

South Regional Consultation for Approach Paper to the 12<sup>th</sup> Five Year Plan

16-17 November, Bangalore

Organized by Myrada

**Proceedings of the Consultations**

Thematic presentations from the groups

Water sources for drinking water	
Issues	Solutions and recommendations
<p><i>Source protection.</i></p> <p>There are no attempts to protect catchments as a result of which surface water bodies are drying up.</p> <p>Wells are being abandoned and misused.</p> <p>People are not involved since they feel it is the government's responsibility.</p> <p>Common resources are considered waste dumps.</p> <p>There is poor enforcement of laws.</p> <p>Several surface water bodies have vanished because of changes in land use.</p> <p>In coastal areas, fragile fresh water aquifers need to be protected to keep well water potable.</p> <p>Energy subsidy encourages people to overdraw groundwater and there is a lack of groundwater recharge</p> <p><i>Data</i></p> <p>The lack of reliable data interferes with planning and hence water budgeting is made on the basis of 'noisy' data. This determines crops, can lead to conflict and overuse of water and norms for locating industries</p> <p><i>PRIs</i></p> <p>What is their role in decision making and implementation?</p> <p>The devolution of power to PRIs is incomplete and they don't have the authority to work on water. This leads to conflicts. There is a lack of community</p>	<p><u>Solutions</u></p> <p>There is a need for norms to determine cropping patterns, siting industries water pricing</p> <p>People need to be mobilized for water budgeting</p> <p>There is a need for convergence of various sources of water and prioritizing drinking water</p> <p>Research institutions can provide the required research inputs and data for planning</p> <p>Groundwater recharge must be based on the understanding of the local geo-hydrology and can be promoted through bore wells</p> <p>Use suitable technology to determine water quality</p> <p>A drinking water mission for quality should be launched</p> <p>Water quality is very location-specific and therefore, each area should have its own approach for determining and improving water quality</p> <p>Agriculture is the largest user of water and needs reform through mass awareness</p> <p><u>Scaling up</u></p> <p>A mission mode approach is needed to ensure quality</p> <p>There has to be convergence between different departments especially at the village/block panchayat levels</p> <p>PRIs need capacity building and more</p>

<p>managed systems.  Water pricing remains a problem.  Implementation of water schemes is poor since it is done through contractors without community involvement</p> <p><i>Environmental degradation</i>  Widespread and illegal sand mining in rivers has caused water sources to dry up</p>	<p>funds, and have to nominate functionaries for irrigation and drinking water</p> <p><u>Non-negotiables</u>  It takes 10-15 years for community mobilization methods to deliver results and the planning horizon has to keep this in mind  A participatory approach is a must  Both people and panchayats need capacity building  Panchayats have to deliver better services</p> <p><u>Measurable indicators</u>  A decrease in the number of days water supply is low and tankers are required  Empowerment of people/CBOs to make their own decisions, plan and manage water supply  Decrease in the incidence of water-borne diseases  Reduction in the cultivation of water intensive crops</p>
Water supply	
Issues	Solutions and Recommendations
<p><i>Water quantity</i>  Water supply is unreliable supply, insufficient supply and there are large seasonal variations, due to erratic power supply and lack of storage capacity.  This is linked to the lack of sustainability of the system and shortage of money and manpower for O&amp;M.  There is no culture of payment for these services and where there is payment, the amounts are very small.  The current norm of 40 LPCD does not include water for flushing toilets  The usual problems of lack of access due to caste are becoming less of a problem but there is an increasing number of people living in remote areas who face have a hard time accessing water. Therefore, current norm of having a source within a radius of 1.6 Km is redundant</p>	<p><i>Water quantity</i>  There must be ready availability of spares (motors, pumps, etc), and technical personnel, either local trained people or external technicians  Adequate funds are needed. To raise this, a charge of around Rs 300-1000 per household per year (including electricity water charges, etc) can be levied. This can include both user charges and a government subsidy for O&amp;M and paying bill collectors and pump operators  PRIs have to take charge of water supply  During the transition period there has to be a corps of technically trained people who will support the PRIs  Catalytic organizations can help gram sabhas identify people who can form this corps  Financing methods have to be context-specific  Panchayats don't have the money for</p>

	<p>O&amp;M and therefore, the gram sabha has to be involved in selecting VWSC members They can collect user charges for O&amp;M</p>
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<p><u>Quality</u></p> <p>There is a general lack of awareness of health effects of poor quality water. Therefore, there is no demand for better quality water and no pressure on panchayats.</p> <p>There is little demand for accessible, affordable water treatment technology</p>	<p><u>Solutions</u></p> <p>We need simple test kits to test water quality in front of people to instill confidence in their efficacy and the importance of testing</p> <p>Testing has to cover the traditionally excluded groups based on the social structure of the village</p> <p>Articulate the need for better water quality through awareness campaigns lasting 6-18 months involving SHGs and schools through door to door contact, street plays, jathas and candelight vigils. This awareness has to be embedded in the village institutions, VWSCs and gram sabhas</p> <p>Awareness building can be followed up after 5 years</p> <p>Regular physical testing of water quality can be carried out at the village level, and demonstration of water tests be done in public places. This can start with simple tests e.g., H<sub>2</sub>S kits</p> <p>There is a need to pay special attention to poor/vulnerable people</p> <p><u>Recommendations</u></p> <p>Water testing must be supported through catalytic organizations such as NGOs and CBOs</p> <p>A supply chain is needed to provide water testing kits at the gram sabha level</p> <p>Develop indicators to improve regularity of testing and gram sabha meetings</p>
Sanitation	
Issues	Recommendations, strategies and solutions

<p><i>Demand</i></p> <p>People have misconceptions about using toilets: older people aren't allowed to use toilets, leach pits will fill up quickly and therefore, they should be bigger.</p> <p>While Rs 5000 is enough for the current leach pit model, people have to prioritise sanitation to spend this money</p> <p>For this, more work is needed through IEC/advertising. This raises the question of the best approach to market sanitation.</p> <p>Sanitation is not considered prestigious, and the quality of toilets is poor</p> <p>Therefore, a change of attitude has to precede toilet construction to overcome misconceptions and inform people about the health effects of open defecation</p> <p>There has to be enough water for toilets otherwise water shortages take priority over lack of sanitation</p>	<p><i>Demand</i></p> <p><u>Solutions</u></p> <p>Create demand through intense interpersonal communication to explain importance of sanitation</p> <p>Students/children can be used as change agents, e.g., the after-school programme of Lead Society</p> <p>In Kerala, SHGs/CBOs have taken the lead in promoting sanitation</p> <p>Gramalaya's uses MFIs to finance sanitation related activities</p> <p><i>Recommendations</i></p> <p>Sanitation should figure more prominently in school curricula, backed by appropriate teacher training</p> <p>Interpersonal interaction needs to be systematized for which a strong network with a strong apex agency is needed, that will develop key messages for sanitation</p> <p>Funds for IEC in the sanitation programmes should be increased, e.g., for SWM</p> <p>The frontline government staff of other government programmes can also deliver sanitation messages</p>
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<p><i>Design</i></p> <p>The most popular toilets design are causing water contamination in Kerala</p> <p>Current designs are not in accordance with <i>vastu</i> principles</p> <p>Septic tanks are poorly designed</p> <p>The governments subsidy of Rs 2200 for toilet construction is not given uniformly, is insufficient and does not always reach the beneficiary.</p> <p>Poor convergence of government schemes such as housing – the money given for toilets is too small and the design usually does not have a toilet. School sanitation - There are no or few incinerators in girls toilets in schools. Large construction schemes push up the cost of constructing toilets.</p> <p>Sanitation policies are gender blind. Lack of sanitation facilities for women who travel</p> <p>SWM – low awareness of what this is and how to handle solid waste</p> <p>LWM – same as SWM. Drains empty into the nearest depression, and are sometimes badly made so the water accumulates in the drains</p>	<p><i>Design</i></p> <p><u>Solutions</u></p> <p>Models that are suitable for different locations have to be promoted, including ecosan. Panchayats can help to motivate people to build these toilets</p> <p>Village animators can be trained in toilet construction</p> <p>Trained masons are needed for better quality toilet construction</p> <p>More integrated men’s sanitation complexes are needed</p> <p>More funds are required for R&amp;D on toilet technology</p> <p>Waste, both human and cattle, should be reused</p> <p>Increase the technical capacity of the public works department that constructs school and anganwadi toilets</p> <p><i>Recommendations</i></p> <p>Incentives under TSC are not going to the beneficiary; increase this to Rs. 5000 for a family of 5</p> <p>Additional funds are needed to promote and construct ecosan and bio-gas linked toilets. This can be achieved through convergence of funding from other social welfare schemes and NREGS</p> <p>Targets have to be revised and must be linked to impact on public health, reduction in child mortality</p>
Governance is empowerment, accountability and transparency	
Issues	Solutions and recommendations
<p>Gram panchayats lack capacity, knowledge about roles and responsibilities, information about fund sources and distribution, have a shortage of human resources and a sense of ownership over their resources. Thus, they cannot prioritise funds</p> <p>Therefore, they may not be the right unit to manage water and sanitation. Instead, this should be managed by a village water and sanitation committee that will have better links with consumers</p>	<p><i>Solutions</i></p> <p>GPs have created VWSCs to provide water services at the habitation level</p> <p>GPs should have the power to make job descriptions (for repair-men, pump operators and others working on watsan)</p> <p>They need training on their roles and responsibilities</p> <p>GPs have to focus on clearing the backlog</p> <p>Villagers should be made more responsible</p> <p>Indicators, awards and recognition</p>

<p>GPs do not have the money to pay for the power bills for water supply or the pump operators, since collections are poor. Pump operators were paid what the GP decided but now in Karnataka, the government has fixed the wage at Rs 2200 a month</p> <p>Their ability to deal with 22 line departments at the village is questionable</p> <p>GPs have a shortage of untied funds. Do the GPs have the capacity to deal with the 22 line departments at the village level. There is a shortage of untied funds for GPs.</p> <p>The time taken to fix a broken pump is 15 days and GPs have no funds to pay for repairs. Repair bills are often inflated</p>	<p>methods have to be worked out</p> <p><i>Activities</i></p> <p>Training programmes can be delivered via satellite with a focus on raising awareness</p> <p>Different groups of stakeholders can be trained jointly</p> <p><i>Timelines and cost</i></p> <p>Training has to be a continuous process and its cost are yet to be estimated</p> <p><i>Skills required</i></p> <p>NGOs and experts have to be involved in the training, and dedicated trainers are needed. Training must cover fund allocation as well</p> <p>There must be a dedicated watsan committee in every village</p> <p><i>Key challenges</i></p> <p>Building the capacity of GPs, coordination and NGOs</p> <p><i>Where has it worked</i></p> <p>Kerala</p>
<p><i>Transparency</i></p> <p>There is poor demand from communities for accountability and there is no political accountability</p> <p>There are no social audits and a general lack of monitoring</p>	<p><i>Solution</i></p> <p>Empower the GPs to demand accountability, and improve transparency through newspapers/websites and social audits. Provide legal avenues to check corruption</p> <p>Audits are needed at the GP level</p>

<p><i>Planning</i></p> <p>This remains top-down but should actually be bottom-up</p> <p>There are disparities between government policies and programmes.</p> <p>NREGA funds are not available to pay water system operators. NREGA draws people away from the water sector since pump operators get paid more as NREGA labourers.</p> <p>The issue of charging for drinking water must be viewed against providing free water and power for agriculture</p>	<p><i>Solution</i></p> <p>Start micro-planning on sanitation and water by GPs and integrate them at the district level for securing funding</p> <p>Fund allocation should be need based</p> <p><i>Recommendations</i></p> <p>Micro-planning is essential</p> <p>Training can be need based and conducted jointly for different groups</p> <p>The media and social audits can ensure transparency and accountability</p> <p>Shift to an outcome-based model instead of measuring outputs (e.g., not whether toilets made but whether they are being used)</p> <p>Ensure funds from the Finance Commission reaches the GPs directly</p> <p>Evolve a mechanism to enforce user charges</p> <p>The gram sabha has to be at the centre of all decision making, and its meetings have to be more frequent.</p> <p>Restructure GPs and define roles and responsibilities with clear job descriptions and codes of conduct</p> <p><i>Timeline</i></p> <p>Will take 15-20 years</p>
Beyond water and sanitation	
Issues	Solutions and recommendations



<p>Long-term solutions and convergence are lacking and little emphasis on quality in the water and sanitation sector</p> <p>Education is poor at the community level for both adults and children and therefore it is harder to orient them to better health and hygiene. People are therefore not motivated to participate in sanitation and water programmes</p> <p>There is a continual loss of traditional wisdom and sometimes projects are implemented that also lead to a loss of this information</p> <p>Consumerism and market forces make people spend on other things</p>	<p><i>Solutions</i></p> <p>Have local perspective at the GP level. The GP development plan should cover all sectors and components with a 10-year horizon. Implementation can be in batches of 5 years along with a 5-year programme for system improvement</p> <p>There has to be a preparatory phase to build community platforms, identify and train local experts at state and district levels, and identify and train barefoot experts in GPs</p> <p>Develop baseline data</p> <p>Implementation phase of 1-2 years to include O&amp;M</p> <p><i>Recommendations</i></p> <p>At least 25% of funds are needed for capacity building of GPs, CBOs and resource persons</p> <p>Implementation should be through Community action research</p> <p>O&amp;M has to include social audits</p> <p><i>Non-negotiables</i></p> <p>Revise planning guidelines to make inclusion of local plans compulsory</p> <p>Revise PRI acts to empower protection of drinking water sources</p> <p>Conduct water budgeting at the GP level</p> <p>Demarcate drinking water sources and their catchments</p> <p>Social audits are essential</p> <p>The final outcome should be a clean village, no seasonal scarcity of water, reduction in water borne diseases, improvement in livelihoods, more leisure for women</p>
<p>Poor implementation of laws and policies leading to pollution and over-exploitation</p>	<p><i>Solutions</i></p> <p>The river basin should be the unit for assessment of water quality and quantity</p> <p>A policy on siting industry is needed</p> <p>Zero discharge of pollution into water sources should be mandates</p> <p>EIAs to become participatory</p> <p>Under JNNURM all cities must treat all</p>

	<p>their all their waste by 2015; they can move towards waste water recycling in phased manner</p> <p>GPs have to approve water plans</p> <p>Have citizens' reports at the intra-basin level</p> <p>Set up a council comprising PRIs, NGOs, CBOs and experts to take water management issues</p> <p><i>Recommendations</i></p> <p>Publish river basin assessment reports once in 3 years, including clear policy for siting industries</p> <p>Develop integrated urban water management plans</p> <p>PRIs to approve water extraction from stressed areas</p> <p>Incentives to cities to revive local sources</p>
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### **Case studies**

*Ananthapur district, contradiction between housing and watershed programmes in AP. Mass Education, NGO in Rayadurg area of the district. Kasim Peera, President. 09246867390, [masseducation1980@gmail.com](mailto:masseducation1980@gmail.com). Masseducationindia.org.*

The District Water Development Agency has been working on watershed improvement for the past 15 years. It has covered more than 800 villages. Ananthapur is recognized as a desert district (the watershed programme is called the Desert Development Programme in Ananthapur) and therefore watershed activities are given priority. Each watershed programme has a budget of Rs 40 lakhs per and covers an average of 500 hectares. Each has at least 100 structures. Under the programme, gully treatment is carried out by making rock fill dams, check dams, etc, by using local rough stone/boulders collected from local hillocks. This disturbs the ecology of the hillocks.

Since 2007, state government has started the biggest housing programme in the country. Each district is making 100,000 houses on a war footing. This is being implemented by the state housing board. There is a big demand for stones and the people have found they are readily available from the earlier watershed projects instead of sourcing from the hillocks. The watershed projects have mostly loose structures.

This issue has been brought to the notice of the district officials but they have not given sufficient attention to it. They have not taken action in most of the cases. The NGO has also approached the tractor owners to stop this practice but again to no avail. The result is that the watershed protection structures are being destroyed and will eventually effect the water availability in the district.

This is one example of how two government programmes are working at cross purposes. There is a need for better convergence between the two departments.