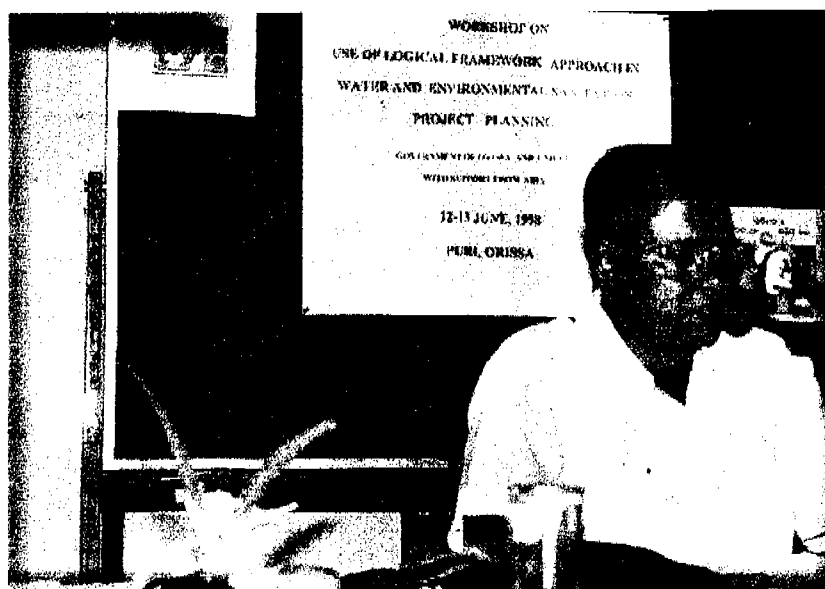


**PROCEEDINGS OF
NATIONAL & STATE LEVEL WORKSHOPS
ON USE OF LOGICAL FRAMEWORK APPROACH
IN PLANNING AND MONITORING OF
INTEGRATED WATER & SANITATION PROJECTS**

12 JUNE-21 SEPTEMBER 1998



UNICEF

WITH ASSISTANCE FROM

SWEDISH INTERNATIONAL DEVELOPMENT AUTHORITY (SIDA)



**PROCEEDINGS OF NATIONAL & STATE LEVEL WORKSHOPS ON
USE OF LOGICAL FRAMEWORK APPROACH (LFA)
IN PLANNING WATER AND SANITATION PROJECTS IN UNICEF-ASSISTED
STATES SUPPORTED/FUNDED BY SIDA (June - September 1998)**

BACKGROUND:

The Government of Sweden through SIDA is assisting UNICEF, India by contributing to the National Rural Water Supply and Sanitation Programme in India. The mutually agreed objectives of the Programme are :

- The contribute to Government of India's goal of reducing mortality, morbidity and malnutrition among children below 5 years and to reduction of the drudgery of women
- To reduce water and sanitation related diseases through improvement in the provision of water and sanitation facilities

The Programme interventions are to be supported in the five states identified by UNICEF as high priority states :

1. Orissa
2. Madhya Pradesh
3. Rajasthan
4. Bihar and
5. Uttar Pradesh

The Programme is to be monitored using the LFA as a tool. An LFA matrix was prepared in which the Goal and Objectives were narrated and defined using Objectively Verifiable Indicators, which were mutually agreed between SIDA and UNICEF. Six key Outputs and separate baskets of activities which could result in these six outputs were also proposed in this basic version of the LFA matrix which was shared with each of the five "intensive" Programme states (above). UNICEF State offices then developed State-specific LFA matrices in consultation with their partners.

Since UNICEF's partners -in the Government and NGO sectors- are generally not oriented in using the LFA as a planning tool, two-day State level workshops were organised in each of the five states. UNICEF's counterparts from two districts-one in Orissa and another in West Bengal- who have been using the LFA as a planning and monitoring tool in district based integrated water/sanitation projects, provided resource support. These workshops emphasised the following:

- The logical hierarchy of Goal, Objective, Outputs and Activities in the LFA
- Need for Verifiable Indicators and Means of Verification
- Risks/assumptions
- Examining the Goal, Objective, Outputs and in that context devise Activities
- Setting the OVIs/ MOV for Outputs, Activities
- Roles and responsibilities for all stakeholders
- Major monitoring milestones
- Environmental considerations specifically the effects of use of leach-pit latrines on ground water
- Gender mainstreaming

The format for the workshops was as follows:

- ❑ An introductory session in which the situation in the drinking water and sanitation sector in the State and the identified project district, the specific needs of the project district, the shift in priorities from hardware to processes, from water to sanitation/hygiene and the need to reduce subsidy and promote sharing of costs of infrastructure by individuals and communities was discussed
- ❑ A session on the concept of the Logical Framework Approach, in which the emphasis on achievement of Outputs and Objectives and not completion of Activities alone, the need for a common understanding of Project Goal/ Objective/ and Outputs among all stakeholders, the need for developing Verifiable Indicators of project progress which are objective, measurable and sensitive and the recognition of risks to achievement of project purpose were discussed for its application in the present project
- ❑ A session emphasising the key approaches to be adopted in the present project: the reduction in disparities in services, devolution of responsibilities to communities, sustainability by encouraging private initiative and use of social marketing strategies, and finally convergence of action at community level
- ❑ Group work sessions in which the participants broke up into groups and jointly worked out the LFA matrix by
 - Defining the objective (project purpose) and outputs keeping both the national plan as well as the State-specific situation in mind
 - Identifying activities which will be taken up to achieve the outputs while ensuring that gender and sustainability issues are addressed
 - Setting Verifiable Indicators for the Objective, Outputs and Activities as well as the Means of Verification and identifying important assumptions under which they can be achieved

The summary of proceedings of the state level workshops is as follows:

1. **Orissa:** The first workshop in the series was held in Puri (the headquarter of the selected district) on 12 & 13 June, 1998 in which project Officers from the other four States and from the Country Office of UNICEF also participated to generate a common understanding as well as methodology for Project implementation. UNICEF's major funding partners in the WES sector were also invited to this workshop. A representative from DFID participated.

Puri was selected as the Project district because of its poor sanitation status, salinity in groundwater, and because of the presence of a good network of NGO's. The workshop was attended by more than 40 participants from among the potential partner organisations- both from the government and non-government sectors. The Principal Secretary of the Rural Development Department, which will be the nodal organisation for implementation of the project, inaugurated the workshop and was present throughout. Among the other participants were the District Rural Development Agency, the representatives of the



Ms Mohanty ,Chairperson Zilla Parishad, Puri and Mr C.Basu,
Secretary Panchayati Raj Dept (GOO) in the Orissa workshop

Health, Rural Water Supply and Sanitation Organisation, the Primary Education wing, the district Social Welfare Organisation, The Puri District Milk Union – a cooperative structure, which will play a crucial role in social mobilisation activities and the Panchayati representatives- from district and block levels. The Secretary of Panchayati Raj department participated on the second day and specified the role and support of the Panchayati Raj



Group discussion in the Orissa workshop

administration. It was agreed that a social marketing approach would be adopted to promote sanitation and hygiene promotion will form a key component of the programme. The project will pilot the reduction of subsidy in the State supported programme to a flat minimum to promote the basic single pit design.

2. **Madhya Pradesh:** Sehore was selected as the Project district because of its poor water/sanitation coverage in spite of its proximity to the State capital. The workshop was held on 29 & 30 June at Bhopal, the State headquarter. The Principal Secretary, Rural development department and the Secretary of PHED participated. The State Missions on drinking water and Control of Diarrhoeal Diseases (CDD), PHED's representatives from Sehore district – the identified project district, representatives of Health department, State level and grassroots NGOs participated. The LFA, which was worked out, laid emphasis on improvement of water quality, community mobilisation, development of alternate delivery systems and hygiene promotion through village based campaigns.
3. **Rajasthan:** The workshop was held in Jaipur on 3 & 4 July. Senior functionaries of PHED, health and Education departments of Govt. of Rajasthan and prominent NGOs constituted the group of 34 participants. The selected district- Tonk was well represented by both government and non-government functionaries. Since several participants had earlier been involved in the SWACH project which had also adopted an integrated approach and some had also been exposed to the concept of LFA in other SIDA assisted projects, the quality of group work in this workshop was richer. Water quality – presence of fluorides in ground water- featured prominently as a concern area, as also the need for increasing coverage and use of sanitation facilities by encouraging private initiative. Promotion of hygiene and sanitation through the school network would also be a major activity.
4. **Bihar:** East Singhbhum district, a tribal dominated district was selected as the project district. The workshop was held on 22/23 July in Jamshedpur, the district headquarters and was attended by wide range of government and NGO representatives totaling more than 40. The Chief Engineers of PHED, Head of the HRD Cell of PHED, district development officials, Medical officers of the district, and major NGOs were the participants. PHED functionaries and NGOs from neighboring Ranchi district, where an integrated water/sanitation (CDD-WATSAN) strategy is under implementation were also invited to participate. The Principal secretary, PHED participated actively throughout as a facilitator as well as a participant. In view of the rather dismal coverage in the sanitation sector, it was agreed that a complete reorientation is necessary in the present project. The need to adopt a social marketing strategy and move away from the hitherto used subsidy-driven approach was agreed upon. Since the State has already been experimenting with community-based hand pump maintenance, it was agreed that this would receive priority.

The workshop recommended a set of key indicators to be developed as baseline measures which would then be used for mid-term and for end-line evaluations.

5. **Uttar Pradesh:** Tehri has been selected as the project district and therefore the workshop was held at Dehra Dun, which is a central point in the region. The workshop itself was organised by a local NGO which has a strong presence in the region and was attended by more than 30 participants from UP Jal Nigam (the nodal organisation responsible for rural water supply), Panchayat Raj department, Rural development dept., State HRD Cell, district officials dealing with primary education and health programmes and active NGOs from the area. The Chief of UNICEF's State office in Lucknow participated fully and the Project Officer, Nutrition also participated to ensure the necessary convergence with other sectors within UNICEF's own programming. Water availability is clearly a problem in the area and it was agreed that efforts would be made to reach the unreached population using all resources. Intensive village level activities would be carried out for promotion of hygiene and sanitation through NGO networks. Planning and monitoring by communities would be a key feature in this project. The final Plan of Action document would be prepared using the strategy of Community Convergent Action.

Some of the common features in all five projects were:

- Convergence and coordination with other sectoral programmes within UNICEF
- Pooling of resources- financial and human resources from project partners
- Adoption of a common programme strategy irrespective of the source of funding
- A conscious attempt to encourage private initiative
- Development of project monitoring indicators and project management structure in discussion with all project partners
- Participation by NGOs as equal partners

NATIONAL WORKSHOP

To conclude this process of consultation a national workshop was held in New Delhi on 21 September 1998 in which partners from all five states participated. The list of participants is enclosed in **Annex 1**.

Objective

The primary objective of this workshop was to share the experiences of the five states in using the LF approach in planning the respective state projects. The emphasis was not on discussing the LF matrices, per se, but rather on bringing out the specific problems in the Water/Sanitation/Hygiene sector that the SIDA program is addressing and the strategies being adopted to find solutions to these problems. An implicit purpose was also to sensitize the Rajiv Gandhi National Drinking Water Mission (RGNDWM) of GOI to the methodology. UNICEF's funding partners-DFID and the Dutch (RNE) were also invited besides SIDA. It was felt that this would provide an opportunity to share the concerns and priorities of the donors with the State level partners. The agenda of the workshop is enclosed as **Annex II**.

Proceedings :

The workshop opened with a welcome address by Mr. R. Talbot, Chief, WES/ICO, UNICEF. This was followed by a short address by Mr. Subbiah, Deputy Secretary,

RGNDWM in which the priorities and shifts in GOI's sector strategy for the ensuing 9th plan period were outlined. Mr. Subbiah stressed on the following aspects of the emerging program :

- Government will increasingly take up the role of facilitator rather than provider.
- Devolution of power to the community and simultaneous empowerment of Panchyats to take over responsibility.
- Sharing of O&M costs by Panchayat / user groups.
- Integration of Water and Sanitation programmes rather than two parallel programs.
- Sustainability of systems and sources.

In concluding his introductory address Mr. Subbiah remarked that the proposed 9th plan period will be used as a transition/experimental phase to pilot new approaches. In this context, the qualitative importance of external donor support was also emphasised. Drawing reference to an opening remark by Mr. Talbot that the donor support (including both multilateral and bilateral donors) in the water and sanitation sector in India has rarely exceeded 3% to 4 % of the total allocation. He reiterated the crucial complementary function of this donor support. These external inputs helped in testing out innovative approaches.



Mr R. Talbot, Chief, WESS, UNICEF and Mr Subbiah, Deputy Secretary, RGNDWM at the national workshop

This was followed by a brief presentation by Mr. Talbot in which the nature of UNICEF's support to GOI's Rural Water Supply and Sanitation programme over the last three decades was summarized. The following core elements of UNICEF's sector program – now renamed Child's Environment were stressed:

- The contribution to development of National IEC strategy
- Promotion of hygiene and sanitation in schools
- Creation of Alternate Delivery System/Credit Mechanism
- Decentralized Handpump maintenance and community based water quality surveillance.
- Convergence with Health/Nutrition/Education sectors
- Introduction of the concept of community monitoring

The shift to rights-based programming approach will be an important strategic change during the next 4 year period. The need to act urgently to preserve the fresh water resources of the country was also emphasised .

In concluding, Mr. Talbot presented the rationale for shift in emphasis in UNICEF's programming. Areas like capability building in drilling and guineaworm eradication do not require additional UNICEF support any more. On the other hand urban environment, water quality and hygiene promotion in schools are areas in which there are no existing viable models for replication. UNICEF's efforts during the next MPO will concentrate on developing pilot strategies in these latter areas, while assisting the government in taking up other activities such as the promotion of alternate delivery systems and expansion of the range of options in rural sanitation.

The introductory session ended with a brief recapitulation by Mr. Dipak Roy, from UNICEF of the process adopted in using the LF approach in designing the integrated WAT/SAN project with SIDA assistance in the 5 states. Reference was made to the advantage of using LFA as a planning tool :

- Coherence between inputs, outputs, objective and goal of social development projects.
- Ensuring achievement of objective and outputs rather than activities and financial expenditures alone
- Fixing realistic and objective indicators verifiable through means mutually agreed between partners/stakeholders in the project.

PRESENTATION OF STATE PROJECTS

The **Principal Secretary, RD&PR Govt of Rajasthan** prefaced the next session by providing an overview of the progress made in the sector in the country with specific reference to the areas needing attention in Rajasthan. Some important observations he made were:

- The problems are enormous, and government interventions particularly in the sanitation sector are recent. Hence all inputs are welcome, particularly in the context of the support being received from donors.
- Inter - sectoral convergence is extremely crucial particularly when large scale social mobilization is required. The recent experience of the Pulse Polio Immunization has established clearly that it is indeed possible to achieve effective convergence when the need arises.
- The emphasis has to be on preventive aspects rather than on curative aspects, otherwise resources tend to be used more for crisis management.
- Panchayati Raj sector needs to be recognised as an important stakeholder. It is important to develop capabilities within Panchayats by allocating necessary resources as done in Kerala.
- Decentralized and micro-level planning would ensure that the decision making process as well as the means of verification are close to the people

The presentation of summary of decisions reached in the State LFA workshops and the modalities of implementation of the programme followed.

RAJASTHAN:

Mr. Sudhesh Pal Additional Chief Engineer, PHED Rajasthan gave a presentation of the process to be followed in the state project. Tonk has been selected as the project district for the following reasons :

- Proximity to State Headquarters and therefore ease in monitoring
- Almost complete drinking water coverage (more than 99 % population covered).
- Water quality problems – high fluoride content in ground water (3 p.p.m.)
- Funds available under ARWSP can be dovetailed with likely SIDA assistance.

The problems / key issues identified in the sector are :

- Sustaining the drinking water sources already created

- Providing alternate water sources where conventional sources are not feasible
- Giving priority to quality of water
- Household security of drinking water
- Promotion of total sanitation which includes personal hygiene, handling and storage of drinking water, disposal of waste water at household level, disposal of human excreta, disposal of garbage & community sanitation
- Involvement of children in dissemination of the messages of health & sanitation
- Community ownership and management of the water and sanitation interventions.

The strategies to be adopted in Tonk are :

- Using water as an entry point for community mobilization
- Addressing the needs of marginalised groups, specifically women's groups
- Demand creation and supply through alternate delivery system
- Intensive social marketing – moving away from subsidy
- Sanitation through schools
- Sanitation as a package of seven elements
- Emphasis on use of facilities

A crucial task to be achieved in Rajasthan through the integrated project is capacity building within Panchayat institutions (Zilla Parishads and Panchayat Samitis) to manage drinking water resources. Rajasthan has already taken an administrative decision to devolve management responsibilities of tubewells/handpumps. However, the efficiency of the Panchayati Raj System in actually maintaining a high proportion of pumps in working order has not been established. It has been strongly felt that panchayats need to be empowered and capabilities built to actively own this management responsibility.

The LFA matrix for the Tonk project was presented.

Monitoring :

Communities will have a major role in monitoring various activities. Fortnightly meetings are proposed to be held at village level and Panchayat level. At the block and district level, monthly monitoring meetings will be held under the leadership of the district collector. This process will feed into quarterly state level review meetings.

ORISSA

The opening remarks were made by the Director, Rural Development Deptt, Mr. D.N. Mishra who emphasised the difficult ground conditions in Orissa relating to community ownership and management. The election of Zilla Parishads in the state after 36 years makes this institution extremely weak and inexperienced. Besides, there is a great deal of reluctance to actually devolve power to Panchayats, which makes decentralization that much more difficult. Major policy decisions taken recently with regard to launching of a state mission on sanitation and handing over of handpump maintenance and implementation of Rural Sanitation Program responsibility to Panchayats in a phased manner, form the basis for launching the SIDA assisted project in the state. However, the state is yet to tackle difficult issues like cost sharing and user charges.

The outline of the district project and strategy to be adopted as well as monitoring indicators were presented by the District Collector, Puri. In his presentation, Mr. Mahapatra provided;

- The basic demographic, socio-economic and health indicators of the project district.
- The progress in the water and sanitation sector in the district
- Communication and social mobilization strategy to be adopted
- Key activities to be carried out in the project
- Monitoring and program management
- Summary of the LFA matrix

MADHYA PRADESH

Mr. Patil Advisor, Technology Mission, Government of MP, Public Health Engineering Department (PHED) Bhopal made the presentation of the Sehore district project Plan of Action. This district was selected for project implementation because of its proximity and high water supply coverage as opposed to poor sanitation coverage in rural areas. The project partners identified are:

- PHED
- District development administration
- Panchayat/Zilla Parishad
- Health department
- Education Department
- NGOs

After the state level workshop held in end June in which the LFA matrix for the project was developed, the key stakeholders have met in a district level workshop to identify their respective roles and responsibilities which are as follows:

- The PHED will act as the nodal agency and will provide technical support as well as monitor the project progress using the LFA indicators
- Sehore district administration will coordinate the project activities and ensure convergence between the secondary stakeholders. The district administration will also contribute complementary financial and human resource support, besides being responsible for monitoring of the project outputs.
- The district unit of PHED (Sehore Division) will be responsible for project implementation and monitoring of activities.
- Panchayats will ensure decentralized decision making and people's participation.
- NGOs will be responsible for awareness creation, social mobilization, training and evaluation.
- Finally, UNICEF will provide technical support and assist the project by advocating for necessary policy level changes.

Monitoring

- Village level – monthly reviews
- Block level – bi-monthly reviews
- District level – quarterly reviews and mid-term evaluation to review strategy

Gender Issues to be addressed

- Gender disaggregated data at activity and output level will be collected
- Technology Choices will be sensitive to women's and children's concerns
- Community management groups will have adequate representation of women.

BIHAR

East Singhbhum district has been identified as the project district for the following reasons :

- Pockets in the district unreached with safe water because of difficult access
- Low yielding bore wells
- Ineffective repair and maintenance system for Handpumps
- Low sanitation coverage
- Lack of awareness of sanitation and hygiene among the rural people
- Lack of alternate delivery infrastructure in the sanitation sector
- No systematic data base in WATSAN sector

However, the presence of a good NGO network will be an advantage in the district. Besides, in neighbouring Ranchi district an integrated strategy for control of diarrhoeal disease and water /sanitation. (CDD-WATSAN) is under implementation for more than four years. The PHED has the necessary experience of working across sectors including the NGO sector in Ranchi district and this inter-sectoral experience will be an added advantage.



Participants from Bihar in the national workshop

Partners:

The partners in the project will be:

- Department of Public Health and Engineering (PHED), Govt of Bihar
- District administration of East Singhbhum district
- Users of WATSAN facilities

The responsibilities of the various partners have been identified as follows :

State Government

- Provide overall support for successful implementation
- Making funds available for planned activities
- Coordinating and timely monitoring of the programme status
- Making necessary human resource available for the project

UNICEF

- Provide required financial support subject to satisfactory progress and periodic review of programme

- Provide required support of technical resource persons for organising specialized training programmes
- Overall monitoring and review of programme implementation
- Coordination between Government, NGOs and different departments

Dist. Administration

- Coordination between inter-sectoral departments and NGOs for timely implementation
- Review and monitor the progress and achievements monthly
- Administrative support wherever required to nodal agency

PHED

- Function as nodal agency and coordinate all project activities in the district
- Organize monthly review meetings
- Provide technical/administrative support to implementation of activities as per approved plan of action
- Inform the status of programme implementation to Govt. and UNICEF regularly
- Timely submission of utilization of funds to UNICEF
- Development of work plan and estimation for POA
- Submission of annual Report on project progress

Implementing Agency

- Implement the project activities as per agreed plan of actions
- Prepare and present monthly status of achievement to district coordination meeting and UNICEF
- Submit the report on utilization of funds to nodal agency and UNICEF in time

Users

The users of the services provided during the project period have the major role to play in maintaining the resources.

The user community is expected to play the following role:

- Maintaining the water resources for sustainable supply by resource generation
- Keeping the environment near water sources clean
- Maintaining the sanitation facilities and using them regularly
- Supporting the village WATSAN committee, Caretaker and Hand Pump Mechanic to function effectively.

The key activities and outputs to which they relate are as follows :

ACTIVITIES AND THEIR RELATED OUTPUTS			
WATER			
Sl no	Activity	Related to Output	Project Objective
1	State and District level workshops, Block level meetings	Advocacy for improved access to use of safe water	Contribute to Reduction in Water borne diseases and improvement in the provision of safe drinking water to ensure universal access to safe water

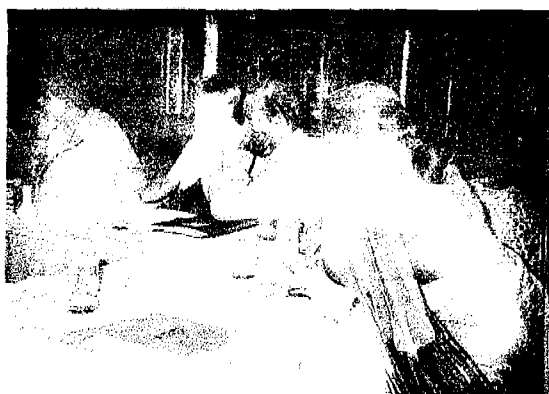
2	Developing Training Modules and Training of PHED/NGO & Village level functionaries and mechanics/caretakers	Capacity building for management of water resources	- do -
3	Engineers/Motivators training for water quality monitoring	Water Quality Surveillance & monitoring establishment	- do -
4	Major/Minor repairs of Handpump and operation & maintenance of water supply and conversion of IM-II to IM-III	Community based H.P maintenance System to be established. Down time of H.P. reduced	Provision of safe drinking water and reduction in the drudgery of women
5	Provision of Sanitary wells and rejuvenation of borewells	Alternate Water Supply Technology and reaching the unreached	Provision of safe drinking water and reduction in the drudgery of women
6	Providing handpumps in Schools /Anganwadis	School WATSAN activities and to ensure access to safe drinking water	Provision of safe drinking water and reduction in the drudgery of women

ACTIVITIES AND THEIR RELATED OUTPUTS			
SANITATION			
Sl No.	Activity	Related to Output	Project Objective
1	District/Block/Panchayat Level Seminars, meetings	Advocacy for awareness regarding access to & use of Sanitary facilities	Contribute to reduction in diarrhoea morbidity in children below 5 years
2	Sanitation cell establishment at State/District level.	Capacity building of State for strategy development	- do -
3	Develop/Improve Training module and training of Engineer/Mason/NGOs functionaries.	Capacity building and human resource development	- do -
4	Support to construction of H.H. Latrines to BPL families and construction of institutional latrines	To enhance coverage of the Sanitary facilities & for behavioral change towards safe disposal of human excreta	Improvement in the provision of Sanitation facilities to contribute to programme goals
5	Support for production centres and RSMs in the area	Promotion of alternate delivery system	- do -
6	Promotion of Sanitation upgradation approach	Improved access to and use of sanitary facilities	- do -
7	Village contact drives and motivators deployment in	Awareness building and demand generation	- do -

	area	for sanitation facilities	
8	Training of Teachers/AWWS/Health workers for Sanitation concept	Intersectoral convergence	Contribution to reduction in diarrhoea morbidity and awareness generation
9	Development of IEC material	Dissemination of programme messages	- do -
10	WATSAN Committees orientation & meetings	Promotion of community participation & sustainability	Management of provision of safe drinking water & sanitation facilities

UTTAR PRADESH

The district selected – Tehri Garhwal is in the eastern region of the state. Although water supply situation is very comfortable (85 % habitation provided with safe water) sanitation coverage is low at only 10% in the rural areas. In the urban areas too more than half of the population do not have access to sanitary toilets.



A section of the participants in the national workshop

Partners in the project are:

- District administration
- Panchayati Raj institutions
- UP Jal Nigam
- Health and family welfare department
- Education department
- Women and child development department
- Youth welfare
- Nehru Yuva Kendra
- Mahila Samakhya
- NGOs based in the district

Project Strategies :

The project will concentrate on :

- Involvement of Panchyati Raj Institutions (PRIs)
- Intensive IEC activities
- Developing and promoting appropriate and sustainable technology options for household toilets and community drinking water systems.
- Building capacities of PRIs to take over operation and maintenance of water quality monitoring and community water supply systems.
- Promotion of hygiene and sanitation through schools
- Active involvement of youth / women (Mahila Mandal Dals).

Project monitoring:

The project will be monitored at the State level by the Director of Panchayat Raj Department. At the district level, the District Magistrate of Tehri district will monitor the project progress. At the Block and Gram Panchayat level, the representatives of Panchayati Raj institutions will be monitoring the project activities.

DONOR PERSPECTIVE

Mr. Ben Mellor, representative from Department for International Development, Government of Great Britain, provided the perspective of bilateral donors in the WATSAN sector. Mr. Ben Mellor made the following observations :

- Having attended the first state workshop in the series at Puri in Orissa and the concluding national workshop, he was appreciative of the wide range of partners that the program will be working with
- Logical framework and its indicators need to be internalised as monitoring tools and not accepted merely because of “ donor priority”.
- From the DFID’s point of view the impact that any development project has on the poor (including WES project) is of critical interest. The extent to which benefits of water and sanitation projects accrue to the poorest of the poor would be the ultimate indicator of project success
- In the above context, the definition of “unreached” acquires different significance
- Inter-sectoral convergence on the ground is also particularly important
- 73rd & 74th amendment of the Constitution provides for devolution of power to communities through Panchayat Raj institutions and Nagar Palikas. However, because of varying socio-political history, the extent to and the manner in which this process can be actualised varies a great deal. Each state would have to devise their own region-specific solution.
- Gender occupies a central place in the list of priorities. While adoption of gender friendly technology or co-opting women as masons and handpump mechanics is one obvious way of reflecting gender concerns, real empowerment should eventually result in instilling in women the confidence to take decisions as equal partners in the process.
- Problems of water quality are increasingly assuming serious proportion in certain regions. WES programs need to come up with immediate and long term solutions
- Monitoring of inputs must not end only with quantitative reports but must inform the project planners and the communities for whom they are meant regarding the qualitative changes that are expected to occur.

SUMMING UP

Mr. Anup Mukherjee, Principal Secretary, PHED, Govt of Bihar summarized the proceedings of the day :

1. The consultative process starting from State level has been useful by providing a forum for exchange of experiences across states; therefore it has been a good learning experience.
2. The use of LFA forces the planning and implementing agency to think of results and outputs rather than limiting to monitoring only inputs.
3. The economic logic behind program interventions is also an aspect which comes in clearer focus because of use of LFA as a monitoring tool. In this sense also LFA helps in better programming.

4. The ultimate indicator of success of a development program would actually be the creation of enduring and empowered systems which would make the initial provider redundant. This can be an operational definition of sustainable development.
5. Feedback from pilot projects to larger planning process is extremely important since it can tell us what is likely to work and what may not, before general policies are drawn up.
6. Complementary GOI support to IEC activities in the identified project districts would add value.



Mr Anup Mukherjee, Secretary, PHED
summing up the national workshop

In his closing remarks, Mr Subbiah, Deputy Secretary, RGNDWM made two suggestions which could help the participatory process:

- People could be involved in **choice of technology** as well as of **implementing agency**
- Programme planners need to learn from mistakes and there is a need to develop an institutional memory in the community

The follow-up action required (from this point onwards) was summarised as follows:

FOLLOW-UP ACTION TO NATIONAL WORKSHOP

1. **Baseline studies:** There is an immediate need for baseline measures which will be used to monitor project progress. The background note for the study has been prepared. Attempts should be made to complete the study by middle of December, beyond which project interventions would start affecting the baseline measures. They can be used to refine the Verifiable Indicators in the LFA and the final version of the LFA can be ready by beginning of 1999.
2. **Plan of Action document:** Detailed Plan of Action document and revised LFAs (which were discussed in the workshop) have to be prepared.
3. **Budget:** The total funds to be utilised in the Project District/s including the share of State Govt./ GOI (and if possible imputed cost of complementary inputs from other organisations such as District Milk Cooperatives, expected community contribution etc.) needs to be arrived at. Bihar and Rajasthan have completed this exercise. The other states should complete the same. It will be ideal if the contributions are formally committed to by the respective partners.
4. **A calendar of activities :** It will be necessary to put a time line indicator on each of the Activities mentioned in the LFA. This will be useful in internal Project monitoring.
5. **Stakeholder role analysis:** Analysis of role/s of various stakeholders with their own participation will be an extremely useful input, which will bring a lot of clarity into the project formulation process. This will be best carried out at district level as in the case of Madhya Pradesh ,and in cooperation with Zilla Parishads.
6. **District level reviews** using the LFA indicators will be necessary from the planning stage. In fact in the planning/launching stage (as was mentioned in the Bihar

presentation) the reviews need to be carried out on a monthly basis. As and when the Baseline findings are available, they can be presented in the monthly reviews.

In his closing remarks, Mr Rupert Talbot, Chief, WESS, stressed the need for interstate visits and exchange of experiences. He suggested that this should become a component of the project activities.

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LIST OF PARTICIPANTS IN THE NATIONAL WORKSHOP

(ANNEXURE -1)

<u>S.No.</u>	<u>NAME</u>	<u>DESIGNATION</u>	<u>ADDRESS</u>
01.	Rupert Talbot	Chief, WES	UNICEF, Delhi
02.	S. Subbiah	Deputy. Secretary	RGNDWM, Delhi
03.	O.P. Behari	IAS, Principal Secretary to Government of Rajasthan	Dept of Rural Dev Panchayat Raju, Jaipur
04.	Dipak Roy	ICO/APO	UNICEF, Delhi
05.	Keshav Pal	Executive Engineer	UP Jalnigam, Tehri Garhwal (U.P)
06.	S.R. Mendiratta	Project Officer, WES	UNICEF, Lucknow
07.	Navin Vasudev		Samarthan Centre for Dev. Support, M.P
08.	Anu Dixit	Project Officer, WES	UNICEF, Delhi
09.	Abul Kalam	Project Officer, WES	UNICEF, Bhubaneswar, Orissa
10.	D.N. Mishra	Addl Secretary Cum Dir	R.D Dept, Orissa
11.	P.K. Mahaptra	Collector	Puri, Orissa
12.	Chinnari Venkat Rao	Asst. Manager	Pumul, Bhubaneswar, Orissa
13.	Leena Kanhue		Samarthan Centre for Devpt support Madhya Pradesh
14.	B.P. Vohra	Executive Engineer	PHED, Sehava, M.P
15.	A.K. Devivedi	Supdt. Engineer	PHED, Bhopal, M.P
16.	S.P. Patil	Adviser Tech. Missioon	Govt of MP, PHED, Bhopal
17.	J.M. Singh	Consultant	Mamta Samajik Sanstha, U.P

<u>S.No.</u>	<u>NAME</u>	<u>DESIGNATION</u>	<u>ADDRESS</u>
18.	Dr. I.S. Samant	D.L.O	Tehri Garhwal, U.P
19.	Dr. R.C. Bhatnagar	PO, WES	UNICEF, Jaipur
20.	S.N. Singh	APO, WES	UNICEF, Jaipur
21.	Ved Prakash	Director	HRD, PHED, Rajasthan
22.	R.C. Goyal	SE	PHED, Alwar
23.	Swadesh Pal	Addl. CE	PHED, Jaipur
24.	Narayan Lal	District Basic Edu. Officer	Tehri Garhwal
25.	R.N.P. Sharma	Asstt. Engineer	PHED, Bihar
26.	N.C. Mishra	Superitending Engineer	PHED, Bihar
27.	S.N. Dave	Asst. Project Officer	UNICEF, Bihar
28.	A. Mukerji	Principal Secretary	PHED, Bihar
29.	Pranab Choudhury		Shramajivi Unnayan, Bihar
30.	Sushil Singh	Hony. Jt. Secy	Tata Steel Rural Dev, Society Jamshedpur, Bihar
31.	Pushpa Bajpai	CDPO	Chamba, ICDS, Tehri, U.P
32.	G.D. Raturi	Ex. Engineer	Garhwal Jal Sansthan, U.P
33.	R.B. Dinkar	Distt. Panchayat Raj	Tehri Garhwal, U.P
34.	M.P. Mishra	Dy. Director	(Panchayat Raj), U.P
35.	R.K. Tiwari	Dy. Director	(Panchayat Raj), Lucknow
36.	Vipin Kumar	Dy. Director	Panchayat, Garihwal, U.P
37.	B. Mellor	Prog. Officer	DFID, Delhi
38.	Ms. T. Anrady	Secretary, WES	UNICEF, Delhi

**NATIONAL WORKSHOP ON USE OF LFA IN PROJECT PLANNING IN 5
SIDA-ASSISTED STATES**

VENUE: Hotel Claridges (12, Aurangzeb Road, New Delhi)

Workshop schedule:

0930 – 1030 Session- I : Background of the Project

- Priorities and concerns for the next 5 years(current 9th Plan period) i.e. 1999-2003; the shift in priority and the need for greater emphasis on sanitation in the coming years- this presentation can be made by
- UNICEF and GOI collaboration in the WatSan sector during 1999-2002 , thrust areas in the next MPO- Objectives and focus of the SIDA assisted Project, rationale used in selection of states , key elements, use of LFA in Project formulation

1030-1045

Tea Break

1045-1300

Presentation of Summary of Proposals and LFAs by states
(Each State presentation – 20 minutes
Discussion - 25 minutes)

State Presentation to highlight the following:

1.Objective and indicators, Outputs and indicators (Objective and Output descriptions are likely to be the same but indicators will be different for different states)
Activities planned and indicators (preparatory activities completed)
How the Activities relate to the Outputs and eventually to Project Objective

2. Roles and responsibilities of various project partners e.g. State Government' nodal department, other govt. departments, NGOs, UNICEF field office, community institutions, Panchayti Raj Institutions, etc. and the users of services

3. Details of budget allocations against activities (total allocation to State under supplementary funding through SIDA to be considered) Mention must be made of complementary investment by Governments under MNP, ARWSP, CRSP in the district including funds available under HRD or IEC programmes of RGNDWM (If no specific commitments to SIDA assisted project district has been made yet by counterpart government department, trends of past can be taken as guidelines for mentioning anticipated investments under MNP/ARWSP and MNP/CRSP in the project district also).

4. Frequency of reviews and monitoring events-Regular as well as Periodic, Annual Reviews and other means of verification worked out in the LFA.

5. Gender focus in the project: Activities planned to mainstream gender and scope for women's participation

(3 state presentations till lunch)

1300-1345

LUNCH BREAK

1345-1515

2 state Presentations after Lunch

1515-1545

Response from GOI /RGNDWM to the State proposals and methodology adopted; expected GOI contribution to process
(Tea to be served in Session)

1545-1615

Response from SIDA/other donors

1615-1645

Wrap up by UNICEF

Suggested Participants : (About 40-45)

- 1. GOI:** MRAE/ RGNDWM / MoHFW / WCD / Education / NCERT (5 - 6)
- 2 STATES :** Secretary of Counterpart dept/representative from education/WCD/NGO/ district level counterpart
PO (WES) from UNICEF
(5 per each state Total from 5 states= 25)
- 3 UNICEF (ICO):** WES + Prog DD + Nutr./ICER (6-8)
- 4 DONORS:** SIDA / DFID /RNE (5)