

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

**29-30 November, Bhopal**

**Organized by Samarthan**

Water sources for drinking water		
Issues	Solutions	Recommendations
<i>Over exploitation of groundwater and other water sources</i>	<p>Check wastage through community taps</p> <p>There should be uniformity of law for controlling tubewells</p> <p>More efficient irrigation practices such as drip irrigation</p> <p>Rapid growth of area under cash crops</p> <p>Community empowerment to control water resources</p> <p>Political expediency such as giving power subsidies should be checked</p> <p>Recognition of local water bodies</p> <p>Regulate drilling of tube wells and make recharge provisions mandatory for each tube wells</p> <p>Promote organic fertilizers</p> <p>Rivers have become sewers as they are receptacles of waste water</p> <p>Revival of ponds and construction of new ones. The new ones being built under MGNREGA are poorly designed and built while old ones are not being maintained</p> <p>Water use by industries should be taxed heavily</p>	<p>Have strict law enforcement in over exploited areas</p> <p>Strengthen monitoring system and improve its functioning</p> <p>CSOs, VOs and local organizations, line departments can help in this activity</p> <p>GPs to be trained in water audits and produce annual water plans. Unless they do this, their watsan plans will not be passed</p>
<i>Groundwater Recharge programmes have been largely unsuccessful even though they were well designed</i>	<p>Groundwater recharge programmes have to be redesigned</p> <p>Social audits have to be made mandatory</p> <p>New technology such as remote sensing has to be used to optimize recharge structures</p> <p>Mass dissemination of knowledge about geo-hydrology to streamline recharge structures</p>	<p>Need water management to revive water sources. Local people should form a committee (maybe extend work of VWSC)</p> <p>Community mobilization and leverage funds from other schemes e.g. Kapil Dhara under NREGA.</p>

<i>People, especially farmers, lack awareness or are indifferent about how to stop over-use and misuse of water</i>	<p>Optimize use of grey or wastewater</p> <p>Multiple water supply sources for different water uses such as separate lines for drinking water and water for other uses</p>	<p>Include water budgeting in school curriculum and institute regular discussions on this at gram sabha meeting</p> <p>Set up state level committees to promote appropriate water use</p> <p>Promote water efficient irrigation and less water intensive crops</p>
<b>Water supply</b>		
<b>Issues</b>	<b>Solutions</b>	<b>Recommendations</b>
<p><i>Community involvement monitoring and maintenance is very low and therefore it is poor</i></p> <p><u>Other issues - Quantity.</u></p> <p>Policy makers mis-estimate the quantity needed at the habitation level</p> <p>Policy makers favour their own constituencies</p> <p>There is rampant misuse of water, affecting quantity</p> <p>There is no monitoring of water schemes</p> <p>Water is supplied at low or no charge affecting sustainability</p> <p>Privatization of water supply schemes in 5 cities of MP. For the poor there will be little access to water</p>	<p>Assess drinking water needs and the quantity of water needed for livelihoods separately</p> <p>Users' involvement in monitoring is essential in the entire project cycle</p> <p>Each GP should have a paid worker responsible for maintenance.</p> <p>Panchayat committees need training in role and responsibilities</p> <p>GPs to play a role in maintenance</p> <p>Monitoring by society</p>	<p>Government monitoring document should reflect user's involvement in monitoring</p> <p>User fees have to be levied to increase community ownership</p> <p>Government to sign MoU with industries to play a role in water recharge around their factories</p> <p>Each GP should have an advance budgetary provision for maintenance/repairs based on some estimation, covering 5 years' costs</p> <p>Line departments will handle technical issues while GPs will handle social issues. This has to be built into project processes.</p> <p>Institute Jal Mitra from the district to the village levels who will use a comprehensive communication strategy. Develop the appropriate tools for the person to use</p> <p>Consider BOOT or BOT model for maintenance</p>
<p><u>Other issues – Quality.</u></p> <p>There is a lack of definition norms</p> <p>Quality monitoring systems are poor</p> <p>PRIs have no capacity to monitor quality</p>		

<p><i>Demand estimation is poor and not led by PRIs; this and planning should be bottom up and include resources and training</i></p> <p><u>Other issues – Access to water</u>  Water-related issues are not considered important at the gram sabha and GP level  Water is not seen as an essential service in villages  Lack of awareness among local leaders  Rainwater harvesting is not widespread</p>	<p>Incorporate local knowledge in planning  Involve CSO in the village planning process  These plans have to be completed by 15 February each year  They have to be 2 social audits a year to monitor all committees</p>	<p>Village planning has to cover 10 year period  In making village plans, there has to be a provision to engage consultants or NGOs to provide technical inputs  Central government to make a portal that provides details of water related projects  Set up district level committee that will prepare a satellite map on water sources; will provide this information to GPs  Training of people through SIRDs  Provide for water engineers at the village level</p>
<p><i>Misuse of water because of a lack of civic sense especially about wastage of water</i></p> <p><u>Other issues – Sustainability</u>  Urban areas have better water supply than rural areas, and in rural areas the traditionally excluded groups have poorer access to water, e.g., Dalits  Disadvantaged groups and those living in remote areas may not have a sustainable water source  Communities usually lack technical expertise for maintenance  Erratic power supply is a cause of breakdown and non-supply  There is low public awareness about water use efficiency and stopping wastage  The line departments have no skills to ensure community mobilization and involvement even though they have technical skills for setting up water supply schemes</p>	<p>There is little awareness even in the government about misuse/wastage of water.  Make water misuse a criminal offence  Build mass awareness on preventing water misuse  Promote low cost water harvesting techniques  Promote appropriate water use</p>	<p>Institute a water tax  Need for scientific exploration of water that can identify sources and yield  Run this in mission mode over a 20 year period covering all departments concerned  Start inculcating awareness about the value of water at an early age in school curricula</p>
<b>Sanitation</b>		
<b>Issues</b>	<b>Solutions</b>	<b>Recommendations</b>

<p><i>Shortage of water impacts sanitation and there are competing needs for water</i></p>	<p>Need for awareness campaigns to put water shortage in context Promote household water harvesting and grey water recycling for use in toilets Promote toilets that use little water – these have a steeper slope than regular pans</p>	<p>All plans related to water should ensure water provision, water recharge. Low-water use toilet designs should be promoted and their manufacturers encouraged There should be sufficient and fixed time given to implement guidelines</p>
<p><u>Other issues</u> Shortage of awareness and financial instruments Therefore there is a lack of demand for toilets Perception that toilets are expensive and have to be built far from kitchens The cost-benefits of toilets do not work out when weighed against livelihoods The aspect of dignity is not linked to better sanitation</p>		<p>Funds for sanitation including IEC funds should be given directly to panchayats The different sources of funds for sanitation should not be allocated on basis of BPL/APL. For example, Nirmal Vatika is a state scheme under which a person gets 4790 for making a toilet and planting 5 trees (subsidy for toilet and wages under NREGA for planting 5 trees) as against 2200 under TSC; this has created a divide between people who have got money under TSC and those who have got money under NV. NV applied to all regardless of income. Thus divisive schemes should be stopped</p>
<p><u>Other issues</u> Lack of awareness about sanitation, entrenched habits that are hard to change; Male elders will not share the same toilets with the women of the house especially daughters in law Programme implementation is poor because of technical faults when toilets collapse Sanitation is not an issue at the panchayat level</p>	<p>There has to be a strong campaign to promote sanitation It should be executed in campaign mode Toilet construction is given to panchayats but IEC is executed any different agencies leading to a lack of focus. IEC money should be used better Village level officials and workers from rural development, health, ASHA, ICDS, etc., should promote sanitation Panchayat schemes related to sanitation need to be revived and enforced There are many traditional sanitation and hygiene habits e.g., nobody can enter a kitchen without bathing, a fixed place for eating and not entering houses with footwear on. These should be documented and revived</p>	<p>To promote use of toilets, remove all subsidies. If an incentive is needed e.g., NV, give it under a different scheme</p>

<p><u>Other issues</u></p> <p>There is a shortage of motivators</p> <p>The government machinery is indifferent and sanitation is not a major concern at any level from the chief minister to the sarpanch</p> <p>Corruption affects toilet construction</p> <p>School toilets have been made only in some places and there are seldom separate toilets for boys and girls. They are misused by villagers</p> <p>People are not concerned with proper waste water disposal. There is not monitoring and planning for this either</p> <p>Solid waste management is poor since people feel there is nothing to be gained by this</p>	<p>Government officials and elected representatives have to be encouraged to give the same emphasis to sanitation that they give to water provision. Sanitation should be a topic of discussion in gram sabhas</p>	
Governance		
Issues	Solutions	Recommendations
<p><i>Panchayats need independence in financial decision making. Their agenda is set by higher authorities and they have to comply; they have little say in setting their own agenda. They come with the rider that a gram sabha meeting is essential before starting the work. Panchayat plans are seldom approved in toto</i></p> <p><u>Other issues</u></p> <p>The 60-40 ratio in MGNREGA has to be decided by panchayats but this is not so in practice. It is dictated by line departments.</p> <p>Panchayat members from Dalit caste find it very hard to function</p> <p>All panchayat members do not participate in meetings</p>	<p>Agriculture used 85% of water but there is no emphasis on water use efficiency.</p> <p>Maintenance of traditional water sources including ponds and wells. There has to be clear allocation of funds to GPs for this activity. They can be mapped and demarcated using satellite imagery. NREGA funds should be used to maintain old water structures using new technology e.g., using wells for recharge as well as water sources</p>	<p>GPs to select BPL families</p>

<p>There are many panchayat committees but they are largely unaware of their roles and responsibilities. They do not know about government funds for programme they are responsible for</p> <p>They are not answerable to the gram sabha</p> <p>Communities are not involved planning livelihood programmes</p> <p>The benefits of government schemes are cornered by the rich and powerful</p>		
<p><i>Water and sanitation is not an important issue for government and elected representatives compared to other schemes</i></p> <p><i>The planning process for this sector is poor and is often under-resourced</i></p> <p><i>There is a lack of convergence with other programmes and departments at the ground level</i></p> <p><u>Other issues</u> Decentralisation of decision making has not been very effective Women, special groups such as disabled and HIV+ are ignored in schemes</p>	<p>There should be information exchange between panchayats and recognition of work done by GPs</p> <p>There has to be a clear mandate for GPs to plan for Water and sanitation and there has to be specific budget allocations and trained personnel</p> <p>There should be centres in each block that can demonstrate technology and approach for sanitation</p> <p>There is a need for a mission on watsan encompassing activities from the central government to the GPs that pulls together all ministries and schemes</p>	<p>At the district level, there should be an organization that reviews GP plans periodically</p> <p>There should be a state level sanitation cell that oversees and coordinates all sanitation related activities</p> <p>Institute Jal Karmis at the GP level</p> <p>Need a special purpose vehicle or provision to facilitate convergence of water-related schemes at the village level. GPs can be the focal point for this convergence</p>
Line department staff are not answerable to the panchayats		
<b>Beyond water and sanitation</b>		
<b>Issues</b>	<b>Solutions</b>	<b>Recommendations</b>
<p><i>Poor implementation of laws and rules</i></p> <p><u>Other issues</u> Covered wells are used for drinking water RCC roads are made but there is not drainage so water runs into houses and causes diseases They are also reducing the area for groundwater recharge; otherwise there is need to make a water harvesting mechanism that uses water runoff from the road Mining has affected water availability</p>	<p>Give primacy to drinking water then other uses of water (domestic use, agriculture and industry) in policies and planning</p>	<p>GPs should be empowered to issue NOCs for siting industries</p> <p>Mines should not be allowed beyond a specified depth, e.g., deeper than local wells and there is need for better law enforcement to control mining</p>

<p><i>Social and community involvement is poor</i></p> <p><u>Other issues</u></p> <p>Tubewells cause dug wells to run dry</p> <p>The agriculture and other departments do not collaborate</p> <p>The sanitation committees under NRHM do not collaborate with TSC motivators</p> <p>There is a lack of emphasis on SSHE and anganwadi sanitation</p> <p>There are many shortages in TSC and Swajaldhara especially in the partner chain. Often a person is favoured at the expense of the other aspects of the programme</p> <p>Sinking tubewells is not expensive but private contractors bump up costs</p> <p>Panchayats have to be part of the PPP process so they can play a role in monitoring and evaluation</p>	<p>A charter is necessary to ensure that all departments cooperate in the preparation and implementation of plans</p>	<p>Implementation and monitoring of policy on bore wells or dug wells should devolve at the GP rather at the district level</p> <p>GPs have to be mandated to do so</p> <p>What is the interface with NREGA</p>
<p>Rainwater harvesting is not being enforced</p>		<p>Have a policy that incorporates the impacts of climate change on water availability</p>
<p><i>PPP forms part of the strategy for water distribution, laws and rules</i></p>	<p>Tax industries on their water use that will encourage them to recycle water</p> <p>Ensure equity in water distribution and use</p>	<p>Industries have to take responsibility to provide drinking water to local communities</p> <p>Promote water audits in industries and enforce this through the environmental clearances accorded for industrial activities</p> <p>Promote agricultural water audits</p>

### Case studies, MP

#### 1. Chichariya panchayat, Martola village of MP

Vikalp (NGO) helped improve hygiene practices. It leverage local knowledge and extended technical support. It created community garbage centres. The NGO involved local CSOs and the local parent teachers association. The process took 3-4 months and there was additional expense. It used local knowledge in recycling garbage and cowdung that helped in increasing community ownership. The challenge to involve the community as the dominant caste did not want to share benefits with lower castes

#### 2. Gora village, Banhori block of Guna district

The gram panchayat took the lead to construct 48 household toilets through the involvement of the gram sabha. It did this with community support and from funds through the DPIP (as this was a DPIP district). The process took 5-6 months. The cost was Rs 3500 per toilet of which the beneficiary contributed 1200 and the panchayat gave the rest. The advantage was a good working relationship between the panchayat and the

PHED. The main challenge was panchayat elections, that was also a factor driving the panchayat for early completion.

### **3. Bhind, Datia district**

Garima Abhiyan a network of NGOs led by Samarthan, liberated 325 women from manual scavenging over the past 2 years. They worked with the women scavengers and families who employed them to clean their dry toilets; in this area women are forbidden to venture out for anything including to relieve themselves. The scavengers were provided alternative livelihoods such animal husbandry and grants under the Antyodhyay Yojana. Households without any toilets and sewage connections were provided both. The NGO motivated 300 households to pool funds to construct a sewage line to convey wastewater from the village. It spent money on motivation while the rest of the funds came from the people and the panchayats (Rs 3 lakh from the MLALADS and Rs 1 lakh from the community.) The process began with community mobilization and included providing technical designs for toilets. The challenges included removing untouchability and slow community offtake as the work was labour intensive.

### **4. Sidhi Village, Datia district.**

An NGO led the creation of 14 water management structures. Its own engineer was involved in the process. They have made different structures on the nallahs, deepened wells. This took 4 years and cost Rs 1.2 crore for 20 villages. The NGO worked in the villages that are located in a reserved forest along with the forest department to get around the problems of working in a reserved forest. The process involved community mobilization, creating a political consensus, working with the government since this was in a reserved forest and therefore needed taking constant permissions from the forest department and community mobilization. The challenges included resistance from the forest department, weak political support initially, corruption and providing water to the village.

### **5. Siwali village, Morena district**

An NGO called Akta Parishad established community tanks after mobilizing the community. It realized sanitation is not possible if there is a shortage of water. In the Betul district, the NGO also established community water tanks that are being used a decade after they were built. They focused on community managed and made this a need-based issue. The challenge was weak panchayats and a lack of government support

### **6. Sehore district, Samarthan (NGO)**

The organization worked with one GP to develop a community-based water and sanitation model by involving local people at all stages of the project. It led the process by creating community awareness and social mobilization. It built the capacity of the panchayat and provided need-based. The project resulted in household piped water supply and toilets in all houses. The process took 5 years and resulted in construction of 4000-5000 toilets. The district administration gave Rs 30 lakh and people contributed Rs 92 lakh. The strength was mobilization techniques. The challenges included a shortage of water since it was summer, securing timely funds from the government, and low priority accorded to water and sanitation.

## **Case studies from Chhatisgarh**

### **1. Lok Shakshi Samity, Raigarh.**



The NGO has led the creation of 8 NGP panchayats. It began by working with women and children first and then involving the entire community. They have used Mitalin or 'women's friends' in the project. The work was led by PRI reps and SHGs and youth groups. The process took 2 years. The NGO has sought inputs from other NGOs on specific issues. The biggest challenge is effecting behaviour change

## **2. NGP, Rajnandangaon district**

In 2006-07, the village got the NGP. The then sarpanch, an adivasi, initiated the process by taking the lead in sanitation activities and identifying local sources of funds. He mobilized the community to build and use toilets over a period of about 5 months and identified funds for the activity. Once this phase was over, he oversaw construction of household toilets in just 15 days. He helped the process along by offering the services of his tractor. The challenge was to spread the message of total sanitation to other villages.

## **3. Sewa Bhaskar, NGO, Sarguja**

The NGO focused on behaviour change through gram sabha meetings, ward meetings, street plays, etc. The village got the NGP and the NGO helped in raising the use of toilets. It led the process by micro-planning that included sanitation and the use of toilets. In the process, the challenges faced were a lack of wastewater disposal.

## **4. Rajnandangaon**

An NGO held successive dialogues with villagers to improve their quality of life. They set up small groups for motivation the masses and lead the process of community mobilization and involvement. The NGO called these groups Jal Yodhas. The group members visited all houses in the village, cleaned drains and the stagnant water around handpumps and got local people involved in the work. The challenge was to convince villagers of their sincerity; once this was achieved, they found villagers contributed wholeheartedly.

## **5. Molla block, Rajnandangaon district**

An NGO tested water from several hundred handpumps and found a high level of iron contamination. With WaterAid's support the NGO distributed iron-removal filters to houses and trained people to use them. The process took one year. The lessons is that you need good links between the implementing NGO and the line department at the village level. The challenge was that this is a remote area.

## **6. Gordha village sarpanch, Uma Sahu**

The sarpanch has built over 30 vermicompost pits with assistance of the agriculture department. The department provided technical knowhow and a small subsidy. People have started using this instead of chemical fertilizers and the movement is spreading. This has improved solid waste management in the village. Alongside, people have set up kitchen gardens and use grey water to irrigate them. The process of getting agriculture department sanctions took 4 months. The sarpanch found the biggest challenge is to engage with the government department.

## **7. Samarthan, Bastar**

The NGO launched a sanitation campaign to prepare village for the NGP. It conducted meetings with teachers, the gram sabha and other local leaders, led the construction of soak pits for waste water management. The process for building a sanitation movement took 2 months. The main challenge was to convince women.

#### Issues across the case studies

1. Devise need-based activities to ensure ownership
2. The involvement of communities, local organizations, panchayat committees and PRIs is essential
3. Political and social commitment is as important as the leadership provided by NGOs
4. Using traditional and local knowledge is critical since local people know best which water sources can be used for what
5. A wide range of user friendly technical options are needed
6. Involving community groups can help in sustainability
7. Water and sanitation are interlinked; if there is no water, sanitation suffers and poor sanitation affects water quality
8. The excess use of fertilizers and pesticides are a major cause of water pollution
9. Manual scavenging has to be eradicated
10. Political and bureaucratic corruption have to be kept in control
11. Wider adoption of sanitation and the use of toilets
12. The ultimate goal is achieving water security

#### Solutions

- Community participation is critical for success in all activities – planning, implementation, monitoring, evaluation.
- Needs assessment is necessary to determine what is required locally and then to jointly address those as well as sanitation
- Jal pratinidhi have to be involved in working out the solutions. Develop micro-plans based on discussions.
- Create community awareness about the issues and processes
- Build the skills of PRIs and strengthen them
- Counsel the people on the effects of sanitation
- Develop pressure groups of local people to work with community
- Build community groups and train them in required skills
- There is a need for convergence to address issues of equity and address problem of exclusion
- The motivators – children, ASHA, etc., - were given the required skills beforehand
- Strengthen gram sabhas and encourage them to hold regular meetings; all decisions have to be passed by the gram sabhas

#### Activities to implement these solutions

- Initiate micro-plans and small activities on specific activities

- Create low cost models of toilets, handpumps, etc., that can be presented to the community and government
- Once people are motivated, there is a need to have an supply chain to service demand
- The village motivators and masons need training and incentives
- Need joint meetings of the entire community involving school children
- Leverage local knowledge especially for water security e.g., villages used to come up around water sources
- Timelines for most of these processes are 2-3 years

#### Non-negotiables in service delivery

- Leverage local knowledge
- Provide locally appropriate technical solutions
- Build the capacity of PRIs, committees, SHGs and other village level institutions
- Improve documentation skills to disseminate information

#### Challenges to be overcome

- Ensure community support and overcome opponents
- Financial contributions to the activities
- Community ownership
- Convert these into social issues with community and PRI involvement

#### Region-wide issues concerning water

Increased offtake by agriculture given changing lifestyles. GDP growth rising to around 10% per annum and will need more water. Water is considered an open access resource and better governance is needed to optimize its use. There is enormous potential for water harvesting and storage. IWRM is an optimal approach and the government should base their water policies on this approach.