

## STRENGTHENING PANI PANCHAYATS

(A note based data from Jawahar Rozgar Yojana and ground-work done towards Organisation Development at the village-level)

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## A NOTE

Submitted to :

Review and Support Mission GUJ-25  
SANTHALPUR-RADHANPUR RURAL WATER SUPPLY SCHEME  
ROYAL NETHERLANDS EMBASSY  
NEW DELHI.

DECEMBER 19, 1991

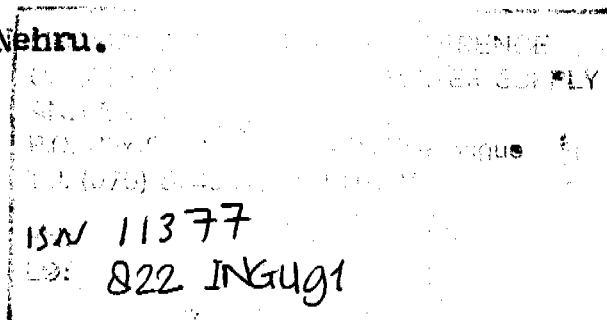
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1. Can the rural communities, through their political-cum-administrative organisation namely the Gram Panchayat (GP) develop, maintain and manage the local water resources? If funds are allocated to them how will they spend them? What will be their priority? In an arid zone region like Santalpur-Radhanpur talukas in West Banaskantha District, where the safe drinking water is supplied through pipe-line to 95 villages, under Indo-Dutch bilateral programme, would they still spend after water-resource maintenance and development?
2. Data pertaining to the funds available to each village under its normal budget is not known nor collected. As a result their allocation after water-resources development is not known.
3. It may also be noted that as the area is drought-prone massive relief programme is launched and public works programmes are undertaken. However, (1) the village-wise (2) type of work-wise and (3) <sup>(3)</sup> volume of amount spent is also not known. This valuable data should also be collected, to know how public investment through relief-work affects the rural communities in terms of their priorities and the allocation of finances. Of course, the relief-programme is implemented by the Revenue Department and the Gram Panchayat may not have any say in determining the priority of public works programme, particularly the water resources development.
4. However, significant data emerged, when Government of India launched a major employment programme named as Jawahar Rozgar Yojana, to commemorate the Birth centenary of the first Indian Prime-Minister Shri. Jawaharlal Nehru.



5. The most significant point of the present scheme was that the funds were not routed through the State Government but were directly sent by the Central Government to each Gram Panchayat, though broad guide-lines were provided for its utilisation keeping in view to generate employment at village level for strengthening and developing community assets.
6. It may also be noted that the GPs have no technical nor administrative staff except the village-level talati whose main function is pertains to land-revenue and land records. He is neither oriented nor tainee for implementing civil works or public works programmes and activities.
7. In spite of this serious basic restraint, when the funds were made available how were they utilised? The data collected from the local bodies including Taluka Panchayat provides some useful indications for policy and programme development.
8. The data is presented in two tables attached herewith. We will confine our comments to the water-resources and health.
9. The Radhanpur Taluka is located near the head-works of 100 Km. long pipe-line and Santalpur taluka is located on the tail end and faces actual shortage of water and frequent disruption of piped water or inadequate supply due to very low pressure.
10. Santalpur Taluka spent 35.8% of its available fund for water resources and the number of villages undertaking this water resource-development was 25.3%. In terms of absolute numbers out of 198 villages 50 villages spent Rs. 11.87 lakhs out of total available fund of Rs. 33.17 lakhs.

11. In Badhanpur taluka 206 villages were supplied Rs. 33.70 lakhs. In terms of utilisation 34 (16.5%) villages spent Rs. 4.23 lakhs (12.5%) for water resources maintenance repair and development. The water resource development was a low priority, may be due to better piped water supply and may be due to better availability of water for domestic use and productive use like animal husbandry.
12. If we take both the talukas together, 84 (20.4%) villages spent Rs. 16.10 lakhs, (24.1%) of the total available resources of Rs. 66.93 lakhs.
13. If we add public health and drainage repair and maintenance activities Rs. 4.14 lakhs (6.2%) were spent in 18 villages.
14. Combining water-supply and health together, Rs. 20.2 lakhs (30.3%) were spent by 102 (25.3%) villages.
15. It is true that Rs. 32.5 lakhs (48.7%) resources have been spent in 209 (51.7%) of the villages. The higher weightage may be due to several factors including (a) good availability of piped water-supply (b) better availability of technical and supervisors services for construction work (1) greater need for maintenance and repair for already created public assets and (4) possibly non-availability of the technical and supervisory services for planning, cost-estimation and implementation of maintenance and repair of the water resources-traditional and piped water. We will revert to this aspect later after discussing the works carried out for the water resources.

- 16. If we analyse the activities pertaining to water resource development, including maintenance and repair, it covers all types of water-resources including piped-water supply.
- 17. In all 15 villages have spent Rs. 2.81 lakhs for pipe-lines. 3 villages have spent Rs. 56998 for cattle trough, 2 villages have spent Rs. 3659 for stand-post. Thus the Gram Panchayat s have spent available resources for the local installations related to piped-water supply, which is a welcome trend and deserves encouragement and promotion for community participation and management of maintenance of and repair of local water-resources. (Refer Table 2).
- 18. Second identical source has been bore-wells. 2 villages have spent Rs. 1.53 lakhs for bore-well, and 1 village on repairing submergible pump. On water-room repairs 2 villages have spent Rs. 22810. (Refer Table : 2) About 13 villages have spent Rs.1.25 lakhs for well repair, which are traditional local water resources.
- 19. However, the maximum number of villages have utilised available funds for works related to village tanks. The works are as follows:

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Tank repair		
1. Nallah repair	16 villages	Rs. 4.31 lakhs
2. for tank	6 "	Rs. 0.32 lakhs
3. Feeder canal	9 "	Rs. 1.32 "
4. Check dam repair	13 "	Rs. 3.31 "
<hr/>		
Total	44 villages	Rs. 9.36 lakhs.
<hr/>		

- 20. The expenditure on tanks repair and development works out more than 50% of the total resources spent after water, which is Rs. 16.1 lakhs.

21. As usual with community-based schemes and pro-poor schemes, the patent counter-argument refers to leakages and quality of works. Both these issues should be squarely attended.
22. The crux of the whole issue of community participation and management of community assets and resources, which is dominated by water-resources in an arid region, is how best water-resources, including the piped water can be developed and managed?
23. To provide an answer to this crucial issue we have tried to answer it on the basis of data available about the utilisation of funds made directly available to rural communities under a major national Employment generation programme?
24. Since Gujarat Water Supply and Sewerage Board, under the Indo-Dutch Project of supplying piped drinking water in the three regions (1) Santalpur and Radhanpur (2) Sami-Harij and (3) Lathi-Liliya and has undertaken the task of setting up Pani Panchayats in all the covered villages, the organisational development for community participation and management have far greater prospects for success.
25. To raise the cost-effectiveness of the schemes in terms of maintenance repair and replacements and to maximise the user-satisfaction, support Missions sponsored an Action Research on Pani Panchayat. The final Report is already submitted by Foundation for Public Interest to the GWSSB and a year back. The GWSSB has favourable responded by organising a workshop on the Report on Pani Panchayat and proceedings of the workshop are also documented by FPI and submitted to the Board.
- (May 1991)

26. FPI has also contributed towards the socio-economic programme development by SEWA in past three years (since September 1988) and major five year long-term project for enabling women to participate in the development efforts of their communities is also formulated and GWSSB has recommended it for sanction.
27. The GWSSB has also implemented a water-shed development project in Kutch which was followed by a workshop on the evaluation Report of the project. The voluntary agencies participated enthusiastically.
28. The progress made towards community participation and management of through Pani Panchayat can contribute towards (1) cost-effectiveness of the maintenance and repair operations (2) maximising user-satisfaction and (3) short-term and long-term sustainability of the piped-water project through actions in the following directions:
1. Preparing policy-guide-lines by the GWSSB for constitution, reconstitution and necessary technical, management and financial support to the PPs for (a) increasing participation and management (b) maximising user satisfaction and (c) enhance community's financial contribution for sustainability of the project.
  2. Preparing guide-lines for phasing of informal semi-structured Pani Panchayats into formal, statutory and in-built mechanism of the Gram Panchayat.
  3. To develop mechanism within the GWSSB which can take-up the task of prepare Pani Panchayats and Gram Panchayat for undertaking greater responsibility of the managing the operations and raise contribution,

4. well-defined role and relationship with voluntary agencies, whenever they are available, for creating socio-economic environment at community level through women's centrality in strengthening community participation and management. Detailed practical recommendations are available in Action Research Report on Pani Panchayat researched by F.P.I.
  
5. Development of integrated and holistic perspective of water-resource development with coordination with other Agencies like :
  - (1) Gujarat Water Resources Development Board (Bore-well)
  - (2) Minor Irrigation Department
  - (3) Gujarat Land Development Corporation
  - (4) Revenue Department, which under takes massive relief programme through public works
  - (5) Department of Rural Development having special programme for development of arid-zones, and
  - (6) the other Governments like Netherlands and the World Bank who are keen to support such programmes improving the quality of life of the rural communities through maximum participation of women.
  
6. We are hopeful that the Guj-25 Support Mission will make recommendations which will support, concretising of action research, accelerate economic-social programmes and persuade GWSSB for sparing administrative managerial and technical human-power resources for organisational development at the community and region-level.

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Table No. 1

Taluka-wise and type of activise utilisation of funds  
under the Jawahar Rojgar Yojana in the Banaskantha  
District (Gujarat)

(Year : 1990-91)

Sr. No.	Type of Activity Undertaken	SANTHALPUR			RADHANPUR			TOTAL		
		Total No. of Village	Amount Spent (Rs.)	%	Total No. of Village	Amount Spent (Rs.)	%	Total No. of Village	Amount Spent (Rs.)	%
1.	WATER SUPPLY	50 (25.3)	1187767 (35.8)	(73.7)	34 (16.5)	423149 (12.5)	(26.3)	84 (20.8)	1610916 (24.1)	(100.0)
2.	PUBLIC HEALTH : DRAINAGE	4 (2.0)	24840 (0.7)	(6.0)	14 (6.8)	389272 (11.5)	(94.0)	18 (4.5)	414112 (6.2)	(100.0)
3.	ROADS	35 (17.7)	493817 (14.9)	(38.6)	44 (21.4)	786973 (23.3)	(61.4)	79 (19.6)	1280790 (19.1)	(100.0)
4.	BUILDING AND REPAIR	109 (55.0)	1610624 (48.6)	(49.4)	100 (48.5)	1647198 (48.8)	(50.6)	209 (51.7)	3257822 (48.7)	(100.0)
5.	LAND FOREST	-	-		14 (6.8)	130347 (3.9)	(100.0)	14 (3.4)	130347 (1.9)	(100.0)
GRAND TOTAL		198 (100.0)	3317048 (100.0)	(49.6)	206 (100.0)	3376939 (100.0)	(50.4)	404 (100.0)	6693987 (100.0)	(100.0)

Table No. 2

ACTIVITIES AND FUND UTILISATION UNDER JAWAHAR ROZGAR YOJANA  
SANTHALPUR-RADHANPUR TALUKA (DIST. BANASKANTHA)  
(YEAR 1989-90)

SR. NO.	TYPE OF ACTIVITY UNDERTAKEN	SANTHALPUR			RADHANPUR		
		Total No. of Village	Amount Spent (Rs.)	%	Total No. of Village	Amount Spent (Rs.)	%
I.	WATER SUPPLY						
1.	Pipe-line	7	146016		8	135510	15
2.	Stand-post	-	-		2	3659	2
3.	Water works	-	-		1	10500	1
4.	Bore-well/fencing Varandah	2	153008		-	-	2
5.	Repairing submersible pump	1	6407		-	-	1
6.	Well/Repair	4	49843		5	42193	9
7.	Well/Platform	2	8800		2	24424	4
8.	Nallah Repair for Tank	4	22498		2	10333	6
9.	Tank/Repair	14	417187		2	14043	16
10.	Check-dam/Repair	9	227473		4	104207	13
11.	Feeder-canal	5	96816		4	35463	9
12.	Cattle Trough	1	41622		2	15376	3
13.	Water-room/ water room repair	1	18097		1	4713	2
14.	Water-control works	-	-		1	22728	1
	Total	50	1187767		34	423149	84

SR. NO.	TYPE OF ACTIVITY UNDERTAKEN	SANTHALPUR			RADHANPUR			Total No. of Vill- age	Amount Spent (Rs.)	%
		Total No. of Village	Amount Spent (Rs.)	%	Total No. of Village	Amount Spent (Rs.)	%			
1	2	3	4	5	6	7	8	9	10	11

## II. PUBLIC HEALTH :

### DRAINAGE

1.	Filling Khad and drain- age repair	1	5292		7	88171		8	93463	
2.	Urinal in primary school	2	7871		-	-		2	7871	
3.	Building Urinal	-	-		2	12133		2	12133	
4.	Draining work for affluence	1	11677		2	271787		3	283464	
5.	Draining	-	-		1	5481		1	5481	
6.	Harijanvas protective steps	-	-		1	5850		1	5850	
7.	Adivasi protective steps	-	-		1	5850		1	5850	
Total		4	24840		14	389272		18	414112	

## III. ROADS

1.	Road/Repair	28	419560		30	602804		58	1022364	
2.	Tank- road	3	40462		-	-		3	40462	
3.	Causeway on Road	-	-		1	12722		1	12722	
4.	Approach Road/Repair	3	21066		10	128528		13	149594	
5.	Street Road-Repair	1	12729		3	42919		4	55648	
Total		35	493817		44	786973		79	1280790	

IV. BUILDING AND REPAIR

1.	Panchayat-Ghar/Varandah/ Compound wall	18	264,868		20	320024		38	584892
2.	Varandah	28	458752		15	361542		43	820294
3.	Roof-tiles laying	<del>30</del>	454020		4	19204		34	473224
4.	Bus-stpp	2	7738		-	-		2	7738
5.	Flag-pole	1	2455		-	-		1	2455
6.	Gate/Varandah	8	114227		13	147988		21	262215
7.	Harijan Chora	1	12562		2	8716		3	21278
8.	Cattle compounding place	4	15151		10	108096		14	123247
9.	Panchayat-Ghar	1	23306		3	47195		4	70501
10.	Repairing Dharmashala	1	14181		-	-		1	14181
11.	Harijan sitting-room	3	95924		1	24061		4	119985
12.	Labour-Welfare Center	4	43816		-	-		4	43816
13.	Compound wall	3	46917		4	109949		7	156866
14.	Shop-construction	1	9908		2	100842		3	110750
15.	Child-care center repair	1	4660		2	24325		3	28985
16.	Pavement	3	42139		5	87186		8	129325
17.	Harijan Adivasi community hall	-	-		12	163120		12	163120
18.	Panchayat secretary's house repair	-	-		1	34213		1	34213
19.	Brick Kiln	-	-		1	30693		1	30693
20.	S.C. Varandah	-	-		2	14450		2	14450
21.	Community hall repair	-	-		2	42814		2	42814
22.	Tribal neighbourhood repair	-	-		1	2780		1	2780
<b>Total</b>		<b>109</b>	<b>16106 24</b>		<b>100</b>	<b>1647198</b>		<b>209</b>	<b>3257822</b>

1	2	3	4	5	6	7	8	9	10	11
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V. LAND FOREST

1. Jungle-cutting	-	-	-	-	1	860	-	1	860	-
2. Land-levelling	-	-	-	-	10	89077	-	10	89077	-
3. Public Garden	-	-	-	-	1	7647	-	1	7647	-
4. Plot-levelling	-	-	-	-	2	32763	-	2	32763	-

Total	-	-	-	-	14	130347	-	14	130347	-
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GRAND TOTAL	198	3317048			206	3376939		404	6693987	
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WATER : FROM FREE GOODS TO ECONOMIC GOODS

BASIC NATURE OF SUPPLY-SYSTEM MANAGEMENT

MULTIPLE  
SOURCES

SHALLOW WELL

BORE WELL

TANKS : PONDS

RIVER BEDS

WATER

COMMON

SURVIVAL

ASSET

MULTIPLE  
USES

DRINKING

DOMESTIC

ANIMAL : SURVIVAL

IRRIGATION

INDUSTRIAL

FORMAT FOR DEVELOPING DISTRIBUTION PATTERNS

OF

TYPES OF POWERS TO MATCH THE ROLES AND RESPONSIBILITIES  
BETWEEN - GWSSE AND GRAM PANCHAYAT - PARI PANCHAYAT

	ADMINISTRATIVE POWERS	FINANCIAL POWERS	TECHNICAL POWERS	MORAL POWERS	PER-SUASIVE POWERS
G W S S B GRAM PANCHAYAT					
PARI PANCHAYAT					

STAGES OF SETTING UP PANI PANCHAYAT

PLANNING	IMPLEMENTATION	OPERATIONAL

THE ROLE AND RESPONSIBILITIES AND FUNCTIONS OF PANI PANCHAYAT

VARY ACCORDING TO THE STAGE AT WHICH THE PP IS SET UP



PRESENT FORM AND COMPOSITION OF  
PANI PANCHAYAT AND GRAM PANCHAYAT

GRAM PANCHAYAT

STATUTORY BODY

PANI PANCHAYAT

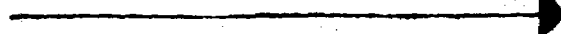
(NON-- STATUTORY BODY)

SARPANCH

ELECTED

MEMBERS  
OF  
GRAM PANCHAYAT

ELECTED



SARPANCH

(EX-OFFICIO)

(1) + (1) (1) (1) (1)  
      
MALE FEMALE LINE  
MEMBERS MEMBERS MEN

ALL NOMINATED BY GWSSB