

People's Participation and programme Management

The case of Integrated Rural Water Supply and Environmental Sanitation Project in Bellary

By

R. Bhakther Solomon

Introduction

'People's participation' is the familiar concept in development literature. The term is used to mean a host of participatory experiences of people in the context of development and there is no consensus so far on this understanding. Considerable literature and documentation exists on this concept especially those generated by international agencies such as UN Organisations and World Bank. In fact it is rare to find a development strategy without referring to participation by people. This is especially true in regard to development strategies of Non-Governmental Organisations (NGOs), wherein promotion of participation has become a major component of their activities.

Differing interpretations

As mentioned earlier the term "participation" has different connotations as defined by different people depending upon their interests. In fact it has been argued by many authors that it is difficult to establish a universal definition of "participation". According to them participation can only be explored but not defined formally. Thus "participation" is a social experience shared by individuals and group who live in definite economic and social relations to each other in a society" (Bhaduri and Rahman, 1982)- According to Economic Commission for Latin America, participation is considered as a voluntary contribution by the people to one another of the public programmes for national development but the people are not expected to take part in shaping the programme or criticising its content (ECFLA 1973).

For others, participation means sensitisation of people to increase their receptivity and ability to respond to development programmes as well as to encourage local initiation (see for eg. Uma Lele 1975). Participation is also understood as the active involvement of people in the decision making process in so far as it affects them (Uphoff and Cohen 1979).

A radically different interpretation is that participation is the organised efforts to increase the control over resources and regulative institutions in a given social situation on the part of groups which have been hitherto excluded from such control.

Most of the literature on participation defines it as a means rather than an end. In other words, participation is considered as an input in a development programme instead of meaning it as a process resulting in fundamental change(Oakkey and Marsden 1984). Typical examples as regards the former approach are Community Development and Panchayatraj programmes of 1950's, and agriculture development programmes of 1960's and 70's.

It is generally noted that this kind of approach though has contributed for economic development has not resulted in any meaningful participation of poor in development. The historical account of the community development programmes shows that participation of people is confined to merely receiving benefit. "Ideally, participation should incorporate both extremes, it is difficult to see how these extremes can be reconciled"(Oakkey and Marsden 1984).

A majority of studies on these development programmes have tried to identify the causes or obstacles for lack of participation by poor. These obstacles are generally identified with reference to operational procedures in the implementation of the programmes. Whereas studies which consider participation as an end analyse the obstacles which are associated with structural and institutional relationships both at the local and national level. Obstacles which are generally associated with the former are "over-centralised planning, inadequate delivery mechanisms, lack of local coordination, inappropriateness of project technology, irrelevant project content, lack of social structures and so on(Oakley and Marsden 1984:30). On the other hand, dominant mode of production relations and the associated power are found to be structural obstacles for people's participation. However, studies on structural obstacles are few in number(see for instance Bhaduri and Rahman 1982).

With this understanding, this paper attempts to study the nature and extent of people's participation in development. The case chosen for study is the Integrated Rural Water Supply And Environmental Sanitation Project in Kamataka. As the project is community development oriented, the paper is basically concerned with involvement of the people in decision making with regards to the planning and implementation of the project. More specifically it analyses the following:

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- (a) the methodology adopted for achieving required participation of people
- (b) nature and extent of contribution of people to the project
- (c) the factors responsible for achieving required level of participation or otherwise (obstacles) in the project
- (d) the role of outside agencies such as NGOs in helping the people to have their say in the project.

The Project

Integrated Rural Water Supply and Environmental Sanitation Project is being implemented in Karnataka by the state government with the assistance from World Bank. The main objectives of the project as defined by World Bank are improvement of quality of life in rural areas through improved health standards with consequent better productivity and benefit to women and improved water supply. The project envisages water supply as the main component. Apart from providing a sustained water supply arrangement the project contains all the components regarding health, education, ground water availability, roads, drainage, community participation and training programmes. More specifically the objectives of the project are :

- a) augmentation of water supply, including rehabilitation of the existing sources (together with open wells) such as ground water recharging.*
- b) Environmental sanitation with latrines and village drainage (including storm water and sullage and the filling in of pits and depressions in order to prevent the collection of stagnant water).*
- c) Conducting base - line survey on a sample basis (three villages per district) and the devising of suitable messages to educate people in the villages about water borne and water related diseases as part of health education programmes which reinforces the impact of the project.*
- d) The project also contemplates a comprehensive Health Education Programme and an Integrated Training process specially designed for the implementing agencies - the NGOs and the beneficiaries.*

Coverage:

1000 villages have been chosen in Karnataka from 10 districts of Raichur, Gulbarga, Dakshina Kannada, Bellary, Belgaum, Mandya Bangalore(rural), Shimoga, Mysore and Bidar. Later 200 villages in Tumkur and Hassan were also included.

People's Participation

A major component of the IRWS & ESP is the community participation

- (a) to involve local communities in planning,
- (b) to facilitate formation of local level institutions (Village Water Sanitation Committee),
- (c) to take responsibility for operation and maintenance (O&M) of facilities created,
- (d) to motivate them to share a minimum of 30 percent of the capital cost of the Environment Sanitation Component of the project.
- (e) to create a sense of awareness and ownership among the beneficiaries of the project.

Involving NGOs in community participation:

To plan this programme on a participatory way the government has approached the Actionaid¹ and other Voluntary Agencies for necessary initiative and guidance. Actionaid has responded to the call, agreeing to initiate the Community Participation Activities in two districts - Raichur & Bellary. In turn, Actionaid has commissioned the Development Promotion Group (DPG)² to take up the Community Participation Component in Bellary District and Samuha in Raichur District. The former also gave the needed finance to the NGOs to carry out the planning exercise.

As per the agreement with the state government the NGOs are required to take up the tasks enlisted in the community participation component. The officials of state government (at various levels) are supposed to provide support to the NGOs in the fulfilment of their tasks.

1. Actionaid, India is a development organisation dedicated to improving the lives of people in the poorest countries of the world through systematic, board-based and all round approaches to development of the community and area to be assisted.

Actionaid India is one of the 20 country programmes in Africa, Asia and Latin America in which the organisation has established professional operation based on development programmes

2. DPG - Development Promotion Group is a registered voluntary organisation engaged in service of rural poor in various parts of South India. A non-profit making, secular service organisation starting with a modest aim of assisting smaller NGOs in training needs, the DPG has grown into a full fledged development organisation in 8 years. It assists many NGOs to plan, monitor and evaluate their own development programmes..

Bellary District as a case study

Bellary is one of the districts selected for implementation of IRWS & ES project. The district is studied as a case as DPG with the financial aid from Actionaid is involved as an NGO incharge of Community Participatory Component (CPC) in selected villages of the district. Totally about 110 villages are to be covered under this programme to be implemented in two phases. The first phase covers 29 villages where the CPC work has to be completed in two years. In the second phase of the work about 81 villages would be taken up, the work to be completed in 5 years. Though Bellary is selected for the intensive case study, comparison is also made with other districts to the extent possible especially regarding the extent of monetary contribution of the people in the development schemes.

Method for achievement of participation:

DPG has adopted the **Community Encouragement & Participation (CE&P)** method for achieving the participation of the community in the project. This method is considered to be a viable one to enable the local people to share, enhance and meet the facts of life's adverse conditions, to plan and to act. In simple terms, CEP refers,

to the involvement of people in the project and encouraging them to play an effective and decisive role in the programme.

It is a methodology designed to assist the community to make a decision about how to meet their own needs and to make action plans to carry out decisions within a development framework.

The following are the steps involved in the CE&P method used by the Bellary Team. In the beginning, DPG team led by the Project in-charge held discussion in detail regarding the scheme with the district's higher officials like the Chief Secretary, and the Executive Engineer.

*After getting their acceptance for the team's involvement in the programme the same kind of discussions were once again held at the block level with block level officials like - Block Development Officer, Tahsildar, Asst.Engineer, Engineer etc.

*At the next level, visits were made to all the programme villages wherein the scheme was briefly explained to selected audience from the villages and with their co-operation, the **Community Encouragement Meeting** dates were

finalised for each selected village for detailed community encouragement meeting.

->As a follow-up measure at the village level, the project team consisting of 6 to 8 members met at the appointed village at least a day earlier, to put final touches for the start of the community involvement exercise.

->Wide publicity was given through large posters at vantage points of the village as well as through public announcements (Tom Tom) about the education programme planning.

->The posters contained short lists of the agenda to be taken during the programme time and requested all people to attend the first meeting.

->After the formal customary inauguration of the education process, village volunteers, mostly youth were requested to help the planning team in the conduct of the different exercises.

->There upon the youth were encouraged to make a Social Map of the village on a paper identifying landmarks in every street. Depending on the size, each village was then divided into 2-4 parts with the help of this map. For each segment of the village a group of villagers with one DPG staff as a facilitator of the process was formed.

->To start with, the education process was more to help the people to assess the existing situation with regard to water and sanitation and then to establish the area of strength and weakness with these services.

->The team went to various streets and localities to identify existing facilities and its potential benefits. People were given enough encouragement and ample opportunities to study the problem in its totality by linking with the overall system. This learning process was done in small groups in the localities. Simultaneously a brief family profile of the families in that area was also developed which clearly gave information on the family composition, information covering social and economic conditions, families' water requirement, the sources of meeting these requirement and the families' practices in relation to water, sanitation and health.

->The second day was generally utilised by the same team to assess the people's priority and in whichever ward / street it was possible to sketch the proposed plan with all its details the same was done.

->Ven-diagrams were also prepared to understand the social relation and conflicts in this village. Some part of the day was also used to understand the community/ individual ownership rights in the villages: who hold water rights, who has access to water and sources available for any specific purpose etc. and also how the decision making pattern works in the village and the time it takes etc..

->The day's proceeding mostly consisted of exchange of views with ward/ street residents and arriving at certain broad conclusions with regard to the problems and proposed plan.

->Resource maps were also drawn on this day to identify water resources and their sustainability over the period.

->As a part of the exercise village children and youth were encouraged to prepare clay models of important landmarks. Again a model village with special demarcation with places of importance and common properties were drawn on the ground. All the details of the scheme were then imposed on this village map and then the schemes were fully explained to the villagers with the help of this map - simultaneously encouraging them for any new suggestions or changes.

->This was the most crucial meeting where the villagers in one group were encouraged to come with their views on the proposed plan, make suggestions for any additional coverage etc.. Efforts were also made to bring more people from weaker sections to this village meeting.

->The clay model village presentation (both the existing facilities and the proposed scheme based services) was done on prominent places so as to enable all sections of the society to participate. The entire ground preparation was done by the villagers with the help of project team.

->Eventually on people's approval of the plan by the villagers, the villagers were enabled to form a Village Water Supply and Sanitation (VWSS) Committee of 8 members. These 8 members (at times a few others too) sign on bond papers - pledging to look after the maintenance of the scheme and to provide the needed share of the capital cost.

->As a follow up of the entire process, large size Maps on walls at prominent locations of the selected villages were painted along with physical and financial details of the proposed scheme.

->The first planning exercise was done in Arasikere village for six days in the name of PRA during August 3 - 8, 1993. It was in fact, not only a programme planning exercise to the people but also a training programme for a number of Government Officials like Junior Engineers, Mandal Secretaries and to other project team.

->After Arasikere planning exercise, as more and more project team members started visiting the villages, the team came to the conclusion to call the entire exercise as Community Encouragement and Participation (CE&P).

->For the CE&P process in Kudligi, a big team of 15 project members was drawn. In addition to the project staff, others like members of the Mandal Panchayats, NSS students and Anganwadi teachers also took part in it.

->The one at Banigola village was perhaps the best experience. The people co-operated whole-heartedly. A good number of women took active part and the people made a new plan for environmental sanitation.

->The most important feature of the CE&P was that all the workers stayed together in the village during the exercise time. The villagers whole-heartedly gave food and accommodation to all the team members.

Village Water Supply & Sanitation Committee (VWS&SC)

A major aspect of participation is formation of village level committees primarily to assist the Mandal Panchayat in maintaining and operating the rural water supply and sanitation. Other functions include collection of contributions towards the cost of the project and cost on operation and

maintenance, mobilisation of voluntary labour and maintenance of regular water supply to the villages. Formation of Committee was the toughest task in the planning process. Though the co-operation of the villagers and concerned officials had been encouraging the project team had to face a number of problems in forming the committee. In some villages due to party based politics, constitution of the committee has been delayed much.

Financial Contribution of Villagers:

It has been agreed both by Government and village committees that all the capital cost on Water Supply Scheme would be borne by the state. The villagers only need to maintain these schemes. As regards sanitation component people are required to contribute 30% of the cost and the government 70%. People are aware that the scheme is beneficial not just for the rich but for the entire village. Hence every individual has an obligation to contribute on the basis of some norms fixed by the village committees. After a series of consultations and discussions most of the villagers roughly follow the following formulation.

Norms for Levy

For the irrigated land	Rs.50/- per acre
For the dry land	Rs.10/- per acre
Those who do not have agriculture land	Rs.5/-per house
For salaried people	Rs.125/- each
Small Businessmen	Rs.500/- to Rs.1000/-each
Medium size businessmen	Rs.1000/- to Rs.2500/- each
Big businessmen	Rs.2500/- to Rs.5000/- each.

Most of the villages follow this pattern for collection. However a few of the villages have chosen a slightly different method as in the case of Siddamanahali:

Cultivated land	Rs.30/- per acre
Landless	Rs.50/- per house
Shops and hotels	Rs.500/- per unit
Outgoing cotton	Rs.100/- per lorry
Tractor	Rs.500/-
Pipes from new tanks	Rs.800/- per pipe.

Of the 295 villages in the state for which data is available, upto Oct. 94, 88 percent of the villages are found to have contributed for the project. Of this, 62 percent of the villages have contributed upto 50 percent of the agreed cost and remaining 26 percent more than that. Thus it can be seen that in a vast majority of villages public have contributed towards the cost of the project.

Table 1**Extent of Cash Contributed by People in all districts**

S.No.	Share in the Stipulated Cost	No. of Villages	Percent
1.	0	17	6.8
2.	0-25%	92	35.5
3.	25-50%	50	19.3
4.	50-75%	48	17.8
5.	75 + %	54	20.8
Total		59	100

Table 2**Contribution by number of villages in Different Districts**

S.No	Districts	Total number of villages data Contributed	Number of villages Contributed so far	Percent
1.	Dakshin Kananada	19	19	100
2.	Bidar	18	18	100
3.	Mandya	29	29	100
4.	Raichur	26	26	100
5.	Shimoga	29	27	98.1
6.	Belgaum	28	25	89.3
7.	Mysore	29	27	93.1
8.	Bellary	29	28	96.8
9.	Bangalore(Rural)	24	23	95.8
10.	Gulbarga	28	15	53.6

When we see the share of cash contribution, only in Dakshin Kannada, it is more than 100 percent. In Shimoga, the contribution is 50 to 100 percent. In a majority number of districts (viz. Shimoga, Belgaum, Mysore, Bidar, Mandya, Raichur, Bellary). the cash contribution is in the range of 25 - 50 percent. In Bangalore(Rural) and Gulbarga, the contribution is about 11% only. (Table 3)

Table 3**Share of Cash Contribution in Each District**

S.No	District	Percent of CASH CONTRIBUTION to agreed cost
1	Dakshin Kannada	100
2	Shimoga	67
3	Belgaum	44
4	Mysore	54
5	Bidar	32
6	Mandya	31
7	Bellary	28
8	Raichur	37
9	Bangalore(Rural)	18
10	Gulbarga	11

However, there are variations in the extent of contribution by the public across villages in each district (Table 4). However in Gulbarga, the extent of contribution to the project so far is seen to be minimal.

In Bellary

Bellary ranks seventh as regards to percentage of cash contribution. It is also seen that in 30 percent of villages the contribution is upto 25 percent and in another 30 percent villages, it is in the range of 25 to 50 percent. In about 34 percent of the villages, the contribution is 50 - 100 percent and more (Table 4)

Table 4

Extent of contribution to the stipulated cost	Percentage of Villages to Total Number of Villages									
	Dakshin Kannada	Shimoga	Mysore	Belgaum	Bellary	Bangalore (Rural)	Bidar	Raichur	Mandya	Gulbarga
0	0	10.3	3.4	7.1	3.4	0	0	0	0	35.7
0-25%	0	24.1	24.1	28.6	55.1	54.2	38.9	42.3	38	42.9
25-50%	0	7	20.7	25	20.7	29.1	22.2	38.5	17.2	10.7
50-75%	0	3.4	38	25	7	16.7	33.3	15.4	31	7.1
75 +	100	55.2	13.8	14.3	13.8	0	5.6	3.8	13.8	3.6
Total	100	100	100	100	100	100	100	100	100	100

We went in a dynamic way in a hurry to get people's participation and approval of the plans in the villages. So also, the engineering study in both of I & II phases. Sufficient time was not given to stimulate community members to think about and express their ideas. There is a need to create a relaxed atmosphere and encourage people to participate more and more. There is a need for adequate discussion of project related issues within the community. We should go through a period of 6-8 weeks' time creating opportunities for the people to talk more about the scheme. There is also a need to develop initial contact with the community, over a period of few weeks. People should be encouraged to expose their needs for water in terms of how much is required for different purposes or quality of water with its proximity of the household requirements for different purposes.

FACTORS INFLUENCING PARTICIPATION

There are several factors contributing to or otherwise of the participation of people in designing of the plan, revision of it and sharing cost of the project. As already mentioned, the method adopted for

achieving participation of people is found to be effective to introduce the project (the people as the scheme was not known to the people earlier in many villages). Hence as a first step the project staff stayed in the villages and explained the details of the project. The method was also effective in removing reservations of the people about the project. This being general, other factors which helped to achieve better participation of people are as follows.

Felt Need

It was noticed that in villages where there are acute problems of drinking water and drainage, people come forward to co-operate with the government and NGO in planning and implementation of the project. The villagers mainly depend upon ground water for drinking which in many villages is not potable. Also the supply is precarious and inadequate due to various reasons. Problems in the distribution network has also resulted in supply not received in the assured quantity. All these made drinking water supply unreliable and inadequate. People in many areas were experiencing severe problems for drinking water. Hence the proposed scheme was very appealing to them and they were ready to participate. In some villages the drinking water problem is not acute and hence relatively less participation of people there. In addition, bad sanitary condition and drainage in almost all the villages have contributed for people to come together for participation.

Leadership

Local informal leadership has played an important role in mobilizing people to participate actively in discussion of the plan and their support (both monetary and physical) for the implementation of it. In many villages, the office bearers of the people's committee were unified and took active interest in the confidence building proceedings and collected funds for the project. They have devised many novel methods to achieve the target of fund collection. Such methods include conducting lotteries, musical programmes and drama by famous artistes, approaching philanthropists, utilising temple funds etc. In villages where there were factions, mobilisation of support of the people for the project was only minimal. Generally it is found that participation is very high where there is not much differences in terms of caste. Infact in mono caste villages, the decision of the leadership is followed by people strictly and contribution is made to the maximum extent.

Agricultural Prosperity

People were found to contribute more in seasons when there are good rains and good harvest. Wherever crop was affected by either drought or pests, farmers were not ready for participation especially monetarily. Also in areas where there are assured irrigation facilities, people's contribution is relatively more significant than others. As irrigation contributes for higher productivity and higher income, people were able to contribute liberally, especially the rich farmers.

CONCLUSIONS AND RECOMMENDATIONS

People's participation is an important concept in programme management especially development programmes. In olden days, people's participation was noted to be very considerable in the management of resources like land and water. Village assemblies of various kinds were involved in the administration of villages. Generally, they were called "Sabhas" in wet villages and "Nadus" in dry villages. (Sarada Raju 1956).

After the advent of British Rule, the importance of village institutions slowly decreased which were taken over by state. However, contrary to claims by many, they have not completely lost their importance in village affairs. It has been noted by some recent studies that people's participation through their informal organisations like village/caste panchayats are significant in managing village affairs like administration of temples, management of irrigation and maintenance (kudimaramath) of the structures (eg. MIDS 1989, Rajagopal 1991, Tang. 1992). However as regards formal development schemes by government, such involvement of people is noted to be minimal. Community development programmes and the agricultural development programmes implemented by State since independence are examples to this.

Nevertheless, thanks to NGOs success in people based programme, people's participation is given some importance in recent times in government programmes also. The Integrated Rural Water Supply and Environmental Project, Kamataka also sought to achieve people's participation in its planning and implementation. The project shows that participation of the people in planning of the project and sharing the cost of it, in general is quite significant. The method adopted by the NGO - Actionaid in collaboration with Development Promotion Group in achieving people's participation for the project is found to be in most cases very effective.

The experience clearly shows that people were ready to participate in the project if it addressed their basic problems and when they saw gains from such participation. It also proves that pessimism expressed by collective action theorists like Hardin (1968) and Gordon (1954) is unfounded. According to them, people will not co-operate with each other in dealing with common property resource like water. However, it is seen that when motivated by NGOs and local leadership, people's co-operation is forthcoming to the project on a significant scale. An acceptable minimum level of community participation was achieved in Bellary and the manner of involvement of the community at different level is reasonably consistent. But then the most important lesson we learnt is that in a project of this nature the communities need to be involved early in project planning and need to be encouraged to play an active and decisive role in the programme.

* In assessing the existing situation.

- * In arriving at the strength and the deficiencies of the system
- * Selecting priorities and finalising the scheme.
- * Making decisions regarding the maintenance of scheme.

As far as this scheme is concerned there is little scope for participation of people in the early stage, meaning during the engineering study. As far as this IRWS Scheme operational method is concerned nearly 30% of the work is done during this period without involving communities in the consultative framework. Hence provisions must be made for involving people during engineering study itself. There is need for this because the quality and the quantity of water have become major issues in the villages.

A few villagers still believe that the scheme may not be in a position to supply the "quantity" of water which it says would supply, as the villagers have their own apprehensions with regard to the quantity of water in their own area. This being the case Mariammanahalli pressed for surface based scheme but the team had to ignore the opinion. The present stages of already drilled borewells under the scheme corroborate their feelings. On the otherhand had people been involved in the early stage itself they would have had their say in the engineering study matters and would have taken the ownership of the study and the decision.

The experience also showed that red-tapism and apathy of government officials could discourage to a great extent the co-operation of the people to the project. More specifically, the undue delay in the implementation of the project even after the agreed cost was met by people in many villages has discouraged contribution in other villages. The delay in implementation has also resulted in escalation of the cost of the project and people are unnecessarily required to meet their portion of additional cost. It is unfair to ask the people to share the additional cost as the government is solely responsible for the delay. Hence it must meet this part of the cost of the project.

The delay in implementation has also resulted in government incurring expenditure on crash schemes for providing drinking water in some villages. This could have been avoided, had the government taken up the scheme for implementation as per the original time plan.

The problem has also brought discredit to NGOs as they mobilised the support of the people to the project with an assurance that the scheme would be implemented as per a time frame. This has resulted in erosion of people's confidence in the project.

The delay also necessitates the planning exercise to be taken up afresh as it was completed more than a year before. Hence there is a need for re-designing and re-estimation of the project.

In some villages people had reservations about the government project because of their past experience. In one village people have contributed money earlier for building a maternity hospital with assurance of a share from government. Since the scheme has not materialised, people were very sceptical about the new project also. However repeated confidence building exercise in these villages have instilled confidence among people and they have started participating in the project.

Engineering Study	1991-1992
People Endorsement	1993
People Contribution mobilization	1994
Implementation	1995-1998. (?)

(I understand that in only about 12 villages in Bellary district the programme will be started in 1995)

None from the Government side provide information to communities regarding the time required to process the various stages of work. In the end, huge public deposits were tied up for long periods in the bank without any use to anybody.

This kind of Scheme must have a penalty clause or public accountability clause in the design of the scheme itself. Later on the non-co-operation of anyone should be considered as breach of contract.

Another major problem faced in achieving people's participation is political interference especially in the collection of money for the project. Local politicians of all hues have given assurance to the people that the project would be implemented by the government, even without people's contribution to it. According to them, water is a fundamental right of the people and hence it is the duty of a welfare government to provide it at any cost. Politicians also gave hopes to the people that they would take up the issue with the government and see the scheme sanctioned without monetary contribution by people. Carried away by such promises, people in few villages are reluctant to contribute towards the cost of the project.

It has been noted by others, that political interference is a problem in other government development schemes also. In co-operative movement, this is the main reason for people not repaying the loans and hence mounting of overdues. Due to political interference in the administration and management of local bodies, their very democratic character is spoiled. (Mathur 1979). As regards irrigation projects, because of political interference, engineers were compelled to prepare unviable project plans by including as much area under the project as possible (Vaidhyathan 1983). These examples strengthen the argument that political interference is a major problem to be reckoned with in implementation of any government scheme.

Unfortunately in the project no adequate measures were taken to inform the political bosses about the various salient features of the project. The community participation requires integration of action to be taken at all levels from the community upto Government level.

Yet another problem is lack of co-ordination among various agencies involved in the planning and implementation of the project. Many of them work in isolation which contributes for inefficiency and delay in the planning and implementation of the project. During the last one year only one meeting was convened at the district level to review the progress of the scheme. Hence problems faced by one are not known to others in the project.

A tri-party venture of this nature can effectively be planned, implemented and monitored only when the politicians, bureaucrats and people understand the scheme in its totality without any politics of development. Slackness at any stage would bring the other parties to lose interest in the mechanism which in the end would result in unnecessary expenditure.

Therefore I strongly feel the need to establish a monitoring cell at the district level having the following departments / organisation representatives.

- * *World Bank Engineering Cell Representatives* 2
- * *NGO Representatives.* 2
- * *Elected Representatives* 2
- * *Engineering Consultant Group* 2
- * *Village water supply committee members* 2 or 3 on rotation basis

Either the NGO or the Engineering Cell may be given the responsibility to convene the meetings. It should meet once in 2/3 months to take stock of the situation and plan for the next three months. There is a need to establish similar body at taluk level. All the decisions regarding this need to be discussed in these forums so as to establish the relevance of this scheme and also make it a more participatory one.

The Government has rightly recognised the need of a separate Engineering Cell at the District level and World Bank cell (at various Districts) are being established. The composition of this cell is as follows:-

<i>Executive Engineer</i>	1
<i>Asst. Executive Engineer</i>	1
<i>Asst. Engineer</i>	3
<i>Supportive office staff</i>	8

Our experiences with Engineering Departments at various levels give an impression that this cell is inadequately staffed. There are 110 villages under this scheme in Bellary District for which there is a need for continued support from this cell. Roughly a village demands 40 mandays of work in a year.

Mandays Required per Village	
Tasks	Mandays required
Planning Assistance at the village	7
Planning at office	7
Programme monitoring visits to the village	10
P.M.V office Work	10
Other related work	5
All Tasks	35-40 days

Assuming that 12 villages from phase -I will be taken up for implementation in 1995, this would necessitate 12 X 25 mandays. Another 50 villages from the phase -II would be taken up for the planning which would roughly require about 15 mandays for each village work.

Phase -I	12 villages	12 X 25 = 300
Phase -II	50 villages	50 X 15 = 450
TOTAL	Mandays	750

As against this requirement of 750 mandays per year the cell can provide only 300-400 mandays roughly 50% requirement.

	: Required Mandays	750
Equation:	Available Mandays	450
	: _____ ?	300

There is a need for atleast two cells at the present size at two convenient locations in the district to make the cell more effective. If need be, even committed persons from open market can be drawn to this cell to provide good back-up support.

As far as the IRWS project is concerned people are supposed to meet 30% of capital cost of Environmental Sanitation alone and the other capital cost comes free. The assumption inherent in the project is that if the capital cost of water supply can be paid by the state, then the villagers will pay for O&M. This must be probably one of the reasons why people were not consulted much during the Engineering study of water component of the scheme. There is a possibility that when the actual maintenance comes community may take a side role. Hence, this project with full package should be offered to the community and the cost sharing must go to all aspects of the project. This would provide more equity in cost sharing across the villages. It is better we offer choices to community regarding cost

sharing. Making it compulsory to pay 30% E&S cost puts the weak and poor communities to pay more for the service while the rich escape with minimal cost sharing.

I.R.W.S & Equity						
Sl No	District /villages & socio-economic status (Category)	Population	PerCapita Investment for DW Rs.	PerCapita Investment for E&S Rs.	Public Contribution Rs.	If it is 10% of total Cost Rs.
1.	Bellary Taluk H. Veerapura -Poor	2,397	321	301	90	62
2.	Harapanalli Taluk Teligi - Middle	4,980	228	102	31	32
3.	H.B.Hally Taluk Ramnagara	10,122	428	262	78	37
4.	Huvina Hadegali Taluk Magala -Rich	4,547	627	191	57	81
5.	Kudligi Taluk Gudekota- Middle	5,814	289	171	51	46
6.	Sandur Taluk Bhujanagar - Middle	4,051	344	92	28	43
7.	Siriguppe Taluk Karur -Middle	5,142	576	158	47	73
8.	Hospet taluk Venkatapura -Poor	1,832	380	488	147	86

Operation and Maintenance, known as (O&M), is an important aspect of the scheme. In other words O&M must ensure sustainability of the scheme. VWSCare expected to undertake O&M responsibilities. In a sense Govt wants to transfer O&M responsibilities from skilled professionals to untrained community members. Of course, people are ready to collect user fees and meet the expenses connected with the services but then they definitely need technical support. A programme of this nature could be sustainable if.

- * Reliable and adequate water supply is maintained at an adequate level.
- * The water consumption is not over-exploited and adequate.
- * Measures are taken to maintain the quality.
- * Efforts are made to establish laboratory facilities to test quality.
- * Spare parts are supplied to keep the system going.

Adequate thinking has not gone into this aspect of the project. Now the Zilla Parishad Engineering cells are expected to create miracles! Just like over worked Anganwadi workers at the village level are loaded with all the motivation work of all government schemes. Similarly, wherever any Engineer aspect is involved, ZP Engineering Division is asked to provide support. But they are busy in repairing some old buildings and roads year after year. They have the least commitment to these schemes and even if they have commitment they do not have adequate manpower and time.

In view of the above, there is a need to create a separate O&M Cell to ensure the O&M work well. The VWSC needs to draw its hardware support from this cell

In spite of many problems discussed it must be mentioned that the project gave an opportunity (perhaps the first occasion) for government, voluntary agencies and people to work together in planning a project which involves crores of rupees. On the positive side, it has amply demonstrated that there are quite a few officials at the Government who mean business and can be counted for initiatives of this type. On the negative side, it also brought forth the difficulties of working with the Government as the latter has its own procedure in administrative matters which unfortunately gives room to easy-going and in the process create unnecessary delay. The public have now come to the conclusion that there is no need to work in a hurry. It has created a kind of apathy in the mind of the people. It is the duty of all of us to see that the scheme works well.

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