RAJIV GANDHI NATIONAL DRINKING WATER MISSION

MONITORING AND EVALUATION IN RESPECT OF RURAL WATER SUPPLY SCHEMES IN MAHARASHTRA AND KARNATAKA

MAHARASHTRA STATE

REPORT

WATER AND POWER CONSULTANCY SERVICES (INDIA) LIMITED
(A Government of India Undertaking)

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August, 1998

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SAFE WATER BRINGS HAPPINESS

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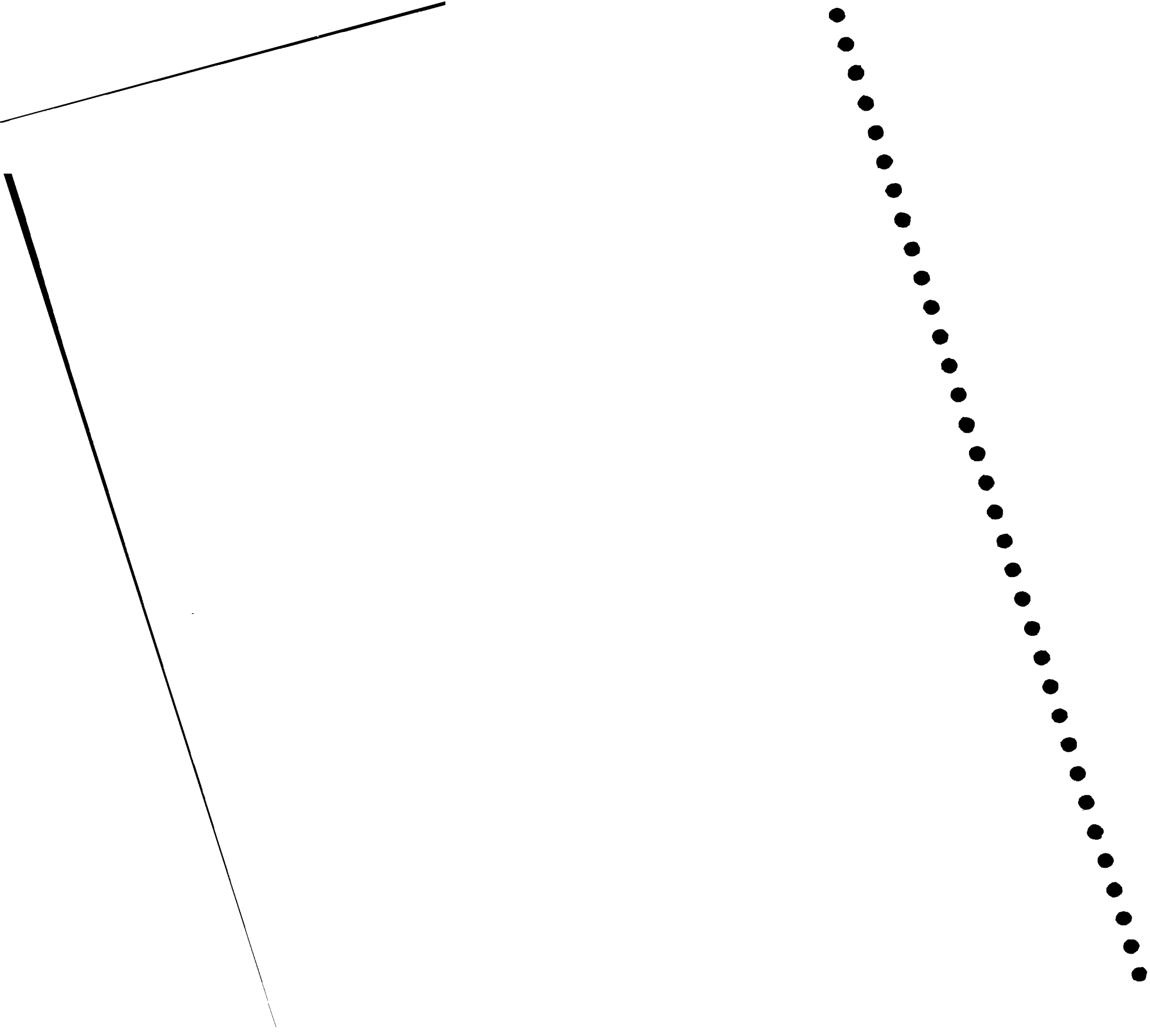

ABBREVIATIONS

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ARWSP	Accelerated Rural Water Supply Programme
B.C.M.	Billion cubic metres
CE & OSD	Chief Engineer cum Officer on Special Duty
ODA	Overseas Development Agency
ESR	Elevated Storage Reservoir
FC	Fully Covered (More than 40 lpcd)
DWCRA	Development of Women and Children in Rural Areas
GOI	Government of India
GSDA	Ground Water Surveys and Development Agency
GSR	Ground Storage Reservoir
HP	Horse Power
JRY	Jawahar Rozagar Yojana
LPCD	Litres per capita per day
MNP	Minimum Needs Programme
MJP	Maharashtra Jeevan Pradhikaran
MWS	Mini Water Supply
MP	Member of Parliament
MLA	Member of Legislature Assembly
NC	Not Covered
NGO	Non Government Organisation
NICNET	National Informatic Centre network
O & M	Operation & Maintenance
PC	Partially Covered
PWS	Piped Water Supply
RGNDWM	Rajiv Gandhi National Drinking Water Mission
RWS	Rural Water Supply
SC	Scheduled Caste
ST	Scheduled Tribe
UNDP	United Nations Development Programme
UNICEF	United Nations Children Fund
UTS	Union Territories
WAPCOS	Water And Power Consultancy Services (I) Ltd

CHAPTER - 1

INTRODUCTION

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INTRODUCTION

1.1 IMPORTANCE

1.1.1 Water is life This colourless, odourless and tasteless liquid is a pre-requisite for all forms of growth and development – human, animal, plant life. It is a civic need for sustaining all human economic activities All human economic activities are spread over different sectors of economic and social development No other natural resource has had such an overwhelming influence on human history in the world and the demand for this resource has been increasing and will continue to grow in future throughout the world

1.1.2 While water is a renewable resource, its availability in space (at a specific location) and time (at different periods of the year) is limited due to climatic, topographical geographical, hydro-geological and technological conditions for development. Much of the fresh water either in India or in other countries is consumed by the agricultural, industrial and domestic sectors (humans and animals) Increasing and competing demands and the inadequacy of these sectors to effectively manage this resource has been creating crises throughout India and in other parts of the world. The net result is that the amount of water being consumed has exceeded the annual level of renewal, creating a non-sustainable water scarcity situation. This creates crisis to future generation of population and natural environment. This is not as a result of natural factors like droughts but is caused by humans with increased population, improper water resource management, shortcomings in the designs and weak implementation of legislations and regulations. The need to develop better management of the limited exploitable resources is felt by all developing countries like India for ensuring atleast safe drinking water requirements to human population residing in rural areas Several governments including India have initiated steps to provide to safe drinking water for rural and urban populations.

1.2 REVIEW

1.2.1 The 'BHOR' Committee (1944), Environmental Hygiene Committee (1948-49) and after independence Government of India initiated measures for ensuring proper rural water supply and sanitation programmes in the country

1.2.2 The estimated utilisable potential from surface and ground water resources are estimated at 1122 81 Billion Cubic Metre (B C M.) per year and their utilisation upon 1991 is estimated at 540 B.C.M per year This includes 35 72 B C M for human and animal requirements. The requirements for 2000 AD are estimated at 670 82 B.C.M per year This includes 44.28 B.C.M per year for domestic requirements The actual per capita quantity made available per day in India according UNICEF is far short of the norms To put the reasons succinctly

- Demand for water exceeding the supplies due to increase in population and improved levels of living
- Lack of sustainability of surface and ground water resources
- Fast depletion of ground water resources due to poor replenishment on account of erratic and uneven distribution of rainfall, poor percolation due to different hydrogeological conditions
- Large scale deforestation and over exploitation of ground water for irrigation needs
- Limited and uneven distribution of surface water storage supplies due to technical and financial constraints
- Chemical and biological pollution of limited water supplies
- Lack of preventive maintenance of existing schemes and delays in attending repairs due to financial, technical and infrastructure constraints.

1.3 DEVELOPMENT IN DIFFERENT PLAN PERIODS

1.3.1 The responsibility for providing safe drinking water in the rural areas rests with the state governments and union territories (UTs) through budget allocations made every year. The rural population in India according to 1991 census constitutes 74 29 percent of total population of 846 3 millions in the country as against 82 71 percent of total population of 361 1 million of 1951 The gravity of the situation is being understood by the planners in focussing critical areas before proposing the next five year plan proposals Important abstracts are reproduced as under

1.3.2 First Five Year Plan

The provision of a safe and adequate water supply is a basic requirement and should receive the highest priority (paragraph 16) Contribution by the people by way of voluntary labour or money will enable the provision to go a long way in the improvement of water supplies (paragraph 19, Page 496-497)

1.3.3 Second Five Year Plan

The schemes included in the first plan did not make satisfactory progress on account of shortage of material, inadequate transport facilities and the absence of adequate public health engineering staff in the states to plan and execute the schemes. The rural portion of the water is not making satisfactory progress primarily due to lack of trained personnel and organisation (Paragraph 48, Page 551)

1.3.4 Third Five Year Plan

The programme gives priority to areas of greater water scarcity and salinity and those in which water borne diseases are endemic (paragraph 7) To ensure that at every stage there is effective coordination between all agencies concerned in carrying out of the programme of rural water supply at the district and block levels and to mobilise local initiative and contribution to the utmost (Paragraph 8, Page 654)

1.3.5 Fourth Five Year Plan

Rural water supply schemes were taken up under the programme for Community Development, local development works and welfare of backward classes These were supplemented by the national water supply and sanitation programme of the Ministry of Health In executing this programme, emphasis was laid on providing water to areas which suffered from water scarcity and salinity and where water borne diseases were endemic (Paragraph 19 22)

In rural areas also water supply schemes should be looked after upon as service which has to be paid for Wherever possible capital contribution and levies should be collected from the beneficiaries. (Paragraph 19 31, Page 405-406,)

1.3.6 Fifth Five Year Plan

The main objective is to provide safe water supply in difficult and problem villages. At the end of Fourth Plan, it has been estimated that there were 1 13 lakh such villages. It is proposed to cover these villages during the plan period (Paragraph 5 167, Page 82).

1.3.7 Sixth Five Year Plan

The approach will be to provide atleast one source of drinking water in every village identified as a scarcity or health problem villages . In particular, the needs of the scheduled caste habitations in the rural areas will have to be given priority. (Paragraph 23 46, Page 399)

Lack of involvement of the local community in the maintenance arrangements, shortage of staff and inadequate funds for maintenance are the main reasons why the existing water supply schemes have failed to yield the expected benefits It should be possible for the block and village level functionaries to take care of the relatively simple operation and maintenance requirements of rural water supply scheme It has been noticed that wherever the maintenance arrangements are adequate, the beneficiaries are not unwilling to pay a nominal charge for the water

supplied to them. The effort should in all cases be to recover at least the operating expenses. (Paragraph 23.48, Page 399)

1.3.8 Seventh Five Year Plan

In view of the resources constraint, the coverage of villages with water supply schemes during the seventh plan will have to follow a certain order of priority The spillover of identified problem villages (39000) based on the existing criteria will in any case have to be covered before other villages can be taken up The next priority will have to be given to those villages which have been identified as problem villages subsequent to 1st April 1980 on the basis of existing criteria (Paragraph 12 54, Page 292)

1.3.9 Eighth Five Year Plan

Highest priority to be given to ensure that the remaining about 3000 'No source' hardcore problem villages in some states are provided with sustainable and stipulated supply of drinking water by March, 1993

Equally important would be to ensure that all the partially covered villages having a supply level of less than 40 lpcd number about 1 5 lakh including hamlets, are fully covered with safe drinking water facilities by the end of the Eight Plan on sustainable basis

Ensure that SC/ST population and other poor/weaker sections are covered fully on a priority basis

The stipulated norms of supply would be 40 lpcd of safe drinking water with in a walking distance of 1.6 km or elevation difference of 100 metres in hilly areas,

Whenever house service connections are given it is suggested that appropriate water tariff is levied and realised whereby operation and maintenance becomes self sustaining to the extent possible Local bodies, whether rural or urban areas,

should be made responsible for the operation and maintenance of the system installed, with technical guidance from government agencies

In order to ensure effective operation and maintenance of assets created as in the Seventh Plan, a maximum of 10 percent of funds under MNP and ARWSP each could be utilised for operation and maintenance Most states face resource problems and, therefore, tend to neglect maintenance It is necessary to evolve an effective mechanism for ensuring proper operation and maintenance of existing assets Village water committees should be actively involved in the maintenance of drinking water supply schemes and a system of beneficiary participation introduced Participation of village women and NGOs/Voluntary organisations should also be encouraged. (Page 379 to 381)

1.3.10 Ninth Five Year Plan

Despite impressive coverage during the Eighth Plan, it was observed

- There is fall in water level due to competing sector demands
- Poor operational and maintenance of the system
- Lack of infrastructure support for effective implementation

The conference of Chief Ministers (July 4-5/1996) urged that the entire population should be provided with safe drinking water by 2000 AD The strategy during the Eighth Plan shifted from villages to habitations for concentrating efforts at micro level.

1.3.11 Strategy mentioned in Ninth Plan draft document is

- Full coverage of all habitations
- Improving the status from 40 lpcd to 55 lpcd on sustainable basis
- Socially acceptable O&M strategies
- Tackling the quality problems through cost effective technological problems

Inspite of best efforts, it was found during mid-sixties that rural water supply schemes were implemented in the easily accessible villages neglecting hardcore and problem villages

1.3.12 The Government of India (GOI) therefore, requested the states/UTs to identify the problem villages to be tackled As a result of survey undertaken in 1971-72, it was found out that 90 thousand villages were problem villages to be tackled and 62 thousand villages were suffering from quality problems in the country Since the magnitude of the problem is large, the GOI introduced a scheme called Accelerated Rural Water Supply Programme (ARWSP) in 1972-73 with 100 percent central grant in states/UTs to tackle the problem villages This scheme was withdrawn with the introduction of minimum needs programme (MNP) which includes rural water supplies as one of the schemes The rationale is that outlays earmarked in states/UTs plans under MNP every year are expected to be incurred fully by the states/UTs Looking at the slow impact in the performance, Government of India had to reintroduce the scheme to supplement the efforts of the states/UTs The National Water Policy (September, 1987) stipulated that in the planning priorities and operational system a minimum of 15 percent from irrigation projects should be earmarked for drinking water purposes Guide lines were issued accordingly by the Central Water Commission to the states/UTs

1.3.13 The UNDP and GOI organised a global conference on "Safe Water 2000" in Delhi in September, 1990 The New Delhi Declaration was later adopted by the U N General Assembly in November, 1990 A four pronged strategy of integrated management of water resources, institutional reforms including women participation, community management of services and sound financial practices was initiated

1.3.14 A more elaborate survey done in 1985 brought out a figure of 2 27 lakh villages comprising 1.54 lakh as problem villages and 0.73 lakh quality problem villages Realising the gigantic task, Government of India constituted 'National Drinking

Water Mission' in 1986 to assist the states/UTs with technical and financial assistance The mission later christened as 'Rajiv Gandhi National Drinking Water Mission' (RGNDWM) is (i) to ensure sustainable drinking water of 40 lpcd in all the rural areas for human beings and with 30 lpcd extra for cattle in the desert areas within 1.6 kms range or 100 metres of vertical distance (ii) to create awareness among rural population about health hazards of using unsafe water for drinking The rural water supply schemes (RWS) are tackled mostly through construction of handpumps, public stand posts through piped water supplies connected to overhead tanks fitted to bores or percolation wells As a result of combined efforts by the states/UTs and GOI, the outlays provided for the Eighth Plan formed 2 32 percent of the plan outlay as against a mere 0.18 percent of the total plan outlay during First Plan In addition funds were mobilised through bilateral and UN Agencies to supplement the efforts

1.4 PHYSICAL PROGRESS – ALL INDIA

1.4.1 The physical progress of villages/habitations covered

• Total villages as per 1991 census	5,87,179 Nos
• Total number of habitations as on 1 4 1994	13 18 lakhs Nos
• Problem villages as on 1 4.1980	2,30,784 Nos
• Problem villages as on 1 4 1985	1,61,722 Nos
• Problem villages as on 1.4 90	8365 Nos
• No of habitations not covered as on 1 4 1994	1 41 lakhs
• No of habitations as partially covered as on 1 4 1994	4 30 lakhs
• No of habitations as fully covered as on 1 4 1994	7 47 lakhs
• No habitations as not covered as on 1 4.1997	0 26 lakhs
• No of habitations partially covered as on 1 4 1997	3 01 lakhs
• No of habitations as fully covered as on 1 4 1997	9 91 lakhs

1.4.2 COVERAGE OF POPULATION WITH RWS

As on 1970	Percentage coverage of rural population to total rural population	5 7
As on 1.4 81	Percentage of rural population covered with reference to 1981 census rural population	31 0
As on 1.4.85	Percentage of rural population covered with reference to 1981 census rural population	56 3
As on 1.4 94	Percentage of rural population covered with reference to 1991 census rural population	73 1
As on 1.4 96	Percentage of rural population covered with reference to 1991 census rural population	81 7
As on 1.4 97	Percentage of rural population covered with reference to 1991 census rural population	85 2

Table 1.1

Expenditure incurred on RWS

Rs Crores

1st Plan	2nd Plan	3rd Plan	Annual Plan	Fourth Plan	Fifth Plan	Annual Plan 1979-80	Sixth Plan	Seventh Plan	1990-92	Annual	1997 1998 Outlay
3 00*	30 00*	18.83*	29 17*	208 00*	552 09	240 39	2369 22	4402 16	2184 86	9088 39	2612 97

* Includes sanitation

1.4.3 The total public sector out lay incurred during 46 year period (1951-52 to 1997-98) was Rs.21739 08 crores From a mere Rs 0 50 lakhs per annum during First Plan, the figure rose to Rs.2612 97 crores during 1997-98 This indicated the priority accorded by Centre and the state governments to tackle the rural water supply with right earnestness The coverage of 85 2 percent population, includes partially covered villages with inadequate or uncertain or unsatisfactory quality of water supply besides fully covered villages

1.5 PAST STUDIES

1.5.1 A comprehensive study of rural water supply at the all India level was made in September 1996 by Programme Evaluation Organisation (PEO), Planning Commission, covering 1305 households spread over in 87 villages situated in 15 districts In addition several state governments and research organisations conducted evaluation studies on rural water supplies at different periods of time

1.5.2 The highlights of the PEO study are

- 73 6 percent villages were found to be fully covered (FC) and 24 1 percent villages were partially covered and the rest 2.3 percent villages have no source/defunct
- More than 81.1 percent of rural household have access to safe drinking water within a distance of 1 km range
- About 21 3 percent of the households in 34 5 percent sample villages did not receive adequate water as per the norms on account of erratic power supply, damages in pipe lines, depletion of ground water, mechanical defects
- About 59 8 percent of sample villages reported that water supply through ARWSP/MNP was not dependable due to erratic supply, un-sustainability of source, frequent mechanical failures
- Handpumps and Mini water schemes are more dependable than piped water schemes
- More than 92 percent SC/ST families had easy access to safe drinking water
- There were reduction in the incidence of water borne diseases before and after the project
- About 82 4 percent of rural women spent less than one hour per day for fetching drinking water as against 62 percent before the project
- Local people in 72 percent sample villages were not involved in the implementation of the schemes
- About 93.3 percent of the households were aware of the benefits of using safe drinking water

- While majority of the households reported to be using clean utensils for storing water the waste water disposal arrangements were poor

1.5.3 The other field studies under taken by other organisations held a similar view that the demand for drinking water has been exceeding supplies The report of the Expert Committee on rural water supply programme (with special reference to the Mini–mission and sub-mission) constituted by Rajiv Gandhi National Drinking Water Mission observed in 1994 as

- Sustainability was lacking due to lack of coordination
- Operational maintenance of rural water supply continued to be weak
- Water quality problems were nor tackled in a systematic manner except in the case of guineaworm eradication
- Training, awareness building, community participation, micro-level ecological planning were not accorded priority

1.5.4 The PEO study and Expert Committee made several recommendations to improve the sustainability

1.6 PROPOSED STUDY

1.6.1 The RGNDWM sponsored a 'Monitoring and Evaluation Study of Rural Water Supply Schemes" to be undertaken in several states in March, 1998 The main objectives of the study are

- Assessment of the present coverage and status of rural water supply schemes and people responses and perceptions about the coverage in different periods during a year
- Evaluation of the water quality problem areas
- Investigation of the operation and maintenance status of water supply schemes and willingness to pay more by the beneficiaries
- Monitoring the current attitudes and practices on water supplies through community participation.

1.6.2 RGNDWM has proposed WAPCOS to conduct a study in eight districts in Maharashtra state and six districts in Karnataka state vide their letter D O No Q-14019/42/97-TM(Stat) dt31.3.1998. The proposal included selection of 15 villages from each district and a minimum of 15 households from each villages to be interviewed. WAPCOS accepted the offer vide Letter No. WAP/COMM/98 dated 3 4 1998 RGNDWM addressed letters to the Government of Maharashtra and Karnataka states for extending cooperation to WAPCOS for conducting the study The participating state governments were also requested by WAPCOS vide letter Nos WAP/COMM/98 dated 3-4-1998 to facilitate in conducting the study WAPCOS team visited Maharashtra and Karnataka from 4 5 98 to 27 5 98 and from 8 6.98 to 29.6 98 respectively.

1.7 APPROACH

1.7.1 The team members held discussions at Mumbai for Maharashtra study on 4 598 and 5 5 98 with CE&OSD, Water Supply & Sanitation Department, Member Secretary, Maharashtra Jeevan Pradhikaran (MJP), who is the coordinating officer for rural water supply schemes in Maharashtra and Superintending Engineer, MJP. As a result of detailed discussions eight districts covering different agro-climatic hydrogeological zones and also where sizeable SC and ST population exists were selected. Based on this criteria, the selected districts in Maharashtra are Pune, Nashik, Satara, Dhule, Nagpur, Solapur, Beed and Ahmednagar Discussions were held with concerned Superintending Engineers and Executive Engineers in the selected districts for selection of villages. In Maharashtra, all aspects of RWS schemes costing more than Rs 15 lakh each are being implemented by MJP while Engineering division of Zilla Parishad is implementing schemes costing less than Rs 15 lakhs each Groundwater schemes are cleared by Ground Water Survey and Development Agency (G S D A) from technical aspect. In each selected district, three talukas were selected and 5 villages were selected in each taluk covering FC, PC and NC criteria irrespective of financing from ARWSP or MNP or others From each village, 15 households

were interviewed randomly, and care has been taken to cover SC/ST population It was in line with the guidelines issued by the Ministry of Rural Development in 1994 for implementing centrally sponsored R W S Selection of NC villages was only to ascertain the existing drinking water arrangements and difficulties encountered **Thus 1800 households spread in 120 villages in 8 districts were interviewed.**

1.7.2 After the selection of the villages, discussions were held with Chairman, members and officials of gram panchayat to obtain information at village level in respect of population, number and functional status of stand posts, house connections and hand pumps, duration of supply of water in the morning and evening, operation and maintenance arrangements, community participation, collection of water rates, and sanitary conditions around the stand posts and handpumps The household questionnaire was drawn up according to the broad questionnaire provided by RGNDWM and the questionnaire was canvassed by the team members with the assistance of enumerators The households furnished the information to the best of their ability

1.7.3 The household survey covers size of the household, occupation status, average monthly income of the total household, dependence status on rural water supplies for drinking and cooking, bathing. washing and ebolutions and for animals, distance from the source, potability of water, frequency of water supplied in different periods of time, adequacy of the water from public source, time gained or saved after depending on public water source, sanitary condition of public water source', water tax paid, reasons for not paying water tax, improvement in the health before and after the dependence on public source, willingness to pay more water tax or contribute to capital investment, sanitary facilities in and around the household etc.

1.7.4 During the survey, technical issues, operation and maintenance problems, testing of water quality, were discussed at various official levels

1.7.5 The WAPCOS' team members received maximum cooperation from RGNDWM officials, at the Centre and state government officials, non government officials at the village level. Without their assistance the survey could not have been conducted in congenial atmosphere during the peak summer month of May, 1998

1.8 REPORT

1.8.1 The report comprises five chapters covering T O.R Chapter 1 deals with introduction on rural water supplies in India and approach to the study Chapter 2 gives an account of rural water supplies in Maharashtra including organisational aspects Chapter 3 discusses the existing position of rural water supplies in the sample villages based on the information collected at the panchayats offices, discussions with panchayat presidents, members of the panchayats, panchayat officials, state government officials individuals etc , Chapter 4 brings out the highlights of the household survey based on the questionnaire canvased in May 1998 over 1800 households as per the terms of reference Chapter 5 sums up with summary and recommendations

CHAPTER - 2

RURAL WATER SUPPLIES - MAHARASHTRA

CHAPTER -- 2

RURAL WATER SUPPLIES MAHARASHTRA

2.1 GENERAL

2.1.1 Maharashtra state has a geographical area of 30 77 million ha and the rural population, according to 1991 census, was 48 40 million sharing 61 3 percent of total state population. This includes 5 55 million SC and 6 40 million ST population

2.1.2 Due to peculiar agro-climatic and hydrogelogical formations the state has with 12 municipal corporations, 232 municipalities and 43000 villages which have been suffering from drinking water shortages for the last many decades even though the state has progressed well in the field of industry The percentage of rural population below the poverty line during 1987-88 was only 40 8 This percentage might have gone down during the subsequent years with rapid increase in industrialisation and agriculture development

2.1.3 As the entire state receives its precipitation during monsoon restricted to four months in a year, water retained in the form of dams, rivers and canals is required to be made use of during the remaining eight months Recharging of groundwater is limited due to scientific, technical and financial constraints The state's rural population increased from 22.80 million in 1951 to 48 40 million in 1991 Registrar General of Census projected a total urban and rural population figure of 89 0 million in 1998 and 92 0 million in 2001 There is therefore, an increasing demand for drinking water due to natural increase in population and due to increase in incomes leading to new styles of living In certain rural hamlets, migration of population from under developed to developed villages due to employment opportunities is expected to make further demands for drinking water The domestic water consumption in the state is estimated at 3 49 B C M per year in 1991 and is likely to increase further The water potential available

from all sources is estimated at 102 56 B C M /year There is thus, an urgent need for the management of scarce resources through proper planning, judicious allocations and implementation because the deficits are expected to bring untold miseries to the rural population particularly SC and ST population who constitute 20.3 percent of total rural population of the state.

2.2 Organisation

2.2.1 Rural Water Supply (RWS) Schemes in the state are implemented mostly through construction of hand pumps and Piped Water Supply (PWS) schemes installed on percolation wells These schemes are being taken up every year A Co-ordination Committee at the state level and District Co-ordination & Monitoring Committees have been functioning since 1985 The District Committee decides a least cost combination in each village or hamlet for a particular scheme either dug wells or borewells or PWS Dug well programme is implemented by Zilla Parishads while hand pumps or bore wells are executed by Groundwater Survey and Development Agency (GSDA). Piped Water Schemes costing upto Rs 15 lakhs each are executed by the Engineering wing of Zilla Parishads, schemes costing more than Rs 15 lakhs each are being implemented by Maharashtra Jeevan Pradhikaran (MJP) There is a Chief Engineer cum OSD at the state head quarters and a member secretary MJP to monitor the programme in totality

2.3 Progress

2.3.1 Since the main responsibility rests primarily with the state government in providing safe drinking water, it is really a challenging job for the administration to arrange water on sustainable basis throughout the year An expenditure of Rs 2000 crores was incurred in the state during 1980-81 to 1994-95 for these schemes with state and Central funds The physical progress upto 1994-95 was 15856 piped water schemes, 1,18,429 successful bore/hand pumps and 63901 dugwells An amount of Rs 1054 cr was incurred during 1995-97 by the state under MNP and funds from Central Government under ARWSP For the Ninth Five Year Plan, the state Government proposes to raise the existing minimum

from 40 lpcd to 55 lpcd, to provide 30 percent house connections and reduce the norm for handpumps from 250 souls to 200 souls only

2.4 External assistance

2.4.1 For supplementing the efforts of Central and state governments in terms of financial and other assistance, external assistance either bilateral or UN assistance for rural water supply and sanitation schemes is sought and projects are under implementation. These agencies finance integrated projects covering rural water supply sanitation and drainage on the basis of the ability of the beneficiaries to afford a part of capital investment and operation and maintenance of the schemes

2.4.2 An Overseas Development Agency (ODA) assisted project costing Rs 54 68 crores is under implementaion in the districts of Jalgoan, Dhule and Nasik covering 210 villages drawing drinking water from rivers and streams. A World Bank assisted integrated project covering 1100 villages in 10 districts with 75 regional piped water supply schemes is under implementation at a cost of $140 7 million In addition the project envisages installation of 3000 hand pumps also There are five bilateral projects in the pipe line to cover 165 villages in the districts of Pune, Ahmednagar and Aurangabad with German assistance, 317 villages in the districts of Satara, Kohlapur with French assistance, 51 villages in Nagpur district with Italian assistance, EEC assistance in Nasik district and ODA assistance in Jalgoan and Dhulia districts.

2.5 PERSPECTIVE PLAN

2.5.1 The state government proposed to the Centre a perspective plan for the period 1997-98 to 1999-2000 to cover the uncovered rural population of 16 99 million out of the total population of 49 14 million at an estimated cost of Rs 7704 cr to be financed under ARWSP(RS 4000cr) and MNP(Rs. 3704cr) to make Maharashtra state as "Tanker free"

The position as on 1 4 97 was as under

- F C population living in 34853 village\hamlets 14 91 million
- P C. population covered partially in 44954 villages\hamlets 17 24 million
- P C uncovered population in 44954 villages\hamlets 15 13 million
- N.C uncovered population in 5211 villages\hamlets 1 86 million
- Total rural population estimate as on 1 4 97 49 14 million

2.5.2 The state Government has, it appears, intiated action by providing administrative approval of the schemes based on the perspective plan

2.6 Status of supplies

2.6.1 The distribution of NC, PC, FC villages\hamlets with coverage of population in the sample districts, state and all India as on 1.4 1997 is as under.

Table 2.1

Position of NC, PC, FC, Villages in sample districts

(Percentage)

Districts	Villages \ hamlets				Rural population coverags			
	NC	PC	FC	Total	NC	PC	FC	Total
Pune	11 9	37 8	50 3	100 0	13 8	44.5	41 7	100 0
Nasluk	5 3	60.7	34 0	100.0	3 4	75 8	20 8	100 0
Dhule	2 3	67 3	30 4	100 0	0 3	66.9	32 8	100 0
Nagpur	1 6	43 3	55 1	100 0	1 8	61 7	36 5	100 0
Beed	6 4	59 2	34 4	100 0	6 3	70 7	23.0	100 0
Ahmednagar	4 8	81 9	13 3	100.0	5.4	74 1	20 5	100 0
Solapur -	47 1	52.9	100 0		66 6	33 4	100 0	
Total Sample Districts 6 0	54 8	39 2	100.0	4 8	65 5	29 7	100 0	
Total State	6 1	52 9	41 0	100 0	3.8	65 9	30 3	100 0
All India (Estimated)	2 1	22.8	75 2	100 0	5 0	9 8	85 2	100 0

FC · Fully covered (>40 lpcd) NC = No sources/non covered
PC Partially covered (upto 40 lpcd)

2.6.2 From the above table it is seen that as on 1 4 97, only 6 0 percent villages\hamlets in this sample districts covering 4 8 percent rural population is without any public source of supply though there are variations within the sample districts Same situation prevails for the state as a whole in the respect of villages\hamlets The state coverage is very much behind all India performance

2.6.3 As regards the percentage of partially covered villages\hamlets, and the population covered, the state figures and sample district figures are more or less same There are slight variations in respect of FC population and coverage of villages but there are variations within the districts While drawing the sample it was decided to cover at least one or two NC villages and hence there are variations within the districts in respect of population

2.7 O&M ARRANGEMENTS

2.7.1 The responsibility for operations and maintenance of schemes is given to village panchayats i e lowest rung of the administration In the case of regional schemes covering more than one village, there are maintained by the MJP Before initiating construction of individual schemes, MJP obtains a certificate from the village panchayat that the scheme would be takenover for maintenance by them after successful completion and trial run for one month The water charges to be recovered from the village beneficiaries are fixed by the state government However the panchayat can refix the rates upwards if necessary to increase their revenues In view of the deteriorating financial situation of the village panchayat and difficulties encountered in maintaining the schemes, central assistance of 10 percent of the fund released is earmarked provided funds of equal amount is also allotted by the state government. In addition state government provides funds through Zilla Parishads to meet partially the electricity charges for running these schemes. From 1.4.98, the state government has raised the water tax to Rs 360 per house connection. Stand post beneficiaries also pay nominal water tax also, along with property tax Only handpump beneficiaries do not pay water

tax Information in respect of district wise percentage recoveries is not available nor the deficits in running the RWS at district level

CHAPTER - 3

STATUS OF RURAL WATER SUPPLY – SAMPLE VILLAGES

CHAPTER-3

STATUS OF RURAL WATER SUPPLY - SAMPLE VILLAGES

For evaluation of rural water supplies in Maharashtra, 120 villages were selected in eight districts Profile of the sample villages is as under

3.1 Composition of the population

3.1.1 The composition of population and sample villages, their district wise and state wise composition in the rural areas is as under

Table 3.1

Distribution of rural population -SC, ST, Others

(Percentage)

Categories	Sample Villages May 1998	Sample Districts (1991 Census)	State (1991 Census)	All India (1991 Census)
SC	11 9	10 6	11 5	17 9
ST	12 0	14.8	13 2	10 0
Others	76 1	74 6	75 3	72 1
Total	100 0	100 0	100 0	100 0

3.1.2 While drawing the sample, it was decided to include villages with SC and ST population which was nearly 24 percent of the total rural population

3.2 Functional status

3.2.1 The functional status of sample villages in terms of fully covered (FC), partially covered (PC) and not covered (NC) villages and their corresponding population are as under .

Status of coverage - FC, PC and NC

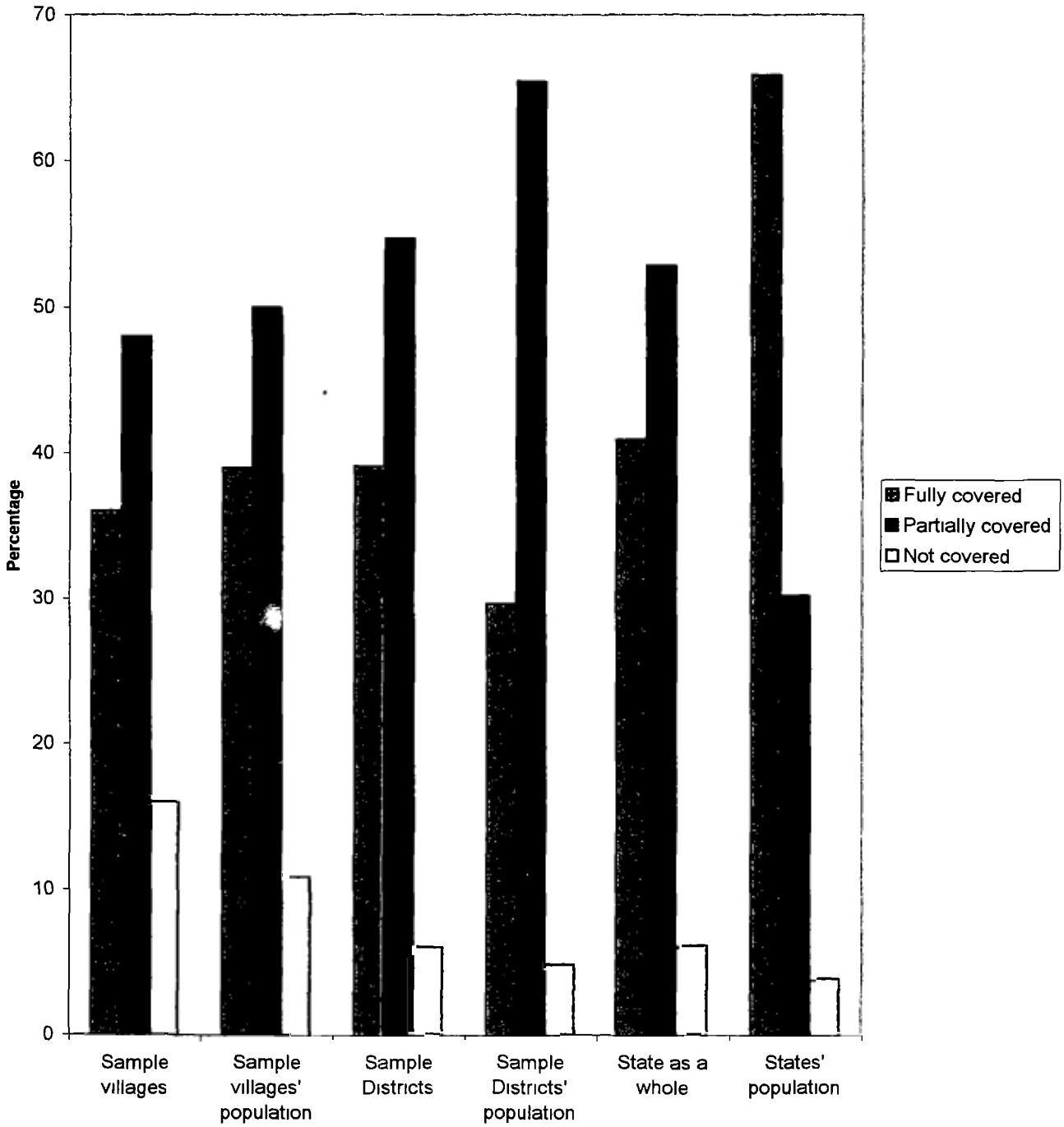


Table 3.2

Status of coverage - FC, PC, NC

(Percentage)

Status	Sample Villages/ Hamlets May 1998 N =120		Sample Districts 1.4.97		State Status 1.4.1997	
	Village Status	Population Status	District Status	Population Status	State Status	Population Status
Fully covered	36	39	39 2	29 7	41 0	65 9*
Partially covered	48	50	54 8	65 5	52 9	30 3
Not Covered	16	11	6 0	4 8	6 1	3 8
Total	100	100	100	100	100 0	100 0

* Includes some population under partially covered villages but are fully covered

3.2.2 The above table shows that the percentage of fully and partially covered villages and population are behind state and district figures

3.2.3 The percentage distribution of population in the sample villages among SC, ST and others is as under

Table 3.3

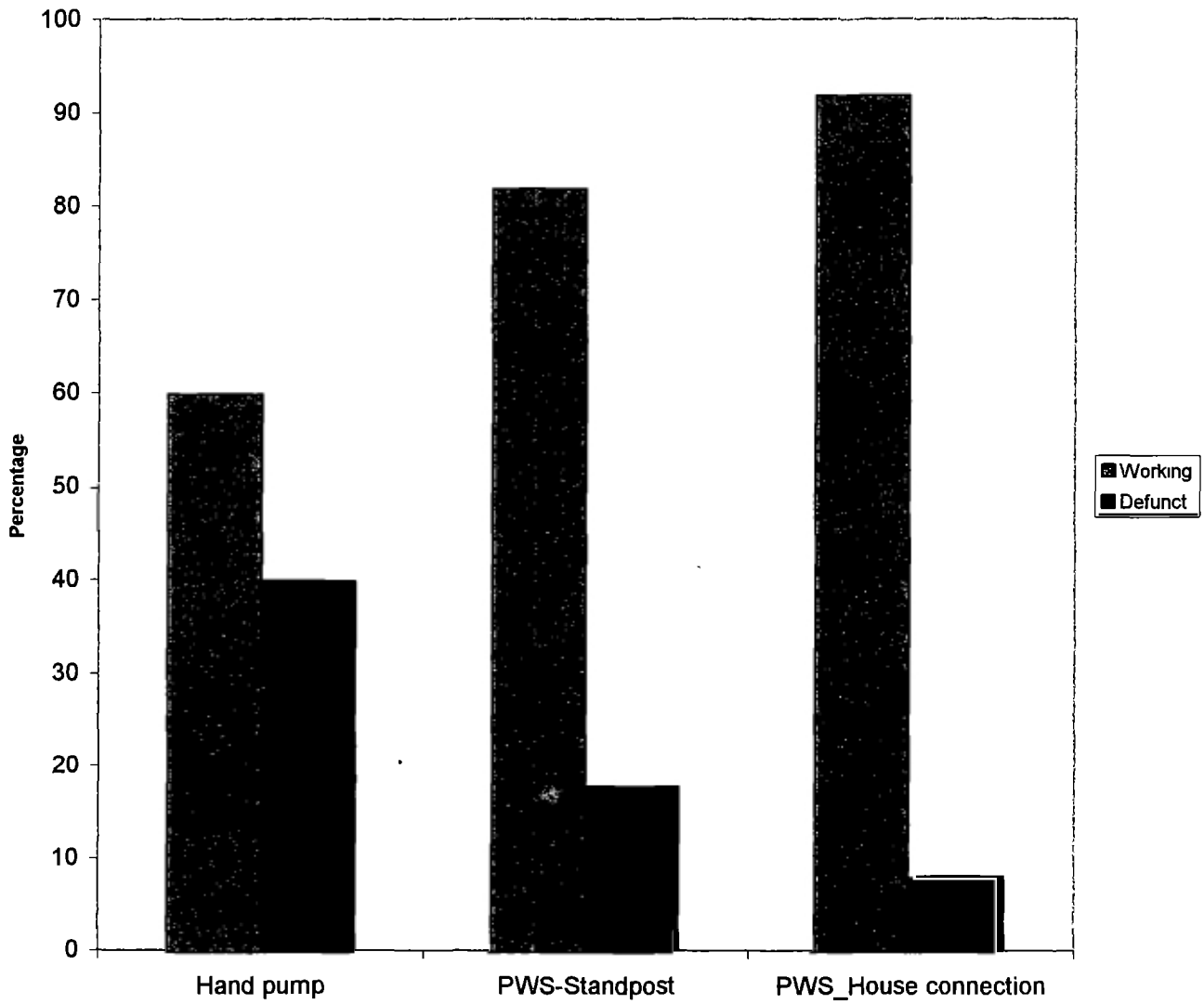
Distribution of population status - SC , ST and others

N = 120

(Percentage)

Status	SC	ST	Others	Total
FC	5	3	31	39
PC	6	5	39	50
NC	1	1	9	11
Total	12	9	79	100

Physical condition of public water supply schemes



From the above table it is seen that the state government accorded priority to cover SC and ST populations The table indicates that 39 percent population in the sample villages was fully covered and 50 percent population was partially covered

3.3 Physical status of public water supply schemes

3.3.1 The physical condition of public water supply schemes in existence in the sample village is as under

Table 3.4

Physical condition of public water schemes

Percentage

Condition	Hand Pumps	Piped Water Schemes	
		Stand posts	House connections
Working	60	82	92
Defunct	40	18	8
Total	100	100	100

3.3.2 The above table shows that more than 60 percent public rural water supply schemes are in working condition in the sample villages The percentage of hand pumps in working condition was 60 against a state average of 85 6 The hand pumps were defunct due to the following reasons

- Lack of sufficient ground water
- Salinity problem
- Availability of piped water supply
- Lack of repairs due to fund constraints
- Competition from irrigation sector

- Inadequate supplies of water
- Location of stand posts at higher elevations
- Unsuitability and closure of stand posts by the surrounding residents due to unhygenic and poor drainage conditions

3.3.6 In the case of defunct house connections it was mostly due to higher elevation of their house connections, installation of illegal booster pumps by neighbours and inadequate availability of supplies, irregularity in the rotation of supplies The respondents felt that prompt action should be taken by the state government to supply water with more pressure and regulate the water in different locations with different timings through rotation by controlling valves The average number of persons served by piped water supply was 28 This was due to increase in number of house connections

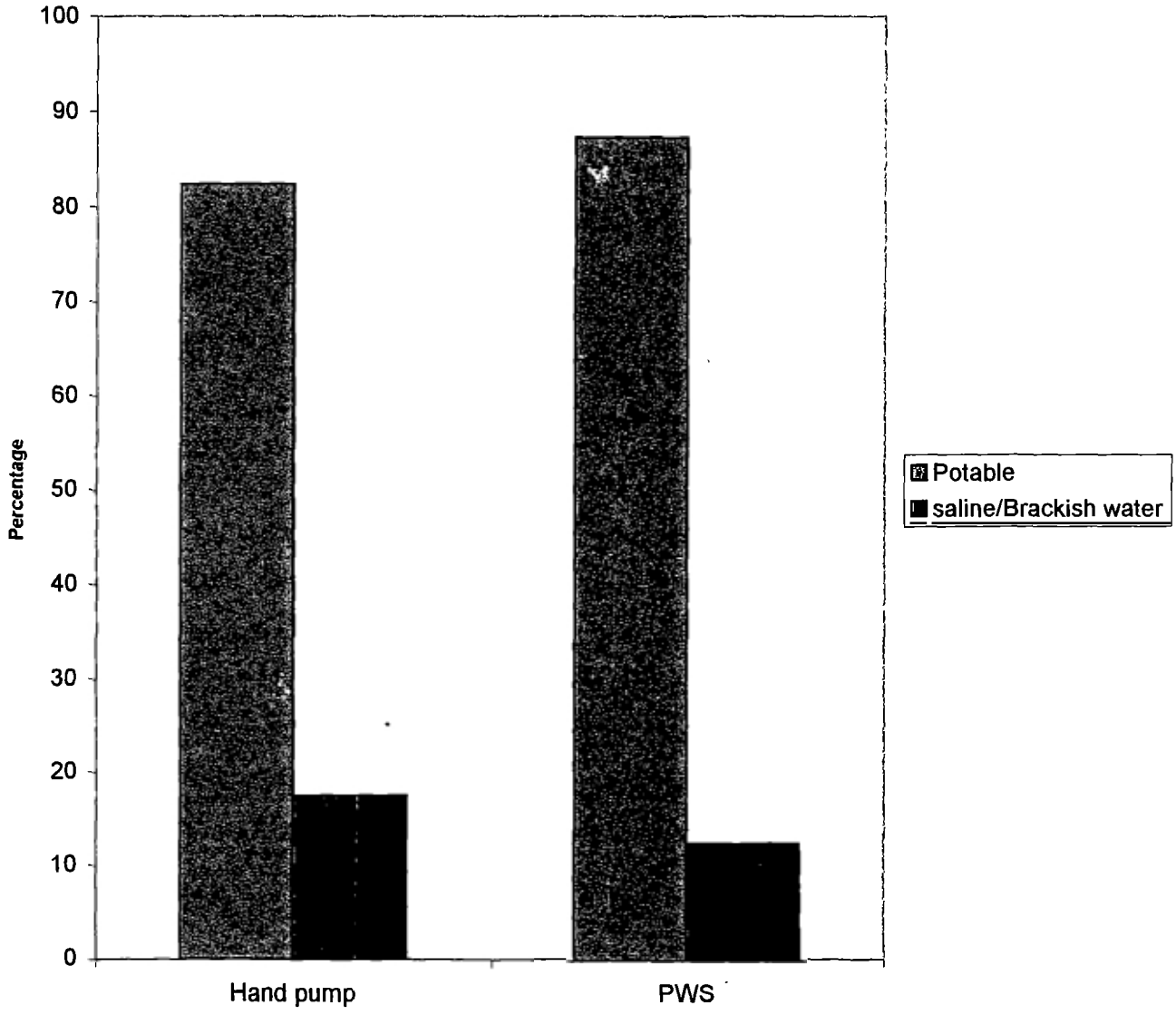
3.4 Setting up coordination committees

3.4.1 In the guidelines issued by the Rajiv Gandhi National Drinking Water Mission in 1994 the state governments were required to set up a water coordination committee at panchayat level In the sample villages, 84 percent villages set up such committees and are displayed at the panchayat offices. However, from the discussions with presidents of panchayats, respondents and other officials most of these committees are not very effective either in the distribution of water or in the recovery of water rates For the remaining villages some of them are in the process of setting up such committees The committee includes women members of the panchayat

3.5 Water quality

3.5.1 Rural water in most of the villages is supplied either through groundwater with the help of hand pumps or through piped water supply installations fitted to a percolation well In addition there are open wells in some villages. The quality of water in terms of potability or salinity was enquired into The water was tasted

Distribution of villages in terms of quality



about its potability to verify the respondents' statements. The information supplied is as under

Table 3.5

Distribution of villages in terms of quality

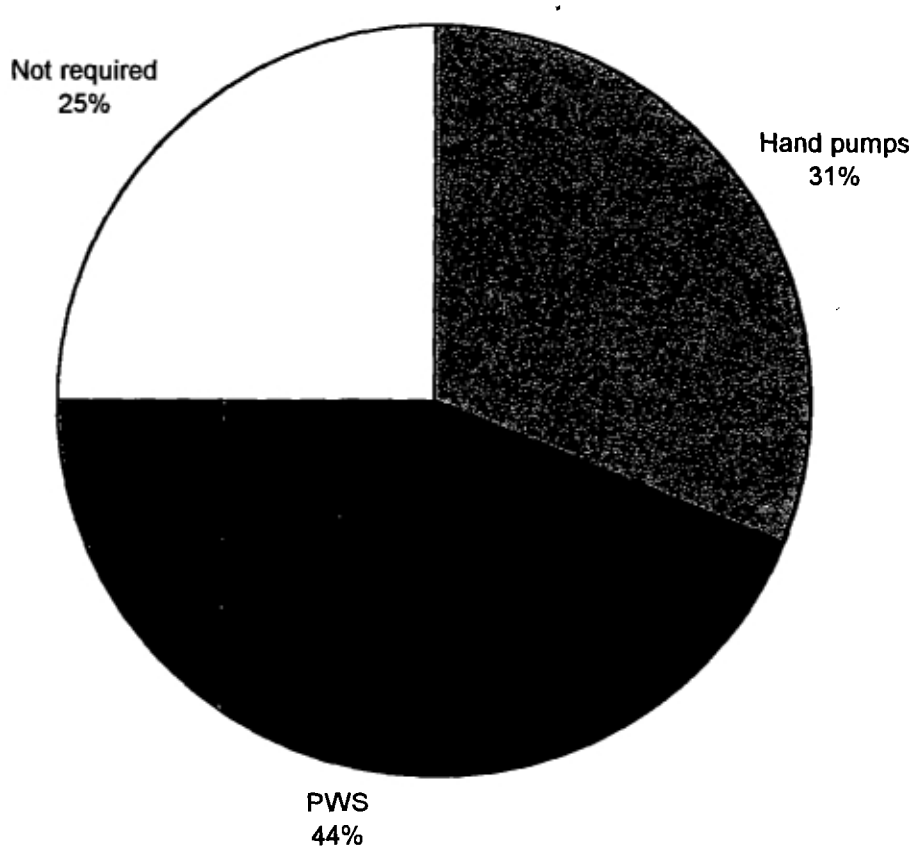
(Percentage)

N = 120

Quality	Hand Pumps	PWS
Potable	82 5	87.5
Saline/brackish water	17 5	12 5
Total	100.0	100 0

3.5.2 From the above table it is seen that water through piped water supply was potable in 87 5 per cent villages while the percentage was only 82 5 in respect of water drawn from hand pumps The quality of water supplied through piped water supply is being tested periodically by the district health department and advice is given to the village panchayat for dissemination of the information among villagers In the percolation wells, TLC powder is mixed regularly -The panchayat brings to the notice of the state government through sahayaks but the feed back is not received In respect of hand pumps, chemicals are sent in small pouches at the time of construction only once The presumption is that ground water through hand pump is free from contamination Over exploitation of ground water with less attention towards recharging, scanty rainfall and temperate climatic conditions pushes the concentrated underground minerals with upward thrust through ground water The result is that villagers get non-potable saline or flouride or bad smell in water In the case of village dug wells, most of them are dried and are neglected In those wells where water is available, it is used only for washing of clothes or for animals

Distribution of villages for additional schemes



3.6 Demand for more schemes

3.6.1 On a query whether additional schemes are needed to supplement the existing supplies, the response is as under

Table 3.6

Distribution of villages for additional schemes

N=120

Nature of Schemes	Percentage
Hand pumps	31
PWS	44
Not required	25
Total	100

3.6.2 The reasons for additional handpumps are

- To supplement the existing supplies in times of erratic power supplies
- To improve the existing supplies from ground water
- To cover the not covered areas
- To reduce the coverage of population from 250 to 200

3.6.3 The reasons for additional piped water supplies are

- To cover the population in sparsely spread areas
- To cover those areas where water available through ground water is saline.
- To increase the existing quantities supplied for higher levels of living
- To relieve the physical exertion on manual use of hand pumps by women and children

3.7 Site selections

3.7.1 Location and construction of hand pumps is decided by GSDA and the number of hand pumps to be installed is decided by the government based on the demand and financial resources However, there are instances where in some villages bores were drilled on the suggestions of village panchayats through political pressure are abandoned due to non-striking of water Such cases are very rare GSDA installs hand pumps to tide over the exigencies even though the ground water is saline.

3.7.2 In the case of piped water schemes, the engineering wing of Zilla Parishads or MJP prepares either departmentally or through consultancy detailed schemes including the layout of the pipelines Location of stand posts is based on the population coverage Villagers' views in that locality are obtained before locating a public stand post. In course of time when villagers start installing house connections, stand posts in front of their houses are not used In the elevated places also, drinking water through stand posts is not available due to inadequate supplies and increase in number of house connections in lower prepheries Rotation in the supplies through controlling valves is not done in most of the villages despite loud protests by the villagers to the panchayat president and members The answer given by the panchayat members is that with increased pressure from 5HP to 7 5 HP more water could be drawn from percolation wells and could meet the requirements for those living in elevated areas provided enough water is available in the well This is to pacify the agitated respondents

3.8 Community participation

3.8.1 Historically rural water supplies through tanks, ponds, village open wells are well maintained by the villagers themselves as these are the main sources of drinking water With large scale installation of hand pumps and PWS by the government villagers look towards government for help Though there is no visible community participation in the rural water supplies, consultations with locality people are held by the government regarding the location of public stand posts

3.8.2 In the guide lines issued by the Ministry of Rural Areas and Employment in 1994 stress was laid for community participation in rural water supply at all stages right from planning stage upto O & M With the implementation of the panchayat raj system and decentralisation of power to the gram panchayat the guaranteed community participation on the following grounds is presumed

- Close identification of the needs
- A bridge between people's needs and Government
- Intimate knowledge of the geographical area and coverage needed
- Mobilisation of local manpower
- Taking care of the interest of SC and ST population
- Psychological satisfaction in the involvement
- Feed back to the authorities about progress and implementation
- Assisting proper layout of the pipelines
- Assisting the authorities in proper investigation and location of stand posts and hand pumps

3.8.3 Unfortunately community participation is passive in most of the sample villages The plea is that elected panchayats are capable of taking care of their needs But complaints and protests are made by others that panchayats do not ensure equal distribution of water for all inhabitants through PWS by regulating supplies nor take action against those who install booster pumps There are instances in villages like Surur in Wai taluka, Siddeshwar of Khatay taluka in Satara district where some villagers including some members of the panchayat installed booster pumps illegally as a matter of right Illegal connections account for higher level of consumption than is provided under the national norms and therefore raise complications and bring deterioration in normal supplies In Surur village Sarpanch expressed his helplessness in the removal of booster pumps, but in Raipur village Higna taluk of Nagpur district, village panchayat took into custody such booster pumps. There are two villages Kothulna and Nimatalai in Soaner taluka of Nagpur district separated by road only. The state government installed a

regional scheme by constructing a water tank at Kothulna for supply of water to both the villages in 1993 Due to internal disputes between the two villages about the distribution of water, the pipelines were broken and cracks were developed in the water tank Nobody draws water from PWS and it is a loss of Rs 14 lakhs to the state government and Central government The net result is that villagers of Nimatalai taluka undertake an arduous task of going to a distant well in the field to fetch drinking water Washing of clothes is done there At Kothilna village there is MWS but the water is saline This is an instance where community participation has failed Even when the water public well of village Anjari, Nashik district was filled with weeds, shrubs etc villagers did not volunteer their services in the removal of weeds and shrubs There are few instances like Tandulwadi village and Taklimya village in Rahuri taluka of Ahmednagar district where households paid Rs 400/- per house connection and Rs 75/- for stand posts In Tandulwadi village, households contributed cash and labour for the construction of 25000 litres overhead tanks But such cases are rare Most of the villagers allege that the state government should use MPs' or and MLAs' local area development funds for maintaining such wells Some villagers expressed their right to get water from the government without obligation

3.8.4 The drinking water programmes require proper management, coordination and cooperation by different agencies to make the scheme operational It is not a feasible proposition either for the Central government or for the state government agencies to look after the maintenance of large net work of water supply facilities through out India and to make it sustainable without community involvement The phobia is since the water is supplied by the government it may be as treated as a free commodity to be maintained by the government A change of approach and methodology is called for to instill confidence among the community through panchayat members, politicians, government officials for better utilisation of the investments made for sustainability. Determined community action can only reduce costs and bring improved practices Otherwise there would be larger deficits in the collection of water tax Political will irrespective of the political

parties they belong has to be reinforced in support of reaching the unserved Beneficiaries are to be more active to share the limited supplies by adopting 'Sink or Swim together policy'

3.8.5 There is no awareness campaign by the panchayat to conserve water or share the limited supplies In this context it is relevant to reproduce the speech of Shri Babagouda Patil, Union Minister of State for Rural Development delivered on 15 6 1998 at Belgaum (Karnataka)

> *" Government wanted to give more power to village panchayats. It was they who should select the beneficiaries of various schemes and not a few influential people in the villages. The list of beneficiaries should be prepared by the villagers themselves. To ensure this, the Government will issue a directive to all the village panchayats to videotape the proceedings to prove that the decisions had the people's approval "*
>
> Source The Hindu, 16 6 1998 (Bangalore)

3.9 Women participation

3.9.1 Women and children carry the bulk of the burden of carrying water either from hand pumps or from stand posts or wells located in the farmers' fields In case there is a depletion of groundwater and there is no water in the tanks to be supplied through pipelines due to failure of electric supply or motor being burnt, the ordeal for women in search of drinking water which may or may not be safe for the households is beyond description With increasing employment opportunities available for women in agriculture farming or as agricultural labour the economic cost of carrying water is to be worked out in relation to wages foregone. The time women take to fetch water in rural areas is several times more than the time taken by urban women living even in slums They can ill afford to expend the calories for this effort denying leisure and energy to bring up their families In a village called Khamtadi in Bir taluka of Pune district on 11 5 98

men, women and children walked more than one kilometre distance to bring water from the only hand pump in use in that village throughout the night because the motor was not repaired for more than a week and yields from other hand pumps were low or some were defunct. Where the water is available in plenty through piped water scheme (PWS) in a village called Undri in Umred taluka of Nagpur district women either attend to household chores or go as daily wage labour in the neighbourhood stone quarries Before the PWS is installed in the village, water is supplied through tankers or women fetch water from long distances

3.9.2 Regarding women's participation in decision making, the respondents argue that there are women members already in the panchayats and in water committees On rotation women get an opportunities to become Sarpanchs While locating the stand posts or hand pumps majority views of the residents including women of that locality are considered Hence they felt seperate involvement is not required feel

3.10 Change of status of FC, PC & NC habitations

3.10.1 In order to identify whether a shift upwards or downwards has taken place in respect of water supplies, a sub-sample of 65 village was studied in relation to self supporting and losses in O &M The results are as under

Table 3.7

Distribution of FC, PC and NC villages

N=65

Source	FC		PC		NC		Total		Grand Total	Percentage share to sample villages
	S	L	S	L	S	L	S	L		
FC	38 5	50 0	3 8	7 7	-	-	42 3	57 7	100 0	40 0
PC	-	-	20.0	73 3	-	6 7	20 0	80 0	100 0	46 1
NC	-	11.1	33 3	33 3	-	22 3	33 3	66 7	100 0	13 9
Total	15 4	21 5	15 4	41 6	-	6 1	30.8	69 2	100 0	100 0

FC Fully covered, PC Partially covered, NC Not covered

S Self supporting L Losses

3.10.2 From above table it is seen that 15.4 percent of FC villages are self supporting where as 21.5 percent of FC villages are in losses Similarly 41.6 percent of PC villages are running losses Due to lack of ground water and erratic piped water supplies, some of the PC villages are found to be No-source at the time of survey In the case of 'No source' villages declared in April 97, it was observed that some of the villages during the survey are found to have water supplies either fully or partially In the case of No-source villages, some panchayats are incurring losses due to maintenance of ponds/village wells and no water tax is collected

3.10.3 On examination of FC villages it is observed that only 38 5 percent villages are self-supporting while 50 percent of them are incurring losses even though they continue to be F C Villages Some of FC villages are found during the survey as partially covered villages due to inadequate supplies Among these villages only 3 8 percent villages are self supporting and the rest are in losses

3.10.4 In the case of PC villages, there is no vertical migration from PC to FC but on the other hand some of them turned out to be 'No-source villages'. Even among these PC villages, only 20 per cent villages are self supporting and the rest are in losses The reasons are attributed to

- Water supply systems have become defunct either because of their life period is over or due to unattended mechanical defects by implementing agencies.
- Substantial draw down of ground water
- Hand pump water not being used due to excessive brackishness

3.10.5 There is thus slight deterioration from FC to PC villages and PC villages to NC villages at the time of survey, but in percentage terms it is not of higher magnitude to warrant any immediate action Further NC villages have become PC villages in the sub sample The Ministry of Rural Areas envisaged a "Comprehensive recharging programme" through construction of check dams,

creation of watersheds, desilting of tanks, wells to augment ground water storage capacity. The state government, at some places, constructed check dams, constructed open pits by the side of roads for impounding rain water for percolation to increase the discharge in the percolation wells and hand pumps

3.11 Operation and maintenance

3.11.1 Operation and maintenance of rural water supply schemes and assets created over the years is very important for ensuring continued drinking water supplies on sustainable basis To date the Central and state governments have been shouldering the full capital cost as part of national social policy Consequently the responsibility to run the schemes fell on the Centre and state governments Hence the respondents feel that the question of capital recovery does not arise The greatest link absenting for efficient water supply is O & M (i e oiling, servicing, checking, replacement of burnt out electric wires, maintenance of motors, replacement of parts, pipes, valves, electricity charges, salaries to the operator). Despite huge investments on rural water supply, these assets are not being maintained properly either from plan funds or from non plan funds of the state government

3.11.2 After the completion of the schemes either by MJP or Zilla Parishads these are handed over to village panchayats for day to day maintenance In addition to the grants received from Central government and state governments, panchayats are authorised to levy and collect taxes after the 73rd and 74th amendments to the constitution In the National Workshop on O & M organised by RGNDWM in September, 1996, one recommendation is 'framing policy guidelines for decentralization of O & M activities' upto the grass root level Unfortunately it is observed that in the sample villages spread over eight districts as many as 74 percent of villages are incurring losses. Even in the sub sample F.C. villages are also incurring losses. The existing grants given by the state government are not sufficient to make the system functional due to the following reasons

(i) Some of the beneficiaries do not pay water tax on account of

- Irregularity or no water in the piped water supplied at stand posts
- Indiscriminate sanction of house connections depriving others
- Inadequate supplies due to unauthorised installation of boosters to house connections by some households in certain villages despite protests
- No money to pay due to crop failure and erratic rainfall.
- No demand raised by the panchayat
- Not getting potable water
- Unwilling to pay higher water rates.
- Wilful defaulters including members of panchayats

ii) Partial payments due to reduced supplies

iii) No organised drive or motivation by the panchayats

v) Lack of cooperation among the community in sharing the limited supplies

v) Domination of powerful community members in the panchayat taking decisions in their favour

3.11.3 The panchayats are also facing the following major constraints in the operation and maintenance of the water supplies

Hand Pumps

- 60 percent sample villages on account of inadequate or depleted water table
- 8 per cent villages due to lack of funds for repairs
- The rest 32 percent due to manpower constraints, poor quality of water etc

Piped Water Supply

- 60 percent sample villages about erratic power supplies
- 32 percent villages about inadequate water in the wells

- The rest 8 percent due to lack of funds, break down of motors, lack of immediate repairs, manpower constraints, choking of trench gallery etc

3.11.4 On further observation the following facts about pump operators under PWS emerged .

- Poorly paid and employed on part time basis ranging from Rs 300 to 500 per month
- Lack of keeness to undergo training
- Experience gained by virtue of running the pump
- Keeps switch lock in on-position always resulting in buring of motor due to voltage fluctuations and erratic power supply
- Do not present physically when motor is on and consequently do not monitor voltage fluctuations.
- Do not know minor repairs like fixation of burnt wires, replacement of fuse etc.
- Do not maintain a register of operating hours daily
- Indulge in village politics and do not supply water on rotation basis wilfully
- Busy in supplementing his income by doing odd jobs entrusted by the panchayats.
- Lack of supervision on the work of pump operator by the authorities

3.11.5 Repair facilities to motors are done by district Zilla Parishad engineering wing who takes more than 15 days and do not offer a spare motor to the needy villages to tide over the crisis There are instances where PWS is not working for more than one month. In the case of hand pumps, minor repairs like bolts and nuts are attended promptly.

3.11.6 Reasons for non-working of hand pumps the observations are

- Rough handling of the handle by users resulting in early breakages
- Breakages of cylinder parts
- Lack of responsibility leading to misuse

3.11.7 Maharashtra government raised the water tax for house connection to Rs 360 per annum with effect from 1 4.1998 Except a few villages others resented against this rise The percentage of rural population below the poverty line in Maharashtra was 40.8 during 1987-88. In other words the rest 59 2 percent are above the poverty line and within the affordability zone Even if those households who are above the poverty line had paid the water tax, the deficit would have reduced substantially Recourse to cut off water supply for non-payment brings complications and is not acceptable on political and social considerations The state government does not consider O & M their primary activity when allocating funds as the benefits of proper maintenance are less visible and tangible compared to the politically attractive option of new schemes

3.11.8 It is more pertinent to reproduce the relevant extracts on O & M from the annual plan documents for the years 1992-93, 1995-96, 1996-97 issued by the Planning Commission

3.11.8.1 **1992-93**

"Operation and maintenance of rural water supply is an area of concern which needs special attention with involvement of community particularly women The community participation should not mean merely collection of water charges but their full involvement in day to day up keeping and running of the schemes It is also desirable to involve NGO's to the extent possible"

3.11.8.2 **1995-96**

The above paragraph was repeated again at para 22 34

3.11.8.3 **1996-97**

The paragraph at 3 11 8 1 was repeated at para 22 29

3.11.9 Despite inclusion in the annual plan documents, there are no visible efforts made in the management of O & M of rural water supplies. In the Annual Report for 1997-98, Ministry of Rural Areas and Employment, there was no mention about the efforts made by the Centre nor the steps taken by several state governments to improve the management system of piped water schemes and hand pumps

3.11.10 Motivation, conviction, incentives or disincentives might bring a change of heart among the beneficiaries. Basic perception in the minds of villagers for free supply of water is to be erased. Continued losses bring serious financial implications in future both in terms of higher costs requiring major repairs versus preventive maintenance Regular maintenance increases the operating life of the present asset. Politicians are unwilling to initiate a dialogue with voters for payment of water tax as they feel rural water supply is a social obligation. They do not pay water tax but in time of crisis, they prefer to incur Rs 50 for a drum of water brought through a bullock cart. The state government should convince the local politicians the disastrous effect of continued losses

3.12 Sanitation

3.12.1 Provision of safe drinking water in the rural areas will not improve the health of the villagers especially women and children unless they are provided with clean surroundings and follow elementary hygiene Prevention of water borne diseases and reduction in infant and child morality rates are vital in the rural areas Proper sanitation and drainage facilities together with safe water supplies go a long way in ameliorating rural distress

3.12.2 Inspection of sample villages has shown that most of the hand pumps or public stand posts do not have good platform nor proper drainage due to constant use and neglect by the panchayats and beneficiaries Some of the open drains constructed

with JRY funds in SC and ST areas in front of their houses do not have proper outlets It was observed that these are choked with garbage and dirty water stagnates there The basic objective is defeated These drains are breeding grounds for mosquitoes and insects In respect of public latrines the physical condition is beyond description The general latrines constructed for women by some panchayats are not used because of poor maintenance. Some well to do villagers have some septic latrines Under the subsidy scheme for constructing 'pour flush latrines ' for the benefit of SC and ST population, some are constructed and some are in various stages of construction The utilisation of these facilities by SC/ST women is a big question mark. On inquiry it is learnt these are not being used and are kept for storing water in the containers There are objections from neighbours for construction of such toilets because pucca or kuchha houses in villages are not constructed with a proper layout of roads Panchayats allege that they do not have funds for maintaining the sanitation and drainage

3.12.3 In the house holds where house connections are installed the sanitation around the tap is satisfactory but the disposal of waste water from their kitchens is deplorable because the water is released on the roads or pits in the back yards, except in Sarur Village, Wai taluka in Satara district where waste water is disposed off through pipes connected from kitchen to the main drains In this village due to relentless efforts of the Sarpanch for upkeep of the village there is semblance of improvement in the sanitation and the drains are cleaned periodically Looking at the enormous task to make the village free from diseases not only the state government and panchayat but also community's participation is essential A package of incentives and disincentives through publicity with display boards is a must at every stand post, hand pump, school and dispensary. The services of womens' organisations and DWCRA are to be mobilised to impart education regarding elementary hygiene, sanitation, safe drinking water, population control, etc , among village women for their own advantage

CHAPTER - 4

HOUSE HOLD SURVEY – HIGH LIGHTS

CHAPTER-4

HOUSE HOLD SURVEY - HIGH LIGHTS

4.1 General

4.1.1 Size of the household

4.1.1.1 The average size of the household is 6 86 The details are as under

Table 4.1

District wise distribution of average size of the household

		Districts							
Average size	**Total households N=1800**	**Nagpur**	**Beed**	**Solapur**	**Dhulia**	**Nashik**	**Pune**	**Ahmed nagar**	**Satara**
Nos	6 86	5 58	7.54	8.14	6.03	6 07	7 47	7 60	6 44

4.1.1.2 The above table shows that the average size is highest in Solapur district (8 14) and lowest in Nagpur district (5.58) Joint family system exists in all the households

4.1.2 Composition of the household :

4.1.2.1 The composition of the households among SC, ST and others is as under

Distribution of household population-SC, ST and Others

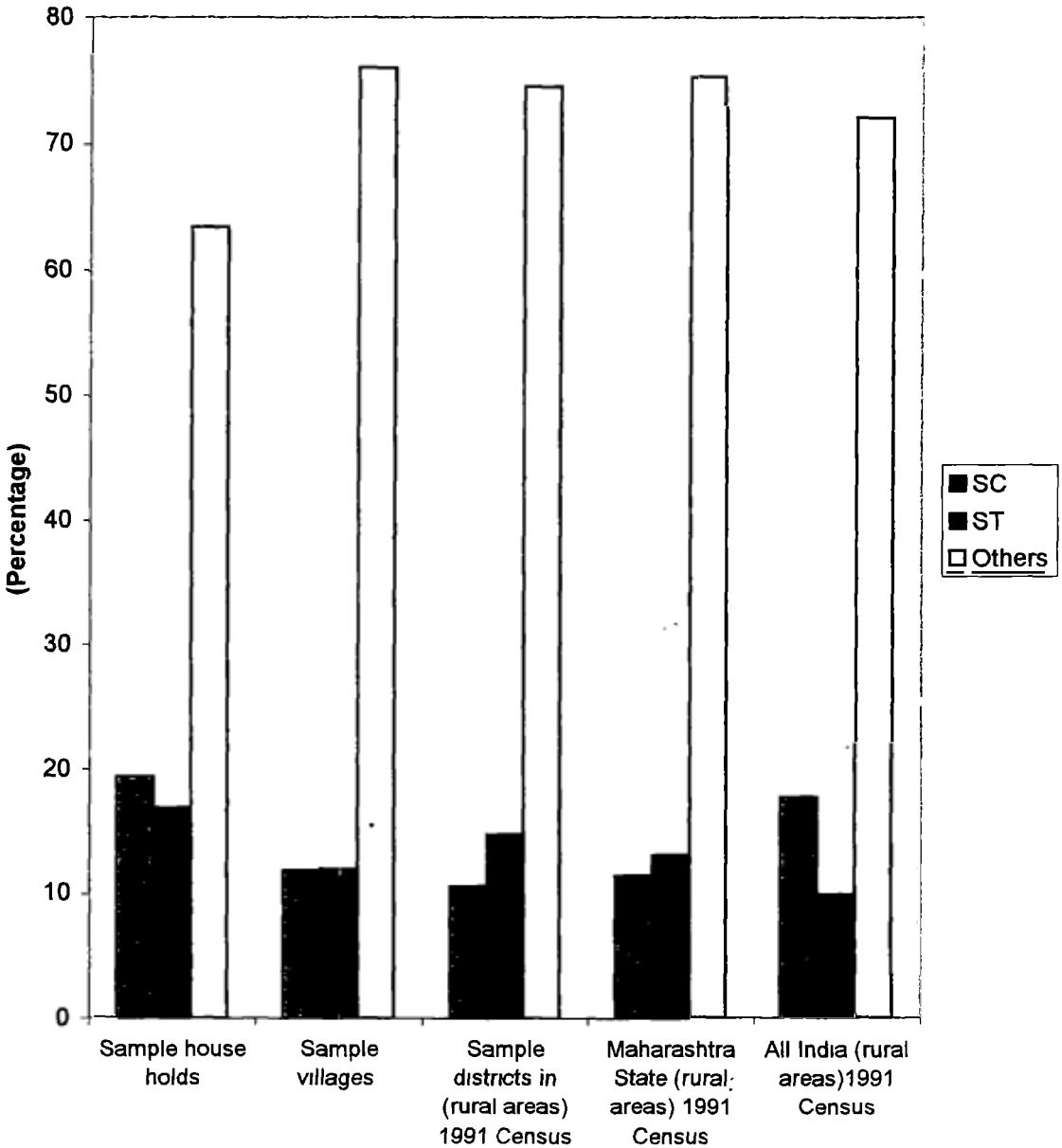


Table 4.2

Distribution of house hold population - SC, ST and others

(Percentage)

Categories	Total house holds N = 1800	Sample villages.	Sample districts in (rural areas) 1991 Census	Maharashtra State (rural areas) 1991 Census	All India (rural areas)1991 Census
SC	19 5	11 9	10 6	11 5	17 9
ST	17 0	12 0	14 8	13 2	10 0
Others	63 5	76 1	74 6	75 3	72 1
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

4.1.2.2 The above table brings out the fact that the percentage share of SC population is highest among households than that of villages, rural districts and in rural Maharashtra State Percentage share shows that more than 36 percent population comprises SC and ST categories As indicated earlier while drawing the sample households it was decided to cover more SC and ST population to evaluate whether benefits reached the targetted groups

4.1.3 Occupational pattern of the head of the household

4.1.3.1 In general the main occupation in rural areas is agriculture and the main occupation of the head of the household in the sample households spread in 8 districts is also agriculture farming The details are as under .

Districtwise distribution of households

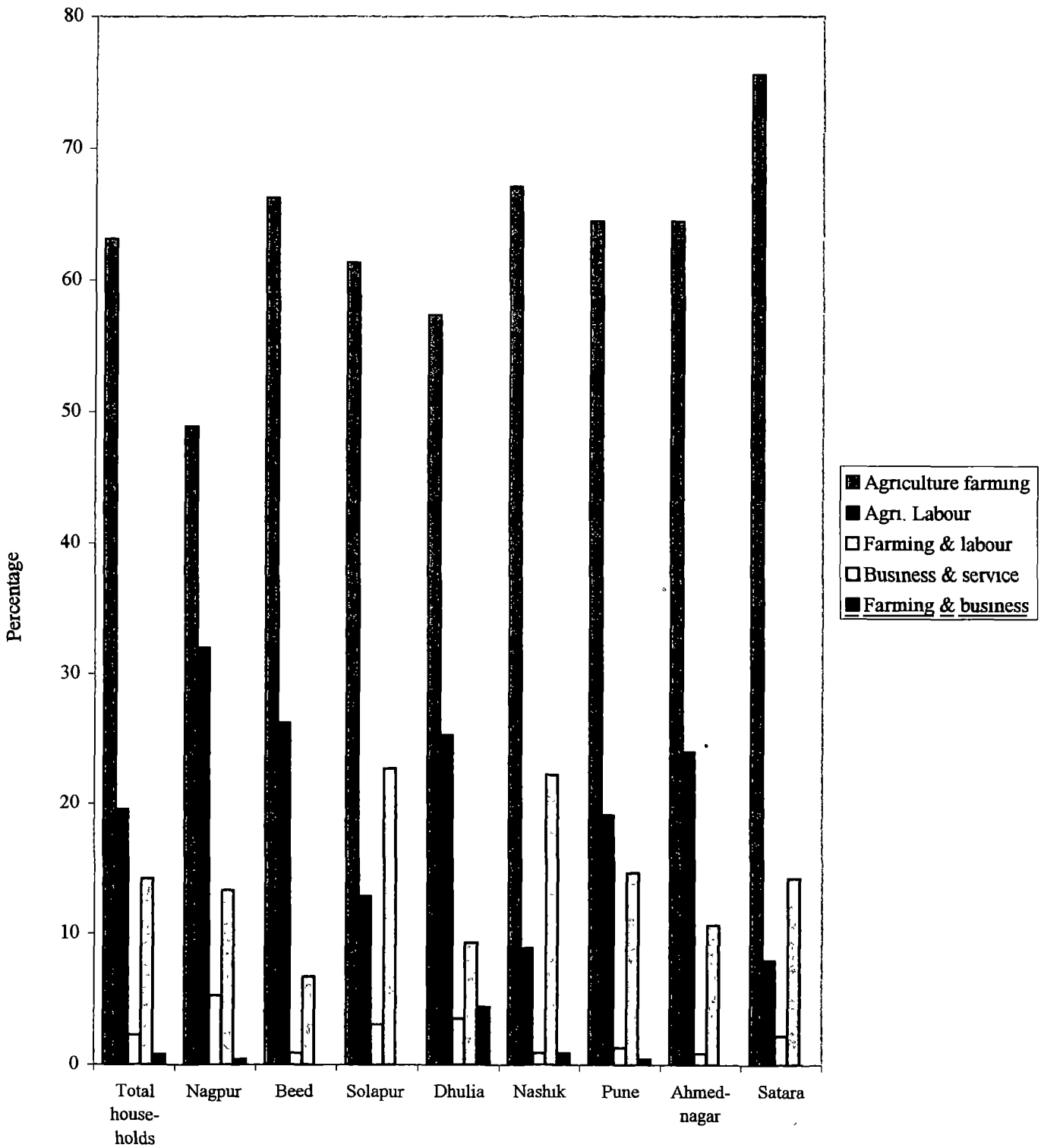


Table : 4.3

District wise distribution of households

(Percentage)

Main occupation	Total house-holds	Nagpur	Beed	Solapur	Dhulia	Nashik	Pune	Ahmed-nagar	Satara
Agriculture, farming	63 16	48 90	66.22	61 33	57 34	67 11	64 45	64 44	75 56
Agri Labour	19 56	32 00	26 22	12 89	25 33	8 89	19 11	24 00	8 00
Farming & labour	2 28	5 33	0 89	3 11	3 56	0 89	1 33	0 89	2 22
Business & service	14 22	13 33	6 67	22 67	9.33	22.22	14 67	10 67	14 22
Farming & business	0 78	0.44	-	-	4 44	0 89	0 44	-	-
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100 0**

4.1.3.2 Agriculture farming continues to be the main occupation of the head of household and shares 63 16 percent This percentage varies from 48 90 percent in Nagpur district to 75 56 per cent in Satara district Next comes agriculture labour with 19 56 percent of the households on the average This varies from a mere 8 89 percent in Nashik district to 32 00 percent in Nagpur district The increase in percentage in Nagpur district is due to labour working in the road construction and stone quarrying, orange orchards etc Business and service also is an important occupation sharing 14 22 percent comprising bus conductors, railway workers, bank employees, coal field workers, retail shop owners, teachers, retired employees, panchayat and state government officials etc Small farmers eke out a living both as farmers and agriculture labour belonging mostly to SC and ST families

4.1.4 Literacy status

4.1.4.1 Illiteracy is more prevalent in the rural areas as compared to urban areas in India This is equally true among the sample households The details are as under

Table 4.4

Districtwise literacy status among head of households

(Percentage)

	Total house holds	Districtwise distribution							
Status	**N-1800**	**Nagpur**	**Beed**	**Solapur**	**Dhulia**	**Nashik**	**Pune**	**Ahmed nagar**	**Satara**
Illiterate	28 95	30 23	28 44	42 22	28 44	19 11	27 11	28 45	27 56
Upto Primary (I-V class)	27 78	27 11	27 56	22 22	19 56	32 45	32 89	28 44	32 00
Primary to Middle (VI-VIII class)	18 83	22 22	14 22	13 78	17 78	31 11	14 67	18 67	18 22
Beyond Middle (VIII class)	24 44	20 44	29 78	21 78	34 22	17 33	25 33	24 44	22 22
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

4.1.4.2 It is interesting to know that the percentage of illiteracy among heads of the households is less than 30 per cent while their percentage among middle class pass and beyond accounts for nearly 25 percent These households include service sector With more literate population, the understanding of village problems and measures to tackle them can be judged more comprehensively provided there is a proper leadership in the village

4.1.5 Average monthly income

4.1.5.1 Information about average monthly income is difficult to be assessed among sample households partly on account of households not maintaining any accounts nor willing to part any information for various reasons However, monthly income is estimated based on the information about farm sizes owned by them in the case of farming community and the average number of days the agriculture labour gets job in a month The service sector is able to furnish information based on pay and allowances drawn by them The table below gives average monthly income per household from all sources

Districtwise literacy status among head of households

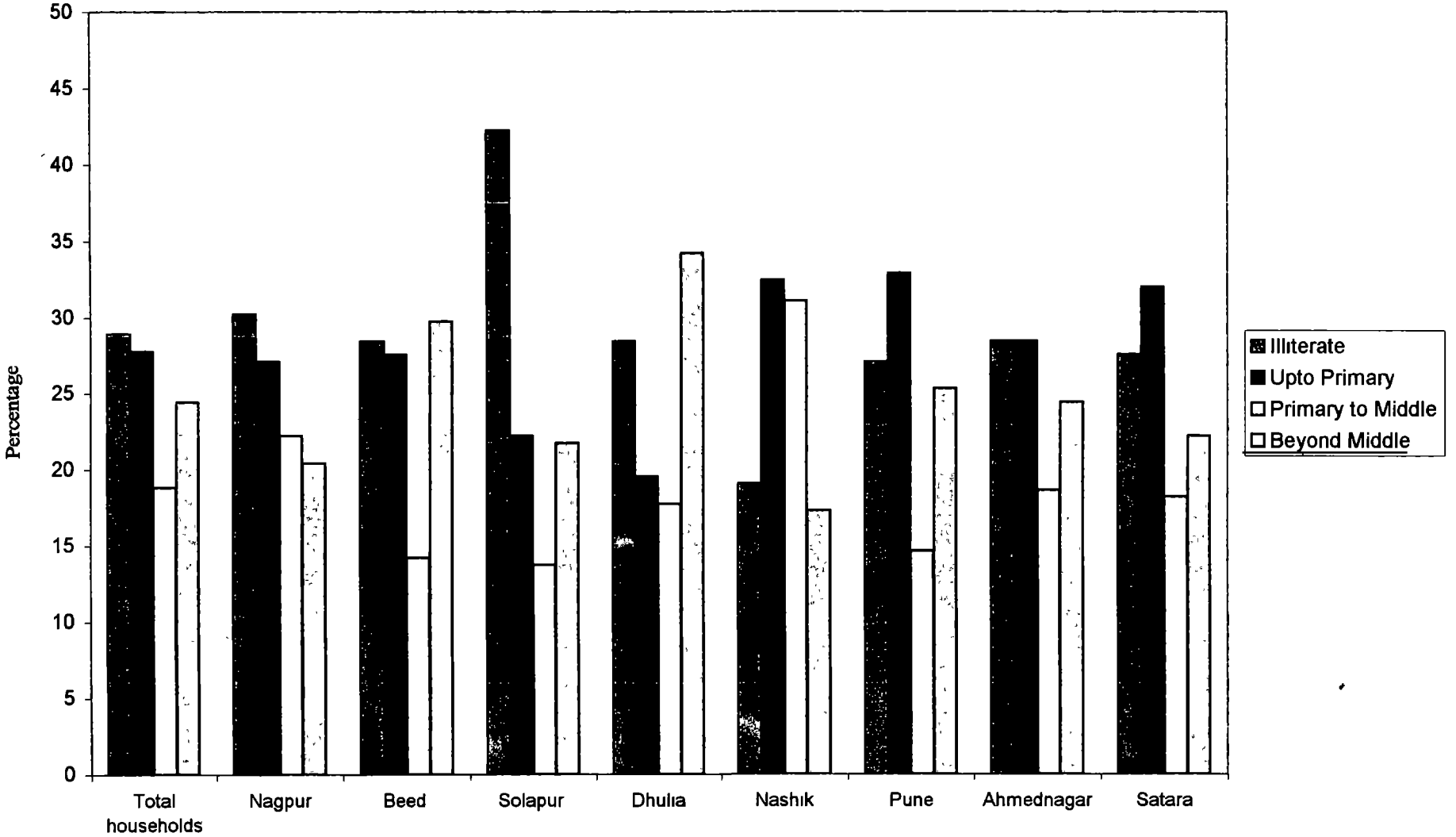


Table : 4.5

Average monthly income per household

Districtwise distribution									
	Total house holds	**Nagpur**	**Beed**	**Solapur**	**Dhulia**	**Nashik**	**Pune**	**Ahmed -nagar**	**Satara**
Average monthly income (Rs)	1137	1212	821	1268	925	1006	1298	1445	1123
Average size of the households	6 86	5 58	7 54	8 14	6 03	6 07	7 47	7 60	6 03
Per capita income (Rs)	166	217	109	156	153	165	173	190	153

4.1.5.2 The average monthly income per household is Rs. 1137 which includes net income from all sources and from all family members staying together with the head of the household. The above figures indicate that the monthly income is highest in Nagpur district and is lowest in Beed district The main reason is that the service sector is predominent in Nagpur district and horticulture crops are grown by some farmers as compared to Beed district

4.2 Water supplies

4.2.1. Dependence of water supplies

4.2.1.1 Main sources are hand pumps, public stand posts and house connections In addition there are village dug wells, ponds, tanks, rivers and streams In some cases, dug wells or bores located in the farmers' fields are also being used The details are as under :

Table 4.6

Dependence on different sources of supplies

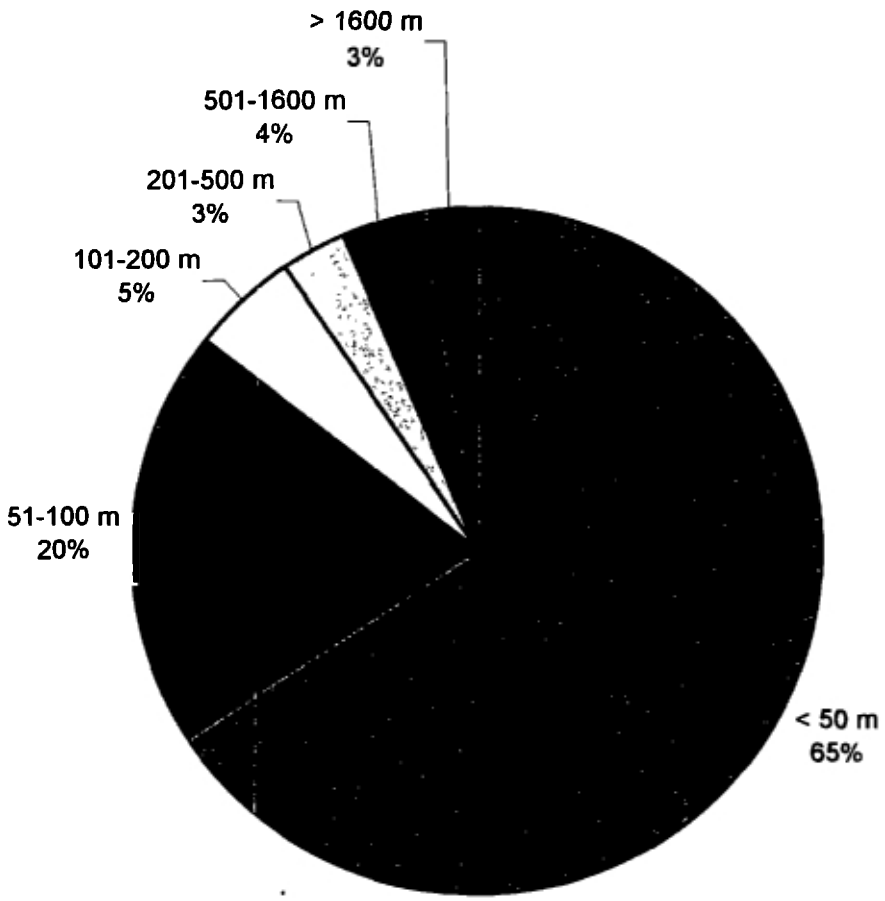
(Percentage)

S.No	Sources	Drinking/ Cooking	Bathing/ Washing/ ebolutions	Animals
I	Handpumps	18 8	14 6	11 9
II	Handpumps Public Stand post	47 1	29 7	26 4
III	House Connections	5 6	3 3	1 3
IV	Handpumps, stand Posts, House Connections	0 7	1 7	0 5
V	Handpumps, standposts, House Connections, Rivers/ Streams	1 0	6 1	9 3
VI	Handpumps, Standposts, House Connections Village wells/farmers' well/bore wells	18 5	34 8	45 4
VII	Handpumps, House connections, tanks, ponds	8 3	9 8	5 2
	Total	**100.0**	**100.0**	**100.0**

4.2.1.2 From the above table it is seen that 47.1 percent households depend upon hand pumps and standposts to meet their water requirements for cooking/drinking Handpump water for cooking/drinking is resorted only in far flug habitations or where water through stand posts is not available Only 5 6 percent households depend exclusively on house connections Water from village wells or wells or bores in the farmers' fields is also supplemented along with handpumps, stand posts by 18 5 percent households

4.2.1.3 For bathing, washing and ebolutions, 34 8 percent households depend upon hand pumps, stand posts, village wells or bore wells in the farmers' fields About 29 7 cent households exclusively depend upon hand pumps In the case of water requirements for animals 45 4 percent households use water from stand posts handpumps and wells in villages or farmers' fields This includes 26 4 percent households from stand posts/ hand pumps This is contrary to the guidelines issued by the RGNDWM in 1994

Householders access to public source



4.2.2 Distance of the household from the source

4.2.2.1 As per the guidelines issued by RGNDWM criterion is to cover those villages which do not have an assured source of water supply within a distance of 1 6 kms Subsequently this distance norm is reduced to 0 5 km From the survey of 1800 sample households, it is seen that 65 83 percent households, have access to public source within 50 metres while 19 78 percent households go beyond 50 metres to 100 metres distance. Only 2 89 percent households have to trek beyond 1 6 kms The table below gives the details :

Table 4.7

Householders access to public source

Distance from Residence (Metres)	Percentage Number of the households
< 50	65 83
51-100	19 78
101-200	4 83
201-500	3 06
501-1600	3 61
> 1600	2.89
Total	**100.0**

4.2.2.2 Most of the households have access to public source within their reach This demonstrates the RGNDWM and state Government's directive to locate the public sources within the reach of the household's residence is achieved

4.2.3 Accessibility of public source

4.2.3.1 Despite nearness to the public source the moot point is its accessibility Since the main objective of the rural water scheme is to provide safe and dependable drinking water, the regularity of its dependence, collected through household surveys shows that 83 percent householders have regular access to safe drinking water while 8 percent householders have occassional supplies Only 9 percent

householders do not have access on the day of the survey or permanently due to higher elevation of their residences or handpumps going dry In the case of householders having occasional supplies, it is mainly due to inadequate quantity released irregularly in the absence of rotation system On further questioning those respondents whether accessibility is denied on social considerations like untouchability the respondents said 'No' and told that in their villages there is no such ostracism among the village people and they share water with others

4.2.4 Reasons for dependence on natural source

4.2.4.1 Despite availability of water through piped water installations and hand pumps respondents depend also natural sources like village dug wells, borewells in farmers' fields, tanks, rivers/ streams either for drinking or cooking or bathing or washing or animals for the following reasons

Table 4.8

Reasons for dependence on natural source

N= 1800

Main Reasons	Percentage response
- Irregularity in supplies from public sources	7 78
- Erratic electric supplies	5 39
- Public sources becoming dry	8 33
- Irregularity in supplies, erratic power supplies lack of ground water and nearness of natural source	22 22
- Other reasons like inconvenient location, long waiting at public source, frequent breakdowns, poor quality of water	1 78
Sub total	**45.50**
- No problem	**54.50**
Grand total	**100.00**

4.2.4.2 From the above table it is seen that 22 22 percent out of 45 50 percent households attribute their problems to for irregularity in water supplies, erratic power supplies, drying up of ground water sources and nearness to natural sources Rest 54 50 percent respondents have no problems

4.2.5 Adequacy of water

4.2.5.1 On a question whether water supplied is adequate or not 51 22 percent households confirmed about inadequate supply. One reason for a higher percentage is the household survey conducted in May, 1998. The demand for more water is increasing partly due to increase in size of the households and improved life styles of householders

4.2.5.2 On a further query how the additional demand is met, 76 per cent respondents have reported to have resorted to other sources and only 24 percent respondents are contended by adjusting within the available supplies Conservation of water comes automatically with reduced availability

4.2.6 Quality of water

4.2.6.1 While discussing the potability some villages have reported availability of potable water and in other villages the water is reported to brackish Respondents views about the potability and salinity are as under

Table 4.9

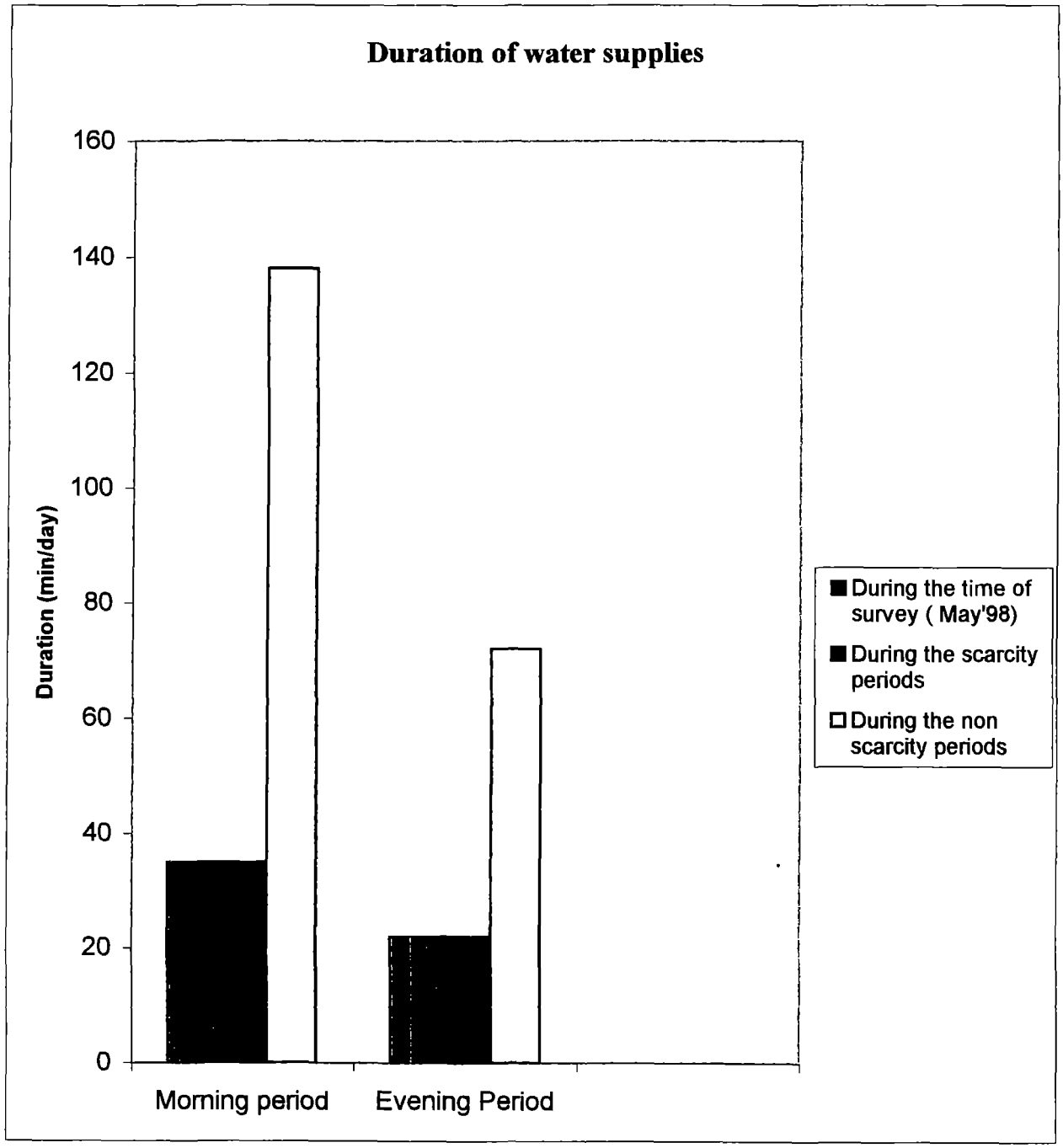
Distribution of households response to quality

(Percentage)

Quality	Response of the householders
Potability	91 78
Saline	8 22
Total	100 00

4.2.6.2 The above table indicates that water supplied is reported potable by 91 78 percent households Others complain salinity arising from handpumps There are no responses of water containing excess iron or bad smell during the survey

4.2.6.3 On further questioning 85 5 per cent respondents have reported the piped water supplies being tested regularly Only 14 5 percent respondents denied about the


Duration of water supplies
160
140
120
100
80
60
40
20
0
Duration (min/day)
Morning period
Evening Period
During the time of survey (May'98)
During the scarcity periods
During the non scarcity periods

tests being taken up regularly Hand pump water is not tested because it is presumed to be free from contaminaiton

4.2.7 Duration of water supplies

4.2.7.1 Piped water is available either in the morning or in the evening or both times in some villages. Information about the release of water in terms of duration of the period as reported by the respondents is under

Table : 4.10

Duration of water supplies

	Period	Duration (Minutes per day)
	A. Morning period	
i	During the time of survey (May'98)	35
ii	During the scarcity periods	35
iii	During the non scarcity periods	138
	B. Evening Period	
iv	During the time of survey (May'98)	22
v	During the time of scarcity periods	22
vi	During the non scarcity periods	72

4.2.7.2 The above table indicates that water is released for more duration in the morning than in the evening. In some villages water is released mostly in the morning From the perusal of data it is observed that either during the period of survey or during the scarcity period water is available for each household on an average for 57 minutes, but the quantity available is less because of inadequate supply In some households water was trickling and took 15 minutes to fill up a 15 litre plastic container Hence the per capita availability of 40 lpcd through piped water was not ensured in May 1998 in many households during survey period The distribution of supplies among the different householders was not uniform due to elevated location of some households, installation of booster, closed standposts In the non-scarcity season like rainy season and in winter season there is a positive signal indicating more than 40 lpcd There is thus, need to take advance action by identifying critical villages in the month of March every year for

sending tankers regularly The state government's perspective plan of formulating regional schemes by locating sustainable source of supplies deserves active consideration

4.2.7.3 Water availability through handpumps is a source of strength for all the households in the sample villages because of its availability through out the day Unfortunately some are defunct due to non-availability of ground water and due to lack of repairs. In some hand pumps the water is saline There are instances where some householders depend upon the handpump water even though it is saline in the absence of piped water. In some SC/ST areas where the hand pumps are located, the householders contend to take hand pump water some times instead of going to collect water from stand posts Desalinisation plants are not reported by the householders Householders desire piped water because it is available at their door step and the water is tested periodically Householders want some more hand pumps in their villages as stand by in case of erratic supplies from piped water. Hence the efforts of the state and Central governments to provide sustainable 40 lpcd are commended even though some householders are not getting as per norms during peak summer months

4.3 Operation & Maintenance (O & M)

4.3.1 The O & M of PWS or handpumps is maintained by the concerned panchayats Unfortunately these are not maintained properly for want of funds, lack of water either in the percolation well or in the ground or lack of proper knowledge about maintenance. There are internecine bickerings and disputes among the householders due to irregular water supplies. On a query seeking their opinion about the agency to operate and maintain the water supplies, 83.11 percent householders want panchayats to take up the responsibility. The reason is that the panchayats know their needs and maintain better distribution of the supplies despite temporary bickerings But 16 89 percent householders want the state government to maintain due to irregularity in supplies and incapacity of panchayat to regulate and control the supplies In case water is not available the

state government might send a water tanker to such villages Regarding their views about other agencies to maintain such as women's organisation or special committees, no house holder has any opinion about their capacity to undertake O&M

4.4 Payment of water rate

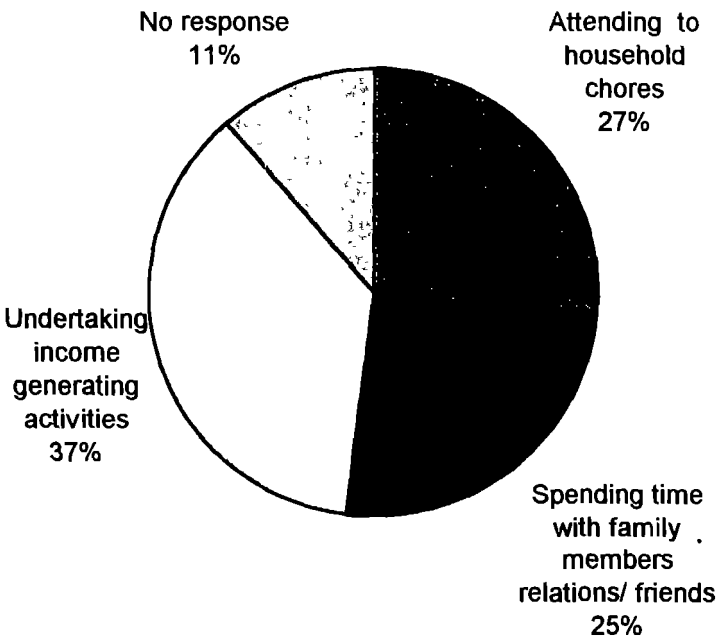
4.4.1 As mentioned already in Chapter 3, 74 percent villages are incurring losses in maintaining water supplies The important reason is that water rates are uneconomic, beneficiaries with house connections do not pay the water tax regularly Some beneficiaries pay the tax partly and others do not pay In some villages water tax is not collected for stand posts and even if it is collected it is between Rs 2 to 70 per annum There is no tax on hand pump users The average annual water tax paid by the householders is Rs 58.60 Except villages like Siddheswar in Satara district, Tandulwadi and Taklimiya villages of Rahuri taluka of Ahmednagar district, the existing rate of Rs 360 per house connection is not collected but resented by most of the householders The householders desire the state government to maintain water supply schemes as part of social obligation From the dependence of water supplies it is seen in earlier paragraph that most of the householders draw water from stand post or from hand pump This is a reason for average water rate paid to be low.

4.4.2 If the rural income per household per month works out to Rs. 1137 and 59 percent rural population is above poverty line there is no reason why house connection owners cannot pay Rs 30 per month fixed by the government For house connection, a deposit of Rs 500 is to be paid with panchayat Rich farmers are able to pay There is a desire among SC/ST households to have a house connection but these householders are unable to afford the initial deposit.

4.4.3 Contribution to capital investment

There is near unanimity among most of the householders not to contribute for any capital expenditure for new scheme or for strengthening the existing scheme

Utilisation of time saved



except in Padali village of Patoda taluka in Ahmednagar district. The answer is that water supply is a social service to be borne either by the Centre or by the state government There are suggestions for mobilising MPs' and MLAs' local area development funds for water supply schemes But in World Bank and bilateral assisted projects people's willingness to contribute for integrated development including sanitation is obtained Thus community participation to share additional capital expenditure or willing to pay higher water rate to meet O & M deficits is absent or passive

4.5 Project benefits

4.5.1 Time saved

4.5.1.1 Project whether conceived by the government or by a private enterprise is assessed in terms of profitability In the case of infrastructure facilities like rural water supply scheme implemented by the government where measurement in terms of quantitative gain or monetary gain can not be assessed, the alternative is to assess in terms of coverage of population, time saved with and without project situation and utilisation of time saved in trekking long distances in search of safe drinking water

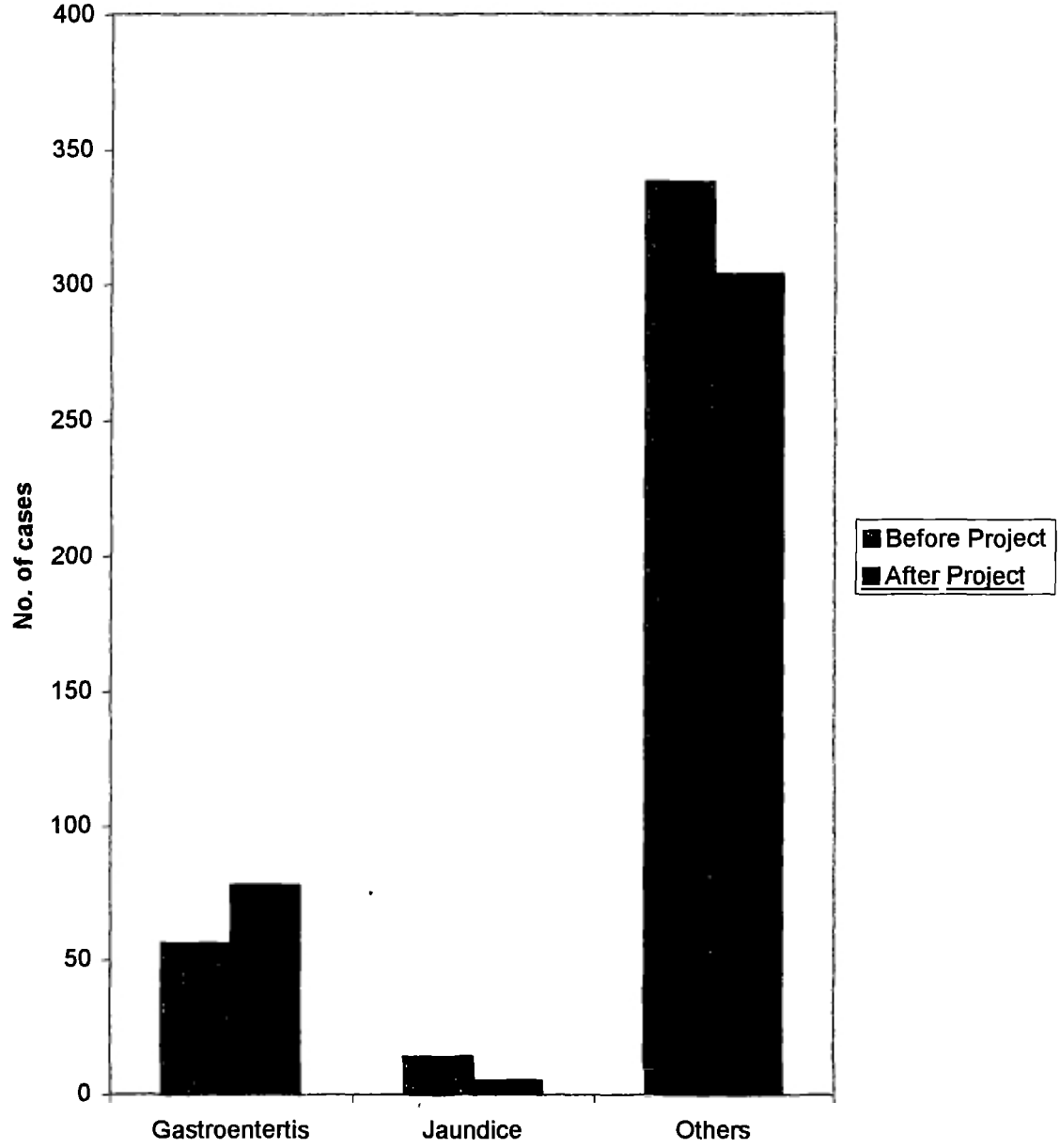
4.5.1.2 The response of the householders in the utilisation of extra time is as under

Table 4.11

Utilisation of Time Saved

Options	Percentage Share
- Attending to household chores	26 83
- Spending time with family members relations/ friends	25 06
- Undertaking income generating schemes like agriculture, farming, cattle rearing, daily labour etc	36 72
- No response	11 39
Total	100 00

Incidence of water borne diseases



4.5.1.3 The above table shows that 36 72 percent households spend time in income generating scheme like farming, cattle rearing, daily wage labour etc During the discussions some householders say that they used to hire labour for agricultural operations before the project Now with the time saved after the project, the same holders are not hiring labour but are themselves doing the farm operations The service sector householders spend their extra time with their family members or attending social functions

4.5.2 Incidence of water borne diseases

4.5.2.1 In the case of water supply projects, the objective is to provide safe drinking water for reducing endemic diseases and improve the quality of life Based on the survey about the number of households affected before and after the project, the number affected by various diseases before the project was 408 and the figure has come down to 387 after the project situation. Malaria and viral fevers are still prevalent before and after the project. The table below gives the nature of diseases before and after the project situation

Table 4.12

Incidence of water borne diseases

	Disease	Before Project	After Project
i	Gastroentertis	56	78
ii	Jaundice	14	5
iii	Others	338	304
	Total	408	387

4.5.2.2 The above table indicates about reduction of incidence of diseases on the whole but gastroenteritis cases are more In Anjeri village of Nashik taluka of Nashik district, there are more cases of gastroenteritis during the survey period The programme has a positive impact on the beneficiaries On further query whether there are savings in the medical expenses as a result of the scheme, the householders did admit some reduction but are unable to quantify

4.6 Sanitation

4.6.1 Sanitation status around public schemes

4.6.1.1 Public stand posts and handpumps are installed by the state government over a period of time with proper platforms and outlets initially Some householders installed piped water (PWS) connections either in front of their houses or in their kitchens Present situation is as under

Table 4.13
Quality status of sanitation of piped water schemes

(Percentage)

	Condition	Good	Satisfactory	Bad	Very Bad
I	Platform with drainage	6 5	8 5	1 6	0 1
II	Platform without drainage	2 5	39 6	4 3	0 1
III	Without Platform and without drainage	0 3	20 1	14 6	1 8
	Total	**9.3**	**68.2**	**20.5**	**2.0**

4.6.1.2 From the above table it is observed that sanitation around 68 2 percent of standposts and house connections is satisfactory and this includes 39 6 percent of them without proper outlets Sanitation is bad in respect of 20 5 percent PWS connection This includes 14.6 percent of them without platform and without drainage Sanitation around handpumps is satisfactory in respect of 72 percent handpumps But most of the handpumps do not have proper outlet facilities. In fact in some of the hand pumps water is getting stagnated for want of repairs Unless action is taken to repair the platforms, the dirty pools of water around the platform percolates and re-merges with contamination while pumping There does not seem to have any awareness campaign for better sanitation

4.6.2 Disposal of waste water

4.6.2.1 The disposal of household waste water is satisfactory in about 61 11 percent households and it is bad in respect of 13 22 percent households Only 25 67 percent households have good drainage system, In Saruli village, Wai taluka of Satara district, some householders installed drainage pipes in their kitchens

connected to main drain for disposal of waste water There is thus need to motivate the householders to improve sanitation on the lines of Sarur village

4.6.3 Sanitary Lavatory

4.6.3.1 On sanitary lavatory facilities it is found that 80 67 percent householders do not have lavatory facilities at their houses Only 19 33 percent householders have such facilities

4.6.4. Water purification

4.6.4.1 Householders in times of scarcities depend upon village well or pond or tank for drinking water It is usually not purified Even the householders are not being advised by the state government to use chemicals like alum or chlorine tablets or boil water In Anjeri village of Nashik taluka of Nashik district households are taking raw water directly by filtering through a cloth on the day of survey

CHAPTER - 5

SUMMARY AND RECOMMENDATIONS

CHAPTER- 5

SUMMARY AND RECOMMENDATIONS

5.1 GENERAL

5.1.1 As a result of efforts by the state governments\UTs and Central government 85 7 percent of rural population of India living in 13 18 lakh habitations is covered with safe drinking water as on 1 4 1997

5.1.2 Priority to provide safe drinking water to rural areas has been accorded since independence and necessary financial allocations are being made every year in Central and state\UTs plans to improve the quality of life and the health of the rural people

5.1.3 An amount of Rs 21739 00 crores was expected to have been incurred from 1951-52 to 1997-98 for undertaking schemes like hand pumps, piped water schemes linked to borewells, percolation wells by state govternments\UTs and Central government

5.1.4 Though the responsibility for providing safe drinking water lies with the state governments\UTs, Central government constituted the Rajiv Gandhi National Drinking Water Mission (RGNDWM) to provide financial and technical assistance to states\UTs to ensure sustainable safe drinking water and to create awareness among rural population

5.2 MAHARASHTRA STATE

5.2.1 In Maharashtra state 96 2 percent of rural population living in 85018 villages\hamlets is provided either fully or partially with safe drinking water as on 1 4 1997

5.2.2 Due to peculiar agro-climatic, hydrogeological formations in the state drinking water shortages continue to be very critical in the state

5.2.3 The demand for drinking water in the rural areas of the state has been increasing due to increase in rural population, new styles of living, migration on account of employment opportunities etc.

5.2.4 Rural public water schemes in the state are hand pumps drilled by Ground Water Survey and Development Agency, piped water schemes installed on percolation wells implemented by engineering wing of the Zilla Parishads and Maharashtra Jeevan Pardhikaran The completed schemes are handed over to village panchayats for operation and maintenance and government provides technical and financial assistance

5.2.5 To supplement the efforts of state and Central governments, integrated schemes with external assistance are under implementation in the selected districts of the state

5.2.6 A perspective plan to cover all habitations by 2000 AD at a total cost of Rs 7704 crores for making a tanker free state is under active consideration

5.2.7 In the sample districts the coverage of rural population with safe drinking water fully or partially is 95 2 percent.

5.2.8 The percentage of rural population in the state above the poverty line in 1987-88 is 59 2 percent.

5.3 SAMPLE VILLAGES

5.3.1 The coverage of population with safe water supplies in 120 sample villages spread over eight districts with full or partially covered in May 1998 is 89 percent of the total village population (including 9 percent SC\ST population) The rest 11 percent population (including 2 percent SC/ST population) is without any safe water supplies

5.3.2 Sixty percent of handpumps, 82 percent of public stand posts and 92 percent of house connections are in working condition at the time of survey

5.3.3 The main reasons for the hand pumps being defunct are lack of sufficient ground water, salinity problem, availability of piped water, lack of repairs due to fund

constraints and excess pumping by irrigation sector leading to depletion of ground water

5.3.4 The important reasons for the public stand posts going out of use are inadequate water in the percolation wells, increase in number of house connections, higher elevation of some houses, unsuitability and closure of some public stand posts because of their creation of unhygienic surroundings, illegal installation of boosters by neighbours, leakages in the pipes etc

5.3.5 In 82 5 percent villages, the hand pump water is potable while it is saline in the remaining villages

5.3.6 In 87.5 percent villages the water from piped water supplies is potable

5.3.7 Quality of water from piped water schemes is regularly tested TLC powder is mixed periodically in the percolation wells

5.3.8 Water co-ordination committees are set up in 84 percent village panchayats

5.3.9 In forty four percent villages, there is demand for more piped water schemes while in 31 percent villages more hand pumps are demanded

5.3.10 Locations of public water schemes are generally selected in general in consultation with the panchayat members and residents of that particular locality

5.3.11 Community participation is passive in most of the villages because of differing views Some contend that panchayats are capable of taking care of their needs of the villages whereas others have doubts and complain against their panchayats being parochial and incapable of taking care of villagers' interests

5.3.12 As the net work of rural water supplies is vast it is difficult either for Central government or state government to make the scheme sustainable without community participation

5.3.13 Women participate in decision making including locating public water schemes as panchayat member or as members of the water users' committees only

5.3.14 About 88 5 percent of FC villages continue to be FC villages in sub sample survey while the rest 11 5 percent villages turn out to be PC villages About 93 3 percent partially covered villages continue to be partially covered villages Only 6 7 percent partially covered villages became "No source villages" due to drying up of the sources

5.3.15 A ray of hope has heralded among 77 percent NC villages as they turned out to be FC or PC villages in the sub sample.

5.3.16 With the decentralisation of powers of panchayats, operation and maintenance of water supply installations rests with them Alas ! 74 percent of villages are incurring losses on account of poor or no recovery of water rates, lack of cohesive action by the community, no preventive maintenance, weak supervision and rough handling of the assets leading to breakages, insufficient grants

5.4 HOUSEHOLD HIGHLIGHTS

5.4.1 The average size of the household is 6 86 among 1800 households and joint family system still exists among them.

5.4.2 Agriculture farming accounts for 63.16 percent of the total households followed by 19 56 percent as agriculture labour Business and service sector accounts for 14 22 percent

5.4.3 SC and ST population forms 36 percent of the total population in the household survey

5.4.4 Illiterates among the heads of the household account for 29 percent only

5.4.5 The average monthly net income per household from all sources is Rs 1137 and the per capita income per month works out to Rs 166

5.4.6 Nearly 47 percent of the households draw water for drinking and cooking from hand pumps and public stand posts Dependence of households on handpumps alone is 19 percent for cooking and drinking

5.4.7 More than 30 percent households depend upon all sources including village dug wells, borewells or dug wells in farmers fields for bathing, washing, ebolutions and animals

5.4.8 Location of hand pumps and public stand posts is within the arm's length (<50metres) for 65 83 percent households

5.4.9 On an average 83 percent households have regular access to water supply either from hand pumps or from public stand posts and house connections Other have occasional or no access

5.4.10 Accessibility to public sources is not denied to any householder from SC/ST population on grounds of untouchability and ostracism

5.4.11 Potable water either through hand pumps or piped water scheme caters to 92 percent households

5.4.12 Despite regular access, water received as "inadequate" is reported by 51 percent households on account of increase in size of the households, their improved lifestyles

5.4.13 Water is available even in scarcity period for 57 minutes for each household per day under piped water installation. However the quantity available during that period is less Distribution of this period varies among different households on account of higher elevation of their houses, installation of boosters by the well to do households, leakages in pipelines In non-scarcity period it is available for more than 200 minutes per day per household to meet the total requirements

5.4.14 The efforts of the Central and state governments to provide 40 lpcd of water from all public sources are commended even though some households on the average are not getting water as per norms during scarcity period

5.4.15 Despite financial losses incurred by the majority of village panchayats in running public water schemes 83 11 percent households still hold the view that the panchayats are appropriate agencies to take the responsibility of O&M of these schemes

5.4.16 Poor recovery of water tax is a major irritant for water supplies to be in the red The average water rate paid by a household works out to Rs 58 60 per year

5.4.17 The revised water rate of Rs 360 per year from 1 4 98 for each house connection is resented by majority of the user households

5.4.18 Before the project 76.06 percent households used to trek a distance of more than 1 6 km daily to fetch potable water.

5.4.19 The time gained with the project situation by each household works out to 2 10 hours on an average per day and saves extra calories in trekking

5.4.20 The time gained is utilized by 36.72 percent households either in agriculture farming or as daily wage labour, while 25 06 percent households belonging to service and business sector spend extra time with family members

5.4.21 There is a general reduction in the incidence of endemic diseases among households after receiving public water supplies

5.4.22 Sanitation of piped water schemes around public stand posts and house connections is just satisfactory among 68 2 percent This includes 39 6 percent schemes with platforms but without drainage The corresponding percentage is 72 percent among hand pumps

5.4.23 Disposal of household waste water is good among 25 67 percent households while it is satisfactory among 61 11 percent households

5.4.24 Sanitary lavatory facilities like septic latrines or pour-flush latrines are non-existing among 80 67 percent house holds

5.4.25 There is near unanimity among all the households not to contribute for any capital expenditure in cash or voluntary labour. The suggestion is for pooling all MPs' and MLAs' local area development funds for construction of more public water schemes in the villages

5.5 RECOMMENDATIONS

5.5.1 In view of fast depleting groundwater resources and non availability of water in the percolation wells, the perspective plan formulated by the state government needs implementation on war footing so that water is supplied on sustainable basis at least 40 lpcd in critical periods.

5.5.2 In view of the constraint for financial resources by the state, the target to provide safe water for 2000AD is a stupendous task. There is need to seek external assistance to accelerate the programme or expedite the ongoing projects to derive the benefits early

5.5.3 Part of local area development funds of MPs' and MLAs' need to be mobilised in the critical and 'no. source' villages to expedite the schemes.

5.5.4 Advance action or a contingency plan is needed in the month of March every year to identify problem and no source villages so that prior actions to send water tankers or alternatives are initiated

5.5.5 GSDA should install more hand pumps subject to hydrogeological feasibility before on set of summer. Drilling up to deeper depths in the months of March or April may be tried. Even water is brackish, households need such water for use other than drinking\cooking purposes. This is necessary to arrest FC villages slipping in to PC villages.

5.5.6 The existing hand pumps requiring repairs need immediate attention to make them functional.

5.5.7 There is a need for constant monitoring of water levels and depths of wells by the government agencies in the problem villages and by involving the panchayats or community so that water budget for each village every year is prepared to conserve and share the limited supplies equitably. The village water co-ordination committees which are dormant should be activated.

5.5.8 Due to indiscriminate exploitation of groundwater for irrigation because of existence of subsidies for construction of wells, tubewells, electricity charges the groundwater levels are going down. The groundwater legislation needs implementation scrupulously.

5.5.9 Recharge of groundwater in the critical areas through co-ordinated activities like water and soil conservation, environmental protection with line departments is needed immediately so that water through handpumps is available during summer months and improves the water level in the percolation wells

5.5.10 As demand for water outstrips supplies on account of increase in size of the household, increase in rural population, improved life styles, equitable

distribution is needed through rotation with active involvement of the community and panchayats. Initiative should come from Chief Executive officer of the concerned district along with local political leadership.

5.5.11 *Erratic supply is the biggest culprit which puts piped water supplies in jeopardy An assured time period in a day for a minimum duration of six hours is required to fill up the tanks (ESR or GSR). Action is to be initiated with state electricity board.*

5.5.12 *Electric motors get burnt due to high voltage fluctuations and negligence of pump operators. The responsibility on pump operator needs to be fixed by making reasonable payment instead of Rs 300 or 500 per month. The operator should be trained and made to maintain record of the daily operating hours. Part of the 10 percent central grant may be earmarked for salary of pump operator. The pump operator should be under administrative control of state government but day to day supervision by the panchayat.*

5.5.13 *In the inaccessible area or erratic power supplies, installation of diesel pumpsets with 5HP or 7.5 HP with the assistance of NGO's or private contractors may be sought. The O&M expenditure may be shared by the Centre and state government or the 10 percent grant given by the Centre for O&M should be earmarked for such villages to meet the entire O&M expenditure Tax concession under section 35 AC of the income tax act 1961 may be availed by NGOs or others.*

5.5.14 *In view of the losses incurred by panchayats due to poor recoveries, uneconomic water rates, resentment to pay higher water rates, a vigorous drive with incentives and disincentives by the panchayats atleast in F.C. villages with an appeal to convince the willful defaulters by Chief Executive officer of the district is necessary.*

5.5.15 Sarpanchs and members of the panchayats should initiate action by first paying their dues by setting an example to others. Panchayat institutions can meet the local aspirations and demands more efficiently than receiving suggestions from above

5.5.16 Political leaders irrespective of party affliations and state officials should tell categorically that community should be actively associated along with panchayat for proper up keep and work as watch dog in the preservation of the assets. A proper social and political climate has to be created with constant interaction to instill among the villagers that they can administer themselves better than impositions from above. Community empowerment is the key to ensure project sustainability and reduction of costs.

5.5.17 If a sarpanch is elected for a full term but hails from SC or ST or a woman groups, powerful and vested interested community in that village tries to dominate decisions in their favour. Things become worst when these sarpanches are illiterate and are agriculture labour. In such a situation Chief Executive officer should monitor and solve their problems in the interest of village community

5.5.18 To keep the river water free from pollution there is need to control the effluents as happening in Sansari village in Nashik taluka, Nashik district. Social awareness among the industrialists and military establishments should be created to prevent environmental pollution. Alternative arrangements for providing safe drinking water for such villages should be the responsibility of those who pollute the river. State government should protect the interests of the villagers.

5.5.19 SC, ST and other backward classes in the villages also prefer to have house connections to avoid daily routine of exertion by using hand pumps and consequently lose calories on this account by their women and children. As they cannot afford a one time deposit of Rs 500 for owning a house connection, the

Ministry of Health and Family Welfare may offer to pay their deposits on their behalf who opt for sterilization. A pilot project in selected villages may be initiated by RGNDWM in association with Ministry of Health and Family Welfare. For such households a further concession in payment of water tax for 5 years may also be considered.

5.5.20 *Where water supplied is turbid, state government officials should advise villagers to add chemicals like alum in turbid water for dissolving the particles or boil water for preventing water borne diseases.*

5.5.21 *Platforms around public stand posts and hand pumps need repairs and proper drains are to be constructed from maintenance funds before the onset of monsoon. This would avoid percolation of polluted water and prevent reemergence of such water through hand pumps.*

5.5.22 *Rural sanitation in the form of providing subsidy to SC/ST households for construction of rural 'pour flush' latrines and drains through JRY funds needs to be examined afresh in the context of objectives and their utilisation on sample basis. There is need for integrated approach as is being done in the case of World Bank assisted projects.*

5.5.23 *Wide hoarding boards and publicity in every village through Marathi language need to be displayed for conservation of water and also hazards of taking polluted water at prominent places near hand pumps, public stand posts, etc*

5.5.24 *DWCRA should be involved in extension measures to make women aware of the need to observe proper hygiene and sanitation at home and around their houses.*

5.5.25 *Village panchayat should monitor the water supply position on a particular day in a month say 15th and the same to be transmitted to district authorities. RGNDWM may make use of NICNET for consolidating the data for all districts in the country*

so that the position of water supply for a particular day in a month throughout the country is known for taking remedial actions.

5.5.26 *Despite huge investments, there is no systematic monitoring at the village level There is need for system and management information system by covering the details of installation with dates, number of bores made, status of handpumps and piped schemes quality of water, financial position of the panchayat, recoveries made, numbers of complaints, results of laboratory test etc.*

5.5.27 *In order to ascertain the sustainability on regular basis, a concurrent evaluation of atleast ten households in each of the five villages in the state located in different agro climatic and hydro-geological zones for ascertaining the availability in terms of duration and quality of water per day for five days in a month to be conducted over 12 months is necessary to identify the bottlenecks and measures taken to remove the deficiencies. RGNDWM may identify a reputed organisation to undertake this job.*
