DRAFT I

Do not quote

CASE STUDY IN COMMUNITY PARTICIPATION

DUTCH SUPPORTED REGIONAL WATER SUPPLY SCHEMES, GUJARAT

Sudhir Mehra
Consultant

14.11.91

CPS study

1) visie J. /RV; 12/3
2) cc voor IRC (2x)
cc voor DST/TA (Blom)
cc voor AB en JvL

MEMORANDUM

Van : OS New Delhi (WAC) via Hfd OS — New Delhi, 6th March'92

Aan : DAL/ZZ — Ref.: 2568/rws/alg

Onderwerp: Study on Community Participation

In the framework of a study on community participation in the rural water supply sector funded by Danida and executed under the guidance of UNDP/WB-RWSG in New Delhi, a number of programmes were studied.

This Embassy "offered" the programme in Gujarat and the Dutch part of the programme in Kerala for study. With a lot of delays the draft reports were completed and after some pressure, released to me only last week.

I herewith send you the copies of these reports which are of interest also in view of ideas for more studies in the RWS sector.

It is as yet unclear when the final reports will be completed. I therefore request you not (yet) to quote from these reports.

ZZ-140

In the Gujarat context, Regional Water Supply schemes are usually formulated for a group of villages, ranging from 10 to 100, which do not have adequate water supply of acceptable quality. The piped water schemes include the physical components of sources, inlets, treatment plants, reservoirs, pumping stations and pipe-lines.

Facilities at village level include: a ground-level cistern, standposts and a cattle trough. A village generally has one or two standposts each having between 6 to 12 taps, the norm being one tap per 100 people. The cistern has a 12 hour capacity.

The project objectives and activities given below have been extracted from documents made available by the Netherlands Embassy.

Objectives of the Regional Water Supply Schemes (RWSS)

The development objective of the RWSS is to improve quality of life for the population living in marginal rural areas in Gujarat.

The related immediate objectives are as follows:

a. to improve supply of potable water;
b. to provide sanitary facilities;
c. to establish local level social organization;
d. to adjust the institutional framework to the integrated approach;
e. to explore possibilities for alternative income generating activities;
f. to promote health awareness among the target population.

During implementation special consideration is given to the following main elements:

a. role and position of women;
b. effective participation of the target population;
c. replicability of provision of facilities and overall approach and methodology;
d. possible negative environmental effects of the provided facilities;
e. development and strengthening of executing organizations;

Related Activities

The above mentioned development and immediate objectives can be translated in particular project activities with a specification of targeted outputs. At present main project activities and related overall outputs are as follows:

Planning and implementation of a **piped water supply system** covering sources, a main distribution network and village level facilities for a total population of 570.000 inhabitants living in 267 villages and 4 rural growth centres in three different locations in Gujarat.

Planning and implementation of a **sanitation programme on pilot/demonstration basis**. The Scheme aims at 100% coverage of two villages with a total population of 1260. After technical and socio-economic evaluation the approach and methodology will be repeated during Phase II in 119 villages with a coverage of 50% for the households and 100% for the primary schools.

The establishment and functioning of **267 Pani Panchayats** at village level and approximately **20 Pani Panchayats** at neighbourhood level in the 4 rural growth centres, as well as approximately **40 branch line committees**.

Adjustment of institutional arrangements with the establishment of a **Socio-economic unit** at the executive level of GWSSB and the initiation of the **NGO panel**.

Identification and initiation of **income generation activities** through applied action oriented research at district level; empirical research in order to create a proper data base for Santalpur, Sami-Harij and Lathi-Liliya.

Design and implementation of **Health Awareness Campaigns** covering at present 95 villages located in Banaskantha District. After evaluation the health awareness campaigns will be carried out in 175 additional villages and 4 rural growth centres.

Profile of the Santhalpur Scheme Area

This report is based on a study of the situation in the Santalpur scheme. The Santalpur scheme is the only operational scheme among the Dutch supported schemes in Gujarat; the other schemes are still in the implementation stage, and

socio-economic activities are yet to be initiated there. It was therefore decided, in consultation with the GWSSB, to carry out the current study in the Santalpur scheme area.

The Santalpur scheme area covering the three talukes of Radhavpur, Santalpur and Kankrej falls in a drought prone semi-arid zone. The scheme is located close to the Rann of Kutch.

The Main source of livelihood is agriculture, dairying is also an important activity in several villages. The majority of households have annual income below Rs 10000, with a few having income between Rs 10000 to Rs 20000.

Women, in addition to managing work inside the house also spend considerable time fetching fuel, fodder and water. In 40% of the households, women are also engaged in work in their own or other's fields.

In this arid, drought prone area water is a scarce life supporting resource for both human and animal consumption as well as for agriculture. The traditional wafer sources, generally including wells and ponds, often dry up in summer, some of them turn saline. In this region, seasonal out-migration during drought of water-seorce years is the survival strategy to by large sections of the population. In fact the three drought years of 1985 through 1988 served to demonstrate the life-saving effect of the newly established Santalpur scheme.

3. INSTITUTIONAL FRAMEWORK AND SUPPORT SYSTEM

The institutional and support framework for the project comprises of following:

Gujarat water Supply and Sewerage Board (GWSSB)
Gujarat Jalseva Training Institute (GJTI)
Local, Community Organisations
Non Government Organisations
Other partners: Government departments
Donor Support

Gujarat Water Supply and Sewerage Board (GWSSB)

The executive hierarchy of the GWSSB is summarized below:

Member Secretary of the Board
Chief Engineer.... (Zone level)
Superintending Engineer.... (Circle level)
Executive Engineer.... (Division level)
Deputy Engineer....(Sub-division level)
Assistant Engineer....(Section level)
Mistry
Lineman/operator

Gujarat has been divided into 3 zones with a Chief Engineer responsible for each zone. In addition, there are Chief Engineers in charge of the following cells: Mechanical cell and World Bank Cell; the set-up of these cells is similar to that of the zones The Assistant Engineers supervise the work of the village level staff, that is, the Mistry, Lineman and Operator. The Mistry, responsible for a number of villages, supervises the Linemen and Operators. The Linemen and Operators are responsible for the operation, preventive maintenance, minor repairs, and the collection and reporting of data concerning water meters and manometers. There is generally a Lineman for each village. Linemen are temporary, daily wage workers.

As stated earlier, it had been originally envisaged to adjust institutional arrangements to the integrated project approach by establishing a Socio Economic Unit (SEU) at the executive level of GWSSB. The SEU was expected to coordinate implementation of socio-economic activities through Pani

Panchayats and NGOs. So far the SEU has not been established and this is proving to be a major limitation in the implementation and management of the project. The donor is insisting on a functioning SEU as a pre-requisite for considering new schemes for funding. This problem is discussed in greater detail in the following chapters.

Gujarat Jalseva Training Institute (GJTI)

The GJTI was established in 1988 by the Government of Gujarat under the GWSSB, to provide training to the various personnel working in the water and sanitation sector. Aspects of GJTI's work of relevance to this study are discussed in chapter 9.

Local, community organisation

The Gram Panchayat, an elected body, is responsible for overall village development including water & sanitation.

The Pani Panchayat (PP), a non-formal village water committee constituted by the Gram Panchayat, is envisaged as a mechanism for facilitating community participation and management. The PP has 6 members: Sarpanch, lineman, two men and two women.

The Branch Line Committee (BLC), representing several villages, is comprised of the Sarpanches of the village supplied by each particular branch line of the supply system.

See Chapter 6 for a detailed discussion.

Non-government organisations (NGOs)

The project is following an interesting approach of involving a number of reputed NGOs as partners in the implementation of socio-economic activities: development of social infrastructure, income generating activities, promotion of health awareness, sanitation, etc.

SEWA (Self Employed Women's Association) has been working in Banaskantha district since September 1988, to establish income and employment generating activities for women.

CHETNA has been involved, since end of 1990, in the design and implementation of health awareness campaigns in the scheme villages of Banaskantha district. After evaluation, the activity will be expanded to cover villages in the other schemes.

CEE (Centre for Environment Education) will be responsible for designing and implementing health awareness activity in Lathi Liliya scheme in Amreli district.

ESI (Environmental Sanitation Institute) will be responsible for implementing the sanitation component of the project. Activities in the area of sanitation are yet to be initiated. Mr Lshwarbhai Patel, head of ESI, is at present Adviser to the GWSSB on the World Bank Project on low cost sanitation. His approach of using a network of over 70 NGOs for implementing the WB project statewide is a good example of string management coupled with a participatory approach; it would make an interesting case study.

Other partners: government departments

To ensure sustainability of their socio-economic interventions, the collaborating NGOs SEWA and CHETNA have established linkages with various concerned government agencies.

These include:

Health Department
ICDS Department
Gujarat State Women's Economic Development Corporation
Gujarat Rural Development Corporation
Radhanpur Nagar Ranchayat, Dist. Banaskantha
District Rural Development Agency

Donor Support

A Water Programme Coordinator (WACO) is stationed in the Royal Netherlands Embassy in New Delhi. He interacts with the Government of India, the State Governments and the implementing agencies in respect of the projects in this sector. He is responsible for facilitating achievement of the overall programme objectives, and for identifying new projects.

The Netherlands Government fields half yearly Review and Support Missions (RSM) to Andhra Pradesh, Gujarat and Uttar Pradesh. These Missions review the on-going progress of the projects and identify areas in special need of additional support. They offer technical advice as well as assistance in project monitoring, management and training.

4. NATURE OF COMMUNITY INVOLVEMENT

In this chapter we take a look at the forms and extent of people's involvement in the water scheme, and future prospects in this regard. Since people involvement is intimately related to conditions of water supply we begin with a brief assessment of this aspect. Next are discussed the effects of water supply on people's lives, the nature of their involvement in the scheme, and finally, their willingness to pay water taxes.

Conditions of Supply

Certain remarks from the Dutch Review and Support Mission report (GU-23) pertaining to the Lantalpur scheme are quoted below:

''.... Originally it was planned to maintain pressure in the main distribution system throughout the day and to supply water to the villages evenly ~~run~~ the day. However the prevailing pressures in the distribution system are considerably lower than the design pressure.

.... It can be concluded that the supply of water to most villages is reasonable. Although it is assumed that less water is supplied to the villages than the design demand, people are quite satisfied. Villages at the ~~t~~ail-end however, do not get water regularly and often in insufficient quantity.''

Pressures at the tail end being low, anywhere between 10-20% of the villages do not get any water in their taps, particularly in summer. Thus they frequently have to switch of using water from other sources, such as ponds. The GWSSB also ~~always~~ supply through water tankers.

Effect of Water Supply

The introduction of water supply in this arid area has brought about dramatic charges in people's lives

- Drinking water is a life supporting input in this region and it also help to minimize losses of livestock which is

the main income producing asset base next only to agriculture.

- It has liberated villagers, particularly women, from the drudgery of fetching water. Previously in some of the villages women were spending as much as 4-6 hours fetching water from sources a few kilometres from their village. Now they spend just 1-2 hours on this activity.

- It has brought stability to village communities; they are no longer compelled to migrate in the dry seasons.

- Supply of piped water contributes to overall water availability in this water scarce region and also saves the cost of supplying water though tankers during the drought season.

It is reasonable to expect that these charges would contribute to the overall social and economic well-being of the served communities.

Another important intervention under the integrated approach of the project has been the activities of the collaborating NGOs, particularly the income and employment generation activities for women. These activities have brought about tremendous changes in the status of the participating women, and are discussed in detail in the chapters pertaining to the NGOs, work.

People's involvement: present status and future prospects

Ideally, interventions for establishing effective community participation in water. And sanitation projects should begin during the project, planning stage. The actual situation regarding people's involvement in the Santalpur scheme has be understood in the context that socio-economic activities, including formation of Pani Panchayats (PPs), were introduced quite late, that is after the scheme became operational in 1986. PPs were established in most of the villages of the scheme during 1986-87. SEWA started working in the field in 1988, and CHETNA only early in 1991.

There were no efforts made to involve people during the planning and implementation stages of the scheme. Nor was there an organised programme to create awareness among people about the forthcoming water supply scheme. Thus by and large people were not involved in the decision making

villages, the facilities are well mtd, many

regarding the location of village level facilities, that is the cistern, standposts and cattle trough. Therefore only technical criteria were applied while deciding the location of facilities. However, the Gram Panchayats were involved to a limited extent, mainly to help ascertain the ownership of the sites under consideration.

People's awareness regarding the water scheme and their involvement in its operation and maintenance varies considerably from place to place, ranging from high levels of involvement to apathy, indifference, and even hostility. In many villagers, especially the PP members are highly motivated and aware regarding aspects such as maintenance procedures, hygiene and correct water use. In some villages the PP has even announced that those found damaging or misusing the facilities will be fined, this measure has turned out to be quite effective.

Hard data? Conclusions based on what? Field observations? Info. GWSSB?

In other places the situation is quite different. Facilities are poorly maintained and damaged, tops are broken, looking or have been ripped out, the drainage system has not been properly designed or used. With taps particularly, there is a major problem, there are few standposts where all the installed taps are intact. Usually anywhere between 50-50% are broken or missing. Taps break because of vandalism by children or because people insert sticks inside them to get continuous flow (the majority of taps are the 'push-up' type which automatically close on letting go). Fewer functioning taps means delay in filling up water, sometimes leading tension and fights. Some even use it for irrigating their fields.

At present, strategies for involving communities are being strengthened and stabilized, and from all indications positive results may be expected after a few months. The present activities include: (i) measures (by the GWSSB and the NGOs) to strengthen the PPs and to establish women link persons in the villages; (ii) expansion of income generation and health awareness activities by the NGOs. It would be interesting to observe the combined effects of these activities in the longer run. These effects would doubtless be strengthened if the Board takes initiative to improve service levels and the condition/repair of facilities at village level, as well as to establish the proposed Socio-Economic Unit.

Water tax: Willingness to pay

per year? month?

According to GWSSB ruler water tax is supposed to be paid at the rate of Rs 5 per capita. This is based on an estimation of the operation and maintenance costs of the village level component of the water supply system. Most people are unwilling to pay at this rate: the Gram Panchayat actually imposes the rate of Rs 5 per household. The actual collection varies considerably over place and time. The reasons are several:

would like to see this.

- The many of the tail-end villages where piped water does not reach, and even alternative sources have dried up, people simply don't pay on the basis that 'no water supply no tax.'

- Tax collection drops during difficult, dry periods, (when people often migrate), and improves in 'good monsoon' years.
- Some villagers argue that they don't even pay for electricity, so why should they pay for water. Possible low-motivation of the authorities to collect taxes: once they start doing so, they will become accountable for quality and regularity of water supply.

Generally speaking, water tax is a difficult and delicate issue, having political implications, and the authorities are therefore not too eager to disturb the status quo.

The Board has plans that in the longer run facilities at village level should be managed by the community, using tax revenue to be collected by the community itself. The proposal is presently in a nascent stage, there appears to be no move yet to operationalize it.

↑ any systematic plan ~~based~~ for pilot based on analysis of current experiences?

5. ANALYSIS OF FINDINGS

In India large sections of the rural poor are powerless and marginalised to varying degrees. They invest most of their time and energy in earning a living and sustaining themselves. Therefore when we think of project interventions it is only reasonable to expect that people would support only those endeavours which they really consider worth their while.

Again, it is not surprising that people generally respond better to ''economic'' rather than ''social'' or ''welfare'' interventions. In fact, where the felt need is high, people even organise themselves to manage their own endeavours, if conditions are conducive. There are enough examples of this from the project area; people run dairy cooperatives, they auction local water resources for irrigation, etc. Again, in the Dutch supported project, community involvement in SEWA's income generating activities is high.

Regarding ''social/welfare'' interventions such as water supply, originally viewed them and how their perceptions get altered through project interventions.

What are the factors which favour and hinder people's participation in water and sanitation projects? Let as examine the factors which emerged from a study of this project.

While doing so we must bear in mind that participation is a complex phenomenon, an even evolving and dynamic interplay of the relevant factors. Moreover, not only must interventions be carefully chosen and designed, they must also be properly scheduled and coordinated. For instance long delays in repair of facilities can vitiate other initiatives.

Many of the factors are inherent in the situation, while others are man-made. Wherever relevant, the aspect of replicability has been discussed. The factors include:

- Milieu of enterprise and cooperation
- Local conditions
- Multi-sectoral approach
- Water supply conditions, service levels
- Institutional arrangements
- NGOs
- Pani Panchayat members and village link persons

and sanitation, peoples involvement depends on how people

why Santalpur is exceptional (more chance for CPJ:

Milieu of enterprise and cooperation

the State has a number of strong NGOs working

Gujarat has a rich tradition of enterprise, of cooperative endeavours. Again in various sectors and at various levels. Generally speaking, therefore, the rural communities are no strangers to development activities and self-organisation. These factors may be expected to be conducive to people participating in the water supply schemes as well.

Local conditions: socio-economic, agro-climatic, etc

migration

The Santalpur scheme area is an arid, drought-prone, poverty stricken zone. Here water is a vital, life-sustaining input for both humans and livestock. Assured water supply reduces the need for and releases large amounts of energy and time, which enables people to attend to economic activities. Naturally, under such conditions, people welcome the introduction of a water supply scheme and are willing to cooperates.

Multi-sectoral approach: income-generating activities, etc

The introduction of income/employment generating activities became necessary in an environment where few economic opportunities exiled and the introduction of water supply further released productive potential, particularly in the case of women. Here the complementary role of economic activities is evident, water supply alone cannot be expected to help reach the development goal of improved quality of life for the people. Further, the improvement in status and self-reliance resulting from these economic activities (see chapter 7) may well be expected to induce people to take charge of their lives in other spheres, including the water supply scheme. Again, the credibility gained by the NGO and government agency promoting economic effectiveness in implementing activities relating to the water supply itself.

activities may be expected to contribute to

Water supply conditions, service levels

Adequate and regular water supply and efficient operation and maintenance services are generally observed to have a

strong influence on people's willingness to cooperate/participate, as well as the credibility and functioning of local mechanisms such as the Pani Panchayat. Here the local field engineers and the mistry and lineman have an important role to play.

Being responsible for village level operation & maintenance and upkeep of facilities, the lineman plays a vital role in sustaining conditions conducive to people's participation. His training should cover not only technical but also communication skills.

It was found that in villages where taps and other facilities were damaged and there was shortage of water supply, the consequent crowding around standposts often resulted in social tensions and conflicts. Deployment of a well-trained lineman even before commissioning of water supply in the village would help minimize faults in the system, and thereby prevent a bad start to community relations.

Institutional arrangements

The Dutch supported project in Gujarat has an integrated framework which combines supply of potable water with socio-economic and health-related aspects, and interventions in sanitation. This is a non-traditional approach and requires considerable re-orientation/adjustment of the prevailing government administrative ethos and the ''engineering'' focus of water projects. Institutional arrangements have therefore to be carefully designed and managed, and deficiencies in this aspect would directly affect project implementation in general and people's participation in particular (Also see the discussion in this chapter on HRD and Training).

A major handicap in this project is that the proposed Socio-Economic Unit (SEU), envisaged as a cell in the GWSSB to coordinate socio-economic activities, has still not been established. This is a pity because the other actors responsible for socio-economic activities (the collaborating NGOs, Pani Panchayat, Gram Panchayat, lineman, link persons etc) are already operational and show promise of developing into a useful mechanism. In the absence of the SEU, however, the coordination and development of socio-economic activities suffers. At present the field engineers are compelled to fulfil this role, for which they are not equipped.

now established

Based on the observation made, some suggestions are given below regarding the important roles and responsibilities which could be fulfilled by the proposed SEU:

- Formation and orientation of Pani Panchayats
- Ensuring training and placement of linemen before schemes become operational.
- Application of socio-economic criteria to the location of village level facilities.
- Initiate awareness campaigns even before water supply becomes operational
- Coordination and phasing of NGO activities in relation to progress on the water supply scheme in different zones. Assisting NGOs, to tailor their educational activity to specific inputs (water and/or sanitation) in individual villages
- Liaison among NGOs and between Board and NGOs
- To act as a clearing house for development and consolidation of ''know-how'' and approaches.

can be replaced by agency for this design. SEU.

The Board thinking of setting up an SEU comprising of a sociologist and engineer. It would be advisable to involve the partner NGOs in the recruitment selection and initial orientation of the sociologist, since the NGOs already have considerable experience in the field.

NGOs

Both the collaborating NGOs have long experience of working with people, and have established good rapport with villagers in the project area. They have also been instrumental in strengthening local mechanisms and in involving other concerned government departments. Thus their efforts would certainly contribute to people's participation.

However, while considering replication the following issues need to be pondered

- It is not always easy to establish harmonious government-NGO collaboration, since the two parties have vastly different work ethos. In this project, where a number of NGOs will ultimately be involved, the problem assumes greater dimensions. The SEU, when established, would be the right instrument to deal with this issue.

  Generally speaking, it is advisable that NGOs having the following qualities be selected as collaborators:

* they should be mature and well established, so that hunger for recognition doesn't force them to view government as a competitor,

* they should be tolerant, and not overly critical of the bureaucratic style of functioning.

- Sustainability: Will their initiatives survive after the NGOs leave the area? It is too early to say at this stage. Both the collaborator NGOs have stated that they are laying the ground for sustainability in various ways: by establishing local cooperatives/groups, by strengthening/training existing field workers, and so on.

- What about project areas where there are no (suitable) NGOs? What institutional mechanism should be used in these areas? Should such mechanism be established as a permanent department or a temporary unit for the project duration?

  The concurrent study of the Dutch-Danish supported Kerala water projects, where regional SEUs have been established, may be expected to provide some insights in this regard.

Pani Panchayat members and village link persons

These persons play a pivotal role in the establishment of participatory approaches: they serve as a channel for interpreting project thinking to the community and opening up a dialogue; they also promote and sustain participatory processes. This role requires persons of a special type: those who are motivated and possess some leadership qualities. Their proper selection and training are therefore utmost importance.

As for link persons it is important that they be selected through consensus. The approach followed by CHETNA, of having the 'general body' of village women nominate women link persons for their village seems to work well and is recommended.

The above aspects are discussed in detail in Part II of this report.

Human Resources Development and Training

HRD is integral to efforts to establish people's participation. A close examination shows that the initiatives taken by SEWA, CHETNA and the Gujarat Jalseva Training Institute are essentially in the nature of HRD. It is easy to see that neglect of this area would weaken project efforts in various ways.

There is an urgent need to reorient engineers' attitudes, expand their professional approach to include an understanding of communication and social engineering aspects of water supply interventions. Engineers, by training and work ethos are poorly equipped in this regard; in fact they consider themselves poor communicators and are content to leave this task to others. However, even though a separate unit may be responsible for software activities, the engineers' own reorientation is still necessary, since hardware and software activities have to be well coordinated at all stages of the project. As a GWSSB engineer put it: ''the need for motivation of engineers in this regard is more urgent than that for community motivation.''

Instituting a change in professional traditions is not easy, and in any case would require time. A multi-pronged approach could be considered:

* A redefinition of professional role by top management of the department, and an assurance to field engineers that their efforts on the software side would be given weightage in their performance appraisal

* Training course design: An effort to demonstrate the value of incorporating socio-economic considerations even in the 'pucca' technical aspects of engineers' work. GJTI has taken some initiatives in this regard. (See Chap 9)

* Inclusion of an engineer in the SEU. The insights gained by him regarding the value of software activities could be expected to influence fellow engineers in the department.

6. PANI PANCHAYATS AND BRANCH LINE COMMITTEES

The idea of Pani Panchayats (PPs) was conceived around 1986-87 by the concerned executive staff in the Santalpur scheme area. Soon after the scheme was commissioned, the staff observed various problems at village level, including misuse of and damage to facilities, poor drainage for standpost spill water, etc. The PP was conceived as a village level social organisation for involving the community to ensure proper upkeep of facilities and correct use of water.

The Pani Panchayat is composed of six members

- 2 men
- 2 women
- 1 lineman or linewoman
- Sarpanch or Deputy Sarpanch of the village Panchayat as chairman (the village or Gram Panchayat is the elected body for self government)

PP members are selected by the village Panchayat in consultation with GWSSB staff. Efforts are made to ensure that various socio-economic groups are adequately represented. The Gram Panchayat passes a resolution constituting the PP and conveys this to the higher level taluka and district Panchayat.

At the next higher level, Branch Line Committees (BLC) have been constituted to deal with problems and issues pertaining to the villages covered by a branch line of the regional water supply scheme. The Sarpanches of these villages (who are also Chairmen of the village PPs) are the members of the BLC. The Chairman of the BLC is the concerned engineer in charge.

The envisaged responsibilities of the PP include:

- Participation in site selection for village level facilities, such as cistern, standpost and cattle trough

- Planning for proper drainage of spill water and its re-use for public garden, school garden etc.

- To ensure proper, efficient and optimum utilization of village-level facilities. To take steps to avoid wastage and misuse of water

- To assist in operation and maintenance

- Create health and sanitation related awareness. Look into people's water supply and sanitation related problems.

- Assist the Gram Panchayat on issues related to water supply and sanitation.

PPs have been established in all the villages of the Santalpur scheme where water supply is operational. At this stage the overall impression is that the functioning of PPs and Branch Line Committees as vehicles for effective community management are below expectations. The actual situation varies considerably in different places. On one extreme, in certain villages PP members are active, aware, well-know hold regular meetings, etc. On the other extreme, there are villages where people do not know who the local PP members are, in fact in some villages, members themselves were not aware of their status as PP members. On the whole, however, the GWSSB and the NGOs feel that formation of PPs has been a useful first step, and if they are adequately strengthened/supported, they have great potential.

Several factors are responsible for inadequate performance of the PPs. Some of these are:

- Weaknesses in selection: Usually candidates were nominated by the Sarpanch or the Lineman or subjective considerations and without much regard for their motivation or awareness levels.

- Non-existence of SEU: In the absence of the SEU, PP formation was supervised by GWSSB engineers, who were already hard worked (during the drought years) and anyway ill-equipped for the task. An SEU would have been more effective and would also give continuing support to strengthen the PPs.

- No induction training/orientation was given to PP members at the time of formation. Most PPs were given informal briefing only. Therefore PP members do not fully comprehend their role.

- In some of the arid areas particularly in the tail-end villages with poor water supply people (including PP members) have had to migrate. As a result the PPs there are virtually defunct.

Recognising the problems with PP functioning, the GWSSB has requested the NGOs SEWA and CHETNA to help to strengthen or reconstitute the PPs, as the need may be. The NGOs have recently begun efforts in this direction, mainly with women. CHETNA's approach is to identify two women link persons in each village, through consensus, in a 'general body' meeting of village women, and to train them. It is envisaged that these link persons would at some point in the future be absorbed into the PPs.

The Gujarat Jalseva Training Institute (GJTI) has for the last two years been conducting a 2-day field training course for village level Water Supply Caretakers (see chapter 9). Since the course is intended for villages throughout the state it would naturally cover the project areas and the PPs therein.

Ideally, the SEU, as and when formed, should plan and coordinate all measures to strengthen the PPs.

A comprehensive action research study on Pani Panchayats was finalised last year and its findings are given in the report ''Pani Panchayats''An Exercise is Community Management and Participation.'' The study was carried out by Foundation for Public Interest (FPI), a voluntary agency based in Ahmedabad. Recommendations relate to statutory provisions, the role of voluntary agencies, the role of women, institutional and human resource development, potential role of PPs in overall regional development, among others. As a followup a seminar was recently organised by the GWSSB/GJTI on the subject of Pani Panchayats, in which the NGO partners also participated. The GWSSB/GJTI are set to comment on the report and the seminar proceedings, which would be the first step towards formulating a policy in this regard. The report contains valuable information and several useful recommendations. However, it is felt that certain of the recommendations are idealistic/futuristic, and do not sufficiently account for ground realities, and the limitations of the administrative machinery.

What are the rights of PP's ?

7. INCOME GENERATING ACTIVITIES: SEWA'S EFFORTS

SEWA was established in 1972 as a trade union for self-employed women. The union is open for membership to self-employed women workers all over India. The membership fee is Rs 5/- per year. SEWA has grown with the membership and support of three separate movements: labour movement, cooperative movement and women's movement. SEWA has adopted a strategy combining struggle and development to organise self-employed women workers.

SEWA has been working in Santalpur and Radhanpur talukas of Banaskantha district since September 1988, to establish income and employment generating activities for women with the aim of contributing to their socio-economic empowerment.

This intervention became necessary on commissioning of water supply in the Santalpur scheme area, as it immediately freed women from the drudgery of fetching water and resulted in tremendous savings of their time and energy. The Santalpur scheme area comes under arid zone, and is subject to frequent droughts, resulting in famines and out-migration.

The water supply provided stability against migration, in addition to serving as a life supporting input for humans and livestock.

There was thus a need to develop economic activities for women, and also train them in water resource management, lest the scarce drinking water supply be over-strained/misused.

To help inculcate awareness about conservation, augmentation and optimum use of water resources, SEWA conducted extensive orientation and training for men and women members of the Pani Panchayats in the scheme villages. An action oriented training programme was conducted for members of the PP which covered the following topics:

a) Making most economic use of water resources
b) Re-use of run-off water from standposts and troughs, and domestic waste water.
c) Raising awareness about developing load water resources and collection, storage and delivery system of water, and
d) Explaining benefit of clean potable water supply and its impact on health improvement and sanitation.

Banaskantha district being a resource-poor and poverty-stricken area, SEWA's socio-economic programmes are mainly focused on women who are (a) below poverty line, (b) marginally or nominally above poverty line and (c) socially and economically deprived and disadvantaged.

Over the last 2 years, though intensive programme and well-planned efforts, SEWA's Programme has grown to cover about 2000 women in 74 villages. The programme includes the following activity areas:

(a) Artisan Support Programme: Crafts development

The Banaskantha district has several crafts pockets where local crafts women have excellent skills in traditional crafts. SEWA identified these artisan communities and helped in the market testing and product development of their crafts subsequently followed by the setting up of marketing channels. Having received an overwhelming response from the market, 'BANAS CRAFT' has emerged as a major income-generating activity.

(b) Dairying and Fodder Security System

Next only to agriculture, cattle breeding is the major occupation in the region. The successive droughts during the years 1985 to 1988 had caused a setback to this activity. The provision of water troughs at village level under Regional Water Supply Scheme has made it possible to revive about 45 milk cooperatives which had gone defunct owing to the drought. Efforts are now on to extend cooperativisation to other villages, and to promote formation of exclusively women milk producers' cooperatives.

(c) Ecological Regeneration: Nurseries and Plantations.

Ecological regeneration though bio-mass coverage is a difficult exercise in arid zones. Under the various anti-desertification and employment schemes of the State Forest Department and the District Rural Development Agency, SEWA has managed to involve several women in nursery and Plantation raising programmes. This seasonal activity has good potential for supplementing people's income.

(d) Salt farming

Banaskantha is a major salt producing area. 10000 to 12000 labourers, including men, women and children are engaged in salt farming activity for 6 to 8 months in a year. SEWA is helping to launch salt farmers cooperatives with women workers as main first share-holders and male members as joint share-holders. Because of local conditions, salt farmers suffer from health and nutrition problems; SEWA is in the process of establishing health care interventions.

(e) Minor Forest Produce (MFP) Collection

In Santalpur taluka a large number of women's groups including young girls engage in the off-season economic activity of gum collection from a local bush species (Prosopsis Juliflora). This MFP is purchased by the Gujarat Forest Development Corporation at Rs 12/kg, whereas middle men were paying the women Rs 6/kg only. SEWA's intervention has helped ~~else~~ out the middlemen. In the ~~lower~~ run SEWA plans to develop these women to raise plantations of valuable minor produce, while inculcating awareness of the importance of tree and forests in their lives.

To ensure that these income-generating activities are sustainable, SEWA helps the beneficiaries to establish formal groups such as cooperatives. SEWA follows an integrated approach for regional development with women in the vanguard. Under this approach the base needs of communities and are sought to be served through strategic interventions and creative linkage, between several governmental schemes and the beneficiary communities and households.

Initially SEWA encountered considerable scepticism among the villages who wondered why SEWA staff wanted to help them, and suspected them of having political ambitions. It was only after several months passed and people observed their political neutrality and their commitment, that SEWA started getting the wholehearted suppose of the community.

SEWA, interventions of the last 2 years have led to considerable improvement in the beneficiary women's economic status. Most of their families were poor and under debt, they have now started building up savings and assets. Many families have been able to repay long outstanding loans of as high a thirty to forty thousands. Moreover, not only are woman generating income, they have now gained control over

expenditure. They have begun spending to meet domestic needs, for health care, to purchase milk cows, etc. They are also buying various equipment and implements which can be used for additional income generating activities. These changes naturally appear more dramatic in the case of the poorer, marginal families living in the arid zone villages at the tail end of the piped water scheme. In these areas a fairly large number of households are female headed for various reasons, and prior to the introduction of income generating activities were virtually on the verge of extinction.

As a consequence of the economic self-reliance gained by the beneficiary women, for themselves and their families, their status has risen tremendously, at home and in the community. They are now actively involved in decision making so much so that in some villages the more dynamic among these women are jokingly referred to as the 'sarpanch'.

These changes are remarkable, considering that traditionally, women in these communities have led cloistered, sheltered lives. Most of them have never been outside their village.

There has been a general improvement in income and status level ever among harijans and other backward groups. Within the economic activity based groups established by SEWA, class/caste barriers have begun receding; more slowly, these changes are spreading among the community at large. In a few villages harijans even intend to stared for sarpanch.

A few instances of the nature of changes wrought in people's lives are given below.

Bachiben Bhurabhai Aahir of Vauva, is an artisan member of SEWA. She purchased a buffalo out of the earnings from her craft work in February, 1991. Now she proudly says that her buffalo gives enough milk for household consumption and she also earns a reasonable amount from the sale of ghee she makes out of surplus milk.

Paluben Bhangi of Koliwada is a widow and a mother of 4 children. She is landless and the sole supporter of her family. She joined the nursery raising programme of SEWA in 1989 and has been getting sustained work since then. From her earnings she purchased a cow in January, 1991. The cow gives enough milk to support the need of her family.

Jeeviben Karsandas Solanki, is a leather crafts woman working with SEWA since October, 1988. She had a debt of Rs

20,000/-. By December 1990 she had fully repaid her debt with interest, from her earnings.

Realizing that sustainable regional development requires organising and sensitising the concerned government departments, SEWA has established strong linkages and collaboration with the district and state administration so that requisite administrative technical and financial support is made available for peoples endeavours. In fact, government rural development agencies themselves are now increasingly attached to SEWA's project area, since they apprehend greater chances of success for their schemes there. Among the agencies collaborating are: Forest Department, Gujarat state Women's Economic Development Corporation, Gujarat Rural Development Corporation, the District Rural Development Agency, Radhanpur Nagar Panchayat, Agriculture University, etc.

Having completed 2 years of detailed action research and ground work, SEWA has now prepared a proposal for a 5 year project to be implemented on an expanded basis in the same region. The proposal is under consideration by the Royal Netherlands Embassy. The project is intended to involve over 10000 women, mainly in the economic activities earlier mentioned. To sustain development efforts, there will be special system to protect livestock and prevent migration, and water resource management.

focus on the fol aspects, fodder security 3 year

8. HEALTH AWARENESS: CHETNA'S EFFORTS

CHETNA (Centre for Health Education Training & Nutrition Awareness) is a voluntary organisation which aims to create awareness regarding the nutrition and health needs of women and children. To achieve this CHETNA is involved in the following areas:

- Training of concerned functionaries of both Government and non Government organisations all over India
- Educational activity directly among the community
- Development of a large variety of educational material.

CHETNA is involved in health and hygiene awareness activities in the Dutch supported drinking water and sanitation projects in Uttar Pradesh and Gujarat.

Although CHETNA began its active involvement in the Santalpur scheme in the beginning of 1991, the idea behind its participation had been conceptualized much earlier. The delay arose because of some administrative problems pertaining to the contracting of CHETNA. Ideally, health awareness interventions should start before the commissioning of water supply; CHETNA has had to adjust its strategies to the fact of being a latecomer. Its activities will initially cover 97 villages which have already been supplied water. A team of four women from CHETNA will implement/coordinate these activities, over a span of 3 years. According to CHETNA, awareness generation would be a broad generic name used for methodologies that basically focus on educating people. Since the area of operation is
vast (97 villages in 3 talukas), as a team CHETNA has felt that it would not be able to concentrate on each and every village individually, as it not only would be infeasible in the given time span of 3 years, but would also foster a sense of dependence amongst the beneficiaries, so that withdrawal would pose a problem.

The basic strategy would therefore be to utilize the locally available infrastructure and resources to the best possible extent. Examples of such local resources are ICDS units (Anganwadi centres) and their staff, PHCs and health staff, local voluntary agencies, village bodies like Panchayat, Pani Panchayat, schools, mandals etc. These resources and infrastructure are permanent components in villages and sustainability of the project can be ensured by promoting their effective deployment.

Various educational tools and methods appropriate to the region and the particular target group, will be used. As a precursor to detailed planning of activities, a brief KAP study was done in around 18 villages of the 3 talukas.

Based on their experiences in the field the CHETNA team has established priorities and initiated the following activities since May 1991.

- Establishing women link persons, two in each village. The link persons will be nominated in a 'general body meeting' of women in each village. The link persons will be given orientation to equip them to contribute to operation & maintenance, and health and hygiene awareness at village level. They will also be made aware about the roles and functions of the lineman, and the Pani Panchayat. CHETNA intends to have meetings with these link persons once a month, for about a year, to strengthen them to perform their roles. (Most of the link persons are expected sooner or later to merge into the PP, and that is how it should be, otherwise a parallel cadre to the PP shall have been created. The need for this intervention ~~also~~ in part because of the inadequacies in some of the PPs).

- Training for ICDS staff and health staff. The job descriptions of these staff include components on water, sanitation and health education. Training by CHETNA is intended to strengthen their ability to implement these components, at the same time adapting them to local requirements. CHETNA uses the opportunity provided, when these workers assemble at block level to attend their monthly review meetings with their supervisions, to hold a 1-2 hour training session. Thus these field workers don't have to take out time separately for the training. CHETNA guides these workers to incorporate water and health awareness activities into their regular work schedules. The supervisors of these field workers have been quite supportive, since they find that these activities do not impose additional burden on their workers.

- Orientation of linemen: This is aimed at making linemen fully understand their role and job description (During their village visits CHETNA found that some linemen were aware of only a fraction of their job description, probably a reflection of the fact that most of them are not given any induction training) The linemen are also taught communication skills. These orientation sessions have been useful in increasing the line men's motivation through a

9. ROLE OF GUJARAT JALSEVA TRAINING INSTITUTE

The Gujarat Jalseva Training Institute (GJTI) Gandhinagar, was established in 1988 by the Government of Gujarat through GWSSB, to provide training to the various personnal working in the water & sanitation sector. Through the training provided, the benefit of the training institute reaches the villages and towns of Gujarat state where water supply & sanitation schemes are undertaken through various programmes such as World Bank aided Projects, Minimum Needs Programme, Accelerated Rural Water Supply Programme, bilateral aided schemes, life Insurance Corporation assistance schemes etc. GJTI is one of the centres of excellence for national level training under the International Training Network (ITN) programme.

Certain courses of the GJTI are designed to contribute, directly or indirectly, to strengthen community participation. Apart from these courses, GJTI also plans to conduct orientation workshops for NGO, involved in this sector.

Course for village water supply caretaker

This is a 2 day field-level course for staff involved with works at site and those concerned with community involvement and upkeep of facilities, such as the sarpanch, Pani Panchayat members (in Dutch-aided scheme areas only), local school teachers, other ~~unstivated~~ persons, etc. The course content covers: value of water; linkages between water, health and sanitation; government policies, programmes, concerned agencies, etc; role of village level caretaker; water quality monitoring. The GWSSB field offices through the sarpanch/lineman identify dynamic and motivated persons for this training. Efforts are made to include women from the villages covered, failing which the trainees are asked to spread their learning to women in their villages. One Batch usually has between 40 to 100 trainees.

GJTI, in collaboration with CHETNA, has developed training material in the form of a manual in Gujarati, called 'Jal Sambhal.'

Course for valvemen/linemen

These personnel are responsible for operation and maintenance of water supply systems at village level. This 2-day course covers technical aspects; importance of water and wastage prevention; water quality and health; Pani Panchayat and public awareness. A batch is usually comprised of about 50 trainees. (Also see discussion in Chapter 8 on *orientation activity by CHETNA for linemen.*)

Training for engineers

A 13 day introductory training course is conducted for newly recruited engineers including Assistant Engineers, Additional Assistant Engineers and Oversees. The course, which covers technical and administrative metters also includes the subject "Community Participation and Mass Awareness."

Moreover, in the teaching of purely technical courses such as water demand projections, water quality & standards, etc, an attempt is made to highlight the importance of involving the community in relevant aspects.

2nd of Gujarat case study.