

NATIONAL WORKSHOP

**SAFE DRINKING WATER SUPPLY AND
ENVIRONMENTAL SANITATION**

22-23 JUNE, 1995, LALITPUR, NEPAL

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PROCEEDINGS OF THE WORKSHOP

ORGANISED BY:

**HIS MAJESTY'S GOVERNMENT OF NEPAL
MINISTRY OF HOUSING AND PHYSICAL PLANNING
DEPARTMENT OF WATER SUPPLY AND SEWERAGE**

IN COOPERATION WITH

UNITED NATIONS CHILDREN'S FUND (UNICEF)/NEPAL

Prepared by:

 SILT Consultants (P) Ltd.

Workshop Management Consultant

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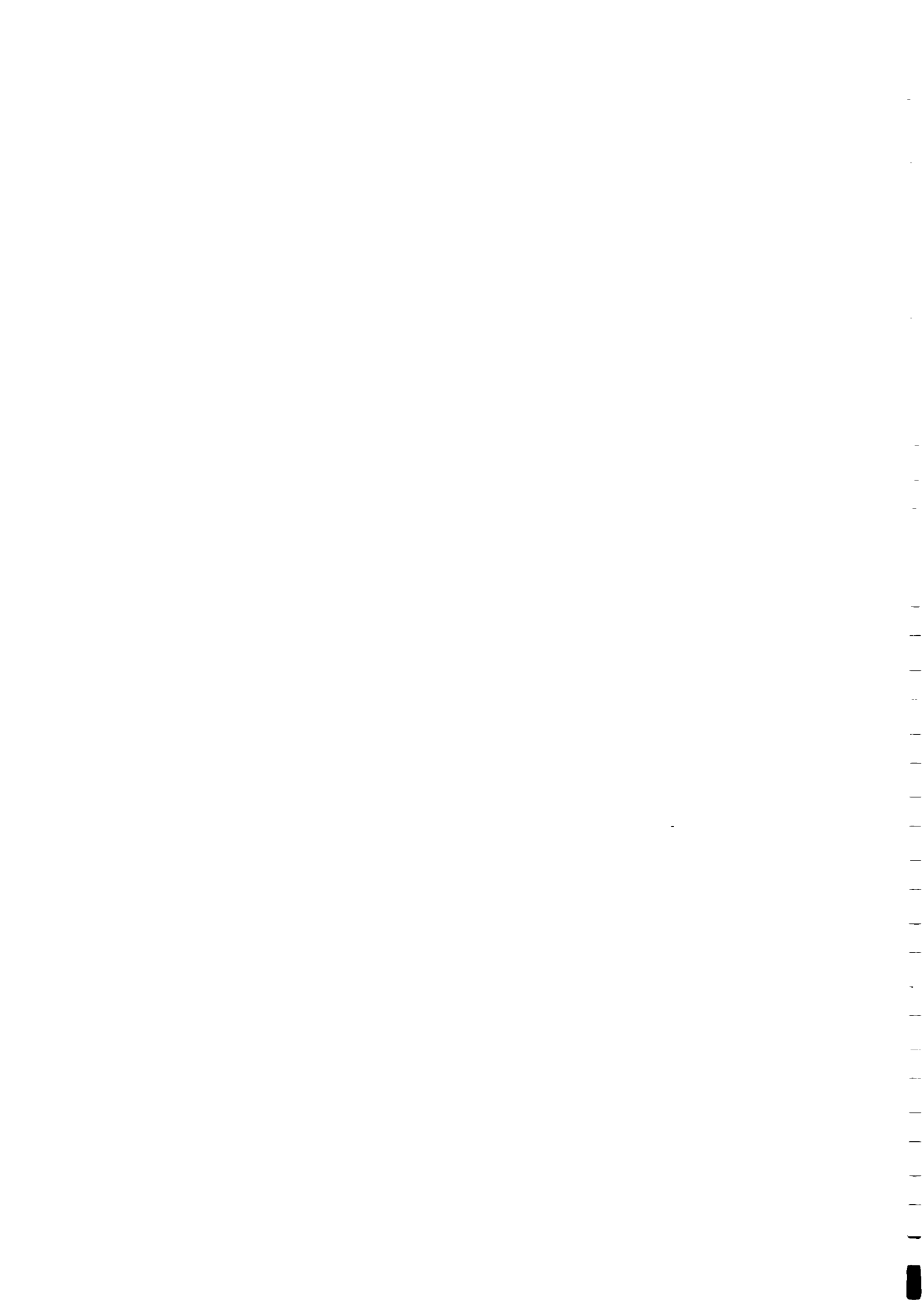
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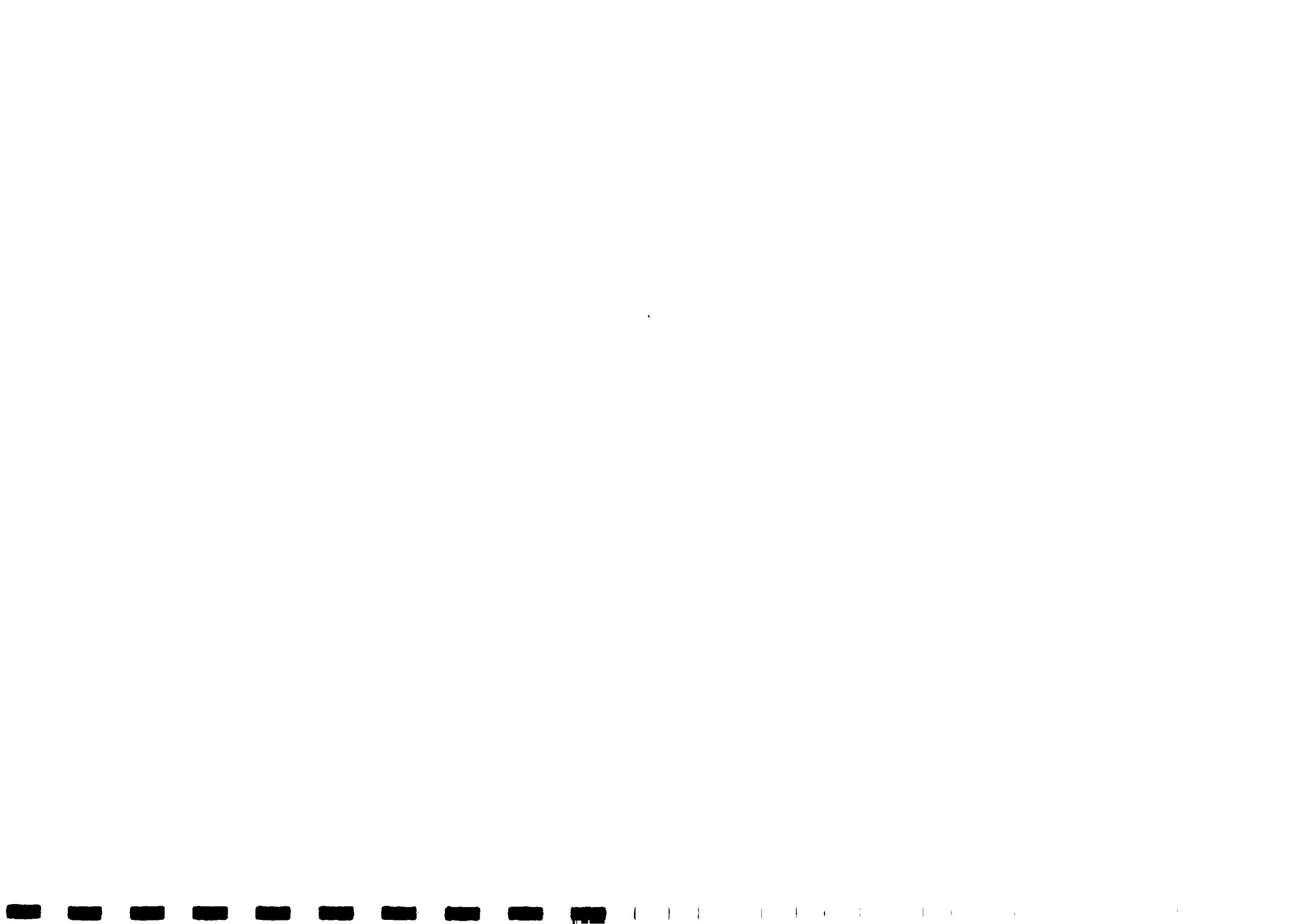
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ACRONYMS AND ABBREVIATIONS

ADB/N	:	Agricultural Development Bank of Nepal
APC	:	American Peace Corps
AsDB/M	:	Asian Development Bank
CARE-Nepal	:	Cooperative for American Relief Everywhere
CBO	:	Community Based Organisation
CDO	:	Chief District Officer
CHRDU	:	Central Human Resource Development Unit
CHV	:	Community Health Volunteer
CIDA	:	Canadian International Development Agency
CWSS	:	Community Water Supply and Sanitation
DDC	:	District Development Committee
DEO	:	District Education Office
DG	:	Director General
DHO	:	District Health Office
DISVI	:	An Italian INGO
DWSO	:	District Water Supply Office
DWSS	:	Department of Water Supply and Sewerage
DWSSCC	:	District Water Supply and Sanitation Coordination Committee
ENPHO	:	Environment and Public Health Organization
ESA	:	External Support Agencies
ESTAP	:	East Action Program
EU	:	European Union
FINNIDA	:	FINNISH International Development Agency
GTZ	:	German Technical Cooperation
HELVETAS	:	SWISS Association for Development and Cooperation
HMG/N	:	His Majesty's Government of Nepal
INGO	:	International Non-Governmental Organization
IRDP	:	Integrated Rural Development Project
JAKPAS	:	Janata Ko Khanepani Ra Sarsafai Karyakram
JICA	:	Japan International Cooperation Agency
K-Bird	:	Karnali-Bheri Integrated Development Project
KAP	:	Knowledge Attitude and Practice
LBO	:	Local Based Organization
LUBOVO	:	Let Us Build Our Village Ourselves
LWS	:	Lutheran World Service
MHPP	:	Ministry of Housing and Physical Planning
MLD	:	Ministry of Local Development
MOEC	:	Ministry of Education and Culture
MOF	:	Ministry of Finance
MOH	:	Ministry of Health
MOU	:	Memorandum of Understanding
NEWAH	:	Nepal-Water for Health
NGO	:	Non-Governmental Organization



NHFS	:	Nepal's Fertility and Health Survey
NMIS	:	National Management Information Surveillance
NPC	:	National Planning Commission
NPI	:	National Professional Interface
NRCS	:	Nepal Red Cross Society
NRs	:	Nepalese Rupee
NWSC	:	Nepal Water Supply Corporation
NWSSCC	:	National Water Supply and Sanitation Coordination Committee
O&M	:	Operation and Maintenance
ODA	:	Overseas Development Agency
RADC	:	Remote Area Development Committee
RD	:	Regional Directorate
RECD	:	Regional Education and Culture Directorate
RHD	:	Regional Health Directorate
RLDD	:	Regional Local Development Directorate
RWSS	:	Rural Water Supply and Sanitation
SA	:	Support Agency
SAPPROS	:	Support Activities for Poor Producers of Nepal
SCF	:	Save the Children Fund
SDE	:	Senior Divisional Engineer
SNV	:	The Netherlands Development Cooperation
SNV	:	The Netherlands Development Cooperation
SO	:	Support Organisation
SRWSP	:	Self-Reliant Drinking Water Support Program
SWC	:	Social Welfare Council
UC	:	Users' Committee
UDLE	:	Urban Development through Local Efforts
UNDP	:	United Nations Development Program
UNICEF	:	United Nations Children's Fund
VDC	:	Village Development Committee
VIP	:	Ventilated Improved Pit Latrine
VMW	:	Village Maintenance Worker
WA	:	Water Aid
WATSAN	:	Water and Sanitation
WDD	:	Womens' Development Division
WES	:	Water and Environmental Sanitation
WHO	:	World Health Organization
WSS	:	Water Supply and Sanitation
WUC	:	Water Users' Committee
WUG	:	Water Users' Group



EXECUTIVE SUMMARY

A national workshop on "**Safe Drinking Water Supply and Environmental Sanitation**", the first of its kind was held from 22-23 June, 1995. It was organised by His Majesty's Government of Nepal, Ministry of Housing and Physical Planning, Department of Water Supply and Sewerage in Cooperation with UNICEF Nepal and inaugurated by Mr Prem Singh Dhami, Honourable Minister of State for Housing and Physical Planning.

The objective of the Workshop was to bring in all the active agencies (HMG/N, multi and bilateral agencies, INGOs, NGOs) involved in the WES sector to share the rich and practical knowledge and experiences and develop a coordinating mechanism among the agencies so as to promote a coordinated approach in the WES sector.

The specific objectives of the Workshop were to:

- Acquaint approaches of each major agencies involved in the WES sector
- Find out the status of coordination, approaches and activities of the agencies involved in the WES sector.
- Identify the mechanisms for sharing of information and skills among the agencies involved.
- Recommended a mechanism aimed at institutionalising coordination and information sharing practices among all concerned agencies, thereby bridging the existing gap.
- Develop procedures for community improvement and ownership for sustainability

There were 61 participants in the Workshop (31 percent HMG/N, 20 percent multilateral agencies, 18 percent bilateral agencies, 18 percent INGOs/NGOs and 13 percent Consultants). The inaugural speech was addressed by the Honourable Minister of State for Housing and Physical Planning, high ranking Officers (Vice-Chairman NPC; Secretary, MHPP; Chief WES Section, UNICEF; Resident Representative, UNICEF, Deputy Resident Representative, UNDP and Director General, DWSS) made some remarks. The Honourable Minister highlighted the importance of WES and pointed out that although many agencies are actively involved in this sector for achieving the common national goal, the individual outputs of the agencies may differ due to their institutional shortcomings attributed to the lack of several factors. He adopted that the Workshop discuss, share ideas and provide recommendations that could be more useful in achieving sectoral performance more effectively.

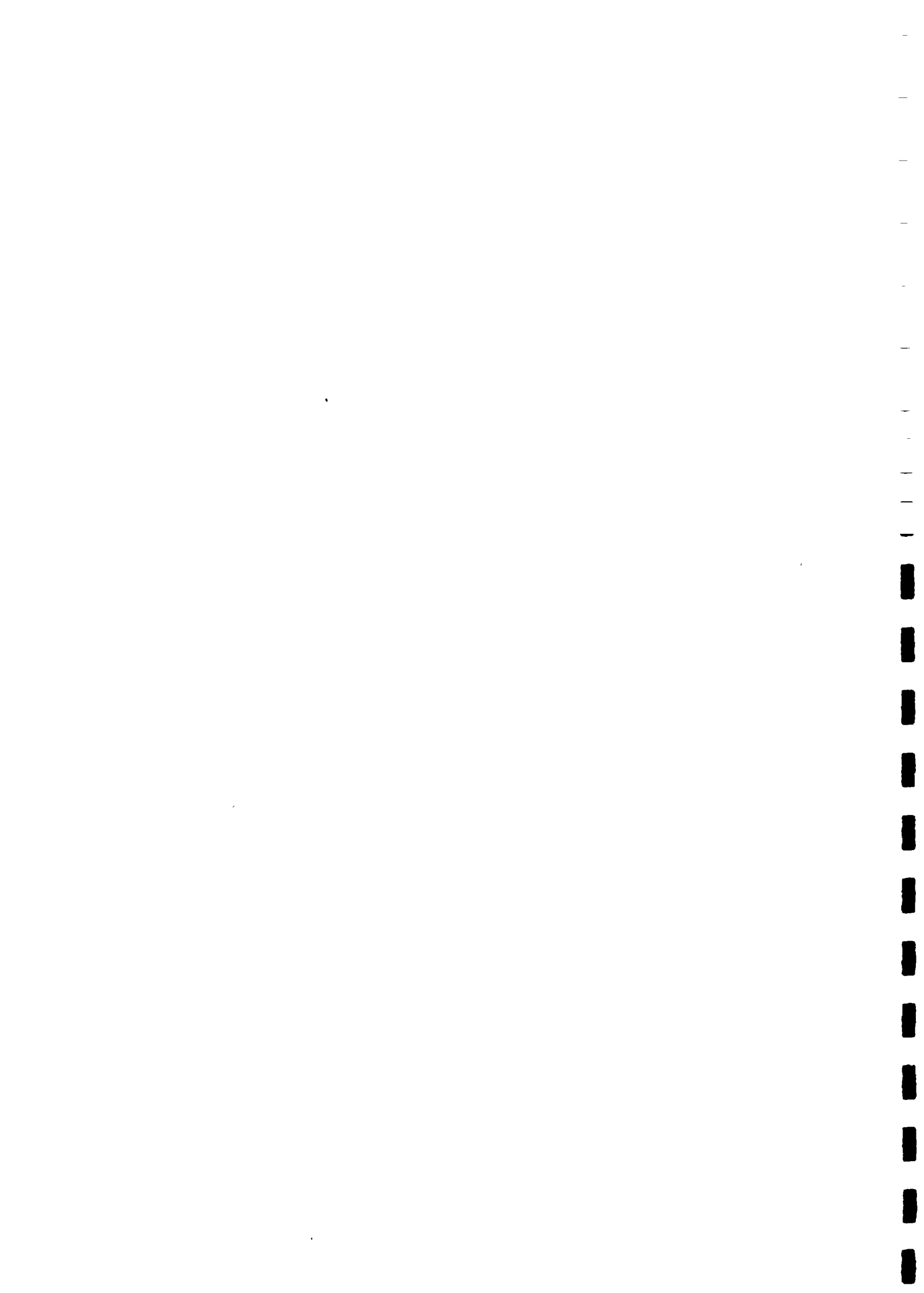


A briefing note on the Status of WES was presented by SILT Consultants. The note was based on HMG policies and the views expressed by 31 different organisations/institutions on the Workshop Agenda which consisted of following five Agendum:

- Present policies and strategies in the water supply and sanitation sector
- Envisaged role of DWSS and participation of partners.
- Role, place, coordination and responsibilities of NGOs/INGOs with DWSS
- Setting-up of a regular coordination/information sharing mechanism at district, regional and central levels.
- Users' committee empowerment and ownership.

Five key note speakers presented their papers on each agendum followed by floor discussions. On the second day a presentation of the major issues identified during the first day of the Workshop was presented by SILT Consultants, followed by group discussions. Participants were grouped into five groups for discussion for each of the five agendum according to their interests. At the end of the day each group presented its finding by identifying the issues and suggesting recommendations. Each presentation was followed by floor discussions.

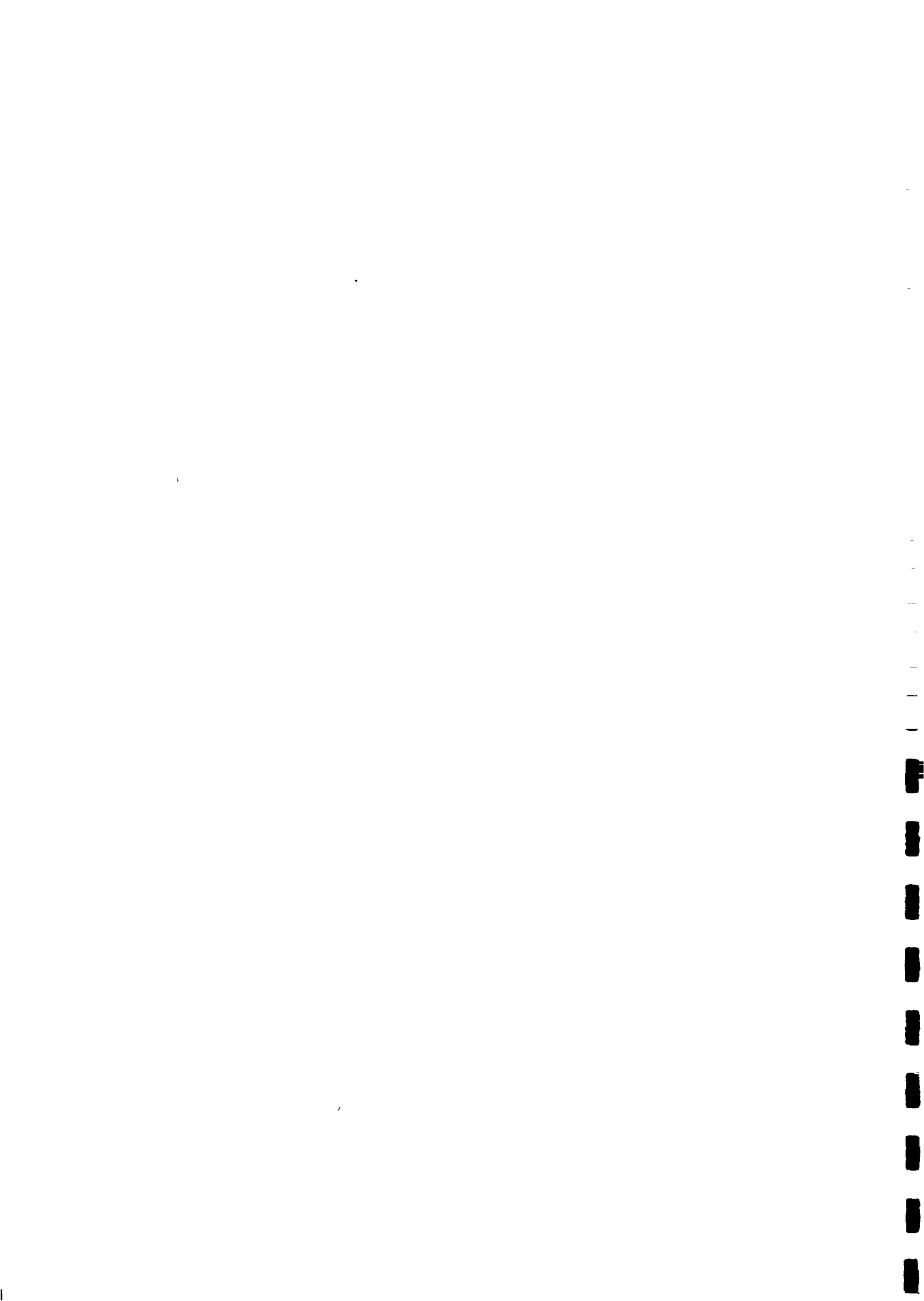
In the concluding session the DG of DWSS remarked that "from the point of view of DWSS, this Workshop has been very useful and I do acknowledge here that participants have given DWSS a lead role, and the lead agencies have recognised this in totality" Summary of recommendations are presented hereunder.



SUMMARY OF RECOMMENDATIONS

Recommendations have been mentioned under each Agendum (II. **Issues and Recommendations**, Pages 10 to 22). The summary of the recommendations made are as follows:

- HMG policies and regulations in WSS must be transparent to all and DWSS must take the lead in updating organisations of any changes, and be aware of their mode of operations and programs, collect, compile and disseminate information.
- Existing linkages between MHPP and other Ministries must be spelled out.
- All involved in WSS must be accountable to DWSS in meeting the requirements set by HMG.
- Meeting ultimate goals (Quality of Life) rather than physical targets should guide policies.
- DWSS should also develop district profiles, appropriate technology, water quality and sanitation standards, selection criteria of NGOs; act as the coordinator (among all involved in WSS), monitor, facilitator, certifier of completed projects; establish a research unit and technically support the LUBOVO Program
- DWSS should shift its role from implementor to facilitator by phasing out the implementation of schemes benefitting less than 500 population.
- The Users Committee, DWSO, GO representative/DDC shall be jointly responsible for certifying the implemented project and the project is to be handed-over in a phased timing to the Users' Committee by bringing it into full operation.
- DWSS should set aside a special annual budget for major repair works with the participation of beneficiaries.
- DWSS should be responsible in helping INGOs and NGOs in ratifying the agreements with SWC.
- NGOs could be involved in either the software or hardware or both.
- A mechanism should be developed to empower the Users' Committee e.g., registration, representation of women, transparency of funds provision of federation of WUGs at VDC, etc.



I. INTRODUCTION

1.1 BACKGROUND

The objective of HMG/N for the water supply and sanitation sector development is "*... sustained improvement in health status and productivity for Nepal's population as a whole with particular emphasis on lower income groups. The goal will be achieved through the provision of adequate, locally sustainable water supplies and sanitation facilities in association with improved personal, household and community sanitation behavior*".

The Eighth Plan (1992-97) lists the following objectives in drinking water and sanitation:

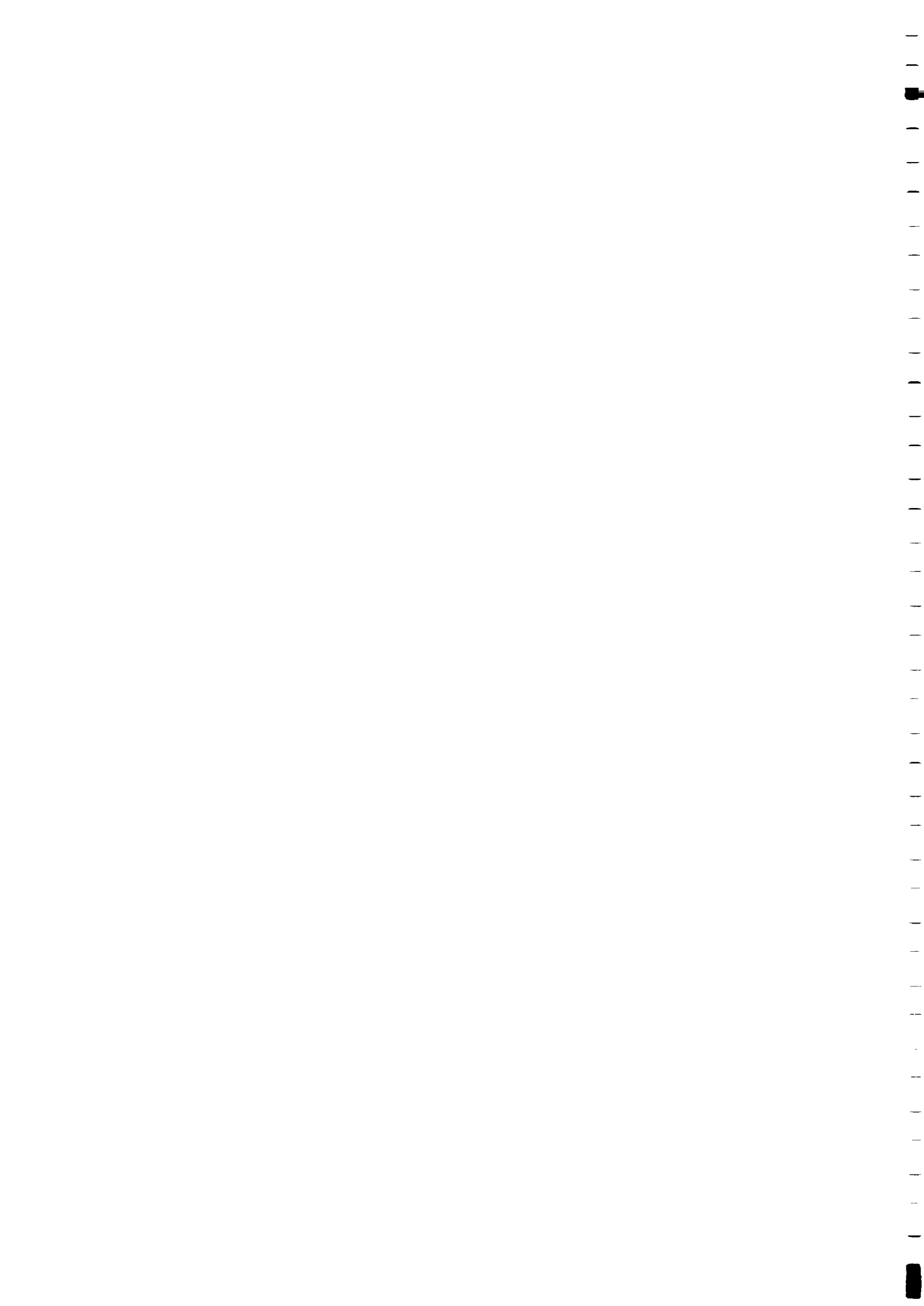
1. *to provide drinking water facilities to 72 percent of the population by 1997 with the ultimate target of providing such facilities to 100 percent of the population by mid-2002.*
2. *provide basic knowledge of sanitation and sanitary facilities to the maximum number of people along with environmental sanitation and conservation.*

The Eighth Plan further emphasizes on community participation, sustainability, cost-recovery, decentralization, NGOs and private sector involvement to achieve the targets. The plan further states that 60 percent of the target in this plan period will be met through NGOs and the private sector.

HMG has set new hygiene education and sanitation targets for the current decade. The proposed target is 25 percent and 75 percent respectively for rural and urban areas by the year 2000, giving a national average of 31 percent.

The Eighth Plan recommends the provision of a 50 percent subsidy for construction of latrine sub-structures in rural areas. It also states that about 54 percent of the target in the sanitation sector will be achieved through NGOs, private sector and local bodies. The plan outlines policies to achieve these, emphasizing the involvement of women, uniformity in implementing approaches of the sector agencies, and involvement of NGOs and the private sector.

DWSS is the lead sector agency for the development of water supply and sanitation. The above objective is to be achieved by coordinating the sector activities of all the agencies that are involved in the sector.



1.2 COVERAGE

The drinking water supply coverage, regionwise, is presented in the following table:

(Population in thousands)

Region	Estimated Population as of 1993/94	Benefitted Population	% of Benefitted Population
Eastern	4693.12	1603.16	34.16
Central	6607.70	3226.36	48.83
Western	3961.64	1697.69	42.85
Mid-Western	2566.37	1517.64	59.14
Far-Western	1811.07	1057.72	58.40
Total	19639.90	9102.57	46.35

Source: Planning Section, Department of Water Supply and Sewerage (May 1995).

With less than 50 percent coverage so far in providing safe and adequate drinking water to the communities, it has really been a challenging issue to the government to meet the target of 72 percent coverage by the end of Eighth Plan and 100 percent coverage by the end of the Ninth Plan i.e., by the year 2002.

Past experiences have shown that drinking water supply projects on their own can never be successfully implemented and operated unless they are integrated with some other activities like health and hygiene education and environmental sanitation. Searching for simple, cost effective and income supportive technologies, and participation from beneficiaries from the beginning of the project planning to its regular operation and maintenance are equally important for the sustainable development of the project.

Nepal's Eighth Plan (1992-1997) estimated that sanitation facilities were available to 3 percent of the rural population and 34 percent of the urban population (nationally 6 percent in 1992). In 1991, Nepal's Fertility and Health Survey (1991, NFHS) reported that the national coverage of toilets is 20 percent. The survey was conducted using questionnaires and it does not seem to reflect the real field situation. In 1994, the Knowledge, Attitude and Practice (KAP) study in the Eastern and Central Development Regions recognized "a big gap between what people know about personal hygiene and what they actually put into practice." The field survey in rural areas of the Lumbini Zone carried out in 1992 and 1993 reported that 11 percent of hill households and 6.4 percent of the Terai households owned latrines. The overall coverage in rural areas of Lumbini zone was 8.2 percent. The National Planning Commission in Cooperation with UNICEF Conducted "National Management Information Surveillance (NMIS)" survey in 1995 for health, immunization,



education, water supply and sanitation coverage. This survey covers 25,000 households all over the country. The survey indicated the coverage in sanitation at 21 percent.

1.3 AGENCIES INVOLVED IN THE WATER AND ENVIRONMENTAL SANITATION (WES) SECTOR

The most active providers of the services in the WES sector are the Department of Water Supply and Sewerage (DWSS), the Nepal Water Supply Corporation (NWSC), the Ministry of Local Development (MLD), Local Authorities (DDCs & VDCs), External Support Agencies (ESAs), Non- Governmental Organizations (NGOs), Private Sectors, Community Based Organizations (CBOs), and Users' Committees.

The National Planning Commission (NPC) is responsible for the overall WES sector planning and coordination. It overlooks development plans and policies and approves annual budget estimates. The Ministry of Finance (MOF) is responsible for mobilizing and allocating resources for the WES programs. The Ministry of Housing and Physical Planning (MHPP) is responsible for formulating the overall policies and strategies in the sector. Within MHPP, DWSS is the lead implementing agency and looks after all rural water supply development and 22 urban water supplies. The Nepal Water Supply Corporation, also within MHPP, is an autonomous body responsible for water supply and sewerage in 13 urban centers in Nepal, including the Kathmandu System. The Central Human Resource Development Unit (CHRDU) is mainly responsible for planning, co-ordinating and organizing training activities in the WES sector.

MLD is involved in providing water supply facilities through integrated rural development projects. Within MLD, the Women Development Division (WDD) and Remote Area Development Committee (RADC) are also providing a number of water supply and sanitation facilities. In addition, MLD also provides grants to DDCs and VDCs for the implementation of water and sanitation facilities.

The Ministry of Health (MOH) is mainly responsible for public health, hygiene education, and to some extent promotion of on-site sanitation facilities. These activities are undertaken by the Environmental and Community Health Section under the Health Education, Information and Communication Center of the Department of Health. The Ministry of Education and Culture (MOEC) provides health education through classroom lectures. It also has a non-formal Adult Education Program which includes hygiene and health sections.

UNICEF has been providing technical assistance to DWSS since 1987. Prior to this, UNICEF used to support MLD for about one and a half decade. Now, UNICEF supported CWSS program is confined to the Central and Eastern Development Regions. UNICEF is primarily responsible for planning and implementation of community water supply and sanitation program in the 22 hill Districts and 11 Terai Districts of the Central and Eastern Regions. It also supports in human resources development, O&M, R&D and monitoring and evaluation studies.

European Union (EU), GTZ, SNV, CIDA, USAID and ODA are providing support in the WES sector through Gulmi-Argakhanchi, Dhading, Mechi, Karnali-Bheri, Rapti, Koshi Integrated Development Projects, respectively. In addition, GTZ supports Urban Development through Local Efforts (UDLE), an integrated program in the Kathmandu valley. EU is providing funds for UNICEF. ODA has supported DWSS in implementing water and sanitation projects in the Central and Eastern Development Regions.

Other ESAs that are providing assistance to the water supply and sanitation sector are FINNIDA, HELVETAS, AsDB/M, World Bank, UNDP and WHO. FINNIDA has been providing support in the Lumbini Zone since 1990. Under its second phase, the focus will be DDCs even though the executing agency will be DWSS. HELVETAS is now supporting the Self-Reliant Drinking Water Support Program (SRWSP), which will implement water and sanitation facilities through NGOs and CBOs. The World Bank and UNDP are providing support to the development of the sector as well as to NWSC. AsDB/M had provided three separate sectoral loans to DWSS and project preparation is underway for the Fourth Water Supply and Sanitation Sector Project. UNDP/WHO is mainly involved in human resources development, capacity building and production of training materials.

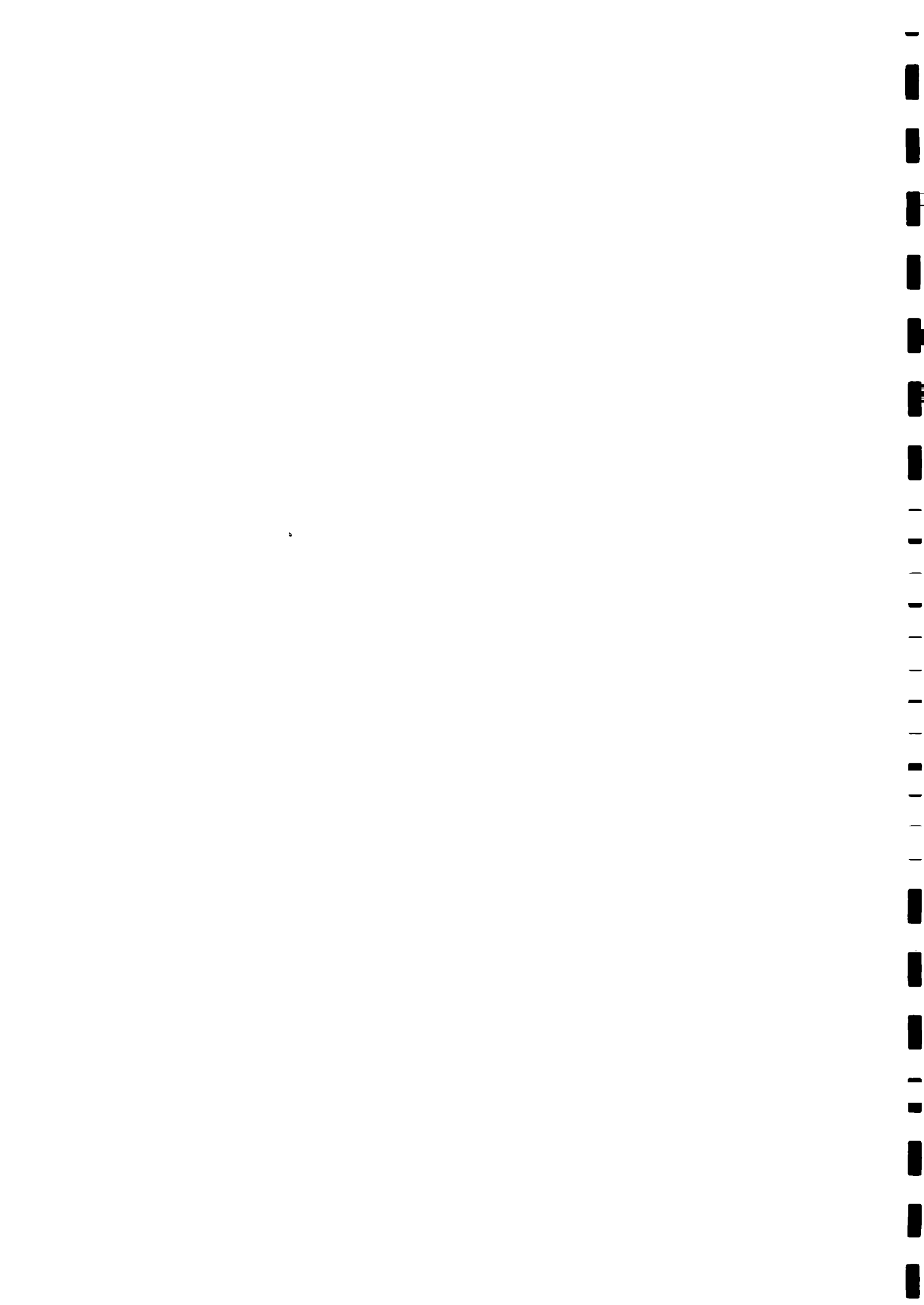
JAKPAS, supported by the World Bank, is engaged in pilot projects implemented by NGOs and CBOs. It is endeavoring to establish the proposed Water Supply and Sanitation Fund for NGOs and CBOs. Water Aid, an International INGO supports Nepal-Water for Health (NEWAH) in implementing WES projects. Again, UNICEF supports WA/NEWAH in the implementation of CWSS program.

Nepal Red Cross Society (NRCS) and Nepal-Water for Health (NEWAH) are two major NGOs that are implementing water and sanitation projects in Nepal. NRCS is active in 12 districts whereas NEWAH has four branch offices in four regional centers (except Dipayal) and is active in 25 districts.

The Social Welfare Council (SWC) broadly coordinates national and foreign NGO activities. In most cases, NGOs are required to register with the SWC and funds and approvals for NGO activities are often routed through it.

The Rural Development Bank with the assistance of UNICEF is also engaged in water and sanitation activities especially among the poorest population in the Eastern and the Far Western Development Regions. Japan International Cooperation Agency (JICA) had supported DWSS to rehabilitate 15 water supply projects mostly in the urban centers. DISVI, an Italian Development Agency is supporting WES activities in the Eastern Development Region through the Environment and Public Health Organization (ENPHO), a local NGO.

The American Peace Corps (APC) provides volunteers to implement water and sanitation projects. Norwegian Save the Children (Redd Barna), Save the Children UK, Save the Children US, are also supporting water and sanitation activities in a limited scale. The Lutheran World Service (LWS), Plan International and CARE are



other agencies that are involved in the provision of drinking water supply and sanitation facilities.

Kadoori Foundation, British Gorkha Welfare Trust and Indian Army Welfare are providing assistance to communities to implement water supply projects, mainly in the Eastern and the Western Development Regions.

Apart from these, there are more than a hundred national and local NGOs, mothers' groups and local clubs that are involved in the implementation of water supply and sanitation facilities.

Thus, it is generally acknowledged that safe water supply is one of the important elements of improved public health and the promotion of personal and environmental sanitation. It requires equal attention from communities, governmental structures and all support agencies in order to improve significantly, and on a long term basis, the health conditions in Nepal.

1.4 JUSTIFICATION OF THE WORKSHOP

The involvement of about 60 active agencies in the water supply and sanitation sector has indicated that there is a strong commitment of HMG/N, multilateral and bilateral donor agencies, INGOs, NGOs to provide safe drinking water and sanitation to the people of Nepal. Furthermore, the involvement of these agencies for the last three decades has provided rich experiences to these agencies on the modalities of providing sustainable drinking water projects. The methods of promoting community participation, both at the construction and management phases have been developed by these agencies. But due to the lack of a strong coordination mechanism the rich and practical knowledge and experiences of these agencies have not been shared, consequently leading to the following issues :

- Role of agencies involved in the WES sector could not be effectively established
- Information sharing mechanism has not been formally institutionalized.
- An appropriate approach for the empowerment of Users' Committee could not be ascertained.
- A better understanding of HMG policies and strategies on water supply and sanitation sector could not be promoted.
- Effective co-ordination and complementary approach for set strategies between NGOs, INGOs and government agencies has not been developed.
- Inadequate health and hygiene education and environmental sanitation programs in parallel to the drinking water projects.
- Insufficient attention on drinking water quality, source protection and prioritization.

- An effective cost recovery mechanism to support the operation and maintenance of the completed schemes has not been developed.

In order to promote a coordinated approach in the WES sector, DWSS and UNICEF decided to hold a national workshop on Safe Drinking Water Supply and Environmental Sanitation involving all the agencies working in this sector. SILT Consultants (P) Ltd was appointed as the "Management Consultant" for the workshop.

1.5 OBJECTIVES OF THE WORKSHOP

The objectives of the workshop were:

- Acquaint the approaches of each of the major agencies involved in the Water Supply and Sanitation Sector.
- Find out the status of coordination, approaches and activities of the agencies involved in the Water Supply and Sanitation Sector.
- Identify mechanisms for sharing of information and skills among the agencies involved.
- Recommend mechanisms aimed at institutionalizing coordination and information sharing practices among all concerned agencies, thereby bridging the existing gap.
- Develop procedures for community empowerment and ownership for sustainability.

1.6 AGENDA OF THE WORKSHOP

A Steering Committee consisting of ten members, chaired by Mr. D.C. Pyakurel, DG, DWSS, was formed by the workshop organizing agencies, namely, DWSS, and UNICEF (Annex I). The Committee met four times to ratify the programs and the modalities of the workshop prepared by the Management Consultant (SILT Consultants (P) Ltd).

The following agenda were also approved by the Steering Committee of the Workshop :

AGENDUM NO. 1 - PRESENT POLICIES AND STRATEGIES OF HMG ON THE WATER SUPPLY AND SANITATION SECTOR

AGENDUM NO. 2 - ENVISAGED ROLE OF DWSS AND PARTICIPATION OF PARTNERS

- AGENDUM NO. 3 - ROLE, PLACE, COORDINATION AND RESPONSIBILITIES OF NGOs/INGOs WITH DWSS
- AGENDUM NO. 4 - SETTING-UP OF A REGULAR COORDINATION/INFORMATION SHARING MECHANISM AT DISTRICT, REGIONAL AND CENTRAL LEVELS
- AGENDUM NO. 5 - USERS' COMMITTEE EMPOWERMENT AND OWNERSHIP

Five persons were nominated by the Steering Committee to prepare papers on the above agenda (Annex V).

1.7 WORKSHOP PROCEEDINGS

1.7.1 Identification of Issues

In order to identify concrete issues on the above mentioned agenda the following methods were used:

- Information sheets (Annex VI) collected from 31 agencies out of the 44 requested
- Briefing Notes prepared by the Management Consultant based on the responses of the 31 agencies and the review of existing reports and documents
- Papers prepared by five resource persons
- Briefing Notes and papers presented
- Issues identified from floor discussions, and
- Issues reviewed and adopted by the five groups of Workshop participants.

1.7.2 Organization of the Workshop

The Workshop was organized for two consecutive days on June 22-23, 1995 at Hotel Himalaya, Lalitpur. The first day was mostly devoted to the identification of issues, deliberations of the dignitaries participating in the inaugural ceremony, through the resource persons, floor discussions of the participants and chairpersons of each session.

The Workshop was inaugurated by Mr. Prem Singh Dhama, Honorable Minister of State of MHPP. The inaugural session of the Workshop were addressed by Dr. M.S. Manandhar, Vice Chairman, NPC; Mr. Daniel O'Dell, Representative UNICEF; Mr Harumi Sakaguchi, Deputy Resident Representative, UNDP; Mr. S.S. Kayastha,

Secretary, MHPP and Mr. D.C. Pyakurel, Director General, DWSS. The objectives of the Workshop were highlighted by Mr. Yves Faugere, Chief, WES Section, UNICEF (Annex III).

The other two subsequent sessions of the first day were chaired by Mr. S.S. Kayastha, Secretary, MHPP, and Mr. Mukunda Aryal, Joint Secretary, NPC. The second day was devoted more on group discussions of the issues highlighted by the deliberations of the first day. The issues were presented to each group by Dr. P.P. Timilsina, the Team Leader and Mr. S.N. Poudel, Director/Coordinator of the Management Consultant. The group discussion was chaired by the chairperson elected by each group. Each group nominated a rapporteur to prepare and present the group report (Annex iv). The concluding session was devoted on the presentation and discussion of the group reports. The concluding session was chaired by Mr. D.C. Pyakurel, Director General of DWSS. Mr. Yves Faugere, Chief WES Section UNICEF, reviewed the findings of the Workshop and Mr. K. Kunwar, Managing Director, SILT Consultants (P) Ltd, extended the Vote of Thanks.

The Workshop Program (Annex II) and the list of participants of the plenary sessions and the group discussions (Annex IV) indicates the details and the dynamics of the Workshop.

1.7.3 Workshop Participants

The list of the participants are given in Annex IV:

The registered participants representing various organizations are grouped and presented in the following Table:

	Number		Total
	Male	Female	
I HMG/N	18	1	19
Ministries	6	0	6
NPC	1	0	1
DWSS	8	1	9
Corporations	3	0	3
II MULTILATERAL AGENCIES	10	2	12
III BILATERAL AGENCIES	8	3	11
IV INGOS/NGOS	10	1	11
V CONSULTANTS	6	2	8
TOTAL	52	9	61

1.7.4 Working Team of the Management Consultant:

Member Secretary,	:	Mr. K. Kunwar
Workshop Steering Committee	:	Mr. A.K. Nepal/
Workshop Coordinators	:	Mr. S.N. Poudel
Team Leader	:	Prof. Dr. P.P. Timilsina
Environmental and Sanitary Engineer	:	Prof. Dr. K.K. Bhattarai
Community WSS Engineer	:	Mr. M. Neupane

1.8 KEY ISSUES HIGHLIGHTED IN THE BRIEFING NOTES AND WORKSHOP PAPERS

1.8.1 SILT Consultants (P) Ltd.

The paper on "**Briefing note on Water Supply and Environmental Sanitation (WES) in Nepal**" has highlighted the following points:

Objectives of the Eighth Plan are:

- to provide drinking water facilities to 72 percent of the population by 1997 with the ultimate target of providing such facilities to 100 percent of the population by mid-2002.
- to provide basic knowledge on sanitation and sanitary facilities to the maximum number of people along with environmental sanitation and conservation.

The present situation of the WES sector is as follows:

- The regional drinking water supply coverage are 34 percent, 49 percent, 43 percent, 59 percent and 58 percent in Eastern, Central, Western, Mid-western and Far-western Development Regions, respectively.
- DWSS is the lead sector agency. NWSC operates in 13 municipalities, the World Bank, UNICEF, AsDB/M and FINNIDA are assisting larger programs. For smaller programs more than a dozen international agencies and more than 50 NGOs are involved in the sector.
- Integration of hygiene and sanitation with water supply and the community participation approach are parts of the programs.
- SRWSP and RWSSP are working in partnership with NGOs and CBOs than with DWSOs.
- NEWAH and NRCS are two large national non-governmental organizations active in the Water Supply and Sanitation Sector with technical and managerial expertise.

The key issues raised by the various sector agencies were:

- operation and maintenance
- coordination/information sharing in central, regional and district levels
- source conflict
- insufficient financial resources generation for cost recovery
- need to inculcate ownership feeling
- low priority in sanitation by HMG and the communities

1.8.2 Mr. S.B. Mathema

The following are the key points raised in the paper "**Present Policies and Strategies of HMG on the Water Supply and Sanitation Sector**":

- Agenda 21 adopted by the Earth Summit emphasizes on low cost technology, community management, decentralization, and re-use of wastewater.
- The technical options in Nepal are:
 - springs and small sized gravity flow systems in the mountains.
 - small and medium to large sized gravity water systems in the hill regions.
 - suction handpumps, dugwells, deep tubewells which utilize groundwater are generally appropriate in the Terai areas.
- Development of district water supply and sanitation plan will help to achieve better planning, programming and status monitoring of water and sanitation projects.
- Efforts in human resources development need further strengthening.
- Directives 1991 provide detailed steps and procedures in the community mobilization for water supply and sanitation schemes.
- MHPP/DWSS has prepared technical standards which may require revision.
- At this stage of development the role of the private sector and NGOs is important.

1.8.3 Mr. D.C. Pyakurel

The synopsis of the paper "**Envisaged Role of the Department of Water Supply and Sewerage and Participation of Partners**" is presented below:

Much efforts and resources were spent in the last 30 years in the Water Supply and Sanitation Sector. In spite of this, Nepal has more than half the population without adequate drinking water. Sanitation coverage is much less. If the 100 percent coverage in water supply is to be achieved by the year 2002, the role of DWSS would have to change from a provider of the services to a facilitator. Furthermore, the principal policy directions are:

- priority to be given to smaller water supply projects,
- integration of sanitation with water supply,
- NGOs and CBOs to be encouraged to implement small water supply and sanitation projects, and
- in the rural Terai, priority to be given in the installation of shallow tubewell handpumps.

In the past DWSS has already adopted the following measures:

- Reorganization of DWSS,
- Finalization of technical standards,
- Development of a National Sanitation Policy,
- Establishment of CHRDU,
- Promotion of NGOs and their development,
- Additional support on transfer of ownership, and
- Preparation of the Seven Year Strategic Plan for DWSS.

DWSS at the moment is in a transition phase. It is gradually moving away from the role of an implementor to a facilitator. Though the realization of this was difficult within DWSS in the beginning, it would ultimately take up the new role of the facilitator in the development of the Sector. DWSS is committed to achieve its new role.

1.8.4 Mr. U. Pandey

The paper "**Role, Place, Coordination and Responsibilities of NGOs/INGOs with DWSS**" highlights the following points:

- INGOs/NGOs should assist the Government in achieving the national goal of DWSS.
- There should be three levels of coordination:
- at the national level DWSS as a lead agency should ensure an uniform approach,
- at the district level DWSO should play the coordinating role, and
- at the community level all the players of the sector should coordinate.
- Effective HRD program has to be launched at the field level.
- The project/scheme has to be of a manageable size.
- Working areas of the implementors have to be defined.
- Due care should be given to the O&M aspects after project completion.

1.8.5 Dr. V.L. Shrestha

Dr Shrestha's paper "**Setting-up of a Regular Coordination/Information Sharing Mechanism at District, Regional and Central Levels**" suggested the following points:

- The existing National Level Coordination Committee be reformulated to widen its membership and make it more effective.
- Coordination committees are proposed: one between DWSS and the agencies within DWSS and the other between DWSS and inter-agencies and partners in the WES sector under the Chairmanship of DG, DWSS
- The proposed District Level Coordination Committee is to be chaired by the DWSO Chief

1.8.6 Mr. B.K. Shrestha

Points raised by Mr. Shrestha in his paper "**Users' Committee Empowerment and Ownership of Drinking Water Schemes**" are:

- Drinking water management is a situation-specific issue. The type of organization and management system is dependent upon physical and socio-economic conditions prevalent in a given situation.
- Local ingenuity plays an immense role in designing a suitable system of management and maintenance.

- Universal participation of beneficiaries, local resource mobilization and transparency of management and decision-making are necessary pre-conditions for successful and sustained management.
- External catalytic inputs go a long way in creating an effective system of user management. (Government systems have proved to be a dismal failure to provide such catalytic inputs; performance of INGOs and NGOs is much better).

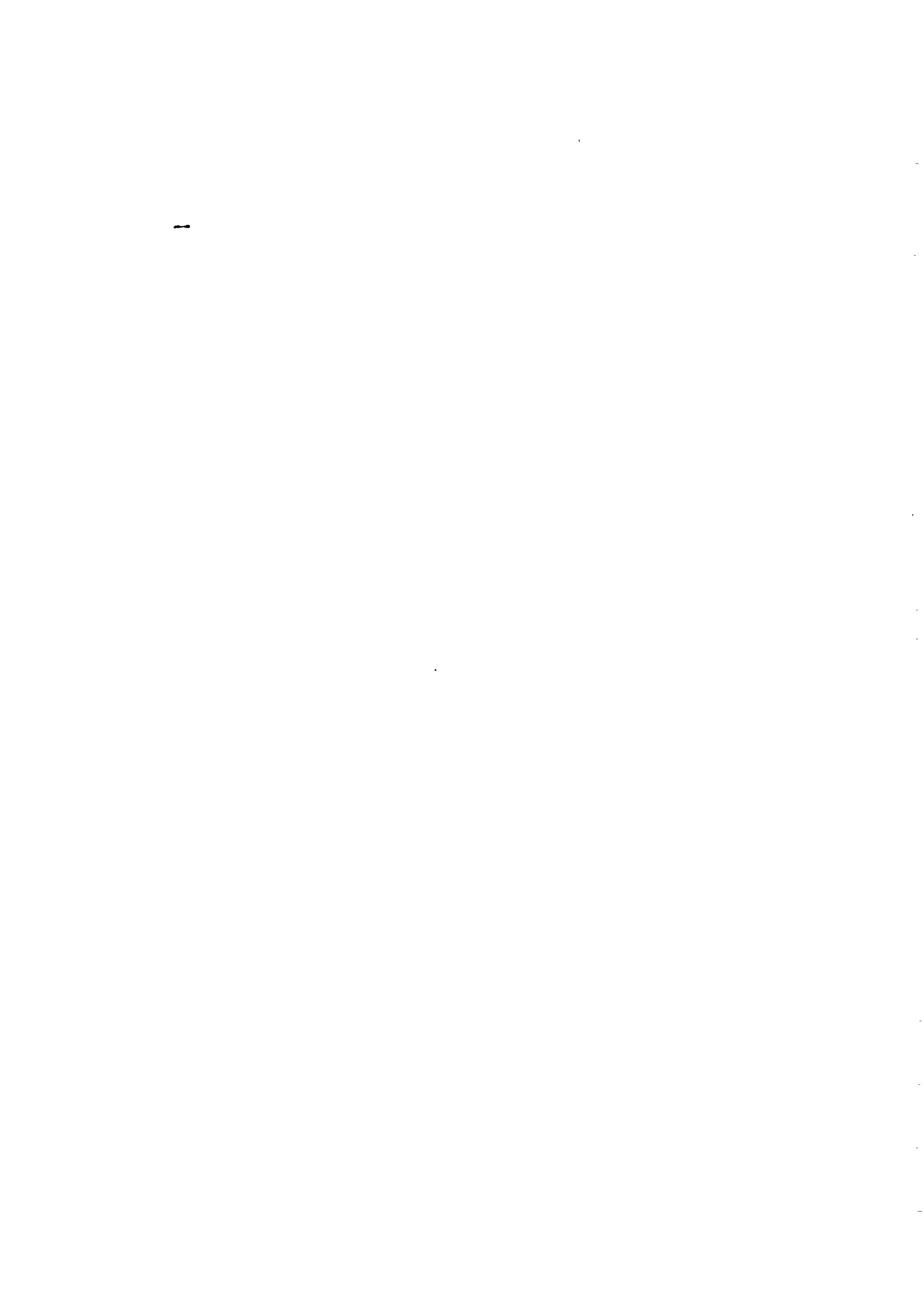
The Issue of Empowerment

- Lack of conceptual clarity in the existing legislation
- Problems in implementation,
 - Users' Committees are only in name,
 - Officials ill-prepared to extend necessary support and assistance to WUC,
 - Government departments generally shy away from the concept,
 - WUCs behave more as contractors than as the representatives of the beneficiaries,
- Motivation of Users' Committees,
- Need for donor reorientation,
- Need for more affirmative action on the part of NPC.

Author's Suggestions:

Donors' should get together to create and support a professional National Support Group on WES in the non-government sector which should perform the following principal functions:

- generate nation-wide information and inventory of WES projects, analyze them and derive implications for prescription to the Government as well as to the donors;
- act as the sounding board for the Government, donors and other institutions and to assist them to pursue mutually more coherent policies and programs;
- assist the different players in the field of WES to coordinate their activities and policies by organizing relevant forums; and
- undertake monitoring and research to develop more effective and cost effective approaches for universal coverage and for management and maintenance.



II. ISSUES AND RECOMMENDATIONS

The following sections present the agendawise issues and recommendations:

2.1 AGENDUM NO. 1: PRESENT POLICIES AND STRATEGIES OF HMG ON THE WATER SUPPLY AND SANITATION SECTOR

2.1.1 ISSUES IDENTIFIED:

1. Need for the transparency of HMG's policies and regulations.
2. Existing linkages between MHPP and other ministries to be spelled out.
3. Policies are guided by targets rather than by objectives.
4. Sanitation and water quality should be integrated within the water supply policy.
5. Need for assessment practice of policies and strategies at the field level.
6. Need for the development of new strategies to reach selected communities and the poor.

2.1.2 RECOMMENDATIONS:

After reviewing the above mentioned issues, the following recommendations were suggested by the Workshop:

1. HMG policies and regulations in WSS must be transparent right down to the communities. It should also include:
 - A database on all concerned organizations in the field of Water Supply and Sanitation must be kept and updated by DWSS.
 - DWSS must be the lead organization in providing policies, regulations and standards. Organizations in the field must assist HMG in achieving WSS targets.
 - All organizations must provide DWSS their mode of operations and work, if possible, the five year plan and program.

2. Existing linkages between MHPP and other ministries should be spelled out. The policies and regulations must include:
 - Sanitation and water quality standards which are part of the water supply policy.
 - Assessment practice of the policies and strategies in the field should be monitored.
 - A need for the development of new strategies to reach selected communities that are deprived and poor.
 - The implementing agency to ensure monitoring support of the project for a certain period of time.
3. It is accepted that NGOs, INGOs, CBOs, etc. should be accountable to the financier (if any) but they must also be accountable to DWSS in achieving the standards and regulations as set by HMG.
4. WHO is presently working on the provision of quality standards for drinking water and sanitation, which should be achieved by all agencies in days to come.
5. Policies should not be guided by physical targets but rather by ultimate goals (health improvement, time and energy savings, etc.)

2.2 AGENDUM NO. 2: ENVISAGED ROLE OF DWSS AND PARTICIPATION OF PARTNERS

2.2.1 ISSUES IDENTIFIED:

1. Proper selection criteria of NGOs to be developed.
2. DWSS as a lead agency should coordinate all partners that have the same goals and objectives (Figure 1).
3. DWSS should play a supporting and facilitating role and gradually phase-out in the implementation stage.
4. Development of a hierarchy of INGOS/NGOs may be one of the approaches e.g., Mother NGOs-CBOs, Local NGOs, etc. (Figure 2).
5. Coordination mechanism among partners to be developed by DWSS.
6. Standardizations and guidelines are dynamic documents that should be subject to regular revisions.

FIGURE 1: ORGANIZATIONAL LINKAGES OF THE WATER SUPPLY AND SANITATION PROGRAM

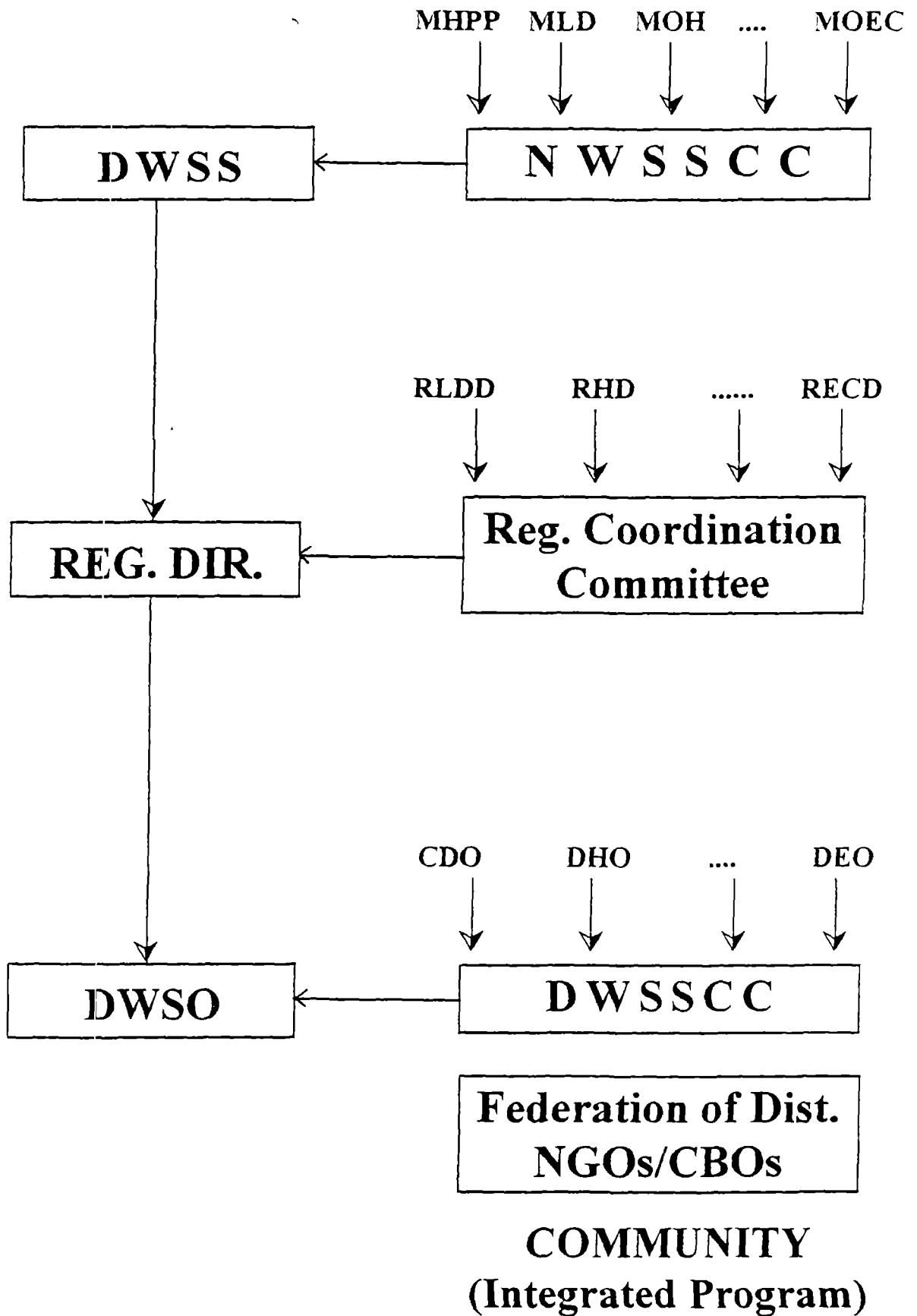
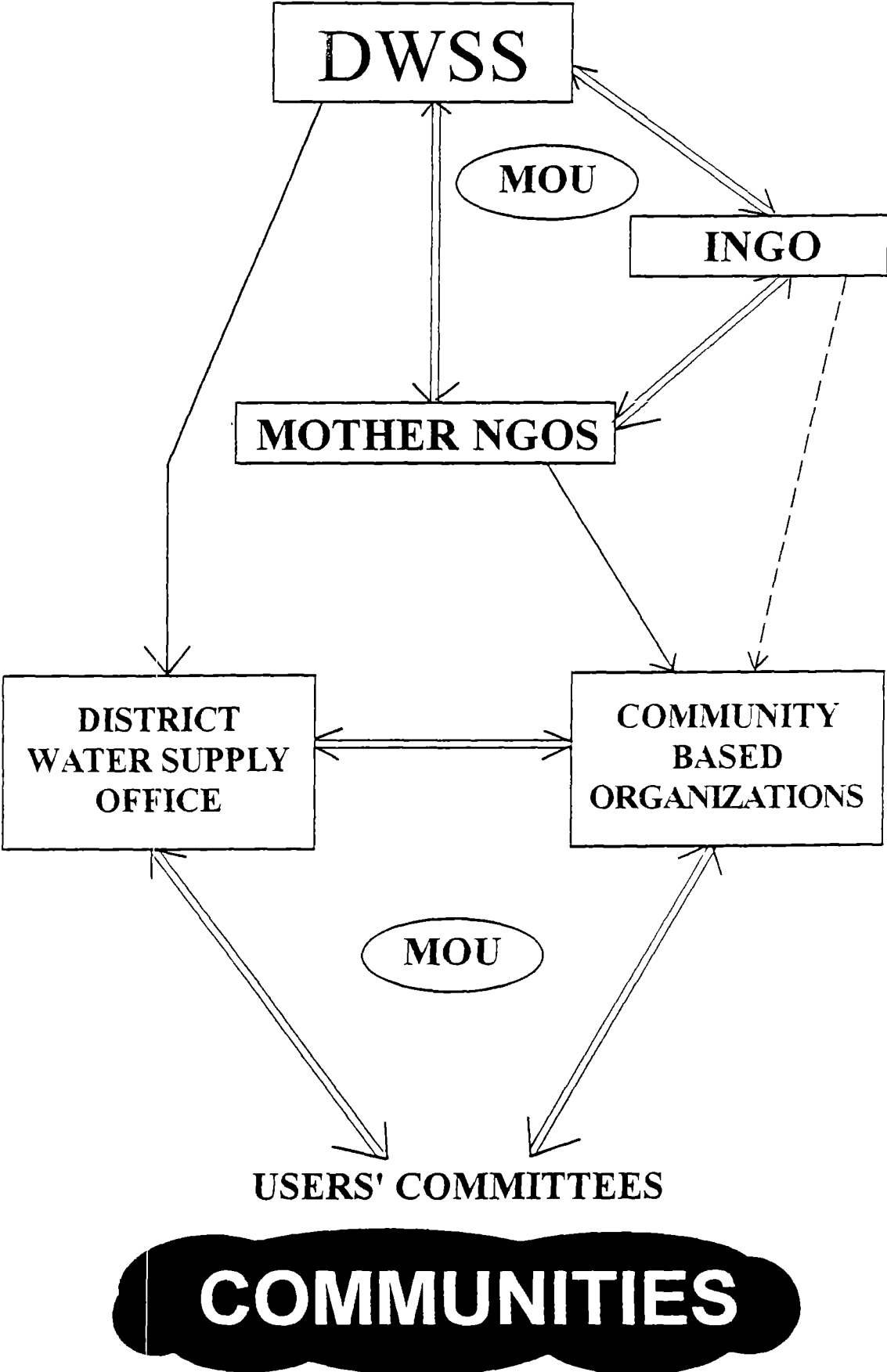


FIGURE 2: LINKAGES OF DWSS WITH PARTICIPATING PARTNERS





7. DWSO in the district should be the nucleus for coordination.
8. Coordination committees should be established in all 75 districts.
9. District profile is a base-line document and MIS is a process for up-dating.
10. O&M is a major problem for HMG.
11. DWSOs have more sophisticated technologies in comparison to other partners of the sector.
12. Communities are not receiving any assistance from DWSOs on major repair activities for projects implemented by others including projects under LUBOVO.

2.2.2 RECOMMENDATIONS:

1. In addition to others DWSS should have the following functions:
 - Develop selection criteria of NGOs
 - Coordinate with other partners as a lead agency
 - Act as a Coordinator at different levels
 - Play a facilitating role
 - Develop appropriate technology
 - Certify the completed projects
 - Prepare district sector profiles and update them through MIS
 - Provide technical support to the LUBOVO Program
 - Establish a WSS research unit.
2. Suggested Selection Criteria for Mother NGO:
 - Non-profit making
 - Non-religious, non-political
 - Democratic set up
 - Having the potential for managerial and administrative capacity building of district NGOs/CBOs

- Financial transparency
 - Interested in development activities.
 - Having WES as a key component.
3. Suggested Selection Criteria for District NGOs:
- Non-profit making
 - Non-religious, non-political
 - Democratic set up
 - Financial transparency
 - Preference to women representatives
 - Preference to ones that are closely working with the community in development works
 - Community acceptance.
4. DWSS should play a lead role by coordinating and collaborating with INGOs, NGOs and private sectors as partners in development as well as by disseminating the approved plans and policies of the Government. DWSO will coordinate to incorporate WATSAN activities of NGOs, CBOs and others in district development programs.
5. DWSS should play a technically supporting, facilitating and monitoring role and gradually shift its role of the implementator to the facilitator. starting by phasing out from the implementation of schemes benefiting less than 500 population.
6. DWSS needs to work out financial transaction mechanisms.
7. DWSS should endeavor to develop appropriate technologies and standards; regularly revise and update them according to the feedback from the implementation level. All implementing NGOs/CBOs should follow standards and guidelines.
8. After project completion the Users' Committee, DWSO, GO representatives/ DDCs shall be jointly responsible for certifying the implemented project.
9. DWSO is responsible for the preparation of district profiles and for regularly updating them through MIS.
10. For O&M of completed projects, all completed projects are to be handed over in a phased timing to the users' committees by bringing them into full operation.
11. DWSS should have the provision of a special yearly budget for major repair works with the participation of beneficiaries.

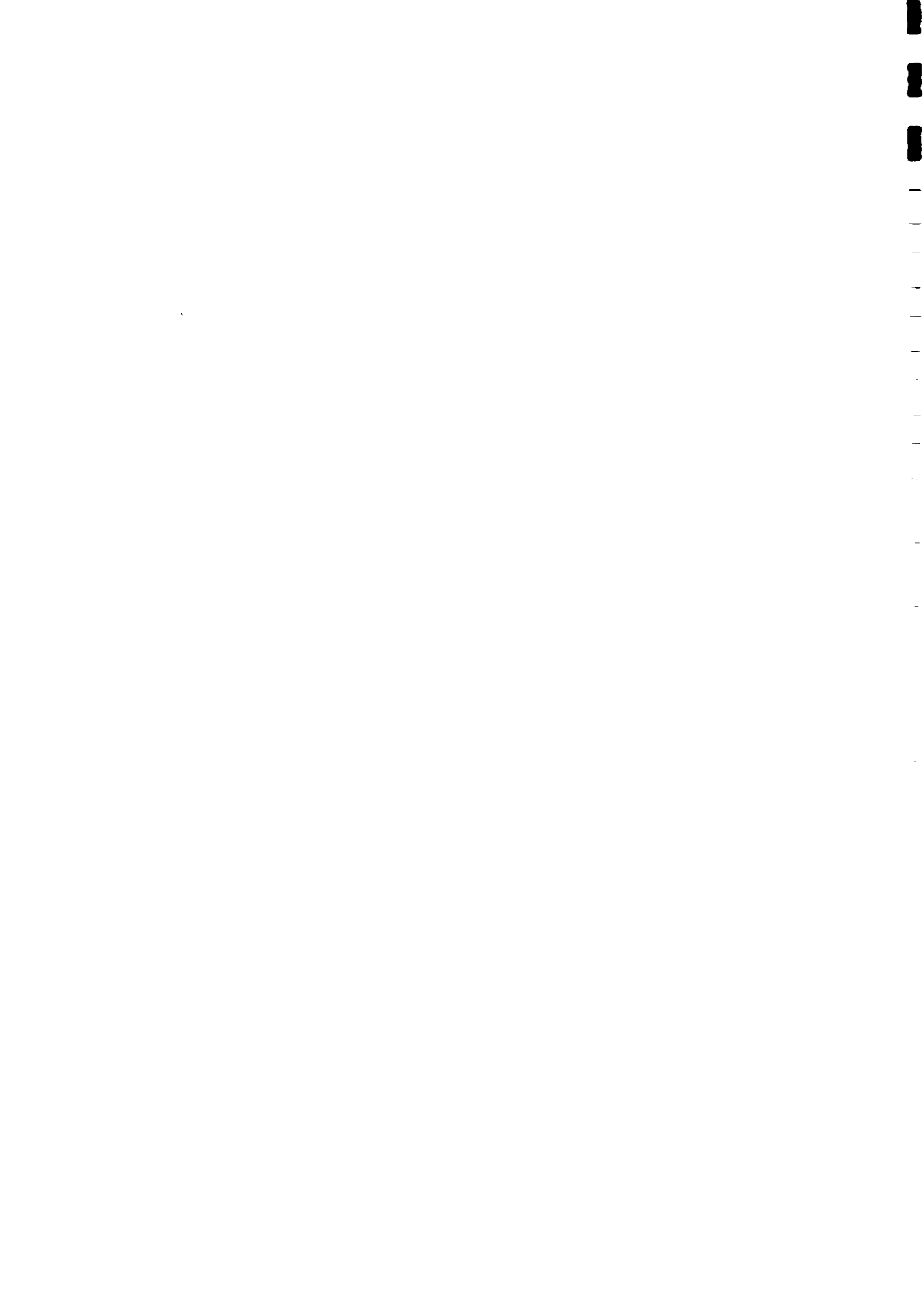


12. For O&M of new and ongoing projects the community will be organized during the implementation phase.
13. DWSO will continue monitoring and playing a catalytic role in the projects that have been handed over.
14. DWSS will provide technical support to VDCs of the LUBOVO program in the WATSAN sector upon the request of VDCs and collect information to update the district profiles. DWSO will prioritise works under the LUBOVO funds implemented through NGOs/CBOs.
15. DWSS should conduct research activities related to water quality and other technical matters.

2.3 AGENDUM NO. 3: ROLE, PLACE, COORDINATION AND RESPONSIBILITIES OF NGOS/INGOS WITH DWSS

2.3.1 ISSUES IDENTIFIED:

1. Long bureaucratic channel to ratify the agreements made by INGOs and NGOs.
2. INGOs should not implement the projects directly but should work with NGOs.
3. The Social Welfare Council can also be one of the intermediary agencies for the coordination of the activities of NGOs.
4. It should be clear whether NGOs should be involved in software or hardware parts.
5. The future role of NGOs in the WES sector with JAKPAS is high.
6. The turnover rate of affiliated NGOs with JAKPAS is high
7. A stringent selection criteria should be developed in the selection of NGOs
8. DDC can act as an any intermediary agency in coordination because political influence/pressure exist in the selection of the project. If information is left with DWSO it may not reach DDC.
9. DDC is a political body and sometimes it may not support the NGOs, serving groups with different ideologies than that of the office bearers of DDC.
10. The coordination of donors is also an important issue to be considered



2.3.2 RECOMMENDATIONS:

1. There should be coordination on:
 - information sharing
 - establishment of linkages
 - reporting at district level to DWSO who then reports to DDC and DWSS regarding policy matters at the national level.
2. DWSS should be responsible in initiating an action to write to SWC to simplify the process.
3. INGOs/Donors should preferably work in partnership with line agencies, NGOs, CBOs, etc.. They should lay an emphasis on capacity building of the partners.
4. NGOs could be either involved in software or hardware or both which should depend upon the capacity, strength and the interest of the NGOs.
5. For operation and maintenance and repairs:
 - funds can be allocated to increase the Users' Committees' O&M funds.
 - INGOs/Donors can allocate certain funds for repair as long as they are in the country; if not in the country the full responsibility should rest with DWSS.
 - once information is provided to DWSO by the implementors, DWSO is responsible for repairs and technical support.
 - DWSO should involve UCs/NGOs in their regular training programs.
6. JAKPAS specific experiences may be due to the selection criteria and high expectation of JAKPAS from NGOs.
7. National level NGO selection criteria should be developed. Specific and elaborated criteria could be further developed by the various organizations depending upon their objectives and vision. The recommended general criteria are:
 - commitment
 - administrative and financial issues, and
 - transparency
8. Need for coordination on the following issues:
 - which NGO gets assistance
 - type of assistance, and
 - uniformity of assistance.



But these are difficult to realize. Therefore, to start with DWSS-intra-agency meetings should be conducted.

2.3.3 REMARKS:

- A gap, regarding information required for DWSO and DDC which affects implementors exists.
- Type of reporting should be clear and according to formats developed by DWSO.
- NGOs are not parallel to the government but complement the government.
- NGOs should be looked upon as independent autonomous bodies.

2.4 AGENDUM NO. 4: SETTING-UP OF A REGULAR COORDINATION/ INFORMATION SHARING MECHANISM AT DISTRICT, REGIONAL AND CENTRAL LEVELS.

2.4.1 ISSUES IDENTIFIED:

1. Regional level coordination is to be developed.
2. Identification of a form of mechanism at the district level - the barriers existing in the area of coordination at the district level should be considered.
3. The objective of the coordination should be directed towards sharing of information.
4. There should be competition in the delivery of services so that the people have the choice to get the best services.
5. In addition to horizontal coordination there is a need for vertical coordination as well.
6. A functionable coordination mechanism should be developed.
7. While representing the apex body of NGOs, there is a problem of selecting appropriate representations.
8. Coordination at the implementation level should be given priority

2.4.2 RECOMMENDATIONS:

- Strengthening the existing structure/system/linkages.
- Importance of collection and dissemination of information
- DWSS as the lead agency/facilitator

Central Level:

1. NWSC as the coordinating body-Secretary MHPP, Chairperson
2. Expansion of memberships, e.g.,
 - Department of Forestry
 - Credit institutions (ADB/N)
 - NGO representation
3. DWSS strengthen the process of collection, compilation, feeding, processing and retrieval of information to NWSSC for its functioning.
4. **Output:**
 - Inter sectoral/ministerial coordination of policy, strategies and organizational implementation issues.
 - Authority and accountability.
 - Follow-up activities at departmental levels.

District Level:

1. DWSO lead the WES coordination committee
2. Authority and accountability conferred and linked to DDCs
3. Membership include all actors concerned.
4. **Output:**
 - Inter-sectoral coordination
 - Integrated information and planning
 - Coordination and collaboration at the implementation level

- Provision of support towards continuing and sustainable program activities (inter-sectoral/agency/NGO, etc.)
5. DWSOs to be strengthened in collection, compilation, feeding, processing/dissemination of information vertically and horizontally

Regional Level:

- Regional Coordination Committee to be developed to maintain coordination with regional level agencies.

2.5 AGENDUM NO. 5: USERS' COMMITTEE EMPOWERMENT AND OWNERSHIP

2.5.1 ISSUES IDENTIFIED:

1. There is a need to develop a mechanism of empowering the Users' Committee
2. Money from donors come from various sources so there is an accountability of the expatriate. There is a need to develop standard rules by the government so that donors can also participate effectively.
3. The expectations of the Government from donors are to be clarified.
4. There is a need to address the issue of WES both at the micro and macro levels.
5. There is a need for an institution which could create an interface between the donors and the Nepalese.
6. There should be purposeful efforts to promote NGOs both by the government and the donors.
7. National policies should be more conducive for the empowerment of Users' Committees.

2.5.2 RECOMMENDATIONS:

For Users' Committee Empowerment the Following Procedures should be Followed:

1. Registration: whether as per water resources act or as per NGO legislation.

2. Representation includes (Figure 3A)
 - Coordination
 - Information sharing, and
 - Complaint route
3. Funding Mechanism
 - Closer the decision of funding to the local level, greater the chances of transparency.
4. Representation of women
 - 100 percent WUGs should have women representatives, and
 - changing role of WUGs
5. Recommendation for the provision of a federation of WUGs in each VDC (Figure 3B).
6. Registration of WUGs at VDC
7. Ultimately, WUG communities are the recipients of entire funds in grant form. for which they are accountable. The problem encountered here is:
 - lack of a formal legal provision, hence, strong recommendations for this provision needed.

For Enablement Inputs Required Are:

- Financial and material - grant to users
- training
- catalytic and monitoring roles

Role of GO's is catalytic, training, community support, book keeping assistance, technical design, procurement advice, etc.

Role of donors and the monitoring of the quality of works.

National Professional Interface (NPI):

There should be a National Professional Interface (NPI) between HMG and the Donor.



FIGURE 3: LINKAGES OF USERS' COMMITTEES WITH THE AGENCIES

A) ROLES AND REPRESENTATION BETWEEN NGOs AND GOs

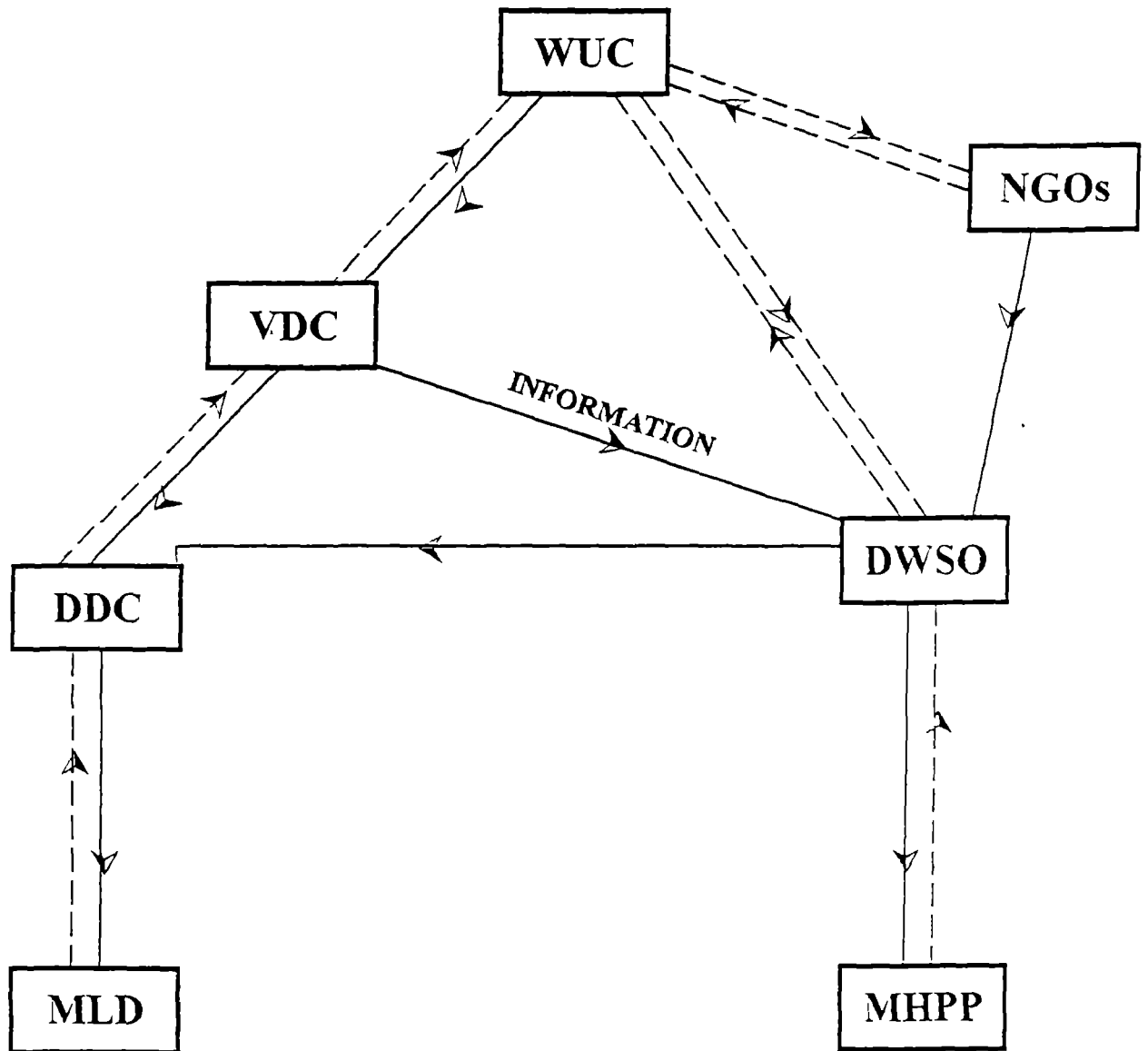
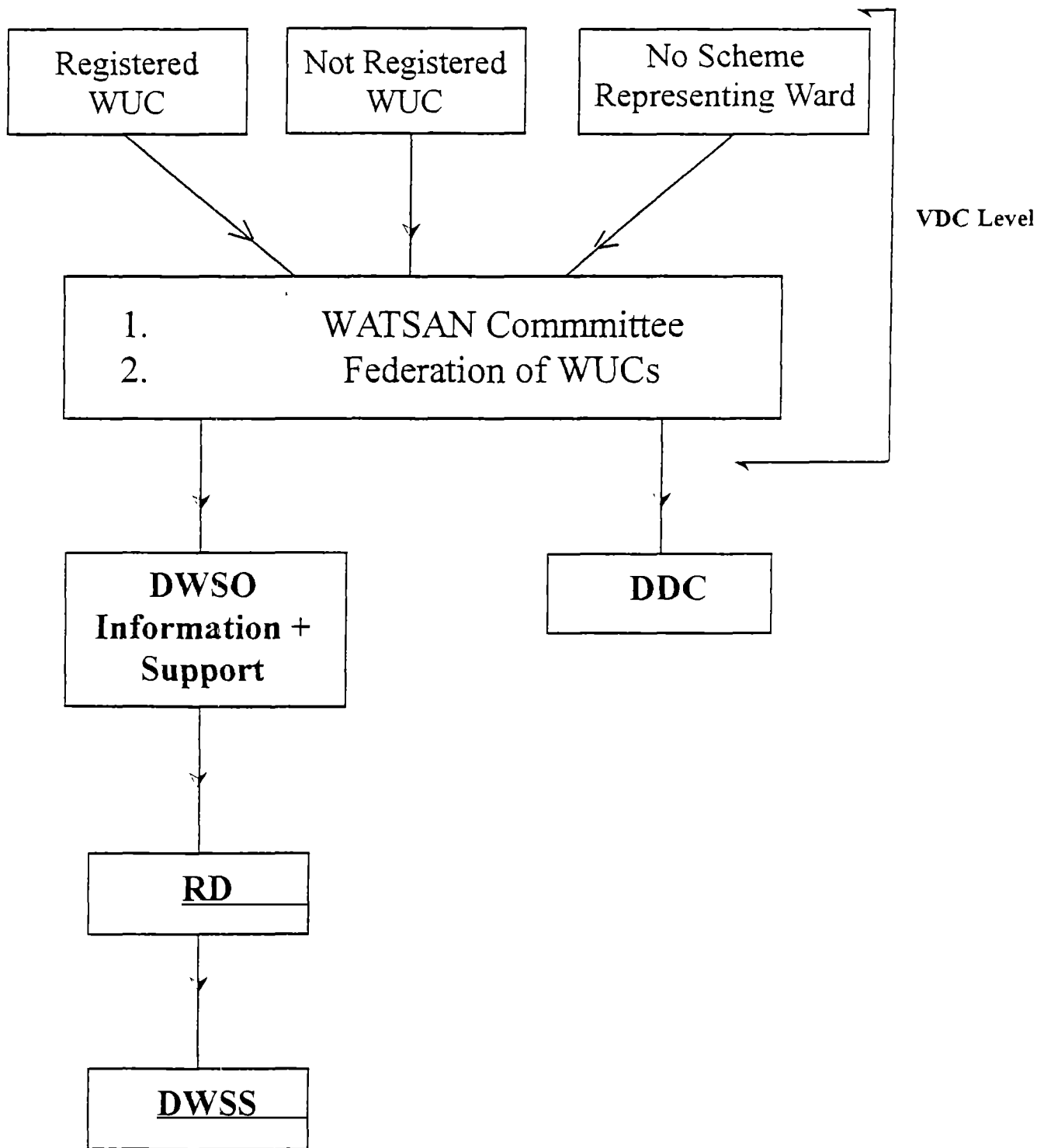
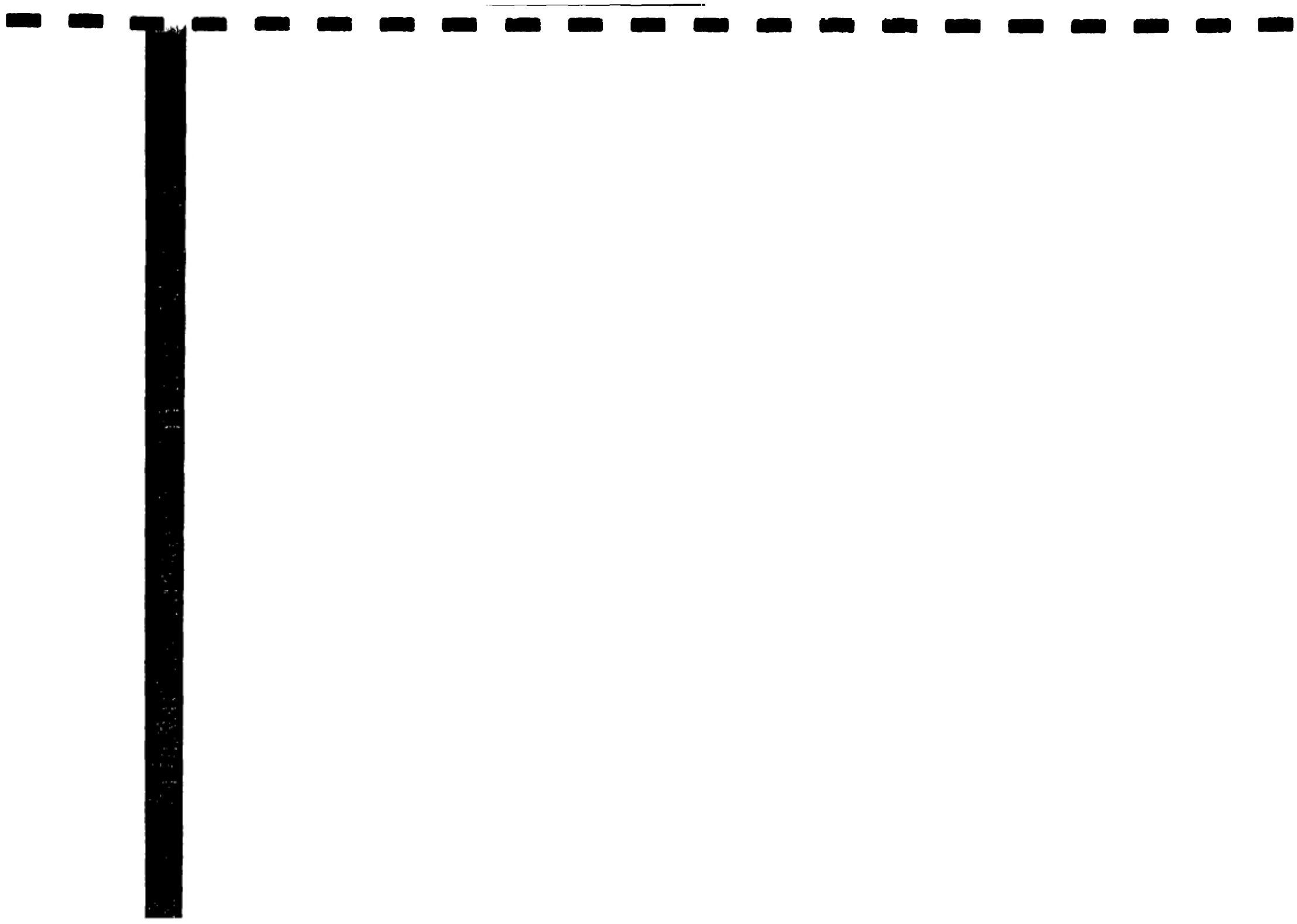


FIGURE 3: LINKAGES OF USERS' COMMITTEES WITH THE AGENCIES

B) REPRESENTATION AND REGISTRATION WITH THE GOVERNMENT AGENCIES





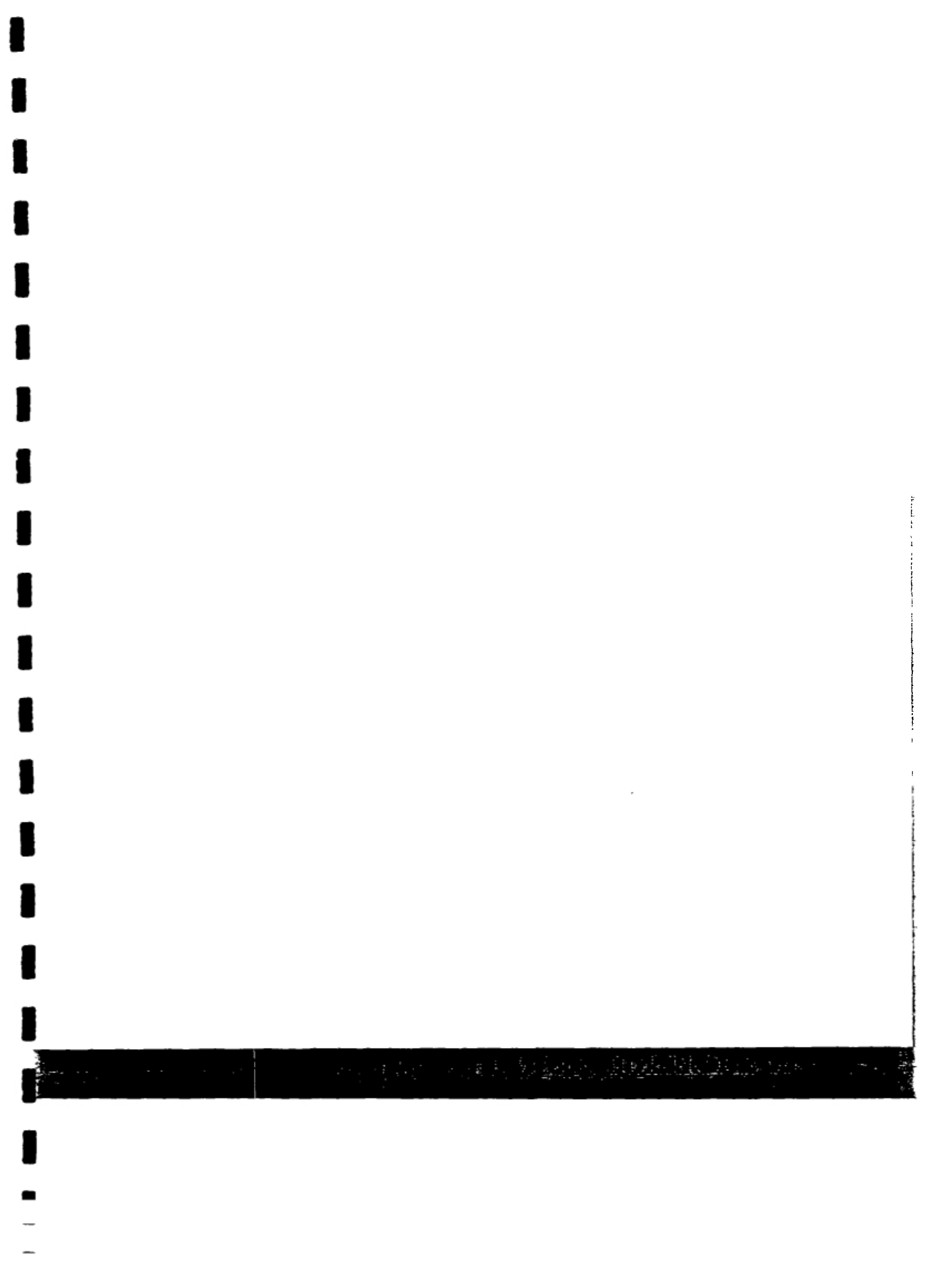


Annex I

1.	Mr. Dinesh C. Pyakurel, DG, DWSS	Chairman
2.	Mr. Yves Faugere, Chief, WESS, UNICEF	Member
3.	Mr. Radhe Shyam Manandhar, SDE, DWSS	Coordinator
4.	Mr. Simon Kenny, Resident Eng., Water Aid	Member
5.	Mr. Ram P. Risal, Dy. Director, HELVETAS	Member
6.	Mr. Bidhan Ratna Yami, Under Sec., MHPP	Member
7.	Mr. Surendra Lal Shrestha, Under Sec., NPC	Member
8.	Mr. Laxmi P. Dahal, Joint Sec., MLD	Member
9.	Dr. P P. Timilsina, Team Leader, SILT	Member
10.	Mr. K. Kunwar, SILT Consultants (P) Ltd.	Member Secretary

MEETINGS HELD BY THE STEERING COMMITTEE

<u>Meeting</u>	<u>Date</u>
First	15 May, 1995
Second	29 May, 1995
Third	9 June, 1995
Fourth (Final)	15 June, 1995





SILT Consultants (P.) Ltd.

(Consulting Engineers)

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Battisputali (Baneshwor)
Kathmandu, Nepal.

Your Ref.

Our Ref.

Date

June 19, 1995

Annex II

Ref: NATIONAL WORKSHOP ON SAFE DRINKING WATER SUPPLY AND ENVIRONMENTAL SANITATION

Mr.

Dear Sir,

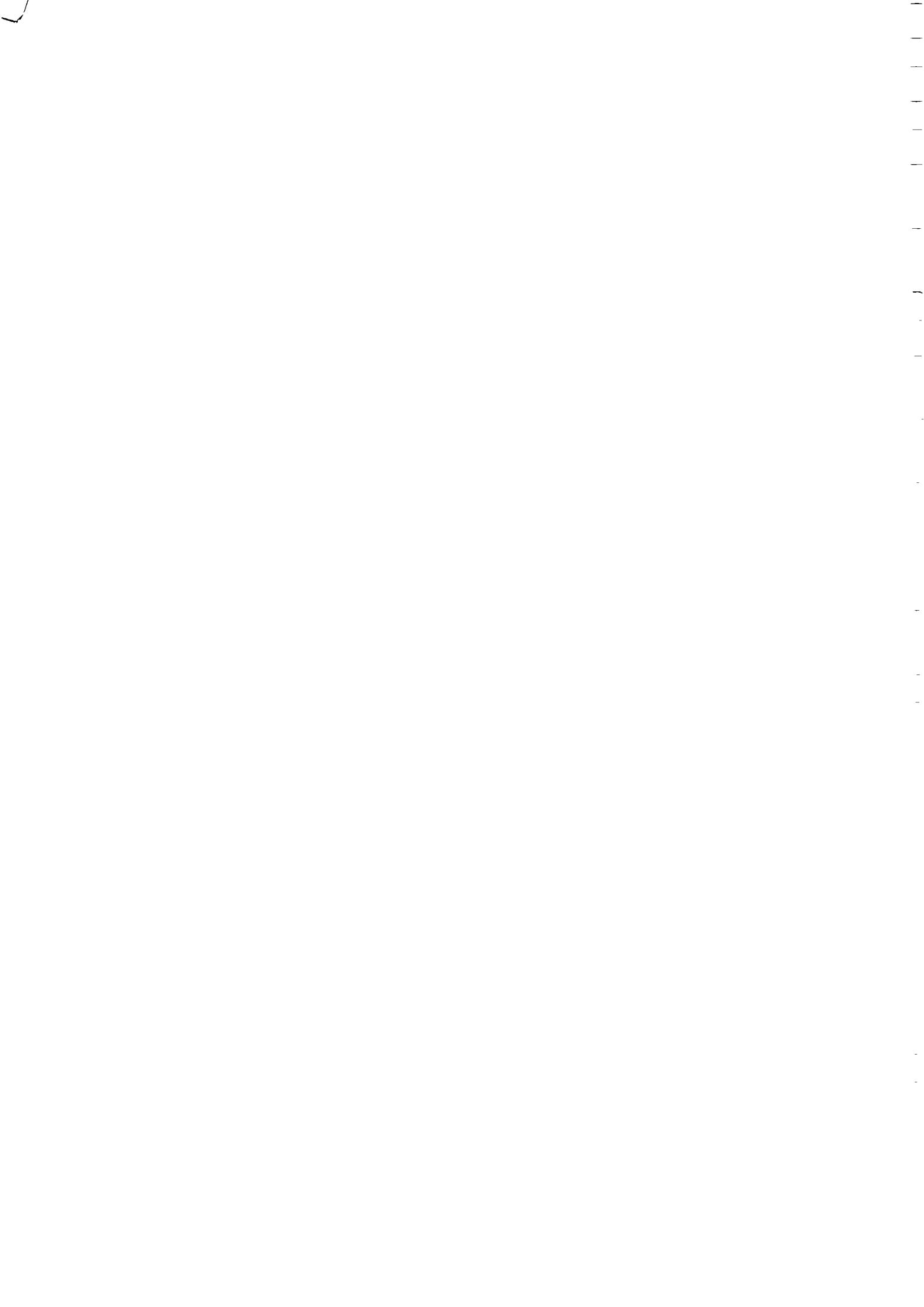
We are glad to inform you that **National Workshop** on "**Safe Drinking Water Supply and Environmental Sanitation**" is going to be organised by the Department of Water Supply and Sewerage in cooperation with UNICEF, from 22 to 23 June 1995. SILT Consultants (P) Ltd. is the Management Consultant for the Workshop.

We are sending herewith the Workshop Program, Briefing Note and some of the Papers to be presented in the Workshop. You are kindly requested to bring these papers with you in the Workshop.

With thanks and best regards

Yours Sincerely

(K. Kunwar)
Member-Secretary
Workshop Steering Committee



**NATIONAL WORKSHOP ON SAFE DRINKING WATER SUPPLY
AND ENVIRONMENTAL SANITATION
(Schedule)**

VENUE : HIMALAYA HOTEL, KOPUNDOL, LALITPUR

June 22, 1995

REGISTRATION: 9.45 - 10.15

INAUGURAL CEREMONY: 10.15 - 11.30

PROGRAMME

Chairperson	:	Hon. Dr. Mangal Siddhi Manandhar, Vice Chairman, NPC
Welcome Address	:	Mr. Shambhu Saran Kayastha, Secretary, MHPP
Objectives of the Workshop	:	Mr. Yves Faugere, Chief, WES Section, UNICEF
Inauguration of the Workshop by the Chief Guest	:	Mr. Prem Singh Dhami, Honorable Minister of State for Housing and Physical Planning
Remarks	:	Mr. Daniel O'Dell, Resident Representative, UNICEF
Remarks	:	Mr. Harumi Sakaguchi Deputy Resident Representative, UNDP
Address by the Chief Guest	:	Mr. Prem Singh Dhami, Honorable Minister of State for Housing and Physical Planning
Concluding Remarks	:	Chairperson
Vote of Thanks	:	Mr. Dinesh C. Pyakurel, Director General, DWSS
Tea and Refreshment		



SESSION I: 11.30 - 13.05

Chairperson. Mr. Shambhu Saran Kayastha, Secretary, MHPP

TITLE : BRIEFING NOTE ON THE STATUS OF WES

11.30 - 11.45 : Presentation - SILT Consultants

11.45 - 12.10 : Floor-Discussion

TITLE : PRESENT POLICIES AND STRATEGIES OF HMG ON THE WATER SUPPLY AND SANITATION SECTOR

12.10 - 12.25 : Presentation - Mr. S.B. Mathema, Joint Secretary, MHPP

12.25 - 12.50 : Discussion - Floor

12.50 - 12.55 : Response - Author

12.55 - 13.05 : Remarks - Chairperson

LUNCH BREAK: 13.05 - 14.00

SESSION II: 13.45 - 18.05

Chairperson : Mr. Mukunda Pd. Aryal, Joint Secretary, NPC

TITLE : ENVISAGED ROLE OF DWSS AND PARTICIPATION OF PARTNERS

14.00 - 14.15 : Presentation - Mr. Dinesh C. Pyakurel, Director General, DWSS.

14.15 - 14.50 : Discussion - Floor

14.50 - 14.55 : Response - Author

14.55 - 15.05 : Remarks - Chairperson

TITLE : ROLE, PLACE, COORDINATION AND RESPONSIBILITIES OF NGOs/INGOs WITH DWSS

15 05 - 15 20 : Presentation - Mr. U Pandey, NEWAH

15 20 - 15 45 : Discussion - Floor

15.45 - 15.50 : Response - Author

15 50 - 16 00 : Remarks - Chairperson

TEA BREAK: 16.00 - 16.15

TITLE : SETTING-UP OF A REGULAR COORDINATION/INFORMATION SHARING MECHANISM AT DISTRICT, REGIONAL AND CENTRAL LEVELS

16.15-16.30 : Presentation - Dr. Vijaya L. Shrestha, Consultant, New Era.

16.30-16.55 : Discussion - Floor

16.55-17.00 : Response - Author

17 00-17.10 : Remarks - Chairperson

TITLE : USERS' COMMITTEE EMPOWERMENT AND OWNERSHIP

17.10 - 17.25. Presentation - Mr. Bihari K. Shrestha, Consultant
17.25 - 17.50: Discussion - Floor
17.50 - 17.55: Response - Author
17.55 - 18.05 Remarks - Chairperson

Announcements:

June 23, 1995

SESSION III : 9.00 - 12.30

TITLE : GROUP DISCUSSION

9.00 - 9.30 : Presentation of the major issues identified during the first day of the workshop (SILT Consultants).
9.30 - 10.45 Group Discussions

Participants will be grouped into five groups for discussion:

- a) Present Policies and Strategies of HMG on the Water Supply and Sanitation Sector.
- b) Envisaged Role of DWSS and Participation of Partners.
- c) Role, Place, Coordination and Responsibilities of NGOs/INGOs with DWSS
- d) Setting-up of a Regular Coordination/Information Sharing Mechanism at District, Regional and Central Levels.
- e) Users' Committee Empowerment and Ownership.

TEA BREAK: 10.45-11.00

11.00 - 12.45 Group Discussions (Cont'd)

LUNCH BREAK: 12.45 - 13.45

13.45 - 14.15 Preparation of Group Reports

CONCLUDING SESSION : 14.15 - 17.25

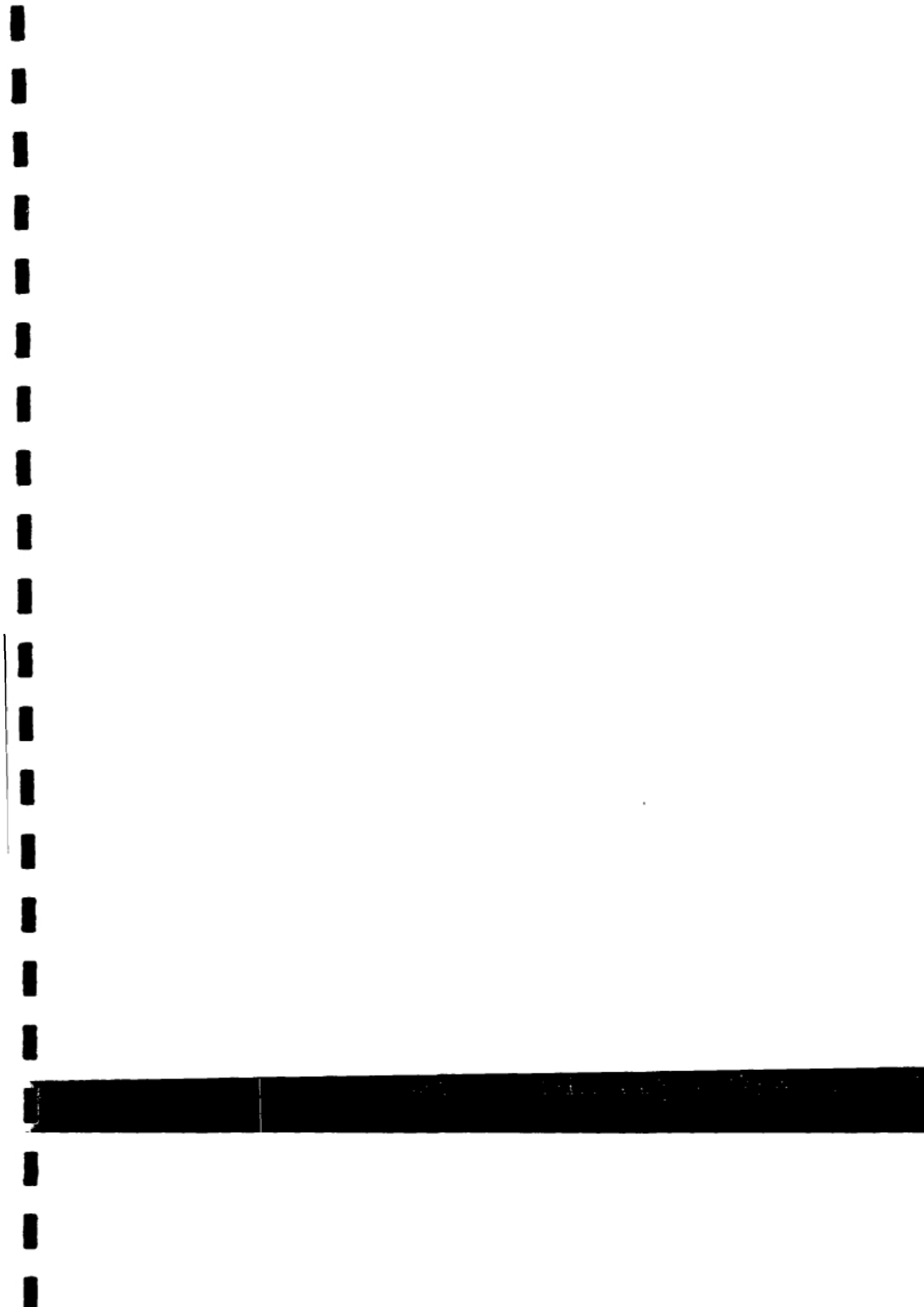
Chairperson Mr. Dinesh C. Pyakurel, Director General, DWSS

PRESENTATION OF GROUP REPORTS

14.15 - 15.05: Presentation by each group (10 minutes each)
15.05 - 15.45 Discussion - Floor

TEA BREAK: 15.45 - 16.00

16.00 - 17.00: Discussion (Cont'd) - Floor
17.00 - 17.10: Remarks - UNICEF, WES
17.10 - 17.25: Remarks - Chairperson
17.25 - 17.30: Vote of Thanks - SILT Consultants





ANNEX III(A) - SPEECHES DELIVERED IN THE INAUGURAL
SESSION

WELCOME SPEECH:

- **Mr. Shambhu Saran Kayastha**
Secretary, Ministry of
Housing and Physical Planning.

Honorable Chairman, Honorable Minister of State for Housing and Physical Planning, Mr. Sakaguchi, Mr. O'Dell, Mr. Faugere, Distinguished Invitees, Participants, Ladies and Gentlemen:

It is my great pleasure to welcome you all in this National Workshop on Safe Drinking Water Supply and Environmental Sanitation. Your presence gives us a great encouragement in implementing the water and sanitation program in Nepal. We are all familiar with the HMG policy regarding this sector. Also, we are aware that this is the priority sector of the Government and a challenging task. We know that by the year 2002, the Government has to provide safe drinking water to all the citizens and also provide the basic knowledge of sanitation to the people. But this is a challenging task. It cannot be fulfilled without the co-operation of external as well as the local participants. This is a really daunting task in fulfilling the implementation program. So we need the sectors' help in implementing this task. As we are aware, we have been receiving comments or hearing comments on the implementation aspects of water sector projects; especially, the efficiency, cost recovery and local participation aspects. These are things which I think this Workshop has to deal with during the two days of deliberations. I hope you will come up with pragmatic programs. suggest and recommend to the Government for their implementation. I wish every success to this program. And again I express my gratitude to all the participants who kindly came to attend this inaugural ceremony.

Thank you very much.

OBJECTIVE OF THE WORKSHOP:

- Mr. Yves Faugere
Chief, WES Section,
UNICEF

Excellency, Mr Minister of State for Housing and Physical Planning, Mr Dhami; Honorable Chairman, Mr Manandhar; Mr Kayastha, Secretary of MHPP; Mr Pyakurel, DG of DWSS; Mr. Sakaguchi, Deputy Resident Representative, UNDP and Mr. Daniel O'Dell, Representative UNICEF.

Madame and Mister Representatives of national and international organizations. Dear Colleagues and Participants, Good morning and Namaste.

Kathmandu is reputed to welcome every year a very high number of meetings and workshops dealing with all kinds of subjects, but it is also said that the practical results of many of these fora do not reach the expected ambitions and are sometimes disappointing.

However, I think that this Workshop is the first of that type organized by the Department of Water Supply and Sewerage, and we, in UNICEF, as among the eldest and most faithful ally of His Majesty's Government of Nepal in the Water and Environmental Sanitation sector, we are very pleased to collaborate in organizing and participating in this important event.

WHY ?

BECAUSE, as it is so often reflected in the newspapers, almost every day, the issues of drinking water supply, sanitation, environmental and personal hygiene, water pollution and atmospheric pollution, solid wastes etc.; are increasingly addressed and discussed by the Nepali people who are generally very critical and skeptical on the so called progress in the sector, particularly in the Kathmandu valley.

BECAUSE, in recent years, the Nepal Water and Sanitation Sector has been the subject of major reviews, surveys, studies, and the recommendations and outcomes need to be confronted and reconciled. Unfortunately, in spite of all these efforts, the actual situation in the country remains only estimated, the estimates being hastily revised after each new survey has been published.

BECAUSE, there is a multitude of actors, governmental, non-governmental, external agencies, volunteer organizations, private companies and manufacturers, there is plethora of Water and Sanitation Projects, but in spite of sporadic attempts of collaboration and information sharing, there is still a common feeling that the sector organizations should meet more regularly and coordinate their activities, and that the basic information should be accumulated and made available to all actors in the sector.

BECAUSE, there is the need for mobilizing all energies, particularly in this difficult worldwide period, all internal and external resources, and of struggling all together from village level to governmental level to make definite changes in the quality of life, the health and the environment of all Nepali.

BECAUSE, by hammering and hammering some magic words or thoughts as coordination, community empowerment, information sharing, children rights and needs, women participation and empowerment, sustainability etc., we will move, convince and finally accelerate the progress.

I have been requested to present the objectives of this workshop. They have been articulated in the documents which were circulated to all participants prior to the meeting.

Although it is not specifically mentioned, the Workshop aims at addressing the WES situation in the rural sector of Nepal; the problems in the urban areas and particularly in the Kathmandu valley require a specific approach and a very appropriate treatment and this is not in the agenda of this Workshop.

We are a big family involved in safe drinking water supply and environmental sanitation in rural Nepal, but some members of the family remain very isolated. They are either working in more or less remote areas, or on the contrary they do not bother to travel out of the Kathmandu valley for meeting with the out-posted actors. Anyway this forum is an opportunity to meet and to get to know each other better and to strengthen or to tie more linkages. The general presentation of the sector situation and the sector players will be done as an introduction by the expert of the consulting firm and all of us will have the chance to complement, object, protest or confirm the assessment.

Our family has a presumed father, as all the fathers are, the DWSS, who has to confirm and strengthen his still theoretical leading position, to explain his present and future role and also to define the assistance and support that the Department expects from all the actors in the sector in order to achieve his planned and necessary transformation from implementor to facilitator as it is said in his Seven Year Strategic Planning. All the actors present here will have to answer and propose/present their own visions and own potentialities and possible contributions.

As in many families, I am sure we will exchange some sweet but also some sour comments and judgments. This is normal, stimulative and all of us have to accept criticisms, keeping in mind our common cause of facilitating universal access to safe water supply and environmental sanitation services, as a basic right of all human beings, and consolidating the behavioral changes essential to realize the full health and socio-economic benefits from such services.

The development of the ownership sense and the empowerment of the Users' Committees are commonly recognized as key issues for long-term sustainability and viability of the systems. It seems that we have forgotten that in the old days, before large scale external support to Nepal and before the nationalization and centralization process took place, the rural and the urban communities used to manage their own development activities, including the catchment and the improvement of the drinking water supply sources, as is illustrated by the

multitude of ancient Kuwas and Dharas found all over the countryside. But for the last decades government or/and donor funded and driven projects were implemented without much consideration for existing community structures, and progressively the communities were denied a participatory and organizational role and their sense of ownership and responsibility faded away.

Now community management is again considered as an essential pillar for sustainability and viable impacts. All supporting agencies are striving to build the capacity of the communities in order to enable them to take back all the responsibilities, which may be too much. There is even a tendency to pass off all the tasks and responsibilities to the female community health volunteers..

One objective of this Workshop is to identify a common direction on that matter and to envision a well-balanced mix of bottom-up and top-down approaches combining local management with central/regional/district level guidance and support.

Finally, the purpose of the Workshop is to identify approaches and methods to improve HMG/ESA/NGO coordination at the district, regional and central levels, as well as to seek ways and means to improve the exchange of information in a general sense and to streamline the WES activities so as to derive more benefits for the people of Nepal from available resources.

In total, the objectives are very ambitious, as usual, but this Workshop is the initial step, the beginning; the recommendations and decisions will be hopefully followed by further actions shared among working groups, concerning:

- explaining and fixing the roles and responsibilities of the HMG institutions and of the support agencies;
- articulating the community empowerment strategies within a national management concept; and
- setting-up regular coordination and information mechanisms.

Excellency, Mister Chairman, Mister Secretary, Mister Representatives of all organizations, Dear Colleagues and Participants, I wish full success to this Workshop and I thank you very much for your kind attention.

REMARKS:

- Mr. Daniel O'Dell
Resident Representative
UNICEF

Honorable Minister of State, Mr. Dhami; Honorable Chairman and Vice Chairman of NPC Mr. Manandhar; Mr. Kayastha, Secretary; Mr. Sakaguchi, Deputy Resident Representative, UNDP and Mr. Pyakurel, Director General, DWSS; Guests, Ladies and Gentlemen:

From the international community as well as from Nepal, from donors to NGOs, 90 percent are engineers. I have not come to speak on water supply and sanitation. I will leave it for experts such as Mr. Faugere. I have come to speak on this little booklet. It is called the convention on the rights of the child, included in the world declaration from the world summit for children. This convention and summit have been signed and ratified by the Government of Nepal, regarding full participation to the political, economic and social rights of children and women. I will have to start my presentation with an apology. But I do remember the first time I met the Prime Minister after the election. I did refer to the fact that I was very impressed by the manifest and the issues of gender and by the equality of participation. I am looking in this room today and perhaps there are seven women, three of them happen to be from UNICEF. I think it brings up the points that I have stressed in every single meeting in the last 6 months. The planning in developed communities is done by women. They are the ones who have actually advocated all child development activities in health, nutrition and child care. If we have advocated those duties they will get them to their room and tell us what they need to carry out those duties more effectively.

I would also like to start up by saying that UNICEF itself is going through some reorganization and restructuring since the last one year. I am not going into any detail but want to mention that we have just finished a very large scale meeting on the South Asia region. The many stake holders which included children, refugees' children and street children included representatives from India, Bangladesh, Pakistan, Sri Lanka and 65 people with diverse backgrounds and diverse cultural orientations. We actually came to the consensus on what UNICEF should be doing in the next five years or for the next 10 years. I would only like to stress that the frame-work for UNICEF participation in Nepal will be this booklet. So I suggest that you get Mr. Faugere to distribute this booklet either in English or in Nepali, because it explains in detail what we will and will not do. I would like to quote just two issues here: this is the conventional rights of the child. I should also mention that other conventions to which UNICEF will be strictly adhering to is the convention against forms of discrimination against women, which the government of Nepal also signed and endorsed. Article 24 of the convention on the rights of the child refers to water supply, not as a sector, not as an engineering problem, but, as a support to health in order to combat disease and malnutrition within the framework of primary health care and inter-alia. The problem is to be solved with the application of available technology, through

the provision of adequate nutritious food and clean drinking water, taking into considerations the dangers and risks of environmental pollution. This right of the children, you know, actually is not referred to as drinking water supply; it is a health problem.

In the summit where the Prime Minister in 1991 signed, the plan of action says, the major factor affecting the health of children, as well as adults, is the non-availability of clean water and safe sanitation. Personally, I would like to reverse the order and say safe sanitation and clean water. These are not essential for human health and well-being alone but will also contribute greatly to the emancipation of women from the drudgery that has a grandiose impact on children, especially girls. I am bringing up this commitment of the Government of Nepal, as a reminder. Recently, we had a change of leadership. Our executive director Mr. Grants, as you know, died in February of this year. He has been replaced by the ex-director, of the US Peace Corps, Ms. Carol Bellamy. She visited here just about 5 months ago as the Peace Corps Director. She has written a letter to the Prime Minister and she mentions two or three things which I should share. One of course mentions immunization on child health, the other on salt iodination but the last referred to the goals of the National Plan of Action for children. Currently we had a great success in the supply of potable and safe drinking water, at least safe at its source. We never know what happens at the home. But I think this articulation is well deserved for in fact the supply of safe drinking water is one of the greatest achievements of this Government over the last 10 years. But is it sufficient? Is it really sufficient in terms of the child's health? I see around the room 90 percent engineers, maybe 5 percent medical and one sociologist which I believe is a UNICEF staff member. But if we are going to talk about values, and about attitudes, as Mr. Faugere referred to in his opening statement, it is not just enough to talk about the supply of water and its use with the achievement of maximum benefits. It means people will change habits, understanding and what water really means in terms of the child's health.

The last thing I would like to mention before concluding is the need for all of us (and I speak on behalf of UNICEF) to be better as collaborators and coordinators. Too often we do dissipate our efforts, our resources-financial and human, the way which is not very productive for national development purposes. I do know that we all have been driven by different priorities, driven by different donors, sometimes by different types of governments, but I think this Workshop is an unique opportunity to try to address the issues of coordination and to try to address the issues of joint and mixed-collaborative financing in the areas of such priorities. May I also just mention very quickly that economically and politically the global donor environment does not look very conducive to enhance allocations for international development assistance. Most of you have probably seen what happened to Swedish SIDA, what will happen to Canadian CIDA, what probably may happen to USAID, what will happen to many UN agencies and therefore, the need for us is to do really much better than what we currently do. The requirement is growing but the resource pie is going to be stagnant. It is possible that the pie may even shrink and that means more competition from more countries for less resources. It is not enough just to build roads. They want to know what is happening to that road, who benefits, who uses it and how it is used. I think this is an incredibly important issue for all of us and for many of us we have already had the pinch of budgetary constraints and reductions. I think this is an opportunity, trying to put together a clear minded list of priorities, programs and ways and means of



doing it which will not just impress us but impress the donors' world as well. There is change going on and that means it will not be business as usual. The Government of Nepal and all of us here are mutually accountable for cost effectiveness and sustainability.

May I wish the Workshop all the success and I certainly hope to look forward to receive recommendations either by being here this afternoon or through people of my section.

Thank you very much.

REMARKS:

- **Mr. Harumi Sakaguchi**
Deputy Resident Representative
UNDP

Honorable Chairman, Honorable Minister, Mr. Prem Singh Dhimi; Distinguished Participants and Colleagues:

Mine is not a formal speech but a very informal remark. I must say, thank you for an opportunity given to me and UNDP Nepal to share some of our thoughts in the inauguration of this Workshop. Provision of safe, reliable drinking water and sanitation requires a careful balance of social, economic and environmental considerations, in addition to the inputs from engineering and public health disciplines. A careful balance of social, economic and environmental considerations relates the drinking water supply sectors to what we in UNDP or for that matter the global society now calls "sustainable human development". UNDP during the last few years has concentrated on the human aspects of development. Working towards the vision of development that centers on the people's choices and capabilities and which will not undermine the well-being of the present for future generations. Based on our experiences we continue to emphasize that development should be oriented to giving maximum priority to the common people, or the poor people, enlarging the choices and the opportunities and supporting their participation in the decisions that we are effected. We seek the partner for development that is pro-poor, pro-nature, pro-job, pro-women and community based.

Availability of safe drinking water and sanitation links to sustainable development. UNDP has been one of the donor partners here in Nepal in the water supply sector and will continue to be so. For years we have supported DWSS in human resource development and also in establishing a management information system. Similarly, since the 1970's UNDP has been a partner of the Government in supporting the then Water Supply and Sewerage Corporation, now the Nepal Water Supply Corporation in the urban water supply sector. In fact the seriousness with which UNDP and the Government considers the importance of the water supply sector for human development is seen in the very fact that our largest UNDP funded project in Nepal today is in support of the Nepal Water Supply Corporation. It is a daunting project but this represents our largest investment as of today. We are also working very closely with the Government and the private sector in Nepal for the Melamchi diversion scheme.

While we have seen an important progress in the availability of highly qualified and experienced people in the sector we believe that a lot more must be done to meet the challenges over time. We need to meet the challenges of time to insure that the resources which are increasingly limited and directed more and decisively for the benefits of the common people have an impact in their daily livelihood. I understand that this Workshop will be addressing a set of pivotal issues and the challenges for all of us in the sector. I just want to share some of my ideas for your possible consideration.

We have always appreciated the tremendous efforts which the Government has been making to deliver their services more effectively to the people. However, time has already come to develop the people in the form of various community organizations, self-governing institutions, and civil societies. The real and sharp focus should be on the investment parts. Sustainability of our efforts depends critically on how we are able to enable the people to take part in the process of development. It is important that different ideas for implementing and managing development activities be tried and through this implementation to increase the capacity available within the Government to support the people, community organizations, NGOs, and the private sector, especially those located in the urban areas who need to be mobilized much more aggressively. It is important to know the appropriate instruments and tools that need to be used for social mobilization.

Our experiences in working in rural development show that when people are mobilized through a process, they feel connected, develop the sense of ownership and really see and reap the benefits. Tremendous resource can be mobilized by the people themselves. In fact, from a rough estimate in some of the projects we find that more than 70 percent of the project cost can be met by the people themselves. For meeting the challenges over time we will require programming of developmental efforts that is broad based, multi-sectoral and integrated.

It is rather difficult, because when specialists meet we enter the issue from a somewhat narrow corridor. We can no longer afford to consider any developmental issues strictly from a single sector perspective or isolated from other inter-connected issues. Here in Nepal there are good examples of multi-sectoral or integrated efforts. Here for instance, investment in the water sector is creatively linked with public health, energy development, education, bio-mass coverage, horticulture, and other community based activities. And these initiatives come primarily from the non-governmental sector. But, these initiatives show that, there are mechanized ways of doing things that are good examples of how social, economic and environmental issues of development are connected with each other and with the water supply sector and how these aspects can be interwoven and welded together.

Thank you for giving UNDP the opportunity to say a few words and I wish formal success of the Workshop. All the best for your success.

Thank you.

CONCLUDING REMARKS:

- **Chairman,
Dr. Mangal Siddhi Manandhar
Honorable Vice Chairman
NPC**

Honorable Minister of State, Mr. Prem Singh Dhimi; Mr. Harumi Sakaguchi, Deputy Resident Representative, UNDP; Mr. Shambhu Saran Kayastha, Secretary, MHPP; Mr. Daniel O'Dell, Resident Representative, UNICEF; Mr. Yves Faugere, Chief, WES Section UNICEF, and Distinguished Participants:

It is indeed a great pleasure to be here in the august gathering today at the National Workshop on " Safe Water Supply and Environmental Sanitation". I would like to thank the organizers of this Workshop for letting me chair and express my feelings on the important subject.

HMG/Nepal is the prominent and visible service provider in the water supply sector in Nepal. Though the service delivery points are spread to the grass roots level, there is a concern of low effective coverage and the quality of services leave much to be desired. His Majesty's Government of Nepal has accorded top priority to the water supply and sanitation sector and intends supplying safe and accessible water to all its citizens by the year 2002. However, in spite of the past efforts, more than 50 percent of the Nepalese population have still no access to potable water.

The Department of Water Supply and Sewerage (DWSS) has been the lead agency with the responsibility for implementing and managing water supplies for both the rural and urban communities of the country. It receives budget allocations from HMG for its annual administrative as well as for its developmental works. Besides, it has been receiving assistance from the Asian Development Bank, UNICEF, UNDP, WHO, Helvetas, FINNIDA and other bilateral aid agencies for which HMG/N is quite grateful.

The main aim of these projects is to help to improve, through increased availability of water, more effective hygiene training and increased availability of sanitation facilities, the health of the beneficiaries, increase the productivity of workers and reduce the work involved for women and children.

For effective and efficient service delivery, shifts in the traditional approach of development are needed through:

- **Making Local Government Bodies Accountable**

It is essential that financial, managerial and technical capacities of the Local Government bodies need to be viewed and realistic ways for enhancing these capacities shall have to be developed.

- **Standardization in Approaches**

Diversity in approaches of the participatory development in the WSS sector has created confusion amongst the users of the services and the variation in the level of subsidy affects the credibility of a particular organization.

- **Cost Effectiveness and Self-Reliance**

For the effective rural service delivery and sustainability of the system developed, whether the mechanisms or modalities developed for a certain project (generally in donor mandated) is applicable in the national context and its continued sustenance and self-reliance is often ignored.

- **Level of Transparency**

Transparency is to be stressed in the use of resources and resource allocation process for effective service delivery.

- **Support and Institutions**

There is a tendency to ignore the existing line agencies for the reason that they are not as efficient or effective as they should be for the rural service delivery. Its rigidity in approaches and low motivated staff are often mentioned as the principal reasons for low efficiency.

It is in this context, I feel that the workshop is very timely and useful to acquaint the approaches of the different agencies involved in the sub-sector and recommend appropriate mechanisms so as to establish institutional linkages amongst the different agencies. From the point of view of the National Planning Commission, the sharing of information and assimilating it by the lead agency like DWSS in order to establish a national up-to-date coverage is essential. Similarly, regular monitoring and preparation of an annual status report is equally essential.

With these few words, I wish the Workshop a success.

Thank you all.

INAUGURAL ADDRESS:

- **The Chief Guest**
Mr. Prem Singh Dhama
Honorable Minister of State for
Housing and Physical Planning

Honorable Chairman, Dear Colleagues and Participants:

I am indeed very happy to have this opportunity for saying a few words at this inauguration session of such an important National Workshop on Water Supply and Environmental Sanitation.

Drinking water is one of the basic needs for development of a community and its safe and adequate supply plays a vital role to promote the health conditions of the people.

With less than 50 percent coverage so far in providing safe and adequate drinking water to our communities, it has really been a challenging issue to the Government to meet the target of 72 percent coverage by the end of the Eighth Plan and 100 percent coverage by the end of the Ninth Plan, which is by the year 2002.

From our past experiences it has been learned that drinking water supply projects on their own can never be successfully implemented and operated unless they are integrated with some other activities like health and hygiene education and environmental sanitation. Searching for the options of simple, cost effective and income supportive technologies, and participation from beneficiaries from the beginning of the project planning to its regular operation and maintenance is equally important for the sustainable development of these projects.

Several government, semi-government and non-government agencies with the contribution from many other international donors and support agencies are being actively involved in this sector for achieving the common national goal. However, the individual outputs of the above various organizations may differ significantly based on their several institutional shortcomings which could be attributed to the:

- Lack of better understanding of HMG policies and strategies on the water supply and sanitation sector.



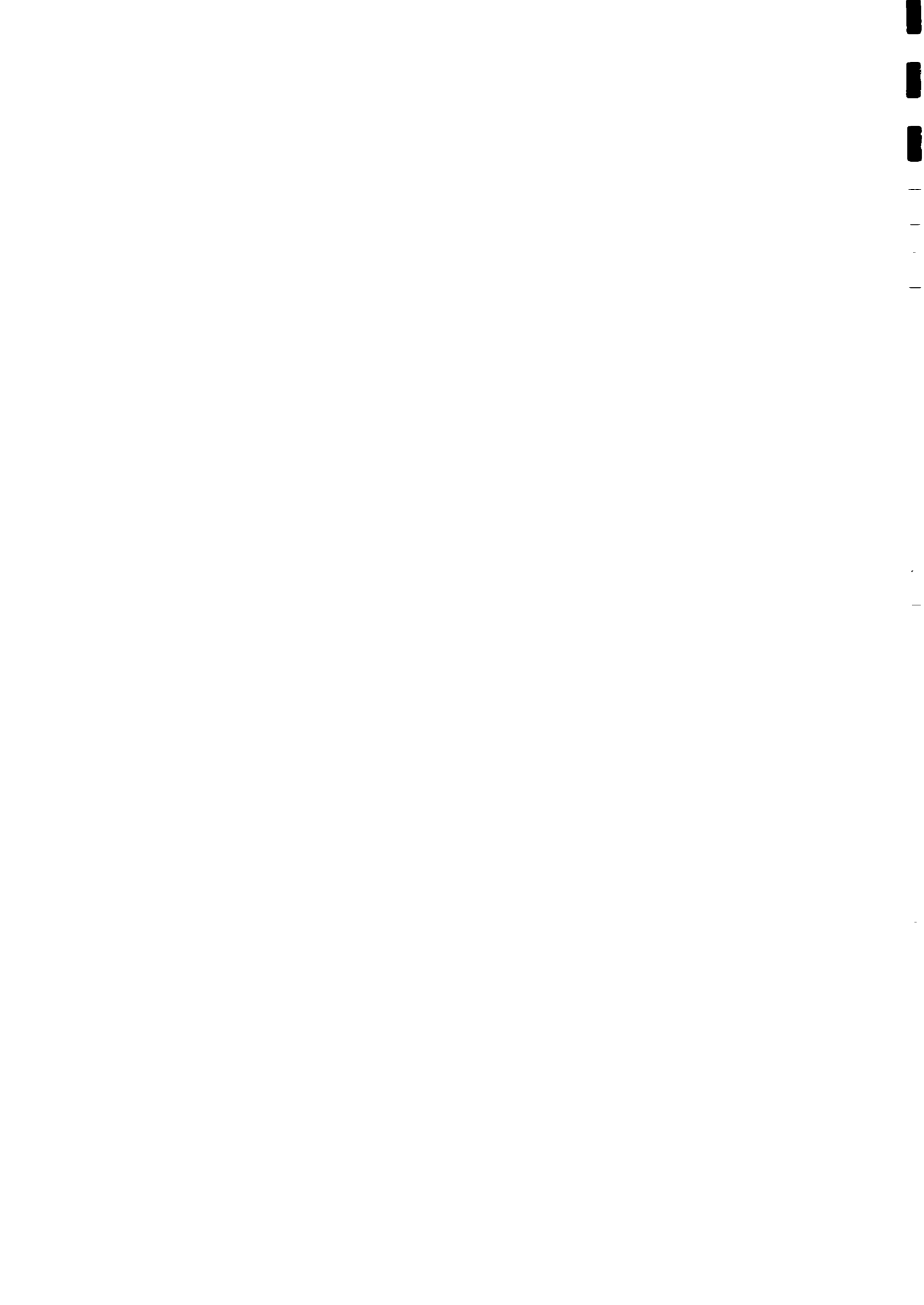
Annex III

- Lack of good co-ordination and complementary approach for set strategies between NGOs, INGOs and government agencies.
- Lack of sharing knowledge, experience and information at various levels among concerned authorities.
- Lack of skill and understanding for the successful approaches for community involvement and mobilization.
- Lack of health and hygiene education programs and environmental sanitation programs in parallel to the drinking water projects.
- Lack of sufficient attention for drinking water quality, source protection and prioritization.
- Lack of development of an effective cost recovery mechanism to support operation and maintenance of the completed schemes in the long run.

Some agencies or organizations in this sector may have a better understanding with individual skills and procedures for the management of particular issue or issues as mentioned above while others may fail to do so.

I hope the two day National Workshop on Water Supply and Environmental Sanitation provides ample opportunities to the participants to highlight, discuss and share ideas on several issues and come up with recommendations which could be more useful in achieving sectoral performances more effectively.

Thank you. I wish this Workshop a success.



VOTE OF THANKS:

- **Mr. Dinesh C. Pyakurel**
Director General
DWSS

Honorable Chairman of the Workshop, Chief Guest Minister of State for Housing and Physical Planning, Respected Secretary, Ministry of Housing and Physical Planning, Mr Daniel O'Dell, UNICEF Representative; Mr. Harumi Sakaguchi, Deputy Resident Representative UNDP; Distinguished Guests, Ladies and Gentlemen:

Water supply has been among the higher felt needs of many communities in Nepal. His Majesty's Government of Nepal has accorded highest priority to the development of this sub-sector and substantial efforts and resources have gone into the provision of water supply and sanitation services over the past two decades. The daily domestic chore of Nepalese women and children of fetching water has drawn sympathetic attention of the bilateral and multilateral donors and many INGO's. Thus many agencies and organizations are involved in the implementation of the water supply and sanitation services. The different agencies involved do have diverse approaches, sitting in their own nets, select geographical regions of their own choice and would like to have the freedom in implementation without any control whatsoever. This has caused poor coordination, insufficient dissemination of information and poor linkages with lead agencies like DWSS. Such practice has affected the overall development of the sub-sector as a whole and it is in this context that UNICEF has assisted DWSS to seek for ways and means to establish better coordination and institutional linkages within the agencies. I am confident that the Workshop would fulfill this objective and will create lively participation in this deliberation of two days.

Now it is my privilege to propose a vote of thanks on behalf of the organizers of the Workshop. First of all, I would like to express my sincere thanks to Honorable Mr. Prem Singh Dhimi, State Minister of MHPP for kindly consenting to inaugurate the Workshop and deliver the inaugural address. My sincere thanks are also due to the Vice-Chairman, Honorable, Dr. Mangal Siddhi Manandhar of the National Planning Commission for kindly consenting to chair the inaugural session. Sincere thanks are also due to the Honorable member of National Planning Commission, Mr. Y.B. Thapa and Secretary of MHPP, Mr Sambhu Saran Kayastha for giving their valuable time for the Workshop. I would like to express my sincere thanks to Mr. Daniel O'Dell, UNICEF Representative and Mr. Harumi Sakaguchi, Deputy Residential Representative of UNDP for kindly accepting our invitation and delivering speeches. I use this opportunity to extend my heartfelt thanks to UNICEF especially the colleagues from the Water and Environmental Sanitation Section for their moral and financial support to organize a Workshop of such importance. My thanks are also due to SILT Consultants for managing this workshop. Last but not the least I would like to thank all the distinguished guests, participants, ladies and gentlemen for making the inauguration a success.

Thank you.



ANNEX III(B) - SPEECHES DELIVERED IN CONCLUDING
SESSION



We are aware of the fact that there are very high expectations from DWSS, as well as from the NGOs, INGOs and donors. Donors have been requested to remain a little bit in the shadow, but anyway this might not provide satisfactory results.

There should be an effective coordination from the village to the district, from the district to the regional and from the regional to the central levels.

I think this Workshop will be followed up by the implementation of some concrete proposals. I specifically support the wish of Mieke to work out some mechanism of coordination at the regional level. As we know it already exists at the central level. Many faces present here would be pleased to see coordination at the regional level. They could participate quite often and much more efficiently and the feedback at the central level could be better.

So with these specific comments, I have to say that this Workshop has been quite useful. I feel that DWSS is also satisfied with the results.

Thank You, thanks to all the participants.

CONCLUDING REMARKS:

- **Mr. Dinesh C. Pyakurel**
Director General
DWSS

Now it is my turn to give remarks. I would just like to go through the different recommendations. I just like to comment briefly on some recommendations and then I will make some specific comments.

The first group was on the present policies and the strategies of HMG on the water supply and sanitation sector. One of the recommendations given by the group was to develop strategies to cater to the demands of the areas having much difficulty in getting water supply. Well, I think this is a good recommendation. To formulate strategies in the areas along the foothills of the Churia from where the East-West High-way passes, there is much difficulty in abstracting groundwater too. Even surface water is a problem, because from the Churia gorge the water supply system does not become sustainable. So for that reason, I think it is a good suggestion and that has to be taken care of.

I fully support the other suggestion which was: instead of concentrating on physical targets like providing 72 percent potable water supply by the end of 1997 and covering all by 2002, we should have goals towards the overall health benefits. I think that's a good suggestion but somehow we have to have an indicator for assessing and monitoring progress within the water sector and moreover the health sector. They have targets like reduction of the morbidity and the mortality rates and it is also very much linked to various diseases. So it is already there but maybe we have to think of some different modalities to assess our progress in the sector.

Among the comments, there was a suggestion for indicators to be developed for sanitation. I think it is already taking place and we are trying to develop sanitation indicators. We are saying that 6 percent coverage on sanitation, but one of the study done by UNFPA has shown that the coverage and access to latrines is already 22 percent. Whether to take that as the coverage of sanitation or not, that's the dilemma. So, we are working on the problem of how to develop indicators for sanitation. Once that is finalized, it will be easier to assess.

There was one comment on the role of NGOs. Whether NGOs can play the role on monitoring, water quality test, etc. or not was also discussed. I think it is also a good suggestion if we could develop some strategy on it will be welcome.

The second group discussed on the envisaged role of DWSS. I also mentioned during my presentation that there were not many suggestions on bringing more partners in the sector.

But there was one suggestion yesterday that there will be more control if DWSS certifies completed projects together with the User's Committees, and NGOs. I assure you that we do not want to control the NGOs; we just want to bring them along as partners to the process of development. We have to be very careful on suggestions like this so as not to discourage the NGOs.

The third group mentioned that there is a gap on coordination. Institutional linkages are absent. It is true that we don't have good linkages established. We have to think of developing a net-work within ourselves at the central level, at the district level so that the NGOs, the line agencies have a good net-work and the coordination gap is reduced. There was one suggestion to DWSS to write to the Social Welfare Council for lessening the bureaucratic processes in giving works to NGOs. We will try from our level but what we can do will be discussed among ourselves within DWSS. There was also a suggestion that in the INGOs' and donors' funded projects, it was better to provide some fund for operation and maintenance for a certain period. If we have clear linkages established with the planning level such arrangements could be made with the concerned INGOs or donors so that they leave some revolving fund at the district level. This can be utilized at the time of major maintenance. Also, it was discussed whether NGOs should be working in the hardware or software areas. I am of the opinion that even one project can have different types of NGOs. Maybe some NGOs are good in rapid appraisal, some in RRA techniques, and some in PRA techniques. Some may be good in health, hygiene, education or sanitation problems. We have to utilize them. In a project there can be a mix of NGOs where DWSS can sign an agreement with them. Well, I do agree with this aspect that to have good co-ordination at the district level, DWSO's capacity has also to be strengthened. We are trying our best to develop our management information unit at the center and also to support the districts to have that capability within the district itself. Horizontal co-ordination can take place and can also assimilate this information.

There was one suggestion for the expansion of memberships the National Water Supply Co-ordination Committee at the central level, including Department of Forestry, credit institutions like ADB/Nepal, NGOs representation, etc. It is a good suggestion and we will see what we can do about it.

On community empowerment, there was a suggestion as well. It is universal that everybody's aim is to make the water Users' Committees ultimately accountable. So the fund that goes to them through the NGOs should also go to the water Users' Committees directly and they should decide on their own. But who is really accountable for that fund is questionable. For a population of up to 2,500, DWSS is ready to give that work directly to NGOs and water Users' Committees but if the accountability still lies with DWSS then it becomes a problem. So we have to find certain mechanisms. A legal provision has to be there. Once the money is given as a grant to the water Users' Committee, the accountability should not remain with the institution.

With these comments, I would like to say that from the point of view of DWSS this Workshop has been very useful and I do acknowledge that the participants have given DWSS a lead role, and the lead agencies have recognized this in totality. At this moment I assure



Annex III

you that DWSS is committed to the role of facilitator. But as I said earlier, there are still bigger projects which we can't leave completely. It has to be a step-wise process.

The proceedings and final recommendations of the Workshop will be prepared by the Consultant. If possible, I would like to request UNICEF and the Consultant to provide one copy each of the Proceedings to the participants and also to the agencies. Also, I think we must setup a task force to work on these recommendations and develop operational modalities. This is my suggestion.

With these words, I would like to thank all of you for patiently hearing and participating actively and making the Workshop lively.

Thank you very much.

VOTE OF THANKS IN THE CONCLUDING SESSION:

- **K. Kunwar**
Managing Director
SILT Consultants (P) Ltd.

Respected Chairman, Distinguished Participants, and Dear Colleagues,

It gives us a great pleasure to express that the task of managing the organization of this National Workshop entrusted to SILT Consultants could be performed in a successful way.

The successful completion of this Workshop is the outcome of the cooperation received from the organizers of the Workshop, participating agencies, members of the Workshop Steering Committee and the resource persons who always responded positively when we sought their cooperation.

First, I would like to extend my heartfelt thanks to all the dignitaries who provided their valuable inputs to the Workshop through their participation in the Inaugural Ceremony.

We are also thankful to all organizations and agencies for active participation of their representatives in the Workshop.

The enlightening and thought provoking ideas of the resource persons and the team of consultants who prepared briefing notes and discussion papers have really provided valuable inputs to the Workshop, for which we extend them our deep respects.

The participants' lively comments and discourses have really enhanced the process of generating new ideas and approaches to build up a viable mechanism of coordination among the agencies involved in the Water Supply and Environmental Sanitation sector. For this we are thankful to them.

We highly appreciate the contributions of the Chairpersons of each session for moderating the sessions and providing insights to the themes for discussion.

The members of the Workshop Steering Committee were always helpful to us in making us more active, persuasive and creative to organize this Workshop. We are thankful to all of them.



Annex III

We are grateful to Mr. Dinesh Chandra Pyakurel, Director General and Mr. Shree Ram Shrestha, Deputy Director General of DWSS, who always provided us support and guidance in preparing the Workshop.

We are also grateful to UNICEF, WES Section for giving us the opportunity to serve as the Workshop Management Consultant. In particular, we extend our heartfelt thanks to Mr. Yves Faugere, Chief WES Section, and Mr. Thimmi Chetti for their valuable suggestions and guidance.

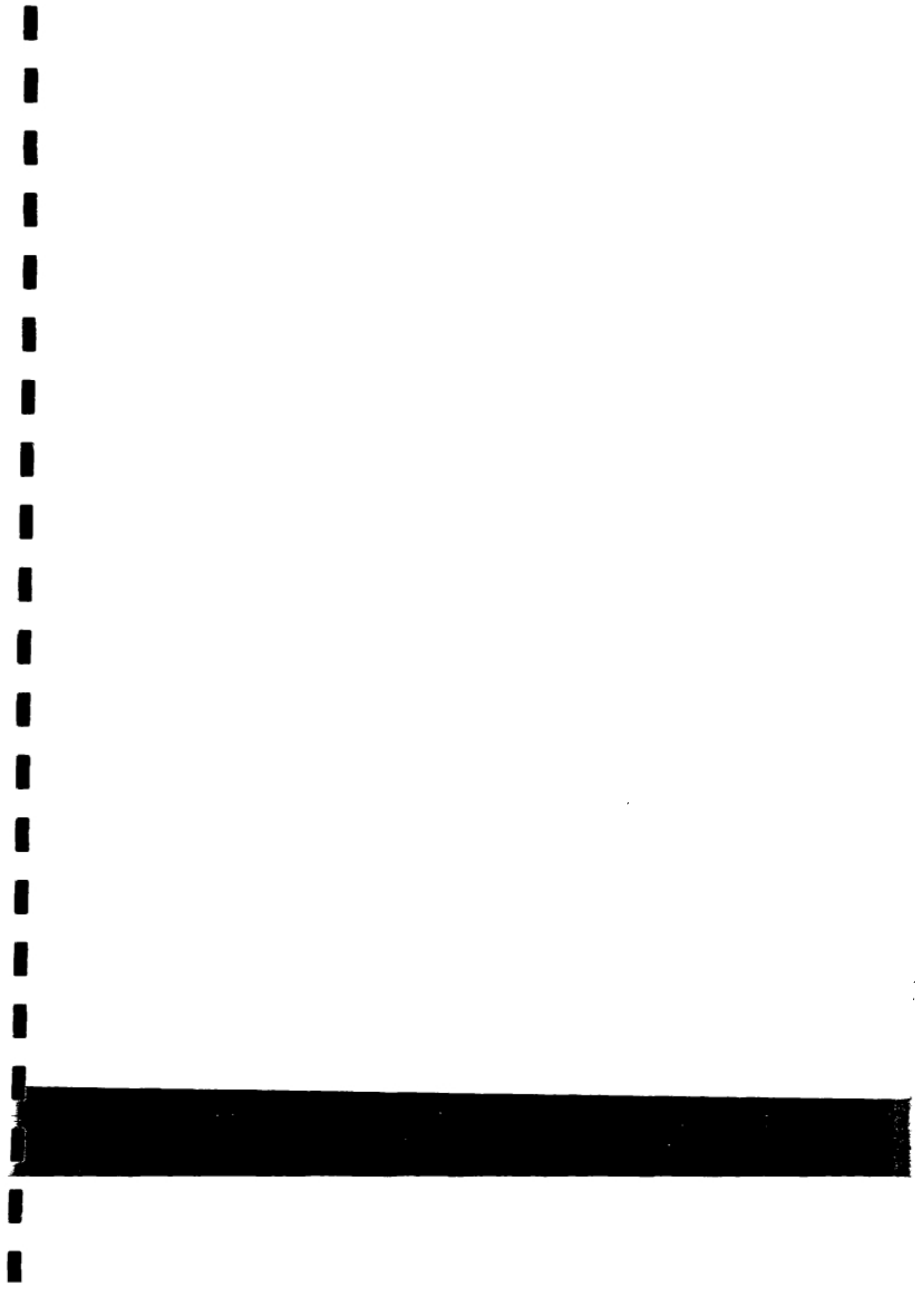
We very much appreciate the cooperation received from the officials of DWSS and UNICEF who were also instrumental for leading the Workshop to a successful end.

Thanks are also due to my colleagues and staff of SILT Consultants, who worked hard to this end.

At last, we would like to thank the management and the staff of Hotel Himalaya who carefully arranged the logistics and provided a hospitable environment for the conduction of the Workshop.

Now, that the presentations and discussions are over, I announce, with the permission of the Chairman, the closure of this Workshop. A cocktail has been arranged in honor of all Distinguished Participants to which, on behalf of UNICEF, I invite you all.

Thank you.



**LIST OF PARTICIPANTS FOR THE NATIONAL WORKSHOP ON
SAFE DRINKING WATER SUPPLY AND
ENVIRONMENTAL SANITATION**

(June 22-23, 1995)

S.N.	NAME	ORGANISATION	DESIGNATION	22nd JUNE	23rd JUNE
1.	Mr. Dinesh C. Pyakurel	DWSS	Director General	Yes	Yes
2.	Mr. Shree R. Shrestha	DWSS	Act. Deputy Director General	Yes	Yes
3.	Mr. V.R. Joshi	DWSS	Central Regional Director	Yes	Yes
4.	Mr. Kishor Shakya	DWSS	S.D. Engineer	Yes	Yes
5.	Mr R.L. Chitrakar	DWSS	S.D. Engineer	Yes	Yes
6.	Ms. N.K. Shakya	DWSS	S.D Engineer	Yes	Yes
7.	Mr. R.S. Manandhar	DWSS	S.D. Engineer	Yes	Yes
8.	Mr. D. Manandhar	DWSS	Engineer	Yes	Yes
9.	Mr. S.B. Mathema	MHPP	Joint Secretary	Yes	No
10.	Mr. B.R. Yami	MHPP	Under Secretary	Yes	Yes
11.	Mr A. Poudyal	MHPP	Engineer	Yes	Yes
12.	Mr. Simon Kenny	Water Aid	Resident Engineer	Yes	No
13.	Mr. Laxmi P. Dahal	Ministry of Local Development	Joint Secretary	Yes	Yes
14.	Mr Ram Risal	HELVETAS	Deputy Director	Yes	Yes

(Contd.../)

S.N.	NAME	ORGANISATION	DESIGNATION	22nd JUNE	23rd JUNE
15.	Ms. Mieke Leermakers	HELVETAS	Project Leader	Yes	Yes
16.	Mr. Surendra L. Shrestha	National Planning Commission	Under Secretary	Yes	No
17.	Mr. Yves Faugere	UNICEF-WES Section	Chief	Yes	Yes
18.	Mr. G. Thimmi Chetty	UNICEF-WES Section	Project Officer	Yes	Yes
19.	Ms. Krishna Mahapatra	UNICEF-WES Section	Project Officer	Yes	Yes
20.	Mr. Prakash Tuladhar	UNICEF-Field Office Eastern Region	Project Officer	Yes	Yes
21.	Mr. Rajendra Shakya	UNICEF-Field Office Central Region	Project Officer	Yes	Yes
22.	Ms. Angela Brasington	UNICEF		Yes	Yes
23.	Mr. Hans Van Kampen	FINNIDA	Water Supply Advisor	Yes	Yes
24.	Mr. Umesh Panday	Nepal Water for Health	Director	Yes	Yes
26.	Mr. Bhagat Bista	Rural Development Bank	Deputy Chief Manager	Yes	No
27.	Mr. Laxman Rajbhandari	GTZ (UDLE)	Local Expert	Yes	Yes
28.	Mr. Ravi P. Rajbhandari	CEMAT	Director	Yes	Yes
29.	Mr. Mike Francis	United Mission to Nepal (BPC)	Project Engineer	Yes	No
30.	Mr. Deepak Amatya	REDD BARNA	Program Engineer	Yes	Yes
31.	Mr. B.B. Gुरुंग	CARE Nepal	Sr. Technical Advisor	Yes	Yes
32.	Mr Jagat Basnyat	NI-W ERA		Yes	Yes
33.	Mr. Bipin R. Joshi	DISVI	Program Coordinator	Yes	Yes
34.	Mr. Roshan R. Shrestha	FNPHO	Member Secretary	Yes	Yes

(Contd.../)

S.N.	NAME	ORGANISATION	DESIGNATION	22nd JUNE	23rd JUNE
34.	Mr. K.R. Pandey	Asian Development Bank	Program Implementation Officer	Yes	No
35.	Mr. T. Tenzing	World Bank	Consultant	Yes	Yes
36.	Mr. J. Notley	JAKPAS	Chief Technical Advisor	Yes	Yes
37.	Mr. P.R. Gautam	JAKPAS	National Advisor	Yes	Yes
38.	Mr. E. Cho	JICA/JOCV	Ass. Res. Rep.	Yes	No
39.	Ms. N. Sato	JICA	Sociologist	No	Yes
40.	Ms. A. Basnet	American Peace Corps	Programme Assistant	Yes	Yes
41.	Mr T.R. Onta	Nepal Red Cross Society	Executive Director	Yes	Yes
42.	Mr. Chandra B. Khadka	Ministry of Education and Culture	Joint Secretary	Yes	Yes
43.	Mr. Punya P. Poudyal	SAPPROS	Project Coordinator	Yes	Yes
44.	Dr. Shyam P. Bhattarai	MOH, NIIEIC	Director	Yes	No
45.	Mr. Jan A. Speets	WHO	Sanitary Engineer	Yes	Yes
46.	Mr. Sharad Adhikari	WHO (DWSS)	Engineer	Yes	Yes
47.	Mr. Rajan Thapa	Agriculture Development Bank	Asst. Engineer	Yes	Yes
48.	Mr. N. K. Taurakai	Nepal Water Supply Corporation	Manager	Yes	Yes
49.	Mr. Kevin Briud	ODA/UK	Third Secretary	Yes	No
50.	Ms. Mangala Karanjit	Sewa Nepal	Member	Yes	Yes
51.	Mr. Hukum R. Thapa	British Gorkha Welfare	Major	Yes	Yes
52.	Mr. G.R. Glauville	British Gorkha Welfare	Major	Yes	Yes

(Contd.../)

S.N.	NAME	ORGANISATION	DESIGNATION	22nd JUNE	23rd JUNE
53.	Mr. M.B. Chhetri	SNV, Nepal	Project Officer	Yes	Yes
54.	Dr. Mrs. Bimala Shrestha	IOM	Asso. Prof.	Yes	Yes
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56.	Mr. N.K. Mishra	DWSS	Appropriate Tech. Chief	No	Yes
57.	Ms. Vijaya Shrestha	New Era	Consultant	Yes	Yes
58.	Dr. P.P. Timilsina	SILT	Team Leader	Yes	Yes
59.	Mr. K. Kunwar	SILT	Managing Director	Yes	Yes
60.	Mr. S.N. Poudyal	SILT	Director	Yes	Yes
61.	Mr. A.K. Nepal	SILT	Director	No	Yes



GROUP NO. 1 PARTICIPANTS

AGENDUM NO. 1 – PRESENT POLICIES AND STRATEGIES OF HMG ON THE WATER SUPPLY AND SANITATION SECTOR

S.NO	NAME OF PARTICIPANT	AGENCY
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2	L. Rajbhandari	GTZ(UDLE)
3	MJ. GRJ Glanville	BGW
4	Prem Raj Gautam	JAKPAS
5	Jagat Basnet	New Era
6	Rajendra Shakya	UNICEF
7	Laxmi Prasad Dahal	MLD
8	Kishore Shakya	DWSS
9	Vidhan Ratna Yami	MHPP

GROUP 1 : CHAIRPERSON – Mr. Laxmi P. Dahal, MLD
RAPPORTEUR – Mr. Kishore Shakya, DWSS
Maj. Mr. GRJ Glanville, British Gorkha Welfare

GROUP NO. 2 PARTICIPANTS

AGENDUM NO. 2 – ENVISAGED ROLE OF DWSS AND PARTICIPATION OF PARTNERS

S.NO.	NAME OF PARTICIPANT	AGENCY
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2	P. Tuladhar	UNICEF
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5	R.S. Manandhar	DWSS
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GROUP 2 : CHAIRPERSON – Ms. Angela Brasington, UNICEF
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GROUP NO. 3 PARTICIPANTS

AGENDUM NO. 3 – ROLE, PLACE, COORDINATION AND RESPONSIBILITIES OF NGOs/INGOs WITH DWSS

S.NO.	NAME OF PARTICIPANT	AGENCY
1	M.B. Chettri	SNV/Nepal
2	Bipin Raj Joshi	DISVI
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5	T.R. Onta	NRCS
6	Anar Basnet	APC
7	Mangala Karanjit	SEWA Nepal
8	N.K. Shakya	DWSS
9	Umesh Pandey	NEWAH
10	Sharad Adhikari	WHO/DWSS
11	B.B. Gurung	Care Nepal
12	G. Thimmi Chetty	UNICEF

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RAPPORTEURS – Ms. Mieke Leermakers, Helvetas
– Mr. Umesh Pandey

GROUP NO. 4 PARTICIPANTS

AGENDUM NO. 4 – SETTING-UP OF A REGULAR COORDINATION / INFORMATION SHARING MECHANISM AT DISTRICT, REGIONAL AND CENTRAL LEVELS

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2	Vijaya Shrestha	DWSS-ADWSSSP
3	V.R. Joshi	DWSS
4	K. Mahapatra	UNICEF
5	N.K. Tamrakar	NWSC
6	Hans Van Kampen	Finnida
7	Jan Speets	WHO
8	Bimala Shrestha	WHO/SILT
9	Rabi P. Rajbhandari	CEMAT

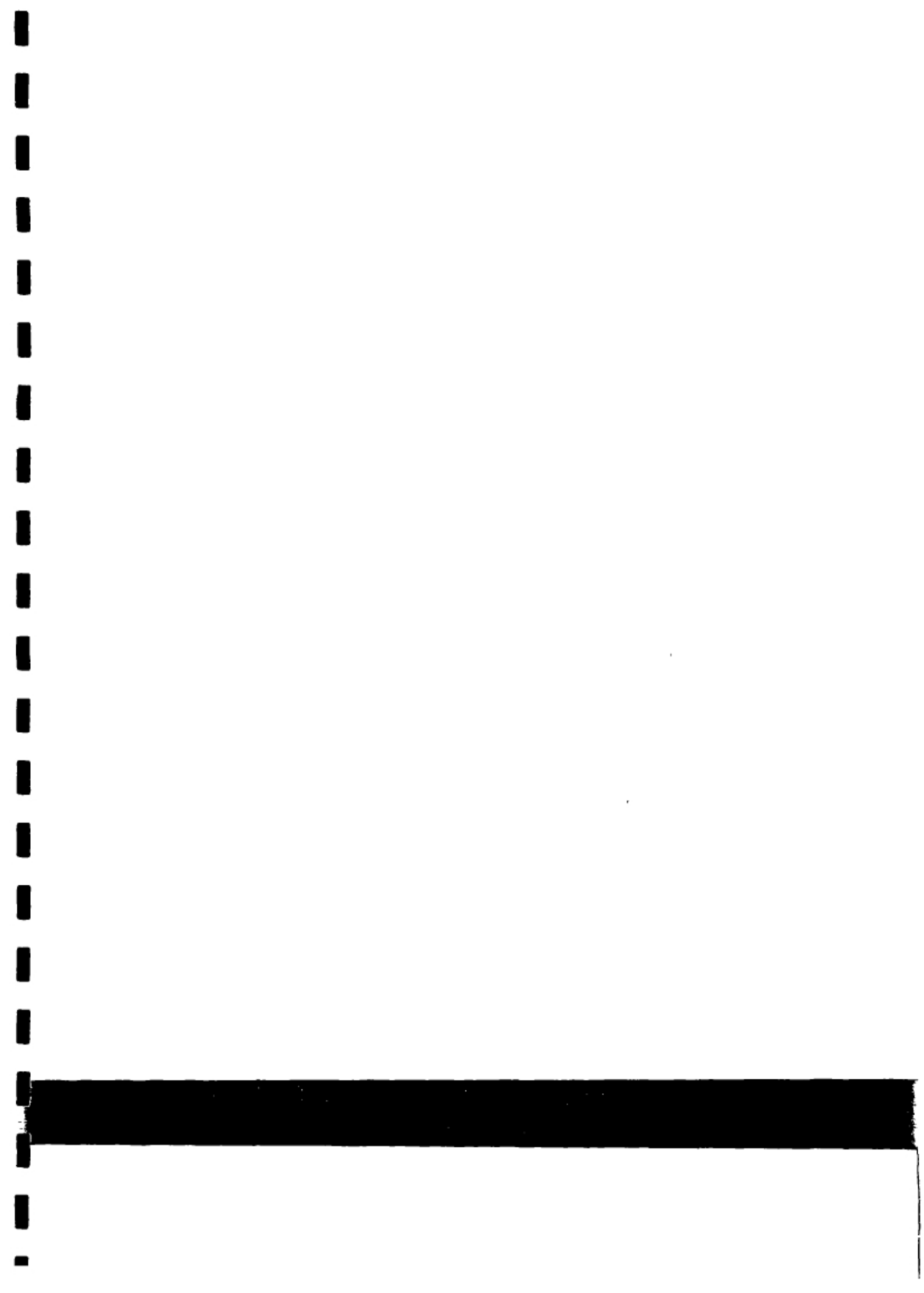
GROUP 4 : CHAIRPERSON – Ms. K. Mahapatra, UNICEF
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GROUP NO. 5 PARTICIPANTS

AGENDUM NO. 5 – USERS' COMMITTEE EMPOWERMENT AND OWNERS

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3	Mj. H.R. Thapa	BGW
4	Y. Faugere	UNICEF
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6	Shree Ram Shrestha	DWSS
7	J. Notley	JAKPAS
8	T. Tenzing	World Bank
9	B. Bista	RD Bank
10	K. Brind	ODA/UK
11	Arun Pyakurel	UNICEF
12	B.K. Shrestha	Consultant
13	N.K. Misra	DWSS
14	D.C. Pyakurel	DWSS

GROUP 5 : CHAIRPERSON – MR. Yves Faugere, UNICEF
RAPORTEUR – Mr. J. Notely, JAKPAS



BRIEFING NOTE ON WATER SUPPLY AND ENVIRONMENTAL SANITATION IN NEPAL

- SILT Consultants (P) Ltd.*

1. INTRODUCTION

Lack of safe water coupled with poor environmental sanitation and hygienic practices accounts to one third of under-five child death rates (128/1000) in Nepal. Diarrhoea related diseases and parasitic infection associated with malnutrition lead to 30,000 to 40,000 deaths per year.

The objective of HMG/N for the water supply and sanitation sector development is "*. . . . sustained improvement in health status and productivity for Nepal's population as a whole with particular emphasis on lower income groups. The goal will be achieved through the provision of adequate, locally sustainable water supplies and sanitation facilities in association with improved personal, household and community sanitation behavior*".

DWSS is the lead sector agency for the development of water supply and sanitation. The above objective is to be achieved by coordinating the sector activities of all the agencies that are involved in the sector.

The 8th plan (1992-97) lists the following objectives in drinking water and sanitation:

1. *to provide drinking water facilities to 72 percent of the population by 1997 with the ultimate target of providing such facilities to 100 percent of the population by mid-2002.*
2. *provide basic knowledge of sanitation and sanitary facilities to the maximum number of people along with environmental sanitation and conservation.*

The 8th plan further emphasizes on community participation, sustainability, cost-recovery, decentralization, NGOs and private sector involvement to achieve the targets. The plan further states that 60 percent of the target in this plan period will be met through NGOs and the private sector.

HMG/MHPP/DWSS/Environmental Sanitation Project (May 1994) lists the following policy objectives:

1. *to reduce the incidence of morbidity and mortality due to water borne diseases and lack of environmental sanitation and hygiene.*
2. *to bring about attitudinal and behavioral changes for improved sanitation and hygiene practices.*

* *Research and Training Division of SILT Consultants (P) Ltd, Kathmandu.*

3. *to increase knowledge and awareness among all community levels, particularly among women and children regarding improved sanitation and hygiene.*
4. *to reduce infant and child mortality rate through an emphasis on control of diarrhoeal diseases.*
5. *to ensure that all water supply programs include a sanitation program as an integral component of each other.*

HMG has set new hygiene education and sanitation targets for the current decade. The proposed target is 25 percent and 75 percent respectively for rural and urban areas by the year 2000, giving a national average of 31 percent.

The 8th plan recommends the provision of a 50 percent subsidy for construction of latrine sub-structures in rural areas. It also states that about 54 percent of the target in the sanitation sector will be achieved through NGOs, private sector and local bodies. The plan outlines policies to achieve these, emphasizing the involvement of women, uniformity in implementing approaches of the sector agencies, and involvement of NGOs and the private sector

2. BASELINE COVERAGE

Regionwise drinking water supply coverage is presented in Table 1 as well as in Figure 1 hereunder:

TABLE 1: REGIONWISE DRINKING WATER SUPPLY COVERAGE

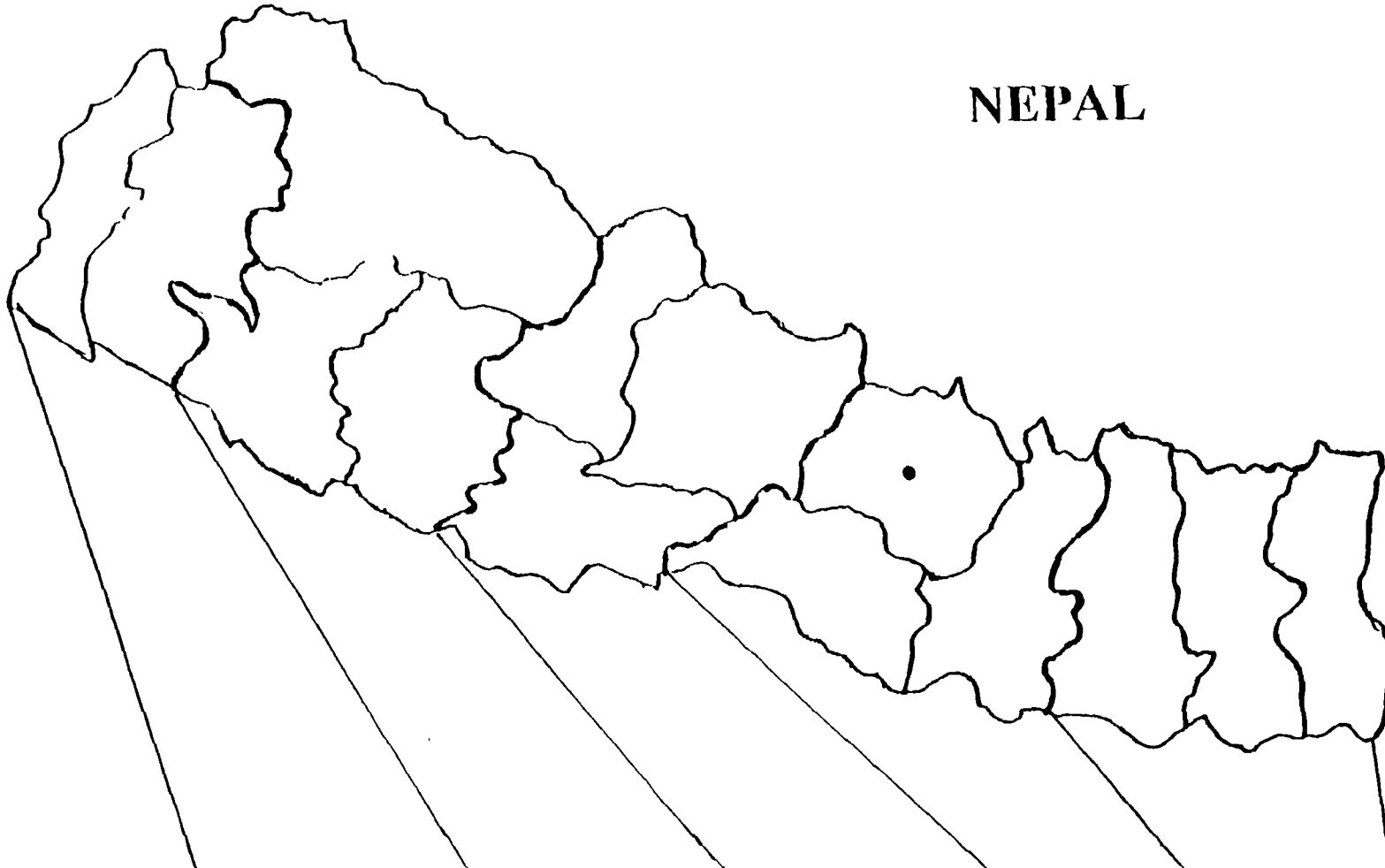
(Population in thousands)

Region	Estimated Population as of 050/051	Benefitted Population	% of Benefitted Population
Eastern Region	4693.12	1603.16	34.16
Central Region	6607.70	3226.36	48.83
Western Region	3961.64	1697.69	42.85
Mid-Western Region	2566.37	1517.64	59.14
Far-Western Region	1811.07	1057.72	58.40
Total	19639.90	9102.57	46.35

Source: Planning Section, Department of Water Supply and Sewerage (May 1995).

The coverage includes government sector schemes and some NGO schemes. Furthermore, the coverage of NGOs working independently of DWSS, the private sector and DDC projects completed after 1990/91 also has to be included. Functionality and actual service levels are yet to be varified.

NEPAL



	FAR - WESTERN	MID - WESTERN	WESTERN	CENTRAL	EASTERN	TOTAL
Population (000) 50/51	1,811.07	2,566.37	3,961.64	6,607.70	4,693.12	19,639.90
Benifitted Population (000) 50/51	1,057.72	1,517.64	1,697.69	3,226.36	1,603.16	9,102.57
% of Benifitted Population	58.40	59.14	42.85	48.83	34.16	46.35

FIG. 1 ESTIMATED COVERAGE 1994 OF SAFE DRINKING WATER SUPPLY BY REGIONS

Establishing baseline coverage which reflects the actual field situation is essential for policy formulation, planning and coordination. Estimation of the actual coverage is also difficult by the lack of information on the status of completed projects and the fact that there is a need to identify an acceptable definition of coverage.

In May 1994, the water supply coverage estimated by the Strategic Planning DWSS Project was 52.01 percent, including NGOs coverage. The assumptions made by the project were:

- All gravity schemes are serving 75 percent of the design population on an average.
- One handpump provides water for 67 persons. Ten percent government handpumps are not functional.
- The private sector coverage in hill and mountain areas is 5 percent of the total population. In the Terai districts private sector coverage is 40 percent except in Dang and Chitwan where private sector coverage is 25 percent.
- DDC scheme coverage is 5 percent of the total coverage (excluding the private sector).

Nepal's Eighth Plan (1992-1997) estimated that sanitation facilities were available to 3 percent of the rural population and 34 percent of the urban population (nationally 6 percent in 1992). In 1991, Nepal Fertility and Health Survey (1991, NFHS) reported that the national coverage of toilets is 20 percent. The survey was conducted using questionnaires and it does not seem to reflect the real field situation. In 1994, Knowledge, Attitude and Practice (KAP) Study in Eastern and Central Development Regions recognized "a big gap between what people know about personal hygiene and what they actually put into practice." The field survey in rural areas of the Lumbini Zone carried out in 1992 and 1993 reported that 11 percent of hill households and 6.4 percent of the Terai households had latrines. The overall coverage in rural areas of Lumbini zone was 8.2 percent. The National Planning Commission in cooperation with UNICEF conducted "National Management Information Surveillance (NMIS)" survey in 1995 for health, immunization, education, water supply and sanitation coverage. This survey covers 25,000 households all over the country. The survey indicated the coverage in sanitation at 21 percent.

3. AGENCIES INVOLVED IN THE WES SECTOR

The most active providers of the services in the WES sector are the Department of Water Supply and Sewerage (DWSS), the Nepal Water Supply Corporation (NWSC), the Ministry of Local Development (MLD), Local Authorities (DDCs & VDCs), External Support Agencies (ESAs), Non-Governmental Organizations (NGOs) private sector, Community Based Organizations (CBOs), and Users' Committees.

The National Planning Commission (NPC) is responsible for the overall WES sector planning and coordination. It overlooks development plans and policies and approves annual budget estimates. The Ministry of Finance (MOF) is responsible for mobilizing and allocating resources for the WES programs. The Ministry of Housing and Physical Planning (MHPP) is responsible for formulating the overall policies and strategies in the sector. Within MHPP, DWSS is the lead implementing agency and looks after all rural water supply development and 22 urban water supplies. The Nepal Water Supply Corporation (NWSC), also within MHPP, is an autonomous body responsible for water supply and sewerage in 13 urban centers in Nepal, including the Kathmandu System. The Central Human Resource Development Unit (CHRDU) is mainly responsible for planning, co-ordinating and organizing training activities in the WES sector.

MLD is involved in providing water supply facilities through integrated rural development projects. Within MLD, the Women Development Division (WDD) and Remote Area Development Committee (RADC) are also providing a number of water supply and sanitation facilities. In addition, MLD also provides grants to DDCs and VDCs for the implementation of water and sanitation facilities.

The Ministry of Health (MOH) is mainly responsible for public health, hygiene education, and to some extent promotion of on-site sanitation facilities. These activities are undertaken by the Environmental and Community Health Section under the Health Education, Information and Communication Center of the Department of Health. The Ministry of Education and Culture (MOEC) provides health education through classroom lectures. It also has a non-formal Adult Education Program which includes hygiene and health sections.

UNICEF has been providing technical assistance to the DWSS since 1987. Prior to this, UNICEF used to support MLD for about one and half decade. Now, UNICEF supported CWSS program is confined to the Central and Eastern Development Regions. UNICEF is primarily responsible for planning and implementation of community water supply and sanitation program in the 22 hill districts and 11 Terai districts of the Central and Eastern Regions. It also supports in human resources development, O&M, R&D and monitoring and evaluation studies.

European Union (EU), GTZ, SNV, CIDA, USAID and ODA are providing support in the WES sector through Gulmi-Arghakhanchi, Dhading, Mechi, Karnali-Bheri, Rapti, Koshi Integrated Development Projects respectively. In addition, GTZ supports Urban Development through Local Efforts (UDLE), an integrated program in the Kathmandu valley. EU is providing funds for UNICEF. ODA has supported DWSS in implementing water and sanitation projects in the Central and Eastern Development Regions.

Other ESAs that are providing assistance to the water supply and sanitation sector are FINNIDA, HELVETAS, AsDB/M, World Bank, UNDP and WHO. FINNIDA has been providing support in the Lumbini Zone since 1990. Under its second phase the focus will be DDCs even though the executing agency will be DWSS. HELVETAS is now supporting Self-Reliant Drinking Water Support Program (SRWSP), which

will implement water and sanitation facilities through NGOs and CBOs. The World Bank and UNDP are providing support to the development of the sector as well as to NWSC. AsDB/M had provided three separate sectoral loans to DWSS and project preparation is underway for the Fourth Water Supply and Sanitation Sector Project. UNDP/WHO is mainly involved in human resources development, capacity building and production of training materials.

JAKPAS, supported by the World Bank, is engaged in pilot projects implemented by NGOs and CBOs. It is endeavoring to establish the proposed Water Supply and Sanitation Fund for NGOs and CBOs. Water Aid, an International INGO supports Nepal Water for Health (NEWAH) in implementing WES projects. Again, UNICEF supports WA/NEWAH in the implementation of CWSS program.

Nepal Red Cross Society (NRCS) and Nepal-Water for Health (NEWAH) are two major NGOs that are implementing water and sanitation projects in Nepal. NRCS is active in 12 districts whereas NEWAH has four branch offices in four regional centers (except Depayal) and is active in 25 districts.

The Social Welfare Council (SWC) broadly coordinates national and foreign NGO activities. In most cases NGOs are required to register with the SWC and funds and approvals for NGO activities are often routed through it.

The Rural Development Bank with the assistance of UNICEF is also engaged in water and sanitation activities especially among the poorest population in the Eastern and the Far Western Development Regions. Japanese International Cooperation Agency (JICA) had supported DWSS to rehabilitate 15 water supply projects mostly in the urban centers. DISVI, an Italian Development Agency is supporting WES activities in the Eastern Development Region through Environment and Public Health Organization (ENPHO), a local NGO.

The American Peace Corps (APC) provides volunteers to implement water and sanitation projects. Norwegian Save the Children (Redd Barna), Save the Children UK, Save the Children US, are also supporting water and sanitation activities in a limited scale. The Lutheran World Service (LWS), Plan International and CARE are other agencies that are involved in the provision of drinking water supply and sanitation facilities.

Kadoori Foundation, British Gorkha Welfare Trust, Indian Army Welfare are providing assistance to communities to implement water supply projects, mainly in the Eastern and the Western Development Regions.

Apart from these, there are more than a hundred national and local NGOs, mothers' groups and local clubs that are involved in the implementation of water supply and sanitation facilities.

Details of principle agencies involved in the WES sector are provided in Table 2.



Table 2 : AGENCIES ACTIVE IN WATER SUPPLY AND SANITATION SECTOR

S NO	NAME OF ORGANIZATION	DATE OF ESTABLISHMENT	DISTRICTS OF OPERATION	BENEFITTED POPULATION (000)		AMOUNT SPENT IN WATER SUPPLY AND SANITATION NRs (000)	GOVT AGENCY AFFILIATION	MANPOWER		COORDINATION
				WATER SUPPLY	SANITATION			PROF	F W *	
1	UNDP - World Bank, Water and Sanitation Program (JAKPAS)	March, 1993	Agrahakhanchi, Baglung, Dhading, Dhanusha, Gorkha, Gulmi, Kavre, Lamjung, Mahottari, Myagdi, Nawalparasi, Nuwakot, Palpa, Parbat, Ramechhap, Rasuwa, Rautahat, Sarlahi, Sindhuli, Sindhupalchowk	59	Same as Water Supply	52,500	MHPP	36	77	MHPP, DWSS, SRWSP, FINNIDA, VDCs, DDCs
2	Nepal Red Cross Society (NRCS)		Parsa, Bara, Rautahat, Kaski, Syangja, Banke Phased out districts are Rupandehi, Kapilvastu, Nawalparasi, Bardia, Surkhet	1,038	54	-	DWSS, UNICEF	28	176	UNICEF
3	HELIVETAS (Phased out)	1956	All Western Region Districts except Kapilvastu	404	-	350,000	DWSS, NPC			UNICEF, DWSS, RD(DWSS)
4	Self-Reliant Drinking Water Support Program	1993	Myagdi, Baglung, Parbat, Kaski, Tanahu, Lamjung, Syangja	37	37	4,000	DWSS	7	5	DWSS, DDC, UNICEF, JAKPAS, FINNIDA
5	UNICEF	1960	Previously 34 districts in all five Development Regions. Now 33 districts in Central and Eastern Development Regions	1,800	741	1,000,000	DWSS	11	-	DWSS, MHPP, NPC
6	Nepal Water for Health (NI:WAH)	1992	Morang, Jhapa, Siraha, Saptari, Udayapur, Khotang, Sankhuwasabha, Ilam, Kavre, Dhading, Chitwan, Parsa, Dhanusha, Tanahu, Lamjung, Syangja, Parbat, Rupandehi, Gorkha, Palpa, Banke, Bardia, Surkhet, Dang, Salyan, Pyuthan, Dailekh, Accham, Kailash	187	21	1,223	SWC	43	55	DWSO, NRCS, DWSS, Water-Aid, UNICEF

*F. W = Field Workers

(Contd)

1)

table 2

S NO	NAME OF ORGANIZATION	DATE OF ESTABLISHMENT	DISTRICTS OF OPERATION	BENEFITTED POPULATION (000)		AMOUNT SPENT IN WATER SUPPLY AND SANITATION NRs (000)	GOVT AGENCY AFFILIATION	MANPOWER		COORDINATION
				WATER SUPPLY	SANITATION			PROF	F W *	
7	DISVI International Cooperation	1986	Lalitpur, Nawalparasi, Dhankuta, Morang, Sunsari, Saptari, Siraha	176	6	21,040	DWSS, NPC	8	44	DWSO, NRCs, DWSS, Water-Aid, UNICEF
8	Environment and Public Health Organisation (ENPHO)	1990	Siraha, Kathmandu, Lalitpur and Short term activities in different districts	24	25	3,710	DWSS, NWSC	7	5	MIIPP, MOH, NPC, DWSS, NWSC, TU, BOS
9	Gramcen Bikas Bank (Rural Development Bank)	1993	Jhapa, Morang, Sunsari, Kailali, Kanchanpur, Dandeldhura	145	-	6,898 (bank loan)	Line Agencies in district	6	-	UNICEF, DWSS
10	United Mission to Nepal	1954	-	-	-	-	MOWR, NEA, MIIPP, NWSC	300	700	UNDP, ICIMOD, WECS, NPC, MOWR
11	WHO	1954	National level	-	-	-	MIIPP	-	-	UNICEF, UNDP, INGOs, World Bank
12	Agriculture Development Bank	1975	All districts	93	112	51,700	-	90	12	Water Aid, UNICEF, DWSS
13	Nepal Water Supply Corporation	-	13 Municipalities	990	211	176,512	MIIPP	157	1839	DWSS, MIIPP, WB, JICA, DOR, NEA, NTC, Municipalities
14	British Gorkha Welfare Scheme	1969	Phidim, Taplejung, Ilam, Tehrathum, Dhankuta, Bhojpur, Khotang, Okhaldhunga, Solukhumbu, Ramechhap, Nuwakot, Chitwan, Dhading, Gorkha, Lamjung, Tanahu, Kaski, Syanja, Palpa, Parbat, Myagdi, Baglung, Gulmi, Rolpa, Rukum	1,500	60	1,500,000	Ministry of Defence	16	46	UK university and consultancy unit
15	Support Activities for Poor Producers of Nepal (SAPPROS)	1991	Gorkha, Daitchhi, Nuwakot	48	-	3,724	-	5	6	JAKPAS, GDP, CECI
16	Redd Barna	1984	Udayapur, Parsa, Palpa, Kathmandu Chitwan, Lamjung, Tanahu	41	61	18,786	District level offices	32	94	District level agencies
17	SNV	1982	35 districts	-	-	2,100	WSS, NWSC, MI	32	-	UNICEF, HELIETAS, SCF/US

Table : 2

S NO	NAME OF ORGANIZATION	DATE OF ESTABLISHMENT	DISTRICTS OF OPERATION	BENEFITTED POPULATION (000)		AMOUNT SPENT IN WATER SUPPLY AND SANITATION NRs (000)	GOVT AGENCY AFFILIATION	MANPOWER		COORDINATION
				WATER SUPPLY	SANITATION			PROF	F W *	
18	FINNIDA/RWSP	1989	Gulmi, Arghakhanchi, Rolpa, Nawalparasi, Rupandehi, Kapilvastu	235	-	50,000	MIIP, DWSS, MO	18	80	UNICEF, JAKPAS HELVETAS, EU
19	ADB/M, 3rd Sector Project	-	All 40 districts in Eastern, Mid-Western and Far-western Regions	930 (target)	-	135,837	MIIP	-	-	NPC, MOF
20	CARE NEPAL	1978	Solukhumbu, Mahottari, Gorkha, Kaski, Syanja, Bajura	72	-	14,142	Dept of Soil Conservation	72	-	HELVETAS, District Offices
21	Japan International Cooperation Agency (JICA)	1978	Kathmandu Water Supply, Tansen, Gaushala, Lahan, Ilam, Bhadrapur, Mahendranagar, Dhangadhi, Bharatpur, Chandragadhi	NA	NA	2,000,000	MIIP	-	-	UNICEF, MIIP, NWSC
22	Ministry of Health, Department of Health Services National Health Education, Information and Communication	1993	All 75 districts							
23	SEWA Nepal	1992								
24	NEW ERA Pvt Ltd	1971	Conducts various studies							
25	CEMAT Consultants	1976	Conducts various studies							
26	Department of Water Supply and Sewerage	1972	All 75 districts							
27	American Peace Corps (APC)	1960								



4. TECHNOLOGY OPTIONS

In the hill and mountain districts the technology used for water supply is gravity-flow piped schemes and spring protection works. In the Terai districts drinking water is supplied by either deep tubewell handpumps or suction handpumps or shallow dug wells. Apart from these, there are 32 pumping schemes (14 municipal and 18 non-municipal) operated by DWSS. These schemes pump ground water to an overhead tank and then distribute it to the consumers through pipes by gravity.

The types of latrine promoted include pit, VIP, pour flush, double pit and concrete lined pits. Under the new plan of operation (1992-96), UNICEF/DWSS launched an intensive hygiene education and sanitation program in 11 selected districts. The program will gradually spread to other districts. Implementing strategies include:

- use of multi-media channels to create awareness
- involvement of women (staff and community) at all stages of the project cycle
- training of all field level personnel
- low cost design options

5. IMPLEMENTATION APPROACH

The CWSS implementation procedure is based on a partnership between the implementing agency (DWSS) and communities. UNICEF provides technical assistance and forms an integral part of the partnership. In the CWSS program, projects generally originate after a request by the villagers. A study is carried out by the district water supply office (DWSO) to assess social, technical, economic and financial viability. Projects are approved by DDCs based on the recommendation of DWSO with prior concurrence of UNICEF. Prioritization is based on hardship, felt-needs and willingness of users to participate in implementation and later on in O&M.

Helvetas/Self-Reliant Drinking Water Supply Program implements water supply and sanitation projects through support organizations instead of DWSS. The approach is considered more demand driven to obtain community self-reliance. Water-Aid/NEWAH is also implementing the program in a similar way. The program of NRCS is also similar but works through district chapters of the Red Cross. JAKPAS is experimenting with alternative institutional and social approaches outside the traditional public sector framework. It carries out field testings by contracting a variety of organizations including NGOs, CBOs, private firms and local clubs. The second phase of FINNIDA assisted RWSSP will likely focus more on DDCs to improve the planning and coordinating capability as well as implementing the program through DWSO and support organizations. DISVI supports water and sanitation activities through a local NGO (ENPHO).

6. OPERATION AND MAINTENANCE PROGRAM

There have been some positive developments in O&M following the Jhapa Conference in 1980 and Pokhara Conference in 1982. Now HMG and ESAs have recognized that O&M is insufficient. DWSS has prepared "Operation and Maintenance Manual for Community Based Gravity Flow Rural Water Supply Schemes" and "Policy and Procedures Volume and Reference Documents Volume", January 1993. Yet, preventive maintenance is far-behind. The demand driven approach is likely to improve the capacity of communities to effectively manage their water and sanitation schemes. This may require switching the role of DWSS from an implementor to a facilitator and supporter of the sector development.

DWSS currently operates and maintains 131 municipal, pumping and large serving for more than 5000 population schemes. In addition, DWSS operates and maintains about 850 smaller schemes. "Strategic Planning DWSS Project" estimated that the annual cost to operate all these schemes is around NRs 66 million. It is worth-noting that all CWSS schemes are operated by the beneficiaries. The Government has been allocating funds for about 500 projects, which are still on-going for several years. As the project period increases, community participation cannot be sustained. Consequently, operation and maintenance would have to be subsidized. There is a need to provide increased resources to clear the backlog of these incomplete projects.

7. FUTURE STRATEGIES IN WES SERVICE DELIVERY

SRWSP, assisted by HELVETAS, has developed new concepts and approaches to promote self help capacities of the people and the eligible partners in the implementation of WES activities, with the aim of creating a feeling of ownership to an extent that the beneficiaries will take care of their water supply and sanitation facilities. Future strategies of SRWSP will be:

- Rolling Plan:
Projects will be implemented according to performance and absorptive capacity and not on the basis of pre-determined targets.
- Stepwise Approach:
Demand driven based step by step approach developed by SRWSP criteria and conditions will be followed. The activities progress only after the fulfillment of such stepwise (individual) conditions.
- Implementation through NGOs, CBOs:
The local based organizations (LBOs) and local NGOs will provide community mobilization activities in the communities adopting the philosophy of self-reliance.

In its second phase, RWSSP/FINNIDA will also likely to adopt the step-by- step demand driven approach.⁽¹⁾ In its district focus approach, it will support the DDCs

⁽¹⁾Crippen J.N.: *Drinking Water Supply and Environmental Sanitation Sector; Suggestions for UNICEF's Mid-Term Review*

in collection and use of sector information. It is also endeavoring to set up a District Water Supply and Sanitation Fund to which all support organizations and agencies could apply for funds. With this approach Support Organizations (SOs) and Support Agencies (SAs) could be a government line agency, local NGOs, CBOs or local consulting firms.

UNDP/World Bank Water and Sanitation Program, JAKPAS has been field testing a variety of alternative institutional and socio-technical options to develop sustainable water supply and sanitation facilities. The program collaborates with NGOs, CBOs, VDCs and private sector agencies which would work directly with communities. The project is implemented in various phases (similar to step-by-step approach) through two separate contracts, one for the development phase and the other for the implementation and post-implementation phase. This field-testing phase would lead to the Rural Water Supply and Sanitation Fund. The future strategies of the fund will be:

- Establishment of an autonomous Fund Board
- Promote decentralization and greater private sector participation in the delivery of rural water supply and sanitation services by supporting a community based approach and by sub-contracting most activities to include a range of local government (authorities), private and voluntary sector organizations, and the communities themselves.

DISVI International Cooperation Agency supports the development of water and sanitation schemes through a Nepali NGOs (ENPHO). The approach is similar to the strategies adopted by SRWSP. DISVI would take the following strategies in future:

- Strengthen the awareness building components, especially in hygiene education
- ENPHO is interested to install water treatment and waste water treatment pilot units (Horizontal Roughing Filter, Modified Slow Sand Filter for drinking water and Reed Bed System for waste water)

NRCS is active in implementation of water and sanitation facilities. NRCS has received funds from UNICEF and Japanese Red Cross Society. Its strategies for future (1997-2001) are:

- Communities would be given the feeling of ownership of the program
- Women in the community would be encouraged, trained and empowered
- Choice of technologies/options on tubewell and sanitary units would be provided to the communities.

NEWAH has set the following tasks for the coming years:

- Involve itself in research and development of alternative water and sanitation related technologies and methodologies

- Develop closer links with the government in order to formulate a strategy to involve NGOs in water and sanitation activities
- Move towards self sufficiency through the incentive of revenue generating activities in the country
- Contribute to Nepal's human resource development through the provision of on-the-job training opportunities for researchers and students from different disciplines.

SAPPROS, a local NGO established in 1990 would take the following strategies in future.

- Integrated approach of linking drinking water with irrigation so that beneficiaries will benefit in monetary terms as well
- WES activities will gradually shift towards the Terai Region.

UNICEF emphasizes women's involvement in CWSS program. A recent knowledge, Altitude and Practice (KAP) study carried out by DWSS/UNICEF revealed that communities were willing to contribute more funds than the normally accepted norm of 10 percent of the total cost. UNICEF has taken the following strategies to empower communities :

- Assist and motivate users to deposit the regular consumer funds and also orient users to collect additional contribution at a flat rate
- Maximize UC involvement in the implementation and O&M phases of the program.

In future, UNICEF will take the following strategies:

- assist in the transformation of DWSS to take up the role of facilitator
- promote handpump and spring protection technologies through NGOs
- assist project leading to the community ownership of their installations and the guardians of their own WES facilities

DWSS is a lead implementing agency in WES sector. Some important measures taken by DWSS are:

- restructuring of DWSS with separate sections on mobilization of NGOs, appropriate technology development, and environmental sanitation
- strengthening Management Information System by initiating pilot projects in six districts.

- making of CHRDU semi-autonomous in process
- intensive sanitation activities initiated in 11 districts
- seven year strategic plan prepared

The following is the list of future strategies to be adopted :

- community to be encouraged to own the system
- demand-driven approach with active involvement of the communities at all stages of the project cycle
- recovery of partial capital and full O&M costs
- assisting users' committees through training, technical assistance and financial credit.

8. VIEWS EXPRESSED BY DIFFERENT ORGANISATIONS/INSTITUTIONS ON THE WORKSHOP AGENDA

<p>AGENDA NO.1 - PRESENT POLICIES AND STRATEGIES WATER SUPPLY AND SANITATION SECTOR</p>
--

- Maintenance of water supply system is not effective (DISVI, CEMAT, Water-Aid).
- In Terai, users' committees representing large areas (such as VDC level?) are not effective during the O&M phase (FINNIDA)
- Insufficient financial resources generation (NWSC)
- Demand driven approach cannot be guided by pre-determined targets (NEWAH)
- Low awareness of the importance of latrines in the Terai (NEWAH)
- Technologies for tubewells in hard ground are to be identified (NEWAH)
- Lack of the government budget allocation for operation and maintenance (UNICEF, DWSS)
- Release of funds in small amounts to individual projects leading to delays in the completion of projects (DWSS)
- Lack of regular monitoring for O&M from DWSO (DWSS)

AGENDA NO. 2 - ENVISAGED ROLE OF DWSS AND PARTICIPATION OF PARTNERS

- Source conflict (SRWSP, NEWAH, Water-Aid, ADB/N, DWSS)
- Very low preference given by the communities for O&M in post-completion period (DISVI, NEWAH)
- Recognition of topdown designs are not appropriate for communities specially in the Terai (JAKPAS)
- Unavailability of specified spare parts in the local market and unreasonable costs (ENPHO, ADB/N)
- Problem of high iron content in tubewells (ENPHO, NEWAH)
- Problem of water quality in gravity-flow (ENPHO, NEWAH)
- Problem of groundwater level identification in implementation (Grameen Bank)
- Donor dependency by communities for tubewell spareparts (NEWAH)
- Communities are not receiving any assistance from DWSOs on major repair activities for projects implemented by others (NEWAH)
- O&M is a major problem for HMG (WHO)
- Lack of interest among engineers for community involvement (UNICEF)

AGENDA NO. 3 - ROLE, PLACE, COORDINATION AND RESPONSIBILITIES OF NGOs/INGOs WITH DWSS

- Confusion in the communities by over representation of donors (SRWSP)
- Diverse approaches taken by various agencies (DISVI, SRWSP)
- Lack of sharing of ideas among implementing agencies in solving problems encountered during implementation (DISVI)
- Phantom/passive implementing partners (NEWAH)

- Lack of coordination between the DWSS and other sectoral agencies like NGOs and local bodies (DWSS)

**AGENDA NO. 4 - SETTING-UP OF A REGULAR
COORDINATION/INFORMATION SHARING
MECHANISM AT DISTRICT, REGIONAL
AND CENTRAL LEVELS**

- Need to achieve better use of local manpower and resources (DSVI)
- Lack of technical coordination at district level (Grameen Bank)
- Lack of coordination among concerned organisations (NWSC)
- Weak coordination mechanism among agencies involved in WES sector (WHO)
- Weak Management Information System at central, regional and district levels (DWSS)

**AGENDA NO. 5 - USERS' COMMITTEE EMPOWERMENT
AND OWNERSHIP**

- Need to inculcate "ownership feeling" (SRWSP, JAKPAS, SNV)
- Lack of good management at community level (SRWSP)
- Low level of technical know-how in the community (SRWSP)
- Need for participatory planning and implementation (FINNIDA, JAKPAS)
- Requirement of intensive training of UCs, VMWs & CHWs (FINNIDA)
- Low priority accorded by the communities for sanitation (DISVI)
- Legalization of Water Users' Committees (JAKPAS, UMN)
- Establishment of O&M fund with up-front (in advance) cash collection (JAKPAS)
- Enforcement of regular cash collection for O&M (JAKPAS, SNV)
- Active and meaningful involvement of women (NRCS)
- Lack of appropriate manpower with communication and community development skills (DWSS)
- Absence of substantial and coordinated effort for the handover (DWSS)

PRESENT POLICIES AND STRATEGIES OF HMG ON THE WATER SUPPLY AND SANITATION SECTOR

- Mr. Shanta Bhakta Mathema^{*}

1. INTRODUCTION

The importance of "Drinking Water Supplies and Sanitation Facilities" is well recognized by all of us. They are the basic human needs in everyday life. High priority has been given to this sector in the Eighth Five Year Plan (i.e , 1992-1997).

In the meantime, we are also quite aware of the fact that "water is a finite and vulnerable resource. It should not be treated as a free commodity and the protection of this resource is indispensable".

Effective water management is an urgent need of today. An integrated approach should be adopted in planning, implementation and management of available limited/scarce water resources, to achieve sustainable development and a sound environment.

We all know that, a global plan of action, Agenda 21 has been adopted in the Earth Summit held at Rio de Janeiro, Brazil in June 1992. In the chapter "Protecting and Managing Fresh Water" a few important points of interest are:

- The way to provide all people with basic water and sanitation is to adopt the approach "some for all, rather than more for some" There exists an uneven and inevitable distribution of water among different user groups as well as individual beneficiaries.
- A realistic strategy to meet the present and future water needs is to develop low-cost but adequate services that can be installed and maintained at the community level.
- The management of water sources should be delegated to the lowest appropriate level. It should include full public participation, including that of women, youths, indigenous people and local communities in water management and decision-making.
- Alternate sources of fresh water must be developed. These include rain water collection, re-use of waste-water and recycling of water and others. Such projects must use low-cost and available and affordable to developing countries.

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- Water budgeting exercise could be one of the useful tools for efficient water management.

2. SETTLEMENT PATTERNS AND CHOICE OF TECHNOLOGIES

The national population, distribution and the growth rates; human settlement patterns; communities' knowledge, attitudes and practices (KAPs); types and availability of fresh water sources (surface-water, ground-water, rain-water, and others) and topographical features are some of the key elements in determining the choice of technologies and their right applications in the development of the "Drinking Water Supply and Sanitation" sector.

As per the 1991 Census, the country's population is estimated to be 18.5 million, out of which about 8 percent live in the northern Himalayan region, 45 percent in the Hills and the rest 47 percent in the southern Terai (Plain) region. The national population is expected to grow at a rate of 2.0 to 2.5 percent per year over the next two decades.

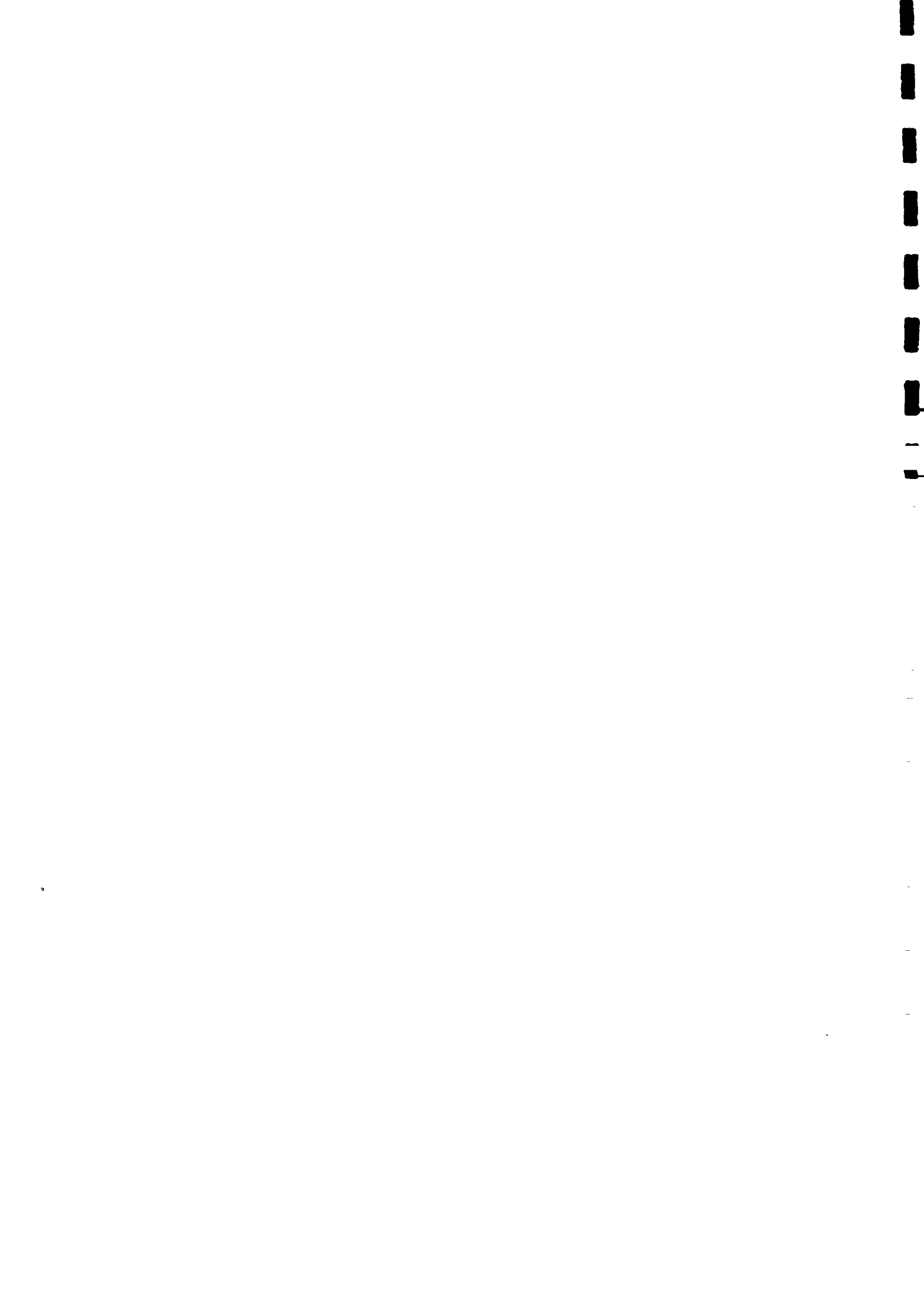
The sector policies, strategies and programs will have to be accordingly made for immediate, short, medium and long term perspectives. In the simplest sense, we understand that:

- Springs and small sized gravity water supply schemes will be the most suitable in the Mountainous region and their scales will be comparatively small in consideration to the country's population in the region.
- Small, medium or large sized gravity water supply schemes through the surface water resources, as well as dugwells from ground-water resources will be applicable in the Hilly region and their needs and demands are enormous in size, and
- Likewise, the Terai (Plain) region requires optimum utilization of ground, fresh water resources (of course, in consideration to recharge characteristics) through dugwells, shallow tubewells, deep tubewells, coupled with overhead tanks or reservoirs and their scales are very large in relation to the country's population concentration.

The sectoral issues should be considered with respect to the rural and urban contexts, and we have to recognize the specific characteristics of the topographical situation and settlement patterns in more detail such as:

- | | | |
|-------------------|---|-------------|
| - Rural/Mountains | - | - |
| - Rural/Hills | - | Urban Hills |
| - Rural/Terai | - | Urban Terai |

These details will help in finding out the best ways and means in the sector development process.



3. DEVELOPMENT STRATEGIES

Some of the basic development strategies in the "Drinking Water Supplies and Sanitation Facilities" could be briefly explained as follows:

- Preparation of District Development Plans:

A district could be identified as a sector development Unit. The institutional set-ups, development programs and budgeting, implementation and management exist on a district-wise basis.

And most important of all, we have to prepare and implement the sector related (Drinking Water and Sanitation) District Development Action Plans and Programs in certain designed time-frames. In-depth studies and analytical approaches will be made on a district-wise basis. They would provide details such as, human settlement patterns, needs and demands of drinking water and sanitation, potential sources of surface and ground water resources, proper choice of technologies, cost benefit and many other valuable data. They will be the most useful tools in the sector development, and policy formulation and implementation aspects in the national level.

4. HUMAN RESOURCES DEVELOPMENT

Human resources is one of the most important inputs for the sector development.

Regarding the major sector institutions, we now have:

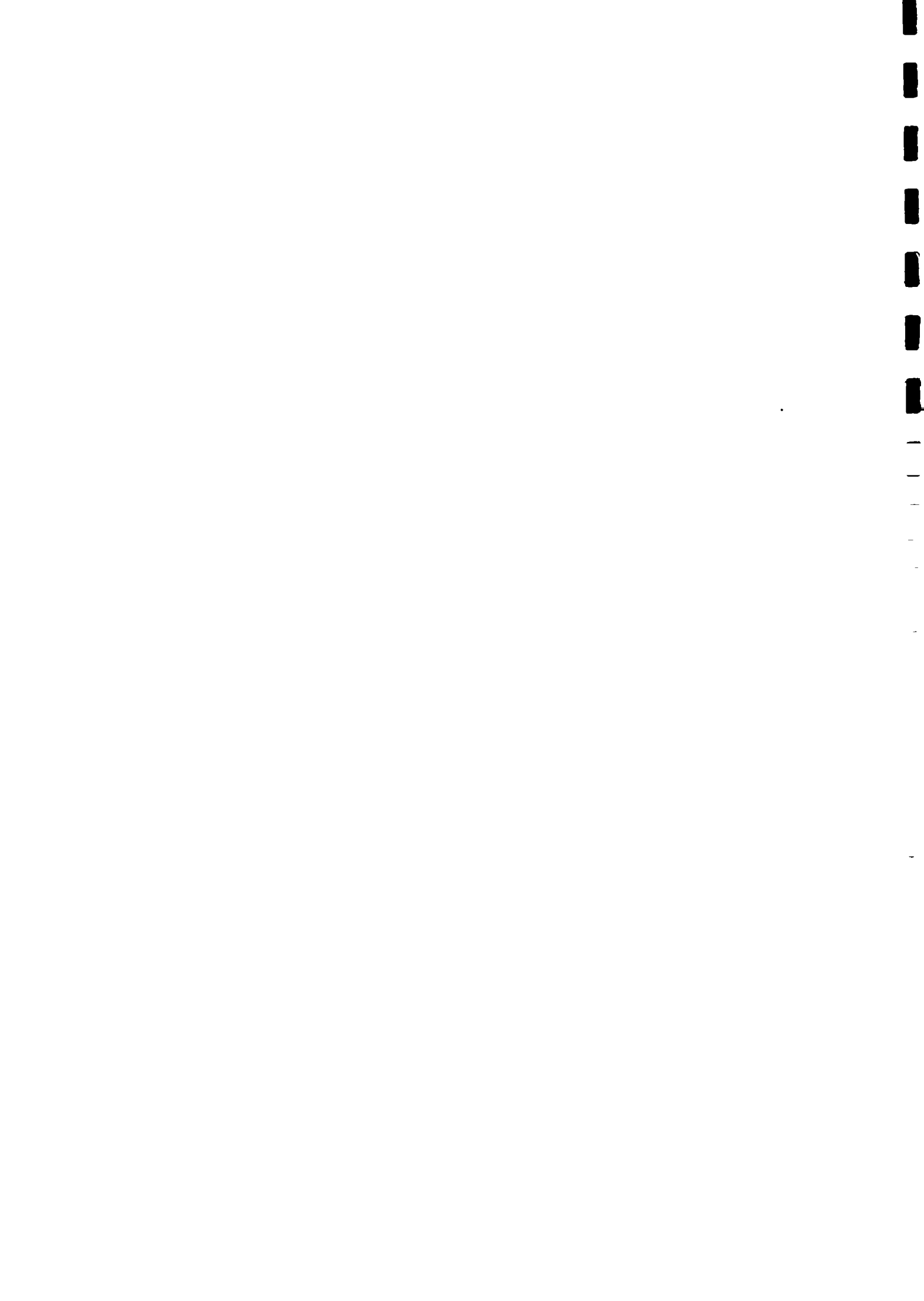
- (a) Department of Water Supply and Sewerage (DWSS), and
- (b) Nepal Water Supply Corporation (NWSC)

In the national level (with responsibilities of DWSS in rural and some urban areas and NWSC in urban areas), DWSS has the organizational set-up in all the 75 districts and in 5 Regions. DWSS has about 5,000 staff.

Likewise, NWSC has its organizational set-up in 13 urban centers in the country. It has about 1900 staff.

The existing institutions, DWSS and NWSC, with their nation-wide/country-wide organizational set-up and their vast wealth of trained/qualified personnel/manpower (Human Resources) and their technical capabilities are the valued NATIONAL ASSETS.

Further strengthening of the existing institutions will be needed through continuous and dynamic efforts.



Similarly, the private sector, INGOs, and NGOs are also contributing to the sector development of the country.

5. CONSTRUCTION (MATERIALS AND TECHNOLOGIES)

The construction sector plays a vital role in the development process of a country. The continuous growth of construction is an indicator of the physical, social and economic developmental achievements in the national context. It is in this respect that the major share of the national budget will be allocated in this sector in developing countries.

An important aspect of the construction sector is its employment generating capacity in a developing nation. It also acts in line with Human Resources Development through on-the-job implementation works at numerous places.

Experience shows that about 60 percent of the total cost of a development scheme project is governed by the basic input "Construction Materials".

Some of the applicable construction materials in the "Drinking Water Supply and Sanitation" sector like HDP, PVC, GI, CI and concrete pipes and others are now being produced in the country. Their qualities are no doubt up to the standards based on random sample testings. More testing must be carried out for testing the quality of the materials. These industries are completely run by the private sector and is a very welcome achievement.

Further promotion of the private sector in the establishment of related industrial units (the manufacture of pipe fittings and shallow tubewell components) are to be encouraged. In consideration to long term perspective cooperation and assistance in this regard will be highly appreciated.

The roles of the private sector and NGOs could also concentrate in the development of local enterprises in production and construction.

6. COMMUNITY PARTICIPATION

A community could simply be defined as a group of people in a certain defined locality/area, strongly willing to work together for local development tasks that are of mutual benefit to them. In general, individuals are bound together in forming a community, associated with a number of factors such as:

- physical set-up and human settlement patterns
- similar employment opportunities-agricultural economy in the rural context
- genuine common felt-needs
- willingness to participate in national/local developmental programs and others.



The size of a community is also closely related to the scale and type of the development task and is applicable in the rural context.

In the present policy guidelines of His Majesty's Government, it is stated that community involvement in planning, implementation and operation and maintenance is one of the basic elements necessary for national development.

Community participation from the very initial stage is a must. Directives-1991 (prepared by MHPP/DWSS) provides guidelines and details to activate/promote community participation/contribution from the initial planning stage. It includes the following:

- requests for schemes - Steps and Actions.
- Formation of Users' Committees.
- Feasibility study aspects.
- Criteria for prioritization of projects/schemes.
- Inclusion of projects in annual program and their construction process.
- Management concerning maintenance and repair.
- Training and monitoring.
- Establishment of a revolving fund.

Best efforts and actions in this direction are in the process e.g., ADB III Project and many others.

7. NEED OF COMMUNITY ACTIONS

There is the need for community actions in local development works and a few important points are briefly explained as follows:

(a) Job Scale

The job scale is relatively large enough and is not within the scope of the individual/household's capabilities. There is a need for a group of people for collective decision making/labor contribution/operation and maintenance works for mutually beneficial developmental tasks.

(b) Partnership in Development Works

The Government alone will not be able carry out the developmental works in isolation. In a developing country like Nepal, the interaction/partnership between the Government and communities is always necessary for speedy development. The active participation and contribution from communities in the local developmental works will give the best output in the long run.

(c) **Utilization of the Labor Force**

There is a surplus of unutilized and under-utilized labor force in the country and it is more so in the rural areas. The action plans and programs of rural developmental works through the community will be a step forward in the utilization of the labor force.

(d) **Economic Benefits**

There will be economic benefits both for the Government and the communities working in numerous developmental programs nation-wide. The labor contribution is also a cost sharing component. The labor contribution by the communities will tremendously reduce the Government's financial burden on the one side and the communities could expect additional local development programs on the other hand.

(e) **Social Benefits**

The start of a program will offer the people to interact, and work for their mutually beneficial jobs. It will help to create self-awareness among the individuals to do more and more. It is of course a continuing process.

(f) **Ownership Values**

The ownership value of a development program is very important to a community. It will make them feel as their own and they will do their best in the day-to-day operation and maintenance.

(g) **Operation and Maintenance of Numerous Schemes**

We are all quite aware of the fact that there are a large number of rural water supply schemes already completed and on-going. There are many more to come in the immediate future in achieving the national target.

The Government and its related sector agencies may not look after the numerous development projects for operation and maintenance. The local communities could play a vital role in this field.

(h) **Longevity of a Scheme**

There is of course a certain life span of a construction project. With due care, proper operation and maintenance by the communities, the life span could be lengthened and thus helping in the long run.

(i) **Training of Local People**

A developmental program in the rural context, will help in creating semi-skilled and skilled people. The implementation period will offer a practical/on-the-job training to the community and will thus help future programs.

There could be many other important points to be included. Continuous efforts in this direction will offer the best output.

8. STANDARD DESIGN CRITERIA

It is normal practice that there has to be a national design criteria, specifications, norms and other related aspects for proper implementation of various developmental programs. It is in this respect that MHPP/DWSS in cooperation with UNICEF, has prepared standards in the national context. There are altogether 12 reports on subjects like:

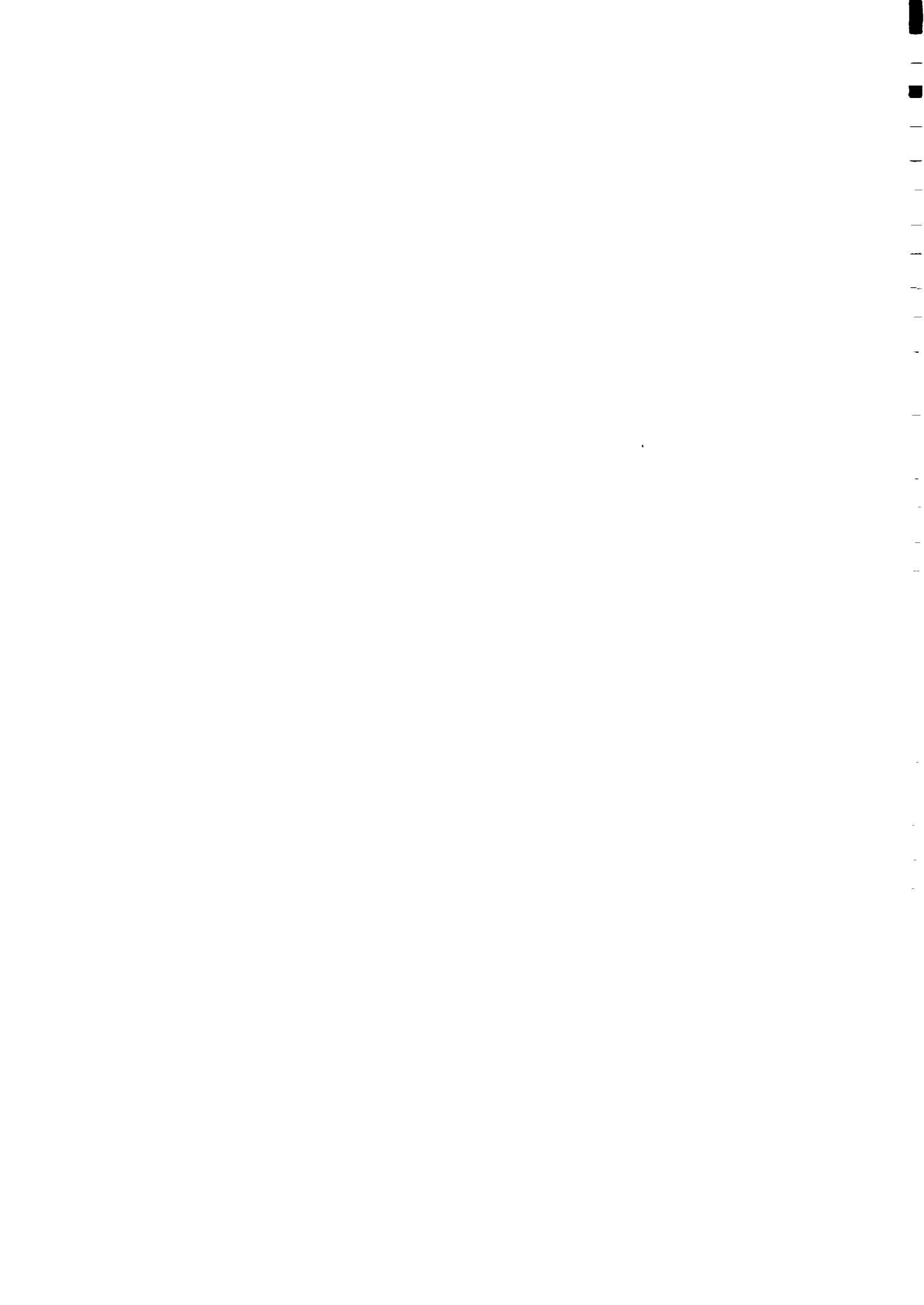
- Procedure Guidelines
- Design Criteria
- Standard Drawings
- Rate Analysis Norms
- Quantity Estimate of Standards and Labor
- Schedule of Materials and Labor
- Formats for Project Documentation
- Operation and Maintenance Manual: Policy and Procedure
- Operation and Maintenance Manual: Reference Manual
- General Specifications
- Guidelines for Community Based Tubewell Program.
- Pipe Fitting Requirements and Details.

They should be followed to ensure standardization and uniformity in the national context.

High importance is to be given in quality of construction materials, and quality of construction.

Regular operation, repair and maintenance of completed (and also on-going) schemes/projects are to be taken care of.

It is also to be well understood that development schemes have certain life-span, based on its nature and uses, its design considerations, quality of in terms of quality construction materials and construction methodologies, and most important of all, its proper and timely repair and maintenance works. Water supply schemes/projects are more prone to structural damages due to dynamic/pressure (constantly or intermittently) depending upon the nature of the water supply at a site/location.



9. INVESTMENT

The financial investments (in terms of Five Year Plans and thereby Annual Plans) in recent years in the rural as well as the urban water supply and sanitation sector are increasing.

It can be seen that there has been an increase in the level and quality of service coverage (of course, to a certain extent) over the last decade with some increase of public investments in the sector.

It is strongly felt the increasing public investments in the sector are not enough in relation to:

- tremendously high public needs and demands
- increasing market rates over the years in construction materials and labor costs
- devaluation of the Nepalese Rupee in the international context and many other factors.

It is in this respect that more investments are needed to achieve the desired goals/objectives. They have also been identified in the "Eighth Five Year Plan" and "Sector Review and Development Plan" documents.

10. ROLE OF THE PRIVATE SECTOR AND NGOs

The roles of the private sector and NGOs are no doubt, great. They could be the developmental partners in the sector development process in the national context.

As we all know a scheme/project consists of various components. The contribution and participation of the private sector and NGOs in various activities could be determined, based on in-depth studies and analyses.

Build, Operate and Transfer (B.O.T.) Systems could be applied in Public Development Works, with private or public partnership.

The private sector and NGOs at this stage, could play a vital role in software components such as community mobilization, public awareness, health education, and sanitation aspects.

They are also contributing a lot in the construction of small sized drinking water supply schemes and installation of shallow tubewells in many places.

Their valuable resources are to be best utilized in the sector development and they have also been identified in the "Eighth Five Year Plan" document.



ENVISAGED ROLE OF DEPARTMENT OF WATER SUPPLY AND SEWERAGE AND PARTICIPATION OF PARTNERS

- Mr. Dinesh Chandra Pyakurel*

1.0 BACKGROUND

The Department of Water Supply and Sewerage (DWSS), established in 1972 with a mandate to provide potable water to relatively larger areas (population > 1500), is the lead implementing agency for the sub-sector. Over the years, the mission, mandate and correspondingly the role and responsibilities of DWSS has changed to suit the demand of the day. The sustainability concern of the developed system in both the urban and rural areas has compelled the policy makers and planners to make a shift from the traditional practice of DWSS playing a role of the providers alone. Furthermore, the need for the extension of the services to all Nepalese by the end of 2002, has demanded the bringing of other non-governmental organizations, community groups and private sectors for the potential development of WSS services. DWSS at present, with an institutional network of a Central, five Regional and 75 District offices with some 5000 staff has got the potential to take up the lead role and support other partners for the development of the sub-sector as a whole.

At the call of the UN, the International Water Supply and Sanitation Decade of the Eighties has given an impetus to the development of water supply in Nepal through increased level of priorities and financial provisions. An additional 25 percent population was served during the decade by increasing the total coverage to 37 percent by 1990. The Drinking Water Supply and Sanitation Sector Review and Development Plan produced in 1991 by MHPP reviewed the activities of the past decade and critically assessed the issues related to the sector based on which strategies and plans were developed. These policies, strategies and the sector's targets were subsequently enumerated in 1992 by NPC in the Eighth Plan.

2.0 EIGHTH PLAN

The Eighth Plan targets to provide drinking water facilities to an additional 7.2 million people of which 6.76 would be served in the rural areas and 0.44 million in the urban areas which would require a total investment of NRs 2,674 million on hardware costs alone. It aims to provide all the population with potable water supply by the end of the Ninth Plan (2002).

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3.0 PRINCIPAL POLICY DIRECTIONS

The long term objective in water supply is to provide water to the whole population within the Ninth Plan (2002), of which 72 percent would be served by the end of the Eighth Plan. Similarly, the objective in sanitation is to educate and facilitate the entire population on basic personal and domestic hygiene and environmental sanitation.

The principal policy directions are:

- priority would be given to smaller water supply projects with low per capita costs and more cost sharing on capital costs from the beneficiaries.
- in the rural Terai, priority would be given in the construction of shallow hand tubewells, deep tubewells and dugwells.
- integration of sanitation activities with water supply programs.
- NGOs, CBOs and the private sector will be given the roles in the execution of relatively smaller projects.
- uniformity in implementation approaches and technical standardization of WSS projects shall be promoted.

4.0 MAJOR SECTOR STRATEGIES

To put the above policies into practice, the following sector strategies have been undertaken:

- demand driven and program-based on the local felt-needs, the hardships and the willingness to contribute on the capital costs
- community ownership and management of water supply and sanitation.
- development of sustainable and affordable size community schemes.
- supporting of the Users' Communities by the service agencies through organizational support, training, technical assistance and financial credit.
- making users accountable by paying part of the capital cost and all the O&M costs.
- preparation of district profiles on water supply and sanitation for effective planning.
- integration of hygiene education and sanitation promotion programs with water supply projects.

- Mandatory arrangements will be made to involve the beneficiary communities as the central and effective source of all actions and decision making processes.

5.0 MHPP/DWSS EFFORTS

The amalgamation of all the related sector agencies under the umbrella of a single Ministry i.e., the Ministry of Housing and Physical Planning in 1988, is definitely an important step in facilitating the overall and sustained development of WSS services. The MHPP Directives 2046 on " Construction and Operation and Maintenance of Water Supply Projects", have emphasized the demand led approach, mandatory arrangements for the formation of WUCs in each and every water supply project, mandatory contribution on the capital costs and making the users of the services responsible for O&M of the services. It is an important effort for the sustained development of the sector.

In line with the anticipated measures to be undertaken for the sustained development of the WSS sector, MHPP/DWSS has taken the following important initiatives:

- **Re-organizing and Restrengthening of DWSS**

So as to enable DWSS to take up the envisaged support role, community mobilization and development, promotion of NGOs, health education and sanitation promotion and support on operation and maintenance, have been institutionalized within DWSS down to the district level.

- **Efforts of Standardization**

With UNICEF's assistance, efforts have been made to standardize the implementing approaches and technologies suitable to the participatory development of the WSS sector. Clearcut procedures, design guidelines and O&M procedural guidelines have also been developed.

- **Development of a National Sanitation Policy**

A National Sanitation Policy has been developed and approved in 1993. It has established a baseline to follow for all the inter- and intra-sectoral agencies and has avoided the anomalies in approaches, technologies, methodologies of the past activities in sanitation. The proposal to establish a district level sanitation coordination committee under the chairmanship of LDO with members from related sectors and NGOs has been fruitful in some districts.

- **Institutionalization of Human Resources Development (HRD)**

Through the establishment of training units in the regional directorates and in all the 75 district offices during the organizational reform in 1993, an effort has been initiated to institutionalize HRD permanently within thr DWSS

hierarchy. Similarly, the approach undertaken to take up training as an equal, or even a greater component of the community water supply project with the provision of its cost within the project estimate is another milestone for developing HRD at the community level. None-the-less, the built in mechanism to include community level training activities within the annual program is also a positive step adopted for HRD.

The Central Human Resources Development Unit (CHRDU) is providing training services to other agencies like ODA, Lutheran Services and GTZ. CHRDU would eventually be developed as an autonomous and self-supporting institution fulfilling the training requirements of all the implementing agencies.

NGOs' Promotion and Development

The fact has been duly recognized that in order to fulfil the goal of providing all the Nepalese with water supply by the end of the Ninth Plan, the effort of the Government sector alone would not be adequate and accordingly promotion of NGOs is emphasized. It has been duly recognized that the participation of NGOs in the WSS sector offers a fresh and hopefully less bureaucratic approach in facilitating project design and implementation. NGOs are often perceived by the local population as being sympathetic to local needs and more flexible in meeting them.

It has also been a fact that although the local level NGOs are stronger in community interaction and community mobilization aspects, they are frequently noticed as weak in management, technical capacities and it may be necessary to strengthen some of these NGOs at the first step before embarking on the WSS services. The stronger and competent NGOs at the district or central levels can advise and assist the weaker ones. The representatives of the line agencies like DWSOs would be providing the required training and technical and monitoring supports to the NGOs.

It is in this context that efforts are being made to develop a clearcut eligibility criteria for bringing in potential NGOs for the purpose of WSS development and accordingly appropriate provisions are to be made in the current financial rules and regulations.

The lack of appropriate institutional linkages of NGOs with respective DWSOs (at least in the planning stage) has created problems in assimilating information and providing support at the post-completion stage in the projects developed by different NGOs. The Memorandum of Understanding signed between DWSS, UNICEF and INGOs/NGOs (Water Aid/NEWAH) is a positive step in establishing a strong association. An effort has also been initiated to sign such an understanding with the Nepal Red Cross Society. DWSS is keen to develop such understandings with other INGOs and NGOs.



DWSS is keen to handover the responsibility of implementation of relatively smaller projects with a population size less than 500. Therefore, shallow hand tubewells and dugwells, source protection programs and small gravity systems would be gradually handed over to NGOs for implementation.

Here, I would like to express a word of caution too on the over-utilization of NGOs in Nepal. A trend has been noticed to develop NGOs as consultants or contractors by overpaying for the services rendered by them in delivering WSS services and ultimately defeating the noble objective of an NGO as a social welfare organization. Furthermore, instead of maintaining the complimentary role of GOs and NGOs supporting each other in areas of weaknesses, a practice has been noticed to develop NGOs as substitute for GOs, which is neither cost effective nor shall they have continued sustenances of the delivered services .

- **Additional Support on Transfer of Ownership**

Though the policy direction is to develop as small a scheme as possible in the concept of "small is beautiful" so that the schemes developed are within the sustainable and affordable capacity of the users, yet the development of some larger projects seems inevitable because of unavailability of a source in the vicinity, topographical and geographical reasons, large communities to be served etc.

In order to enable and make the local communities confident in taking the desired roles and responsibilities of O&M of such larger and complex systems, additional financial support is seen mandatory. Thus a policy of financial support in the form of a grant to the Users' Committee in a declining rate for three years has been developed. Ownership of projects like Dhulikhel, Damak, Kakarbhatta, Sanischare have been transferred in this manner and a lot of others are in the process of ownership transfers.

6.0 DWSS- 7 YEARS' STRATEGIC PLAN

With the technical assistance of ADB/Manila and with proper guidance and advice of the Steering Committee consisting of representatives of NPC, MHPP, ESAs, INGOs etc, a Strategic Plan for DWSS was prepared last June. The major recommendations of the Strategic Plan are:

- **Achieving Sustainability Through Community Management**

This demands the ensuring of meaningful interactions with the community by extension workers who are skilled in participatory communication and committed to the community based approach.

- **Leadership**

There is a need for reorientation so as to bring along and mobilize all partners like NGOs, CBOs, DDCs, VDCs and the private sectors. The role of DWSS will primarily be to support and facilitate these partner agencies by providing technical advice, training, coordination and monitoring.

- **Need For a District Profile**

For the prioritization and selection of projects accurate district level base line data like district sector profiles and district water supply development plans are needed. The need for a participatory, transparent criteria and procedures has also been emphasized.

In order to fulfil these requirements substantial shifts, in current methodologies and orientation are expected for which the following major initiatives have been recommended:

- development of a well managed, task oriented program to complete the backlog of ongoing projects.
- transfer of ownership, repair and rehabilitation program to eliminate the current liabilities of completed schemes.
- preparation of District Profiles and Development Plans of WSS. An effort has been made to identify the roles of the institutions and responsibilities, depending upon the scale of the projects. Table 1 gives the details.

7.0 CONCLUSION

DWSS at the moment is in a transitional stage. To change to the new role of a provider or facilitator of the services and to concentrate mainly on support activities like technical services, development of technical manuals/guidelines, training support, post completion support, support of sanitation promotional materials is the desired goal of DWSS. Though this realization was a bit difficult within the DWSS personnel in the beginning, there has been substantial improvements over recent years and commitment is noticed at all levels of DWSS. The capacity building within the communities in terms of organizational skills and knowledge, leadership and creation of an enabling environment is noticed to be crucial for the sustained development of the sector. DWSS is committed to this new role.

TABLE 1: INSTITUTIONAL RESPONSIBILITIES

Type	Scheme Type and Size	Ownership and O&M	Comment
Private	Shallow Handpump	Family	DWSS should disengage from direct implementation of shallow-well hand pumps schemes and act as the support agency to other organizations such as DDCs, NGOs and private firms. It should also initiate a pilot scheme in association with local development banks to provide credit to families wanting handpumps locally available in the market Sanitation would also be part of the "package" Community shallow hand pumps for lowest income groups will be supported by DWSS through DDCs, NGOs and private firms
Micro	Less than 500 pop. Gravity Schemes and Spring Protection Deep Tubewell and Handpump Communal shallow Handpump	WUC or CBO	Micro schemes will be implemented by community based organizations supported by NGOs, DDCs and private sector firms Those are to be supported by DWSS through technical assistance, training, monitoring quality and coordination Financing would be possible provided accountability was ensured. Fast rack credit schemes for both water and sanitation are being considered for pilot implementation
Mini	500 to 2,000 pop Gravity Schemes	WUC or CBO	DWSS is heavily involved in providing services to this size of community Schemes tend to be technically more complex and communities less cohesive DWSS will provide support to water and sanitation Users' Communities in accordance with the recently published standards Partner organizations (DDCs, NGOs and firms) will also be supported as appropriate
Macro	Greater than 2,000 pop Gravity and Pumped Schemes	Users' Assoc. VDC(s) Corporation Firm	This size of scheme is recognized as being mostly subject to failure and will be undertaken only when no other technical solution is feasible Most of these schemes will require continuing DWSS support Thus, justification and special approval for implementation of Macro-schemes will be required
Municipal	Municipal Systems, Larger Gravity and Pumping Schemes	Municipal Corp Municipal Dept NWSC Corporation Private Firm	This size of scheme includes municipal, pumped and piped and the larger schemes sometimes covering two or more VDCs Continuing resource requirement for their O&M is of particular concern to DWSS They are a priority for transfer to community management through user groups, private firms and municipal departments Take-over by NWSC is also an alternative
Completed	Completed Schemes of all varieties other than the Municipal/large category above	WUC, CBO	Completed Schemes will also be a priority for transfer to community management Full community involvement will be achieved during repair/rehabilitation of these schemes

ROLE, PLACE, COORDINATION AND RESPONSIBILITIES OF NGOs/INGOs WITH DWSS

- Mr. Umesh Pandey*

1.0 BACKGROUND

Along with new thoughts towards development and the problems associated with conceptualising what an NGO is, the term "NGO" has been very loosely but widely used in developing countries. History has shown that development usually comes about not through external intervention but through ordinary people working collectively to meet their felt needs. The existence of Non-Government Organisations (NGOs) is one manifestation of this. The nature of the work carried out by NGOs in the South may be different from that in the North, but equal emphasis has been laid by both blocks on the importance of NGOs at certain levels. .

In Nepal, until the revolution of 1951, it was virtually an offense to set up and operate any social organisation. The first NGO, " Shree Chandra Charkha Pracharak Kamdhenu Trust " was established in 1926¹. There was an upsurge in setting up social organisations after the revolution. The majority of NGOs established at that time are still active and possess a bright future. Following the restoration of democracy in 1991, a liberal environment prevailed for growth of NGOs. The ease of registration immensely affected the establishment of NGOs. The total number of NGOs that are registered at the central level with the Social Welfare Council is 2878 which excludes NGOs which are registered at district levels with the district administration offices. If they are to be taken into account the number is very high indeed. Similarly, the number of INGOs that are currently active in Nepal through formal agreements has reached 77.

However, there have been several debates going on regarding the definition of NGOs. Several organisations registered with different bodies of the Government, with their own objectives, also claim to be NGOs. The aim of this paper is not to create any further arguments on the definition of NGOs but to clarify the term to be understood under this article. Here, I refer to NGOs as voluntary groups of people who believe in the value of collective action for the common good. Being locally based, they are attuned to the social and cultural conditions of the local people and they feel a keen sense of accountability to the community. They can be categorised into :

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¹ *NGO Policy of Nepal: A Study, Mr. J. Ghimire, Mr. N. Acharya, Mr. S. Aryal*

- (a) Community level NGOs (b) District level NGOs (c) National level NGOs.

NGOs that are registered at the community level or district level choose to implement a wide variety of activities that are the direct concerns of the beneficiaries and are within their implementation capabilities, whereas NGOs that are registered at the national level have been classified according to their areas of work. No NGO has been classified specifically for water and sanitation activities. NGOs may fall under any work areas like child welfare, women development, youth activities, health services, education, community and village development and environment conservation. It might be worth mentioning here that Nepal Water for Health is the only registered NGO at the national level which specialises in water and sanitation activities.

NGOs are undoubtedly responsive and flexible and are not encumbered by bureaucracy and other operational constraints. Their motivation is usually based on humanitarian ethics. When this is harnessed to address community development issues it has been shown to be a highly effective force for change.

2.0 WHY DO NGOs TEND TO TAKE UP WATER PROJECTS ?

Mainly because,

- (i) In Hindu societies, the construction of traditional water points such as "Dharas"(water spouts) and hand dug wells has long been regarded as an activity of religious merit.
- (ii) As water is one of the main priorities of the people, NGOs find its implementation effective with high participation and support from the communities.
- (iii) In order to obtain a social status and their influence upon the community.

But also,

- (i) To gain political benefits from the community.
- (ii) To make some profit out of the project budget which is against their mandate.
- (iii) Support agencies should always therefore be cautious in finding out the motive of NGOs before investing any resources through them.

3.0 ROLE OF NGOs/INGOs

There is no doubt that it is the Government's responsibility to ensure that no citizen is deprived of safe water. In the national context where nearly 60% of the people are without these facilities, the role that NGOs could play in the sector is immense. The success stories of NGOs in many such projects have proved their involvement and effectiveness in assisting the government in achieving the national goal. Their quality



of social acceptance has led towards good motivation, cost effectiveness, high community participation and community empowerment. The operation modalities adopted by INGOs and other donor communities to work in collaboration with NGOs is an open example to this. They understand the fact that working in partnership with NGOs is more effective because the latter have better understandings of the local conditions, are flexible to the prevailing situation and are less bureaucratic. The role of INGOs from direct implementors should be shifted to assist the local partners in enhancing their capabilities for effective implementation and sustainability. Realising this fact the Government has also emphasised in its Eighth Five Year Plan the involvement of NGOs and the active roles that they could play in the sector.

4.0 COORDINATION

The NGO community is often alarmed when the term "coordination" is used in between the NGO and the GO sector. The term "coordination" has been very wrongly interpreted in the past by being given the meaning "to control / manage and direct." An example of this is the interpretation of "coordination" adopted by the Social Service National Coordination Council ,now known as the Social Welfare Council which was set up to coordinate NGO/INGO activities but in reality has ended up controlling them.

Before going into any further details, it is important to understand the term "coordination" as interpreted in this paper. This is: to bridge the gap of understanding and approaches between two or more bodies / agencies on plans, progress and problems by means of proper communication and the dissemination of relevant information by each party. It is a two way process and all parties concerned in the process of coordination must take it up with equal emphasis.

5.0 COORDINATION BETWEEN NGO/INGO AND DWSS

For better and effective inter-agency coordination by those involved in this sector, I believe that there should be three levels of coordination: At the national level, at the district level and at the community level.

At the National Level

This is the most crucial and important area where a level of understanding and committment is required to maintain proper coordination at a high level. The activities of coordination required at this level should be :

The DWSS, being the lead agency in the sector, must act in ensuring that regardless of who the implementors of water, sanitation and health education are, an uniform approach should be in place. However, minor details may differ regarding the strengths and constraints of the implementors. It should also keep a record of all agencies including NGOs/INGOs involved in the sector and include their plans and coverage in the national plans and achievements. A coordination meeting at the national level should be conducted by DWSS every six months. An environment should be created whereby there is representation from NGOs/INGOs and other



agencies involved in the sector on the preparation of national plans and policies on water and sanitation. An agency like UNICEF, who has a very good understanding of the sector, could act as a coordinator in bringing NGOs/INGOs/ other agencies involved in the sector and GOs together for collaboration, which is a step further on from just coordination. An agreement signed between NEWAH / Water Aid / DWSS and UNICEF is an unique example of this. But it is equally important that whatever has been agreed upon at the national level should be passed to other levels for better understanding and effectiveness.

At the District Level

This is the most important level of coordination where things could be discussed within a confined area. Every agency involved in water and/or sanitation activities in a district should coordinate with DWSO from the planning stage. DWSOs should check that the implementing or supporting agencies fall under the national level coordination group to ensure uniformity in their approaches. It should also ensure that the effort is not duplicated and is reflected in the DDC annual plan. No attempts should be made to discourage NGOs/INGOs involved in the sector to coordinate with any other parallel body set up in the district where coordination has already been maintained with the Government line agency of the district. The implementors/ supporting agencies should submit quarterly progress reports to the DWSO. DWSOs should keep a record of all projects within their districts and should be the internal mechanisms within DWSS to pass on the information to concerned regional offices and then to the central office. DWSOs should also act as support agencies to NGOs/INGOs working in their districts to help overcome some issues which require actions to be taken by the District Administration Office.

At the Community Level

The most crucial part of coordination is required at this level. There are several bodies within the Government itself which are implementing similar activities in a community. For example, the MOH is conducting health education in a community and DWSS is also doing the same. This is not the only case; there are several examples where coordination between NGO/NGO, GO/NGO, NGO/INGO and INGO/INGO is lacking, thus affecting the communities who receive these services. If the division of responsibility is given to two or more organisations there is a danger that no one dares to take accountability for failure but always claims progress. Better coordination is required among Government agencies themselves in defining the area that each should cover in order to avoid confusion at the community level. As we all believe that a water project must always be incorporated with sanitation and health education then every implementor must also ensure that every project has these components. It could however, be decided in amongst the implementors who should do what, but it is equally important that they do it seriously and take accountability for it. This could be done by conducting a coordination meeting with DWSO to agree upon each implementor's role and responsibility in writing.



6.0 SALARY DIFFERENCES AMONG NGOs/INGOs AND DWSS WORKERS

When we talk about the effectiveness, the work salary and benefits definitely come in. I strongly believe that the salary and benefits should not be solely based upon the job title but instead should be directly related to the nature of the job and the responsibility assigned.

A comparison of salary is shown between some key staff of DWSS and NEWAH.

	DWSS	NEWAH	DWSS TA/DA	NEWAH TA/DA
Staff	Salary			
Health Motivator	2000	1800		
Overseer	2500	4500	70	150
District Engineer	4800	6700	80	165

7.0 HUMAN RESOURCE DEVELOPMENT

Every agency involved in WATSAN activities is equally obliged to develop human resources. INGOs have very clearly understood this concept and therefore are transferring their skills and knowledge to their counterpart NGOs. Funds are also being allocated for regular training programmes. HRD must not be limited only to the training of staff and personnel involved in the programme but should go beyond that in multiplying this effect to the community level. The training of CHVs, Health Motivators, Caretakers, Sanitation 'mistris', Local NGOs, Project Management and Maintenance committees is a good example of such human resource development. A step taken further by NEWAH in this regard over the last two years is worth mentioning. Fresh graduates from technical schools and universities have been given opportunities to obtain on-the-job trainings in NEWAH supported projects. An environment should be created in sharing the available training resources with the Government and CHRDU should be made available to NGOs as well.

It should be stressed that no human resource development activities should be conducted simply to meet the annual plan of the organisation or it be seen that people go on training courses as a reward but they should be planned and conducted as per the needs and requirements.

8.0 SCHEME SIZE

Usually, schemes selected by NGOs are small and within a manageable size. Some NGOs have also been successful in implementing large projects. NGOs should not be confined by schemes of a limited size, i.e., based upon a certain number of



beneficiaries. Since the capabilities of NGOs differ from each other, they should be allowed to select any scheme size depending upon their own capabilities and the choice of the beneficiaries. In the hills the size of an NGO project could be part of a ward to two or three wards served under one or different systems. Similarly in the Terai, it would be advisable for NGOs to select a whole VDC as a project area for ease of implementation and proper coverage.

9.0 DISTRIBUTION AREA

For ease of implementation and proper coverage it is definitely a good idea to define the working areas of each of the implementors. But with regard to NGOs which are widespread across the country, it would be unfair to promote NGOs only in certain areas of the country. As the need exists throughout the country and NGOs have proven their effectiveness, they should not be confined to working in certain areas only. Big agencies and INGOs who could guarantee support and coverage in certain areas within a given period of time should be guided towards working on an areawise basis.

10.0 OPERATION AND MAINTENANCE ASPECTS AFTER PROJECT COMPLETION

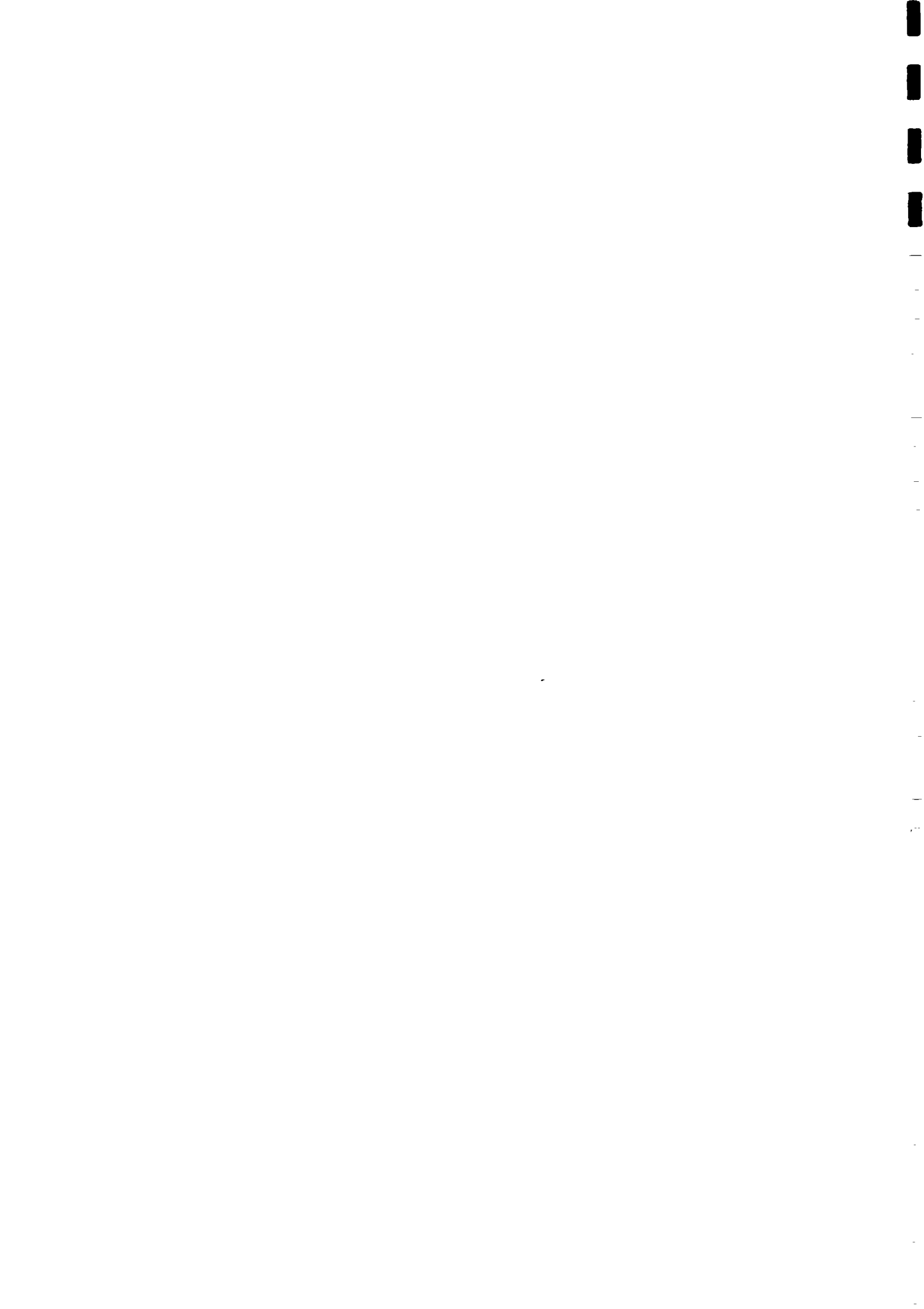
As discussed earlier, in terms of coordination each implementor must follow a standard approach, this also includes the operation and maintenance aspects. Regarding O & M, this can be broken down into two stages :

- * Regular maintenance and minor repairs
- * Major repairs and rehabilitation works

Under the regular maintenance and minor repairs, each implementor must ensure :

- The setting up and training of a Project Management and Maintenance Committee (PMC).
- The selection and training of caretakers plus the provision of a job description.
- The opening of a bank account for PMC to deposit its maintenance fund.
- The system of raising regular maintenance funds from users.
- The system of usage and record keeping of spare parts and
- The system on reporting to implementors on the status of maintenance.

Every system has its own life span. Some last long even after their life span and some may go wrong before that period. Major damages may occur at any period due to natural calamities or after the life span of the system. NGOs have proven their



efficiencies in implementation and ensuring that minor repairs and regular maintenance of projects are carried out. Experience shows that NGOs do not receive any proper support from the concerned line agencies when such situations need to be addressed. All major repairs which are beyond the capacity of PMC should be taken care of by DWSO. The provision of a budget and manpower must be kept aside in order to assist such communities.

11.0 CONCLUSION

The potential of NGOs has begun to gain the recognition it deserves. Bearing this in mind the Eighth Five Year Plan has followed a policy of laying special emphasis on the role of NGOs and the private sector stating " NGOs and private organisations are more effective in the execution of development programs because of their cost effectiveness, flexibility, motivation and initiative in the social and economical development sectors.....". The need to understand this concept and to put it into practice is essential. Several measures still exist in the government system which harrass NGOs. If NGO involvement in the water and sanitation sector is to be encouraged then their capabilities must not be stretched and they should not be forced to implement difficult and unpleasant tasks that others hesitate to take up.

SETTING-UP OF A REGULAR COORDINATION/INFORMATION SHARING MECHANISM AT DISTRICT, REGIONAL, AND CENTRAL LEVELS

- Dr. Vijaya L. Shrestha*

A. INTRODUCTION

1. Coordination is a term used to describe the process by which members of a group or a group of organizations/agencies are directed towards broad objectives. It is a process for achieving integrated patterns of group and individual efforts. Hence the purpose of coordination is to develop unity of action in reaching common goals.
2. The factors influencing the success of coordination include the extent to which these individuals/groups are involved, interactive with related organizations, understand and committed to reaching the desired objectives.
3. A pervasive characteristic of poor or no coordination is lack of a system or mechanism for group efforts and leadership. Coordination applies to groups, not individual efforts. When a number of individuals/organizations must work together a system or mechanism for orderliness and integration becomes significant. The extent to which coordination enables united efforts in meeting common purposes is an important element of mechanism and leadership in establishing functional linkages with relevant organizations.
4. Coordination is often wrongly confused with control. The thought of control often arouses opposition in societies that value democracy and individuality. Yet no society can do without a measure for control. It is a must to provide for predictability and stability in the system (Choudhary, 1994). We are bound up with controls at work, home and society at large. For example, at work, we speak of quality control, production control, manpower control, administration control and at home we have specified code of conducts to regulate family life. In society social controls like traffic laws are accepted and blended into our daily experience. We seldom realize how the need for order restricts the freedom of the individual either at home, work or society.

An organization is also a type of society, comprised of people/groups who have chosen to work together in reaching a common goal. The members of an organization, by joining it, implicitly subject themselves to control in order to make their individual/collective effort meaningful and a possible reality. Therefore, control may be defined as a process to ensure that the intended desirable results are consistently and continuously achieved.

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5. Likewise, we often confuse coordination with cooperation. Cooperation means to act or operate jointly with another or others. While coordination brings common action/purpose members of a sector, interest groups with common objectives for a harmonious adjustment or functioning (Castillo, 1983). Cooperation will not automatically result in coordination of organizational units/groups. Any degree of coordination achieved will be coincidental. One cannot risk relying upon coincidence to get results. Cooperation is always helpful and the lack of it can always destroy the possibility of coordination. However, its mere presence is not enough to produce coordination.
6. Grouping and gathering of individuals/organizations with a common purpose do not ensure coordination. It is the job of the coordinator to ensure coordination. The need for coordination arises out of the complex functional inter-dependence within organizations and with other entities/related organizations. The functioning of one unit will impact on the other units. The functioning of one organization will impact on other organizations. For example, in the DWSS the performance of construction section depends greatly on Planning, Budgeting and Programming Section, HRD Section, Administration Section and so on. Yet the Construction Section has no direct authority over other sections. Coordination therefore, can be accomplished by an individual/Sectoral/Departmental chief with a larger scope of authority than the chief of the individual sections.
7. Having a coordinator again will not ensure coordination if the stage is not set for coordination. The stage for this purpose is set through a mechanism/direction which includes, what, who, when and how much is to be done.

Establishment of a coordination mechanism is essential as it allows .

- participative/consultative discussion contributing to greater uniformity of direction in programme policy and approach
- planning and coordination of long and short-term programmes in meeting broad national/sectoral/unit goals
- pooling/sharing of resources for more effective impact and utilization of limited resources
- coordination of related functions where each unit/organization has its part in predetermined or inevitable decision
- and greater acceptance and better execution of decisions because those affected have been consulted in advance and allowed to participate (McFarland).

B. COORDINATION AND COMMUNICATION IN THE WATER SUPPLY AND SANITATION SECTOR

8. A chronic problem facing policy makers and planners in Nepal is the reliable and timely acquisition of information on which to design and develop a program. This

problem is specially critical in the water supply and sanitation sector. Consequently, impacted on overlapping and duplication of efforts, there is little or no planning for water supply and sanitation coverage, effective implementation of measures dealing with vital issues like accountability and commitment of beneficiary groups to operation and maintenance of the completed system and thus sustainability.

9. The Eighth Plan target is to provide drinking water facility to 72 percent of the population by the year 1997. To meet the above target from the current coverage of 46 percent requires coordinated efforts of all the agencies active and would be active in the water supply and sanitation sector in developing systematic plans, implementation procedures, with the use of time tested strategies involved through experiences. They will centre around a participatory approach in planning, implementation, decentralization of resources and skills, strengthening beneficiary groups and their capabilities, fighting for rationality, accountability and sustainability.
10. This can be a possible reality only when all the agencies involved in the water supply and sanitation program come together as partners in meeting sectoral goals by coordinating their activities at both levels, programming and functioning.
11. There are several private, UN, bilateral agencies whose programmes affect the water supply and sanitation sector and development of people in Nepal. In fact, these agencies, in particular UNICEF, have been instrumental in reaching the present coverage. Of late HELVETAS, NEWAH, FINNIDA, Nepal Red Cross Society, CARE Nepal, REDD BARNA including several others are increasingly getting involved in the water supply and sanitation programme. The majority of these NGOs are small, scattered throughout Nepal and regulated by individual philosophy, focus and strategy rather than by the national sectoral policy. Their coverage and success in terms of sustainability has been vague, unrecognized and limited. A study of selected NGOs indicated the absence of accurate data on coverage except for one (ADB TA 1718). As a result accurate data in terms of number, area community, VDC, district being served, type of system, operation and maintenance system are difficult to obtain.
12. Absence of accurate assessment of coverage; attempts to develop a systematic plan for water supply and sanitation; maintain updated status of completed systems; timely provision for budget and follow-up measures to meet maintenance need of the systems that are beyond technical and financial capability of the beneficiary communities are attributable to lack of information resulting from lack of coordination and communication between agencies involved in the sector.
13. HMGN sector policies are instructive and supportive in coordinating with agencies active in the water supply and sanitation sector. The Eighth Five Year Plan has clearly identified the Department of Water Supply and Sewerage as the Lead Agency and Coordinator in the water supply sector. The policy also states that drinking water and sanitation programmes implemented by various agencies will have to be consistent with the national programme and policy of the sector.

14. Further, the policy document states, "to avoid overlapping or duplication, of drinking water and sanitation programmes conducted by different INGOs, a system of coordination will be maintained by the Ministry of Housing Physical Planning" (Eighth Five Year Plan, p532).

It goes on to say "the concerned agency will monitor whether or not the local people are receiving drinking water from the projects constructed in the village areas. In this context, it will be mandatory for the concerned agency to prepare a current status report every six months planning. The objectives of the reporting are to facilitate gradual handing over of the rural projects to the Users' Committees and keep the Ministry informed of the actual drinking water situation in the village" (Eighth Five Year Plan, p532-534).

15. To coordinate with agencies within DWSS and with organizations involved in the water supply and sanitation sector is a **rewarding** but **demanding** work. By establishing a coordination mechanism, the timely conduct of meeting and sharing of outputs, ensuring coordination/linkage at all stages of planning, and implementation at central, district and community levels, DWSS will be making a **commitment** to the sector, government, people and agencies to facilitate in providing safe and adequate drinking water to all and to rejuvenate the performance of the water supply and sanitation programme that is below par.
16. Likewise, to be a partner in coordinated sectoral programme is **daunting** indeed which **demands enormous commitments**, change in current style of operation, and sincerity of purpose.

C. COORDINATION COMMITTEES AT CENTRAL AND DISTRICT LEVELS

17. Systematic planning for coverage, management, implementation and timely maintenance of the water supply and sanitation programmes will be difficult without effective coordination **within DWSS, with other** line agencies, and with multilateral, bilateral and private sector groups/organizations active in the sector.
18. DWSS inter-agency coordination has been weak with no formal structure/mechanism to ensure the scheduling of complementary activities, to ensure the maximum impact of the Government policy. Consequently, coordination of project planning, budget allocation, implementation procedure and activities at the district/community level and monitoring and evaluation of complementary activities have been difficult to achieve. Coordination and consultation with national and international non-government organizations has also been weak, although DWSS initiated periodic meetings of agencies involved in the sector.
19. The government has established a formal structure to **enforce intra-agency coordination for the development of the water supply and sanitation sector** at the ministerial level involving relevant line agencies including MOH, MOEC, MOP, NPC, MLD. This committee was reconstituted to ensure intra-government coordination at national level by the Ministry of Housing and Physical Planning in 1990. The Ministerial Level Coordination Committee is chaired by the Secretary,

MHPP and DG, DWSS is the member secretary and deals with policy, and programme issues.

20. **District level coordination** is also in place to deal with planning, budgeting and implementation coordination issues. The district level water supply and sanitation coordination committee is chaired by an elected representative appointed by the District Development Committee and comprises representatives of relevant line agencies at the district level. The national coordination committee meets twice annually while subordinate committees are required to meet quarterly.

D. PROPOSAL FOR ACHIEVING EFFECTIVE COORDINATION IN THE WATER SUPPLY AND SANITATION SECTOR

21. Effective translation of government policy requires:

- Coordination at all levels of planning, implementation, monitoring and evaluation. Participation of all agencies including national, international, private, governmental, multi and bilateral agencies actively involved in the water supply and sanitation sector as partners and collaborators is equally important.
- Creation of a formal structure (or redefining where such a structure exists) and a coordination mechanism with well defined :
 - purpose of each level of committee
 - role and responsibility of members
 - meeting schedule number, time and agenda for each meeting
 - system for communicating activities, status, updating
- However, creation of a structure/mechanism is not enough, effective coordination will require :
 - the commitment and ability of MHPP and DWSS at respective levels to provide the required leadership,
 - the sincerity of purpose, willingness and commitment to work together exhibited by other ministries, departments, line agencies and the private sector including NGOs and INGOs, involved and related with the sector
 - the willingness of the personalities of the people involved.

22. In line with these requirements it is proposed that the **national level committee be reformulated to widen membership**. The National Level Coordination Committee will be chaired by the Minister, MHPP. To provide continuity and regular follow-up it is essential that the members will comprise of ministers and secretaries from each ministry, MOH, MOEC, MLD, MSW and President and Member Secretary from the

Social Welfare Council. The purpose of this committee will be to deal with policy, strategic and ministerial issues.

The MHPP Secretary will be the member secretary of the committee and will be responsible to organize meetings, prepare agendas for respective meetings, record, report and disseminate the decisions taken at the meeting to all members. Members will be responsible to pass on the report to its relevant departments/units with clear instructions for needful actions (vertical coordination). The members will also be responsible to report on the actions taken in the next meeting.

23. **DWSS level coordination committee.** Two coordination committees are proposed at the DWSS level, one between agencies within DWSS and the other inter-agencies and partners in the water supply and sanitation sector. Both committees will be formed under the chairmanship of DG, DWSS and DDG in-charge of the planning division will be the member secretary.

- **The Coordination Committee of intra agencies** will comprise of agencies/managers/directors who are directly involved in planning, budgeting and overseeing implementation of water supply and sanitation programmes. The members will include two persons from each department/organization of which, one will be the project chief and the other chief of the relevant division/section/unit from Department of Education, Local Development, Social Welfare Council, UNICEF, NEWAH, HELVETAS and REDD BARNA. This committee will meet twice annually. The purpose of this committee will be to :

- make members aware of new developments in sectoral policy, programme and strategy
- review intra-sectoral/agencies' plans, activities and progress in joint/collaborative activities
- enlist the cooperation and support of member agencies involved in the implementation and management of the water supply and sanitation programme
- enable to become aware of water supply, health, sanitation, or interactive programmes implemented by member agencies with which it can assist/cooperate/collaborate, monitor
- resolve difficulties or areas where effort is duplicated.

DDG of the Planning Division will be the member secretary and will be responsible for :

- organization of meetings
- preparing agendas for the meetings

- recording, reporting and dissemination of decisions taken in the meeting to members and relevant units (DWSOs, Planning Division, MOE Division, Sanitation Section) with instruction for needful actions
- obtain, record and report on feedback from members on the decisions taken and actions proposed.
- **Inter-Agency Coordination Committee.** DG will be the coordinator of this committee as well and DDG will be the member secretary with similar responsibilities as mentioned above. This committee will comprise of project managers and coordinators from FINNIDA - RWSSP, ADB - TWSSSP, Chief of Planning Division, MOE Division, Sanitation Section, NGO Section Procurement Section and others.

The purpose of this committee will be to:

- make relevant units aware of program focus, emphasis, strategies, implementation procedures and new developments
- review inter-agency/collaborative/supportive plans, activities and progress
- resolve inter-agency difficulties or areas where effort is duplicated
- coordinate the cooperation and support of other agencies/units/sections in the department

This committee will meet at least four times a year.

24. **DWSO Level Coordination Committee.** This committee will comprise of the implementation arms of various agencies involved in the water supply and sanitation sector in the districts. For example, DWSO, NGOs, INGOs, private groups and others who are directly involved in the implementation. In order to strengthen intra-sectoral coordination DEO and DHO would also be active members in the committee.

Since DWSS at the central and DWSOs at the district levels are the lead agencies in the sector the coordinator of this committee will be the DWSO chief who will be responsible to :

- organize meetings, record and report on decision taken at the meeting to members
- coordinate plans and programs of all groups/organizations in the sector and ensure their inclusion in the VDC and DWSO plan
- keep DWSS and DDC informed on the progress of these agencies through progress reports and DDC review meetings

- maintain an updated record on status of all the water supply and sanitation programmes (on-going and completed).

The purpose of this committee will be to :

- develop integrated plans which meet the needs of beneficiaries and are in line with DWSO, DDC and the water supply development plan of the respective district
- collaborate on and coordinate plan implementation in order to :
 - avoid duplication of efforts, ensure similarity in approach of beneficiary participation, training and health and sanitation activities, management operation and maintenance of the system
 - maintain updated status on the system make, and plan/provision for maintenance and repair of the system that is beyond the capability of the beneficiary communities.
- review programs, progress and adjust plans.
- resolve inter group/organizations difficulties.

In order to improve communication and coordination between groups/organizations/agencies and DDC and DWSO each will provide information on project activities and status to DWSOs twice annually in the formats given. These formats are developed to make reporting simple, accurate, relevant and brief.

Two forms are attached here. Form "A" will provide information on the project activities and status. While form "B" will provide information on completed schemes.

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WATER SUPPLY AND SANITATION STATUS REPORT

District :

Date :

Development Region :

Agency/ Organization :

Name and Signature of the Chief

S.No.	Activities	Completion Date	Name of Sub-projects/Schemes and Location						
1	Pre-feasibility								
2	Formation of WUSC								
3	Feasibility study								
4	Collection and deposition of initial fund (amount)								
5	Agreement with WUSC								
6	Training of WUSC members								
7	Initiation of health and sanitation activities								
8	Training of teacher health workers								
9	Construction work initiated								
10	Latrine construction household/ institution (No)								
11	Selection of VMW								
12	Monthly water tariff (amount)								
13	Training of VMW								
14	Salary of VMW (amount)								

4/1/17

PROFILE : COMPLETED WATER SUPPLY AND SANITATION SUB-PROJECTS/SCHEMES

Development Region :

District :

Date :

Agency/ Organization .

Name and Signature of the Chief

District	Sub-Project No and Area	Type of System	Nos. of Tap/hand Pumps/Wells	No. of Benefi- ciary house- holds	Nos of VMWs and their Mode of payment Amount	WUSC Fund		No. of Latrine Constructed		Total Cost	
						Initial Deposit Amount	Monthly Tariff Rate	Household	Institution	Cost	Contribution

817A

USERS' COMMITTEE EMPOWERMENT AND OWNERSHIP OF DRINKING WATER SCHEMES

- Mr. Bihari Krishna Shrestha*

1.0 A FEW CASE EXAMPLES AND THEIR IMPLICATIONS FOR DRINKING WATER MANAGEMENT

The issue of Users' Committee Empowerment and Ownership of the Drinking Water Schemes can be addressed in a more appropriate perspective only in the context of a few case examples of a few successfully managed drinking water systems in the country. They are as follows:

a. A "MARBELLOUS" drinking water project in Gorkha district

As part of the GTZ-funded Gorkha Development Project (GDP), a purely Nepali NGO called Rural Self-reliance Development Center (RSDC) has been implementing poverty alleviation activities in several Village Development Committee (VDC) areas of the Gorkha district including a VDC called Phujel. There, in a village called Shikharjung in Ward 1, 30 poor and low caste "self-reliance" households, with catalytic input of a Motivator from the Center, built a drinking water system for themselves with a grant assistance of about 46,000 rupees from the GDP channeled through the NGO, and their own labor contribution of about 77,000 rupees a few years ago. The scheme consists of 4 taps and provides water 24 hours a day. Taps are opened only when in use and remain closed when not so. The tapstands were also appropriately equipped with nice platforms.

When the drinking water project was being conceived and planned, a relatively powerful and high caste Bahun neighbor told them that they should install one of the four taps in his vicinity, should they wish to successfully implement the scheme. He did not want to see his wife go to her low caste neighbors to fetch water. This created an immense commotion among the people who heretofore had never challenged a man of his social and economic stature. But, this time, with the feeling of having the GDP and the NGO on their side, they decided to disregard the Bahun's demand altogether and installed all the four taps where it was most convenient for all of them. But they knew that the disgruntled Bahun posed a constant threat to their scheme.

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They also had other experiences to learn from in the community. The GDP had provided some untied funds under its so-called Confidence Building Projects (CBP) Scheme to the District Development Committee (DDC) of the district. Consistent with the emergent tradition of the DDCs in Gorkha and elsewhere in the country, the funds were distributed equally among all the recipient VDCs including Phujel for the latter's drinking water scheme between wards 3 to 9. The proposed scheme itself was selected by the VDC Secretary (when the elected VDC was still not there during the political transition of the recent past) apparently under the influence of a local strongman whose brother later emerged as the chairman of the Users' Committee.

Right from the start, the project was mired in controversy. A member of the Users' Committee wanted one of the taps in his own courtyard failing which he demanded a sum of 20,000 rupees from the Users' Committee apparently to install his own drinking water scheme. With his demands unfulfilled, he never attended the meetings of the Users' Committee which was only rarely convened.

None of the taps installed worked. The water source itself, which was traditionally used for irrigation, was under dispute and the intake always remained damaged on purpose. The villagers suspected gross misuse of the CBP resources. But apparently the president of the Users' Committee was successful in buying the cooperation of the technician deputed by the DDC in issuing the former a proper "completion report" called Janchpas for the scheme which was never completed.

Given such a situation in the community, the "self-reliance" households instituted a rigorous management system. Each of the households took turn to go to the intake of their project every day to supervise it and undertake necessary cleaning there. To make sure that the households taking the turn actually went to the site, they introduced two marbles, one red and another blue. Each of the person taking the turn went to the intake with one of the two marbles and left it there at the appointed location and brought the other one left there by his predecessor back with him to be handed over to his neighbor taking the next turn. The Secretary of the Users' Committee kept a record of the color of the marble carried by each of the beneficiaries visiting the intake site. Hence, the "MARBELLOUS" project.

b. Namjung Drinking Water Scheme in Gorkha

Namjung is another VDC in Gorkha district where they have a well-managed and well-maintained drinking water scheme constructed in 1986 under the regular program of the Government. It has a total of 14 taps and serves a high school and some 150 households in 4 wards of the VDC. Each tap has a Users' Committee and they are federated into a Main Committee. A "Water Peon" has been appointed since 1987 for a salary of 400 rupees a month and attends to the opening of the system at 5 and 9 a.m. in the morning and 6 and

8 or 9 p.m. in the evening. The opening and closing hours changed between seasons according to the convenience of the beneficiaries. Small repairs are done by the tap-specific Users' Committees and major repair needs are attended by the Peon. Each household pays a sum of 2 rupees per month which is collected by the individual committees and deposited with the Main Committee.

c. **Bhate Danda Drinking Water System in Lalitpur District**

Bhate Danda VDC is situated immediately outside the Kathmandu valley in Lalitpur district. Of the total 331 households in the VDC, 229 had been the recipient of individual connections for private drinking water taps, 2 of them being situated higher than some 32 sources used for this massive system. Two inch diameter pipes are laid for every 8 houses. Cement, pipes, joints, taps etc. were provided by the United Mission to Nepal (UMN), and the villagers did all the work involved in laying pipes and carrying sand etc. Constructed 3 years ago in 1989, the system had been completed for over a year already for an approximate cost of 7 lakh rupees. Water ran 24 hours a day and was kept running that way, for it was used not only for drinking but also for irrigating kitchen gardens, orchards, recently converted rice fields, and in one case at least, also a fish pond. The village already exported lemon and vegetables in place of importing them from Chapagaon as in the past.

Unsure of whether user fees could be collected after the installation of the system, UMN required the advance mobilization of a sum of 30,000 rupees from the community which was collected with a minimum of 5 rupees donation from each of the households, and a number of them giving as much as 2 to 3 hundred rupees. The money was kept in a fixed deposit account in a bank.

However, contrary to the apprehension of UMN officials, the villagers also separately contributed to the operation of the system and paid according to the capacity of households, with the landless being exempted from such payment. The then Pradhan Pancha paid 10 rupees, and his neighbor only 7. The management system is largely decentralized. A 5-member User Committee functioned in each ward. "Water Watchman" (Pani Pale) was appointed locally by the Ward Committees and was paid 60-70 rupees a month. There was also a central committee composed of the Pradhan Pancha, a UMN-appointed catalyst and a local social worker who ran the account in the bank. The project was still to be formally handed over to the community, after which the repair and maintenance of the system was to be the community's full responsibility. The community leaders realized that extra caution would have to be taken, following the assumption of the project by them.

Environmental sanitation in terms of installing private latrines was also a big program in the VDC. A 12 to 16 day training program was held for the potential adopters of household latrines. Not all of them graduated, and those who did were congratulated in a public ceremony which involved garlanding

them and bringing them around in the village with musical bands playing in front of them. Of the 221 households so far exposed to the training, 70 percent of them had and used their own pit latrines. The only subsidy given was a piece of galvanized pipe worth 18 rupees which was used as the conduit to the outside pit from the latrine which was properly enclosed. The village was by far one of the cleanest in the country. The latrines in the community was evaluated on Poush 1 (the then Constitution Day under the Panchayat System) every year and prizes for the best were given on 14 Poush, the King's Birthday.

The activities were a part of the community development program of the UMN in the area which also ran a well-equipped Health Post in the vicinity. Of the 19 staff deputed to the area, 14 worked in the Health Post and 5 in development activities including the one who worked with the leaders and people of Bhatte Danda. Under the catalytic impetus provided by the UMN field staff, the village had undertaken also other activities such as in forestry, horticulture, cottage industry etc. It was obvious that they were going through a rapid transition to a new level of development performance and a new rhythm for their activities.

d. Majhkhand Drinking Water Project in Lalitpur District

This is another village in the mountains of Lalitpur district under the project area of UMN. The public tapstands which ran only for a few hours a day due to limited capacity at the source were always tampered by children looking for drinking water in the daytime. The UMN catalyst in the village made a calculation of the available drinking water in the community and came to the conclusion that there was enough water for all the households in the community, as long as it was not leaked or wasted from the system. So he hit upon a novel idea and won the support of the community for its acceptance and implementation. All the households in the community were given private connections, but on the condition that the taps should be installed only in the kitchen which must not have an outlet for the overflow water. People opened the taps only for so long as they had taken enough water for their use and not longer which would have flooded their kitchen.

2.0 SOME IMPLICATIONS OF THE CASE EXAMPLES FOR DRINKING WATER AND SANITATION MANAGEMENT AT THE LOCAL LEVEL

The aforementioned cases point to the following implications in the management of drinking water schemes in the rural areas and the role of user groups in that regard:

- Drinking water management is a situation-specific issue. The type of organization and management system is dependent upon physical and socio-economic conditions prevalent in a given situation.
- Local ingenuity can play an immense role in designing a suitable system of management and maintenance of drinking water systems in the villages.

Therefore, all attempts at the empowerment of local users of drinking water projects must be aimed at allowing the beneficiaries enough space for their innate ability for creativity and ingenuity.

- Universal participation of beneficiaries, local resource mobilization and transparency of management and decision-making systems are necessary preconditions for the successful and sustained management of drinking water systems in the rural communities.
- External catalytic inputs go a long way in creating an effective system of user management of drinking water projects. The contributions of such catalytic inputs consist of conflict resolution in the community by acting as a honest broker and anticipating and avoiding situations of conflict. The village societies in Nepal are ethnically quite diverse and are characterized by a high degree of social and economic stratification. Therefore, the situation in the Nepali village is mostly conflict-prone, and external catalytic inputs are often quite essential for the successful implementation and management of development projects including drinking water systems in them. It is particularly essential for ensuring universal participation of the beneficiaries and making the management system transparent to them.

Furthermore, catalytic inputs have also been found to be quite instrumental in assisting the villages in setting up a proper management system with capacities for beneficiary resource mobilization and for proper planning and implementation of activities. They represent significant technical and management inputs in assisting the beneficiary groups to manage their systems effectively.

Given such lessons of experience, it is, therefore, essential that the supra user group institutions perform an empowering and supportive role to bring out the best in beneficiary potentialities to install, maintain and manage the drinking water schemes on a sustained basis in the villages.

It is further to be pointed out that the Government system at the district and sub-district levels has proved to be a dismal failure to provide such catalytic inputs to the communities. They have been found to be too deficient in flexibility, resourcefulness and motivation to be involved in such a role. Professionalism is severely lacking in the government bureaucratic system, and the proneness to corruption has only exacerbated the situation. On the other hand, where NGOs including such INGOs like UMN have been involved, they have done a much better job in terms of empowering and assisting the village communities to develop management systems which are suitable to their specific situations.

3.0 THE ISSUES OF EMPOWERMENT OF DRINKING WATER USER COMMITTEES

The issue of empowerment of Beneficiary Groups in the form of User Groups and User Committees involves enabling them to take situation-specific decisions in the



planning and management of the local drinking water schemes. It, as stated above, must provide them with enough space to bring their innate abilities for creativity and ingenuity into full play to efficiently manage their drinking water systems with their own human and material resources. But the Government policies, at present, lack any clearcut understanding and commitment to the attainment of those objectives and conditions at the local level, although there are prolific references to the concept of Users' Committees and user groups in its huge body of rules and regulations. Some of the problems in this respect are as follows:

A. LACK OF CONCEPTUAL CLARITY IN THE EXISTING LEGISLATION

While the user groups and Users' Committees have traditionally functioned at the grassroots level in Nepal, its mention is conspicuous by the absence in the legal statute of the lowest level local body, namely the Village Development Committees (VDC) Act of 1991. The only reference in the VDC Act to the concept of user group is made while defining the "functions, duties and powers" of the VDC members which includes "providing assistance to the user groups and NGOs in project selection and project planning."

But its mention is more prominent in the District Development Committee Act of 1991 in which Article 44 states that the DDC may constitute "user group from amongst the direct beneficiaries of a given project under the District Development Plan." The intended reference here obviously is to what is called the User Committee in regular parlance which is normally composed of representatives of the User Group of "direct beneficiaries" of a given project.

To further compound the problem, the DDC Act further states in Article 45 that "the User Groups and Non-Government Organizations shall establish coordination with the District Development Committee while executing and operating the projects." The Article further states that "the District Development Committee may execute and operate projects through user groups and non-government organizations." The Act obviously fails to distinguish between the user groups and NGOs, and the creation and use of user groups in the planning and implementation of local projects itself is seen as something optional for the DDC. It certainly is not seen as a compelling strategy in local development.

The Act has further provided that the user groups and the NGOs shall maintain updated accounts and submit the report of their annual transactions to the DDC, and that the responsibility for getting the accounts audited shall rest with the DDC and "the agency executing the project." The user group related provision of the Act ends with the prescription that "following the certification of the completion of the project, the user group and NGO may collect levies from the beneficiaries and may deposit them in a bank." These provisions only confirm the lack of conceptual clarity mentioned above among the architects of those important legislations.



The provisions of the user groups have further been elaborated in the DDC (Management) Rules 1992 which lists a whole range of functions for them to attend to.

However, when the VDC (Management) Rules were promulgated in 1993, it too carried extensive provisions regarding User Groups under Article 89. It requires that the VDC should make a list of all direct beneficiaries and shall constitute User Group "of a maximum of nine persons" from amongst them. A long list of "functions, duties and powers" has also been provided for the user groups and include all aspects of project planning, implementation and maintenance. It is obvious that during the two years between the promulgation of the VDC Act and its Management Rules, considerable rethinking took place on the subject leading to the inclusion of extensive user group related provisions in the Rules.

It must further be mentioned that the Decentralization Act of 1982 and its Implementation Rules of 1984 made extensive provision making user groups and Users' Committees the mainstay of project planning and implementation in the rural areas. However, with the change in the national polity and the subsequent fanatical backlash against anything "Panchayat", those provisions went through considerable alterations, many without the proper sense of direction, as evidenced by the absence of mentioning user groups in the VDC Act of 1991 and their garbled inclusion in the DDC Act. But as the consequences of their lapses dawned on the then leaders of the Government, the user groups were once again brought to the center stage, as seen in the VDC Management Rules of 1993. In short, the concepts of user group and Users' Committee had to go through many ups and downs in the Government policies and it was anything but conducive for the strengthening of user groups' approach at the grassroots. Thus, as seen above, the users' groups and Users' Committees that worked were mostly the ones which the local people either engineered themselves, or were promoted by NGOs external to the community.

B. PROBLEM IN IMPLEMENTATION

Although the concept of Users' Committees and user groups were gradually finding their rightful place in the legislation of the Government, they were further subjected to manhandling at the hands of the local leaders, particularly at the district level. The problems have been as follows:

- Local political leaders found it expedient to create Users' Committees only in name. They named their own office bearers of user groups who did not always represent the beneficiaries of a given project, and often, came from geographical locations other than where the project was located.
- Secondly, creating user groups in paper is one thing. But to have them act as such in practice is a different thing altogether. The officials concerned at the district level only minimally fulfilled the user group

requirement in the funding of a project by creating one for inclusion in their records. They cared little if it also functioned in practice. They were ill-prepared to extend necessary support and assistance to them.

- Many Government departments would shy away from the concept. Their officials consider it a hassle to be creating and dealing with user groups of people. Working seriously with them also requires the former to be more transparent, something most of them are prone not to be.
- Many user groups/committees, created in paper, behaved more as contractors than as the representatives of the beneficiaries of the project. The added advantage to its members has been that they do not have to do the competitive bidding as the regular contractors have to do. This was a distortion of gross proportions, which received impetus from the callousness of the bureaucratic system.

As it is, user groups are functioning where there has been consistent support from outside. Most of such support, in turn, came from serious NGOs with catalytic presence in the rural areas. Where such supports are available, coordination with the local authorities have been effective. User groups in such situations implement and manage the projects better. Basically, they have engaged themselves in a consistent cycle of planning, resource mobilization, implementation and evaluation of their projects. They have also found a modus vivendi with the local VDCs. However, where such external supports are not available, and where the user groups have to depend on the local authorities, partisan considerations have had their sway. They have not properly performed the basic functions of user groups namely planning of the project/s, resource mobilization, implementation and on-going management of the project/s, and regular monitoring and evaluation.

C. MOTIVATION OF USER COMMITTEES

Motivation of the beneficiaries to organize user groups and to form Users' Committees has been a function of the degree of the feeling for their needs. Drinking water, particularly, has been a priority issue for the people all along. As long as resources are available to them, experience has shown that they are more than willing to go through the cycle of planning through evaluation mentioned above. The critical factors in the successful user management of drinking water projects have been universal participation of beneficiaries and not discriminated access to benefits of such projects. This requires continuous dialogue and discussion within the communities. Communities have been willing to mobilize resources, both labor and financial, to undertake the project and to maintain it on an on-going basis.

The communities do run into conflict situations and their resolution is greatly assisted by the intervention of an external catalyst as mentioned above.



From this point of view, it becomes necessary that the functions of the government at the central level and its officials at the local level should be considerably redefined. It should be made incumbent upon them to work as catalysts in the strengthening of the user groups in the communities. Considerable degree of decentralization is essential to that end. The roles of the elected and appointed officials in the districts and VDCs should be reoriented in such a way that their main task should be to consistently monitor the performance of the user groups/committees and extend catalytic support to them as necessary.

4.0 **RELATIONSHIP BETWEEN DWSS AND LET US BUILD OUR VILLAGE OURSELVES (LUBOVO) PROGRAM AS A CASE EXAMPLE**

The problem of the need to reorient the role of the Government agencies continues even in the face of the inauguration of such an epochal program as LUBOVO. As it is, there exists immense demand for drinking water schemes at the local level. It is assumed that much of the 300,000 rupees provided under the LUBOVO program to VDCs would be spent on this sector. But there is no formal support system worked out between the Department of Water Supply and Sewerage (DWSS) and the LUBOVO program at the national level for the implementation of the drinking water schemes under the program.

However, the Government has developed a set of directives for the implementation of the LUBOVO program which includes the need for setting up a Technician Management Committee to pool together all the technical capabilities in the district for the program and to develop a Technical Manpower Allocation Plan. The VDCs also have the liberty to arrange their own technical manpower support, if necessary, on payment of fees to individual technicians. It is, therefore, likely that the DWSS technicians in the districts are drawn into the LUBOVO program through this new institutional arrangement. But as a Government, it should have been able to make a mandatory provision so that an organ of the Government, namely the DWSS in this case functions in unison with the rest of them in such a nationally important program. It is therefore, essential and urgent that a thorough administrative reform be undertaken in the country to bring about some measure of coherence in what the different wings of the government do towards making a democratically elected government also genuinely accountable to its electors.

Some Possible Remedies

As has been indicated above, there is no less painful and less difficult option than undertaking a full-fledged administrative reform in the country to redirect the priority and commitment of both the political leadership and bureaucracy in favor of user-management of development programs at the local level. It is heartening to note that the present Government has taken some initiatives to rewrite the legislation pertaining to the local bodies of which the author is proud to have been a part. I pray to God that the present political crisis could be smoothly resolved so that those recommended reforms could see the light of the day and benefit the teeming millions in the countryside.



In the mean time however, recourse should continue to be made to deploy the NGOs to create user groups/committees at the local level for drinking water schemes as well as for other local development activities and to extend them catalytic and other technical inputs. There now exists a sufficient number of serious Nepali NGOs manned exclusively by Nepali professionals which have been doing good work in many places in the country along the lines described above.

The catalytic support to be extended to the communities should aim at organizing and supporting user groups in the communities in a manner to ensure universal participation and transparent decision-making. The user groups themselves should be enabled to perform the four critical developmental tasks on a continuing basis: planning, resource mobilization, implementation and on-going management, and monitoring and evaluation. The catalytic agents must continue to monitor their own performance along this line. They must continually ask whether the user groups they have helped organize do effectively perform those tasks without someone propping them up from behind.

One important condition for ensuring this situation is enhancing the technical capability of the user groups. Therefore, training programs should be organized for the user group technicians so that they can render their services to community in the maintenance of the drinking water systems. Invariably, it also becomes a gainful employment opportunity for them, because they do get paid by the community in cash or in kind in return for their services to that effect.

5.0 NEED FOR DONOR REORIENTATION

While there exists a multitude of donors in the field of drinking water and sanitation in the country, they have largely failed in contributing to the development of a sound and commonly shared policy in this regard. Most of them are content in pushing and pursuing what they and their bosses in their headquarters in some remote capitals think are the right things to be done. Even UNICEF as one of the oldest players in the field has failed to come up with any substantial evidences from which the Government can learn and integrate in its own nationwide policies. Instead, with its mounting sense of government's ineffectiveness, it has only extended its own tentacles towards the regions and sub-regions, thus creating what, in effect, could be interpreted as a parallel Government in the country. For want of any substantial evidence to the contrary, this has obviously no serious purpose.

The field has become even more crowded in recent times. Water Aid, JAKPAS, Action Aid, Care/Nepal, ADB etc. are some of the major members of the club. Some work through the Government i.e., DWSS. Others like JAKPAS wish that the DWSS go out of existence. Others like CARE/Nepal, Action Aid have their own massive organizational structure with a huge network of their own field personnel duplicating, replacing or displacing their counterpart Government personnel.

Then there are donor-funded so-called decentralization programs under different names and garbs funded both multilaterally and bilaterally. The most prominent one in terms of having operated in the country is of course the UNDP-operated

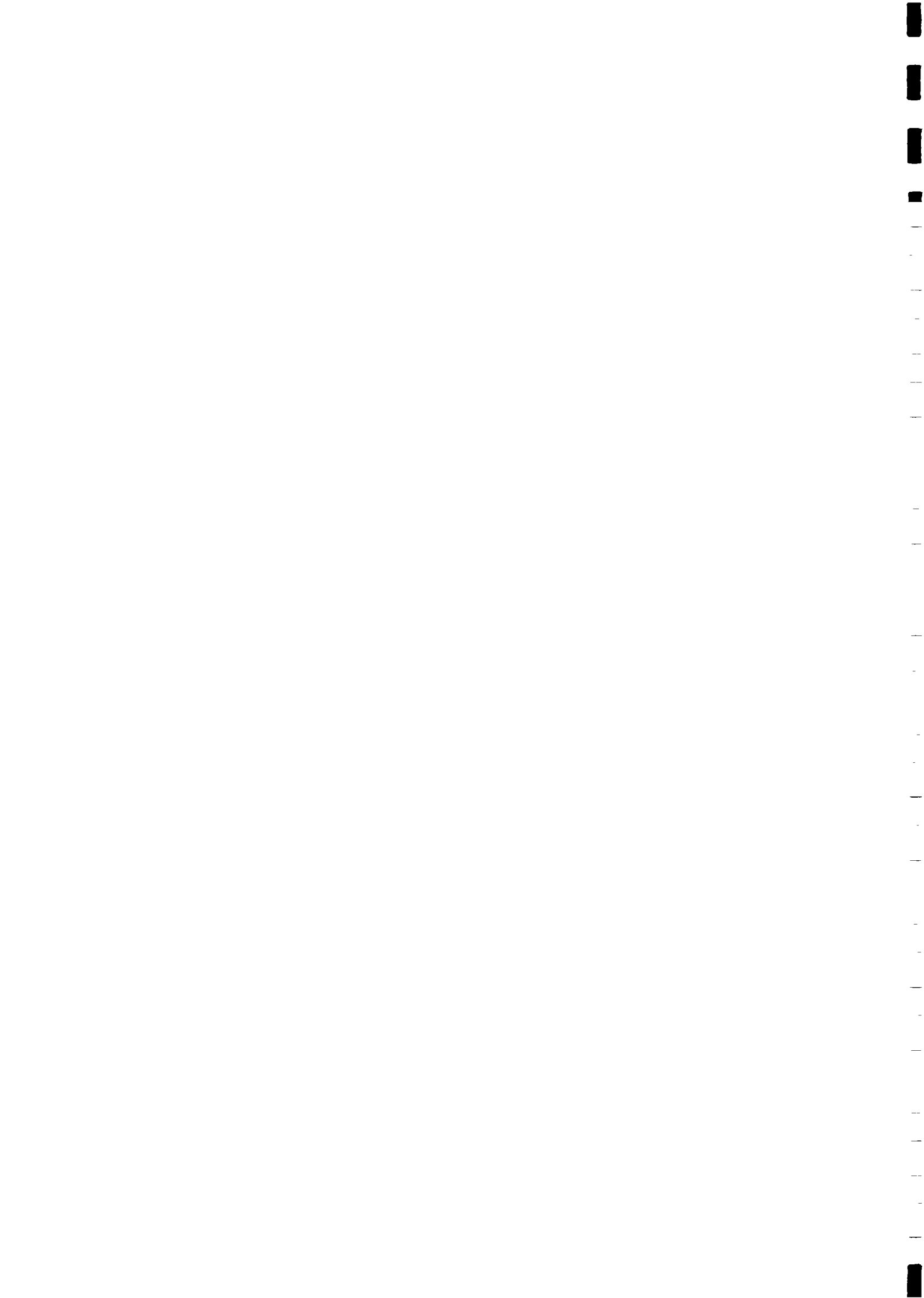
Decentralization Strengthening Project. During 5 years or more of its existence, it has distributed computers to a few selected DDCs, sent a few of their leaders on the study (and sight-seeing) tours of different countries, appointed UNDP-paid Nepali officials in the Secretariats of the DDCs, and came up with some socio-economic and developmental data of the districts which did not amount to more than reinventing the District Profiles that the Nepali implementors of the indigenous designed Decentralization Scheme of the 1980s had already helped prepare without any external assistance. As it is, the data and their personnel in the districts have little influence in strengthening district planning which, for reasons of structural and policy problems in the Government as indicated above, leaves much to be desired. Had the Project performed in earnest, the problem of empowerment of the User Groups, to take one instance, should have been long resolved.

It is particularly dismaying to learn that within the UNDP framework in Nepal, this Decentralization Project is considered one of the most successful. Should this be true, one wonders what others are like in the UNDP and what Nepal can expect from such "technical" assistance. Most donor officials, therefore, have been simply irresponsible in their dealing with this country. They are oblivious and careless of their mutual contradictions and of the harm they cause to the host country and her people. They have further paralyzed the bureaucracy by taking over roles from them and by giving the impression that something is being done on their behalf. In effect, however, they have only drawn red herring on the serious problems, wasted donated and borrowed resources, and further choked the crowded streets and sidewalks of Kathmandu.

Staying clear of the sensitive and important issues have been the hallmark of most expatriate assistance. When their professional judgement and survival instinct are in conflict, most of the time the latter has the precedence. This serves no professional or national purpose other than fattening oneself at the expense of the undernourished children, women and men of a poor country like Nepal.

It is therefore, absolutely essential that the attitude of the donors themselves, who wield so much power in this resource-scarce country, should go through a major transformation. They must learn to do what they are supposed to be good at extending professional advice, not pretending to run a Government for the Nepalese. The Nepali affairs must be left to the Nepalese themselves. To that end, in the case of drinking water, it is suggested that the donors get together to create and support a professional National Support Group on Drinking Water and Sanitation in the non-government sector which should perform the following principal functions:

- generate nation-wide information and inventory of drinking water and sanitation projects, analyze them and derive policy implications for prescription to the Government as well as to the donors;
- act as the sounding board for the Government, donors and other institutions interested in the subjects and to assist them to pursue a mutually more coherent policy and programs in the field;



- assist the different players in the field of drinking water and sanitation to coordinate their activities and policies by organizing relevant forums; and
- undertake monitoring and research in this field to develop more effective and cost-effective approaches for universal coverage and appropriate management and maintenance of drinking water schemes in the country.

6.0 **NEED FOR MORE AFFIRMATIVE ACTION ON THE PART OF THE NATIONAL PLANNING COMMISSION**

The successive National Planning Commissions for several decades have failed to come up with strong and perceptive policy prescriptions in national development including in the field of drinking water and sanitation. They, as the coordinating think-tank of the government, are as much responsible as are the government agencies and donors for the continuing stalemate and chaos as described above. They must seriously review the programs and strategies of the Government as well as the donors in this and other fields, examine whether they are creating the intended impacts on the lives of the Nepali people, and continuously streamline their policies and programs towards enhancing their effectiveness. It just has to be more assertive both in continuing analysis of national development problems, and in integrating their findings with the activities and programs of the Government. Otherwise, it will find itself inextricably to its unflattering reputation which has best been summed up in one of the comments made by one of the former Finance Secretaries in the country. the Planning Commission is like the nose ring of a Nepali lady; one has to have it to adorn herself, but it serves no functional purpose.





NATIONAL WORKSHOP ON WATER SUPPLY AND ENVIRONMENTAL SANITATION
INFORMATION SHEET

1. Name of the Organisation:
2. Date of Establishment in Nepal:
3. Objectives/Policies:

4. Regions/Districts of Operation :

Regions

Districts

5. Total Benefitted Population:

District Wise

Water Supply Sector:

Environmental Sanitation Sector:

6. Total Amount Spent till 1995 : District Wise

Water Supply Sector:

Environmental Sanitation Sector:

7. Government Agency Affiliation :

8. Approaches and Problems Encountered During

(a) Planning (b) Implementation (c) Operation and Maintenance

9. Manpower involved only in WES activities

Professional :

Technical _____

Software _____

Technicians :

Technical _____

Software _____

(Software manpower includes all those who are involved in community mobilization, Health & Hygiene education, coordination, information management, overall management other than technical personnel).

10. Number and Types of Training conducted in (051/52) (1994-95).

- 1.
- 2.
- 3.
- 4.

11. Status of Information Sources/Resources

1. Library
2. Data base

12. Coordination/Cooperation/Collaboration with other WES Agencies.

- 1.
- 2.
- 3.
- 4.
- 5.

13. Problems Encountered and Creative Measures Taken in WES Sector ?



14. Future Contemplated Approaches and Strategies in WES Activities
(Perspective)

15. Was there any Evaluation Study Conducted ?

If Yes

What are the Major Findings ? What was the Impact of WES Projects
on the Quality of Life of the Beneficiaries ?



16. Strategies Undertaken to Empower Users' Committee to Own the System.

17. How Effective is the Operation and Maintenance Program ? What should be the Key Elements in O&M to Strengthen the Users Commitment for it ?





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Battispatali (Baneswor)
Kathmandu, Nepal.

Your Ref.

Our Ref.

Date
May 22, 1995

Dear Sir/Madam,

We hope that by this time you have received a letter of invitation from DWSS to participate in the "National Workshop on Drinking Water Supply and Environmental Sanitation" which is going to be held tentatively on the second week of June 1995. The workshop will be organised by DWSS with support from UNICEF with the following objectives:

- o Acquaint approaches of each major agencies involved in Water Supply and Sanitation Sector.
- o Find out the status of coordination, approaches and activities of the agencies involved in Water Supply and Sanitation Sector.
- o Identification of mechanisms for sharing of information and skills among the agencies involved.
- o Recommend mechanisms aimed at institutionalizing coordination and information sharing practices among all concerned agencies, thereby bridging the existing gap.
- o Develop procedures for community empowerment and ownership for sustainability.

In order to present a position paper in the workshop, we would like to have some information from your organisation. The information sheet is attached. Please fill it and return to us as soon as possible. Please feel free to attach any other sheets, if the space in the information sheet is not adequate.

If you have or develop any queries, please contact SILT Consultants (P) Ltd who have been appointed as the Consultant for Workshop Conduction and Management. The undersigned and Mr. A.K. Nepal will be the consultant's contact persons.

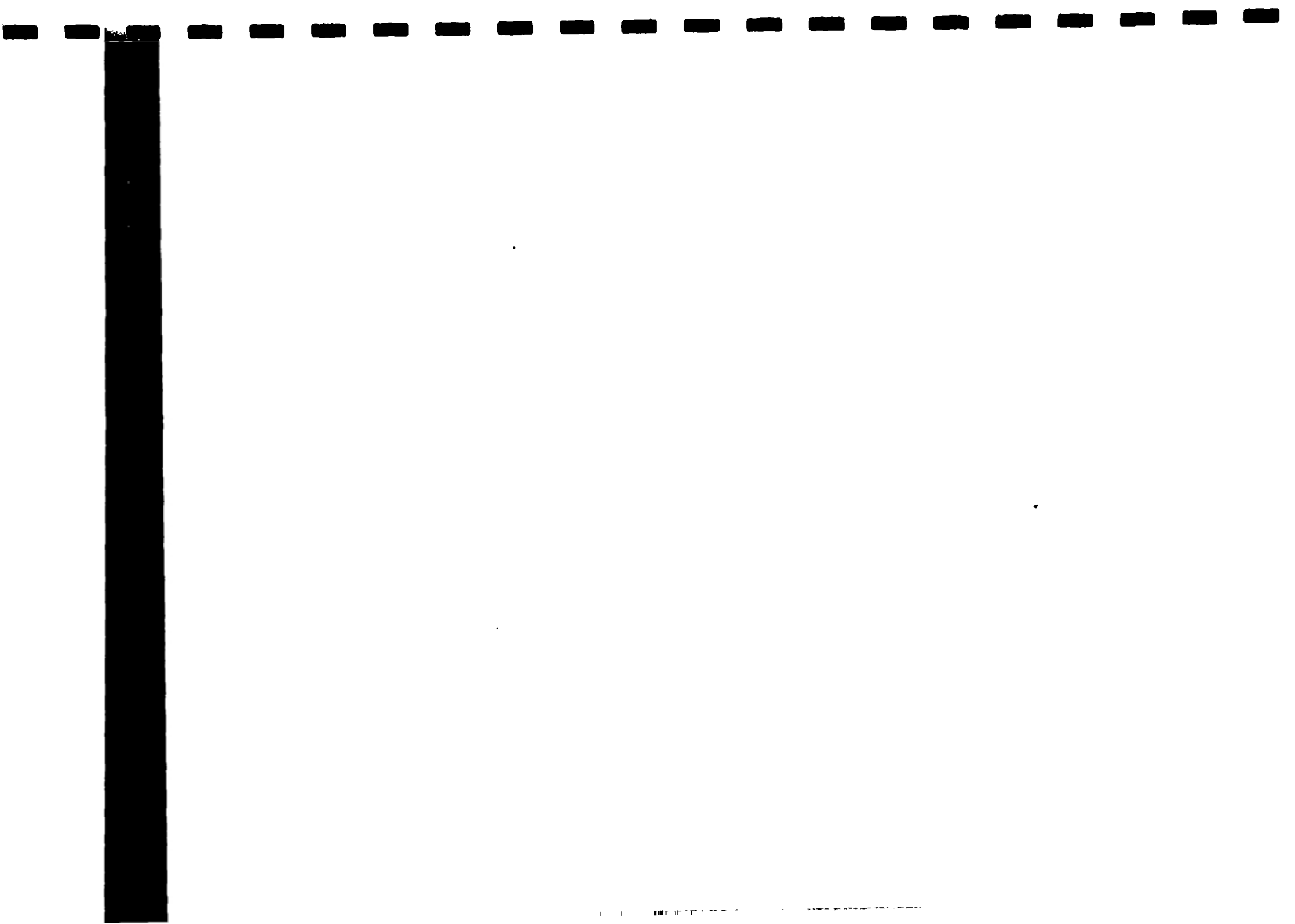
Thanking you for your cooperation.

Sincerely Yours

(K. Kunwar)
Member-Secretary
Workshop Steering Committee









THE RISING NEPAL

CENTRAL OFFICE

□

KATHMANDU, JUNE 23, 1995 (ASHAD 10, 2051) FRIDAY

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Water projects need to be integrated, Dhami says

Lalitpur, June 22 (RSS): Minister of State for Housing and Physical Planning Prem Singh Dhami has said that drinking water projects on its own can never be successfully implemented and operated unless it is integrated with some other activities like health and hygiene education and environmental sanitation. Minister of State Dhami made this remark while declaring open the national workshop on safe drinking water supply and environmental sanitation" organised by the Department of Water Supply and Sewerage with the cooperation of UNICEF here today.

Searching for the options for simple, cost effective and income supportive technologies and participation from beneficiaries from the beginning of the project planning to its regular operation and maintenance is equally important for the sustainable development of

these project, the Minister of State said

Drinking water is one of the basic needs for the development of a community and its safe and adequate supply play a vital role to promote the health conditions of the people he added

Stating that with less than 50 per cent coverage so far in providing safe and adequate drinking water to our communities, the Minister of State said that it has really been a challenging issue to the government to meet the target of 72 per cent coverage by the end of the eighth plan and 100 per cent by the end of the ninth plan.

Mr Dhami said that several government, semi-government and non-government agencies with the contribution from many other international donor and support agencies are actively involved in this sector for achieving the common national goal.

The Minister of State

expressed the hope that the national workshop will provide ample opportunities to the participants to highlight, discuss and share the ideas on several issues and come up with recommendations which could be more useful in achieving sectoral performances more effectively

At the workshop, discussion will be held on HMG policies on drinking water supply and sanitation, role of Water and Sewerage Department and other participating (organisations) roles, coordination and responsibilities of departments, NGOs and INGOs.

Besides, other topics for discussion include development of regular coordination and information system in the district, a regional and central level and ownership and rights of consumer's committees

From the chair, vice-chairman of the National Planning Commission Dr Mangal Siddhi Manandhar

See WATER, Page 8

WATER: Works on Melanchi continuing

stressed the need to enhance the financial and managerial capacity of the local bodies to run through the groups

Pointing out the need to evaluate whether or not any approach adopted in particular places proves effective at other places also, he drew the attention of the participants towards the tendency of donor agencies and NGOs to neglect departments and offices under the pretext that the outlook of those offices is inflexible and that employees working there are unenthusiastic

Secretary of the Ministry of Housing and Physical Planning Shambu Sharan Kayastha expressed the view that attention should be given towards effectiveness, cost efficiency and local people's participation in drinking water projects

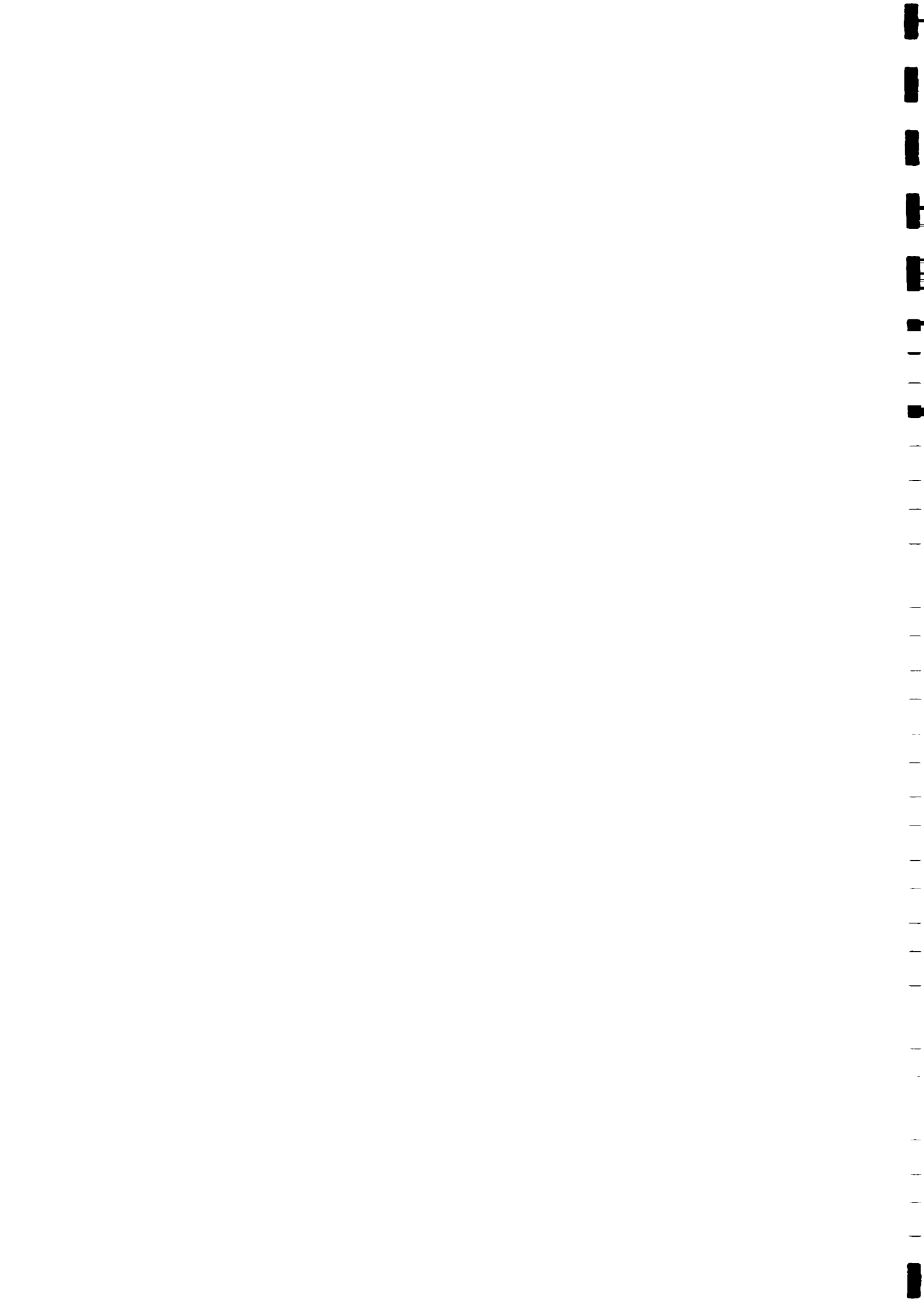
Resident-representative of UNICEF Daniel O'Dell, while referring to the significance of coordination and collective efforts in the drinking water and sanitation sector, said

UNICEF has been giving special attention to provisions made in the conventions on children's rights and on elimination of all sorts of discriminations against women

Deputy resident representative of UNDP Haumi Sakaguchi said his organization had given due attention to the projects that help in the upliftment of the poor, and women and children and emphasis has been laid on the humanitarian aspect of development

He further said that works are continuing on the Melanchi Project through the efforts of HMG and non-government sector.

Director General of the Drinking Water and Sewerage Department Dinesh C Pukrel said there arose difficulty in forging coordination between department and the nogs because of the latter's insistence on starting work only after selecting the sites themselves.



गोरखापत्र

सर्वे भवन्तु सुखिनः सर्वे सन्तु निरामयाः । सर्वे भद्राणि पश्यन्तु मा कश्चिद् दुःख भाग्यनः । ।

२०५२ साल असार १० गते शनिवार । आषाढ कृष्ण द्वादशी GORKHAPATRA DAILY June 24, 1995

खानेपानी योजना एकीकृत रूपमा सञ्चालन गर्नुपर्ने : आधा जनसंख्यालाई सेवा उपलब्ध

ललितपुर, असार ९ गते । आवास तथा भौतिक योजना राज्यमन्त्री प्रेमसिंह धामीले खानेपानी योजनाको सफल कार्यान्वयन तथा सञ्चालनको लागि स्वास्थ्य शिक्षा तथा वातावरणीय सरसफाईसँग सम्बन्धित विभिन्न कार्यक्रम पनि एकीकृत रूपमा सञ्चालन हुनपर्ने आवश्यकता औल्याउनु भएको छ ।

यहाँ खानेपानी तथा ढल निकास विभागले सयुक्त राष्ट्रसंघीय बालकोष युनिसेफको सहयोगमा आयोजना गरेको 'स्वच्छ खानेपानीको आपूर्ति तथा वातावरणीय सरसफाई' विषयक दुई दिने राष्ट्रिय कार्यशालाको द्विजो उद्घाटन गर्दै उक्त विचार व्यक्त गर्नुभएको हो ।

उहाँले सरल किफायती र आर्जनमूलक प्रविधिहरूको पहिचान गरी योजनासँग सबै उपभोक्ताहरूलाई यसका विभिन्न पक्षमा संलग्न गरी लैजान सके योजनाको दिगो विकासमा सकारात्मक सहयोग जुट्ने विश्वास व्यक्त गर्नुभयो ।

उहाँले भन्नुभयो- केवल ५० प्रतिशत जनताले योजनाबाट त्रिभुवन क्षेत्रीय खानेपानीको सुविधा उपभोग गर्न पाएको हालको परिप्रेक्ष्यमा आठौँ योजनाको अन्त्यसम्ममा ७२ प्रतिशत जनतालाई खानेपानी सेवा उपलब्ध गराउने लक्ष्य राख्नु र यस लक्ष्यलाई नवौँ योजनाको अन्त्यसम्ममा अर्थात् सन् २००२ सम्ममा बढाएर शत-प्रतिशत पुर्याउनु सरकारका सामु एक ठूलो चुनौतीको रूपमा रहेको छ ।

विभिन्न सरकारी अर्द्धसरकारी तथा गैरसरकारी संस्थाहरू अन्य वैदेशिक दातृ तथा सहयोगी संस्थाहरूको सहयोगमा एउटा सामूहिक लक्ष्य हासिल गर्ने उद्देश्य लिएर यस क्षेत्रमा सक्रिय भूमिका निर्वाह गरिरहेको परिप्रेक्ष्यमा तिनका उपलब्धिहरूमा कतिपय कारण एकरूपता नआएको विचार उहाँले व्यक्त गर्नुभयो ।

राज्यमन्त्री धामीले खानेपानी तथा सरसफाई क्षेत्रमा श्री ५ को सरकारले लिएको नीति तथा कार्यक्रमहरूको कम बोध हुनु विभिन्न सरकारी गैरसरकारी तथा अन्तर्राष्ट्रिय सङ्घ संस्थाहरूबीच सफल कार्यान्वयनको लागि अति आवश्यक आपसी सहयोग तथा एक अर्काको पूरक भएर काम गर्ने भावनाको कम विकास हुनु र विभिन्न तहमा कार्यरत सङ्घ संस्थाहरूबीच एक आपसमा ज्ञान, सीप तथा वास्तविकताहरूको सही आदान-प्रदान हुन नसक्नु यस्ता कारणहरू भएको कुरा उल्लेख गर्नुभयो ।

उहाँले योजनाको सञ्चालन तथा मर्मत-सम्भारका लागि आवश्यक रकम स्थानीय उपभोक्ताहरूबाट जुटाई सम्पन्न योजनाहरूलाई दिगो रूप दिनेतर्फ ठोस उपलब्धि नहुनु जस्तो कारणले पनि योजनाको उपलब्धिमा एकरूपता नभएको तर्फ कार्यशालाका सहभागीहरूको ध्यानकर्षण गर्नुभयो ।

कार्यशालामा खानेपानीको आपूर्ति तथा सरसफाईसम्बन्धी श्री ५ को सरकारका नीतिहरू, खानेपानी तथा ढल निकास विभाग र अन्य सहभागीहरूको भूमिका, विभाग र गैरसरकारी तथा अन्तर्राष्ट्रिय सङ्घ संस्थाहरूको भूमिका, समन्वय र दायित्व बारे छलफल हुनेछ । साथै जिल्ला, क्षेत्र र केन्द्रीय स्तरमा नियमित समन्वय र सूचना प्रणालीको विकास तथा उपभोक्ता समितिको अधिकार र स्वाभिमत्ता तथा उपभोक्ता आसनबाट राष्ट्रिय योजना समापतिको आसनबाट राष्ट्रिय योजना आयोगका उपाध्यक्ष डा. मङ्गलसिद्धि मानन्धरले खानेपानीको आपूर्ति स्थानीय उपभोक्तासमूह माफत सञ्चालन गर्ने स्थानीय निकायहरूको वित्तीय तथा व्यवस्थापकिय क्षमता बढाउनु आवश्यक छ भन्नुभयो ।

दातृ संस्थाहरूले कुनै ठाउँ विशेषमा योजना

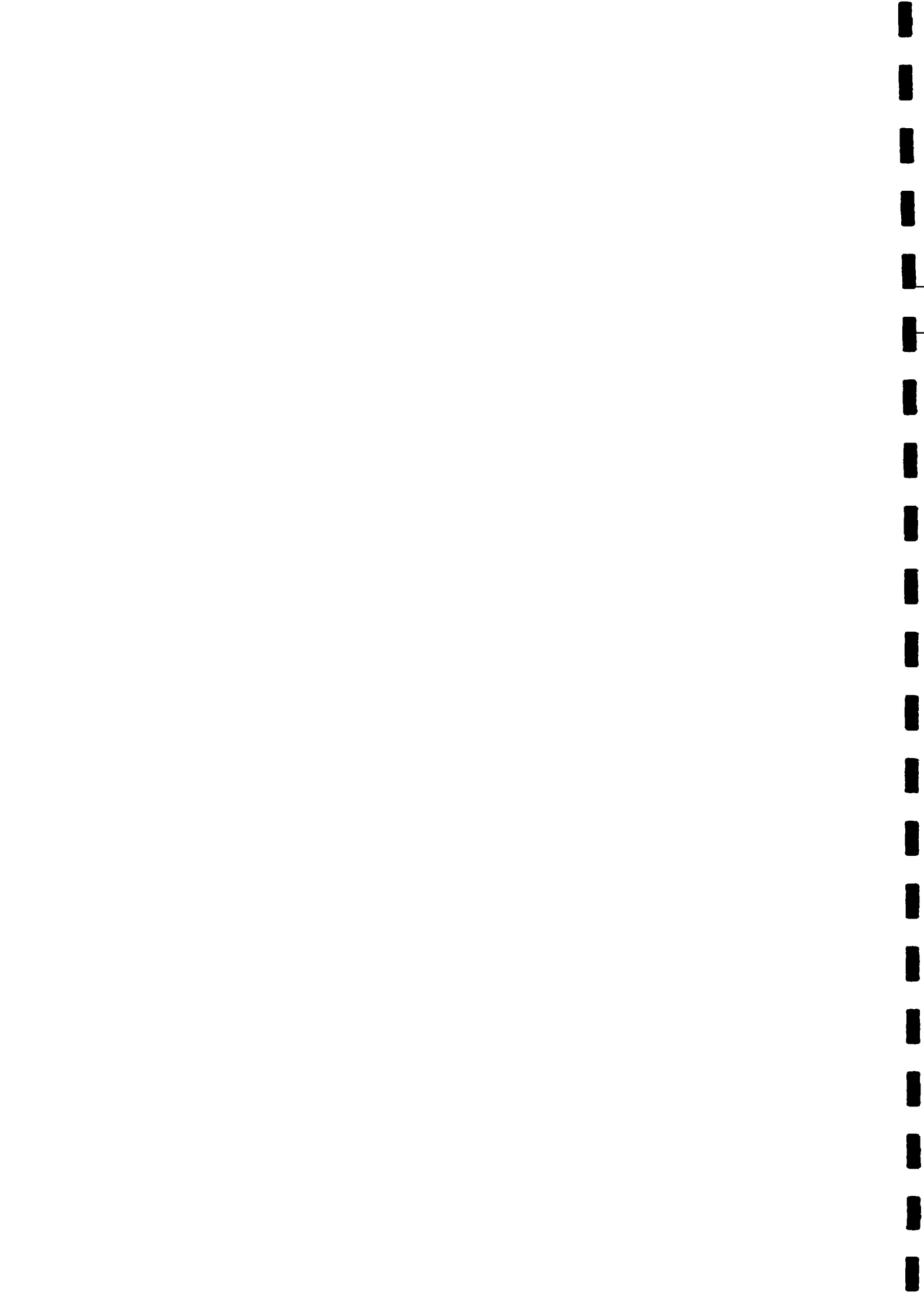
सञ्चालन गर्दा अपनाएको तौर-तरीका र बाँचा अर्को ठाउँमा के कति प्रभावकारी हुन सक्छ भन्ने सम्बन्धमा मूल्याङ्कन गर्नुपर्ने बाँचा औल्याउदै श्री मानन्धरले जिल्ला-जिल्लामा कार्यरत विभागीय कार्यालयहरूको दृष्टिकोण लचिलो नभएको र त्यहाँ काम गर्ने कर्मचारीहरू उत्साहित नभएको जस्ता कारण देखाइ दातृ सङ्घ संस्था र गैरसरकारी संस्थाहरूले ती विभागीय कार्यालयहरूलाई वास्ता नगर्ने प्रवृत्ति देखिएको तर्फ सहभागीहरूको ध्यानकर्षण गराउनुभयो ।

आवास तथा भौतिक योजना मन्त्रालयका सचिव शम्भुशरण कायस्थले खानेपानी योजनाको प्रभावकारिता, लागतमा किफायती तथा स्थानीय जनसहभागिताका कुराहरूमा ध्यान दिनुपर्ने विचार व्यक्त गर्नुभयो ।

युनिसेफका आवासीय प्रतिनिधि डायिनल ओ डेलले खानेपानी र सरसफाईको क्षेत्रमा समन्वय र सामूहिक प्रयास महत्त्वपूर्ण रहेको उल्लेख गर्दै युनिसेफले बाल अधिकारसम्बन्धी महासन्धि तथा महिला विरुद्ध हुने गरेको सबै प्रकारका भेदभाव उन्मूलन गर्ने महासन्धिमा अन्तर निहित कुराहरूमा विशेष ध्यान दिने गरेको छ भन्नुभयो ।

सयुक्त राष्ट्र संघीय विकास कार्यक्रम युएनडीपीका नायब आवासीय प्रतिनिधि हारुमी साकागुचीले गरीब, महिला, केटाकेटीको उत्थान गर्ने योजनाहरूमा आफ्नो संस्थाको ध्यान गएको, विकासको मानवीय पक्षमा जोड दिइएको तथा सेलसुत्री योजनामा श्री ५ को सरकार र मैसूरुस्कारी क्षेत्रसित मिलेर काम भइरहेको जानकारी दिनुभयो ।

खानेपानी तथा ढल निकास विभागका महानिदेशक दिनेश सी. प्याकुरेलले गैरसरकारी सङ्घ संस्थाहरूले आफैले ठाउँ छानेर काम गर्ने गर्दा विभाग र ती संस्थाबीच समन्वय अछिरो परिप्रेक्ष्य कुरा उल्लेख गर्नुभयो । यस



गोरखापत्र

सर्वे भवन्तु सुखिनः सर्वे सन्तु निशमयाः । सर्वे भद्राणि पश्यन्तु मा कश्चिद् दुःख भाग्जनः । ।

ढौं २०५२ साल असार १८ गते आइतवार आषाढ शुक्ल चतुर्थी (GORKHAPATRA DAILY July 2, 1995)

एकान्नब्बेलाख दुई हजार जनतालाई स्वच्छ खानेपानी उपलब्ध

काठमाडौं, असार १७ गते ।
नेपाल अधिराज्यका सरकारी तथा
गैर सरकारी सघ, सस्था तथा
स्थानीय जनताको सक्रिय
सहभागिताबाट गत आर्थिक वर्षमा
कुल ९१ लाख २ हजार जनतालाई
स्वच्छ खानेपानी उपलब्ध भएको
छ ।

खानेपानी र सरसफाइ
सम्बन्धमा हालै भएको राष्ट्रिय
कार्यशालाका अवसरमा बितरित
(बाँकी तेन्ही पृष्ठको आठौं लहरमा)

एकान्नब्बेलाख दुई

विवरण अनुसार सुदूर
पश्चिमाञ्चलका १० लाख ५७
हजार, मध्य पश्चिमाञ्चलका १५
लाख १७ हजार, पश्चिमाञ्चलको
१६ लाख ९७ हजार, मध्यमाञ्चलका
३२ लाख २६ हजार तथा पूर्वाञ्चल
विकास क्षेत्रका १६ लाख ३ हजार
जनता स्वच्छ खानेपानीबाट
लाभान्वित भएका छन् ।

आर्थिक वर्ष २०५०/५१ मा
मुलुकको कुल जनसंख्या १ करोड
९६ लाख ३९ हजार मध्ये ४६ ३५
प्रतिशतलाई शुद्ध खानेपानी पुगेको
बताइएको छ ।

नेपालको खानेपानी आपूर्ति र
सरसफाइको क्षेत्रमा राष्ट्रिय र
अन्तर्राष्ट्रिय समेत २७ वटा सघ
सस्था कार्यरत रहेको पाइएको छ ।

रासस

THE RISING NEPAL, KATHMANDU, SUNDAY, JULY 2, 1995

Drinking water for about 9.12 M

Kathmandu, July 1 (RSS):

A total of about 9.12 million people in different parts of the country have been provided with clean drinking water under various projects launched with the participation of governmental and non-governmental organisations and local residents in the last fiscal year.

According to statistics made available during a recent national workshop on Drinking Water and Sanitation, 1.57 million people in the far-western region, 1.51 million people in the mid-western region, 1.69 million in the western, 3.33 million in the central and 1.63 million people in the eastern region have access to safe drinking water now.

Forty-six point three-five per cent of the population have been provided with clean drinking water so far.

Twenty-seven national and international organisations are engaged in the field of drinking water supply and sanitation.



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