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**Indo-Dutch Co-operation in rural water supply and sanitation
in Uttar Pradesh**

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**Community Participation in
rural water supply and sanitation :
Field actions and
sharing of experiences
in bilateral programme in
Uttar Pradesh**

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Community Participation in rural water supply and sanitation : Field actions and sharing of experiences in bilateral programme in Uttar Pradesh

1. Introduction

The Dutch Assisted Programme (DAP) on rural water supply has a history of more than a decade in Uttar Pradesh. It began with a modest pipe water supply scheme in districts Rae-Bareilly, Allahabad and Varanasi under Sub Project I. The rural sanitation programme (Sub- Project V) is an extension of the ongoing water supply programme in districts Rae-Bareilly and Varanasi to fulfill the sanitation needs through provision of sanitary latrines to the village residents and schools emphasising on health education, social mobilisation and community participation aspects. However, with the passage of time, the rural water supply programme has been extended to 25 districts under the ongoing and forthcoming Sub-Projects.

A support unit for Dutch Assisted Programmes called the Programme Support Unit (PSU) was conceptualised and established in March, 1988 initially to function as a catalyst for developing an effective co-ordination system for Sub-Project V and subsequently for providing necessary professional support to incorporate community participation component in all Indo-Dutch bilateral co-operation programmes on rural water supply and sanitation in Uttar Pradesh (Annex A).

The PSU is an unique structure to support developmental programmes as it is actively involved not only in social planning, monitoring and evaluation but also in implementation of the social component with the help of a team of young professionals. The Social Scientists who ensure integration of the social component with the physical component, are stationed in their respective project areas. Besides, mobilising local communities to ensure their participation in the programmes, the Social Scientists also orient and mobilise the staff of implementing agencies on various social aspects.

2. Dimensions of community participation in DAP

2.1 Pilot Project in Allahabad on maintenance of handpumps

The pilot project in Allahabad was the first systematically planned attempt to ensure community participation in Dutch assisted rural water supply programmes in U.P. The pilot project was initiated in March 1989 by the PSU in close association with the UP Jal Nigam in three villages of district Allahabad : Mandari, Kadirpur and Bhagwatpur in block Chail, as an exemplary model of community participation for the maintenance of the handpumps.

2.1.1 Community participation for low-cost solutions

The community participation activities were initiated first by inviting suggestion from the beneficiaries for the necessary corrective interventions to improve the status of handpumps in terms of waste water management and better upkeep of the water points. The low-cost local solutions, suggested by the communities, were found to be quite useful by the Jal Nigam to improve the situation. Moreover, the improvements in the status of handpumps enhanced the credibility of U.P. Jal Nigam and ensured better rapport with the local communities.

2.1.2 Formation of water committees to develop sustainable structures

To ensure sustainability and better management in the water supply programmes, need based participatory structures such as water committees or Jal Samitis were formed to develop a decentralised community based low-cost maintenance system. Formation of village based water committees as well as handpump based water committees were attempted and it was found that handpump based water committees are more effective in achieving the objectives of the programmes as :

- people were found to be more interested in maintaining the handpumps, by which they are directly benefitted.
- the participation of women in the handpump level water committee can easily be ensured.
- better maintenance system can be developed through the handpump level water committees.

2.1.3 Development of community based maintenance system

The handpump level caretakers were identified and preference was given to the women caretakers. The caretakers were trained to undertake preventive maintenance and a useful and effective communication network has been developed to ensure the major repairs of the handpumps to be done at the village level. The caretakers have been given spanners, grease and nuts/bolts to check the handpumps once in a fortnight. The caretakers in the pilot project area, with the help of water committees and concerned Jal Nigam officials, are undertaking preventive maintenance which has reduced the breakdown rate of handpumps considerably. The record of maintenance is kept on well structured registers. To develop a more decentralised system of maintenance, a local mechanic from the nearby village has been identified. It has been observed that women, especially, find it easier to communicate with the local mechanic of their area.

2.1.4 Lessons from the pilot project

- An effective communication network between the local communities and the implementing agency improves the rapport and makes the delivery system more effective and accountable.
- Mobilisation of existing village level institutions as well as formation of need based participatory structures are helpful to ensure concerned participation of local communities, especially women, for better management and sustainability in the programmes.
- The communication techniques based on the village culture leave everlasting impressions on the local people and ensures their concerned participation in the programme.
- Decentralised handpump maintenance system is found to be more cost and time effective especially in case of sharing of responsibilities of preventive maintenance with the caretakers.

2.2 The Pilot project in Tanghan on environmental sanitation

A pilot project in village Tanghan of Rae-Bareli was initiated ensure community participation for maintaining the standposts as well as the paved roads with a properly laid down drainage system which is an unique example of pavement in any village of U.P. The pilot project also incorporated the health education, social awareness and institution building component to develop a model of social monitoring for water quality, maintenance of water points and cleanliness of paved roads and drains.

2.2.1 Formation of water and sanitation committees

The first standpost based water committee in U.P. was formed in this village. The water committee members, who are mostly women, shared the responsibilities of proper upkeep of standposts as well as the paved roads. UP Jal Nigam undertook necessary corrective interventions keeping in mind the problems of the villages, as suggested by the Jal Samiti members, to improve environmental sanitation. The concept of water committees was appreciated by the community as it was treated as a supportive structure to the existing village Panchayat system.

2.2.2 Lessons from the pilot project

- The local community can undertake maintenance of water points provided there exists a proper system of information exchange and back-up services from the concerned agencies.
- The formation of water committees for developing a decentralised maintenance system is quite essential.

- Construction of paved roads and drains will be more acceptable if due attention is given to the suggestions made by the local communities.

2.3 Sub-Project V : Rural sanitation programme

The Sub-Project V which is a rural sanitation programme, is being undertaken in 19 villages of district Rae Bareilly and 27 villages of district Varanasi where the availability of potable water has been ensured under the Dutch assisted water supply programme SP I. The programme aims to incorporate health education and effective participation of the local community in the sanitation programme to ensure regular use and maintenance of household sanitary latrines (HSL) and school sanitary latrines (SSL).

Due to the locational and professional advantages, the Benaras Hindu University (BHU) was identified to function as a link between the local community and implementing agencies and to carry out social mobilisation activities in district Varanasi. The DWCRA (Development of Women and Children in Rural Areas), a governmental agency, is its counterpart in the Thulendi group of villages in Rae-Bareilly district.

2.3.1 Identification of implementing agency and creation of a rural sanitation division

Uttar Pradesh Jal Nigam was opted as the implementing agency for construction of household sanitary latrine (HSL) along with the construction of school sanitary latrine (SSL). UP Jal Nigam being professionally equipped, was selected to ensure a single implementing agency to maintain a simple structure for effective co-ordination, monitoring and implementation of the rural water supply and sanitation programmes. The sanitation being an unexplored area for the UP Jal Nigam, a full fledged Rural Sanitation Division (RSD) was created to maintain quality control along with completion of work within the time frame (organisational structure is enclosed in Annex B)

2.3.2 Base-line survey and integration of social and physical components

The Sub-Project V was initiated with a base-line survey in the selected villages to analyse the behavioural and attitudinal data on the use and consumption pattern of water, and the socio-economic characteristics of the potential beneficiaries. An intensive social mobilisation drive was also undertaken by organising interpersonal interactions and cultural programmes.

The base-line survey as well as direct interactions with the families benefitted under various sanitation schemes revealed

that poor quality of construction, absence of health education and imposition of design and cost-sharing factors on the beneficiaries have contributed significantly in generating a sense of disappointment in the sanitation programme as being socially relevant and meaningful.

The methodology for implementation of SP V was well chalked out and participation of the community was ensured at each and every stage. Social mobilisation along with the health awareness was initiated much before the implementation of the physical component, which facilitated in preparing the local community for considering sanitation as one of the basic needs for a better quality of life. As a result of high level of awareness in local communities regarding sanitation, their participation in improving the HSL design was quite meaningful.

2.3.3 Community participation in selection of HSL design

The twin pit latrine design (consisting of a superstructure with roof and door) was found to be quite suitable in rural situations. However, various alternative designs to make it more functional, adaptable and acceptable to the local communities were attempted by constructing a set of demonstration units in the project area. During the field visits of the Task Force (an apex body of senior officials of UP Jal Nigam and PSU) for the evaluation of the HSL demonstration units, many improvements were suggested to reduce the unit cost as well as to make it more functional. The reactions of the local communities against the use of plastic materials, provision of a hook to hang their clothes and a niche in the wall inside the unit to put a lamp during the night, were welcomed and accepted to match the units with the rural surroundings. Considering the opinions of the beneficiaries, improvements in the design were made to make it aesthetically acceptable in the rural surroundings.

2.3.4 Achievements in cost-sharing and space-sharing with the beneficiaries

The provisions for cost-sharing were also kept in mind to reduce the per unit cost as well as to ensure concerned participation of the benefitted family. The beneficiaries have decided to share the cost of contributions by providing their labour in terms of digging of leaching pits, transport of materials, mixing of mortar, supply of water to the site and curing of walls, pit covers, junction chambers, watch and ward, etc. The community has agreed to share the cost primarily due to the acceptance of the HSL design, quality of construction, especially provision of roof and door. It was decided that the beneficiaries who are above the poverty line would contribute Rs. 400.00 per unit in order to share the cost.

Inadequate space for the construction of the HSL is also a limitation with quite a few potential beneficiaries, therefore, the disaggregated joint families, which share the same house, have agreed to share the HSL also.

2.3.5 Acceptance of the HSL design : some aesthetic, functional and maintenance aspects

Good quality of construction, improvement in design according to the functional consideration and suggestion of the beneficiaries, along with the pride of ownership have worked together ensuring the proper use and maintenance of the HSLs. It was observed that the latrines are generally neatly kept and arrangements for the storage of water has also been made by the beneficiaries themselves. The beneficiaries in district Varanasi are keeping the units locked so as to protect its misuse by outsiders. It was also found that the beneficiaries are also quite innovative in adopting locally available materials for maintenance of their respective units. In district Rae-Bareilly the beneficiaries used locally available material for cleaning the latrines. The units which have been handed over to the beneficiaries are well accepted and the quality of work, especially colour of the unit, iron door, pan trap and RCC pit covers, is highly appreciated by the beneficiaries. The colour scheme and HSL structure perfectly match with the village surroundings.

2.4 Sub Project VI: Rural water supply programme

The Dutch Assisted Programme (DAP) in rural water supply under Sub-Project VI covers the six districts of Bahraich, Ballia, Basti, Gonda, Lakhimpur-Kheri and Siddharthnagar. The Jal Nigam accepted a policy decision regarding the inclusion of the CPC in rural water supply programmes (September 1989). The introduction of CPC in SP VI not only ensures the judicious use and maintenance of the physical assets (of such magnitude) installed in rural areas, it also assures the sustainability of such a huge investment through participation of the local community. To achieve this objective, Social Scientists have been identified and stationed during November 1989 to March 1990 at the respective district headquarters of SP VI to ensure social inputs, along with maintaining close rapport with the UP Jal Nigam staff for the integration of the Community Participation Component (CPC) with the technical component, i.e. installation of handpumps.

The CPC is being implemented in the following three phases by the Social Scientists along with the UP Jal Nigam staff :

- (i) selection of socially/technically appropriate handpump sites and also suggestions regarding corrective measures to ensure better social acceptability of the handpumps installed before the inception of CPC.

- (ii) review of the status of the handpumps installed before the inception of the CPC for necessary corrective interventions to make it more socially acceptable
- (iii) social mobilisation, health awareness and formation of Jal Samitis to evolve a community based low cost maintenance system ensuring participation of local women.

2.4.1 Initial apprehensions

Initially, the Jal Nigam Engineers were apprehensive about the success of the Social Scientists in such an immense task. Firstly, they were not convinced about the very idea of community participation itself. The next question being asked was whether a fresh young postgraduate was capable of co-ordinating the various governmental and non-governmental agencies involved in the implementation of the Sub-Project. Last, but not the least important doubt in the minds of the engineers related to the capability of the Social Scientists in achieving the target within the stipulated time.

2.4.2 Implementation of CPC: Some experiences and observations

Site selection

In spite of the difficulties, the Social Scientists systematically planned their daily schedules and were able to overcome the apprehensions of the Jal Nigam engineers. There was 100% achievement in physical targets within the time frame and in most cases the targets of site selection were over-reached. This was possible due to the regular monitoring of project activities by the PSU and support of Jal Nigam staff.

Demerits of sites selected before the inception of CPC

It was found that sites selected without the participation of the local community had their own demerits.

- Often, it favoured the higher castes and powerful politically backed persons, thus serving only a small portion of the local community.
- Unplanned site selection lead to an accumulation of waste water, thus spoiling roads and creating insanitary conditions around handpump sites.
- In the absence of any awareness programme, the benefits of a deep bore handpump over a shallow bore handpump which is usually cheaper and installed privately could not be emphasised. As a result it was observed that the local community utilised a deep bore handpump for bathing and washing and continued using a

shallow bore handpump for drinking purposes.

- Without adequate emphasis on spatial distribution, the hand-pumps were sometimes located inside a boundary wall or outside the village. Thus the handpump was used by only a microscopic section of the local community or remained un-utilised.

- It was also realised that the local community did not feel responsible enough for maintenance of the handpump since it was not properly consulted at the time of site selection.

Such, and many other reasons, prompted the UP Jal Nigam to stop further site selections till the Social Scientist had been stationed at the district headquarters. As such, and also because of the Jal Nigam's physical targets, the Social Scientists', first and foremost concern was the selection of socially and technically acceptable handpump sites by involving the local community, especially the women.

Review of status of handpumps installed before CPC

The review of the status of handpumps, which were installed before the inception of CPC, was initiated jointly by the concerned Social Scientists and the Engineers soon after achieving the targets of site selection.

There were 2192 handpumps which were reviewed to provide necessary corrective actions for improvements. The status of each handpump was systematically reported to the concerned staff for necessary corrective intervention. It was found that a large number of handpumps had no platforms as well as no drains or inadequate drain (approximately in 75% such cases were reported in districts Ballia, Gonda). The most important concern for the Social Scientists was to ensure social acceptability of each installed handpump. It was reported by the Social Scientists that on an average, in 5% cases, the handpumps were installed at socially unacceptable locations which denied the benefits of safe water either to the socially deprived section or the women. The water quality in approximately 10% cases was found to be unacceptable due to the presence of mud, sandy particles or excessive chemical contents.

Social mobilisation:

A few block level/village level health awareness workshops for the Jal Samiti members and other representatives of the villages have been organised for developing close rapport between Jal Nigam staff and local communities. These health awareness activities are found to be quite effective in convincing people on health related aspects.

2.4.3 Major Contributions

Selection of socially/technically acceptable sites and orientation of Engineers on social aspects

Experience has shown that improper sites are both a health hazard and source of dissatisfaction among the community. The Social Scientists, along with the Jal Nigam Engineers and the local community, especially women, identify handpump sites which are accessible, spatially well distributed, have a proper waste water disposal point and are technically acceptable.

In the selection of socially and technically acceptable sites, the Social Scientists have been successful in ensuring women's participation as well as in avoiding casteism, communalism, traditional beliefs and political interference, and properly assessing the socio-cultural dynamics.

In the process, the Jal Nigam engineers became more and more aware of the need for and usefulness of CPC in rural water supply programmes. Field visits along with the Social Scientists convinced the Engineers that CPC is not a mere paradox but a reality which can be attained through the concerted efforts of the Engineers, the Social Scientists and the local community. The local community, initially prejudiced, hostile and unreceptive was found to be co-operative and willing, and played a vital role in creating a sense of concern among the engineers.

Suggesting corrective interventions for the handpumps installed before the inception of CPC

Though initially envisaged in two stages, viz. site selection and handpump based maintenance, the Review and Support Mission UP-24 felt that "rather than continuing with the full fledged installation of handpumps in the Sub-Project VI areas, first priority will be given to checking the adequacy of the sites where handpumps have been installed before the Social Scientists became involved. Such checking will be done by the concerned Junior Engineer and Social Scientist jointly, whereby the first shall judge the technical appropriateness of a site, and the latter the social acceptability" (Report on Mission UP-24 to Uttar Pradesh, June 1990). Thus, the review of the status of handpumps installed before the inception of CPC was undertaken in full swing jointly by the concerned social scientists and the engineers.

The Social Scientists have started suggesting corrective interventions for handpumps installed before the inception of the CPC. The UP Jal Nigam Engineers take-up the suggestions and repair the handpumps accordingly.

Preparation of notional maps

The preparation of notional maps on the basis of Sajra maps help in selection of appropriate sites by giving an overview of locational advantages. UP Jal Nigam has circulated an office order to prepare such notional maps for all DAP villages to show the location of handpumps and the approximate number of beneficiaries.

Enhanced accountability of Jal Nigam towards local community

Apart from motivating the local community and creating awareness regarding sanitary and health aspects, the Social Scientists made wholehearted efforts in rooting out irregularities in the field, thus ensuring good quality of construction and acceptability of sites, these being front-runners towards developing trust and goodwill amongst the local community.

Ensuring Women's Involvement

Drinking water projects being essentially women's projects, all aspects should be planned with the situation of women in mind. The Social Scientists have been involving the women in every stage of the project by :

- Consulting women at the time of site selection
- Taking the suggestions of women during corrective interventions
- Making women responsible for and training them to maintain water points
- Imparting information to women in the use of drinking water and the importance of the health aspects related to it.

The Jal Nigam staff of district Lakhimpur Kheri has made some more advanced efforts to ensure women's participation by training a team of Tharu women as handpump mechanics. The trained women, who have been employed for preventive maintenance, take pride of their work and realise their important role in water supply programmes.

3. Implementation Strategy of CPC in DAP

3.1 Co-ordination and social planning

Various realistic alternatives have been attempted to improve co-ordination among the implementing agencies for better integration of social and physical component. The Co-ordinators/Social Scientists/Engineers of concerned agencies are having regular interactions for effective implementation to jointly work

out co-ordination schedules for achieving the targets set for physical and social progress in the programmes.

For ensuring co-ordination, better understanding and sharing of experiences amongst all concerned agencies involved in the implementation of Dutch Assisted Programmes, it was decided that on the fifth of every month there would be a meeting of all concerned agencies to review progress of work. Accordingly, the progress of work, field situation, co-ordination/support aspects and strategy for integration of social and physical components are being discussed at length with the Joint Secretary, Urban Development (Nodal Agency) in the presence of Jal Nigam/DWCRA/BHU/PSU representatives since December, 1989. The meetings are quite relevant for effective social planning, in exchanging field experiences among the Social Scientists and also in sorting out various issues related to the implementation of the Community Participation Component.

3.2 Training/Orientation workshops

The Engineers, Social Scientists and field workers concerned with the Dutch Assisted Programme are being oriented to undertake water and sanitation programmes rather as social needs. Such training and workshops also provide an unique opportunity to share ideas and experiences on relevant field specific social and technical issues which are helpful during the preparation of an effective field strategy for ensuring concerned participation of local communities, especially of the women.

The training needs at various stages of the implementation of the programme have been identified to prepare relevant course modules and to develop effective communication methods for the training programmes. A series of training programmes for the concerned Jal Nigam staff and social scientists has been chalked out for better management and sustainability in water supply programmes. Training of the state/district/block level executives and field staff of the implementing agencies, government officials and PSU staff is arranged depending on the need and the stage of implementation of the projects. A few block level/ village level health awareness workshops for the Jal Samiti members and other representatives of the villages have been organised in the water supply and sanitation programmes for developing close rapport between the implementing agencies and local communities. These were also helpful in convincing people about the consumption of safe drinking water and use of sanitary household units, better up-keep of the water points and sanitary units along with maintaining cleanliness in their vicinity.

3.3 Promotional and communication techniques/Involvement of NGOs

Posters, folders, flip charts, skits for puppetry shows and street plays, songs and slogans are being prepared to facilitate

social mobilisation activities by involving some individuals and professional agencies like CHETNA and Safai Vidhyalaya of Ahmedabad, Chitrabani of Calcutta, Literacy House and Sangeet Natak Academy of Lucknow.

Health awareness camps are organised at the village level in which PHC doctors are invited to explain the hazards of shallow bore handpump water to the local community. The need for environmental sanitation is also stressed in these health awareness camps.

School competitions are organised by involving the teachers and students in the villages. Such competitions stress on the benefits of pure drinking water and keeping the environment clean, and have proved very effective in educating school children on the importance aspects hygiene.

The field staff of the sanitation programme in district Rae-Bareli has between themselves evolved a puppetry team to communicate with the local communities in a more interesting manner. The skits of puppetry shows mainly concentrate on the health messages on water and sanitation.

In pilot project Allahabad, a team of young artists has been formed to organise shows on the importance of water committees, social monitoring of water quality, potable water use and proper maintenance of handpumps. A team of school children have also organised to perform street shows in the villages. The shows have been quite effective in social mobilisation.

The project staff of BHU have adapted some of the popular folk songs for undertaking social mobilisation campaigns in the project area. A team of professional artists has been identified in the pilot project villages of district Allahabad to organise cultural evenings to support the role and function of Jal Samiti members. The songs mainly emphasise the advantages of deep bore handpump water, community health and community participation.

A renowned magician is associated with the sanitation programme to impart health and awareness messages relating to water, sanitation and community participation through magic shows. The pre-testing of the programme has been done by organising shows in villages to communicate key health messages correctly without hurting the sentiments and religious beliefs of the local communities.

3.4. MIS and Communication Network

For developing a better MIS in the water and sanitation programme, project specific and well structured, comprehensive, yet relevant schedules have been formulated for the quantification and analysis of the social and technical inputs as

per the needs and implementation status of the programme.

Various summary tables to assess the progress of work during the month/quarter and even for the whole financial year are prepared on the basis of information supplied by the Social Scientists. The well structured schedules have proved to be quite helpful for the Jal Nigam staff in effectively carrying out work on the basis of the information collected by the Social Scientists and Jal Nigam staff on site selection, status of already installed pumps and possible corrective intervention. The schedules have been revised several times on the basis of requirements and experiences of the Social Scientists as well as Jal Nigam staff who use these schedules in the actual field situations. The collected information will be computerised shortly for quick processing and analysis.

Efforts have been made to develop a communication network with the local community for building close rapport between the Jal Nigam staff and the former. The guidelines for the Gram Pradhans on selection of socially acceptable sites, formation of water committees and handpump maintenance have been prepared and distributed and have been found to be very useful in disseminating information about the project activities as well as in gaining support and confidence of the local communities.

3.5 Documentations

The on-going activities and efforts in the water and sanitation projects are being systematically documented for its circulation among the concerned agencies and its presentation at various forums. Therefore, an effective reporting system from the field staff of PSU/DWCRA/BHU and Jal Nigam has been developed for regular monitoring as well as for the compilation of the progress of work.

The base line survey in the Sub-Project V villages was carried out through a well structured questionnaire along with photographic sessions to provide a better insight into the field situation. The reports prepared on the progress of work, workshops, training programmes, social mobilisation and other field actions are well supported by photographs and slides.

3.6 Information exchange and exposure visits

Effective information exchange and frequent visits of the Social Scientists and core staff within the project districts, other states and countries are envisaged to broaden their outlook for better social planning and for necessary improvements in their field strategy. Each Social Scientist visits the districts of other Social Scientists by rotation to provide necessary help, advise, as well as moral support during their rigorous field work.

4. Major Constraints

From the very beginning, the implimentation of CPC had to face some major constraints :

- Historically no concerted efforts have been made at the national level to implement community participation in the water supply and sanitation programmes and develop a systematic methodology and strategy for it.
- Vested interests of the people's representatives, family and land disputes, caste conflicts and religious contradictions affect the implementation of CPC to a great extent (Case I).
- Unplanned and indiscriminate expenditure on rural development leads to an attitude of over dependence on the government in rural communities.
- The newness of the concept of community participation in the rural scenario of Uttar Pradesh created doubts in the minds of the executives planning for the physical inputs.
- The indifferent attitude of a section of Jal Nigam engineers at the divisional level leads to a lack of motivation and commitment towards implementation of CPC. Moreover, inadequate training and orientation on social aspects results in low priority for the implementation of CPC by the agencies providing the physical component.
- Lack of effective commuication and monitoring system with the executing agencies results in weak co-ordination and consequent integration of CPC with the physical component.
- Ineffective functioning of grassroot level institutions, viz. ICDS centres, village panchayats and youth organisations.
- Confrontation of the Social Scientists with a hostile community which is generally found to be disgruntled with the Government's poor delivery system of the public utilities (Ref Case II)
- Insufficient transport support coupled with the inaccessibility of many villages by road retards the progress of social mobilisation.

Case I

The Secretary, Urban Development of Uttar Pradesh, has issued a letter {ref. no. 206M/9-2-9-57(6)/90} dated July 20, 1990 regarding the site selection of handpumps in the villages. It categorically mentions that the concent of the concerned Member

of the Legislative Assembly (MLA), not of the village Pradhans, should be obtained in writing for the location of handpumps in all water supply programmes. The decision in itself negates the very spirit of community participation and puts a question mark on the efforts to develop a more decentralised system of operation and maintenance.

Case II

Fifteen handpumps had to be installed in village Baundi Fatehullapur under block Tejwapur in district Bahraich. One of these sites had been selected and the handpump installed before the inception of CPC. The waste water from the handpump was accumulating on the village road. When the Social Scientist first went to the village to select sites for the remaining handpumps, the local community not only refused to accept the new handpumps, but wanted the one installed before CPC to be taken away. However, the Social Scientist convinced the local community by explaining the (health) benefits derived from a deep bore handpump and promising to ensure proper drainage for the one installed before the inception of CPC. Thus assured, the local community actively participated in selecting the remaining fourteen sites.

5. Sharing some achievements in institution building

5.1 Social inputs and PSU

The considerable weak base of NGOs in Uttar Pradesh poses a great challenge to social mobilisation campaigns in the water supply and sanitation programmes. Therefore, PSU envisaged a unique structure for associating in field actions besides supporting the programmes by planning of social inputs, monitoring and professional services.

The structure of PSU has proved to be useful for integration of the social component with the physical component. The implementation structure of PSU has provided great scope for meaningful interactions between the officials involved in planning and implementation of social and physical components. The experiences of the Social Scientists and the Engineers are discussed in meetings and workshops encouraging a field oriented and situation specific implementation strategy to be formulated for meaningful intermixing of social and physical components. Moreover, field experiences of the Social Scientists have also revealed many unknown facts, which have given better insights to the problems related with the success of the developmental programmes.

5.2 Mobilisation of village level institutions

Realising the strength of the existing local institutions viz. Gram Panchayat/Yuvak Mangal Dal/Mahila Mandals/ Schools/Primary Health Centres/Angwari Centres/Cultural groups, etc. in rural areas, their participation in the programmes for social mobilisation and health awareness campaigns is being ensured by the Social Scientists along with the concerned field staff of the implementing agencies.

5.3 Policy decision on formation of water committees

The formation of need based sustainable participatory structures such as Jal Samitis/Mohalla or Basti Samitis/Swacchta Samitis, etc. is in progress with the help of the village level institutions, ensuring adequate representation and participation of local women. These water committees play a crucial supportive role for the existing Gram Panchayats. The water committees assume no conflicting functions with Gram Panchayats, and do not threaten the existing village Panchayat system, yet these are more decentralised participatory structures. A paper on the formation of water committees was prepared by PSU in January 1990, which has been accepted as a policy document by the Government of U.P.

5.4 Institutional strengthening of the implementing agency - UP Jal Nigam

- To monitor the physical as well as social components in the water and sanitation programme a 'Task Force' has been created within the UP Jal Nigam nominating representatives from PSU to ensure integration of CPC in the water and sanitation programme and also to ensure quality control in the physical component. The terms of reference of the 'Task Force' provide greater flexibility and scope for operation in DAP areas.

- A Chief Engineer for the Dutch assisted programme and a lady Superintending Engineer as a Nodal Officer for CPC in UP Jal Nigam have been identified to ensure progress in the desired direction.

- The UP Jal Nigam has prepared manuals providing guidelines on the selection of water points considering not only the technical but also the social acceptability of each water point. Manuals on the standardization of construction design and quality control is also under preparation.

- A communication and information dissemination system has been developed by issuing guidelines to the village Pradhans on the selection of socially acceptable and spatially well distributed water points, formation of Jal Samiti and maintenance of water points through community participation.

- Improvements have been made in the training programmes by UP Jal Nigam giving equal importance on social aspects to incorporate CPC in water supply and sanitation programmes.

- Efforts have been made to prepare a better Management and Information System (MIS) for developing a reliable data base and efficient communication information network for the maintenance of water supply schemes.

- A full fledged construction division known as Rural Sanitation Division (RSD), within the UP Jal Nigam has been created for the implementation of rural sanitation programme.

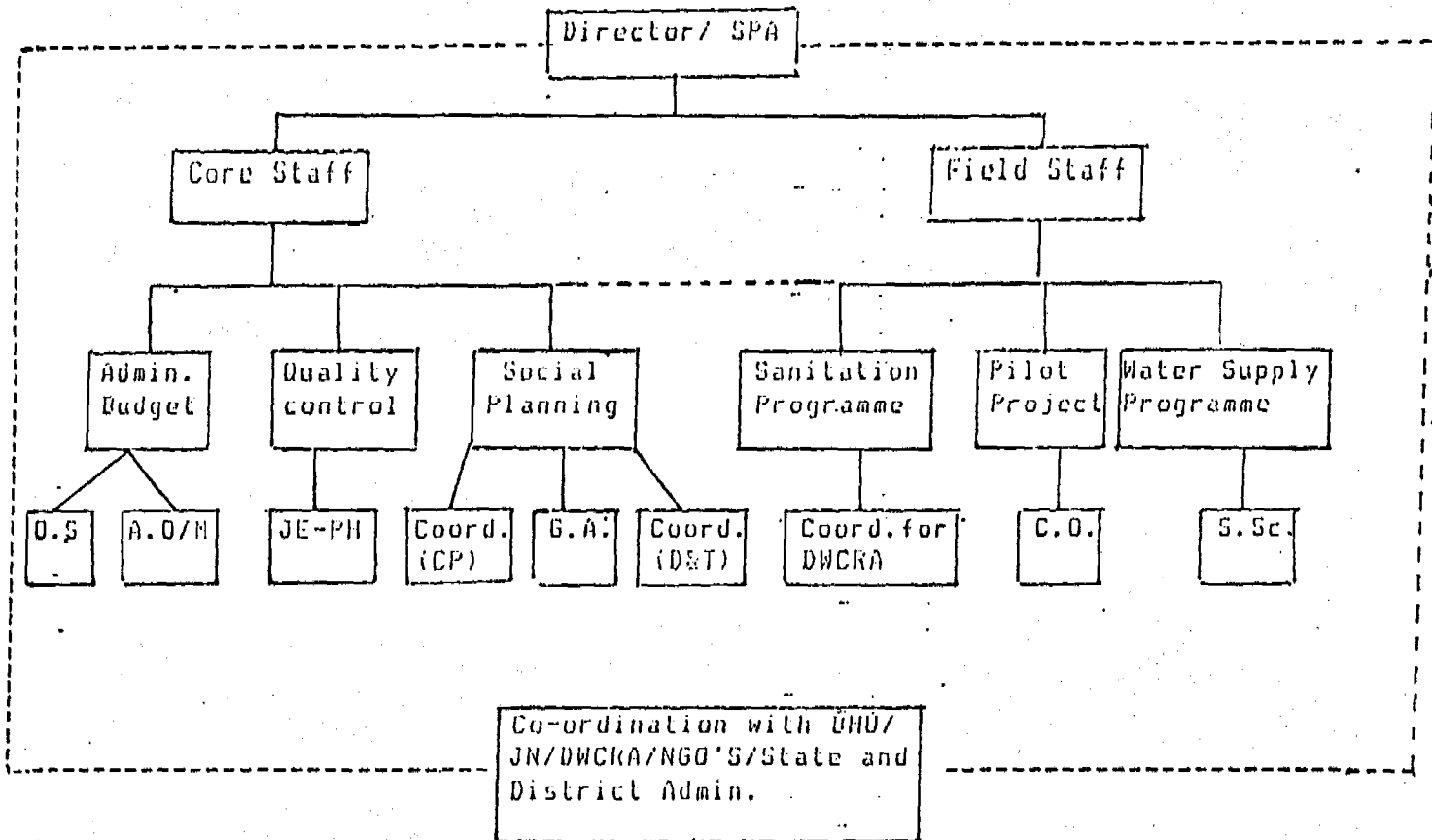
6. Conclusions

The efforts in the direction to integrate the social components with the physical component are quite encouraging for achieving the objectives of the water supply and sanitation programmes as envisaged for ensuring community participation at different stages.

The institution building and formation of need based participatory structures at the village level have proved enormously effective for cost-sharing as well as to undertake maintenance of the community assets. The strengthening of the implementing agencies in terms of development of human resources, better communication and monitoring system, and exposure of their field staff on social issues are found to be extremely helpful to ensure a sense of committment towards the CPC in rural water supply and sanitation programmes in Uttar Pradesh.

Annexes

PSU Set-Up

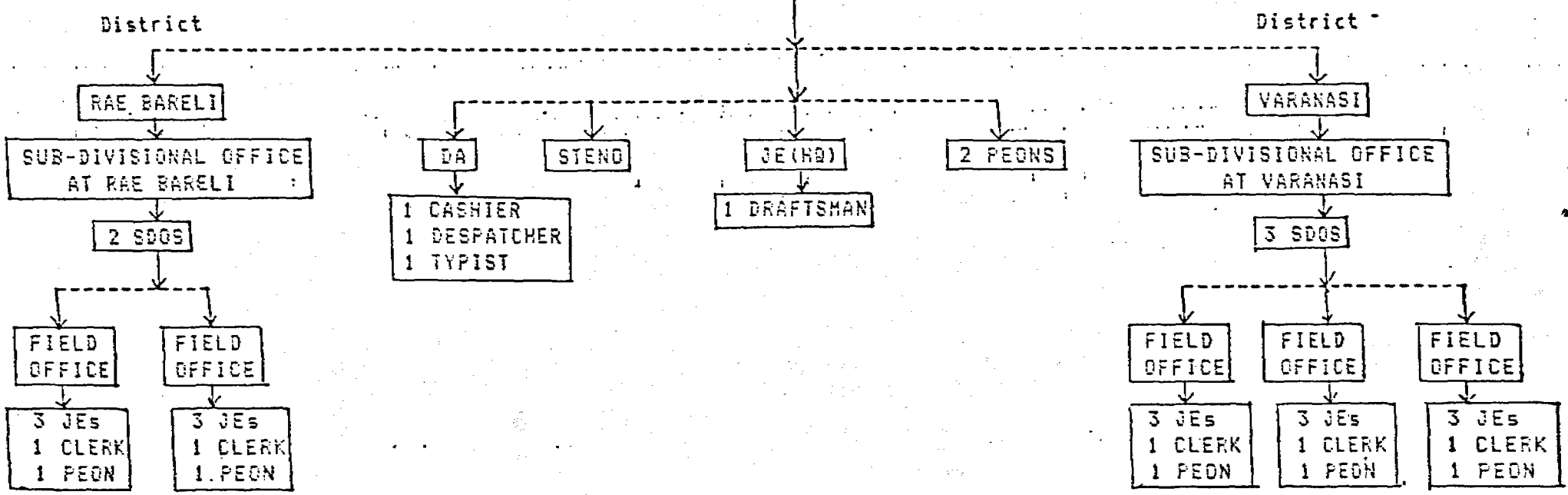


Abbreviations:

Admin.	=	Administration
A.O./M	=	Accounts Officer/Manager
BHU	=	Banaras Hindu University
C.O.	=	Community Organiser
Coord(CP)	=	Co-ordinator (Community Participation)
Coord(D&T)	=	Co-ordinator (Documentation and Training)
G.A.	=	Graphic Artist
JE-PH	=	Junior Engineer Public Health
NGO	=	Non Government Organisation
OS	=	Office Secretary
SPA	=	Social Planning Advisor
S.Sc.	=	Social Scientist

Organisational set-up of the Rural Sanitation Division for Dutch Assisted Programme in Uttar Pradesh

Rural Sanitation Division
Allahabad headed by an EE
directly attached with the
Chief Engineer (East)



EE - EXECUTIVE ENGINEER
SDOS - SUB-DIVISIONAL OFFICERS
JEs - JUNIOR ENGINEERS
DA - Divisional Accountant

C:FORMAT

Some photographs from the Project

Pilot Project : Allahabad



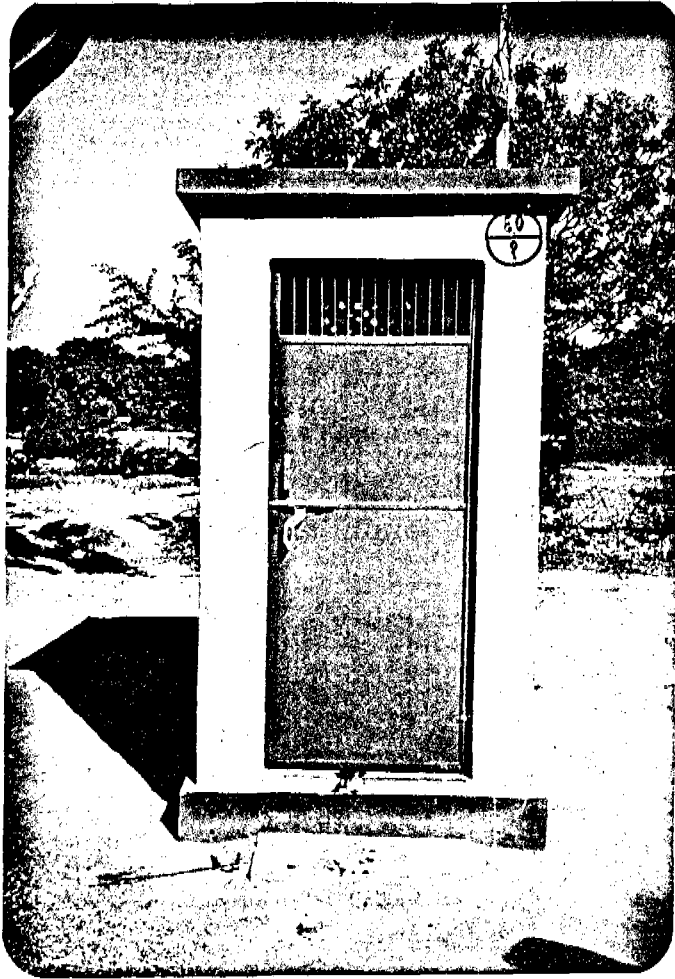
Pilot Project : Tanghan



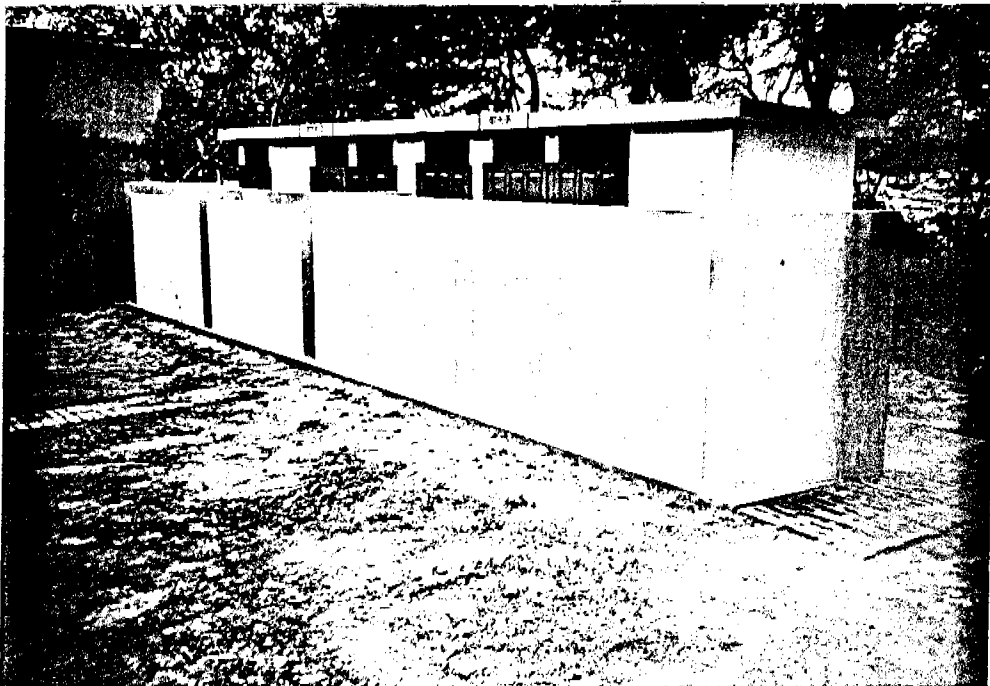
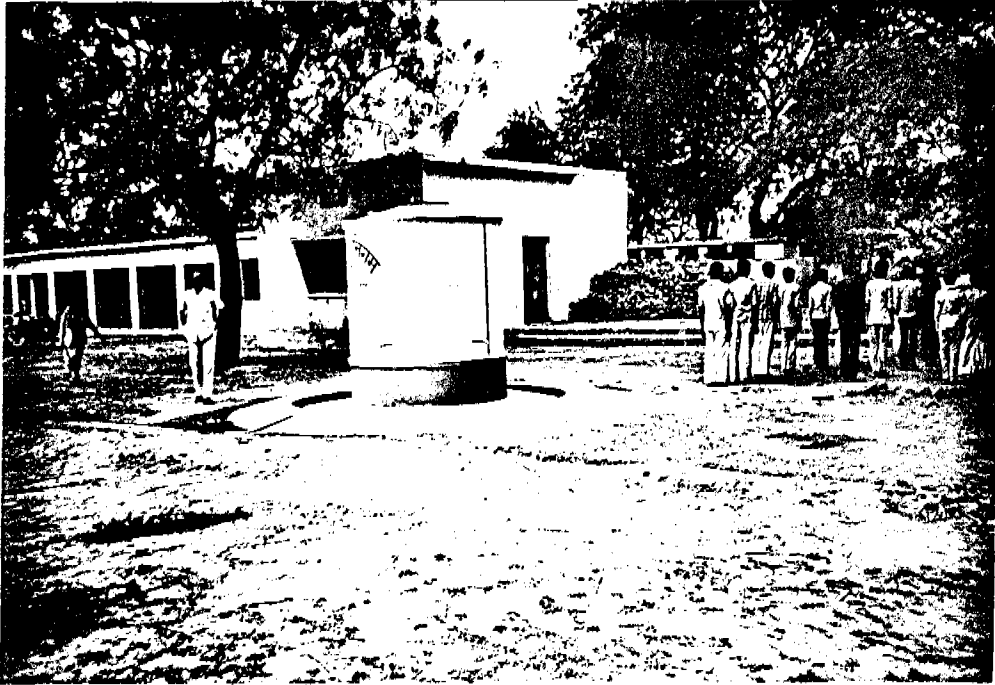
Members of first water committee in U.P.



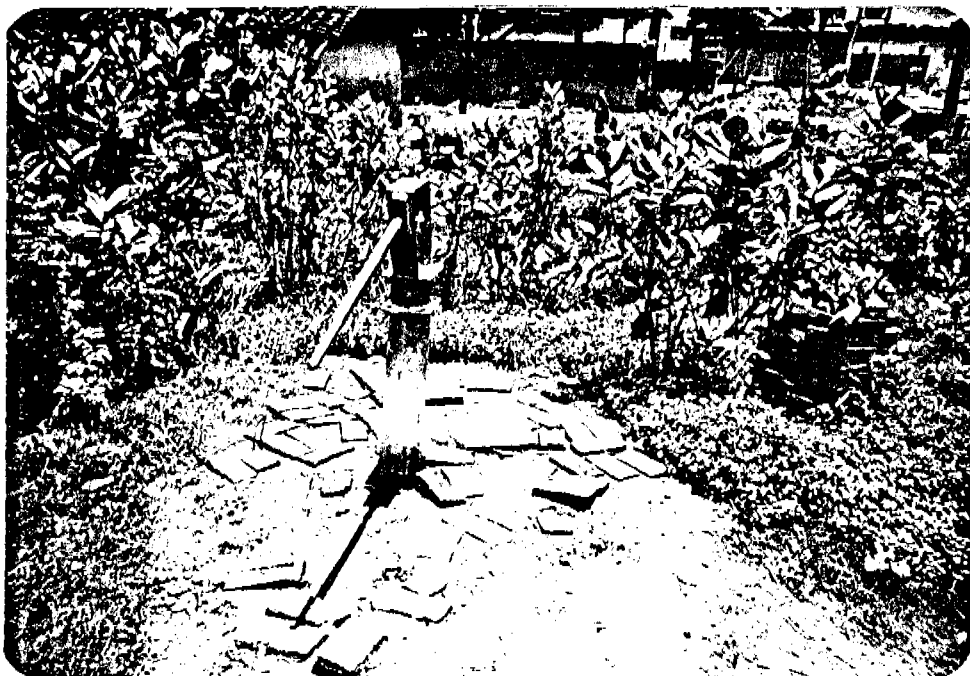
Household Sanitation



School Water Supply and Sanitation



Handpumps installed before CPC



Handpump Mechanics Training



Social Mobilisation

