED AT PANI PANCHAYAT MEETINGS

(Table 5.5)

5.13 The effectiveness and credibility of the Pani Panchayat will depend upon the issues it takes up for discussion, the decisions it takes and gets implemented. In all, 8 issues have been identified. How the role of the Pani Panchayat is perceived by the GSWSSB is abundantly reflected in the issues discussed at Pani Panchayat meetings (Figures in bracket denote frequency)

- (1) Action against those who waste water (24)
- (2) Removal of unhygienic conditions around the stand-post (15)
- (3) Action against those who break taps and valves (10)



- (4) Green fence around the stand-post (9)
- (5) Informing the Board about breakage of pipeline (3)

5.14 The issues that reflect the complaints and problems of the village community are also discussed.

(6) Irregular and unpunctual supply of water was the most widely discussed issue. If the Pani Panchayat is able to resolve the problem in the shortest possible time, it would substantially build its credibility and effectiveness.

(7) The attendance of Pani Panchayat meetings (3) also seems to be a problem, showing lack of interest and concern amongst the members. It also contributes towards its ineffectiveness.

(8) The items for repair and maintenance in stock are also discussed (2). This is an issue that could build up the image of the Pani Panchayat in the community.

5.15 Relating the status of Pani Panchayats with issues discussed by the Pani Panchayat, provides interesting findings.

(1) The 'good' FPs discuss all the 8 issues mentioned earlier. They play a dual role of satisfying the role perceived by the GSWSSB



and simultaneously reflecting and presenting the problems of the local community.

(2) The 'average' PPs also discuss the same issues, but with less frequency. They do not perceive attendance by members as an issue.

(3) The 'non-cooperative' or 'inactive' Pani Panchayats discuss action against those who waste water (4), removal of unhygienic conditions (3), irregular and interrupted supply of water (4) and actions against those who break the pipeline (1).

(4) 'No supply' Pani Panchayats mainly discuss irregular and unpunctual supply (4), action against those who waste water (2) and breakage of the pipeline (2). Other issues become irrelevant because of non-supply of water.

#### WHO ATTENDS PANI PANCHAYAT MEETINGS ?

(Table 5.5)

5.16 The GSWSSB can enhance and promote the image and effectiveness of the Pani Panchayat by deciding the level of representation of the Board at the meetings. The GSWSSB structure being hierarchical, the importance of the meeting can be judged by who represents the Board.





5.17 In 'good' Pani Panchayats, the Board is represented by the junior engineer, supervisor and mistry. In 'average' Pani Panchayats attendance by the supervisor and mistry is more common.

5.18 In 'non-cooperative' Pani Panchayats, only the supervisor attends the meeting; the junior engineer and mistry never attended it. In fact, to improve the effectiveness and to strengthen the Pani Panchayat of each village, the meetings should be attended by the junior engineer or even the executive engineer. These Pani Panchayats should be treated as special cases and should receive special treatment in terms of the level of participation, attendance, guidance and advice. The maintenance and repair of human relations with the Pani Panchayat is as much or perhaps more important than the installations or pipelines.

5.19 The relationship between the Pani Panchayat and the GSWSSB slides down to the lowest level when water supply stops. Whatever the reasons, the village community and the Pani Panchayat as its representative body, should not only receive a speedy restoration of supply, but also a sympathetic hearing and moral support from the GSWSSB during times of crisis.

#### ATTENDING TO COMPLAINTS

(Table 5.6)



5.20 One of the mechanisms affecting the Pani Panchayat would be who attends to the complaints, who communicates to the local office of the Board and what is the time lag in communication.

5.21 As will be observed from the tables, it is the Sarpanch who attends to the complaints in most cases. Second comes the lineman, who daily visits the branch line from his village. Others play an insignificant role; except in the case of 'non-cooperative' Pani Panchayats, where the members themselves go out to lodge the complaint.

5.22 At every village, the lineman is posted to check the pipeline and to maintain and repair local installations. He also sends daily reports to the Branch line office. In about 20 Pani Panchayats, the lineman immediately reports the complaint, while in 8 Pani Panchayats he reports as and when he is informed. This implies that the complaints are attended to by the Branch line without much delay. Only in 2 cases was he perceived to be reporting very late, adding to the inconvenience and hardship of the village communities.

#### HOW OLD ARE PANI PANCHAYATS ?

5.23 Has the effectiveness of the Pani Panchayat anything to do with their age? Do they need time and experience to be effective? Most 'good' and 'average' Pani Panchayats are three years old. However, even



those established in the last one year are also functioning well. Surprisingly, all the 4 'inactive' FFs are also two or three years old and yet are ineffective in preventing wastage of water and damage to installation. In 'no supply' villages their formation ranges from 1 to 3 years.

5.24 This leads us to understand that as soon as a Pani Panchayat is set up and is found to be problematic, the GSWSSB should start strategic action to correct and protect it, and should not wait for an 'automatic' correction. But what actions can be taken?

#### PREVENTION OF WASTE OF WATER

(Table 5.7)

5.25 The top-most indicator of the effectiveness of a PP is that it is able to prevent the waste of water. The Pani Panchayats were asked about what measures can be taken for preventing the waste of water. 19 Pani Panchayats responded that no such waste of water takes place. Others made suggestions which are noted below in the order of frequency :

- |  |      |
|--|------|
| (1) warning and fine                               | (11) |
| (2) persuasion and a contribution towards welfare  | (17) |
| (3) informing the Sarpanch and engaging a watchman | (7)  |

5.26 The 'inactive' Pani Panchayats recommended



fines and compulsory contributions towards charitable purposes. The actual actions taken against the defaulters are given below in the order of frequency.

(1) imposing fines	(16)
(2) giving warnings	(9)
(3) persuasion	(11)
(4) compulsory contribution to a charitable fund	(6)
(5) police complaints	(5)
(6) taking the person to the Board's office	(2)

5.27 Imposing fines has been the most favoured action amongst inactive Pani Panchayats. Even persuasion and warning rank high as actions against the defaulters. The list provides a good spectrum of proposed actions.

#### DAMAGE AND RESTORATION OF VILLAGE INSTALLATIONS

(Table 5.8)

5.28 Another concern of the Board has been the damage done to local installations. A good Pani Panchayat can prevent it and bring punitive action against the culprits.

5.29 18 Pani Panchayats responded that no such damage occurs to their installations. In 'good' Pani Panchayats a fine is imposed and possibly collected, which has a salutary effect. The 'average' Pani





Panchayats recommend police action which is not possible -- these being essential service installations and public property. Whether or not police protection is actually given, any concern and support shown to Pani Panchayats and the Board by police authorities would put a check on such anti-social activities.

5.30 Most damage is repaired immediately, reported by 25 Pani Panchayats, and within 2-4 days in the case of the rest. This is really a good performance by the linemen and the Board.

#### **BREAKAGE OF PIPELINE & ITS RESTORATION**

(Table 5.9)

5.31 Brealage of the pipeline, seriously disrupting the water supply, has been one of the major anxieties of the GSWSSB.

5.32 The Sarpanches were asked, who breaks the pipeline? 18 Pani Panchayats including 6 'no supply' and 4 'inactive' Pani Panchayats reported that no such brealage took place. But the 'average' Pani Panchayats reported that the cause was cattle-herders (2) or tree roots (8).

5.33 Even if a major break-down takes place, 25 Pani Panchayats reported that most repair and restoration was carried out immediately, 4 Pani Panchayats said that it took from a week to a fortnight. In the case of only 1



Pani Panchayat were they 'not sure' of the time taken for restoration. Here too, the GSWSSB has responded quite well to such village crises, and the Pani Panchayat should feel strengthened by it.

#### TOTAL STOPPAGE OF WATER SUPPLY

(Table 5.10)

5.34 Often there is a complete stoppage of water supply. The frequency is higher with tail-end villages especially during summer months. 21 Pani Panchayats experienced such stoppage last summer. What is most intriguing is that the 'inactive' Pani Panchayats do not experience the stoppage of water. This may be due to their proximity to head-works and booster-stations. Total stoppage takes place during the summer due to a fall in the water-supply and due to a rise in demand and consumption, or due to the malfunctioning of the distribution system at some point.

#### DURATION OF STOPPAGE

5.35 Out of 30 Pani Panchayats, 10 did not experience any stoppage during the summer, 9 Pani Panchayats experienced a week's stoppage and 5 Pani Panchayats a fortnight's. 2 Pani Panchayats experienced one month's and 4 Pani Panchayats about 2 month's stoppage. The 'good' Pani Panchayats also experienced one to two month's stoppage.



## ALTERNATIVE WATER RESOURCES

5.36 Whatever the reasons and the duration of the stoppage of water-supply, the village committees in such a situation have to switch over to alternative water resources that are available. In a good monsoon year, 16 Pani Panchayats depend upon tank water and 15 on private bore wells in the villages, 2 Pani Panchayats depend upon public wells and another 2 PPs on public bore wells. 3 PPs depend upon private wells and 3 PPs bring water by cart from neighbouring villages.

5.37 It is significant here that the water tanks are owned by the Gram Panchayat, and its maintenance, repair and upkeep in clean hygienic conditions is one of its basic responsibilities. Same is the case with public wells and public tubewells. These community-owned water resources also influence a village's health status.

5.38 If these alternative water resources are conserved, augmented and improved by the Gram Panchayats and the Pani Panchayats, both can play a crucial planning and developmental role.

5.39 Can the GSWSSB play a developmental role for augmenting alternative sources? Would the term 'water supply' include all the alternative sources? What would be the structure and cost of such a development? How can it be shared with the 'local community' and with other departmental development schemes like the Desert Development Scheme or the



arrivestation of micro watershed development projects? Can it share costs with the dairy-development programme?

5.40 It should also be noted that 15 villages depend upon private bore-wells whenever piped water-supply stops. The private bore-wells are basically for agricultural purpose. The owner often sells water at a negotiated price, to neighbouring land-owning farmers. The community members get it free of cost whenever piped water-supply stops.

5.41 For the planning and management of water resources, a comprehensive view will have to be taken, and it should be linked up with other developmental plans of the village.

5.42 The cost of supplying water by a tanker or bullock-cart should also be taken into consideration when planning for alternative water-resources development.

#### STRENGTHENING PANI PANCHAYATS : ACTION BY THE GSWSSB

(Table 5.12)

5.43 The Sarpanches were also asked to make suggestions about the GSWSSB's role in strengthening the Pani Panchayat. Though some of the responses are repetitive, yet a number of useful ideas have emerged.

5.44 They are recorded below according to their frequency :

- (1) PP members should be provided with items for maintenance and repair of installations

(14)





- |      |  |      |
|------|--|------|
| (2)  | An honorarium should be paid to<br>PP members                        | (12) |
| (3)  | Deputy Executive Engineers should<br>meet the PP members every month | (9)  |
| (4)  | Advice and guidance should be provided<br>to PP members              | (9)  |
| (5)  | PP members should be trained   | (6)  |
| (6)  | The PP should be reconstituted<br>every year                         | (5)  |
| (7)  | PP members should have an educational<br>level of 6th standard       | (4)  |
| (8)  | A PP meeting should be convened<br>every month                       | (3)  |
| (9)  | PP members should be elected   | (2)  |
| (10) | A telephone should be installed at<br>one of the PP member's house   | (1)  |
| (11) | The water tax should be lowered                                      | (1)  |

5.45 The above suggestions may be summarised in the following areas of operation :

- (a) Reconstitution of the Pani Panchayat on the basis of election, with members having an educational level of 6th standard;
- (b) advice, guidance and training of PP members;
- (c) provision of items for maintenance and, repair, and telephones at PP level;
- (d) The PP members should be paid an honorarium for their work.



5.45 The last suggestion (d) needs special consideration. As the lineman, who represents the Board in the Pani Panchayat, is an employee of the Board, the members also expect some monetary compensation for their Pani Panchayat work. This suggestion should be analysed in terms of cost-efficiency and functions of the Pani Panchayat.

#### GENERAL COMMENTS AND CRITICISM

(Table 5.13)

5.47 The Sarpanches were also asked to offer suggestions, comments and criticism, on subjects not covered earlier, or on points they would like to reiterate. 12 suggestions received are presented below according to frequency and area of action :

#### 5.48 (a) Function of GSWSSB :

- |   |      |
|---|------|
| (1) Water supply should be punctual and regular                           | (20) |
| (2) Installations should be regularly cleaned                             | (9)  |
| (3) Items of maintenance should be provided                               | (8)  |
| (4) Irregular attendance and lack of interest by the Board representative | (7)  |
| (5) Lineman's work is satisfactory  | (4)  |
| (6) Lineman's work is not satisfactory                                    | (3)  |

#### (b) Functioning of the Pani Panchayat :

- |                         |     |
|-------------------------|-----|
| (1) PP functioning well | (8) |
|-------------------------|-----|



- |  |     |
|--|-----|
| (2) FP does not discharge its duty               | (3) |
| (3) Adequate representation of all social groups | (5) |
| (4) Sarpanch not invited to the meeting          | (4) |
| (5) Honorarium to Pani Panchayat members         | (4) |
| (6) Water tax should be lowered                  | (2) |

5.49 The suggestions in group (a) above relate to the functioning of the scheme at the local level and its performance can be improved immediately without extra cost.

However, the suggestions pertaining to the attitude of the Board staff towards the Pani Panchayat and its members, and not inviting the Sarpanches to Pani Panchayat meetings is likely to create an adverse impact on the Pani Panchayat. The attitude and behaviour of the staff member towards the Pani Panchayat, if properly oriented and attended to, can substantially contribute towards its effectiveness.

Other suggestions being repetitive will be dealt with separately.

#### CONTRIBUTION OF THE PANI PANCHAYAT TOWARDS COSTS

(Table 5.14)

5.50 One of the basic criteria for judging the participation of the village community in the management of regional water-supply schemes would be their willingness and actual contribution towards maintenance and operational costs. From the Board's point of view, a monetary



contribution is the most genuine form of participation in management, and a concrete step towards self-management or community-based management.

5.51 To ascertain the facts, we asked the Sarpanches about the water tax. Their responses are presented in Table 5.14.

It may also be noted here that we also carried out a small study on water tax, its level of collection, alternative water resources and its management. The findings are presented immediately after an analysis of their responses.

5.52 All the Gram Panchayats have imposed water tax ranging from Rs. 5 to 20 per household.

However, out of 30 villages, it is collected in 19 and not collected in 11. Out of the 11 non-paying villages, 5 are 'no supply' villages, 4 are in 'average' category and one each in 'good' and 'inactive' category. Non-collection is due to non-payment or due to lack of will and capacity to collect tax. This needs to be further analysed.

5.53 The second category of responses to the question, whether water tax is paid or not, were these : 20 out of 30 villages paid the taxes, while 3 'good' and 2 'average' Pani Panchayats did not pay.

5.54 The third question was about problems in payment.





Only 5 Pani Panchayats responded that there were some difficulties, while an overwhelming 25 saw no difficulty in payment.

5.57 If we leave aside 'no supply' villages, we will have to find out whether the water tax is not collected or simply not paid. Is it non-collection or poor collection? What influences water tax collection levels? The answers will be found after we go through an analysis of the field-data collected through a small study.

## ALTERNATIVE WATER RESOURCES : WATER TAX COLLECTION

### A FIELD STUDY

5.56 Though the piped drinking water is supplied to the village-community and their livestock, water is also required for other domestic uses like bathing, washing and cleaning. It is also needed for agricultural and non-domestic uses.

5.57 With a view to finding out what the alternative sources of water-supply are, how they are used, and whether the village Panchayats are able to collect taxes (or cess) to manage and run them, we carried out a field study.

### CRITERION OF SELECTION

5.58 Totally 30 villages, 17 in Radhanpur taluka and 13 in Santhalpur taluka were selected on the basis of (a) availability of alternative sources like bore-wells and water tanks or atleast one of the two. The data collected provides broad indications of the status of alternative water



resources, its use and its relationship with the mobilisation of tax resources to maintain and run them.

#### TOWARD COMMUNITY MANAGEMENT

5.59 This indicative data can provide guidance about planning for a community management of water-resources, and the conditions and capabilities of the communities to finance and manage them. It also provides indications as to what extent and how the drinking water supply scheme can be made community-financed, community managed, and to what extent outside support in terms of, finances and management would be required.

#### VARIATION IN TAX COLLECTION

5.60 In almost all the Gram Panchayats, per-house water tax has been imposed ranging from Rs. 5 to 20. However, the actual collection has varied due to several reasons. (Refer Table 5.15)

- (a) In the tail-end villages of Santhalpur taluka, the piped water does not reach; bore-wells are non-functional or saline or have failed; and tank water dries up immediately after the monsoon. Water tax is simply not paid by six villages on the grounds of 'no water supply, no water tax'.
- (b) During those years when people survive on relief work or live on their past savings,



incur debt, or survive by migrating, the water tax collection level goes down in almost all villages. It improves when there is adequate rainfall.

- (c) Even in 'normal' or 'good' years, percentages of water tax collection varies from village to village which reflects (i) the capacity or willingness of the households to pay taxes on one hand, and (ii) willingness and capability of the GP to collect the taxes on the other.

5.61 It should also be noted here that the village communities will judge the effectiveness of the Gram Panchayat on the basis of the availability of water from all available sources i.e. from (i) GSWSSB installations, (ii) bore-wells and (iii) water tanks. (Refer to Table 5.18)

#### MANAGEMENT OF BORE-WELLS

5.62 The status of public bore-wells in the villages under study, also reflect the capability in terms of (a) management and (b) resource-utilisation of the Gram Panchayats. (Refer to Table 5.17 and 5.20)

5.63 Can the integrated view of the water-supply from all available water-resources support the rural communities in mobilising its resources as a contribution towards the water-supply? Further, is it also possible to plan for increasing their capacity to pay water tax by neutralising



the impact of drought by taking drought-proofing measures? How can the income-flow which is dependent on scanty rain-fed agriculture be transformed to a sustained income-flow with the help of animal-husbandry, craft-work or eco-regeneration programmes?

#### WATER SALE FROM PUBLIC RESOURCES

5.64 Out of 30 villages studied, in the village of Gokhantar in Santhalpur taluka, bore-well water is sold by the Gram Panchayat for agricultural purpose. And in Satun village of Radhanpur taluka, tank water is sold for agricultural purpose.

5.65 The water from bore-wells was sold by auction for the price of Rs. 5,000 for the season in the good monsoon years of 1988-89 and 1989-90. During the three drought years preceding it, water was not auctioned.

Similarly, tank water at Satun village was auctioned for Rs. 2,000 for the season in the last two good monsoon years. In the earlier three years of drought, no auction took place.

#### WATER : MULTI-USE INPUT

5.66 What is suggested here is that water is also a highly scarce agricultural input and fetches market value, wherever it is available. We have observed in other chapters of this report that several communities depend upon privately owned bore-wells for drinking water. In addition to public





bore-wells and tanks, there are a good number of private bore-wells, whose water also fetches market value. It is used for (a) saving the first crop in case of insufficient rains in the monsoon and (b) to raise a second crop during winter.

5.67 Similarly, surface rainwater, if properly harvested in publicly-owned water tanks by a water-shed treatment, can reduce the strain on demand for drinking water, and supply additional water for domestic use. It is also a potential income-generator for the Gram Panchayat. The water can also be used for fodder plantation or fodder farms. (Refer to Table 5.19)

#### DRINKING WATER : INVESTMENT IN SOCIAL INFRASTRUCTURE

5.68 The piped drinking-water supply scheme, if viewed as a basic economic investment in the region, having multiple long-term social benefits in terms of health and stabilisation of communities and for creating a developmental impact, can lead to other water-related schemes which will have to be perceived, formulated and executed on these lines. Water will have to be seen as a socially high-cost, high-price developmental input, and it should be developed and supplied for maximum social gain. The prevalent market-rate of water charged by private owners of bore-wells provides valuable data, which can guide the formulation of schemes for the development of publicly-owned water resources and its socially gainful supply management at community and inter-



community level. Several such exercises for developing community resources through water resources development will have to be gone through. It will need strong linkages with and uses which can strengthen the community against drought and hostile geo-climatic conditions.

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TABLE NO : 5.1

Pani Panchayats classified according to (a) method of nomination of members, (b) being co-terminus with Gram Panchayats, (c) basis of reconstitution

Sr. No.	D E T A I L S	T Y P E O F P A N I P A N C H A Y A T S			
		(a) How are members nominated ?	GOOD No.	AVERAGE % No.	INACTIVE % No.
1	In consultation with Sarpanch	7	7	2	4
2	In consultation with community leaders	7	6	2	4
3	In consultation with school teacher	0	0	-	-
4	In consultation with lineaman	0	0	-	-
Total responses		14	13	4	8
(b) Should PFs be reconstituted after a new Gram Panchayat is elected?					
1	Yes	10	10	4	6
2	No	0	0	-	-
Total responses		10	10	4	6
(c) How should PFs be constituted?					
1	All members should be elected	6	6	3	2
2	Board should nominate the members	0	1	-	-
3	Should be nominated on the advice of the Sarpanch	7	6	3	6
4	It is better if all the members are women	4	6	1	1
Total responses		17	19	7	9



TABLE NO : 5.2

PP members classified according to gender, age, education.

Sr. No.	D E T A I L S		T Y P E O F P A N I P A N C H A Y A T S							
	G E N D E R		GOOD	AVERAGE		INACTIVE		NO SUPPLY		
			No.	% No.	% No.	% No.	% No.	%		
1	Male		44	67%	41	68%	15	68%	30	75%
2	Female		22	33%	19	32%	7	32%	10	25%
Total Responses			66	100%	60	100%	22	100%	40	100%
A G E G R O U P (in years)										
1	21 to 30		14	21%	17	28%	4	18%	5	12%
2	31 to 40		17	26%	19	32%	11	50%	16	40%
3	41 to 50		22	33%	17	28%	5	23%	13	33%
4	51 to 60		13	20%	7	12%	2	9%	4	10%
5	60 and above		0	0	0	0	0	0	2	5%
Total Responses			66	100%	60	100%	22	100%	40	100%
E D U C A T I O N A L L E V E L										
1	Illiterate		26	39%	32	54%	9	36%	26	65%
2	Std. 1 to 7		37	56%	23	38%	11	50%	12	30%
3	Std. 8 to 10		3	5%	2	3%	2	14%	2	5%
4	Std. 11 to 12		0	0	2	3%	0	0	0	0
5	Std. above 12		0	0	1	2%	0	0	0	0
Total Responses			66	100%	60	100%	22	100%	40	100%





TABLE NO : 5.3

PP Members classified according to occupation, designation.

Sr. No.	D E T A I L S OCCUPATION	T Y P E O F P A M I P A N C H A Y A T S							
		GOOD No.	%	AVERAGE No.	%	INACTIVE No.	%	NO SUPPLY No.	%
1	Agriculture	40	60%	39	65%	11	50%	19	48%
2	Lineman	9	13%	10	17%	4	18%	6	15%
3	Domestic work	12	18%	9	15%	6	27%	7	18%
4	Primary teacher	2	3%	0	0	-	-	6	15%
5	Religious Services	1	2%	0	0	-	-	1	2%
6	Labour	2	3%	2	3%	1	5%	1	2%
Total Responses		66	100%	60	100%	22	100%	40	100%

## DESIGNATION IN PPs

1	President	9	73%	10	65%	4	18%	5	14%
2	Vice-President	5	7%	6	10%	0	0	1	2%
3	Member	48	14%	39	17%	14	77%	28	70%
4	Lineman	4	6%	5	8%	4	5%	6	14%
Total		66	100%	60	100%	22	100%	40	100%



TABLE NO : 5.4

PP classified according to (1) periodicity of meeting,  
(2) record keeping, (3) Record-keeper.

Sr. No.	D E T A I L S Periodicity of PP meetings	T Y P E O F P A N I P A N C H A Y A T S							
		G O O D		A V E R A G E		I N A C T I V E		N O S U P P L Y	
		No.	% No.	No.	% No.	No.	% No.	No.	% No.
1	Every month	5	50%	5	50%	1	25%	2	33%
2	Every three months	2	20%	4	40%	2	50%	-	-
3	Every six months	0	0	0	0	-	-	-	-
4	Every twelve months	0	0	0	0	-	-	-	-
5	As and when required	3	30%	1	10%	1	25%	4	67%
Total responses		10	100%	10	100%	4	100%	6	100%

Whether minutes are recorded?

1	Yes	8	80%	9	90%	3	75%	3	50%
2	No	2	20%	1	10%	1	25%	3	50%
Total responses		10	100%	10	100%	4	100%	6	100%

Who keeps the record of the minutes?

1	Linean	6	60%	6	60%	2	50%	2	33%
2	Graa Panchayat Secretary	1	10%	2	10%	-	-	2	33%
3	Sarpanch	1	10%	1	10%	2	50%	2	34%
4	None	2	20%	1	20%	-	-	-	-
Total responses		10	100%	10	100%	4	100%	6	100%



TABLE NO : 5.5

PP classified according to topics discussed at the meeting,  
and level of representation of GSWSSB at the meeting.

Sr. No.	D E T A I L S Topics discussed at the PP meeting	T Y P E O F P A N I P A N C H A Y A T S				T O T A L F R R E S O U R C E S
		GOOD No.	AVERAGE FR No.	INACTIVE FR No.	NO SUPPLY FR No.	
1	Irregular and unpunctual supply of water	8	7	3	4	22
2	Removal of unhygienic conditions around stand post	7	4	3	1	15
3	Action against those who waste water	9	9	4	2	24
4	Attendance at PP meetings	3	-	-	-	3
5	Action against those who break taps, valves, etc.	5	2	1	2	10
6	Green fence around the stand-post	3	5	-	1	9
7	The stocking of spares of repair and maintenance	1	1	-	-	2
8	Informing Board about damage to the pipeline	2	1	-	-	3
Total responses		38	29	11	10	88
Who represents GSWSSB at the meeting?		FR No.	FR No.	FR No.	FR No.	
1	Junior Engineer	3	1	-	-	
2	Mistry	3	6	-	-	
3	Clerk	1	0	-	-	
4	Supervisor	7	5	4	4	
5	None	-	-	-	2	
Total responses		14	12	4	6	



TABLE NO : 5.6

PF classified according to (a) who attends to complaints, (b) period of formulating, (c) time taken by lineman to attend to the complaint

Sr. No.	D E T A I L S	T Y P E O F P A N I P A N C H A Y A T S			
		(a) Who attends to complaints from PF?	GOOD No.	AVERAGE % No.	INACTIVE % No.
1	Male	5	10	3	5
2	Female	3	-	1	1
3	PF members	1	-	2	-
4	Other leaders	1	-	-	-
Total Responses		10	10	6	6
(b) Period of formulating of PP					
1	Six months	1	1	-	-
2	One year	1	0	-	2
3	One and a half years	0	0	-	1
4	Two years	3	3	2	2
5	Three years	5	6	2	1
Total Responses		10	10	4	6
(c) Time taken by lineman to register with GSMSSB					
1	Immediately	5	7	3	5
2	As and when informed	5	2	1	-
3	At his convenience	0	0	-	-
4	Very late	0	1	-	1
Total Responses		10	10	4	6





TABLE NO : 5.7

FP classified according to (a) measures taken to stop waste of water,  
(b) actions against those who waste water.

Sr. No.	DETAILS	TYPE OF PANI PANCHAYATS				TOTAL % RESPONSES
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.	
1	No waste of water takes place	7	7	-	5	19
2	Warning and fine	4	3	3	1	11
3	Persuasion and contribution towards welfare	0	6	1	0	7
4	Informing Sarpanch and engaging a watch	6	1	-	0	7
Total Responses		17	17	4	6	44
(b) What actions are taken against those who waste water?						
1	Stern warning	4	2	1	2	9
2	Persuasion	5	5	1	-	11
3	Taking the person to GSWSSB office	2	0	-	-	2
4	Imposing fines	6	4	4	2	16
5	Police complaints	1	3	1	-	5
6	Compulsory contribution to charitable fund	2	2	-	2	6
7	Nothing is done	0	0	-	-	0
Total Responses		20	16	7	6	49



TABLE NO : 5.8

PP classified according to (a) action taken against those who damage local installations, (b) time taken in repairing it.

Sr. No.	D E T A I L S	TYPE OF PAMI PANCHAYATS				RESPONSES
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.	
1	To recover the value of item damaged	0	1	-	-	1
2	Police complaint	0	4	-	1	5
3	Imposed fine	4	2	1	1	8
4	Given warning	0	1	-	-	1
5	No damage takes place	6	5	3	4	18
Total Responses		10	13	4	6	33

(b) Time taken in repairing the damage

1	Immediately	6	6	3	5	20
2	2 - 4 days	4	3	1	1	9
3	One week	0	0	-	-	-
4	15 days	0	1	-	-	1
5	One month	0	0	-	-	-
Total Responses		10	10	4	6	30



TABLE MD : 5.9

PP classified according to (a) their perception as to who breaks the pipeline and (b) how long it takes to repair.

Sr. No.	D E T A I L S (a) Perception as to who breaks the pipeline	T Y P E O F P A M I P A M C H A Y A T S				R E S P O N S E S
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.	
1	Anti-social elements	1	0	-	-	1
2	Cattle-breakers	0	2	-	-	2
3	Tree roots	1	8	-	-	9
4	No breakage	8	0	4	6	18
Total Responses		10	10	4	6	30
(b) How long does it take to repair the pipeline?						
1	Immediately	10	6	4	5	25
2	Within a week	0	2	-	1	3
3	Within a fortnight	0	1	-	-	1
4	Within a month	0	0	-	-	-
5	Not sure	0	1	-	-	1
Total Responses		10	10	4	6	30



TABLE NO : 5.10

PF classified according to (a) stoppage of water supply last summer, (b) duration of stoppage, (c) alternative water resources relied upon. status of PF

Sr. No.	D E T A I L S (a) Whether the water supply stopped last summer	T Y P E O F P A N I P A N C H A Y A T S				R E S P O N S E S				
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.	%	%			
1	Yes	7	70%	8	80%	-	-	6	-	21
2	No	3	30%	2	20%	4	-	-	-	9
Total Responses		10	100%	10	100%	4	-	6	-	30

## (b) Duration of the stoppage

1	One week	6	60%	2	20%	-	-	1	-	9
2	A fortnight	1	10%	2	20%	-	-	2	-	5
3	One month	0	0	1	10%	-	-	1	-	2
4	Two months	0	0	2	20%	-	-	2	-	4
5	Supply did not stop	3	30%	3	30%	4	-	-	-	10
Total Responses		10	100%	10	100%	4	-	6	-	30

## (c) Alternative water resources relied upon during stoppage

1	Tank	3	5	2	6					16
2	Public bore-well	0	2	-	-					2
3	Public well	1	1	-	-					2
4	Private bore-well	6	6	2	1					15
5	Private well	2	0	1	-					3
6	River-bed dug-well	0	0	-	-					-
7	From other village by cart	1	1	-	1					3
8	From other village by tanker	1	0	-	-					1
Total Responses		14	15	5	8					42





TABLE NO : 5.11

## Suggestions for making PPs effective

Sr. No.	D.E T A I L S	TYPE OF PANI PANCHAYATS			
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY %
1	Every month regular meetings should be convened	6	6	2	2
2	Resolution of the PP should reach branch-line office immediately	0	5	-	1
3	Minutes of the meeting kept by lineaman should be circulated to PP members	6	5	-	-
4	PP should be democratically elected every year	6	3	2	-
5	PP members should be paid an honorarium	4	3	2	-
6	PP members should be trained	5	4	2	2
7	All social groups should be duly represented in the PP	4	0	-	-
Total Responses		31	26	8	5



TABLE NO : 5.12

Suggestions for GSWSSB to strengthen PPs.

Sr. No.	D E T A I L S What action should GSWSSB take to strengthen PPs?	T Y P E O F P A N I P A N C H A Y A T S			
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.
1	PP members should be trained	2	3	2	1
2	Deputy Executive Engineer to visit PP members every month	3	4	1	1
3	PP members should have a minimum educational level of 6th standard	2	0	2	-
4	PP members should be provided items for repair and maintenance	7	5	1	1
5	A telephone should be installed with one of the PP members	0	1	-	-
6	An honorarium should be paid to members	6	4	2	-
7	A PP meeting should be convened without delay every month	2	1	-	-
8	PP members should be elected	1	1	-	-
9	Every year PPs should be reconstituted	1	4	-	-
10	Advice and guidance should be provided to PP members	4	2	1	2
11	Water tax should be lowered	1	0	-	-
Total Responses		29	25	9	5



TABLE NO : 5.13

General suggestions, comments, criticisms of PP members.

Sr. No.	D E T A I L S General suggestions, comments, criticisms	T Y P E O F P A N I P A N C H A Y A T S			
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.
1	Honorarium should be paid to PP members	2	1	1	-
2	Water supply should be punctual & regular	7	8	-	5
3	Stands-posts and troughs should be regularly cleaned	4	4	1	-
4	Items for cleaning should be stocked with brushes	4	4	-	-
5	PP has no problems	3	4	1	-
6	Irregular attendance and arrogant behaviour	1	3	-	3
7	All social groups should be provided adequate representation	2	3	-	-
8	PP is not discharging its duties	1	0	-	2
9	Sarpanch is not invited to PP meetings	1	2	-	2
10	Linean's work is not satisfactory	1	1	-	2
11	Water tax should be lowered	0	2	-	-
12	Linean's work is satisfactory	0	3	-	-
Total Responses		26	35	3	14



TABLE NO : 5.14

PP classified according to (a) water tax collected, (b) whether it is paid and (c) problem in paying water tax.

Sr. No.	D E T A I L S	T Y P E O F P A N I P A N C H A Y A T S			
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY %
<b>(a) Whether water tax is collected?</b>					
1	Yes	9	6	3	1
2	No	1	4	1	5
Total Responses		10	10	4	6
<b>(b) Whether it is paid?</b>					
1	Yes	7	8	4	1
2	No	3	2	-	5
Total Responses		10	10	4	6
<b>(c) Will there be difficulty in paying a water tax?</b>					
1	Yes	0	2	1	2
2	No	10	8	3	4
Total Responses		10	10	4	6





Table No. 5.15

Villages distributed according to the level of water tax imposed by the Gram Panchayat

Sr. No.	Level of water tax and its basis	Radhanpur Taluka, No. of villages	Santhalpur Taluka, No. of villages	Total No. of villages
1.	Rs. 5/- per house	11	4	15
2.	Rs. 10/- per house	6	-	6
3.	Rs. 20/- per house	-	3	3
4.	Non-paying villages	-	6	6
Total		17	13	30



Table No. 5.16

Number of villages distributed according to year-wise percentage of water tax collection

Sr. No.	Year	%age of actual collection	Radhanpur Taluka, No of villages	Santhalpur Taluka, No of villages	Total No. of villages
1.	1985-86	1-25	9	4	13
		26-50	8	2	10
		51-75	-	1	1
		76-100	-	-	-
2.	1986-87	1-25	8	4	12
		26-50	8	-	8
		51-75	-	2	2
		76-100	1	1	2
3.	1987-88	1-25	5	-	5
		26-50	8	-	8
		51-75	3	4	7
		76-100	1	3	4
4.	1988-89	1-25	-	-	-
		26-50	6	2	8
		51-75	9	3	12
		76-100	2	2	4
5.	1989-90	1-25	-	-	-
		26-50	9	-	9
		51-75	5	7	12
		76-100	3	-	3
6.	Non-paying villages	-	6	6	



Table No. 5.17

Villages distributed according to the ownership and management of public bore-wells for drinking water

Sr. No.	Ownership/management of bore-wells	Radhanpur Taluka, No of villages	Santhalpur Taluka, No of villages	Total No. of villages
1.	Gram Panchayat	14	10	24
2.	Gujarat Water Resources Development Fund	-	2	2
3.	No public bore-wells	3	1	4
Total		17	13	30



Table No. 5.18

Villages distributed according to the Status of bore-well as an alternative source of water supply

Sr. No.	Status of bore-well	Radhanpur Taluka, No of villages	Santhalpur Taluka, No of villages	Total No. of villages
1.	Bore-well is working	3	1	4
2.	Bore-well water has gone saline	2	-	2
3.	No electricity connection to run the bore-well	-	2	2
4.	No bore-well in the village	3	2	5
5.	Bore-well has failed	-	3	3
6.	No money with Gram Panchayat to repair bore-well	4	-	4
7.	Electricity supply disconnected because of non-payment of dues	2	-	2
8.	Bore-well not working	3	5	8
Total		17	13	30





Table No. 5.19

Villages distributed according to the uses of Tank water according to the head of Gram Panchayat

Sr. No.	Purpose of use of Tank water	Kadhanpur Taluka, No of villages	Santhalpur Taluka, No of villages	Total No. of villages
1.	Domestic use	17	13	30
2.	Animal use	15	13	28
3.	Drinking use (human consumption)	14	9	23
4.	Agricultural use village	1	1	2

Note: Whenever and for whatever period of the year it is available, tank water has more than one use. Frequency in the table shows priority in use. table shows priority in use.



Table No. 5.20

Villages distributed according to percentage of water tax collection by the GP

Sr. No.	% of water tax collection	Radhanpur Taluka, No of villages	Santhalpur Taluka, No of villages	Total No. of villages
1.	40% collection	5	2	7
2.	50% "	1	5	6
3.	60% "	5	-	5
4.	70% "	3	-	3
5.	80% "	1	-	1
6.	90% "	1	-	1
7.	100% "	1	-	1
8.	No collection	-	6	6
<b>Total</b>		<b>17</b>	<b>13</b>	<b>30</b>



## CHAPTER : 6

### LINEMAN : THE VITAL LINK OF A PANI PANCHAYAT

#### WHY LINEMAN?

6.1 At village level, the GSWSSB is represented by the lineman or linewoman(LM) who is the lowest functionary in the institutional heirarchy. He or she is in almost all cases a local person, resides in the village and provides maintenance and repair services. He or she is also a member of the PP and often convenes PP meetings and keeps records. He or she daily visits the Branch-line office and provides information about the working of the scheme, also passing information from the Branch-line office to the PP. This is a live channel of communication. It is the attitude, behavibur and performance at village level of the lineman, that would determine the quality of relationship between the PP and the GSWSSB -- and more critically, the effectiveness of the Pani Panchayat.

6.2 Due to the significant and pivotal role they play, we decided to carry out a field-study of the linemen of the PPs selected on the basis of their performance. We have also included linemen of six villages, with 'no supply'.

6.3 The questionnaire was filled canvassed after personal interviews with each lineman. Their responses



are tabulated and the analysis is presented in the following paragraphs.

#### AGE GROUP

6.4 Out of 30 linemen, 28 are below 35 years of age and 8 are between 18 to 25 years old. Most of them are in a trainable age-group and after some intensive training, can play a vital role in making the PF effective, and in fostering a harmonious community relationship (Table 6.1).

#### EDUCATIONAL LEVEL

6.5 17 linemen have received primary education, 7 secondary education, and 6 are illiterate. With a favourable educational level, along with practical maintenance and repair training, linemen can be given an intensive training in record-keeping, complaint processing and community relationship through reading material supported by visual aids (Table 6.1).

#### OTHER OCCUPATION

6.6 A lineman's work is a full-time job in terms of duties and hours of availability. 12 linemen have no other economic activity and 6 work as casual labours in the agricultural season. 12 also work in agricultural operations on their own land. 19 linemen are landless, which means that the wages from GSWSSB is their only source of income (Table 6.1).





## LENGTH OF SERVICE : WAGE LEVEL

6.7 Almost all the linemen (28 out of 30) are working with the GSWSSB for more than three years. Only two have worked for 1.5 to 2 years (Table 6.2).

6.8 The linemen are hired on a daily-wage basis. The monthly wage-income for 14 of them is Rs.500-700 and 17 earn more than Rs.700 (Table 6.2).

## TRAINING

6.9 Out of 30, 27 linemen knew about the training offered by the GSWSSB and 3 did not know. However, only 6 had undergone a training and 24 had not yet. For 'inactive' and 'no supply' category of PPs, no linemen have been sent for training (Table 6.3).

6.10 Though only 6 had undergone training, 14 knew about what the training entailed. They are presented below according to frequency of responses :

(1)	How to repair pipe-lines	(6)
(2)	How to repair stand-posts	(3)
(3)	How to repair tools & equipment	(2)
(4)	Knowledge about regular supply of water	(2)
(5)	How to procure materials from stores	(1)

6.11 A strong component of repair and maintenance is a thorough training. However, along with the technical training, how to work with the community and make the PP



an effective organisation is an equally important component and it should be introduced as early as possible (Table 6.3).

6.12 The untrained lineman should be covered under a well-planned and balanced training programme. It will contribute towards improvement in community relations, vitalising the PF and developing a positive relationship and attitude towards the GSWSSB (Table 6.3).

#### MEETING OF LINEMEN

6.13 The linemen are expected to report daily at the Branch-line office. However, the question is whether a formal joint meeting takes place or not. Their responses are recorded in terms of frequency.

Meeting takes place --		
(1)	as and when required	(10)
(2)	monthly	(8)
(3)	fortnightly	(6)
(4)	bi-monthly	(4)
(5)	quarterly	(1)
(6)	yearly	(1)

6.14 The Branch-line meetings can be a high-potential opportunity for participatory training in imparting technical as well as human-relationship skills. However, to harness this potential, the Junior Engineers will have to be trained and provided with



models of training material, including audio-visual aids (Table 6.3).

6.15 In fact, the linemen can be trained to do extension work for development activities and programmes in the field of (a) health, (b) water resource development, (c) ecological regeneration and (d) enlivening the FF.

#### MEETINGS OF THE PANI PANCHAYAT

6.16 All the linemen, without exception, attend PP meetings. However, the frequency of such meetings are widely different. 14 PPs meet as and when required, implying sensitivity to the need and delay. However, 8 meet every month, 3 every two months and 2 once a year. Interestingly, 50 per cent of 'good' and 'average' PPs meet as and when required. It is not possible to establish a co-relationship between the regularity of meetings and effectiveness of PPs (Table 6.4).

6.17 The resolutions and decisions of the PPs are communicated to the GSWSSB by the Sarpanch in 18 PPs, and by the linemen in 7 PPs. Some other procedure is followed by 3 PPs.

6.18 In total, 18 PPs convey their complaints orally and 7 PPs in writing. In this situation, it would be difficult to find out whether a complaint is attended to or not, and how-long it took to attend it (i.e. the time-



lag between recording and redressing a complaint) (Table 6.4).

#### PREVENTION OF WASTE OF WATER

6.19 Out of the 30 villages studied, waste of water takes place only in 4 villages, where PPs are both in 'average' category and 'inactive' category (Table 6.5).

6.20 The linemen have also suggested actions for the prevention of waste of water. They are presented in order of their frequency (Table 6.5).

(1)	Legal action	(8)
(2)	Provision for fines	(8)
(3)	Persuasion	(6)
(4)	Warning	(6)
(5)	Sarpanch should be informed	(2)
(6)	PP members should be informed	(2)
(7)	Proper and quick maintenance of stand-posts	(2)

#### BREAKAGE OF PIPELINE

6.21 It is one of the duties of the linemen to check the pipeline daily and to repair it if a breakage has taken place. 15 linemen report that breakage does take place, and an equal number reports that it does not take place. However, the proportion of reporting of breakage is quite high.





6.22 Who breaks the pipeline and why? The lineman's perception was that anti-social elements (6) and shepherds who take animals out for pasture-grazing (11) break the pipelines. In a solitary case, (1) tree-roots break the pipeline. The shepherds do it to provide water to their animals while they are grazing. In one case, it was reported that the breakage was due to a defect in laying down the pipeline. In answer to this query, 12 to 16 linemen reported that no breakage takes place (Table 6.6).

6.23 How long does it take to repair the pipeline? An overwhelming number of linemen (21) respond that repairing is done within 24 hours. It takes one week according to 7, and 4 weeks according to 2. Since breakage leads to the disruption of down-stream water-supply and waste of water, the problem needs immediate attention. Preventive and restorative mechanisms should be geared and strengthened up. Since the pipeline is a public property and water-supply is an essential service, legal action against the culprits can be initiated either under the existing laws, or a special legislation can be enacted.

#### MANAGING CRISES : LINEMAN'S ROLE

6.24 The most serious crisis for the rural community is the stoppage of the supply of water. What role does the lineman play in such a situation?



6.25 22 linemen inform the Branch-line office, which is the top-priority relevant action. 3 check the pipeline for breakage. 6 also try to make alternate arrangements for water (Refer to Table 6.8).

6.26 In case of short or prolonged stoppage of water-supply, which are the alternative resources people use? We have recorded the linemen's point of view. Some of the rural communities may have more than one resource in addition to piped water.

6.27 Various alternative water sources used by the people are recorded below (Table 6.8) :

(1)	Water tank	(19)
(2)	Public well	(6)
(3)	Public bore-well	(3)
(4)	Private well	(5)
(5)	Private bore-wells	(5)
(6)	River-bed dug-outs	(2)
(7)	Water tanker of the Board	(1)

6.28 It needs to be examined whether the PP with the support, guidance and technical assistance of the GSWSSB can look after the maintenance, repair and development of all the publicly-owned water resources like (a) water tank, (b) public well, (c) public bore-well, (d) river-bed dug-outs and (e) water tanker.

6.29 This exercise can be gone through at each



village-level and also at a group-of-village level. In an arid zone like the Santhalpur-Radhanpur taluka, through comprehensive water-resource management and development, and using water to its best potential, long-term and short-term development processes can be initiated (Table 6.8).

#### LINEMAN'S PERCEPTION OF PPs

6.10 What do the PP members do individually or collectively to stop the waste of water and damage to the pipeline? According to 9 linemen, the PP members are afraid of taking any action and 23 feel that in their respective villages, none can exercise control over others, as none obeys the other. In fact, the traditional authority structure and subtle balance between various communities are weakened, and a new statutory, legal and secular structure is yet to take root and command power and authority. The GPs, elected by popular vote, are unable to exercise their power due to lack of necessary support from higher authorities, and for fear of losing popular support if they take hard and unpleasant decisions (Refer Table 6.9).

#### ACTIONS BY GSWSSB

6.11 The lineman as a front-man of the GSWSSB has to face all the problems and difficulties at the village-level. This may be related to the working of the scheme or the functioning of the administration of the GSWSSB.



We asked the linemen to specify what actions the GSWSSB could take to make PPs effective. Their responses are classified by frequency (Refer to Table 6.10) :

(1)	Items for maintenance, repair and cleaning should be provided to PPs	(12)
(2)	The Board should check the pipeline daily	(10)
(3)	The Board should check the pipeline weekly	(8)
(4)	PP members should be paid an honorarium	(8)
(5)	Linemen should be provided with a bicycle	(2)
(6)	Linemen's complaints should be seriously listened to	(2)
(7)	Linemen should be provided with means of self-protection	(1)
(8)	Linemen should regularly mark attendance	(1)

An analysis of the responses will be done after the set of responses to the last open-ended questionnaire is examined in the following paragraphs.

#### OPEN SUGGESTIONS AND COMMENTS

6.32. The linemen were asked to record free suggestions, comments and criticism at the end of the questionnaire. They may refer to areas not covered in the questionnaire or may reiterate ideas expressed elsewhere. The responses are recorded below for ready reference (Refer to Table 6.11) :





- |      |  |      |
|------|--|------|
| (1)  | Bicycle should be provided for checking the pipeline and reaching the Branch-line office | (18) |
| (2)  | PFs should meet regularly  | (14) |
| (3)  | Wages should be increased and paid on appointed days punctually                          | (10) |
| (4)  | Watchmen should be appointed   | (4)  |
| (5)  | Marking attendance at the Branch-line office should be weekly and not daily              | (3)  |
| (6)  | Adequate items of repair and maintenance should be provided                              | (2)  |
| (7)  | No comments  | (2)  |
| (8)  | Means of protection should be provided   | (1)  |
| (9)  | Linemen should be made permanent employees instead of daily-wage workers                 | (1)  |
| (10) | The PF is active (linemen's own village)   | (1)  |

#### PROBLEM AREAS AS PERCEIVED BY LINEMEN

6.33 From the suggestions and comments recorded above, we are able to identify problems, analyse them and offer possible solutions.

#### (A) EMPLOYMENT RELATED ISSUES

(1) The linemen demand bicycles for checking the pipeline and for reporting to the Branch-line office. If other staff members of the GSWSSB are being provided with a Jeep or Motorcycle for their work, this suggestion deserves sympathetic consideration.



(2) Regular payment of wages can certainly be arranged without difficulty. However, making them permanent employees involves cost-consideration and may affect their performance.

(3) Daily marking of attendance is necessary and, in fact, should be insisted upon. It would provide regular feed-back from the village and prompt action can be initiated.

(4) Provision of a means of self-protection needs sympathetic consideration. Looking to the situations they face, and the role they are expected to play, it deserves consideration.

(5) Appointment of 'watchmen' also deserves consideration. Looking to the damage done to the pipelines and village-level installations, the villages with high frequency of damage should be identified. The GSWSSB may appoint a security staff to support the PP's work. In case of habitual offenders in rare cases, even criminal complaints can be lodged with the law-and-order machinery. However, such punitive actions should be initiated only after creating a favourable public opinion for action and isolating the anti-social or asocial elements. The GSWSSB's security staff can play a preventive role.



**(B) FUNCTIONAL CHANGES**

(1) Though the linemen are supposed to check the pipelines daily, they have proposed that other GSWSSB staff should check it. This suggestion can be immediately implemented and after identifying areas or places of damage, intensive checks can be carried out and actions can be taken.

(2) There has been wide-spread demand from FFs and linemen for an adequate supply of items for maintenance, repair and cleaning. Lack of such items can lead to the disruption of supply of water and waste of water. With detailed record-keeping on issuing of items and inventory management, this inadequacy may be removed and the efficiency of the maintenance staff and the effectiveness of the PP can be substantially increased.

**(C) RELATED SUGGESTIONS**

(1) Linemen have suggested that meeting of the PP should be convened regularly. It seems that it is done by linemen at the instance of Branch-line Engineers. Unless they instruct, meetings may not be convened. In fact, the initiative should rest with the Chairman of the PP, and linemen should carry out his



instructions. However, the Chairman and PP members should be told that they can convene meetings and that the linemen will assist them in the process. This uncertainty should the power and responsibility of the PP and linemen should be clarified and specified. It will be a major step towards the consolidation of PPs.

(2) Linemen have also suggested that PP members should be paid an honorarium. The same suggestion has also been made by the PP, the Sarpanch and other members. Their rationale behind this demand is two-fold :

(a) As everyone who works for the GSWSSB, including the linemen, are fully paid for their work, why not the PP members?

(b) Further, as nomination of the PP is done by the GSWSSB, the PP membership is linked up with Board's work, so the Board should pay. A PP's work is not perceived as community-work or work done to serve the village-community.

5.34 What is recommended is that the PP though conceived and nominated by the GSWSSB, should now be rooted and linked up with the Gram Panchayat. It should function more as a community organisation. A lineman's





services should be made available to the PF.

6.35 An honorarium is a form of monetary incentive. The GSWSSB and the Panchayat Administration should think of non-monetary incentives which can provide information, generate interest and bestow status upon the members. It should be linked up with effectiveness of the members and the PF as an organisation. We will discuss the details of both types of incentives in the following chapters.



TABLE NO : 6.1

Lineam classified according to (a) age, (b) educational level,  
(c) other occupations, (d) land holding.

Sr. No.	D E T A I L S	T Y P E O F P A N I P A N C H A Y A T S								
		G O O D		A V E R A G E		I N A C T I V E		N O S U P P L Y		T O T A L
	(a) Age in years	No.	% No.	No.	% No.	No.	% No.	No.	%	
1	18 to 25	2	20%	6	60%	-	-	-	-	8
2	26 to 35	7	70%	4	40%	3	75%	6	100%	20
3	36 and above	1	10%	-	-	1	25%	-	-	2
TOTAL		10	100%	10	100%	4	100%	6	100%	30
(b) Educational Level										
1	Illiterate	2	20%	2	20%	2	50%	-	-	6
2	1 to 7th Standard	6	60%	5	50%	2	50%	4	67%	17
3	8 to 10th "	2	20%	1	10%	-	-	2	33%	5
4	11 to 12th "	-	-	2	20%	-	-	-	-	2
TOTAL		10	100%	10	100%	4	100%	6	100%	30
(c) Other occupations										
1	Agriculture	6	60%	3	30%	2	50%	1	17%	12
2	Labour	2	20%	4	40%	-	-	-	-	6
3	None	2	20%	3	30%	2	50%	5	83%	12
TOTAL		10	100%	10	100%	4	100%	6	100%	30
(d) Land-holding										
1	Yes	4	40%	4	40%	2	50%	1	17%	11
2	No	6	60%	6	60%	2	50%	5	83%	19
TOTAL		10	100%	10	100%	4	100%	6	100%	30



TABLE NO : 6.2

Lineaan classified according to (a) length of service, and (b) wage level

Sr. No.	D E T A I L S	T Y P E O F P A N I P A N C H A Y A T S					TOTAL	
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.	%		
	(a) Length of service							
1	6 months	-	-	-	-	-	-	
2	1 year	-	-	-	-	-	-	
3	1.5 years	1	10%	-	-	-	1	
4	2 years	-	-	1	10%	-	1	
5	2.5 years	-	-	-	-	-	-	
6	3 years	3	30%	3	30%	4	17%	11
7	3 years and above	6	60%	6	60%	-	-	17
	TOTAL	10	100%	10	100%	4	100%	30
	(b) Wage level							
1	less than Rs. 500	-	-	-	-	-	-	
	Rs. 500-700	4	40%	5	50%	-	-	14
	Rs. 700 and above	6	60%	5	50%	4	100%	16
	TOTAL	10	100%	10	100%	4	100%	30



TABLE NO : 6.3

Lineman classified according to (a) whether their training has taken place, (b) participation in training, (c) benefits of training, (d) periodicity of lineman's meeting.

Sr. No.	D E T A I L S	T Y P E O F P A N I P A M C H A Y A T S						TOTAL		
		G O O D		A V E R A G E		I N A C T I V E			N O S U P P L Y	
	(a) Whether training has taken place	No.	%	No.	%	No.	%	No.	%	
1	Yes	9	90%	8	80%	4	100%	6	100%	
2	No	1	10%	2	20%	-	-	-	-	
TOTAL		10	100%	10	100%	4	100%	6	100%	
(b) Participation in training										
1	Yes	4	40%	2	20%	-	-	-	-	
2	No	6	60%	8	80%	4	100%	6	100%	
TOTAL		10	100%	10	100%	4	100%	6	100%	
(c) Benefits of training										
1	Knowledge about regular supply of water	1	10%	1	N.A.	N.A.	17%			
2	How to repair pipeline	4	40%	2						
3	How to repair stand-post	2	20%	1						
4	How to repair tools and equipment	2	20%	-						
5	How to procure material for repair	1	10%	-						
TOTAL		10	100%	4			17%		14	
(d) When meeting of linemen takes place										
1	Fortnightly	3	30%	3	30%	-	-	-	-	
2	Monthly	3	30%	2	20%	1	25%	2	33%	
3	Bi-monthly	1	10%	1	10%	2	50%	-	-	
4	Quarterly	1	10%	-	-	-	-	-	-	
5	Half-yearly	-	-	-	-	-	-	-	-	
6	Yearly	-	-	-	-	-	-	1	17%	
7	As and when required	2	20%	4	40%	1	25%	3	50%	
TOTAL		10	100%	10	100%	4	100%	6	100%	





TABLE NO : 6.4

Lineamen classified according to (a) attendance at PP meetings (b) periodicity of meetings (c) communication of resolutions and (d) method of communication

Sr. No.	DETAILS	TYPE OF PANI PANCHAYATS								
		GOOD		AVERAGE		INACTIVE		NO SUPPLY		TOTAL
	(a) Attendance at PP meetings	No.	%	No.	%	No.	%	No.	%	
1	Yes	10	100%	10	100%	4	100%	6	100%	
2	No	-	-	-	-	-	-	-	-	
	TOTAL	10	100%	10	100%	4	100%	6	100%	0
	(b) Periodicity of PP meetings									
1	Every month	3	30%	1	10%	1	25%	3	50%	8
2	Every two months	1	10%	3	30%	-	-	-	-	4
3	Every three months	-	-	1	10%	1	25%	-	-	2
4	Every six months	-	-	-	-	-	-	-	-	-
5	Once a year	2	20%	-	-	-	-	-	-	2
6	As and when required	4	40%	5	50%	2	50%	3	50%	14
	TOTAL	10	100%	10	100%	4	100%	6	100%	30
	(c) Communication of Resolution									
1	Lineamen given copy of the resolution	2	20%	1	10%	1	25%	3	50%	7
2	Sarpanch passes directly on to the GSMSS	6	60%	8	80%	3	75%	3	50%	20
3	Other procedure	2	20%	1	10%	-	-	-	-	3
	TOTAL	10	100%	10	100%	4	100%	6	100%	30
	(d) Method of communicating complaints									
1	Written	6		4		1		1		12
2	Oral	3		7		3		5		18
3	Telephone	-		-		-		-		-
	TOTAL	9		11		4		6		30



TABLE NO : 6.5

Lineeman's views classified according to (a) waste of water in the village (b) actions to be taken to prevent it.

Sr. No.	D E T A I L S	T Y P E O F P A M I P A N C H A Y A T S								
		(a) Whether wastage of water takes place		GOOD	AVERAGE	INACTIVE	NO SUPPLY	TOTAL		
		No.	% No.	% No.	% No.	% No.	%	%		
1	Yes	-	-	2	20	2	50	-	-	4
2	No	10	100	8	80	2	50	6	100	26
Total Responses		10	100	10	100	4	100	6	100	30
(b) Measures proposed to prevent waste										
1	Provision for fines	3		3		-		2		8
2	Warning	2		3		1		-		6
3	Legal action should be taken	2		3		2		1		8
4	Persuasion	1		1		1		3		6
5	Sarpanch should be informed	1		1		-		-		2
6	Pr members should be informed	1		1		-		-		2
7	Proper maintenance of stand-posts	1		1		-		-		2
Total Responses		11		13		4		6		34



TABLE NO : 6.6

Lineam's views classified (a) according to breakage of pipeline (b) who breaks the pipeline, (c) reasons for breakage and (d) time taken in repairing.

Sr. No.	D E T A I L S	T Y P E O F P A N I P A N C H A Y A T S								
		(a) Whether pipelines are broken?		GOOD	AVERAGE	INACTIVE	NO SUPPLY	TOTAL		
		No.	%	No.	%	No.	%	No.	%	
1	Yes	5	50%	5	50%	2	50%	3	50%	
2	No	5	50%	5	50%	2	50%	3	50%	
Total Responses		10	100%	10	100%	4	100%	6	100%	
(b) Who breaks the pipeline?										
1	Anti-social elements	2	20%	2	20%	1	25%	1	17%	
2	Shepherds	4	40%	3	30%	2	50%	2	33%	
3	Tree-roots	-	-	-	-	-	-	1	17%	
4	No breakage takes place	4	40%	5	50%	1	25%	2	33%	
Total Responses		10	100%	10	100%	4	100%	6	100%	
(c) Why are pipelines broken?										
1	To provide water to the herd (by shepherds)	5	50%	5	50%	2	50%	1	17%	
2	Defect in laying down the pipeline	-	-	1	10%	-	-	-	-	
3	No breakage	5	50%	4	40%	2	50%	5	83%	
Total Responses		10	100%	10	100%	4	100%	6	100%	
(d) Time taken in repairing pipelines										
1	24 hours									
	1 week	8	80%	3	30%	4	100%	6	100%	
	2 weeks	2	20%	5	50%	-	-	-	-	
	4 weeks	-	-	-	-	-	-	-	-	
	4 weeks and more	-	-	2	20%	-	-	-	-	
TOTAL		10	100%	10	100%	4	100%	6	100%	



TABLE NO : 6.8

Lineemen's views classified on the basis of (a) action on stoppage of water supply, (b) alternative water resources, (c) action by PP, (d) action to prevent damage.

Sr. No.	D E T A I L S	TTYPE OF PANI PANCHAYATS								
		(a) Action taken when supply stops	GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.	TOTAL %			
1	Inform Branch-line Office	7	5	50	4	100	6	100	22	
2	Check the line	2	1	10	-	-	-	-	3	
3	Make alternative arrangements from tank, well etc.	2	4	40	-	-	-	-	6	
Total Responses		11	10	100	4	100	6	100	31	
(b) Alternative sources of water										
1	Tank	6	5	4	100	4	67		19	
2	Public well	1	2	-	-	2	33		5	
3	Public bore-well	-	3	-	-	-	-		3	
4	Private well	3	2	-	-	-	-		5	
5	Private bore-well	1	4	-	-	-	-		5	
6	River-bed dug-outs	1	1	-	-	-	-		2	
7	Water tanker of the Board	1	-	-	-	-	-		1	
Total Responses		13	17	4	100	6	100		40	
(c) Why is PP unable to prevent damage and wastage?										
1	PP members are afraid	1	33	3	30	1	25	4	67	9
2	None obeys each other	2	67	7	70	3	75	2	33	14
Total Responses		3	100	10	100	4	100	6	100	23





TABLE NO 1 6.9

Lineamen's classified views on (a) prevention of damage, (b) making PPs effective.

Sr. No.	D E T A I L S	T Y P E O F P A N I P A N C H A Y A T S				T O T A L
		GOOD No.	AVERAGE % No.	INACTIVE % No.	NO SUPPLY % No.	
	(a) Prevention of damage to installations					
1	Forced contribution to charitable funds	3	4	-	-	7
2	Imposing fines	3	5	-	2	10
3	Police complaint	2	1	2	1	6
4	Persuasion	5	3	2	3	13
	Total Responses	13	13	4	6	36
	(b) How to make PP effective?					
1	PP should have powers	7	9	3	6	25
2	PP and GP should take interest	6	8	-	3	17
3	PP should have powers to impose punishment	8	7	3	6	24
4	People should be educated	2	3	-	4	9
5	PP members should be trained	4	3	3	5	15
6	PP should meet more frequently	6	8	3	4	21
7	All PP members must attend	5	6	2	6	19
	Total Responses	39	44	14	34	130



TABLE NO : 6.10

Lineman's views on (a) what the GSWSSB should do to remove the problems and difficulties

Sr. No.	D E T A I L S (a) Actions to resolve linemen's problems	T Y P E O F P A N I P A N C H A Y A T S				T O T A L
		GOOD No.	AVERAGE No.	INACTIVE No.	NO SUPPLY No.	
1	GSWSSB should check the pipeline daily	2	8	2	-	12
2	GSWSSB should check the line once a week	3	5	-	-	8
3	PPs should be provided items for maintenance, repair and cleaning	6	3	2	1	12
4	PP members should be paid an honorarium	1	4	-	3	8
5	Linemen's complaints should be sincerely listened to	1	-	1	-	2
6	Linemen should be provided with means for self-protection	1	-	-	-	1
7	Lineman should be provided with a bicycle	1	1	-	-	2
8	Lineman should regularly mark attendance	1	-	-	-	1
Total responses		16	21	5	4	46



TABLE NO : 6.11

Lineamen's open suggestions, comments and criticisms.

Sr. No.	D E T A I L S Suggestions, Comments & Criticisms	T Y P E O F P A M I P A N C H A Y A T S				T O T A L
		GOOD No.	AVERAGE No.	INACTIVE No.	NO SUPPLY No.	
1	bicycle should be provided for checking pipelines and reporting to branch-line office	3	5	4	6	18
2	PPs should meet regularly	3	5	4	2	14
3	Wages should be paid regularly on appointed days and should be increased	5	2	2	1	10
4	Marking attendance at Branch-line office should be weekly not daily	1	2	-	-	3
5	Nothing to say	-	2	-	-	2
6	PP is active	1	-	-	-	1
7	Adequate steps for maintenance should be provided to PPs	1	1	-	-	2
8	A means of self-protection should be provided to lineamen	1	-	-	-	1
9	Lineamen should be made permanent employees instead of daily-wage workers	1	-	-	-	1
10	A watchman should be appointed	-	-	4	-	4
Total responses		16	17	14	9	56



## CHAPTER : 7

### RECOMMENDATIONS : GSWSSB'S ROLE PERCEPTION

#### STATUTORY PROVISIONS

From the detailed analysis of Chapter 4, it is abundantly clear that under the Panchayat Act, the Gram Panchayat is a statutory, legal and administrative entity, and it can appoint one committee or several committees for the comprehensive developmental role assigned to it. A specialised committee for drinking water can be legitimately set up, and assigned legal and administrative powers and named Pani Panchayat without any difficulty. Its role can also be initially confined to 'piped water supply' and can be gradually extended to develop all water resources like tanks, dug-wells, bore-wells and micro water-conservation structures including irrigation.

#### RECOMMENDATIONS

It is recommended that :

(a) Initially, the PP may be set-up as an informal mechanism, as has been done by the GSWSSB so far.

(b) When the PP becomes effective, through empowering inputs from the GSWSSB, voluntary agencies and other government water-related development agencies, it can assume a





statutory status and can undertake water-resources development and management.

(c) To play the role of a development agency having socio-economic activities above and beyond water-resources, along with the PP; the Gram Panchayat will also have to be activated and intimately involved.

It is at the Gram Panchayat level that the coordination of activities and programmes of government and non-government agencies will be and should be planned and organised. In this case, it would be desirable that the Gram Panchayat and Pani Panchayat assume and exercise statutory administrative powers and role.

#### STRENGTHENING NON-STATUTORY FORMS

7.2 The second option is to set up PPs in each village as a GSWSSB-nominated entity, keeping the Sarpanch as a common link between the PP and the Gram Panchayat. The nominated character of the PP has its own operational flexibility and can play a catalytic role in the development of water resources.

#### RECOMMENDATIONS

The PP as a nominated body can play a catalytic role in the management and development of water resources and in socio-economic development. The

•

GSWSSB and voluntary agencies will have to provide strategic inputs.

#### ROLE OF VOLUNTARY AGENCIES

7.3 It is unlikely that wherever the GSWSSB identifies potential for the Regional Water Supply Scheme, a local voluntary agency is available. Even if available, it may not be willing or capable of providing necessary inputs to the GSWSSB and the local committees.

#### RECOMMENDATION

(1) In case of non-availability of a voluntary agency, the GSWSSB should set up an internal Community Relations Group, which can (a) know and understand the village communities, (b) prepare them for accepting and absorbing the water-supply scheme in terms of attitude as well as monetarily, and (c) build capability for community participation and community management of water resources including a drinking-water supply scheme.

(11) However, it would be desirable that while formulating a scheme, the GSWSSB should also identify a voluntary agency and work through it to build developmental community relationships. Inter-action with outside voluntary agencies is likely to be more relevant, useful and



productive for developing community relationships, right from participation to managing local installations of the water-supply scheme, to the management of the entire Regional Water Supply Scheme.

#### TIME OF RECONSTITUTION

7.4 The Gram Panchayat is constituted through electoral processes. All the local, regional and national political forces and economic forces compete for power. Electoral processes take care of an ever-changing alignment of forces. The elections try to reflect the changing reality. These are uncontrollable and neither the GSWSSD nor voluntary agencies would like to be involved in the competitive power-politics. Yet, its impact has to be considered.

#### RECOMMENDATIONS

(i) Whenever the Gram Panchayat and the post of the Sarpanch are reconstituted through elections, the Panchayat should also be re-nominated to reflect the change in the socio-political reality and to build a smooth operational relationship.

(ii) In case of the FP being statutorily constituted as a committee of the GP, its reconstitution will be automatic and the initiative will rest with the Gram Panchayat.



7.5 Having examined the possibility and potential of the Pani Panchayat as a statutory and non-statutory entity, we now take the role of the PP as perceived by the GSWSSB and on the basis of the analysis of data available from the Sarpanches (Chapter 5) and Linemen (Chapter 6), make following recommendations for making it an effective organisation.

#### CONSTITUTION OF THE PANI PANCHAYAT

(1) The PP members should be nominated in consultation with the Sarpanch and other community leaders (Para 5.4).

(2) It was the unanimous view of Sarpanches that after every general election of the Gram Panchayat, the PP should be unfailingly re-constituted (Para 5.5).

#### WOMEN IN PANI PANCHAYATS

7.6 On the issue of reconstitution, a thin majority (22) was in favour of nomination in consultation with the Gram Panchayat, while a sizeable minority (17) favoured elections. It is heartening to note that 10 PPs favour the constitution of PPs exclusively by women (Para 5.5).

7.7 At present, there are 2 nominated women members in all PPs. There is a growing favourable opinion regarding constituting an exclusively women's PP. As a





majority of PPs favour nomination through consultation, the GSWSSB, with necessary persuasion and educative work with Sarpanches can and should work for an all-women's PP.

7.8 There is substantial opinion amongst PPs for constitution through election. The functions of PP and GP are so intimately related, that organising elections by the GSWSSB for the PP would suffer from legal inadequacy. If separate elections are organised for the PP, it may be perceived by the GP as a parallel organisation and a threat. In this case, the PP, though representative in constitution, may lose effectiveness in practice.

#### MAHILA SABHA

7.9 In the existing situation, therefore, it is recommended that the Gram Panchayat empower the Sarpanch through a resolution, to convene a meeting of all the women in the village -- The Mahila Sabha -- and ask them to prepare a panel of names out of which a final nomination can be made by the Sarpanch in consultation with the GSWSSB.

#### AGE GROUP

7.10 The villages in this region have a high illiteracy rate. Yet, there is leadership by the elders because of their age, experience and wisdom. The



educated group who have better access to the flow of information from outside are also capable of leadership. That is why, while nominating PP members, a suitable balance between the educated young and experienced elders should be maintained, whether they are men or women (Paras 5.7 and 5.8). However, emphasis on formal education of the members does not guarantee the effectiveness of a PP (Para 5.8).

#### OCCUPATIONAL STRUCTURE

7.11 The occupational structure of the existing PP members does not show any clear indication of a positive relationship between the occupational structure and the effectiveness of a PP. The region falls in an arid zone and is highly drought-prone. Agriculture as the main occupation and source of livelihood is highly vulnerable and does not provide economic stability. Other occupations are also equally vulnerable.

#### CATTLE BREEDERS

7.12 Though there are a substantial number of cattle-breeders, they do not find adequate representation in the PP due to their seasonal migration. They are the biggest beneficiaries of such assured water supply for their live-stock. Women from these communities should find representation in PPs. It will be the strongest support structure for strengthening PPs, developing milk cooperatives, craft-



work, fodder plantations and fodder-farm development.

#### MEETING OF PANI PANCHAYATS

7.13 The frequency of meeting of PPs reflects the perception of the role of the PP by its members and the functionaries of the GSWSB. They meet only when there is a break-down or a crisis in the water-supply. If it is not resolved for a long time, what is the use of a PP meeting? However, 13 out of 33 do meet every month.

#### RECOMMENDATIONS

The PP should certainly provide feed-back for the removal of complaints and grievances. However, the PP can regularly meet every month to assume several roles and functions, some of which are listed below :

- (a) status, maintenance, repair and development of the water resources in the village;
- (b) monitoring of the quality of water used from various sources;
- (c) health-status of the village community, incidence of diseases and availability of public health services;
- (d) health status of live-stock and the availability of veterinary services of the government and the district dairy;



(e) educational programmes for health, sanitation and water management;

(f) educative, persuasive and punitive actions against the defaulters; and

(g) monitoring of the collection of water tax, and promoting community awareness of its importance.

#### RECORD - KEEPING

7.15 One of the basic needs for making the FF effective will be the office support for record-keeping and follow-up actions.

#### RECOMMENDATION

It is recommended that record-keeping should be done by the lineman in consultation with the Sarpanch. He can also carry out several activities to make the FF an effective organisation (Paras 5.11, 5.12).

#### AGENDA OF THE PP MEETING

7.16 The agenda or the issues discussed at PP meetings clearly reflected its role as perceived by the GSWSB (Para 5.12). However, the most widely discussed topic was irregular and unpunctual supply of water, then attendance at meetings, and third, inadequate supply of items for maintenance, repair and cleaning.





## RECOMMENDATIONS

(1) The PP can discuss, decide and act on several water-related issues, if the role-perception of the GSWSSB changes.

(2) Immediate corrective action on irregular and unpunctual supply of water, when the PP has met and noted the problem, would substantially add to the credibility and effectiveness of the PP and its members.

(3) The GSWSSB should encourage the PPs to meet and discuss water resources development, health issues, and the timely availability of preventive and remedial health services.

## WHO REPRESENTS THE GSWSSB AT THE PP?

7.17 Since the GSWSSB is an heirarchical organisation, the PP assumes importance and credibility by the place of the functionary in its heirarchy.

## RECOMMENDATIONS

(1) It is recommended that in no-supply villages or in villages with inactive PPs, the junior engineer should make it a point to attend, to give credibility and boost the morale of the PP members.



(2) With proper scheduling and planning, the junior engineer should attend the FP at least once a year. The importance and contribution of other functionaries with revised perceptions, as well as their attendance will add to the credibility and effectiveness of the FP.

(3) With the stoppage of water supply, the relationship between the FP and the GSWSSB slides down to the lowest level. Even if restoration takes time, the FP should receive a sympathetic hearing and be given moral and material support in working out alternative arrangements including tanker supply of water (Paras 5.18 and 5.19).

#### **RANGE OF ACTIONS PROPOSED**

7.18 The FP's credibility and effectiveness also depends upon the actions it takes against community members for wasting water or damaging the installation or the pipeline.

#### **RECOMMENDATIONS**

(1) The actions proposed by the FP are listed below in terms of severity :

- (i) persuasion of the defaulting member
- (ii) warning



- (iii) summoning the person to the Sarpanch's office
- (iv) taking the person to the Branch-line office
- (v) imposing a compulsory contribution to a charitable fund in the village
- (vi) fine
- (vii) police complaint for damaging public property (this can be done by the GSWSSB with the support of the FP)
- (viii) engaging a watchman for a specified period.

(2) Even if a police complaint and a legal process is not strictly pursued, the presence and visibility of police authorities in support of the FP and the GSWSSB, can substantially check anti-social activities.

#### AGE OF THE FP AND ITS EFFECTIVENESS

7.19 There is no co-relationship between the age of FPs and their effectiveness. The four problematic FPs have been set-up for three years.

#### RECOMMENDATIONS

Whenever the village-community faces problems relating to the water-supply with increasing frequency, and the FP is ineffective in handling it, the GSWSSB should plan and take strategic actions to resolve the problems within a reasonable time. This will rebuild a



harmonious and positive community relationship and will restore the credibility of the PPs.

#### **STRENGTHENING OF THE PP : SUGGESTIONS BY SARPANCHES**

7.20 The Sarpanches, who are popularly elected leaders and legal and administrative heads of the Gram Panchayat and the PP, have given their suggestions and comments for making the PP a stronger and more effective organisation. One group of suggestions pertained to the role of the GSWSSB and the other group pertained to responses to an operational question in the questionnaire. We have clubbed them together and classified them into areas of action and necessary recommendations made in the foregoing paragraphs of this Chapter 7. We proceed with the remaining recommendations.

#### **GSWSSB : STAFF ORIENTATION AND TRAINING**

7.21 There has been unequivocal demand for (a) guidance, (b) advice, (c) attendance and (d) training for the PP and its members (Paras 5.45, 5.48). These suggestions pertain to the orientation of the staff towards the Sarpanches, individual members and the PP as an organisation. It also relates to the community relationship i.e. relationship between the GSWSSB and the village-level PP and Gram Panchayat. To meet with specific needs, the following specific recommendations are made :





## RECOMMENDATIONS

(1) The operational staff of the GSWSSB and others working at the regional level need orientation and awareness in developing a healthy, harmonious and participatory relationship with the village-community through the Panchayat.

(2) The Regional Water-Supply Scheme and its planning, implementation and operations is definitely an engineering exercise and must be carried out with utmost efficiency. However, it is also a socio-economic developmental intervention into the lives of the rural communities, and so the engineering staff will have to be oriented and trained in community development.

(3) The orientation and training programmes may be divided in three parts :

- (a) pre-implementation stage
- (b) planning and implementation stage
- (c) operational stage

(4) The purpose of the orientation and training should be to strengthen the PPs by maximising their participation and preparing



them for the second stage of community management of water resources including regional and local water supply schemes.

(5) The programme will cover areas from the following list, depending upon (a) stages of the scheme, (b) specific needs of a region, (c) roles and responsibilities of the staff, (d) duration of the scheme and (e) specific training methods like, case-studies, seminars, lectures and group work.

(6) The list of areas of orientation and training is given below. It can be further enriched through programme experiences :

(1) Rural Committees, their caste structure, dynamic relationships, balance of relationship between various caste-groups and systems, social heirarchy and its constraints on the community and household development.

(11) Village economic activities like agriculture, animal husbandry, occupational structures, crop-patterns, rainfall, artisans, nonfarm activities, economic



infrastructures like banks, marketing yard, etc.

(iii) Access to social infrastructures like schools, primary health centres, dispensaries, public distribution shops, all-weather roads, electricity, water supply and their developmental impact.

(iv) Declining water resources, their impact on the community, drought migration, low nutrition levels, declining agricultural and animal-husbandry incomes, traditional crafts, declining purchasing power.

(v) Importance and critical role of the development of water resources, their impact on migration, health, animal husbandry, eco-regeneration, flow of incomes and nutrition, consumption and productivity levels.

(vi) Gram Panchayat and Taluka Panchayat, their powers and responsibilities regarding health, their financial resources, financial status, and their



potential for development programmes.

- (vii) Government agencies related to water and sanitation, their resources, programmes and priorities (i.e. Minor Irrigation Department, Revenue Department, Water Resources Development Corporation), non-governmental agencies working in water-related activities -- possibilities of linkages and collaborations.

#### INVENTORY CONTROL AT LOCAL LEVEL

7.22 One of the chief causes of waste and disruption of water supply is the non-availability of items for maintenance, repair and cleaning. The issue pertains to the procurement, storage and supply of such items.

#### RECOMMENDATIONS

- (1) It is strongly recommended that the present system of inventory management at regional, Branch-line and village-level should be streamlined and adequate stock should be maintained at the village-level. It does not involve any extra cost.





(2) The village-wise supply and consumption of each item should be meticulously recorded and monitored to prevent overuse, waste and pilferage.

#### TELEPHONE AT PP MEMBER'S RESIDENCE

7.32 The linemen from every village visits the Branch-line office every day. He is a live communication channel between the PP and the Branch-line office. The Branch-line office and the regional office are inter-linked through the wireless system. There is a suggestion to provide a telephone at the residence of any one of the PP members. The provision can add to speedy communication, efficiency and effectiveness of the working of the scheme.

#### RECOMMENDATIONS

(1) It is a very positive suggestion and it can be implemented on a selective basis. It can be a valuable communication link between the PP, the GP, the GSWSSB and other promotional and development agencies with the taluka and the district administration.

(2) The facility should be available at a public place, like the post-office, the Panchayat office, a school or a primary health centre. It should be available to all on a



cash-payment basis except for phone-calls to the Branch-line office.

(3) The cost can be shared between the GF, the GSWSSB, and the user-public. A suitable formula for cost-sharing may be worked out with some of PPs where the facility can be easily made available, and the GFs are willing to share the cost.

#### HONORARIUM TO PP MEMBERS

7.34 All the employees of the GSWSSB, including the local linemen are fully and adequately paid for their jobs. The lineman who is paid wages on a daily basis, enjoys an income security which is not available to most of the village households and even to the members of the PP.

7.35 Further, the PP is constituted and nominated by the GSWSSB. Therefore, the nominated members expect that they should also be adequately rewarded. This suggestion involves immediate monetary costs to the GSWSSB and prospects of its rise in future. Without any guarantee of improvement in the functioning of the PP, or for collecting a contribution from the community towards maintenance and repair, this may only add to cost. The suggestion may also conflict with the norms of holding a public post and yet expecting a reward for



it. It may also invite a demand for its security on a permanent basis.

## RECOMMENDATIONS

(1) It is, therefore, recommended that instead of a cash honorarium, status-giving, interest-generating and role-reinforcing non-monetary incentives should be devised and implemented. They should add to the effectiveness of the individual member and the FP as an organisation.

(2) Some of the non-monetary incentives are listed below :

- (a) Two day orientation programme for the FP members at Jalseva Institute at Gandhinagar.
- (b) Special orientation programme for Sarpanches for water resource development.
- (c) Yearly refresher programmes at model demonstration institutions like Banas Dairy, Dantivada Campus of the Agricultural University or fodder-farms and fodder plantations.
- (d) Exposure programmes to development projects.
- (e) Showing video-cassettes and documentaries of other development projects at Branch-line meetings, and to Sarpanches at Branch-line Committees.
- (f) Inviting other Sarpanches to assist in solving village-level problems and of Branch-line-level problems.



- (g) Giving yearly awards to well-managed PPs of an ear-marked amount which may be used for water resource development in the village, and for health and sanitation related work.
- (h) Members of the best-managed PP may be taken on a study-tour to State-level institutions.

(3) The Gujarat Government grants awards to the 'best' Gram Panchayat in every district every year. Their norms and criteria can be conveniently adopted.

#### TRAINING OF LINEMEN

7.36 The attitude, behaviour and performance of linemen is vital in the strengthening of the PPs and building smooth and productive community relations.

7.37 Though 27 linemen knew about the training, and 14 about the benefits it offers, only 6 have actually undergone training which is mainly technical training for maintenance and repair.

#### RECOMMENDATIONS

- (1) It is recommended, therefore, that the linemen should be provided with training and it should start at the earliest opportunity.
- (2) The training content may include :
  - (a) technical training in maintenance and repair





(b) record-keeping and processing of complaints

(c) role and responsibilities towards the PP

(d) nature of rural communities and building positive community relationships

(e) some of the components of the orientation and training programme for the staff of the GSWSSB may also be introduced.

(3) The linemen should gradually be prepared for (a) their existing role in the PP, (b) their extended role in terms of water-resource development and (c) the PP as a social organisation assuming a developmental role for the entire community, with women as its centre.

(4) The monthly meeting of linemen at the Branch-line office should be fully utilised for participatory training in technical aspects and community relations (Para 6.13).

(5) Linemen should be trained to grow into extension workers for developmental activities in the field of health and sanitation, water resource development, ecological regeneration and for enlivening the PP and the GP.



## EFFECTIVENESS OF LINEMEN

7.38 In Chapter 6, the linemen have made several suggestions and comments about the problems they face and what the GSWSSB can do to resolve them. They have been analysed earlier (Refer Paras 6.32 and 6.33).

7.39 Some of their suggestions and comments have been incorporated in the recommendations made earlier in this Chapter and have not been repeated here. Other suggestions are considered and recommendations are made in the following paragraphs.

## RECOMMENDATIONS

7.40 The recommendations pertaining to making linemen more effective and efficient key-persons are given below (Refer Para 6.33) :

- (1) Wages should be unfailingly paid on appointed days.
- (2) The practice of marking attendance daily at the Branch-line office should be continued, but
- (3) The linemen may be provided a bicycle as an incentive to improve their performance and develop better community relations.
- (4) The linemen should be provided with means of self-protection.



## SECURITY STAFF

7.41 To further support the PP's authority and strengthen it, the GSWSSB may appoint a security staff to watch and deter the damage done to village-level installations and to pipelines. On the recommendation of the PP, it can also take legal action against the offenders.

## LINKAGES WITH THE SARPANCH

7.42 Although the linemen report to the Branch-line office, they should be attached to and be rooted in the PP with the Sarpanch as its Chairman. They should convene meetings of the PP at the instance and initiative of the PP chairman, keep records of the meeting, and should promptly take follow-up action.

7.43 This basic dimension of the lineman's role should be explained and insisted upon by the staff of the GSWSSB.

## CONCLUDING REMARKS

7.44 In this chapter, recommendations have been made according to the perception of the GSWSSB of the role of the PP and they can be considered and implemented without any loss of time.

7.45 However, during the action-research on the Pani



ranchayat and collaborative actions and programmes carried out with Self Employed Women's Association (SEWA), it has become abundantly clear that the role-perception of the GSWSSB will have to be extended to include developing and managing all the water-resources of a single or group of village communities.

Obviously, an extended role would also include the present role of the FP as perceived by the GSWSSB. The recommendations made in this chapter for that role will not be repeated and only those recommendations specific to the extended role will be discussed in the following chapter.





## CHAPTER 8

### EXTENDED ROLE OF THE PANI PANCHAYAT COMPREHENSIVE WATER RESOURCE DEVELOPMENT APPROACH

#### STABILISING IMPACT

8.1 The drinking water supply to 95 rural communities was a major intervention of importing water by pipeline from a surplus area to a deficit or zero-supply area. It has the following major developmental implications.

- (a) It instantly provides stability to the village communities from migration and liberates women from the drudgery of fetching water.
- (b) It immediately provides a life-supporting input and minimises the loss of livestock which is the second main mobile asset (next only to agriculture) which generates income.
- (c) A given volume of water-supply by pipelines very positively contributes to the overall water availability in the region and also saves the cost of supplying water by tankers during normal and drought years in an arid zone.

#### TWO OTHER DRUDGERIES

8.2 Working with women's groups in the region, it was realised that apart from the struggle to get drinking water, there were two other areas of drudgery which women face, and



which should be ended at the earliest in order that women may utilise their time and energy for more productive uses. They are fetching fodder for the livestock, and collecting firewood.

With the passing of time, these two forms of work have become unproductive, owing to the degradation of the environment and receding green-cover.

Therefore, we concentrated our efforts on reviving the defunct milk cooperatives and worked on improving and enhancing their participation in dairying activities. Dairying was essentially a women's activity but women played no role, nor were they visible when product-processing and marketing was institutionalised.

#### FODDER SECURITY SYSTEM

8.4 Just like importing water from outside the region, we realised that instead of supplying fodder only during drought years, fodder can be brought in even during normal years; and whenever economical, to put in place a fodder security system through local procurement. It will not only prevent loss of animals but also an increase in milk-yield; and consequently an increase in the income of the dairy-owning households. A small pilot experiment with two village milk cooperatives of limited means was carried out by SEWA in the summer of 1990 and operational data related to cost-components and feasibility of the system is available. An operational mechanism has also been tried out. Further



details about the rationale and operations are provided in two papers attached here as Appendix 8.1 and 8.2.

8.5 Developing fodder farms, fodder tree plantations and pasture-land through women's participation and involvement is a basic and major developmental input. Within reasonable time, the import of fodder should be replaced by local production through (a) fodder farms, (b) fodder tree plantations and (c) promoting agricultural crops, which provide larger volume of residue useable as fodder. This view has been supported by the technical advice provided by the Gujarat Agricultural University to SEWA.

8.6 These basic developmental considerations have prompted us to promote nursery-raising and tree-plantation. From a modest beginning of raising about 1.5 lakh saplings in the first year of 1988-89, a quantum leap involving 100 women for raising 14 lakh saplings has already been taken. Additionally, about 200 women have been trained in nursery-raising who are keen to take sapling-raising, either as a group or on a household basis, in their backyards. What's immediately needed are arid-zone-specific norms and standards for funding, survival norms, risk components and mode and method of payment to women producers.



## EMPLOYMENT THROUGH ECO-REGENERATION

B.7 The significance of this response lies in an additional work opportunity which will provide the women a net additional income through these 'eco-regenerative and economic-regenerative activities'. It will also generate income through the selling of saplings, raising them on their own land, or raising a plantation which may provide further income every year, thereby strengthening the secured income of women producers from activities like dairying. This approach will satisfy their need for fuel as well.

B.8 This is how a strong linkage has been identified and strengthened between women, economic regeneration and ecological regeneration. These women-related activities fit in well with any of the activities falling under (a) anti-desertification programmes, (b) ecological-regeneration programmes, (c) desert development programmes or (d) drought-proofing programmes. At operational level, their strong and unalienable bond with women's socio-economic development will be concretised.

B.9 We are convinced that economic regeneration of the rural communities and ecological regeneration go hand-in-hand and can never be fragmented. On the contrary, they can create a synergetic impact through the participation and leadership of women.





## HIGHER RATE OF ECO-REGENERATION

8.10 Compulsive migration of pastoral communities and the migration of animals from a region disrupts the eco-regenerative bio-processes of the area. Therefore, stabilising the pastoral and other rural communities, and providing them with a fodder security system bringing fodder from surplus areas will immediately arrest degenerative processes. Fodder raising and supplying activities will bring about a breakthrough in releasing the eco-regenerative forces at a faster pace than the eco-destructive, degenerative forces. Essentially, the pace and thrust of eco-regenerative forces and processes, should be greater than the degenerative forces and processes. The pace and thrust should be increased through mobilising rural communities in their struggle for survival through financial, administrative and technical support.

## CRITICALITY OF WATER RESOURCES

8.11 The ecological regenerative processes cannot be even thought of without water, which may be initially imported. However, all the existing available water resources should be put to the optimum use. This should be further augmented through surface-water collection and conservation systems at community and even household level.

8.12 Water-resource management, including conservation, development, and augmentation calls for a holistic approach towards water-resource supply. The supply of drinking water



at the regional level, which is a substantial import at a cost, should be further supported by a comprehensive water-resource development approach for both economic and ecological regeneration.

8.13 If this is not done in a specified time-period along with the drinking water supply, the consequences are amply evident in the Radhanpur-Santhalpur region. The stoppage of a water-supply scheme compels the rural communities to search for alternative existing resources. We will marshal available data from earlier chapters to justify comprehensive water-resources development approach.

#### WHEN THE WATER SUPPLY STOPS

8.14 The biggest problem faced by 20 Sarpanches has been the need for a punctual and regular supply of water (Para 5.48). Disruption of water-supply disrupts daily life, home-life and the economic activities of a community. The most severe and adverse impact is on women who have to cope with the crisis and make immediate arrangements for alternatives. Stoppage of water also seriously undermines the credibility and authority of the PP and even the GP. Regular and punctual supply and not just a 'supply' should be the basic objective and purpose of any water-supply scheme.

8.15 The stoppage of water-supply takes place due to breakage of pipelines and for other reasons. 18 PPs including 6 no-supply and 4 inactive PPs reported that no



breakage took place. 2 PPs reported that the breakage was due to cattle-breeders and 8 PPs reported tree-roots as the cause.

8.16 However, 25 PPs reported immediate restoration which was very creditable for the GSWSSB and its field staff. 4 PPs reported that it took about a week to a fortnight in restoration (Paras 5.32 and 5.33).

#### DURATION OF STOPPAGE

8.17 What is causing greater anxiety is that 21 PPs faced total stoppage of water-supply last summer. The duration of stoppage was :

- 9 PPs faced stoppage for one week
- 5 PPs faced stoppage for one fortnight
- 2 PPs faced stoppage for one month
- 4 PPs faced stoppage for two months

8.18 If the total stoppage is concentrated in the summer months, and the number of affected villages and the duration in terms of days is increasing, the cause may be due to over-use or increasing use of water by the villages closer to the head water-works, or a fall in supply due to river-bed french-wells or both. There are several technical solutions to both these problems, and they can be worked out within a reasonable time-frame. However, our immediate concern is what happens to the community and what and how a solution is worked out. What happens to the PP and the GP, and what role



do they play in crisis management? How does it affect their credibility and effectiveness? What is the impact on the relationship between the village community and the GSWSSB?

#### ALTERNATIVE SOURCES OF WATER-SUPPLY

8.19 In a normal or good monsoon year, the alternative water resources the village communities use are given below (Para 5.36) :

- 16 PPs use village tanks
- 15 PPs use private bore-wells
- 2 PPs use public wells
- 3 PPs use private wells
- 3 PPs bring water from neighbouring villages by bullock-cart.

8.20 The lineman is the first person to face the crisis. He has to start restoration work and also assist the PP and the village community in making alternative arrangements. Out of 30, 6 linemen reported that they assist in looking for alternative arrangements. Some villages may have multiple water resources available and some a single. The linemen's data provides the following pattern (Para 6.20) :

Sl. No.	Water Resource	No. of dependent PPs
1.	Water tank	19
2.	Public well	6
3.	Public bore-well	6
4.	Private well	5
5.	Private bore-well	5
6.	River-bed dug-well	2
7.	Water tanker by GSWSSB	1





8.21 This data pertains only to 50 village communities, but the piped water has reached 79 villages in two talukas. Even if we leave aside the villages not covered by the Rural Water Supply Scheme, it is absolutely necessary to know and to plan for the development of alternative resources.

#### CONTRIBUTION TOWARDS COSTS

8.22 One of the objectives of the study has been to find out to what extent the village communities can contribute towards the water supply scheme. In Chapter 5, it has been analysed that water tax is imposed in all the villages ranging from Rs. 5 to Rs. 20 per annum per household. The collection level varies according to the rainfall and agricultural incomes, willingness and capability of the GP to collect, and of course, an assured and punctual supply of water to the community. Disruption and stoppages adversely affect the willingness and ability of the GP to collect taxes (Paras 5.51 to 5.61).

8.23 It is also the legal responsibility of the GP to maintain and develop water-resources and to keep them in hygienic conditions. Tax collection or mobilising the community's resources will be possible only when water-supply is assured.

#### REDEFINING THE PP ROLE

8.24 In the preceding paragraphs, we have tried to identify and analyse the grounds for re-defining the role of



the PP which has been pushing the GSWSSB towards a re-definition of its own role-perception. The re-definition will not only strengthen the PP, but also the village communities and their willingness and capacity to contribute towards the cost of water-supply and participation in their management. It is with this analytic framework that the following recommendations are made :

## R E C O M M E N D A T I O N S

### FINANCIAL SUPPORT TO THE PP

8.25 The Pani Panchayat will have to be further strengthened to play an 'extended role' of water-resources development. Though they are statutorily and legally empowered, they will have to be financially supported to hire services in the following areas :

- (i) planning and designing
- (ii) technical services for implementation
- (iii) managerial services for maintenance and repair

### LIST OF WATER RELATED AGENCIES

8.26 The Pani Panchayat will have to deal with several agencies of the government and semi-government corporations, who implement programmes and schemes related to water. Some such bodies are :

- (1) Gujarat State Water Supply and Sewage Board
- (2) Gujarat State Water Resources Development Board (for drilling tube-wells)



- (3) Gujarat Government's Minor Irrigation Department
- (4) Gujarat Government's Rural Development Department (which handles drought-prone area projects and desert development projects)
- (5) Indian Petro-Chemicals Ltd. (who has developed a plastic-based technology for pond-linking, drip irrigation, mulching, etc.)
- (6) Gujarat Rural Development Corporation (which undertakes developing fodder farms)
- (7) Gujarat Land Development Corporation (which undertakes water-shed management projects)
- (8) Government Revenue Department (which operates public works)

8.27 The PPs will have to be informed, made aware, assisted and trained in the existence, functions and role of these agencies and how can they negotiate and avail themselves of their services.

8.28 At present, the agencies provide services right from planning to implementation, operation and maintenance. Financial resources are also channelised through the agencies. It is recommended that the agencies should operate professionally, and each service, or package of services, should be charged separately. The PP should have the option to hire them - dealing with them as clients, rather than as beneficiaries.

8.29 This implies that the funds for water resources should be channelised through the PP and the GP, and payment should be made on the satisfactory completion of a particular task or service.



## ACTIVISING THE BRANCH-LINE COMMITTEE

8.30 Where the water-resource development project falls within the boundaries of more than one PP, the Branch-line Committee (BLC) or group of PPs, under a special agreement, may collectively and jointly hire the services of relevant agencies. The district administration should make the funds available to the PP or a collective of PPs.

## COMMUNITY-WISE DATABASE OF WATER RESOURCES

8.31 The GSWSSB has the mechanism and staff which identifies 'no resource villages' on the basis of certain prescribed norms. It is recommended that the same mechanism may be utilised for identifying all other traditional water-resources in terms of :

- (a) quality of water available from different water resources,
- (b) seasonal variation in available water,
- (c) water-supplying and water-storing capacity,
- (d) quality of water in relation to the several alternative water uses, and
- (e) private wells and tube-wells, on which the villages rely for water during lean-periods, summer or drought.

## COMMUNITY-WISE WATER RESOURCE PROFILE

8.32 To begin with, a water-resources development potential profile should be prepared for :

- (1) all the village communities covered under various water-supply schemes of the GSWSSB,





- (2) where such schemes are in pre-implementation stage, and
- (3) where they are in the planning stage

#### COMMON DATA-RESOURCE FOR ALL AGENCIES

8.33 Similar project or scheme identification mechanisms operational in other agencies may collaborate their activities and programmes for minimising costs to each one of them in their operations and maximising gains to the village communities.

#### JAL SEVA INSTITUTE : COORDINATING ROLE

8.34 The Jal Seva Training Institute set up at Gandhinagar should play a vital coordinating role with agencies working towards water-resources development.

#### REDEFINED TASKS FOR THE JAL SEVA INSTITUTE

8.35 The Jal Seva Training Institute should take up the following specific tasks which will ultimately transform the FP and the GP from beneficiaries into clients :

- (1) development of norms, standards and criteria for development of water resources;
- (2) development of methods and norms for planning and cost-calculations for alternative water-resources;
- (3) developing, designing and planning a cost-estimation unit for village communities on a paid-service basis;
- (4) studies on available and potential water resources, the multiple uses of water-use-wise costs and prioritisation of resource-wise water-uses;



- (2) , where such schemes are in pre-implementation stage, and
- (3) where they are in the planning stage

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- (2) listing of existing water-resources and their multiple uses, and
- (3) resources, income and expenses of each Gram Panchayat, and the benefits it has been able to draw from government schemes.

#### **STRENGTHENING THE INFORMATION BASE**

B.38 A voluntary agency can procure information about several schemes under various government departments and specialised agencies, transmit the information, and prepare the Gram Panchayat and Panchayat for implementing the scheme. It may assist in preparing the necessary proposals and submit them to various agencies.

#### **EXTENSION SERVICE FOR PARTICIPATION**

B.39 A voluntary agency can also provide extension services through visits, orientation and training programmes, which can motivate the village communities to participate in formulating, implementing and operating the schemes.

#### **CREATING A PROMOTIVE ENVIRONMENT**

B.40 Through extension work with several social and economic groups in a village, and through appropriate communication with them, it can create a positive environment to strengthen the efficiency and effectiveness of the PP and the GF, and encourage them to take up other development work and programmes.



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## IDENTIFICATION OF TRAINING NEEDS

8.41 It will also identify the training needs amongst various groups like women, members of the PP, village Sarpanches, community leaders other than the elected representatives, and linemen. In consultation with the GSWSSB or other water-related agencies, it can design training programmes and implement them. The training programme may include (a) an exposure programme, (b) demonstration, (c) exhibitions, (d) class-room methods, and (e) slides and videos.

## DETERMINANTS OF ROLE AND ACTIVITIES

8.42 The nature, scope and intensity of an activity of a voluntary agency will be determined by its involvement at a particular stage of the scheme for water resource development and the effectiveness (or lack of it) of the PP and GP, and a cohesive development-oriented environment within the village community.

## CONGRUITY WITH THE JAL SEVA INSTITUTE

8.43 In a situation where no outside voluntary agency is available, or a local voluntary agency does not exist, the Jal Seva Training Institute will play the role designed for a voluntary agency. In fact, there is substantial congruity between the two.



## AREAS OF SHARED RESPONSIBILITY

B.46 Wherever a voluntary agency is willing to undertake the responsibility in collaboration with a village community or a group of village communities, the GSWSSB should be willing to assign the role and responsibility with the necessary technical and financial support. Technical upgradation of the knowhow of the workers can also be provided for. The areas of such shared responsibilities with the village-community and voluntary agencies are illustratively listed below :

- (1) preparing village community profiles for (a) socio-economic status, (b) potential for water-resource development and (c) financial status of the GP,
- (2) planning, designing and cost-estimation of village level installations, and even inter-village projects,
- (3) involvement of local labour for the civil construction of schemes generating local employment and income,
- (4) providing maintenance and repair services for economic consideration,
- (5) developing managerial, technical and financial capabilities of the PP and the GP, and
- (6) monitoring on behalf of the village communities the implementation, operations, and maintenance and repair.

## COORDINATING ROLE OF THE VOLUNTARY AGENCY

B.47 To promote the 'extended role' of the PP and the GP for water resource development and to establish productive linkages with several agencies, a voluntary agency should be



asked to play a coordinating role for which it should be financially supported.

#### COLLABORATION BETWEEN VOLUNTARY AGENCIES

8.48 With the concurrence of the village communities, and through the PP and GP, two or more voluntary agencies with specialised capabilities may be encouraged to undertake joint projects.

8.49 The recommendations made in the earlier paragraphs are largely based on the studies and field-experience gained in the Santhalpur Rural Water Supply Scheme. We feel, it has significant relevance for arid-zone regions and drought-prone areas, where water is the most scarce developmental input, both socially and economically.

#### BEYOND WATER RESOURCES

8.50 However, our field experience has gone beyond the PP and water-resources development. It has significantly contributed towards activating and organising women for equal participation and integration in development processes. The insights developed and experience gained have been shared in the concluding chapters in the form of recommendations for generating and accelerating the process and forces of development with a focus on women's participation and leadership.



## CHAPTER 9

### POLICIES AND STRATEGY OF ORGANISING WOMEN ECONOMIC-ECOLOGICAL REGENERATION

9.1 Can the Pani Panchayat become an organisational instrument for generating and reinforcing developmental processes and forces with women as its main focus? We have tried to work on answers through action-research, where action has stolen a march over research and research has to catch up by developing a conceptual framework to formulate programmes and projects.

9.2 There are 3 major challenges faced by the action-research project:

- (a) Can environmentally threatened communities in an arid zone be involved in economic and ecologically regenerative processes?
- (b) To what extent, and in which form is it possible to involve them?
- (c) How can women's participation and status be enhanced so that they can play a leadership role in the community and in management?

9.3 SEWA is exclusively a women's organisation, which through an interaction of macro and micro level realities tries to respond to the concrete needs of women by forming unions and cooperatives by Trusteeship. SEWA is aware of





several other organisational forms and structures, but has to make some beginning within the existing administrative, legal, fiscal and financial systems. It has been a constraint and a challenge. SEWA has tried to cope with it by working on action projects which are rooted in the grass-root realities of women in urban slums and in rural communities.

9.4 The present action research project in Santhalpur and Radhanpur talukas of Banaskantha district is yet another innovative exercise in responding to (a) women's participation and centrality in the development processes at rural community level and (b) participation and centrality of rural communities in the development process.

9.5 The present report has definite terms of reference to find out how the Pani Panchayat, an organisational structure, set up by the GSWSSB to involve village communities in the management of rural drinking water supply scheme functions. We have tried to answer the issues involved in Chapter 7 within the framework of the role-perception of the GSWSSB, with detailed operational recommendations. However, we have also realised that water being the most critical developmental input, the role of the GSWSSB will have to be extended to the development of all water resources. The credibility and effectiveness of the PP can be substantially strengthened by a role redefinition and by supporting it through multi-pronged actions. These



actions have been identified and spelt out on the basis of working with women in rural communities and their survival and sustenance needs. The operational details are presented in Chapter 8. Again, it is with a view to strengthening the FP as an organisational structure as perceived by the GSWSSB.

9.6 However, the participation and centrality of women in community-based organisations like the Pani Panchayat and Gram Panchayat can be realised by developing women's capabilities, skills and understanding of economic processes and forces, which threaten their survival. By learning to handle, and use them to their own benefit and advantage, as an individual and as a group, they can succeed in overcoming them.

9.7 The experience of SEWA in the past 2 years has shown that women's response to this approach has been beyond all optimistic expectations. The programmes and activities have focused on household viability through income-generation, skill-formation, skill-upgradation, asset-building and joining productive processes. Basically, it is an identification, activation and empowerment of their producer-worker status.

9.8 The Pani Panchayat and Gram Panchayat are legally and statutorily empowered to take up most of the developmental activities, including women's programmes. They need empowerment through building their financial,



administrative, and technical capabilities to identify and develop community assets and the environment.

9.9 Further, there are a large number of state-promoted, state-managed and state-financed agencies, boards, corporations and institutes. They have their own structures, programmes, priorities, budgets, targets, norms and criteria of operation.

9.10 SEWA has tried to establish a developmental link and relationship with them. The experiences have been documented by SEWA in their progress reports and specialised documents for formulating and shaping of future programmes and organisation of women around the producer-worker status. The forms of women's organisations will have to be flexible in meeting with the women's economic needs and the nature and type of support extended by the multiple developmental agencies.

9.11 Most of the specialised development agencies extend support to women as beneficiaries or as an individual entrepreneur. What is needed is that the agencies should spell out their policies towards organisational forms and structures for women and towards rural communities e.g. the GSWSSB has courageously thought of and is working towards a community-based participating organisation - the Pani Panchayat. Similar exercises will have to be gone through by all such promotional agencies. It is solely through developing a definite policy towards building women's



organisations that women's participation and management capabilities and skills can be increased. Motivation, work-awareness building, training and asset-building projects and programmes can succeed only through organisation building.

9.12 The same approach will be necessary for promoting the participation of rural communities in the management of any schemes, activities or programmes.

9.13 What is recommended here, is that the actions proposed in Chapter 7 to strengthen the Pani Panchayat may be initiated immediately, keeping the development of all water resources as a medium-term goal.

9.14 The processes of increasing women's participation may also be launched simultaneously. Necessary actions have already been suggested.

9.15 If the issue of women's participation and centrality is framed more sharply, a more pointed question is raised : is it the strengthening of the PP which will generate other socio-economic forces of development, or will women's and other economic activities in fact strengthen the PP? Our overwhelming experience shows priority for the second approach, without sacrificing the action involved in the first approach.

9.16 Can the Pani Panchayat and Gram Panchayat not play the role of a social organisation and a catalytic agent? The question is not whether they can. The real issue is when and





under what conditions and circumstances? The GP and the PP will have to be supported through the transfer of resources -- financial, technical and administrative. The formal structure, though representative in character, has to find substance, meaning and a resource base.

9.17 The GP and the PP are the twin political-cum-administrative organisations at the village level. Several social structures like schools and primary health centres have also been extended from the top. So are several social services.

9.18 However, the economic structures and the relationships that begin to penetrate the rural communities, with the growth of transport and communications, and the push and pull of market-mechanism and market forces, do not make a positive impact on remote, isolated communities. The initial impact on the economy and the ecology of the communities is of marginalising and impoverishing. How can the impoverishing relationship be transformed into an enriching one?

9.19 SEWA and FPI have worked for two years to find out areas of action and need-based activities which can be developed into new forms of groups, organisation and relationships which can lead to the household viability of women, viability of their economic organisations and of course the viability and effectiveness of the GP and the PP.



9.20 The activities and programmes taken up so far have been dominated by the geo-climatic conditions and the socio-cultural environment of a particular region, an arid zone. The selection of activities and programmes will certainly vary in other geo-climatic, socio-cultural conditions. However, the concepts, approaches and priorities that have been developed can be creatively utilised in other regions whose water-supply schemes have been implemented or are in process.

9.21 SWEA's decision to work in a remote desert region was an act of faith, an exercise in dedication, a mission to take on a tough challenge. The initial period of one year from September 1988 to September 1989, for action-oriented research received an overwhelming response from women and their rural communities. The experiment has been extended by one more year from September 1989 to September 1990, with accelerated support from the Netherlands Government.

9.22 A number of government departments and other promotional agencies have also extended financial, technical and administrative support. Very soon, well-planned 3 or 4 year projects will be launched. Though the research on Pani Panchayat by FPI concludes with this report, it is hoped that because of the centrality and leadership of women and their organisations, the economic and ecological regeneration of an arid zone will take place, and the women's households, their economic organisations and their rural communities will emerge economically empowered to turn market forces and



economic relationships in their favour, and become  
equal partners in progress.

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