

IRC  
PARTICIPATORY ACTION RESEARCH PROJECT

THE ROLE OF COMMUNITIES IN THE MANAGEMENT OF IMPROVED RURAL WATER  
SUPPLIES

A Situation Analysis  
of Rural Water Supply & Sanitation in Pakistan

A Country Paper  
prepared for the Planning and Training Workshop at  
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Arif Naseer Pervaiz

With

Altaf Hussain

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PO Box 93190, 2509 AD THE HAGUE  
Tel.: +31 70 30 689 80  
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**XIII. Coordinated Country Efforts to Support Community  
Management of Rural Water Supply**

## I. Introduction

Pakistan has been experiencing a fairly high economic growth rate of over 3.2% annually for the last decade<sup>1</sup>. However, delivery of social services and expansion of social infrastructure has not been able to meet some of the most basic needs of the population. It is on the basis of the existing social sector services that Pakistan has been placed a dismal 132nd by the UNDP Human Development Index. Only 38% of the population is literate; and this figure includes those who are functionally literate<sup>2</sup>. Clean water is available to only half the population and sanitation facilities to a mere 11%<sup>3</sup>. Furthermore, this fortunate part of the population is concentrated, disproportionately, in the urban centers.

The lack of clean water and sanitation facilities is one of the main reasons behind the high child mortality rate in Pakistan, 99 per 1000. Diarrhoea accounts for 45% of all child deaths in Pakistan and is the single largest cause of child mortality<sup>4</sup>. The need is not only to increase coverage of rural water supply and sanitation (RWSS) schemes but also to improve the manner in which they are planned, constructed and managed. Improvements in water supply will not only reduce child mortality but also improve the quality of life in the rural areas. Women, who are the principle users and managers of water in the households, would, for example, benefit by saving time spent in water collection.

Inadequate provision of clean drinking water to the rural population has been exasperated not only by lack of government resources, but also by the traditional top-down approach adopted by the agencies implementing RWSS Schemes. The agencies build, operate and manage the schemes implemented by them. The consequence of this mode of working has been that with current trends in costs for Operation and Maintenance (O&M) of RWSS schemes, the Public Health Engineering Department alone will require resources to the tune of Rs.600 million annually for O&M of schemes from 1994 onwards. The problems confronting the RWSS implementing agencies are manifold; lack of interdepartmental coordination, high breakdown of schemes, low-cost recovery, improper use of schemes by the communities, lack of equity - both in relation to gender and power groups, lack of proper monitoring and evaluation, inadequate staff training and insufficient staff, to name the most important. The present situation, however, can be corrected.

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<sup>1</sup> Human Development Report 1994; United Nations Development Programme

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>4</sup> Hafiz A. Pasha and Michael McGarry; Rural Water Supply and Sanitation in Pakistan, Lessons from experience. World Bank Technical Paper number 105.

The way forward has been shown by many development programmes/projects and agencies in the developing and developed world. The phrase used for redeeming the past practice of the failed top-down approach is: community participation.

People, it is contended, are rational decision makers. They are willing to assume responsibility for managing whatever is of importance to them, provided they have control and/or influence over factors affecting them. It is now a well established fact that - given the situation- participation of intended beneficiaries is vital to the appropriateness and sustainability of any scheme in the social sector. The impact of the community participation approach- and through extension, community management- becomes visible not only in better management of schemes but also allows for improved efficiency in delivery and organization for social sector delivery concerns. To repeat an oft mentioned phrase, the government has to change its role from a provider to that of a facilitator.

In Pakistan, the Aga Khan Rural Support Programme (AKRSP) and the Orangi Pilot Project (OPP) are the two pioneers in this philosophy of development through community participation.

This changed approach to social sector delivery is gradually gaining currency with the government. International donors are also stressing for the adoption of practices which lead to the people becoming partners-with the government-in their own development. International donors and NGOs like CIDA, GTZ, ODA, The World Bank, UNICEF, UNDP and many others are currently involved in providing assistance to government agencies for strengthening of their technical and community mobilization capacities. The Federal Support Unit (FSU) was established jointly by The World Bank and UNDP with the above mentioned objectives in mind. It is hoped that the future will see better delivery, coverage and management of social services and infrastructure in Pakistan.

This paper will highlight the traditional operational methodology of agencies implementing RWSS schemes as well as provide examples from community managed RWSS being implemented by

## II. COUNTRY PROFILE

Pakistan occupies about 803,944 sq km. of land and has a population of 124 million with a per capita GNP of \$420. It borders Iran on the south-west, Afghanistan to the west and north, China to the north-east, India all down the east and the Arabian Sea on the south.

Pakistan is divided into four provinces, The Punjab, Sindh, North West Frontier Province and Baluchistan. Two other regions, the Northern Areas (Gilgit, Hunza, Chilas and Skardu) and Azad Jammu Kashmir (AJK) are politically and geographically separate from the provinces and are administered by the Federal government.

Geographically Pakistan falls into three main regions: the mountainous north, where the Pamir, Hindu Kush, Karakoram and Himalayan ranges meet; the vast but sparsely populated plateau of Baluchistan; and the Punjab and Sindh plains of the Indus river and its five main tributaries. The Indus plain apart, Pakistan is mostly mountainous deserts and arid plateaux.

Pakistan's economy is heavily dependent upon agriculture, which accounts for 32% of the gross national product and employs nearly three-quarters of the country's population. Wheat is the main food crop, followed by rice, millet, maize, barley and pulses. Cotton is by far the most important cash crop and accounts for 5% of world production. Textile manufacture is Pakistan's most important industry, followed by light engineering, food processing, cement, pharmaceutical, fertilizer, leather and rubber.

Pakistan is a federal parliamentary democracy where the President is the head of state. The administrative structure of the country is presented hereunder:

1. **Federal Government:** is elected through universal franchise and is headed by a Prime Minister who presides over a cabinet of federal ministers. The prime Minister is answerable to the parliament.
2. **Provincial Government:** is headed by a Chief Minister who is elected through majority vote in the Provincial Assembly. The provincial Chief Secretary is the senior most administrative officer in the province.
3. **Division** (4-8 in provinces): a division, after the province, is the largest administrative unit and is headed by a Commissioner.
4. **District** ( 4-5 in a Division): the second largest administrative unit is headed by a Deputy commissioner.
5. **Tehsil** (3-5 per District): is headed by an Assistant Commissioner.

6. **Union Council** (for every 8-12 villages): is an elected body working at the tehsil level and is headed by an elected chairman.

### III. Rural Water Supply in Pakistan<sup>5</sup>

The coverage of rural water supply and waste disposal facilities in Pakistan is 59% and 11% respectively<sup>6</sup>. Under the Eight Five Year Plan (1993-98) it is envisaged that 75% of the population will have access to safe and adequate water supply and 32% will have access to sanitation facilities.

The government is involved in rural water supply and sanitation at the Federal, Provincial and Local levels. Government agencies are responsible for initiating 95% of all water supply and sanitation schemes in Pakistan. The private sector (NGOs and International aid agencies) are also involved in implementing water supply and sanitation schemes albeit at a much smaller scale.

#### 3.1 Federal Agencies Involved in the RWSS Sector:

##### 3.1.1 Physical Planning and Housing (PPH) Section, Ministry of Planning and Development

The PPH is responsible for processing water supply and sanitation investments as part of the Annual Development Programme, prepared for the entire country by the Federal government and for the provinces by the provincial governments. The PPH assesses the preliminary proposals for projects above a minimum size and then seeks approval from the Central Development Working Party and the Executive Committee of the National Economic Council (ECNEC).

##### 3.1.2 Federal Ministry of Local Government and Rural Development (MLG&RD).

The MLG&RD is responsible for coordinating between the provinces and federal government. Project proposals, for the implementation of rural water supply and sanitation are first sent to MLG&RD for approval, which then forwards them (proposals) to the Planning and Development (P&D) Department of the Federal Government.

#### 3.2. Provincial Agencies

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<sup>5</sup> This section relies heavily on the Inception Report prepared by the Federal Support Unit (A UNDP/World Bank UNICEF project).

<sup>6</sup>Economic Survey of Pakistan 1990-91

### 3.2.1 *Planning and Development Department (P&D)*

The P&D department is primarily an administrative and coordinating body. Its task is to prepare the Annual Development Plan (ADP) for the provinces and to monitor the execution of all development projects. P&D is also responsible for releasing funds to PHE and LG&RD departments. The PHE and LG&RD departments provide the P&D department with monthly and quarterly progress reports based on which it (P&D) releases funds to the two agencies.

### 3.2.2 **Public Health Engineering Department (PHED)**

The PHE departments in the provinces are the main implementing bodies in the RWSS sector. Their main activity has been in the water supply sector followed by sanitation and drainage. PHEDs are responsible for the implementation of large RWS schemes (villages with a population of more than one thousand), whereas, medium (population of five hundred to one thousand) and smaller size schemes (population under five hundred) are implemented by the LG&RDs. PHEDs are concerned mainly with the physical engineering and execution of works and have no social organizational component in their approach. PHED undertakes work for repair and/or expansion of existing RWSS schemes.

### 3.2.3 *Local Government and Rural Development Department (LG&RDD)*<sup>7</sup>

The LG&RDDs are involved in implementing water supply and sanitation schemes in small and medium sized villages as well as construction of primary schools, basic health units and link roads. The departments operate at the provincial, divisional, district and Tehsil (Sub-district) level. The departments are headed by a Director General at the provincial level. Division's are headed by a Divisional Director assisted by Assistant Directors, and districts have an Assistant Director supported by Assistant Engineers and Sub-Engineers. The latter is responsible for project feasibility, site inspection and certification of payments.

### 3.3 *Local Agencies*

At the two-tier local level, District and Union Councils are involved in the RWSS sector. District Councils (First tier) are responsible for disbursement of Annual Development Plan (ADP) grants and their own funds for proposed projects, promotion of waste disposal and public health, disease control, water supply and drainage works. At the second tier, Union Councils- covering between 10-18 villages- are responsible for provision and maintenance of water supply schemes, prevention from

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<sup>7</sup> In the Northern Areas of Pakistan the Local Government and Rural Development Department (LG&RDD) is called Local Bodies and Rural Development Departments (LB&RDD).

contamination of water supply sources and regulation of water use.

### 3.4 *Private Sector*

The private sector consists of contractors, manufacturers of equipment, well drillers, local artisans, masons and homeowners themselves. The main area of activity for the private sector has been in regions with abundant ground water supplies. The technologies most applied are sinking of tubewells and installation of handpumps.

### 3.5 *Non-Governmental Organizations*

The Non-Governmental Organization (NGO) experience of RWSS in Pakistan has been negligible. Orangi Pilot Project (OPP) and a few other organizations are working in the RWSS sector but their range of operations is limited mostly to a few areas within a city- as is the case with OPP in Karachi- or a few villages in each provincial district.

### 3.6 *External Support Agencies*

UNICEF, UNDP, The World Bank, Action Aid (U.K), GTZ (GERMANY), CIDA (CANADA), and some other external support agencies are currently involved in the RWSS sector in Pakistan. Their involvement ranges from technical, managerial and social organizational support to actual implementation of RWSS schemes in select areas. The World Bank funded AJK RWSS extension project being implemented in conjunction with the LG&RDD (AJK) is the only project which has gone to scale.

## **IV. Projects Introducing Community Managed Water Supplies**

The government, NGOs and international agencies are currently involved in joint implementation of community based rural water supply schemes, in all four provinces as well as in Azad Jammu and Kashmir (AJK) and Northern Areas of Pakistan.

### 4.1 *LG&RDD/UNICEF Assisted Projects*

LG&RDD, with assistance from UNICEF, has implemented a number of community based rural water supply schemes in Baluchistan, the Punjab and AJK. The department has installed tubewells and handpumps in Baluchistan and the Punjab, and gravity flow piped systems in the mountainous regions of AJK and NA. The projects are being implemented in smaller communities so as to make systems management less complex for rural communities.

The main problem facing LG&RDD is in the implementation of gravity flow piped water supply systems; the department lacks the engineering capacity to carry out the task. For construction of water supply schemes, the department requires the formation of a project/water committee of four to seven male members from the

community. These individuals are mostly notables of the community and are headed by a member of the Union Council. Participation of ordinary members-men and women- in the project/water committee is often neglected. The project committee ceases to exist after the scheme has been constructed and the functions for O&M are then taken over by the Union Councils.

#### 4.2 *LG&RDD (Baluchistan)*<sup>8</sup>

The Baluchistan rural water supply and sanitation cell of LG&RDD, in collaboration with UNICEF and the Dutch government, is helping rural communities gain access to safe drinking water and sanitation facilities. The department is concentrating mainly on improving traditional well systems by installing communal handpumps, introducing a sanitation component and disseminating hygiene education for males and females. A unified policy is being adopted by LG&RDD for effective participation of the intended beneficiaries in planning, site and source selection, construction and management of RWSS schemes.

Under this policy, the community shares the cost (ranging from Rs.2500 to Rs.3000) of the scheme and provides land, unskilled labour and local material for construction. The Community is also responsible for management of the system for which they nominate a caretaker. The department provides training in plumbing to the caretaker. All decisions related to setting user charges and management are the responsibility of the user group. The user group (UG) comprises of one member from each household in the village. The UG in turn nominates a committee whose responsibility it is to supervise the system and caretaker. LG&RDD is also conducting an assessment of the communities willingness to construct latrines at the household level on a cost-sharing basis with the department. In addition to the provision of communal handpumps, the department is also distributing sanitation components for individual households.

#### 4.3 *PHED & DORSCH*

PHED is responsible for implementation of water supply and sanitation schemes in urban and rural areas of NWFP. In 1984, With financial assistance from Germany, a drinking water supply and sanitation program was initiated in the Afghan Refugee camps. Later, this project was extended to the local population<sup>9</sup>. Since 1991, PHED has also initiated water supply schemes for Chitral Town and roadside villages with the help of experts from Dorsch Consultants. In the implementation strategy, the factor which has been most stressed is community participation. The community is involved in planning, construction and O&M of the system. To achieve this goal PHED is gradually transferring

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<sup>8</sup> Water and Sanitation Cell LG&RDD Quetta, Baluchistan

<sup>9</sup> Drinking water measures in N.W.F.P. phase II May, 1992.(Munich/Germany)

responsibilities for O&M to the users.

#### 4.4 LG&RDD & TAU

LG&RDD, with technical and financial assistance from UNICEF, has implemented a large number of community based small water supply schemes (gravity flow and gravity flow + pumping system) in the villages of AJK. This project was initiated in 1976<sup>10</sup>. The criteria adopted for identification of intended beneficiaries was: the presence of a school and/or a request from a political personality. O&M of the scheme is the responsibility of the user group which comprises of 4-8 villagers. Maintenance and repair of the water lifting motor is the responsibility of the user group. Although the amount and mode of cash collection for the maintenance fund differ from village to village, most household contribute some amount. UNICEF imparts free training to villagers in plumbing and also provides a tool kit.

LG&RDD, with funding from the International Development Agency (IDA), is implementing a project with technical and hygiene education assistance from Binnie, Hunting, Techred Joint Venture Technical Advisory Unit (TAU) in AJK. The department has initiated ten pilot schemes and based on the experiences from these schemes the department will implement 1600 additional water supply and sanitation schemes in the next six years. These schemes comprise of simple gravity flow systems from springs or channels and water lifting systems. The methodology of the project is to involve the community in the planning, construction and management of the scheme.

The department has constituted project field teams at the district level whose function will be to: a) conduct a socio-technical survey of the villages; b) form water and sanitation committees comprising of male community members; and impart hygiene education to male and females members of the community. The project has also formed village level female committees in completed schemes for maintenance and hygienic use of water from communal stand posts.

#### 4.5 LB&RDD & AKRSP

In the early eighties LB&RDD, with financial assistance from UNICEF, started a community based rural water supply and sanitation project in all five district of the Northern Areas. The location for schemes was identified by the district council and implemented through union councils. The department required the formation of a project committee for managing the RWSS scheme after completion. The original plan envisaged full community participation in all aspects of the project cycle. However, most of these water supply schemes are presently in need of extension

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<sup>10</sup> Rural water supply & sanitation program, AJK "status report" November, 1993 Binnie, Hunting, Techred Joint Venture Technical Advisory Unit.

and/or rehabilitation; which, again, is due to the minimal involvement of intended beneficiaries.

An important institutional constraint, especially with respect to maintenance, performance and acceptability of water supply systems is the nature and mode of community involvement. In the past, for identification and implementation of water supply schemes, LB&RDD have relied on District and Union Council members. Village project committees have generally been headed by Union Councilors and have consisted of selected village notables. Working through elected representatives without broader participation does not create a sense of ownership and responsibility in the community and as such, defies the spirit of community participation<sup>11</sup>.

LB&RDD recognizes the weaknesses in its earlier methodology and is keen to rectify the situation under the government's Social Action Programme (SAP). LB&RDD plans to establish 350 rural water supply schemes under SAP with assistance from AKRSP in social mobilization (Details of AKRSP's role is included in the Operational Plan, attached as annexure I). This scheme was initiated in Aug. 1994 in the villages of the Northern Areas.

#### **V. Managerial Responsibilities of Communities and Agencies**

As such, PHEDs do not have a criteria which they employ when selecting a village for a RWSS scheme. Most of the PHED projects in the RWSS sector-except those being implemented with technical and financial collaboration from international extension and aid agencies- are initiated and identified by the communities and followed through by their elected representatives. In existing schemes the process of planning and execution was carried out entirely by the PHEDs without any input from the communities, men or women. The projects are executed by hired contractors with the community having no say in their selection. After the completion of the project, PHED is responsible O&M for two years without any contribution from the community. After this period of two years the project is handed over to the Union Council for operation and maintenance by revenue collection from users. Without any plumbing and accounting training to community or the Union Council the management system is not functioning desirably.

O&M accounts for almost 60% of PHED departments yearly budget. The increasing O&M cost has placed a heavy burden on the PHEDs and they find their time and resources stretched to the maximum. Majority of the RWSS schemes implemented by PHEDs use community stanposts-which are exempt from cost recovery- which exasperates the financial shortfall of PHEDs. PHEDs have attempted to bridge the gap, between allocation of resources, to them, and demand

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<sup>11</sup> Northern Areas RWSS Operational Plan, Social Action Programme.

from consumers, by cutting O&M expenditures. As a consequence, service levels have deteriorated and the number of proposed schemes have been reduced.

Due to continuing financial constraints, PHEDs have formulated plans to involve the communities in the operation and maintenance of projects in the future. At present this entails handing the RWSS schemes over to the village water committees, under direct supervision of the Union Councils, for operation and management. This has proved not to be very successful as a large number of schemes become non-functional within a short period of time. This, again, is due largely to the lack of financial and managerial capacity in the Union Councils. In Punjab-the province with the greatest number of RWSS schemes- 26% of the schemes are currently non-functioning<sup>12</sup>

The technologies applied, in the RWSS sector, depend on the geographical conditions/terrain of the region. However, most of the schemes in Sindh, Punjab and Baluchistan comprise of ground water extraction (Bore Holes). Whereas, in the hilly areas of AJK, N.W.F.P and the N.As, gravity flow schemes are most common.

#### 5.1 LG&RDD

There are variations in the way LG&RD departments in the provinces work. In the provinces of Sindh, and Punjab, LG&RDDs either do not involve the community in any phase of the project cycle or have a minimal role for them. Typically, this implies provision of free un-skilled labour and/or material.

The involvement of the private sector by the implementing agencies in RWSS schemes is limited to PHED contracting the construction of the scheme to private companies. In the Punjab, Sindh and Baluchistan, communities are not consulted when selecting the contractor. However, under the IDA project in AJK, communities are given the opportunity of selecting the contractor. It can be summarized that where the community is more involved in the selection of the contractor, the accountability of the contractor is higher both in terms of construction lag periods, quality of construction and costing of schemes<sup>13</sup>.

In AJK and the Northern Areas (N.As) LG&RDDs have a social mobilization component as a part of their operations. Before a project is initiated by LG&RDD, a project committee is formed comprising of intended beneficiaries-who are almost always male members of the community. Upon approval of the project committee by the Chairman of the Union Council, it (Project Committee)

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<sup>12</sup> Roshane Zafar, Community Participation in Rural Water supply Projects in AJK and Northern Punjab: An Exploratory Study

<sup>13</sup> Ibid.

signs a legal Terms of Partnership (TOP) with the LG&RDD. The functions of the committee include responsibility for provision of labour and material, supervision of construction and management of community funds-if any. After completion of the project the project committee is dissolved and replaced by a water committee. The existence, effectiveness and the process of selection of the water committees varies from village to village.

## **VI. Local Organization of Community Management**

Different names are given to local organizations by provincial departments in water supply and sanitation projects. LG&RDD uses the term user group (one person from every compound/h.h). The members of the user group are male but are advised by the department to consult with the females in the community for site selection of water system. However, experience has shown, that in practice the committee members rarely consult the female community members for anything. The user group is responsible to sharing the cost of the project and for nominating a person (male caretaker) for its operation.

In the IDA funded project in AJK, a water and sanitation committee (WSC) is formed by the department's field team after completion of the socio-technical survey and prior to start of construction. The WSC is organized at the village level under the stewardship of a member of the Union Council. The department also forms small sub-committees organized at the mahallah (settlement) level. One representative from the sub-committees is appointed as a member of the WSC. After completion of the water supply scheme, a village committee, comprised of females, is organized with representation of one female for every communal stanpost. The committee is responsible for managing the use of stanposts.

PHED is in the process of forming village development organization (VDO) through its social organizer. The VDO is expected to be strong enough to address other village development needs besides management of the water and sanitation scheme. The VDO must have representation of at least 25% of the village households; every member of the VDO will spend a minimum two years on the committee. All members will have to pay membership fee and will be responsible for operation and maintenance of the water supply scheme including any other responsibilities assigned by PHED<sup>14</sup>. This programme is in its preliminary stage and it is too early to comment on its viability. It is, however, necessary to add that the minimum required representation of 25% of the village household in the committee is extremely low. Genuine participation of the community can not be achieved with such a small segment of the population.

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<sup>14</sup> The integrated concept: a manual for the implementation of the strategic investment plan. GTZ. Pak/German promotion of PHED, N.W.F.P.

Under the Social Action Programme of the government, the Northern Areas LB&RDD plans to use the AKRSP fostered Village and Womens Organization (VOs/WOs) for implementation of water supply schemes. In villages where there aren't any VOs/WOs, the field team (comprised of male and female social organizer and sub-engineer) will form a user group. In the village-wide meetings of the VO and WO a committee of four to six persons including a female member will be formed for O&M of the scheme.

## **VII. Payment for Operation and Maintenance**

Both PHEDs and LG&RDDs require that the community pay charges for use of water supply. In reality, however, this is rarely the case as there is a very high default rate. Revenue collection stands at 50% or less for all the provinces<sup>15</sup>. The main reason, cited for the communities unwillingness to pay, is the perception that delivery and maintenance of social sector services is the responsibility of the state. This attitude is sometimes validated by elected representatives, when seeking the support of their constituents.

Union Councils are, in principle, the responsible body for revenue collection and scheme operation at the village level. What the communities pay and how they pay varies from community to community. The water charges to be collected are decided in an open village-wide meeting, a meeting with selected representatives from the community, or are simply decided by the agency in question. For example the incidence of the community deciding the amount to be collected as water charges was 78% in AJK while it was only 35% in the Punjab<sup>16</sup>. Revision in water charges are also determined according to the above mentioned three modes. Payment is usually uniform and is collected on a household basis by an individual-invariably a male- who is either a member of the Union Council or its appointee.

The funds collected by the Union Councils are used for O&M and repair of the scheme as well as payment of salaries to plumber/technician as the case may be. Most Union Councils, however, are perpetually in a financial crunch as their expenditures far outweigh their receipts. There is no formalized system in any of the provinces or Northern Areas whereby expenditures on the RWSS schemes are accounted for and made public. Moreover, Union Councils usually find themselves incapable of maintaining proper accounts. However, where the level of community participation is high, as in AJK, it has been

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<sup>15</sup> Hafiz A. Pasha and Michael G. McGarry, Rural Water Supply and Sanitation in Pakistan-Lessons from experience

<sup>16</sup> Roshanne Zafar, community Participation in Rural Water Supply Projects in AJK and Northern Punjab-An exploratory Study.

seen that the community ensures transparent financial operations.

#### **VIII. Development of Skills and Know-How**

The need for imparting timely, efficient and relevant training is essential for ensuring the sustainability of RWSS schemes. The kind of training provided will have a direct impact on project specific outcomes. The levels of training currently being provided by the agencies ranges from extremely limited to non-existent. Formal training was provided to only 20% of the schemes in the Punjab and to 25% in AJK<sup>17</sup>; the situation in Sindh, Baluchistan, N.A and N.W.F.P is similar.

Typically, the training imparted is for valve repair, pipe joints, operation of motor pump. No training is provided for accounting/bookkeeping and /or management. The training provided is on-the-job and almost exclusively for men; no refresher courses are provided for and in case the trained person becomes unavailable for the job, the community has to bear the responsibility of identifying and training a new person-something communities rarely do.

#### **IX. Performance of Community Management: Monitoring and Results**

Even where RWSS schemes are managed by the Union Councils no monitoring activity is undertaken. Both PHEDs and LG&RDDs conduct project monitoring activities which is, basically, an exercise in data collection of indicators for physical and financial progress of functioning schemes. The departments collect information on a quarterly and monthly basis on performs developed by the P&D department. The information gathered pertains to physical progress, total cost and total expenditure incurred on the scheme. None of the two departments maintain any information on operation, maintenance, coverage, environmental impact or any other variable of import needed for comprehensive and effective monitoring. In short, the process of evaluation is completely absent.

The main purpose behind the information, which the agencies collect, appears to be a fulfillment of standardized procedure rather than a means by which to gauge the efficiency of the scheme and/or improve the operational methodology of the agencies. The agencies collect only that data which is required by the P&D department before release of any development funds. Furthermore, no field visits are undertaken by the personnel from P&D department to verify the data provided by the PHED and LB&RD departments.

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<sup>17</sup> Ibid.

The two main problems with data collection in RWSS implementing agencies are:

- **Incompatibility of information:** there is no uniformity in the type of information which is gathered by the same agency working in a different province. For example, the proforma used by PHED in the Punjab is different from the one used in AJK or Sindh. The consequence of this incompatibility is that there is no interdepartmental coordination for information sharing and monitoring and neither is a sectoral assessment possible.
- **Lack of proper information storing methods:** Although the departments do have their own Management Information Systems (MIS), these are not up to modern day standards. Most of the information gathered is stored manually on files and where the departments do have computers, they remain underutilized for data storage, analysis and report generation.

## **X. Legal and Policy Issues**

The government has started to promote the concept of community involvement in O&M for social sector schemes. In the Northern Areas, LB&RDD has prepared a legal document which will serve as a Memorandum of Understanding between the department and the community (project committee or Village Organization). In this document are clearly mentioned: the responsibilities of each, the agency and the community; and the time frame for completion of the WSS. If the Project Committee/Village Organization does not complete the scheme within the stipulated time period or if the scheme is left incomplete, the agency will have the right to legal action against the community.

In the absence of national laws governing use of water, it is necessary to formulate laws at the community level. Experience has shown that issues related to use of private property need to be legally defined between the VO/PC/UG and property owner(s) before implementation of an RWSS scheme. These agreements are necessary for utilization of private land and water source for communal water supply systems. In most RWSS schemes, the community utilizes communal land for installation of handpump and/or for construction of a water tank, in case of piped water supply schemes. Often, due to the un-availability of communal land, the PC/user group strike an informal agreement with private land owner(s) for use of their land. It has been observed that such non-legally binding agreements have the potential to create problems which can affect the viability of the scheme. For example, In Ghanche District of the Northern Areas, the project committee of a village, had a verbal agreement with a member of the community for use of his land for construction of a water storage tank. The owner of the land asked for compensation for the land after completion of the scheme; and after an altercation with the project committee, closed the tank for use by the

villagers. To avoid similar problems, the user group in Baluchistan is preparing a legal document called the "Wakf" agreement. Under the Wakf junctions of Islamic law, the owner of private land must allow use of his/her land for communal benefit upon agreement for appropriate compensation.

#### **XI. Areas for Further Development**

There are many problems and issues in community management of RWSS schemes which can be addressed by the implementing agencies and the communities collectively.

The areas in the RWSS sector which need urgent attention are:

- training in social organization for staff of RWSS implementing agencies
- involvement of men and especially women in the process planning, execution (site selection) and management of RWSS schemes.
- the need for female extension staff
- provision of skill enhancing training in management, including training in accounts, monitoring, plumbing etc., for community members; as well as training for trainers.
- sectoral evaluation of RWSS scheme by agencies.
- dissemination of and training- for community members- in hygiene education.

**Annexure I**

**Action Plan for the Rural Water Supply and Sanitation  
Component of the Social Action Programme**

**For the Approval of the Secretary Finance, Revenues, Planning and  
Development**

**Northern Areas Administration**

**Asad Azfar  
Monitoring, Evaluation and Research Section  
Aga Khan Rural Support Programme**

**August 25, 1994**

## **I. Social Organization: The Conceptual Framework**

The theme of the Social Action Programme (SAP) is to introduce community based methodologies in the implementation, operation and maintenance of social sector programmes. The emphasis on community participation is a consequence of increasing financial constraints of the state, essentially international aid facilities are no longer as accessible as in the past. Furthermore, the financial and institutional constraints relating to operation and maintenance of development programmes have led to a trend in decentralizing responsibilities to the community level.

The merits of community participation are essentially two-fold. One, community participation implies some form of community cost-sharing, which alleviates financial constraints. Two, giving the community a sense of ownership in projects makes community members more willing to assume operation and maintenance responsibilities.

Past experiences show that there are two essential requisites for ensuring effective implementation with community participation, organization and consumer satisfaction. Organization provides an institutional mechanism to pool collective resources and undertake implementation, operation and maintenance. Consumer satisfaction, linked to which is the issue of demand, means that people only commit resources and responsibility when they desire the service and are satisfied with the quality.

In fostering community participation, as important as community commitment and ability is the approach of the sponsoring agency.

The two most significant agency characteristics were the relative autonomy of the agency, and its degree of client orientation.<sup>18</sup>

Autonomy implies that the agency can pursue its mission without the need to coordinate with many other agencies. Also, the agency must be flexible in its approach, for it is not possible to follow a standardized blue-print approach in working with communities; the approach must adapt to and consider the local context. Client-orientation strategies include utilizing local knowledge through social analysis in design and implementation, as well as reinforcing local capacities through the provision of information and training.

Social organization lies at the heart of community participation, as it provides a mechanism for community members to pool managerial and financial resources. The primary premise of the social organization methodology is that organization is a prerequisite for people to become effective partners in operating a project. Social organization is not a separate component that is added on or separated from the whole, it is a methodology that underlies the entire programme; its technical as well as operational aspects.

One of the potential advantages of operationalizing the RWSS component of SAP in the Northern Areas is that the required social infrastructure for effective community involvement already exists. The village organizations have proved effective forums to implement and maintain development projects in the productive sectors. Not only have village organization members shared cost, but they have also assumed operation and maintenance responsibilities.

This has only been possible due to the considerable investment in social organization undertaken by the participating agency. The basis of this investment has been reinforcing local skills through training and providing the required inputs.

A village organization not only provides a collective forum for decision making but also an institutional

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<sup>18</sup>Deepa Narayan, The contribution of People's Participation: 121 Rural Water Supply Projects, World Bank Workshop on Participatory Development, May 17-20, 1994, page X.

structure to implement activities. In working with village organizations, the participating agency offers a 'development partnership', which includes a set of obligations binding on both the beneficiaries and the service providers. The Terms of Partnership (TOP) are developed through a series of dialogues called the 'diagnostic process', whereby the role and responsibilities of both parties are mutually agreed. The TOP is a detailed document, that clearly states what is to be given, when, how and by whom.

For specialized projects, members of village organizations form committees that are responsible for overseeing project implementation, maintenance and coordinating with the service provider.

## **II. Rural Water Supply and Sanitation (RWSS): Operational Methodology and Action Plan**

### **i. The Village Organization RWSS Committee**

In the past members of village organizations have formed committees for productive works, as is the case with AKRSP's Productive Physical Infrastructure Projects (PPIs). In this regard, PPI committees are formed, which manage input supply and supervise community labour.

Project committees are however informal structures and mainly act as community coordinators and not community representatives. The logistical arrangements of a project are handled by the committee, while dialogue and decision making are the responsibility of the general body of the village organization.

Village organizations are broad based and multi-purpose organizations. They are formed with at least seventy-five per cent of the village as members, who form the general body. The general body meets regularly to discuss village affairs as well as pool collective savings. All dialogues are held with the general body of the village organization, and not just with committee members.

For the RWSS project, the village organization should elect a committee to coordinate the logistical arrangements pertaining to project implementation, operation and maintenance. In villages where beneficiaries of the project include non-members of the village organization, the village organization will be responsible for including non-members in the general body, which will include the entire village. The dialogues and the Terms of Partnership will not be conducted in the presence of the of the general body.

The Water and Sanitation committee selected by the village organization should consist of at least four people, which will include a trained accountant (Where VOs exist AKRSP trained accountants will be used), a plumber trained by the LB&RD, a committee convener or a coordinator and a WO member trained as a public health worker. The public health worker should ideally be a Traditional Birth Attendant (TBAs), Community Health Worker (CHWs) or SAP school teachers. It is recommended that there be one representative per distribution line on the committee. The committee should have at least four people, it may however have more members.

### **ii. Responsibilities of the Water and Sanitation Committee**

The Water and Sanitation Committee will ensure that the village organization/general body (hereafter referred to as the village organization) observes its responsibilities under the Terms of Partnership (TOP) and provides land, unskilled labour and local materials. The Water and Sanitation Committee will also coordinate the operation and maintenance of the project. The importance of a committee functioning under the village organization is that it is not an unrepresentative body of influential locals but it is a democratically selected group accountable to the general body.

The committee conveyor will be responsible for coordinating all functions with respect to the supply of labour, local materials and the transport of pipes and other non-local materials from the storage site. In this regard the committee conveyor will discuss all logistical and financial matters in a meeting of the

general body. The conveyor will also be responsible for collecting a user charge from the beneficiaries, including non-members who may be benefiting from the scheme, and depositing in a Water and Sanitation account, which will be established by the committee for this purpose. Two village organization members, one of whom should be the committee conveyor, will be responsible for operating the account and will act as co-signatories for all bank transactions.

The mechanism to collect the user charge will be decided by the Water and Sanitation Committee. One obvious forum are the regular meetings of the Village and Women's Organizations. The user charge would be collected from all project beneficiaries, regardless if they are village organization members or not. Guidelines for establishing the user charge should be provided to the general body during the diagnostic process. LBRD should estimate the operation and maintenance costs of a scheme during the survey and design phase and suggest a user charge to be collected on a quarterly basis. The decision on the amount of the user charge and the methods of collecting it will be made by the committee in conjunction with the general body.

In order to avoid a free rider problem it is necessary for the Water and Sanitation Committee to introduce regulations and sanctions for non-payers. The modalities of this will have to be worked out by the Water and Sanitation Committee in conjunction with the general body.

All village organizations have a trained accountant who maintains the village organization account and keeps records of member's savings. The village organization accountant should also manage the accounts of the Water and Sanitation Committee. Audits of committee accounts should be presented to the general body at least once a year. All issues pertaining to the remuneration of the accountant will be the responsibility of the general body and the committee conveyor.

The plumber, who will be trained by LBRD and provided with a tool kit will act as a resource person for maintaining the scheme. It will be the responsibility of the village organization to remunerate the plumber for his services. The remuneration rate will be decided by the general body, which should be paid from the user charge. The committee conveyor will be responsible for paying the plumber according to the arrangement reached between the general body and the plumber.

Since water and sanitation are central issues concerning women, it is essential that women are represented on the Water and Sanitation Committee and therefore provide a vehicle for articulating women's needs and demands. In order for female representatives to have authority it is important to develop them as resource people for a specific role.

For this purpose the Women's Organization (WO) will select a resource person to be trained in public health issues. In case a WO does not exist, the VO should select a suitable female. The female should be a resident of the village and preferably with some formal education. The Public Health Worker, will be responsible for discussing health and hygiene issues with WO members, as well as VO members. Where possible the WO resource person should attend all committee meetings and represent women's concerns.

While the skills of various resource people will be required in different phases of the project, for the sake of clarity, all resource people should be selected and as far as possible trained before implementation starts.

### **iii. Institutional Issues**

When the village organization is used as the receiving unit a number of concerns emerge and it is best to make these explicit. Before these are discussed it would be useful to clarify the difference between a village organization and a user group and the consequences of these differences on project operation and maintenance.

A village organization is a broad based and multi-purpose institution. It undertakes a number of functions at the village level, as well as the sub-village and at the supra-village level (in coordination with other organizations). All decision making powers of the village organization are vested in the general body, which regularly meets as a collective body. The general body comprises of all the members of the village organization and is expected to include at least seventy-five per cent of the village inhabitants. The essential point is that decision making and executive authority is not vested in an unaccountable committee or a select group of people, it is vested in the general body, which may delegate responsibility for specific tasks to a smaller group of members.

A user group on the other hand is an interest group that is organized around a single activity. It does not have an institutional bond beyond the specific task it is formed around. It will take time and considerable investment in social organization before a culture of community responsibility can be introduced in the system. Therefore, where village organizations are already functional, they should be used to implement the programme and where these do not exist user groups should be created.

An important concern arises in villages which have more than one village organization. The most appropriate arrangement will depend on the feasibility of one water supply system serving different sectors. If several independent systems is the solution then each one might be managed as a separate project by the respect village organization or the user group.

While the purpose of the project is to use village organizations for effective implementation, as well as a mechanism for subsequent operation and maintenance, the benefits of the project are for the village and not exclusively for village organization members. In villages where a portion of the people are not represented in the village organization the issue of benefit to non-members, as well as the free rider problem will arise.

In this regard, efforts should be made by social organizers and VO Managers to encourage non-members to join the village organization. Otherwise, non-members will be included in the general body for the purpose of RWSS activities and they will elect one person to represent their interests on the RWSS committee. A village organization therefore will in a way act as a coordinator for project implementation, operation and maintenance in the village.

### **iv. The Diagnostic Process and the Implementation Strategy**

The diagnostic process is the vehicle to operationalize the concept of social organization. It includes a series of interactive 'dialogues' with the community to fine-tune the modalities of the project and finalize the Terms of Partnership (TOP).

As indicated in the Memorandum of Understanding signed by the Northern Areas Administration and the Aga Khan Rural Support Program, AKRSP will assist the Local Bodies and Rural Development Department (LB&RDD) in selecting and organising communities and eliciting their involvement in identification, planning, execution and maintenance of water supply schemes. The implementation procedures from the identification to the operation phases of the scheme are explained below:<sup>19</sup>

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<sup>19</sup>These implementation steps were developed in the RWSS workshop organized by the MLGRD FSU in Gilgit on June 6-8, 1994. The broad strategy is the same as appended in the Operational Plan, there are however some modifications in the text.

### Step I:

Distribution of schemes: The total number of water supply schemes planned to be implemented by LB&RDD in the next fiscal year will be distributed in the five districts according to the population distribution. This is the general practice followed by the Northern Areas Administration to ensure equitable development in all districts. The total number of schemes is based on the ADP allocated for the year.

### Step II:

Village Selection: Following district-wise distribution, individual schemes within a district, the programme will be advertised and communities will be invited to submit demands. The demand for the scheme will be made by a body that is representative of the entire community. This body can be a village organisation (VO) or women's organisation (WO), or a user group (UG). Formal (written) request for the scheme will be made to the LB&RD department. The demand form must have the signatures of all the members of the VO, WO or UG. Only those requests will be entertained by the department which are either from a VO, WO, UG, or an elected representative of the community (as long as the VO from the identified village has no objections).

In case a VOWO or a UG does not exist in the village and a request comes from any member or elected member of a community, then LB&RDD and AKRSP will visit the community and determine if the request is based on need and willingness to share the cost. If the community needs the scheme and is willing to share the cost, the next step will be formation of a village organisation or a user group<sup>20</sup>. In those areas where AKRSP operates, AKRSP will offer the community the programme package to form a village organization, if the community is not interested a UG will be formed. In areas where AKRSP does not operate it will provide the services of a social organizer and woman social organizer to form a UG.

A field team of an LB&RDD sub-engineer (SE) and an AKRSP social organiser and a woman social organizer (SOWSO) will hold preliminary dialogues with the community and facilitate the formation of a VO or a UG. As mentioned earlier formation of a VO, WO or a UG is a prerequisite for the selection of a scheme.

### Step III:

After a written request is received by LB&RDD, the field team (SE of LB&RDD and SO of AKRSP) will visit the village and undertake a preliminary dialogue with the community. The purpose of this is to determine whether the community is willing to share the cost of scheme i.e. provide land for the scheme, unskilled labor, and local material (sand and stone) which is available near the village. If the community shows willingness to contribute then the diagnostic process is initiated otherwise the scheme is not selected.

### Step IV:

Diagnostic Process: Diagnostic process includes a baseline survey of the village and dialogues with the community on size of scheme, site identification, level of service (household connection, standpost), inputs of the community and modalities of execution and O&M.

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<sup>20</sup>The concept of VO exists in AKRSP programme area. In Diamer district, (where AKRSP is not operating), the communities have formed user groups instead of village organisations.

Survey and dialogues will be done by the field team. The Water, Sanitation, Health and Hygiene Studies Project under the AKHS has been requested to help prepare a procedure and formats for a participatory socio-technical village survey.

#### Step V:

Preliminary Technical Design: The LB&RDD will prepare a preliminary design recommendations for the water supply scheme for the village. LB&RDD will need to assess the suitability of water source for drinking purposes, quantity available (minimum measurement) and quality. Options in the design will be provided such as level of service (household connection and standposts), coverage, need for treatment etc. Estimates of capital and O&M cost for each option with respective shares of LB&RDD and community will be provided. These preliminary designs will be made available to AKRSP/WSHHSP.

#### Step VI:

The preliminary designs and cost estimates will be presented to the VO, WO or the UG in a meeting for discussion. Comments of the community will be incorporated for preparing a final design and estimates of the chosen option.

#### Step VII:

Final design and cost estimates will be prepared by LB&RDD and approved by the Planning and Development Department. Procurement of material will be initiated by LB&RDD to avoid delays in execution after signing of the Terms of Partnership (TOP). Efforts will be made that all material is available at the district level by the time TOP is signed and the community is ready for execution. LB&RD will be responsible for the procurement of material according to estimates agreed with the community in the design plan and transporting them to the project site.

#### Step VIII:

Upon acceptance of the final design and costs, a Terms of Partnership will be signed between the VO/WO/UG and LB&RDD. Signing of the TOP will be done in a general body meeting of the VO/WO or UG, according to the practice followed by AKRSP. A water and sanitation committee (WSC) will be formed to look after the execution, operation and maintenance of the scheme.

#### Step IX:

Local material (sand and stone etc) will be brought by the community and placed on the site of the storage tank. Purchase of cement, blocks etc. will be made by the community (WSC) from the first installment provided by LB&RDD. Pipes will be made available by the department on site. Civil work will start after the required material is available on site.

Assistant Engineer of LB&RDD and an AKRSP engineer along with the field team will inspect the site at commencement of civil work.

#### Step X:

Training of community members in masonry and plumbing works will be conducted by LB&RDD on the job as the project progresses.

#### Step XI:

Hygiene and sanitation interventions will be made during and after the construction phase. Extension staff (female and male) will be hired by LB&RDD for this purpose. The staff will be trained with the help

of AKHS/AKRSP. UNICEF's assistance will also be requested for staff training. Findings and recommendations of the WSHHS project will be incorporated in the hygiene and sanitation training module. A demand driven sanitation strategy will be developed with the assistance of WSHHS and implemented in the Northern Areas.

Step XII:

Operation and maintenance of scheme: After completion, the scheme will be operated by the community (WSC). Field team of LB&RDD and AKRSP will visit the scheme at the time of commissioning and prepare a completion report.

The water and sanitation committee will be responsible for operation and maintenance and repair work. The community will decide the modalities of household connections and collection of water charges from the users. The WSC will enforce the mechanism of tariff and household connections.

Step XIII:

Follow-up of scheme: LB&RDD staff will visit the scheme at least once every 3 or 6 months to examine the status of the scheme, its usage, expansion being made by community, need for major rehabilitation and status of sanitation and hygiene practices in the community. The staff should submit a 1-2 page status report on the scheme every six months.

The Monitoring and Evaluation Unit of LB&RDD will need to develop a participatory monitoring framework in order to effectively monitor the operational and maintenance of the scheme. Monitoring variables should include the functioning, reliability and continuity of the scheme; utilization, coverage and accessibility; user satisfaction, acceptability, convenience, quantity and quality.

v. Tentative Time-frame

ACTIVITY	TIME-FRAME	Responsibility
I. Preparatory Steps:		
Finalize Action Plan & Detailed MOU	August 25, 1994	LBRD/AKRSP
Prepare Procedure for village survey	September 1, 1994	LBRD/WSHHS/ AKRSP
Orientation Sessions for LBRD and AKRSP i. Review of technical issues ii. AKRSP Briefing for LBRD Senior Staff iii. Social Organization sensitization courses for LBRD field staff iv. LBRD briefing for AKRSP staff	August 27 - September 1, 1994	LBRD/AKRSP
II. Execution Steps:		
i. Step I	September 1, 1994	LBRD
ii. Step II	September 15, 1994	LBRD/AKRSP
iii. Step III	October 1, 1994	LBRD/AKRSP
iv. Step IV	October 20, 1994	LBRD/AKRSP
v. Step V	November 10, 1994	LBRD
vi. Step VI	November 20, 1994	LBRD/AKRSP
vii. Step VII	December 1, 1994	LBRD
viii. Step VIII	December 15, 1994	LBRD

III. Financial arrangement between LB&RDD and AKRSP

LB&RDD will pay ten percent of the cost of water supply schemes to AKRSP as charges for community mobilization and technical assistance. This will be paid on a scheme by scheme basis. An initial mobilization advance of Rs. 0.5 million will be paid by LB&RDD to AKRSP which will be subsequently adjusted from AKRSP's social organization and technical assistance charges.

**The Terms of Partnership  
Between the Northern Areas Administration, Local Bodies and Rural Development  
Department  
and the Village Organization for the Implementation of the  
Rural Water Supply and Sanitation Component  
of the Social Action Programme**

(To be translated into Urdu)

The Northern Areas Administration has launched the Social Action Programme in the Northern Areas of Pakistan in order to enable the people of the region to gain access to basic services like health, education, clean drinking water and sanitation. The Northern Areas Administration believes that sustainable progress in the region can only be achieved if people themselves participate in and contribute to the improvement of their lives. The Social Action Programme is an offer of a partnership on behalf of the Northern Areas Administration to the people of the Northern Areas, a partnership in which we will join hands to make the programme a success.

In order to ensure effective community participation in the implementation, operation and maintenance of the project, the Northern Areas Administration has decided to implement the Rural Water Supply and Sanitation component of the Social Action Programme through organized village communities. While in many development indicators the Northern Areas lags behind the national mainstream, with respect to community organization it remains a model. The network of village organizations in the Northern Areas provide an institutional mechanism to involve people in the implementation, operation and maintenance of development projects. Through the Social Action Programme the Northern Areas Administration will provide technical and financial support to organized village communities so they remain effective vehicles of local development.

Following are the Terms of Partnership between the Northern Areas Administration and the village organization for the implementation of the Rural Water Supply and Sanitation component of the Social Action Programme in the Northern Areas.

**Responsibilities of the Village Organization:**

1. The village organization will select a Water and Sanitation Committee to supervise the implementation, operation and maintenance of the project. The committee will be responsible for ensuring that the village organization observes its responsibilities under the Terms of Partnership (TOP).

In villages where beneficiaries of the project include non-members of the village organization, the village organization will be responsible for convening a general body of the village, which will include the entire village. The general body shall be responsible for all issues pertaining to the project.

2. The Water and Sanitation Committee will consist of at least three people, including a committee conveyor, an accountant and a plumber. The committee should also include a female public health worker, which LB&RD will train with assistance from local NGOs. The village organization, general body reserves the right to have more representatives on the committee, if they so desire.
3. The village organization, general body reserves the right to change the composition or replace committee members if the performance of any of them is not satisfactory. A quorum of at least seventy-five per cent of village organization members and general body members would be required to replace the committee members. LB&RD will not be liable for training any replacements.

4. For the purpose of financing, operation, and maintenance, the committee will establish a user charge amounting to Rs. 10 per household per month.
5. The user charge and all other committee funds will be deposited in a Water and Sanitation Committee bank account. The account will be operated by the conveyer and the accountant. With respect to all withdrawal transactions the conveyer and the accountant are required to be co-signatories.
6. The conveyer, who will be a member of the village organization, shall be responsible for coordinating all functions with respect to the supply of labour and local materials in the implementation of the project. For this purpose the conveyer will maintain a proper record and accounts, which will be approved by the general body.

The conveyer will discuss all logistical and financial matters regarding implementation in a meeting of the entire village organization, general body.

The conveyer will also be responsible for collecting a user charge from the community, including all non-members who are benefitting from the scheme, and depositing the user charge in the Water and Sanitation Committee bank account. The conveyer will be responsible for discussing all project related activities in the monthly calendar meeting of the village organization, to which the general body will be invited.

7. The village organization accountant will manage the accounts of the Water and Sanitation committee. Audits of committee accounts will be presented at the monthly calendar meeting of the village organization, to which the general body will be included.
8. The plumber, who will be trained by LB&RD and provided with a tool kit, will act as a technical resource person for maintaining the scheme. The plumber will ensure that essential spare parts are available in stock, for which the village organization, general body will sanction the required funds.

Village organization, general body members will be responsible for remunerating the plumber for his services. The rate and terms of remuneration will be negotiated between the village organization, general body and the plumber.

9. A female public health worker will be selected by the women's organization. In case the village does not have a women's organization, the village organization, general body will nominate a female.

The female public health worker will be responsible for discussing health and hygiene related issues with the women's organization, as well as the village organization. In case there is no women's organization in the village, the public health worker will convene meetings of village women to discuss health and hygiene related issues. The public health worker should be encouraged to attend Water and Sanitation committee meetings and represent women's concerns.

10. The Water and sanitation committee will be responsible for ensuring that community concerns are included in the design and technical appraisal of the scheme. In this regard, the village organization will decide the location of public taps. The village organization will also try to ensure that community institutions e.g. schools will have access to public taps.

All the members of the village organization, general body will be required to sign the design plan in token of having accepted the location of public taps and water lines.

11. In the implementation of the project, the Water and Sanitation committee will ensure that the

community coordinates with and works under the supervision of LB&RD technical staff. The committee will ensure that the scheme is completed within the stipulated time frame established in the plan designed by LB&RD.

12. The Water and Sanitation Committee will discuss with LB&RD the requirements for local materials and unskilled labour. The committee will be responsible for arranging the logistics of community labour and transporting local materials to the site on the basis of estimates agreed in the final dialogue.
13. The village organization, general body will provide labour, land, and local materials for the construction of the project on the basis of estimates decided in the final dialogue. The storage reservoir will be constructed on the land provided free of cost by the community.
14. The Water and Sanitation Committee will be responsible for the routine monitoring of the status of the scheme. The committee will be responsible for submitting status reports of the project to LB&RD on a quarterly basis. For this purpose, standard reporting formats will be provided by LB&RD.
15. The Water and Sanitation Committee should develop an annual workplan outlining the general functions of the committee over the course of a year. The committee shall make a presentation to the village organization, general body on the performance of the scheme over the past year and future plans.
16. The village organization, general body will be solely responsible for managing local disputes related to the project.
17. The village organization, general body will be solely responsible for the operation and maintenance of the scheme once the implementation phase is completed.

**Responsibilities of the Northern Areas Administration, Local Bodies and Rural Development Department:**

1. The Northern Areas Administration through the Local Bodies and Rural Development Department (hereafter referred to as LB&RD) shall be responsible for the technical design of the scheme. In this regard, LB&RD will discuss the details of the design with community members in a meeting of the entire village organization, general body. LB&RD will ensure that all members of the village organization, general body sign the design plan.
2. LB&RD will provide the village organization, general body with a detailed implementation schedule and workplan, which will include details of labour, skilled labour, money, machines and milestones according to the estimates decided in the final dialogue.
3. LB&RD will purchase pipes, non-local materials, and GI Sheets and transport them to the project site. LB&RD will also be responsible for providing and paying for skilled labor. LB&RD will give preference to skilled labour available in the village.
4. During the initial six month period, LB&RD will assist the village organization, general body in operational problems that may have been caused due to the design of the project. After the initial six months, LB&RD will not be liable for assistance in operation and maintenance.
5. LB&RD will be responsible for providing on-site training to a plumber, selected by the village organization, during the construction phase of the project. LB&RD will provide the plumber with one tool kit free of cost. For the purpose of effective operation and maintenance, LB&RD will provide a check list of the required spare parts to the plumber.
6. LB&RD will develop a community based monitoring system to ensure effective operation and maintenance. In this regard, LB&RD will provide standard monitoring formats to the Water and sanitation Committee. The monitoring format will include financial reporting regarding operation and maintenance. The committee will be responsible for providing status reports based on these formats to LB&RD on a quarterly basis. LB&RD technical staff will periodically visit the project to provide support.
7. With assistance from local NGOs, LB&RD will train a female public health worker in community health and hygiene issues.
8. Where a village organization accountant does not already exist, LB&RD will ensure that the accountant selected by the community is trained in book keeping and accounts.

**Approved By:**

Mr. Qurban Jan  
Secretary Finance, Revenues, Planning and Development  
Northern Areas Administration

**Approved By:**

Mr. Hussain Wali Khan  
General Manager  
Aga Khan Rural Support Programme

Date: August 25, 1994

