

Jalvaani

Vol 4 No 2 July - October 2001

SECTOR REFORMS

Strategic alliance on rural water sector reforms extended

A partnership between the Government of India and WSP-SA to ensure access to sustainable drinking water services

The strategic alliance between the Rajiv Gandhi National Drinking Water Mission (RGNDWM) and the Water and Sanitation Program–South Asia (WSP-SA) has been extended for a further period of three years. At an event presided over by Shri M. Venkaiah Naidu, Union Minister of Rural Development, the agreement was signed on July 4, 2001 by Dr. R.C. Panda, Joint Secretary, Government of India and Mission Director, RGNDWM and Shri Vivek Srivastava, India Country Team Leader, WSP-SA. Shri S.K. Tripathi, Secretary, Drinking Water Supply Department, Government of India

delivered the keynote address.

Under the new alliance, WSP-SA will provide technical and advisory support to the RGNDWM to accelerate the on-going policy reforms in the rural water supply sector and strengthen local government capacity by promoting the use of a demand-responsive approach, promoting a facilitating role for the Government, encouraging the participation of the private sector and NGOs, and developing the capacity of all key stakeholders. WSP-SA will further assist the RGNDWM in implementing IEC strategy, monitoring and evaluation,

disseminating information on global best practices and sharing experiences.

Spread across 63 districts in 26 states, with a target to cover a population of 70 million, the pilot project will be one of the world's largest programs to improve water and sanitation services. The work of WSP-SA will focus on the pilot project to carry out sector reforms that will lead to a decentralized approach to water supply. The reforms will allow beneficiaries to plan, partially fund, implement, operate, maintain, and manage water and sanitation schemes of their choice. These will be achieved in ways that are financially and environmentally sustainable.

In his address, Shri Venkaiah Naidu stated that the Government is committed to ensuring complete coverage for drinking water supply, and that it is the responsibility of the Government to create a suitable environment for ensuring an equitable, sustainable, and efficient supply of drinking water to all. To achieve this objective, the 'top-down' approach may not be effective and it is therefore necessary to promote a bottom-up approach, which is demand-responsive and based on the



Shri M. Venkaiah Naidu, Union Minister of Rural Development, addressing the gathering.



GUY STUBES/WSP-SA

Sector reforms will cover a population of 70 million.

gram panchayat, NGOs, community-based organizations, State Government agencies, and the Central Government work together. The role of the Government in this process would mainly be as a facilitator. The objective is not just to implement the hardware component of a water supply scheme, but also to adopt a particular philosophy and approach. The importance of piloting the restructuring of water boards and multi-village schemes

publications. In 1999, the Cochin Declaration was adopted at the State Water Ministers' workshop to take the reform process forward. A capacity-building framework has also been evolved that will now be taken up for implementation.

The sector program involves a partnership with the World Bank group and other external support agencies, including DFID, UNICEF, and bilateral agencies. WSP-SA will coordinate the activities of all the partners under a single-window donor secretariat.

The sector reform program, which is fully funded by the Government of India, demonstrates that it is possible to support policy without lending or grants. The sector reform program, which will now be reinforced with the extension of the strategic alliance, offers an opportunity to build the capacity of local governments and empower communities, which could ultimately lead to sustainable solutions not only for water but for rural development as a whole.

participation of the community. The Minister also emphasized the need to involve panchayati raj institutions in sector reforms, which would fit in with the Government's larger strategy of decentralization and the devolution of power and responsibility to local bodies.

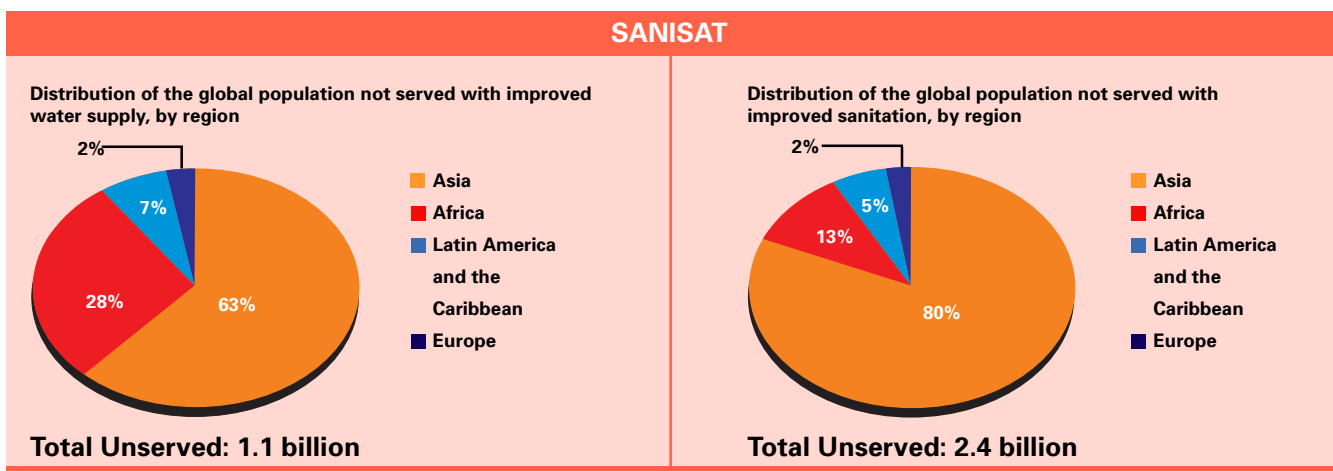
Shri S.K. Tripathi stressed the need to institutionalize a rural drinking water supply system that will be sustainable in the long term. The sector reform process could ensure this, but a joint effort is required where the community,

were specifically highlighted by Dr. R.C. Panda in his address as next-generation issues.

Over the past three years, the alliance has resulted in WSP-SA support for sector reforms in three states and 10 districts of the country. As part of the partnership, guidelines have been framed, meetings and workshops convened at the national and regional levels, and sector information disseminated through Jal Manthans (regional workshops), the newsletter *Jalvaani* and other

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SOURCE: GLOBAL WATER SUPPLY AND SANITATION ASSESSMENT 2000 REPORT

NEWS BRIEFS

REGIONAL WORKSHOPS ON THE TOTAL SANITATION CAMPAIGN

To provide guidance and accelerate the Total Sanitation Campaign, four regional workshops were organized by the Ministry of Rural Development, Government of India. A meeting for the southern states was held in Chennai on January 5, the western states in Pune on April 21, the northern states in Chandigarh on July 27, and for the eastern states in Gangtok on September 27, 2001. Representatives from the State Governments, Central Government, donors, and NGOs participated in the meetings.

The workshops aimed at sharing the experience of states and other implementing agencies in providing total sanitation in their respective areas so that the campaign can be promoted successfully. The current 63 districts covered by the campaign has been increased to 111 and aims to reach 200 in the next year.

The meetings concluded that the following are essential for the successful implementation of the sanitation program:

- Complete integration of the total sanitation program with the sector reforms project for water supply
- A holistic approach to sanitation, to include the needs of the individual and family, and environmental issues

- Programs for solid waste management should be taken up under sanitation
- Sanitation campaigns to cover all educational institutions
- IEC to be given highest priority at all levels
- Funds for latrines should be raised locally, for example, through women's self-help groups. A subsidy of Rs. 500 per household to be provided for sanitation
- The Government's role to be limited to that of a facilitator

WEDC CONFERENCE

The 27th WEDC Conference was held in Lusaka, Zambia on August 20-24, 2001. Papers at the workshop focused on the theme 'People and Systems for Water, Sanitation and Health'. Some of the issues addressed at the conference were institutional development, rainwater harvesting, hygiene education, school sanitation, wastewater collection, solid waste management, demand-led partnerships, community management, pumping, drilling and boreholes, water treatment, disposal of wastewater, unsewered sanitation, and gender issues in water, sanitation, and health.

The next WEDC Conference will be held in Kolkata, India from November 18-22, 2002. The theme of the conference is:

'Sustainability: Today's Priorities for Basic Services'.

For details, visit the website at www.wedc.conf@lboro.ac.uk

A significant development in the sector reform program has been the extension of the strategic alliance between the Rajiv Gandhi National Drinking Water Mission and the Water and Sanitation Program-South Asia (WSP-SA) for another three years. Signed on July 4, 2001, the extended alliance will result in technical and advisory support to upscale the Government of India pilot projects on rural water sector reforms. Targeted to cover 70 million people, this program is one of the largest of its kind and demonstrates that it is possible to support policy initiatives without lending or funds.

Mortality due to diarrheal disease is largely preventable by handwashing with soap. With growing populations it is becoming increasingly clear that different agencies need to pool resources to find sustainable solutions. One such initiative is documented in this issue of Jalvaani — the global public-private partnership between the Water and Sanitation Program, the Government of Kerala, and the London School of Hygiene and Tropical Medicine to encourage handwashing in rural areas that will result in reduced diarrheal disease in India. A series of meetings have been held with key stakeholders to take the initiative forward.

Under the World Bank-assisted Swajal project in Uttar Pradesh, communities have been given financial control to contract goods, works and services to implement and maintain water supply schemes. While this has ensured the use of high quality material and appropriate skills, upscaling such schemes may require greater capacity-building at the community level so that village committees can function independently and take their own decisions rather than relying on centralized agencies.

It is now recognized that community participation is essential for the success and sustainability of water and sanitation schemes. Shri R.R. Patil, Minister for Water Supply and Sanitation, Government of Maharashtra shares his experiences on how the State Government was able to promote sanitation activities in rural areas through community participation. Through the Sant Gadge Baba Village Sanitation Campaign, communities competed with each other to keep their villages clean and were rewarded with cash prizes. The contribution of the State Government to this campaign was negligible in terms of funding, but the initiative encouraged a sense of pride and community involvement to ensure cleanliness of the environment.

A wealth of information exists on the Web on the water and sanitation sector. A comprehensive list of sites has been compiled that interested readers can access. The list covers institutions, research centers, newsletters, conferences, and professionals in the sector.

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UTTAR PRADESH

Community contracting in rural water supply

Beneficiaries in Swajal project villages manage their project funds

In a major shift from centralized fiscal management in the implementation of water supply schemes, beneficiary committees in Uttar Pradesh have been given control over investment decisions for water supply and sanitation infrastructure. In keeping with the community-driven approach under the World Bank-assisted Swajal project, funds are transferred to user communities at the village level, enabling them to procure materials and services and contract works by themselves.

Through the social mobilization and capacity-building exercises under the project, the village water and sanitation committee, a community level organization, is empowered to manage all project construction funds, procure goods, works and services, contract all construction activities, and operate and maintain constructed systems.

A three-way agreement, the Implementation Phase Tripartite Agreement (IPTA), between the village committee, the support organization (usually a local NGO) and the Project Management Unit (PMU) is signed, which details the roles and responsibilities of each of the three organizations. Before the document is signed, a two-day training workshop is organized in the village to familiarize community members and the village committee with the provisions of the IPTA.

Funds for construction are transferred by the PMU to community-managed bank accounts at the village level. These accounts are jointly operated with a support organization. Funds are released in three installments. Fifty percent is given at the time of signing the IPTA, and after submission of the proforma invoice and the verification of the rates,

quality and quantity of items. The next installment of 40 percent is released after 80 percent of the first installment has been utilized and construction is completed as per the milestones defined in the IPTA. The final 10 percent is released after submission of the completion report, and a physical and financial audit has been conducted.

Contracting for services, such as technicians to build gravity systems, fitters, plumbers and masons, is mainly done at the local level through the village water and sanitation committee, with the assistance of the support organization. For more skilled services, such as constructing overhead tanks and drilling deep-bore tubewells, technicians are usually not available locally and works have to be contracted out. Village committees use a formal contracting process, usually by inviting bids and awarding contracts on the basis of quality and price.

Perhaps the biggest single quality assurance check in the community contracting system is the transparency of the entire operation. When the detailed project report is being drafted, community members decide the brand of all non-local material (mainly pipes, cement and steel) to be purchased and nominate two representatives to the purchase committee. The purchase committee conducts a market survey of manufacturers stocking ISI stamped material and collects invoices from them. The cost of local materials, labor and cartage is approved by



Community members inspecting and procuring goods.



the community. The District Project Management Unit verifies other rates.

Simple accounting systems have been adopted at the community level. A daybook, receipt book and voucher files are maintained by the village committee treasurer. A register is also maintained to record and monitor household contributions to capital cost.

To build the capacity of the village committees, training capsules on community contracting procedures have been developed.

Engineers of the PMU and the support organization help the village purchase committee choose suitable materials and select appropriate contractors to execute large works. Cross-visits are arranged for village committee members to project villages to share the experience of other groups of community contracting.

The Swajal project covers a population of 1.2 million spread over approximately 1,200 villages in 19 districts. The project cost is US\$ 63 million, of which

100 percent is the total hardware cost of the project.

Compared to centralized processes for material procurement, community contracting is much quicker as the village committee, along with the support organization, is empowered to purchase directly from the market or the manufacturer. Moreover, process costs are generally lower, the quality of material procured high, and the quality is maintained through external supervision and spot checks of material reaching the village.

While community contracting has a number of advantages, for effective community contracting it has to be ensured that decisions are not influenced by the support organizations. The Government would also have to change its procurement rules to allow the users to manage their own construction and procurement funds with adequate capacity- building.

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| <i>Technology</i> | <i>Average Value (US \$)</i> | <i>Type of Contract</i> | <i>Type of Contractor</i> | <i>Selection Process</i> |
|--|------------------------------|-------------------------|-----------------------------------|--|
| Mechanized borewell with overhead tank and distribution network | 30,000 (mid-sized scheme) | Written | Private/public sector corporation | Bidding/market survey by village water and sanitation committee/support organization |
| Boreholes with handpumps (8 handpumps per village on an average) | 4,000 | Verbal | Private/Government corporation | Market survey by village water and sanitation committee/support organization |
| Hand dug wells | 4,000 | Verbal | Private/Government corporation | Market survey by village water and sanitation committee/support organization |
| Gravity-flow system | 20,000 | Verbal | Community technician | Community consensus |
| Individual household latrine | 80 | Verbal | Local mason | Household chooses |
| Drainage soakpit | 50 | Verbal | Community technician | Household chooses |

Handwashing can save millions of lives

A global handwashing initiative to reduce diarrheal diseases among children

Every year almost three million children across the world die of diarrheal diseases. Handwashing with soap after contact with fecal matter prevents the transmission of organisms that cause diarrhea and can prevent the extent of deaths. However, currently there are few focused programs to promote this practice.

Governments are increasingly recognizing that they cannot fully meet the health needs of the people by relying on public resources alone. Consequently, public-private partnerships are becoming a mechanism for furthering public health agendas. By pooling public and private resources and capitalizing on the skills of each sector, the partnership aims to improve the delivery of basic health services and the implementation of related programs.

To meet the huge need to promote handwashing in developing countries, a global public-private partnership has been set up by the World Bank and the Water and Sanitation Program (WSP) in collaboration with the London School of Hygiene and Tropical Medicine (LSHTM), EHP, the BASICS Project, UNICEF, the private sector, the Government of Ghana, and the Government of Kerala, India. This joint initiative linking stakeholders in the government and non-government

sectors will eventually result in a significant reduction in infant deaths due to intestinal disease.

The public-private partnership will support pilot projects in Ghana and India to promote handwashing with soap. The results of these projects will be documented and widely disseminated. The partnership will also identify and

WSP and LSHTM, organized a workshop in Thiruvananthapuram to establish a core group that will serve as the driving force for the initiative. It was decided that the World Bank-funded Kerala Rural Water Supply and Sanitation Agency will co-ordinate the initiative in Kerala. Participants from the private, public, and NGO

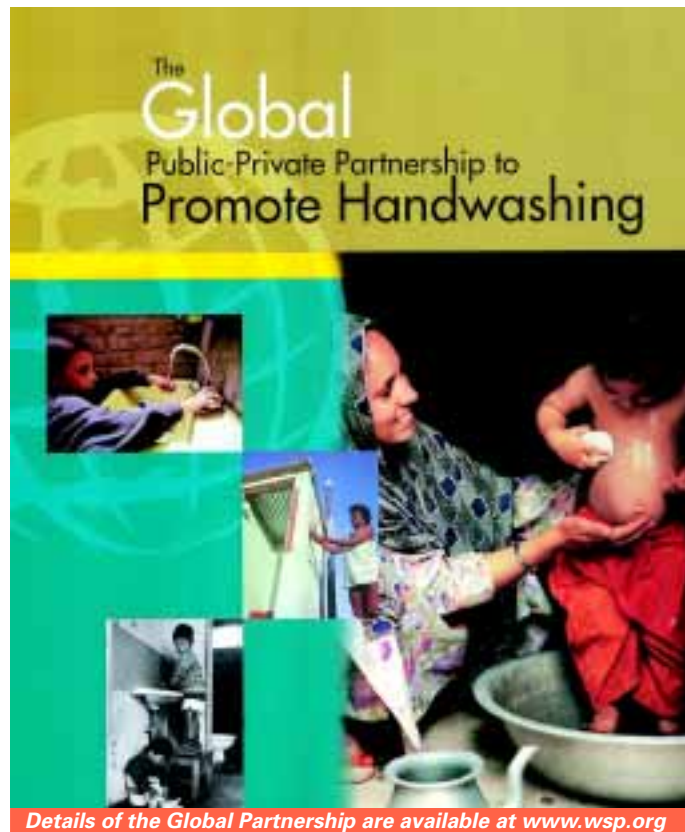
sectors expressed their enthusiasm for what was regarded as a unique opportunity for cross-sectoral collaboration.

A follow-up meeting of representatives of the India Soap and Toiletries Manufacturers Association, Kerala Khadi and Village Industries Board, and the public sector was held on June 5, 2001. A Memorandum of Understanding was adopted at the meeting, which pledged the commitment of both the State Government and the private sector to realize the objectives of the partnership. Representatives of the small-scale/tiny/cottage soap manufacturing industry also expressed their views on participating

in the initiative.

On July 4, a meeting was held in Mumbai to review the progress of the partnership. A Steering Committee has now been set up to monitor and implement the project.

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document successful initiatives for behavioral change in other sectors, review the existing global market for soap, and study the constraints and opportunities for market expansion to the poor through such partnerships.

Several meetings have been organized to take the public-private partnership forward. On January 31, 2001, the Government of Kerala, in collaboration with

Water and sanitation.com

Downloading information from the Web

The Internet offers enormous opportunities for knowledge-sharing and accessing information on the water and sanitation sector. The Web is loaded with databases of sector information, vibrant networks of sector professionals, and links to institutions and resource centers interested in providing improved water and sanitation services.

Some sites require speedy connections (or bandwidth) to download graphics or large files. This guide to key links focuses on 'content-rich' sites intended for quick and easy access to information. Type the Web address (www. ...) into any internet browser (for example, Internet Explorer or Netscape Navigator) to view the site (the full address is usually <http://www. ...>).

For information on the water and sanitation sector, visit the following websites:

- **worldbank.org/html/fpd/water/helpdesk.html**

The World Bank Water Help Desk has an advisory service for professionals within the water sector. For a response to any query on water supply and sanitation, e-mail whelpdesk@worldbank.org.

www.worldbank.org/watsan is the link to water and sanitation activities within the World Bank.

- **www.lboro.ac.uk/well**

WELL (Water and Environmental Health at London and Loughborough) is a resource center established by the Department for International Development, UK that promotes environmental health and well-being in developing countries through technical briefs, studies, and a library catalogue (as well as a document service) for sector

professionals. The Water Engineering and Development Center (WEDC) (www.wedc.ac.uk) and the London School of Hygiene and Tropical Medicine (www.lshtm.ac.uk) are currently managing the center.

- **www.irc.nl**

The IRC Water and Sanitation Center provides news and information, advice, research, and training on low-cost water supply and sanitation in developing countries. IRC collaborates with the Water Supply and Sanitation Collaborative Council (www.wsscc.org) to produce a particularly useful fortnightly e-newsletter (sent via e-mail) called *Source Weekly* (www.wsscc.org/source). IRCDOC provides a bibliography of nearly 13,000 references available on the Web (www.irc.nl/products/documentation/ircdoc).

- **www.wsscc.org/interwater**

InterWater provides a comprehensive list of institutions operating in the water sector.

- **www.jiscmail.ac.uk**

Jiscmail provides a platform for thousands of discussion groups on various topics (www.jiscmail.ac.uk/lists/dra.html), including specific water and sanitation issues. Of particular interest to the water sector is the water-and-san-applied-research list. The list also archives many electronic conferences that may be of interest.

- **www.thewaterpage.com**

The Water Page is an independent initiative dedicated to the promotion of sustainable water resource management and use. Particular emphasis is placed on the development, utilization, and protection of water in Africa and other developing regions. The site is packed with information and links on topical subjects.

For links to related websites, the following sites are useful:

- <http://rural.nic.in/depart.htm> is the official site of the Rajiv Gandhi National Drinking Water Mission
- www.swajal.org is the site for the Swajal Project Management Unit
- www.cseindia.org is the site for the Center for Science and Environment
- www.ids.ac.uk/eldis provides an extensive database on development topics, including water supply and sanitation
- www.lboro.ac.uk/well/links/contents.htm classifies sites into institutions and research topics
- <http://bicn.com/acic> contains information from the West Bengal and Bangladesh Arsenic Crisis Information Center
- www.lboro.ac.uk/garnet provides information on applied research in the water supply and sanitation sector
- www.saniconn.net specifically focuses on sanitation
- www.id21.org brings you a selection of the latest and best UK-based development research
- www.oneworld.org/thinktank/water/index.html is one of the most prominent networks within development that provides an archive for a number of electronic discussions on water supply and sanitation
- www.ehproject.org has a reference list that provides plenty of sector information, particularly the technical brief series
- www.skat.ch focuses on appropriate technology
- www.watermagazine.com provides current news on the sector.

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Meeting sanitation needs through the active participation of the community

Shri R.R. Patil, Minister for Water Supply and Sanitation, Government of Maharashtra

The Sant Gadge Baba Village Sanitation Campaign in Maharashtra has been widely complimented on its success. What has prompted the Government of Maharashtra to launch this program?

The Total Sanitation Campaign (TSC) of the Government of India was implemented in selected districts in Maharashtra to address the sanitation problems of the state. However, the benefits of the program were not apparent and the construction of toilets did not induce behavioral changes as expected. The critical components for the successful implementation of a sanitation program were not integrated at the ground level. This resulted in a lack of participation and involvement of the entire community. Consequently, the TSC was not effectively implemented to prevent diseases.

How did you bring about people's participation in the program?

Sant Gadge Baba was a pioneering saint who worked to improve rural sanitation in Maharashtra. To inspire the community to put their body and soul into the campaign and enlist their active participation, the objectives of the campaign were explained at the state level by the Chief Minister of Maharashtra, Shri Vilasrao Deshmukh, and at the district level by the Guardian/Parent Minister. Village committees were set up with representatives from the community. The media was involved in the publicity for the campaign.

Communities were encouraged to compete for the clean village prize. Every person in the village was involved in sanitation activities to try and make their village one of the cleanest in the state. To ensure that the sanitation program would be



sustainable, meetings were organized in every village during which the community collectively pledged to promote cleanliness. The campaign turned out to be a major movement in Maharashtra in which every villager actively participated.

How do you evaluate the achievements of this campaign?

The campaign has been a tremendous success, especially in terms of mobilizing resources. Communities provided *shramdan* (voluntary labor) equivalent to Rs. 200 crore. This extent of community involvement is unparalleled, not only in Maharashtra, but in the entire country. No additional Government programs or funds were sanctioned for the implementation of works. The only financial contribution made by the Government was to provide cash prizes of Rs. 2 crore. By this initiative, we were able to reinforce our traditional values and inspire the community with the ideals of our social reformers to work together for prosperity through cleanliness.

What are the indirect benefits you perceive as being brought in by the program?

For one, this program has revitalized the role of panchayati raj institutions in the state. The village cleanliness campaign and the village competition have also reaffirmed the role of the gram sabha, and, during the campaigns, there was almost full attendance at the gram sabha meetings. In fact, when villages were being evaluated, people working far away and children married outside the village came back to attend gram sabha meetings. The campaign also provided an opportunity for elected representatives, officials, and NGOs to work together with the people at the grassroots. ■

A newsletter jointly produced by:



Rajiv Gandhi National
Drinking Water Mission
Government of India



Water and Sanitation
Program-South Asia

Jalvaani

Jal means water and *vaani*, voice.

This newsletter aims at communicating key themes and messages on water and sanitation to different stakeholders in India.

Contributions, comments, suggestions and requests for subscription may be sent to:

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Earlier issues of *Jalvaani* are available at www.wsp.org

This newsletter is supported by the UK Department for International Development (DFID)