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Community Participation

with

Water Supply and Sanitation

in Pakistan

recorded during a project appraisal mission

5th - 24th April, 1988

Inge Gahr

4/88

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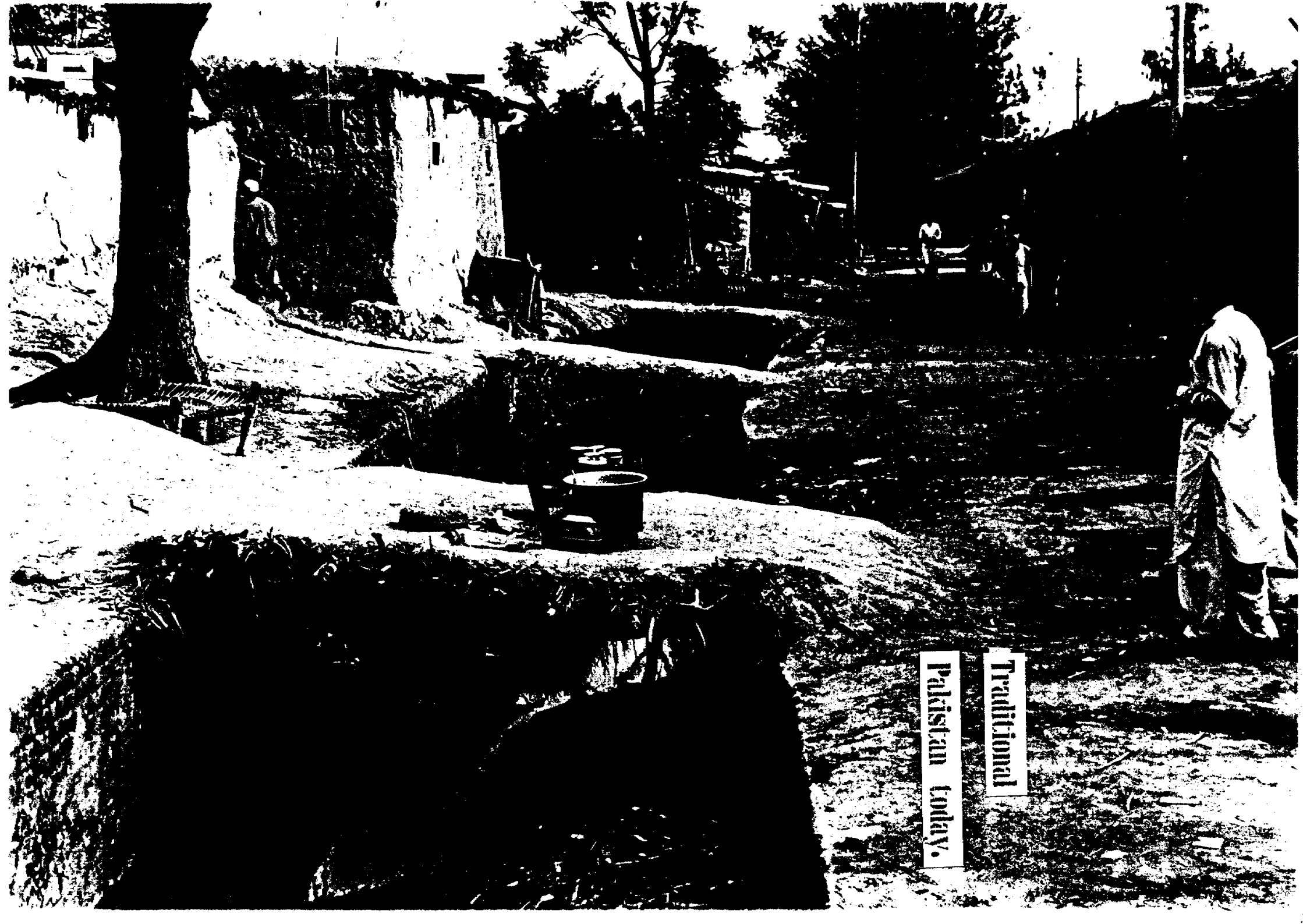
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Ingo Gohr

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Pakistan today.

Traditional



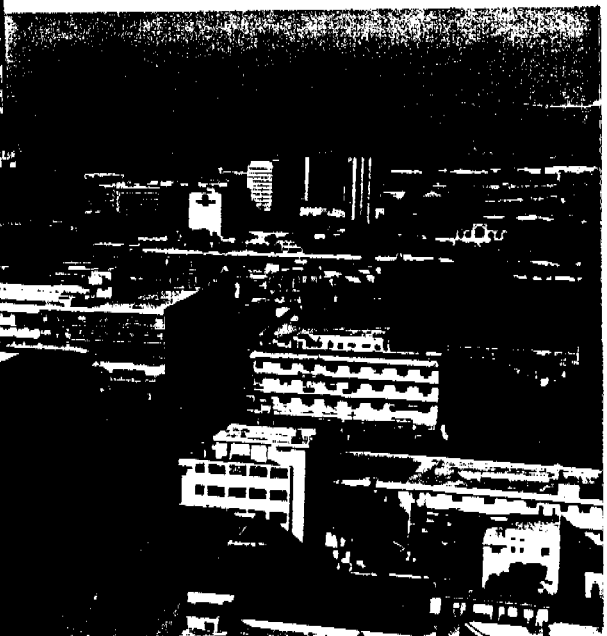
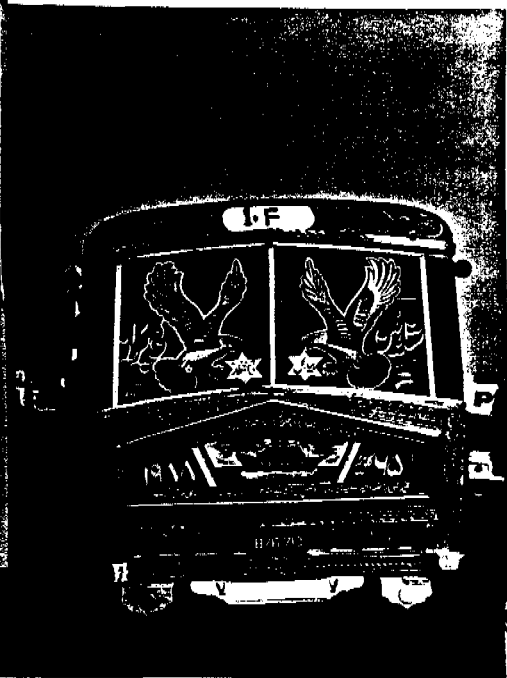
and modern

Community participation is part of many projects.

However, the experience gained with community participation is either communicated in project reports only giving limited information on the subject or in 'how-to-do' manuals which tend to be too general.

Foto reports should bridge that gap by communicating information in a fast and comprehensive way. A good foto can say more than many pages of writing.

The examples of community participation recorded here result from short (mostly one-day) field visits and from additional talks with people involved in the respective project.



**Tradition
and
modern life**

C o n t e n t s

1. COMMUNITY PARTICIPATION IN THE:

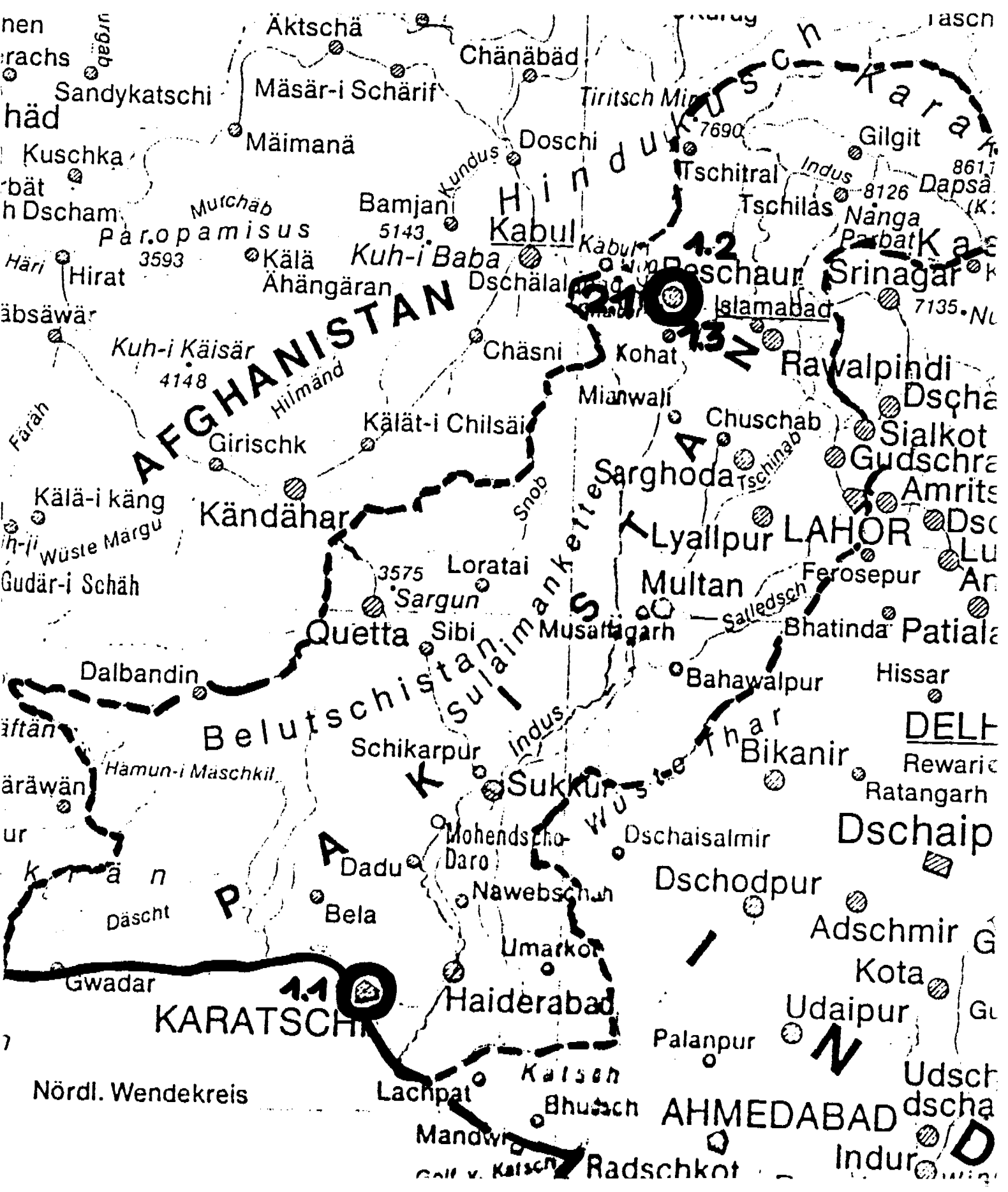
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1.1

Community Participation in the:

Baldia Soakpit Pilot Project

Karachi

Baldia

* B A C K G R O U N D

Baldia is one of the largest Katchi Abadi (impermanent settlement) of Karachi which has been started in the early fifties. It's present population is estimated at about 270 000.

Today, approximately 2 million of Karachi's 6 million inhabitants are living in Katchi Abadis.

In the late fifties, government programmes with 'emergency refugee houses', 'displaced persons colonies' and 'public servants houses' proved insufficient for the influx of migrants. The impermanent settlements grew rapidly.

The Karachi authorities then adopted slum clearance, i.e. demolition of unauthorised settlements, followed by the Greater Karachi Resettlement Programme with two satellite towns for about 600 000 people as first measure to direct the growth of the town.

The failure of the above resettlement measures led in the late 1960s to the 'Plot Township' concept offering plots with basic infrastructure. However, this programme proved to be beyond the economic range of the urban poor.

In 1974, the concept of Metrovilles as self sustaining urban communities was introduced providing inhabitants with a utility wall with connections for water, sewerage, gas and electricity. Also this approach failed to reach the urban low-income groups.

Slum clearance and relocation were abandoned in the late 1960s and replaced by the idea of regularization with the provision of basic public services and the legalization of land tenure. However, only in 1976 the Directorate of Katchi Abadies was formed. And one year later, Baldia was chosen as the first Katchi Abadi for improvement and regularization.

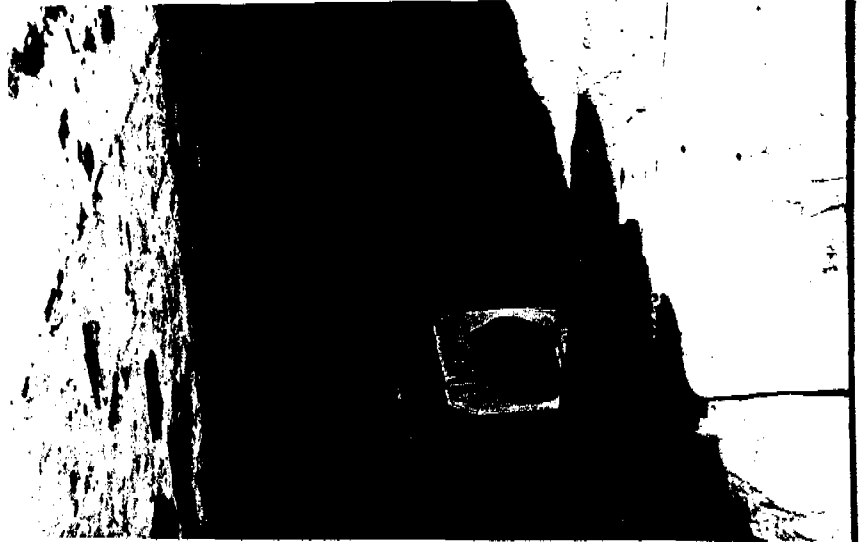
* Excerpts from: 'Baldia Soakpit Pilot Project' by UNICEF, Society for International Development, Social Work Department (University of Karachi) and Shirkat Gah (Women's Resource Centre), Islamabad 2/87

Baldia

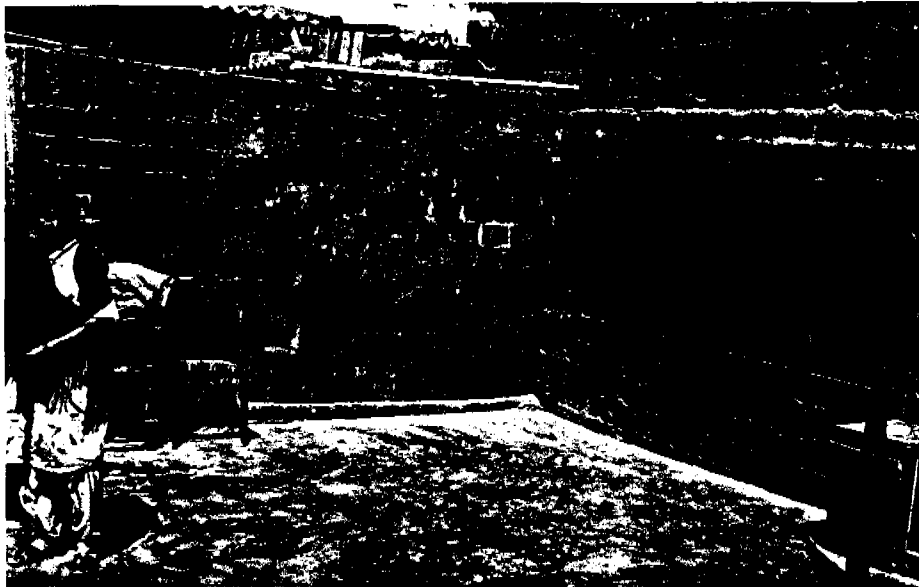
1. LATRINES

Non-existence of drainage facilities, use of bucket latrines and overflowing pit latrines provided the inroad to the community for the organizers (Jaycees + Social Work Department-Karachi University).

However, 10 demonstration latrines had to be provided free of cost. People were not immediately willing to use the new technology. Only after one year 30 latrines were completed.



This was the first latrine built under the Baldia Soakpit Programme. In all, 969 soakpits have been completed with UNICEF funds and more than 10,000 by the community (1980 - 86).



2. HOME SCHOOLS

The next step in 1982 was a 4-week training of young women to run schools in their own homes for children not participating in the formal education system.

Generally, it was a problem for the young women to obtain the approval from parents + relatives for joining the training.

86 schools are still in operation charging Rs. 10 per month from each child for 2 hrs. per day.

UNICEF has provided the mats, books, blackboards and slates.





Out of the monthly teacher meeting, the Home School Teacher Welfare Organization was formed and registered in 1985.

Presently, UNICEF still is paying rent, electricity and salaries.

In 1987, the Director of School Education of the Government of Sind declared that students from Home Schools are accepted at government schools after taking a test.

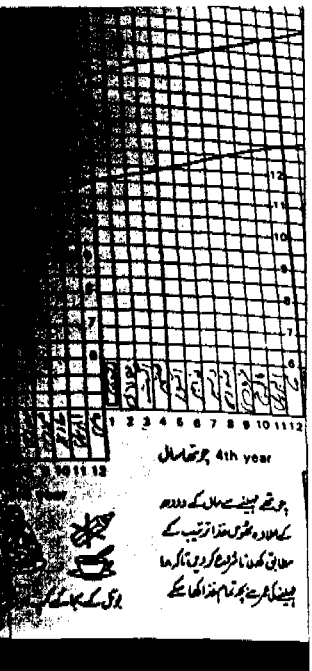


3. PRIMARY HEALTH CARE

was introduced by training 13 home-school teachers and also establishing health care centres in the homes of these women. In addition to the health services provided by them, a female doctor paid by the Habib Bank Trust is regularly visiting the primary health care centres.

These young women were trained in maintaining growth charts of children; oral rehydration; breast feeding; immunization and nutrition.

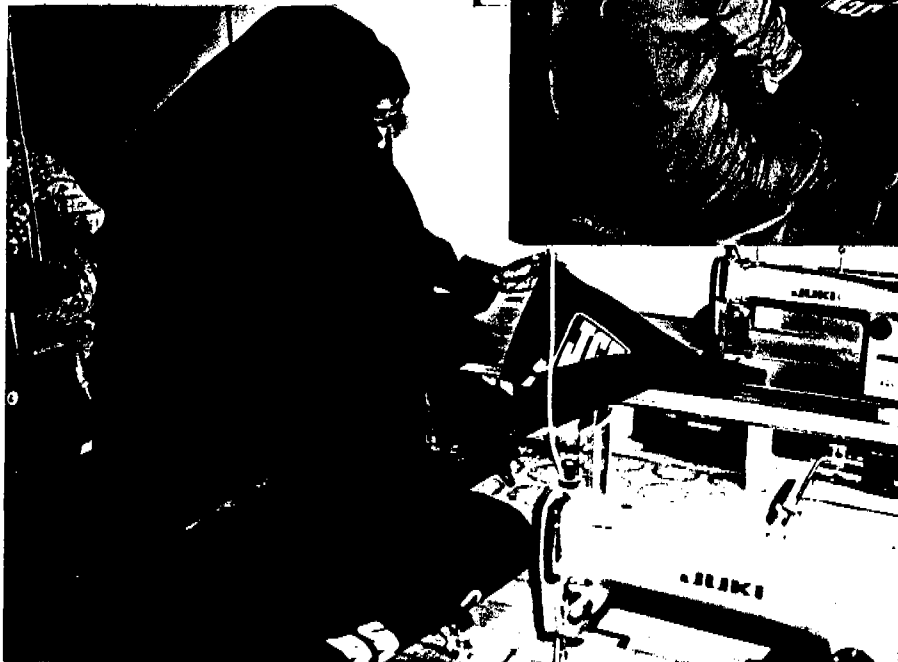
Nowadays, also one traditional birth attendant is attached to each primary health care centre.



4. INCOME GENERATION

was started by the Home School Teacher Welfare Association with UNICEF funds. The female production manager is getting sewing orders from different factories and supervises the production which partly is done on the premises rented whereas most of the work is carried out by housewives at home. The distribution of work is done by the home school teachers to the mothers of their students. For this, the home school teachers are receiving a small fee. The mothers only are getting the orders provided they are sending their children to school.

The advantage for them is to get some income without having to leave the neighbourhood which tradition still might forbid to many of them.



This income generation venture has expanded quite successfully, however, is badly in need to become independent from UNICEF's financial support.

Baldia



5. MANY MORE ACTIVITIES can be attributed to the Home School Teacher Welfare Association like:

- establishing a skill development centre with 166 female students and classes in stitching, knitting, bead work and mehandi, the traditional art of decorating ladies for festivities;
- monthly meetings of home school teachers;
- mother groups;
- adult literacy classes;
- English and mathematics tuitions for women;
- kitchen gardening;
- etc.

Some home school teachers were approached by contestants during the last national elections to campaign for them illustrating the confidence the community has developed in its younger women.

Baldia

6. TODAY'S GENERAL CONDITIONS

With the legalization of land tenure and the provision of services (roads, electricity, water and open drains) Baldia had developed into a flourishing community with construction going on everywhere.

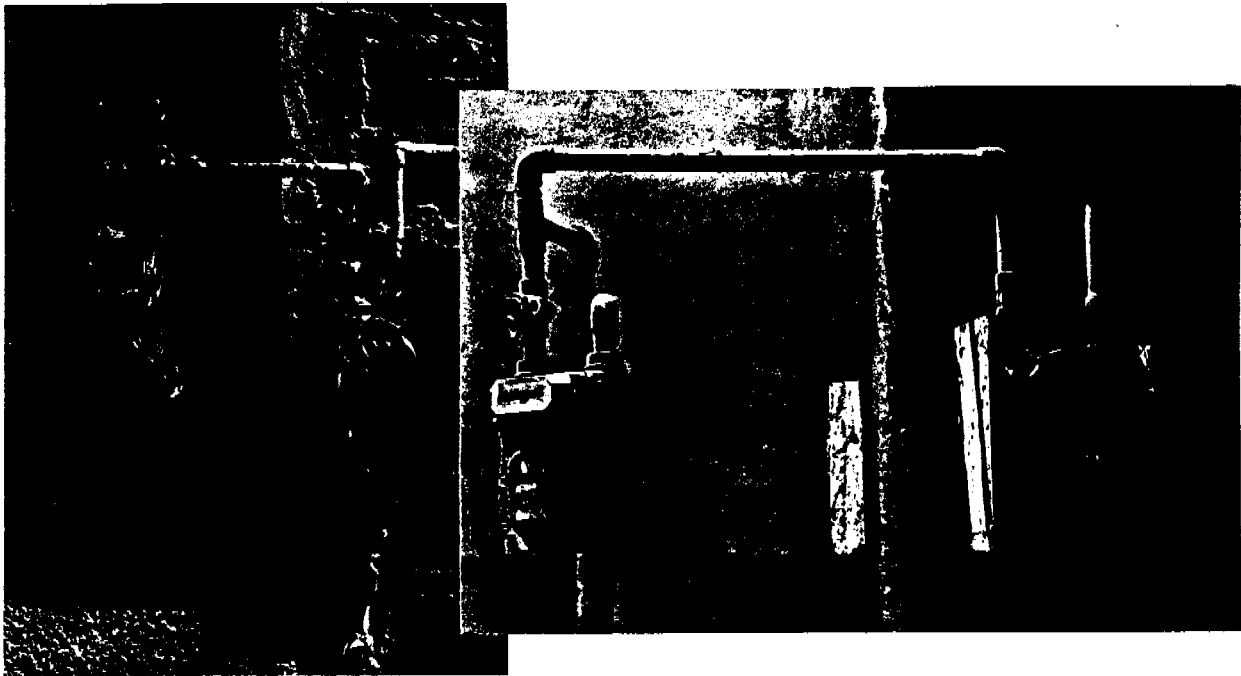


Baldia

However, much still has to be achieved, e.g. the sanitary conditions are not yet everywhere satisfying



nor has communal garbage disposal been developed.



Household electricity connections are protected by the owners, whereas the open drains built by the municipality without the involvement of the people are totally neglected.

In only one case the drains had been cleared of refuse.



Baldia

7. The main reasons for success:

- (A) the courageous co-operation by a number of individual young women who against their tradition dared to take up responsibilities in their community;
- (B) the immediate involvement of a number of existing community organizations and the formation of sanitation committees;
- (C) and the project team who never gave up and endured a whole range of hostility and antagonism of the community like being labelled as missionaries, spies and communist agents. Stones were thrown on the construction sites. It was assumed that the project team had a political motive, and was canvassing for votes for an election. When the idea of soakpits inside the houses was discussed a large proportion of the community was afraid that once the team had access to their houses the occupants would be thrown out. The chief community organizer, a female, was faced with a great deal of hostility from the men. The women of the community could not participate until the male members of the family had accepted the project. Despite all this, the programme now has reached other communities as well.

8. BASIC URBAN SERVICES FOR KATCHI ABADIS (BUSTI)

BUSTI
Plot No. 1732/409
Gujrat Colony
Baldia Township
Karachi

With the end of the Baldia Soakpit Programme, the need was seen to communicate the vast experience gained to other communities. So BUSTI as non-governmental organization was formed in June, 1986 for initiating similar development processes in other Katchi Abadis.



Creating self-reliance among the people of other Katchi Abadis of Karachi is the primary objective of BUSTI, self-reliance in all sectors of development i.e. sanitation, health, education and in other areas identified by the people.

The rent for the BUSTI office and the salaries of the employees are still being covered by UNICEF who also provided transport facilities. Similarly, as with the Home School Teacher Welfare Association, the need is seen to make BUSTI as NGO independent of UNICEF funding.

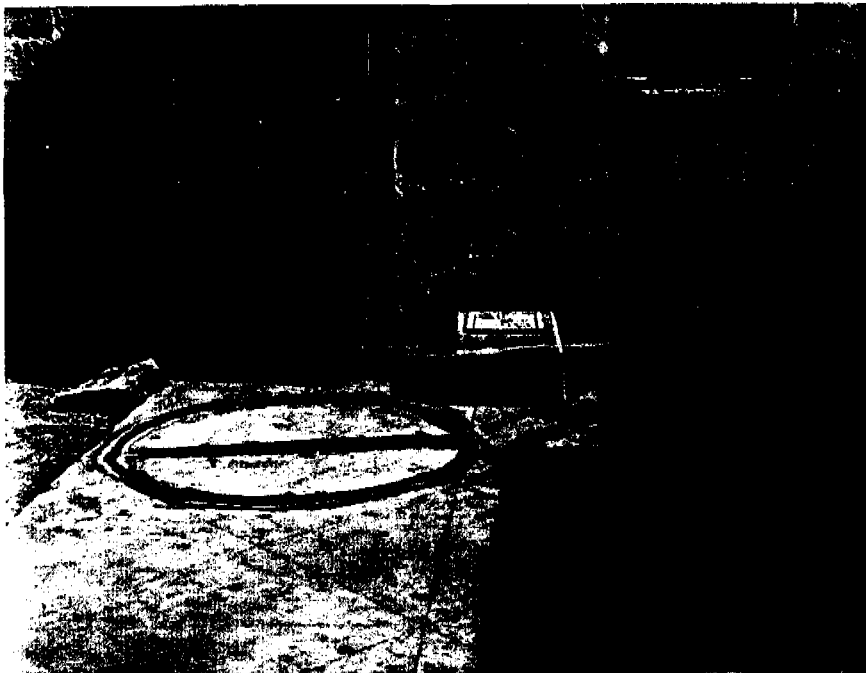
URBAN BASIC SERVICES

Baldia

9. THE MULTIPLICATOR EFFECT

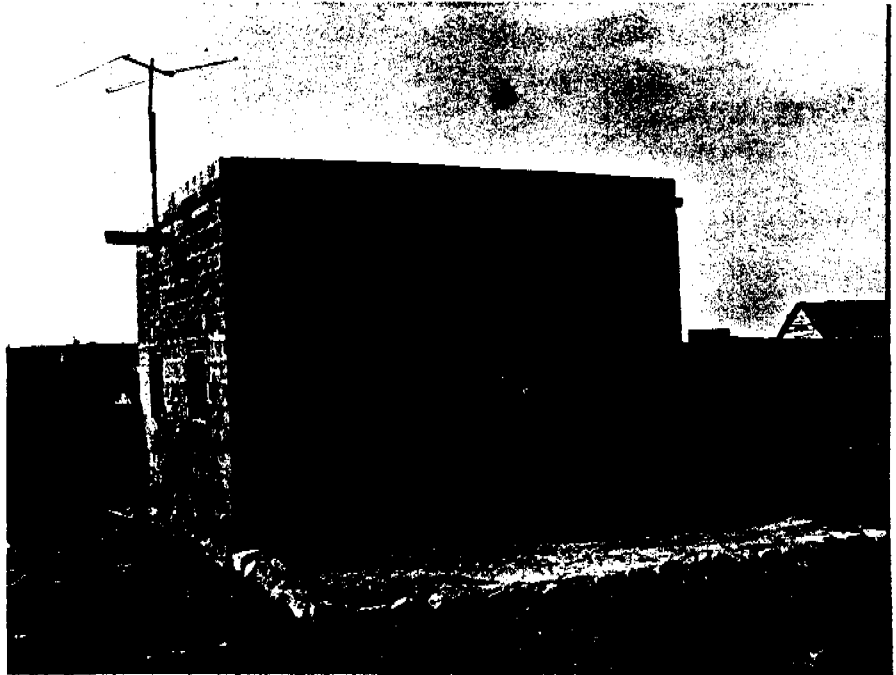


can be seen already in two other Katchi Abadis. Here in Grax, a former village on the road to Hawkes Bay, one lady social organizer, one lady health visitor and one part-time engineer have been working for a couple of months. A few home schools are operating already and a number of latrines on a loan scheme basis have been built.



The latrine of the BUSTI branch office in Grax inside the building with the 2 pits outside.

Baldia

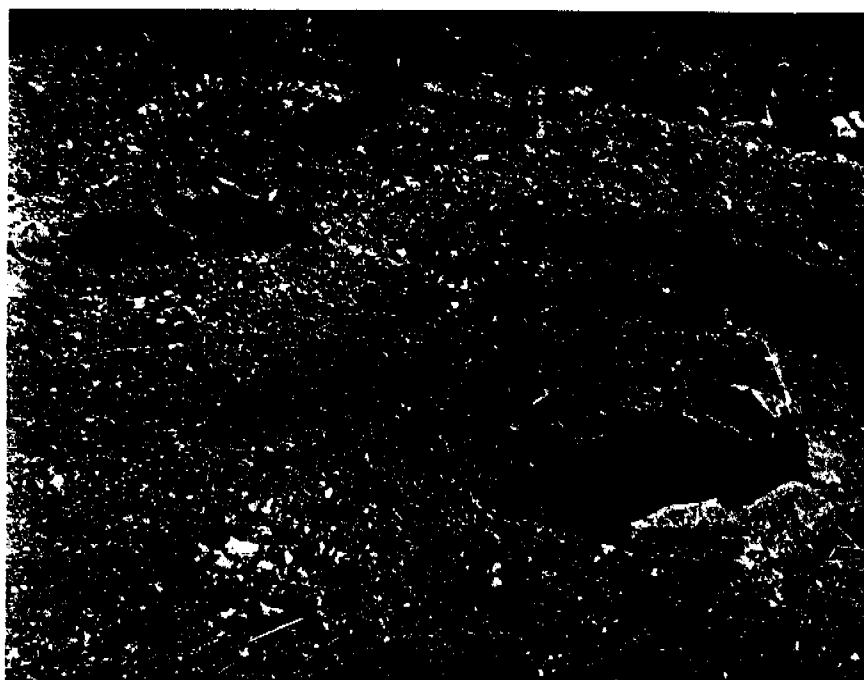


The latrine with water tank and without roof opposite the home of the proud owner.



Baldia

The soakpit design has been changed several times. The most common type presently built has two pits lined with stones.



The loan of Rs.960 (app.DM 96) was sufficient to cover the cost of the latrine up to this level.

Baldia



The private courtyard in front of the house serves as family space for cooking, water storage, etc.



The latrine at the back of the house probably only will be used after the upper structure has been completed.

1.2 **Community Participation in the:**
Pak-German Integrated Rural
Development Programme IRDP
near Mardan

IRDP Mardan

*** B A C K G R O U N D**

Through its status as a bilateral technical cooperation project with the District Council of Mardan, and through it the Local Government and Rural Development Department as its counterpart institution, the Integrated Rural Development Programme Mardan (IRDP) must take account of the following conditions:

- its working approach must at least in principle be replicable by the concerned departments;
- it must involve existing local bodies such as the Union Council, District Council, MNAs, MPAs, Senators;
- new structures and institutions must at least be concurrent with the existing administrative set-up of the province;
- self-help oriented institution building at the village level must ensure that at some later point these interest groups have access to sources of support other than IRDP.

So far, a variety of different schemes have been implemented like domestic water supply; pavement of streets and drains; road construction; construction of a dental clinic; sewage disposal; irrigation; flood protection; mountain path; afforestation and agricultural programmes.

In its first phase(1/84 - 7/87), the project worked through project committees formed by the villagers which despite some positive experience showed the following weaknesses:

- project committees were considered as single purpose entity which would cease to exist once a scheme was completed;
- through its limited membership the rest of the village did not get involved and soon lost interest;
- office bearers were often left with excessive control over resources without a controlling body within the village;
- once a scheme was completed there was no experienced body to ensure its maintenance.

During the second phase(8/87 - 7/90), therefore the project is promoting village organizations with at least 50% of all households represented for determining the development priorities and for planning, executing and maintaining projects.

* Excerpts from: 'PROJECT BRIEF' by Albert Hilbrink, 1/88 and 'STRATEGY FOR VILLAGE LEVEL PARTICIPATION IN IRDP PROGRAMMES, Guidelines for Social Organisation' by Achim Steiner, 2/88

IRDP Mardan

The project office.

Pak/German IRDP
Chersadda Road
P.O.Box 61
Mardan/N.W.F.P.
Pakistan

Tel: 0531-2653
Tx: 52340 HBMDN PK

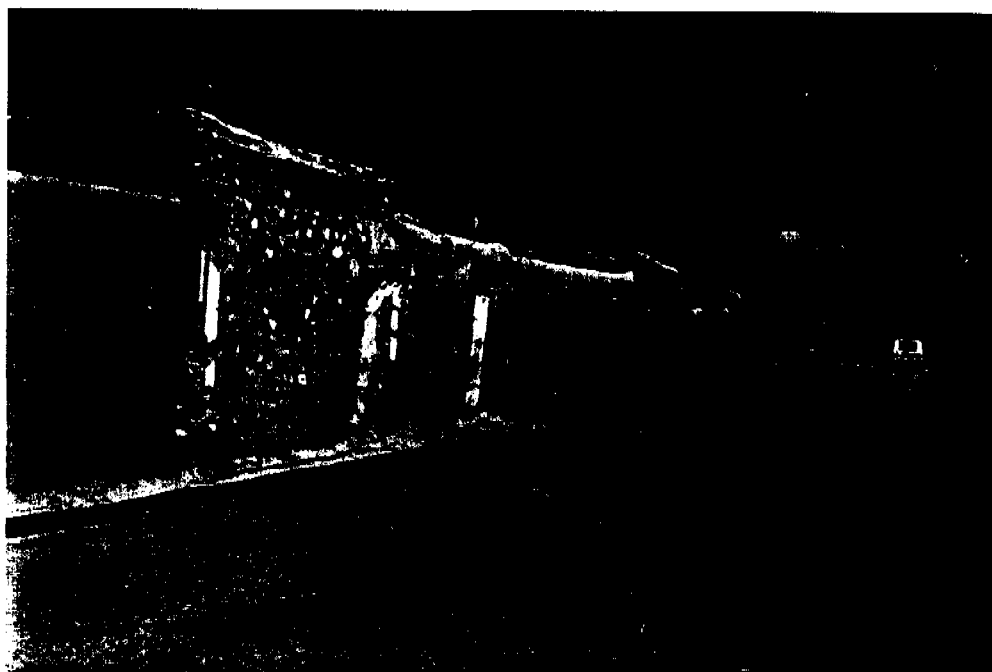


Fertile land
alternates with
dry hills.



A long stone wall
built by the vil-
lagers for the
protection of re-
forestation.

IRDP Mardan



In this road widening scheme on the way to S h e r d a r r a the villagers agreed on reducing some of their houses for the better of the community.



1. SHERDARRA
water supply

was started after various visits of the social organizer of the project and after the village had decided on what the village needed most.

Due to rival factions in the village negotiations took months and only became possible after it was decided to hold the meetings in the dry river bed dividing the village.

IRDP concentrates on the organizational aspects of its schemes rather than their speedy completion. The process of learning by doing, education and collective action is more important than the result.



IRDP Mardan

After the source of the future water supply has been identified the first task of the village is to build the protection wall for the catchment area. Only then the project will return for further action.

When this spring protection was built, there always were some men around heavily armed.

Even the youngsters always have their weapons with them.



IRDP Mardan



The line from the water source to the reservoir was entirely built by the villagers.

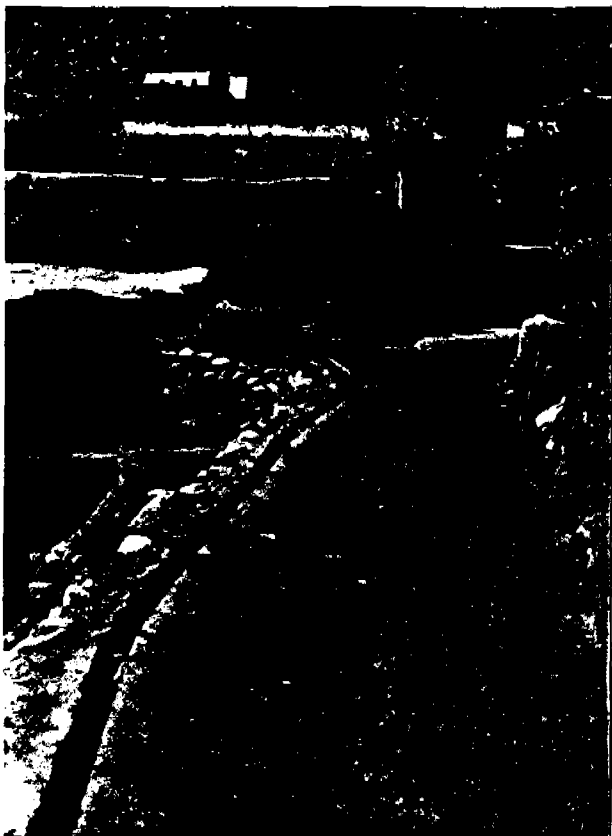
One of the task of the project was to identify those villagers who could be made responsible for supervising a certain task like digging trenches, etc.

The workers were paid Rs. 20 instead of the normal pay of Rs.25. The balance of Rs.5 was considered as contribution by the village. The materials are paid by the project.

However, in general the villagers decided about the amount of their contributions according to the size of the village and their funds.

The reservoir in the village.

▼ One of the stand pipes.



To become a member of the village organization, one has to pay Rs. 5 per family. For maintenance Rs.3 are collected per month.

IRDP Mardan

2. Latrine construction follows the water supply scheme. However, the project assists with only 6 model latrines per village at no costs to the users. All components of the latrines are produced on site, so that the building process is understood by the villagers.



For the water supply scheme a plan of the village had been mapped. Now, for the latrine construction all wells are marked on the plan. Then, the bottom and the water level of the well are measured which will indicate the flow direction of the ground water. And accordingly, the location of the 6 model latrines can be selected.

Preferably, pit latrines are built. Where the ground water level is less than 6 m the design of double vault compost latrines is used.



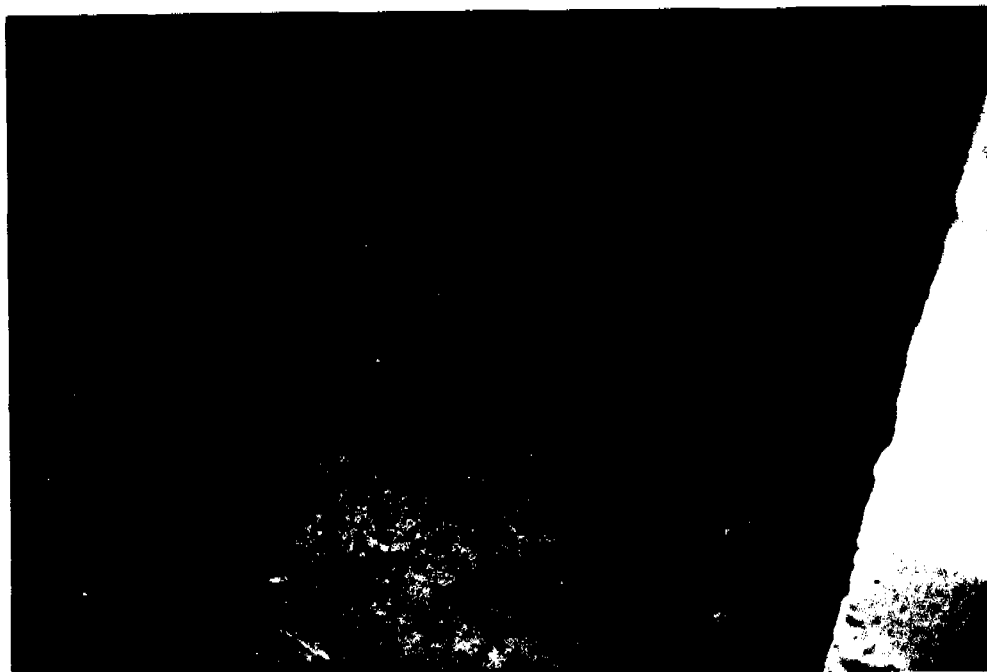
For the direction of the latrine it is important that it does not face Mecca, and that the vent pipe is at the sunny side.

First, a rectangular concrete frame is made as shown here; then the pit is excavated and, if necessary lined with bricks; the squatting and vent-plates are casted; the flap-trap made; the walls are built and the vent pipe with fly screen fitted.

This model should then be followed by other villagers on their own.



This latrine has been built for the women center in Sherdarra. It has got an open view protected entrance without door.



The squatting plate with the flap-trap.

The need was seen to better integrate latrine construction into the other activities and with hygiene education so that further latrines built by the people would not pollute the ground water.

IRDP Mardan

3. The WOMEN PROGRAMME only was started in August, 1987 with confidence building measures in 9 villages of the Union Councils Shewa and Fermoli.

Only after the Social Organizing Section of the project has built up credibility with the people through project schemes like water supply, etc., the men of the village are informed that there also is a Women Section by the project which could do something for the women of the village.

In this society with a strong tradition, certainly, some convincing arguments are needed to motivate the men to allow outsiders to communicate with their wives.



To take such a photo of the female members of a household normally is impossible. This photo only was approved by the head of household after the female photographer (Toby Molenaar) had been living with the family for three months.

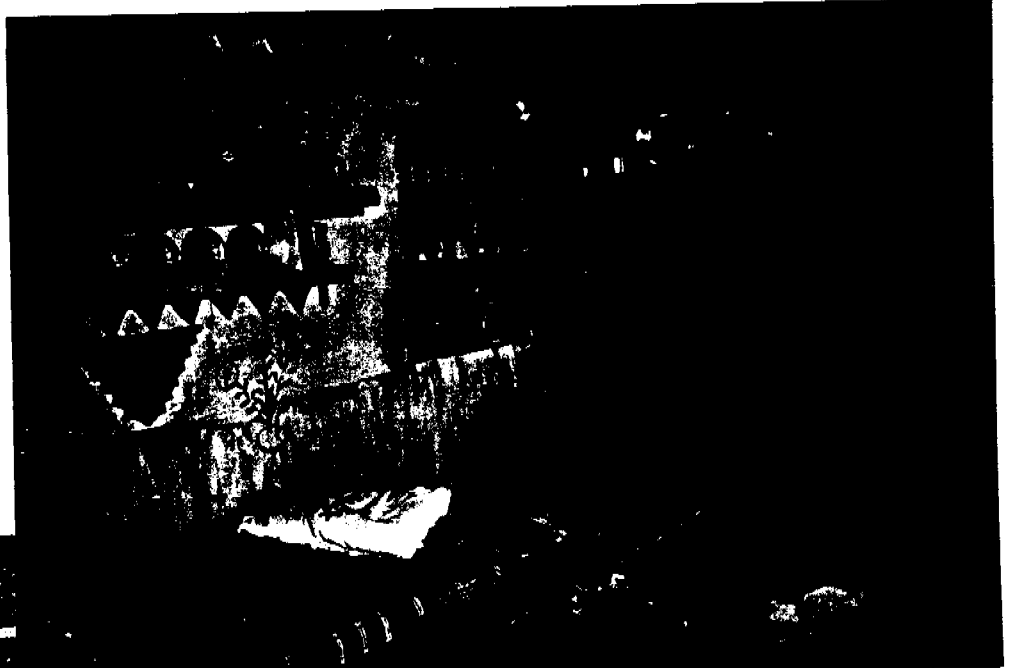
Since doctor's fees and cost of medicine are probably the most common reasons for indebtedness in rural areas and health services are rather limited, the Women Section of the project offered to promote health related and, in addition, income generating activities. On such grounds, the male committee gave the approval to the project to also work with their wives.

IRDP Mardan

Rival factions representing different sections of a village are also hampering the women programme. After a series of meetings in different parts of a village, the decision was made to rent a building as women center so that women from different groups could meet in a neutral place.

Although there was not yet any programme in this women center in Sherdara, 56 women came for a talk during one afternoon.

A female extension worker is staying for some time in this center.



This is another women center under construction with the building materials for the demonstration latrine in front.

INCOME GENERATION: 90 sets of 6 chicken have been distributed to 10 households each in 9 villages to improve poultry management. Chicken vaccination campaigns followed. 15 female poultry extension workers are being trained to continue the vaccination programme in the future. This scheme is considered as a success by the villagers.

HEALTH PROGRAMME: Health education and midwife training has been carried out. 30 traditional birth attendants have been selected from 9 villages for further training in midwifery.

Guidelines for the formation of women organisations have been drawn up and one model group started. The progress although difficult already is visible.

4. Despite the limited inside a visitor can gain by a one-day visit of the project office and a one-day field visit, the impression prevailed that

- the technical achievements in water supply provision and latrine construction were on a high level;
- institution building of the village organizations and the involvement of the users in project activities were very positive;
- however, the replicability of the high technical planning standards might hardly be achieved by other villages in the future;
- similarly, the integration of the project approach into as well as the adaptation by departments concerned seem to be doubtful at the present stage.

1.3

Community Participation in the:

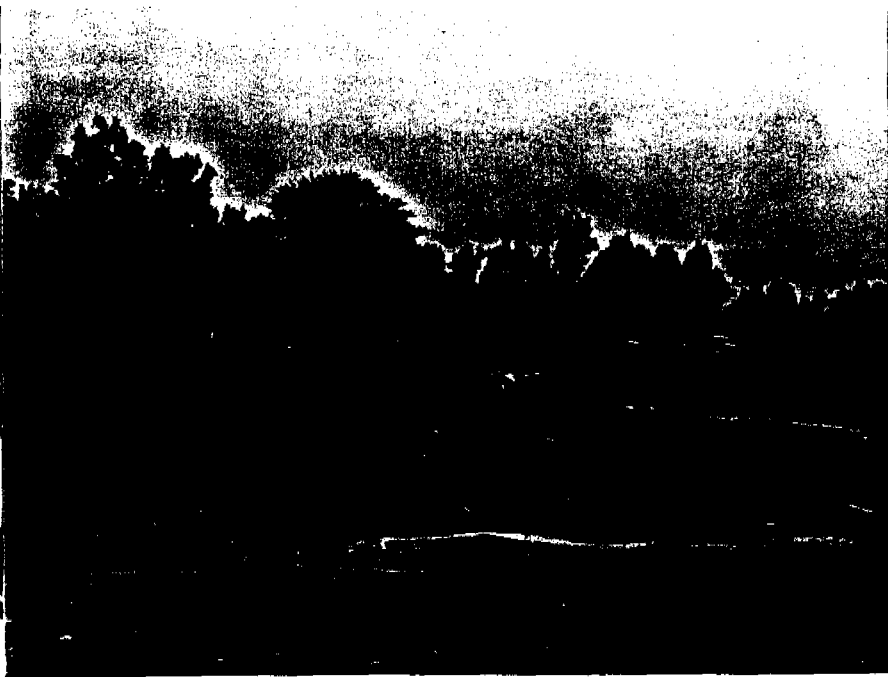
**Sanitation Development Programme
Public Health Engineering Department**

near Peshawar

Sanitation PHED

* BACKGROUND

At present, a rural sanitation programme is being implemented by the Public Health Engineering Department (PHED) in 7 of those 17 villages/Afghan refugee camps of the 1984 started project WATER SUPPLY FOR REFUGEE CAMPS AND NEIGHBOURING VILLAGES IN NWFP. This programme as well as the establishment of the urgently needed Sanitation Division of PHED is financially assisted by the Kreditanstalt fuer Wiederaufbau(KfW). The members of the motivation and education team have already received training twice by UNICEF and the Peshawar University. One female and three male members started a pilot programme in Dag Baisud a village with a population of about 7 000 and appr. 27 km away from the district headquarters. The first step was to identify resource persons, local functionaries and other opinion leaders. Then the chairman of the union council and the head mistress of the local girl school assisted with organizing the first meetings. The one for the men was held in the hujra (meeting place) of the chairman. Many more meetings had to follow to get the concept of proper sanitation across. The first meetings for the women were held in the middle school for girls and at the adult literacy centre for women. Each of the 4 wards was assigned to one of the motivators. As a result to countless personal talks sanitation committees were established who started filling up ditches, cleaned streets and drains and applied for the construction of pit latrines.

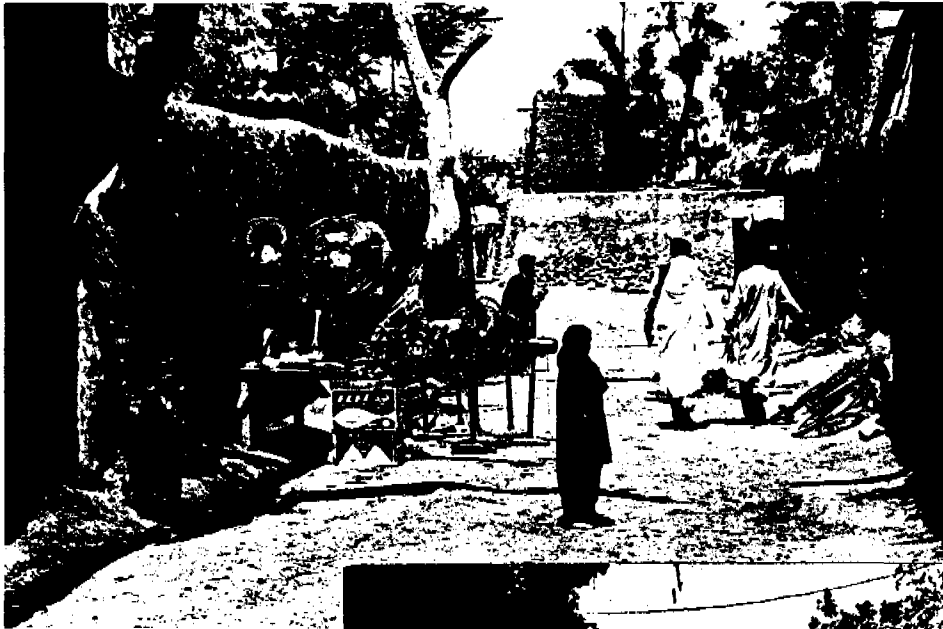


Afghan refugee camp.

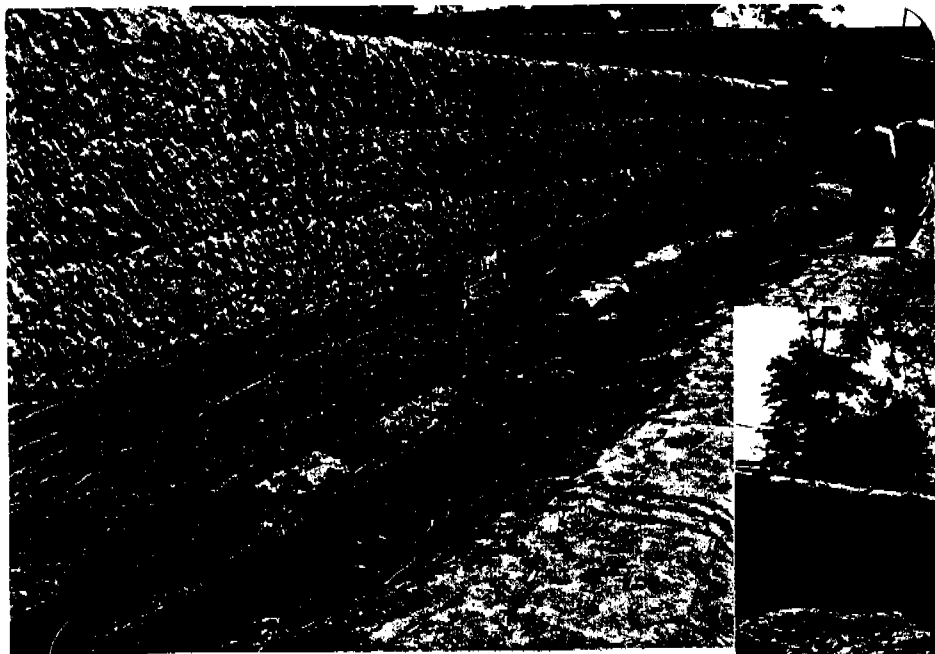
* SANITATION DEVELOPMENT PROGRAMME, by Prof. K.Elahi and Mrs. S. Safdar, Department of Social Work, Sociology and Anthropology, University of Peshawar, 3/88



Village streets.



Sanitation PHED



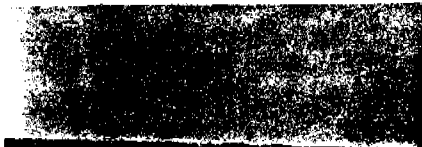
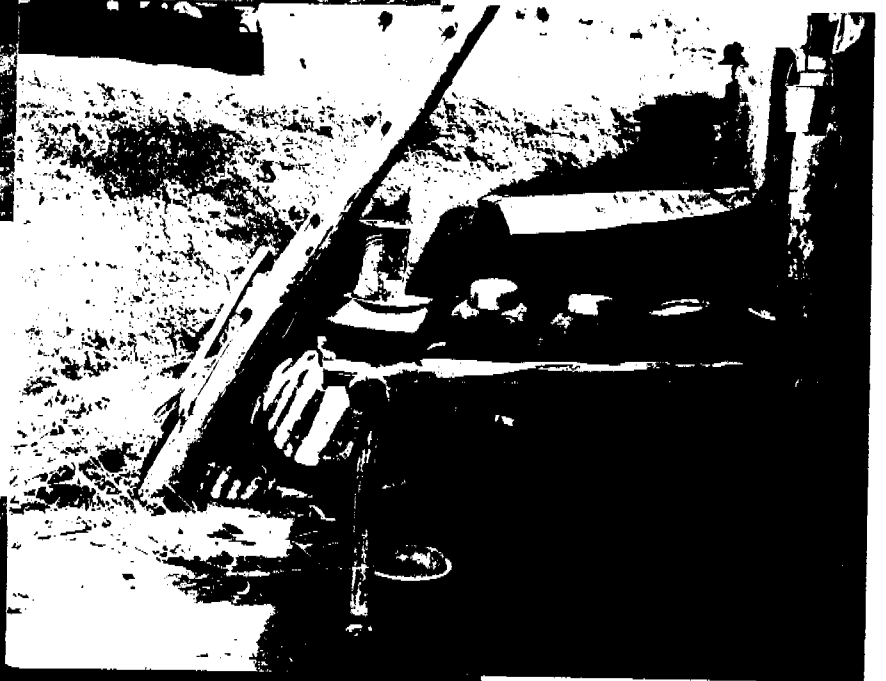
Open drains.

Village water storage.

Out of 1000 families
200 were surveyed.
83 % of them fetch
their water from open
wells. Only 2 families
used a hand pump and
32 had access to tap
water.



Water storage

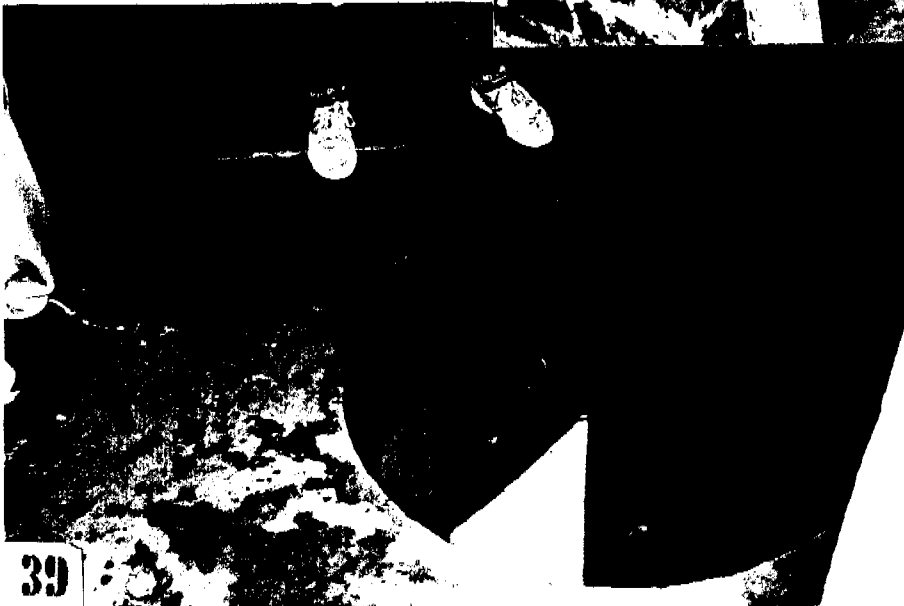
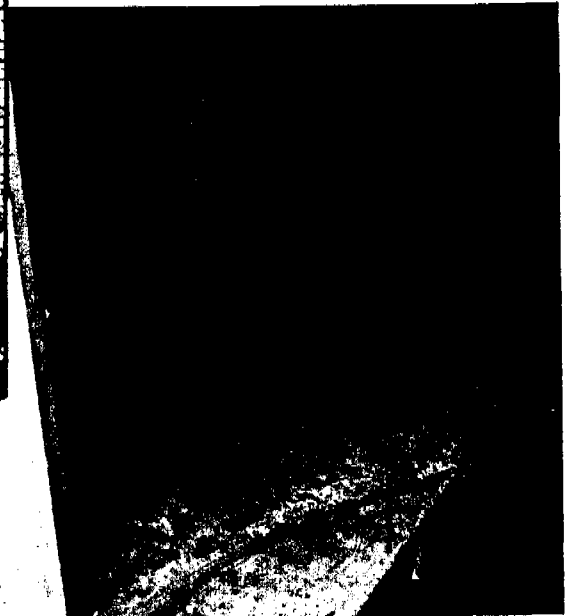


Sanitation PHED

Most of the following latrines have been built in Dag Baisud and in Jallozai.



A meeting in a hujra.



A demonstration latrine with 2 compartments. One door is kept locked until the first pit is filled. Then the second pit will be used.

The motivation/education team is doing an excellent job.

3 types of latrines are constructed with different standards:

- surface double pit
- double pit
- single pit.

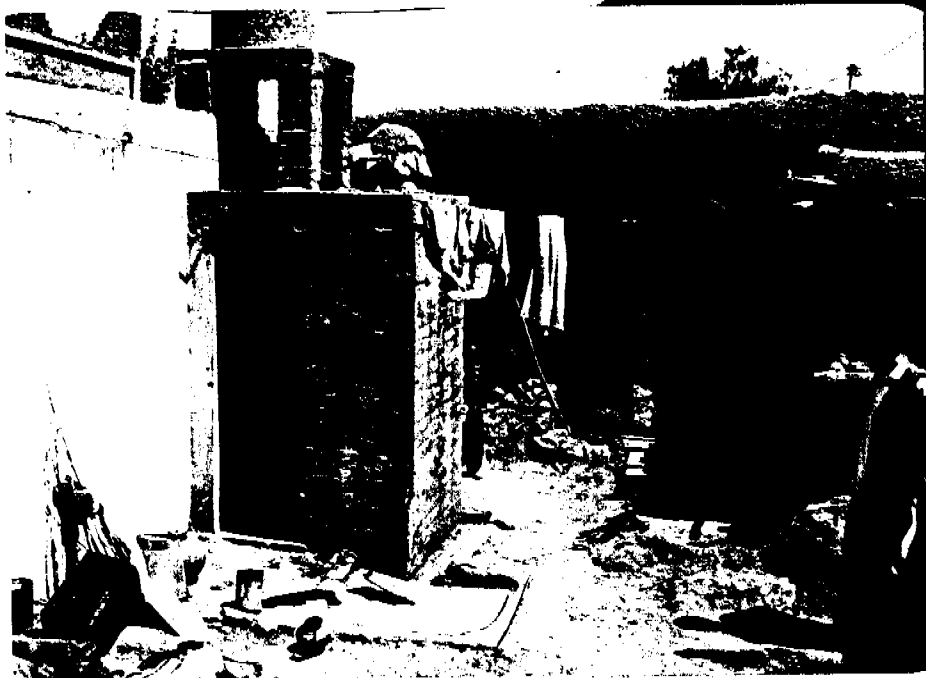
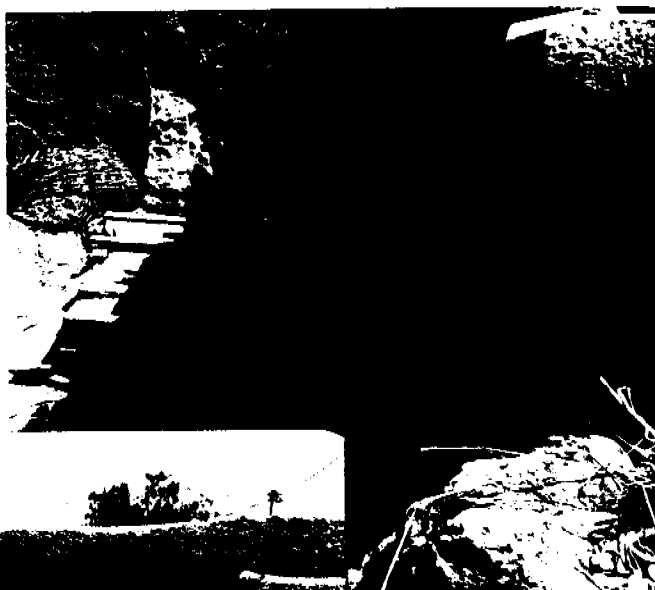


Squatting plates, vent pipes and where necessary, lining of the pit are provided free of cost. The rest is paid for/done by the users.

Sanitation PHED

Latrines become fully integrated into daily life and in many places an object of prestige.

On the left side of the courtyard is the family bathroom with the water tank on top and a laundry slab in front. On the right side is the uncomplete latrine with the squatting plate.



This latrine even has got a t.v. antenna on top and a cooking place at its side.



Before the work of the Sanitation Division started, out of the 200 houses surveyed 104 did not have a bathroom, 158 no waste water drainage and 183 no latrine facility. This means that excreta are thrown at night to the field or at open spaces.

Sanitation PHED



Here the prayer corner has been built in front of the latrine. Latrine and bathroom are combined.



The two major problems which the team has to overcome seem to be:

(1) The attitude of the people who are used to schemes being implemented for them and paid for also. This understanding is often reinforced by those politicians who are in the position to dispose of certain funds.

(2) In many villages there are rival factions which have difficulties to jointly carry out a project with the result that despite a heavy input by motivation personnel, schemes are not fully supported. Also here the experience shows the need for building up such village organizations which are supported by the majority and not only by a small group.

The members of the team are new in this approach of combining low-cost sanitation with community participation and women involvement. All experience has to be made from the scratch. Capacities for conceptional development of such schemes and for duplicating them on a larger scale has to be built up.

2.1

Integration of Community Participation:

**ZOPP workshop on
Institutional Strengthening of
Public Health Engineering Department**

Peshawar

ZOPP PHED/

*** B A C K G R O U N D**

Health surveys have shown that 70 % of mortality and disease among the population is due to the effects, directly or indirectly, of poor environmental conditions. It has been estimated that in 1986 only about 15.9 % of Pakistan's rural population had access to piped water supply and 18.7 % were served by handpumps. Sanitation is generally understood within government as drainage. It has been estimated that less than 2 % of all water supply schemes include drainage systems. A survey in 1982/3 showed a coverage of rural areas with latrines of about 17.5 %.

The Public Health Engineering Department (PHED) of the North West Frontier Province, as its name indicates, is primarily an engineering organization with a long tradition of executing urban water supply projects which are constructed through contractors and after completion handed over to the municipalities. Implementation of rural projects and operation and maintenance works have been increasing in recent years. The PHED with the exception of the recently started rural sanitation programme has not involved communities directly in the planning and execution of schemes.

The Prime Minister's 5-Point Program aims at reaching an additional 26 million people with water supply and 7 million with drainage and/or sanitation within four years (1986-90). The beneficiaries of such schemes are expected to cover operation and maintenance costs. The PHEDs of all provinces are making efforts in expanding their programs to meet the SPP. Implementation capacity is stretched to the limit which will further increase when the sizes of communities to be served become progressively smaller.

Combining water supply schemes with sanitation (drainage and proper excreta disposal) and implementing those through community participation has been recognized at national level as major strategy for health improvement, cost reduction and cost recovery for future projects.

A Goal Oriented Project Planning Workshop has been undertaken in April 1988 in Peshawar with PHED and other concerned departments and agencies for creating the basis for future cooperation between PHED and GTZ in order to assist PHED in building up capacities for following the new guidelines.

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- * AN ORGANIZATIONAL STRUCTURE TO MANAGE URBAN & RURAL SANITATION IN NWFP, PAKISTAN by A.h. Ashworth, 1/86;
 - SAFE WATER AND SANITATION IN NWFP by Dr.M.Z.Shah, 4/88;
 - REPORT ON THE JOINT WORLD BANK/CIDA RURAL WATER, HEALTH,

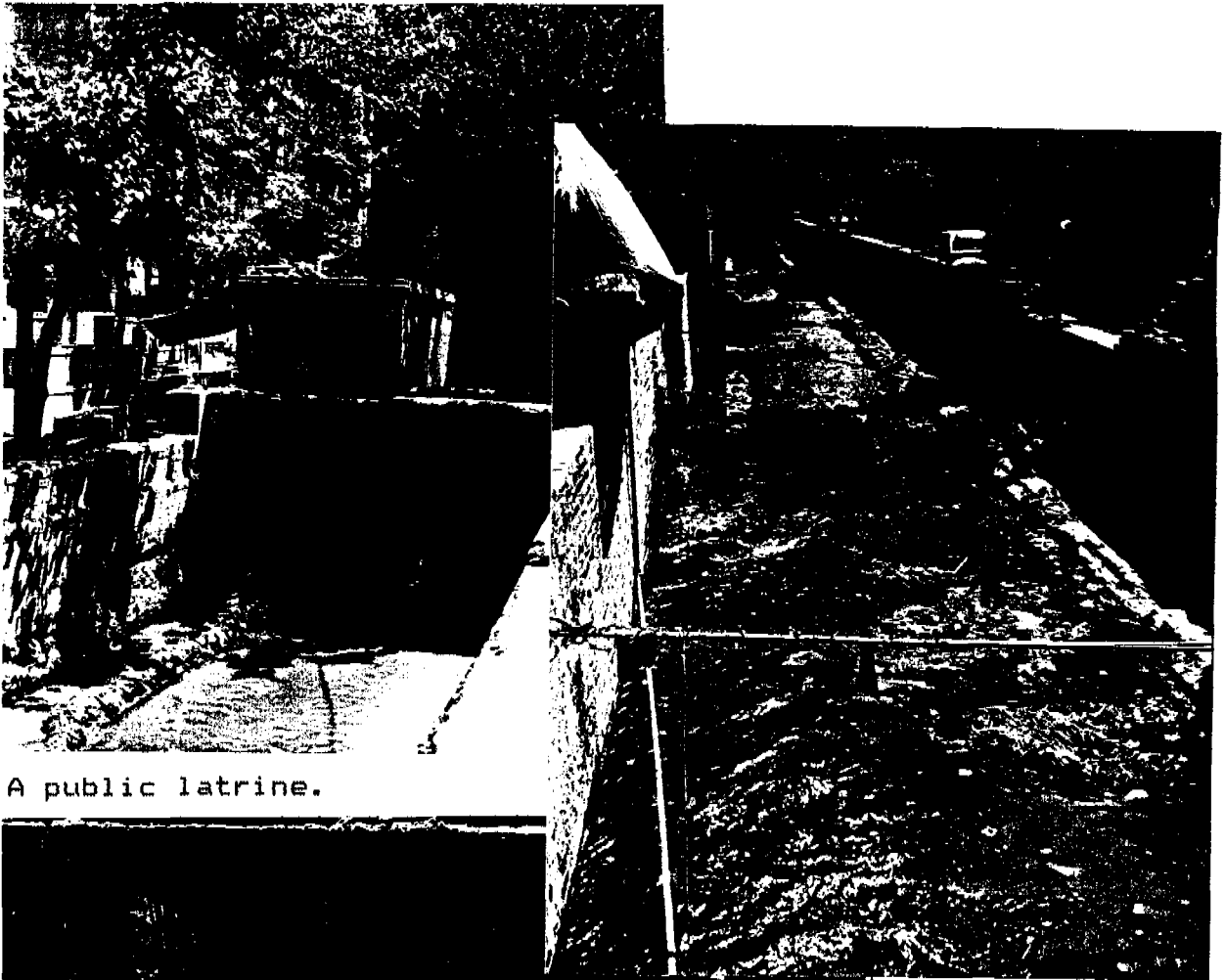
ZOPP PHED

The older part of Peshawar, a bustling city, full of life. With the influx of more than 200,000 Afghan refugees its population has long crossed the half million mark.



ZOPP PHED

The sewerage and drainage system in Peshawar consists mainly of open drains. Many of them are clogged by uncontrolled solid waste disposal due to the lack of an adequate collection system. 15 % of the population do not have latrines; another 15 % do have latrines which are directly connected to the open sewers and drains, and about 70 % of the population in 1985 were using bucket latrines.



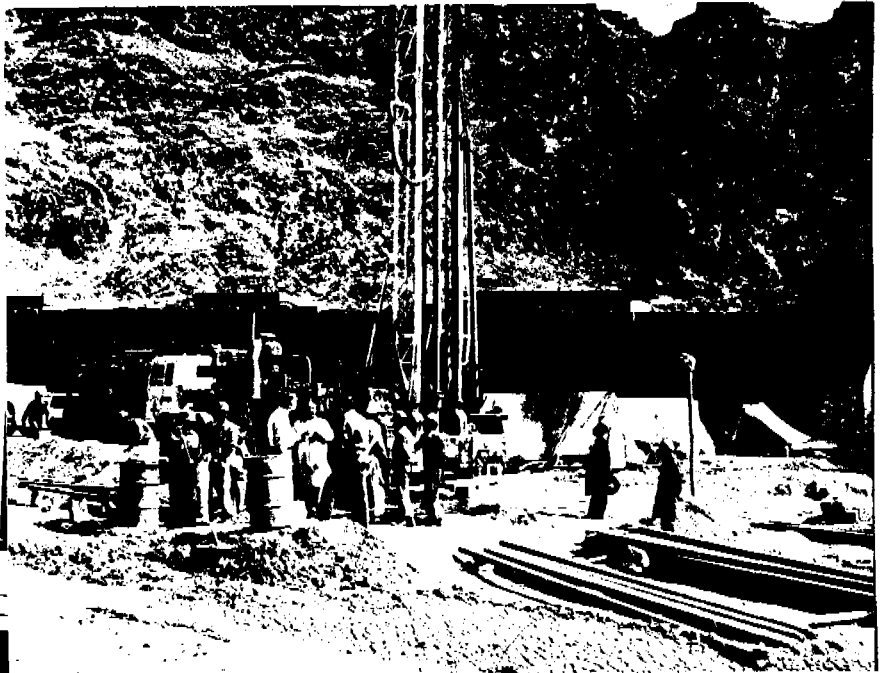
A public latrine.



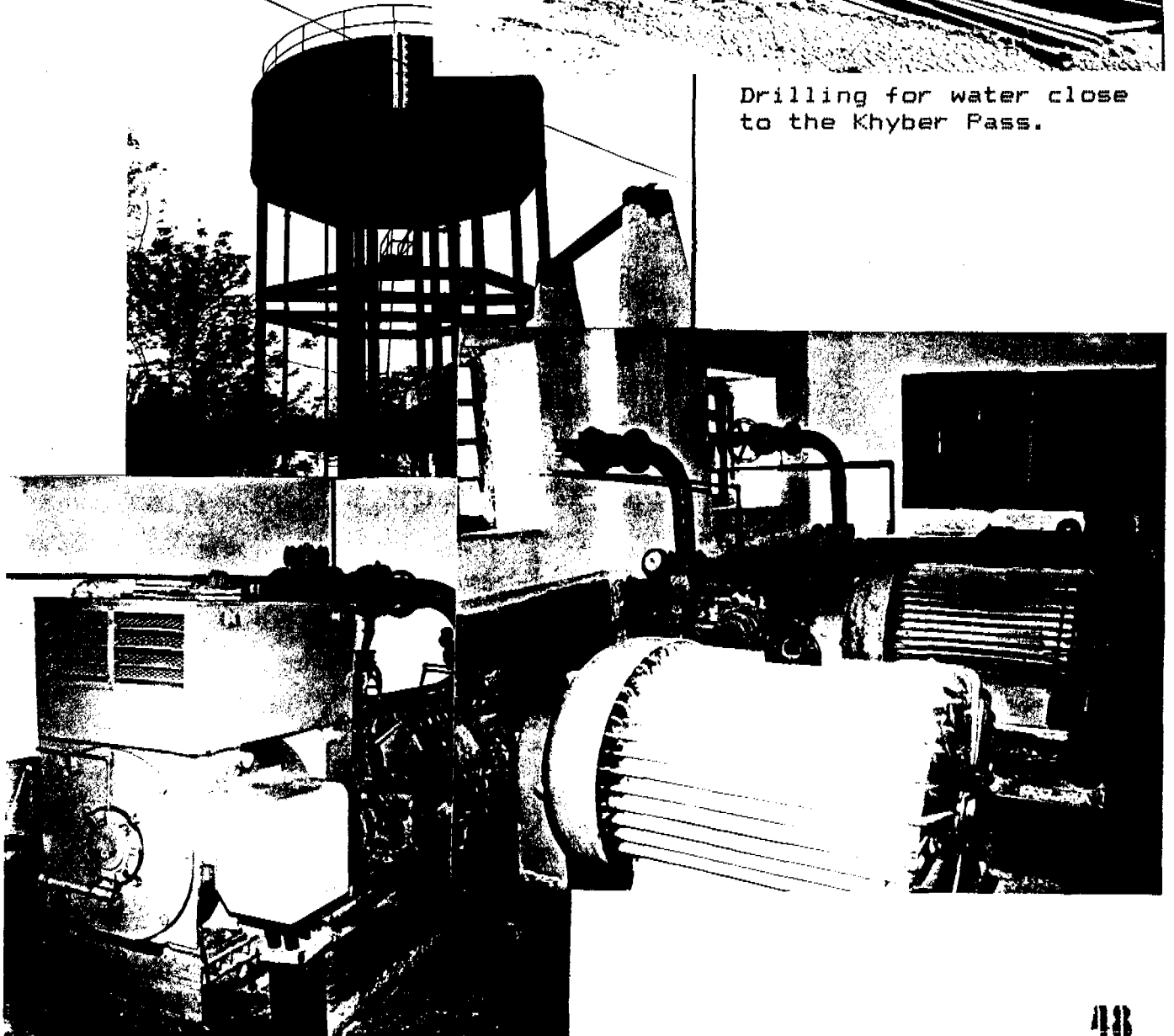
PHED
water supply projects.

Public Health Engineer-
ing Department
1 Police Road
Peshawar, N.W.F.P.
Pakistan

I&PHE DEPARTMENT

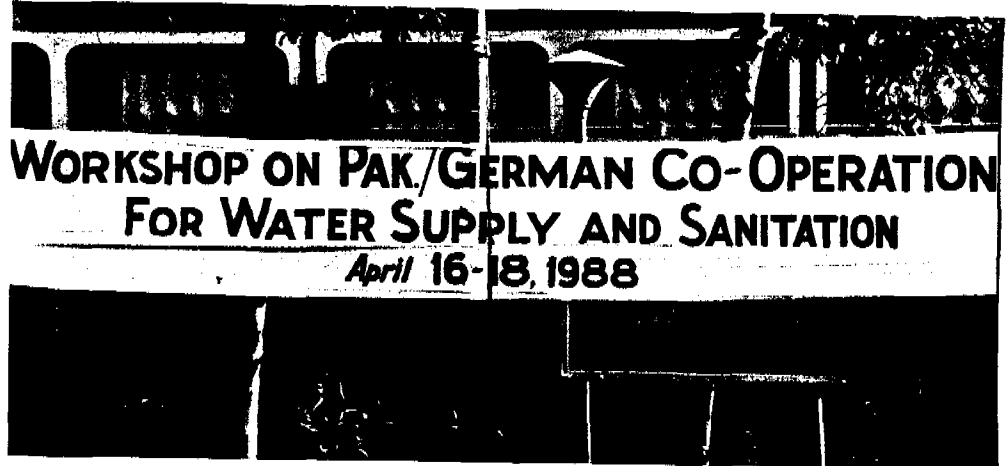


Drilling for water close to the Khyber Pass.



ZOPP PHED

Statements by the Additional Chief Secretary, Government of NWFP during the official opening of the workshop:



"We have to increase the awareness of the people that drinking water and sanitation of higher standards are public utilities, like electricity, telephone and mail, for which the customers have to pay for."

"If the community gets involved in all stages of the project the project will then be regarded as their own affair, instead of a government under taking for which they resume little responsibility."

"Better adopted technology to be used in our projects in the future does not mean second class standards, but instead better use of locally available technology and equipments which will allow us to provide better services to more people for the same amount of money."



The active contributions by the participants produced the following results referring to community participation:



PROBLEMS RECOGNIZED DURING THE PROBLEM ANALYSIS

- wastage of drinking water
- lack of health education on water and sanitation
- community participation not actively promoted
- insufficient mobilization of existing resources
- no user contribution to capital cost
- people generally not motivated to pay for water and sanitation
- lack of community participation in operation and maintenance
- personal hygiene
- lack of awareness
- improper disposal of wastes
- lack of awareness in rural areas for the need of hygienic water storage.

OVERALL GOAL: Improvement of Water Supply and Sanitation in NWFP.

PROJECT PURPOSE: PHED strengthened in water supply and sanitation including community participation.

RESULTS/OUTPUTS: (3) Operation and maintenance improved.
(5) Permanent training unit for PHED, communities and other organizations.
(6) Conditions for community participation in PHED projects established.

ACTIVITIES: (3.1) Analysis, evaluation and implementation of cost effective measures in operation and maintenance (participation of private sector).
(3.3) Improvement of cost recovery, review of consumer charges, reduction of losses.

ZOPP PHED

- ACTIVITIES:
- (5.1) Preparation of HRD-concept to establish training unit.
 - (5.2) Workshops and seminars on low cost technologies, community participation, management techniques (ZOPP,CPM..)
 - (5.5) Training of male and female motivators of PHED for community participation.
 - (6.1) Establishment of village organizations for hygienic conditions and maintenance of facilities including training of volunteers including women.
 - (6.2) Orientation programme on community participation for local leaders and elected representatives.
 - (6.3) Develop and implement models for integrated water supply, sanitation and community participation.

There was the general understanding that community participation can only be integrated into PHED projects on a step-by-step basis proportionally increasing along with the experience made. This especially refers to water supply projects whereas the improvement of sanitary conditions through participation combined with hygiene education and with the involvement of women might be more open to immediate action.



The Additional Chief Secretary:

"The strategy of the 7th Five Year Plan presently under preparation calls for an increase in rural water supply to cover 70 % of the population and for a 100 % coverage in the urban areas."

