

822 INGU91

PANI PANCHAYAT : EXPERIENCES AND PROSPECTS  
A SYMPOSIUM REPORT

31ST MAY 1990

REPORT

BY

FOUNDATION FOR PUBLIC INTEREST  
'ASHA' 4-PANCHSHIL SOCIETY  
USMANPURA RAILWAY CROSSING  
AHMEDABAD : 380 013.

SPONSORED

BY

GUJARAT JALSEVA TRAINING INSTITUTE  
SECTOR - 15, 'G' ROAD  
GANDHINAGAR - 382 015.

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## P R E F A C E

'People's participation' or 'community participation' has been one of the cherished goals of most of the developmental projects supported by National and International agencies.

The Government and other public agencies also realize, accept and make efforts to achieve this goal.

Several States of India, including Gujarat State, have set-up right from District, taluka to village level statutory Panchayati Raj System. In the Gujarat State it is functioning since 1960 and regularly reconstituted through elections.

Further, the responsibilities and volume of work of the public agencies are expanding at such a pace that they find them overwhelming and sometimes unmanageable. Such an emerging situation has also prompted public agencies to seek and invite 'peoples participation' or 'public cooperation'.

The Key question is what will be the nature and form of organisation that should develop from 'participation' and 'cooperation' of the people and 'awareness building', 'attitudinal changes' amongst the people? If the tasks the organisation is expected to perform are of on-going nature and they have growth-potential as well, the nature, form and composition of the new organisation assumes added significance.

The GWSSB, managing Drinking Water Supply in rural areas is trying to develop such an organisational form which has been named as Pani Panchayat.

The Symposium Report presented hereafter provides further thinking on the organisational development to concretise people's participation in the management of individual and group village water-supply schemes.

In the process of organisation development as in the case of socio-economic development projects, the sharing of costs will always remain a cardinal principle of review and appraisal. The Pani Panchayat also has to stand the scrutiny.

It is with this hope and spirit of trying out organisational development that the highly summarised version of a full day's deliberations are shared with all the friends who are interested in the organisation development for community participation.

### ACKNOWLEDGEMENT

F.P.I. records with thanks the quiet contribution of Prof. Vikram Pandya and Shri. Shankarbhai Bhatt in attending the Workshop and meticulously recording the proceedings and preparing independent reports which substantially helped the preparation of final report. We also thanks Mr. Prakash and Mr. Sadhu for going through the rigour of typing several drafts and production of the Report.

SYMPOSIUM ON  
PANI PANCHAYAT : EXPERIENCES AND PROSPECTS

DATE : 31.5.91.

PLACE : GUJARAT JALSEVA TRAINING INSTITUTE  
SECTOR - 15  
GANDHINAGAR - 382 015.

P R O G R A M M E

- |                |  |
|----------------|--|
| 09-00 to 10-00 | INAUGURATION AND<br>ILLUSTRATION OF CONCEPTS, AIMS AND<br>OBJECTIVES OF PANI PANCHAYAT<br>Key note and moderation<br>Prof. Ramesh M. Bhatt |
| 10-00 to 10-15 | Tea Break  |
| 10-15 to 11-30 | CONSTITUTION AND SCOPE OF PANI<br>PANCHAYAT<br>Key note and moderation<br>Prof. Ramesh M. Bhatt  |
| 11-30 to 11-45 | Break  |
| 11-45 to 13-00 | PANI PANCHAYAT : DUTIES, RESPONSIBILITIES<br>AND POWERS (LEGAL)<br>Key note and moderation<br>Shri. C.C. Shah                              |
| 13-00 to 14-00 | Lunch Break  |
| 14-00 to 15-15 | PANI PANCHAYAT AND THE GWSSB : INTER-<br>RELATIONSHIP AND DISTRIBUTION OF TASKS.<br>Key note and moderation<br>Shri. K.G. Dave             |

15-15 to 15-30

Tea Break

15-30 to 16-45

PANI PANCHAYAT : COOPERATION AND  
CONTRIBUTION OF VOLUNTARY AGENCIES

Key note and moderation

Ms. Reema Nanavaty

16-45 to 17-00

Break

17-00 to 18-00

SUMMING UP AND CONCLUDING SESSION  
PRESENTATION OF ACTION LINES.

Shri. Mayank Joshi

18-00

Departure.

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# PANI PANCHAYAT : EXPERIENCES AND PROSPECTS

REPORT

OF

A SYMPOSIUM

ON

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DATE : 31ST MAY 1991 09-00 A.M. TO 6-00 P.M.

PLACE : GUJARAT JALSEVA TRAINING INSTITUTE  
SECTOR-15, GANDHINAGAR (GUJARAT)

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## 1.0 BACKGROUND AND GROUND-WORK

- 1.1 The Gujarat Water Supply and Sewerage Board (GWSSB) has implemented Rural Water Supply Scheme in 92 villages of Santhalpur and Radhanpur Talukas of Banaskantha District, (Gujarat). The Netherlands Government supported scheme is operational since 1985 and Pani Panchayats as a local community-based organisation for community participation and management have been set up in 45 villages. The scheme also viewed drinking water supply as a developmental influence which would stabilize the rural communities, improve their health-status, liberates women from the drudgery of fetching water and utilise their time and energies for economic and social development.
- 1.2 45 Pani Panchayats were nominated by the GWSSB with the membership of Sarpanch as Chairperson, two male members, two female members and lineman of the villages.
- 1.3 In 1988 amongst several NGO'S, Foundation for Public Interest (FPI) was assigned Action-research to study the PP's working and make concrete recommendations to develop it into active effective community-based organisation.
- 1.4 SEWA shouldered the responsibilities organising women into groups for income-generating and social development activities. F.P.I. provided consultation for identification of activities, programmes and women's groups for their economic and social development.
- 1.5 During Action-research F.P.I. and SEWA organised an exposure programme for 247 women and male members of PP and other community leaders from 37 villages. During 10 trips undertaken groups were made aware of water conservation (pond lining) economic use of water (drip irrigation and mulching) and role of tree plantation (tree growers cooperative) and dairying (Amul) as eco-regenerative activities. The local technical staff of the GWSSB also joined the visits.

- 1.6 As a follow-up several Gram Panchayats proposed for pond-lining project, under Jawahar Rozgar Yojana. However, due to lack of technical services for (i) designing (ii) planning and (iii) cost-estimation the impact could not be concretised and consolidated.
- 1.7 Meanwhile, F.P.I. completed its Action-research and submitted a full-length Report of 177 pages on 12 September 1990 to the Review and Support Mission GUJ-23, and two chapters have been incorporated in the Mission's document. It was also circulated amongst the functionaries of the GWSSB and the secretary and the Minister of Public Health Department of Gujarat Government.
- 1.8 When the Review and Support Mission : GUJ-24, visited Gujarat in April 1991, at NGO panel meeting, 15 April 1991 it was decided to hold a workshop on the Report on Pani Panchayat prepared by F.P.I. The GWSSB organised it through Gujarat Jalseva Training Institute on 31st May 1991, which is reported in the following paragraphs.
- 1.9 F.P.I. prepared a 26 paged summary of 7 and 8 chapters in Gujarati language, which was sent to all the invitees 10 days in advance for perusal and comments. (Annexure-A)
- 1.10 The details of the symposium and the list of participants including (i) field-engineers (ii) Panchayat leaders and (iii) the voluntary agencies is attached as Appendix-1.
- 1.11 In the following paragraphs we will proceed with the discussions and deliberations of the symposium.

## 2.0 INAUGURATION AND ILLUSTRATION OF CONCEPTS, AIMS AND OBJECTIVES OF PANI PANCHAYAT

- 2.1 Mr. C.M. Christi, Joint Director of the Gujarat Jalseva Training Institute, welcoming the participants outlined the formation and development of the activities of the GWSSB and the Jalseva Training Institute. He also focussed on the experiment of Santhalpur and Radhanpur Scheme for efficient management of the Rural Water Supply Schemes.
- 2.2 Shri. K.G. Dave the Director of Jalseva Training Institute inaugurating the symposium, narrated the efforts of the GWSSB supplying water to 131 villages out of covered 171 villages in Banaskantha District. The non-served 40 villages are provided water through tankers. The stoppage of the supply in any village or group of village imposes severe strain on the people which can be minimised through the collaboration and cooperation between the local staff of the Board and Pani Panchayat Members and other community leaders.



- 2.3 Referring to the operational and maintenance cost Mr. Dave suggested that bearing the local costs by the better-off segments of the villages can considerably improve the operation of the scheme. He also mentioned various experiments of the GWSSB to make the schemes and technologies people-oriented.
- 2.4 Prof. Ramesh Bhatt made presentation on the session, with the help of diagrammes, which is summarised below :
- (1) Water is a multi-resource and multi-use gift of nature.
  - (2) There are serious constraints in controlling the transfer of water from one use to another e.g. from drinking and washing to animal use.
  - (3) The supply of drinking water for humans and animals may be overstrained if other water-resources are not maintained and developed. They are :
    - (a) shallow wells : public and private
    - (b) bore wells : public and private
    - (c) water tanks and ponds
    - (d) River-bed dug-outs
    - (e) supply through tankers.
  - (4) Whenever piped water supply stops or fails the communities have to switch over to local resources which should be maintained and developed as an option.
  - (5) The issue is what should be roles and responsibility of P.P. in a over-all high water scarcity area?
- 2.5 According to the present arrangement, water is drawn from either river bed or bore-well and through head water-works pumped through main and branch lines to village-level water-tank, from where it is directed to stand-posts for human consumption and cattle-trough for live-stock consumption. Entire scheme is maintained and operated by the GWSSB, through its staff. The local installations are determined on the basic of the size of the village population.
- 2.6 For seeking community participation branch-line committee of Sarpanchas of several villages is set-up. At the village-level the community-based organisation is Pani Panchayat (PP) nominated by the GWSSB and the role and responsibilities of the PP, as envisaged by the GWSSB are as follows :
- (1) Prevent wastage of water and breekage of local installations.
  - (2) To use affluence for nursery raising, plantation or gardening.
  - (3) Maintain hygenic environment around the stand-post, trough and the water tank.
  - (4) Attending to complaints and grievances of the users and forward it to branch-line office or the regional head-quarters.
- 2.7 The key issues are though water is a gift of nature like air, and is basic necessity for human-survival, with increased use and growing demand how the water-resources can be put to most economic, efficient and equitable use through planned and sustainable water resources' development and management.

## SESSION : ONE

## 3.0 CONSTITUTION AND SCOPE OF PANI PANCHAYAT

3.1 During second session Prof. Ramesh Bhatt made following presentation formulating the issues, and it was followed by comments and views of the participants. They are summarised in the following paragraphs.

3.2 Prof. Ramesh Bhatt :

- (1) At present PP is composed of six persons Sarpanch, as the Chairperson, two male members two female members and the lineman Board's local caretaker. They are nominated by the GWSSB.
- (2) The issues are : How the PP should be constituted? Should it be a legal entity, duly empowered by the Panchayat Act or should it be an informal structure? There is a full legal provision of 'Water Committee' as part of Gram Panchayat and it can include non-elected and expert members as well?
- (3) Should PP take care of the piped drinking water installations only or should maintain and develop multiple water-resources of the village?
- (4) To play its legitimate or expected role. What duties and powers should be assigned? They may pertain to the following areas :
  - (a) Administrative and legal
  - (b) financial
  - (c) technical.
- (5) Unless responsibilities and duties are not matched with necessary powers, the imbalance may render PP ineffective or defunct.

3.3 Shri. Maneklal Bhalani

Ex. M.L.A. and Sarpanch Lathi village.

Referring to the 37 years old, single village water-supply scheme that Lathi Panchayat is managing, he emphasised the joint efforts of the Panchayat and the GWSSB to satisfy a basic need. He also emphasised the need to set-up PP through Gram Panchayat and the development of all the multiple water-resources.

3.4 Prof. Ramesh Bhatt

The participants may also discuss at what stage PP should be constituted?

- (i) Planning stage
- (ii) Implementing stage
- (iii) Operational and maintenance stage (Post implementation stage)

## 3.5 Shri. Sharma

Development Commissioner : Panchayats

The PP should be constituted under the Panchayat Act. Then alone it can be made responsible and accountable and in case of need action can also be taken for non performance of its duties.

The water-committee can accomodate (i) elected representatives (ii) experts and knowledgeable persons and (iii) women Gradually greater responsibilities can be assigned within the provision of the Panchayat Act.

## 3.6 Mr. N.A. Patel

Dy. Executive Engineer

The PP should be formulated at a stage, when GWSSB tries to identify no-source villages. When the village communities are involved they take initiative to correct the failures and stoppages. It can also educate the people and build awareness about economic use of water. In case of breakage or vandalism, legal actions must be taken.

## 3.7 Shri. Ishwarbhai Patel

Adviser : Sanitation : GWSSB

We should study, why the formation of 'water committee' was made voluntary. PP should have legal powers and work independently and autonomously. It should also control various uses of water. Water-users cooperative or Yuvak-mandal managed schemes may also be tried out. Further, all the water-resources, should be revitalised.

## 3.8 Ms. Varsha Bhatt

Chetna

The members of PP should be fully aware of aims and objectives of PP and know why they are nominated. PP should meet regularly and get full cooperation of the Sarpanch and the lineman. The (i) GWSSB (ii) PP and (iii) GP and (iv) the community members should work as a team and distribute work amongst themselves. The PP members should be provided training and guidance.

## 3.9 Sarpanch

Kankrej, Taluka Panchayat (Banaskantha Dist.)

There should be a 'Water Committee' at Taluka Panchayat level, with powers to impose punishment. While planning for 'group-scheme' the economic and financial status of the GP should be pre-assessed and good persons should be nominated to the PP. He also advocated forming a new scheme for 25 villages of Kankrej taluka, where borewell water have gone brackish.

3.10 Mr. Sanghavi  
Virpur (Dist. Kutch)

There is anomaly between single village scheme and group schemes, in the rates charged. Further GWSSB provides for lineman in group scheme while there is no such provision in individual scheme. Where to go for complaint in single-village scheme?

3.11 Ms. Reema Nanavaty  
SEWA

Though women are most closely linked with water there was no mention of women, and their involvement in the scheme. The women should be linked with all stages of the scheme and should have decisive say.

#### SESSION : TWO

#### 4.0 PANI PANCHAYAT : DUTIES RESPONSIBILITIES AND LEGAL POWERS

4.1 Mr. C.C. Shah  
Executive Engineer : Santhalpur-Radhanpur Scheme

Presented a paper on the theme. (Annexure - B)

4.2 Rural Water Supply Scheme needs strong multi-dimensional management including technical, economic and social structures. The technical water distribution management without linkage with the 'beneficiaries structures' at the village level is likely to weaken and break-down.

#### 4.3 Lessons from Santhalpur Scheme

- (1) The village level installations - (i) the ground level water tank (ii) the stand posts (iii) the trough and (iv) the affluent disposal are one unit and failure of one, will fail the total local system.
- (2) The local installations are maintained by the lineman appointed by the GWSSB, their successful operation depends upon proper use by the beneficiaries. In many cases the influentials in the village pressurise the lineman to do irregular things.
- (3) The beneficiaries and particularly women should be involved and their confidence gained for the managing the scheme :  
Particularly for
  - (a) Location of the village installations
  - (b) In case of unexpected changes at the construction level, labour problems, security of the construction material and protection of work in progress.

(c) Participation in operations and maintenance of village level facilities, including making monetary contribution.

4.4 The GP is often unable to resolve problems and disputes about water and sanitation. The number of women in GP is very small. Both the issues are treated as minor and adequate time is not allotted. To remedy such situation, at village level a social organisation of the beneficiaries should be set-up. It may be named as PP.

4.5 PP may be assigned following responsibilities :

- (1) selection of locations of local installations
- (2) disposal system for affluent water and its use for gardening for the public or the school.
- (3) Concentration of attention on regular and adequate supply of water for humans
- (4) Regulation of supply hours and duration and making efforts at highest level for resolving problems about the use of local installations.
- (5) making suggestions for optimum and efficient use of village level installations.
- (6) Discussion about and maintenance of clear and hygienic environment around local installations
- (7) Prevention of Waste and misuse of water.
- (8) Awareness-building amongst village beneficiaries for health and sanitation.
- (9) Keeping in constant touch with the beneficiaries for their problems of water and sanitation.
- (10) To be helpful to GP in resolving problems of water and sanitation.

#### IMPORTANT CONCLUSION

4.6 The PP should meet atleast once a month in the premises of the GP and the resolutions passed may be presented at the Branch-line Committee meeting by the Sarpanch.

#### POWERS OF PP

4.7 The PP and Branch Line Committee can be presumed to enjoy following powers :

- (1) carrying out resolutions and forwarding it to implementing mechanism. Also pass resolution for disposal and reuse of affluent water.
- (2) Those PP who passed necessary resolutions for maintenance and cleanliness of the installation and compelled GWSSB to take necessary actions and who have discharged their responsibilities and performed their duties may be given following additional powers..

## 4.8 ADDITIONAL POWERS

- (1) The members of the PP may be allowed to collect local contribution (Rs. 5 per head per year) and may remit to the GWSSB.
- (2) Legal powers to impose fine to prevent waste and misuse of water, after persuasion and written warning.
- (3) Legal powers to impose punishment on anti-social elements who damage local installations.
- (4) Powers to take over maintenance and repair of local installations as per the Government policy, distribution of water and disposal of affluent water at the village level. Also powers to incur expenditure for this purpose upto 50% from the amount collected as peoples contribution.

4.9 After presenting the paper Shri. C.C. Shah also posed a critical question : The scheme designed for 72 villages supplies to drinking water to 97 villages. Extention under various pressures disrupts supply in tail-end villages. Can the PP and Branch-line Committee apply their mind and recommend whether the new villages should be attached to the system?

4.10 Can the PP call the general meeting of PP and present and expose those who damage local installations? Kolivada PP has imposed fine of Rs. 10/- in such cases.

Shri. Nalin Thakkar

Dy. Secretary : Public Health Department.

4.11 Panchayat System is an indegenous institution, which has assisted the rural communities to manage collective assets. Why should we not revive them without waiting for recommendations from the experts from abroad? Can we not develope local systems for our changing needs?

4.12 The population and demand for water are expanding at a faster rate, and supply being constant, we should control and make rational use of all the available water resources. We should collect and store every drop of rain water through rejuvenating all the village tanks and ponds and shallow wells and step wells. They are in disuse and degrading in last 25 years and we should give new life to them. The PP should shoulder the responsibility of maintaining and developing all the local and regional alternative water-resources. We should also plan for reuse of affluent water in all the villages. Atleast soak-pits should be popularised to avoid health-hazards.

4.13 Shri. Abhaybhai

We should atleast develop soak-pits near the stand-post to keep the environment clean.

Shri. Ishwarbhai Patel

- 4.14 (1) Whether a village receives regular supply of water or not is the responsibility of the technical staff who should attend the meetings of PP and resolve their problems.
- (2) The new design of the cock should be adopted to prevent breakage, leakage and waste of water.
- (3) The PP should develop moral pressure against all those, who waste-water or damage local installations.
- (4) Like 'Social Justice Committee' 'water-committees' should be set-up and powers should be given to them and they should exercise them.
- (5) The PP should also create 'felt-need' for water and sanitation through awareness building and training.
- (6) As women learn to repair hand-pumps, women or other local persons should be trained to repair and maintain local installations.

4.15 Prof. Ramesh Bhatt

- (1) Intervening in the discussion it was argued that it won't be adequate that the Board has all the (a) administrative (b) technical and (c) financial powers and PP remains an informal, nominal body exercising moral powers.
- (2) It should be clearly understood that all the powers, though legally assigned to GWSSB or PP can be exercised only, when both have authority. Authority is dependent upon the credibility and reliability of the authority. The powers and authority are inversely related. The credibility is the function of performance and discharge of duties and responsibilities assigned to the authority.
- (3) In case of PP the credibility and moral authority largely depends upon the performance of the local and regional staff of the GWSSB. Therefore we should also think about the ways and means, which can contribute and support the moral and even legal authority of the PP.

The session concluded for lunch-break. Thereafter the 3rd session started as scheduled.

SESSION : THREE

5.0 PANI PANCHAYATS AND GWSSB :

INTER-RELATIONSHIP AND DISTRIBUTION OF TASKS

5.1 Shri. K.G. Dave

Director : Gujarat Jalseva Training Institute : Giving Keynote address. The following main ideas were presented.

- (1) Originally Public Health Department developed the Group Schemes, on completion they were handed over to District Panchayat for maintenance and repair, with expenses shared equally between (1) the State Government (2) the District Panchayat and (3) the community contribution. However, due to serious complaints of villages when the schemes were appraised it was found that only 10% of the connected villages received water supply. As a result the autonomous Board was set-up and now it operates maintains all the schemes in the State.
- (2) Gujarat has 42,000 hand-pumps and UP has 3 to 4 lakhs. Here it is appropriate technology and it is the village community who can take up the responsibility of repair and maintenance. In agriculture, thousands of pumps and oil-engines and electrical motors are installed maintained and repaired by the farmers. In case of water-pumps and water-resources, PP can and should take up the responsibilities.
- (3) According to the Gandhian Principle of 'Gramswarajya' it is the village communities, who should develop and maintain local water resources and installations with the cooperation and contribution of the people.
- (4) PP is a link between the Board and the People. It is a seed, we have sown. It will develop in its own way. It may take several forms and shapes. Let them evolve in their natural course. It may grow into water-users cooperative or a producers cooperatives and what not.
- (5) Further, the credibility of PP has to be earned by the PP, through its own performance. It can do so through continuous communication with the people. The per capita operation and maintenance cost of group schemes is worked out at Rs. 35 per person per year. If per person, per year contribution of the users of Rs. 5/- only is collected through the awareness building of PP it will strengthen PP and the system.
- (6) If voluntary agencies are able to do so much work without any powers it is because of their performance and dependability. Why PP cannot play similar role?
- (7) We need people, we do not ask : What powers do you give to PP or us? What funds will be assigned to us. We need such people who would come forward and ask : What can I do for the community? Why not assign us some good work which we can do to serve the rural people?

5.2 Shri. Ishwarbhai Patel  
Advisor : Sanitation, GWSSB

Narrating his experiences of providing latrines in a slum area of a city, through voluntary organisation motivating the user-households to pay Rs. 12/- per household per year. The collection had to be abandoned because the city mayor, who was a union leader too, argued that 'it is the responsibility of the Government to



provide basic amenities to the people'. The voluntary collection could not be made and had to be abandoned. The voluntary agency may exercise social and moral pressure for smooth working of the scheme.

5.3 Shri. Maneklalbai  
Ex-M.L.A., Sarpanch - Lathi village

The Board and the Gram Panchayat - Pani Panchayat should work in cooperation and coordination. Both are necessary for common objective of regularly supplying water to the people.

5.4 Prof. Ramesh Bhatt

- (1) The issue focussed is whether PP, which is headed by the Sarpanch and nominated by the Board can work on the principles of voluntariness and through the exercise of moral and social pressure.
- (2) Both the Board and the Gram Panchayat are legally constituted authorities and have legal powers and responsibilities.
- (3) At present the Board enjoys (i) technical (ii) financial (iii) administrative and (iv) organisational powers. The question is in which areas and to what extent these powers are to be shared and distributed between the GP-PP and the Board, and what should be the guiding principles. There may not be a single universally applicable model available with us. However, let us have openness to think and try out the 'sharing' even in phases and stages.

5.5 Shri. Bhaishanker Mehta  
Lokshakti Sewa Mandal : Village Khadasali.

Our organisation gave small loans to the small people but it was not returned as scheduled. So we convened an all women's meeting and explained why their male family members were not cooperating. The women returned with corrective message and loans were returned and were further extended to other needy families. Why not have all women's PP and let them form a recovery committee for the peoples contribution?

5.6 Our Lokshakti Sewa Mandal meets on every full-moon day in different villages and tries to motivate people to solve their problems through mutual consultation and wise decision. They do learn and grow out of their experiences. It can be tried out in case of PP, also.

- (i) Sarpanch may continue to be the Chairman and may change through electoral process.
- (ii) The PP should be on-going and adequately represent women of the village. They provide continuity.
- (iii) Sarpanch may provide reading literature for the roles and responsibilities of PP members.
- (iv) the Board officers may visit PP atleast once every three months.

- 5.7 All should work together to awaken the 'peoples power' Mahatma Gandhi has showed the way through his work and practices.

SESSION : FOUR

6.0 PANI PANCHAYAT :

COOPERATION AND CONTRIBUTION OF VOLUNTARY AGENCIES

6.1 Ms. Reema Nanavaty

SEWA : Banaskantha Rural Women's Project.

SEWA entered Santhalpur-Radhanpur area atleast 3 years after the PPs were set-up. Our basic task was to utilise the time-saved from water-fetching into income-generating activities which would (i) lift their economic and social status in the home and village (ii) train them to think and work as a group for a common objective (iii) develop amongst them the leadership qualities (iv) bring them within the centrality of the socio-economic processes and relationships emerging through market-mechanism and public policies.

- 6.2 Within last two and a half year we have reached about 2000 women in 72 villages. The programmes and activities have been appraised by outside international expert Ms. Loe Shenk and we are now about to launch a regular five year Project.

- 6.3 Out of continuous dialogue and field-based experiences we view water as a basic development input and take a holistic view of developing all the alternative water-resources, which has a strong impact in their (i) health status (ii) ecological regeneration for stabilising rural communities and (iii) economic regeneration which is inter-actively related with ecological regeneration.

- 6.4 We also view the developmental model, where the economic activities need no water or zero water as input, e.g. (i) craft-work (ii) Garment making (iii) salt-farming (iv) minor forest produce collection. We are searching for activities, products and skills which requires no water and yet can contribute high value-adding in an arid-region with frequent shocks of droughts.

6.5 Ms. Varsha Bhatt

Chetna : Water-awareness Project : Santhalpur-Radhanpur Scheme

Chetna has completed its knowledge Attitude and Practices (KAP) study and the report has been submitted. A Mahila Mela was organised and 46 women members of PP and even some of the male members also attended the one-day event. The women members were showed posters, they looked at the quality of water through micro-scope, prepared posters and drawings with crayon pens on 'water' as a theme and participated in the games conveying message of cooperation and unity.

- 6.6 Chetna has also sought cooperation of Bhanshali Trust and their ICDS field workers and other women's and youth's group and school teachers to spread the message of water-awareness and its strong impact on health and sanitation.
- 6.7 Chetna will be soon organising another round of Mela to build awareness amongst women through multiple techniques of communication.
- 6.8 Shri. C.C. Shah  
Executive Engineer (Santhalpur-Radhanpur Water Supply Scheme)

After detailed presentations of two voluntary agencies, Mr. C.C. Shah, drew attention of voluntary agencies to a very important area of motivating people to contribute their share of Rs. 5/- per year per person. We appreciate that they could not do it in first two operational years which were drought years. But with two good monsoons and greater income-generation activities should they not contribute their small share towards the operation and maintenance cost? The voluntary agencies should also take-up the task of motivating people for contributing towards cost.

6.9 Ms. Reema Nanavaty

Giving spontaneous response Ms. Reema Nanavaty posed a counter-question : What efforts have been made by the local office of GWSSB to collect the dues? Is the billing done? If the billing for last year done is let us go together village after village and talk to Gram Panchayat and PP members. In fact there is positive economic environment due to good monsoons and other development programmes. But have we approached rural communities?

- 6.10 In reality the relationship between GWSSB and voluntary agency is interactive and mutual. The issue is what has the GWSSB done or can do to extend support to the activities and programmes of the voluntary agencies? We also have our problems, we interact with several Government agencies, what can Board and SEWA do together?

6.11 Shri. Ishwarbhai Patel  
Adviser : Sanitation, GWSSB

A large number of people join the activities where they get direct economic benefit. But when it comes to contribution they lose interest. If they have earned so much money and if they do not come forward to pay their contribution it is shamelessness. If we all work together with common goal and make them aware of their duties and health awareness and when they realize the 'felt-need', they will begin to contribute.

6.12 Ms. Varsha Bhatt  
Chetna : Water Awareness Project.

We are building water and health-awareness, which can prepare people to contribute to their share. But all the women members should actually know that they are the members of PP. They should also be made aware of the objectives of PP and the role they are expected to play. By working together we can help create positive environment which can facilitate the collection of dues by the Board. The Board should also patiently listen to what the women have to say.

### CONCLUDING SESSION

7.0 SUMMING UP AND CONCLUDING SESSION  
PRESENTATION BY

7.1 Shri. Mayank Joshi  
Centre for Environmental Education

PP has been set up in Santhalpur and Radhanpur scheme since last four years. What has happened and what have we learnt from these experiences? Though development is a long term process, yet we must continue to learn.

- 7.2 Good work has been done. Yet we find lack of trust and confidence everywhere and we will have to come together. It may be informal Pani Panchayat or formal legal water committee. What we need is a 'functioning forum'. We may not have highly motivated and public-spirited individual everywhere and hence we do need organisation.
- 7.3 The inter-relationship between various Government and non-Government organisations is very vital. The work and tasks should be distributed amongst them. Who should be given how much needs be learnt from experience.
- 7.4 If water is a gift of nature or our common resource then we will have learn to use it as a common asset. This will require change of attitude of all through educational and training programme for the public.
- 7.5 The change of attitude and nature of participation will also depend upon at what stage the PP is set-up. It will give different results and take different forms. It would be desirable to set up PP from the planning stage to make it capable to shoulder, financial, administrative and technical responsibilities.
- 7.6 As in some villages of Kutch, the Yuvak Mandals (Youth organisations) mobilise resources and manage local water-supply schemes: Similarly PP may also be supported to develop as many alternative resources as possible.

- 7.7 The most important basis for effective PP would be to explain the PP members the objective of the scheme and new organisation like PP has been set-up. Lot of problems can be solved through peoples participation. PP will also try to resolve some problems and will again face new problems and in the process will change its nature and form.
- 7.8 If PP is viewed as a complaint or grievance redressal mechanism than its effectiveness will depend upon how effectively and speedily they are resolved and in how people are taken into confidence to resolve long-term problems. Taking PP and people in confidence is very important.
- 7.9 As reported during deliberations, if people are willing to pay advance deposit to assure fodder supply, they can also be motivated to pay their 'contribution'. At present the attitude is of getting it 'free'. What is needed is economic approach towards water-supply. This also needs attitudinal change.

7.10 Shri. Maynak Joshi

Centre for Environmental Education

Having summarised the main points discussed during four sessions let me present some of my own views as suggestions, briefly :

- (1) The concept of PP is not adequately understood. It should be clarified to the PP and GP members and the local staff-members of the Rural Water Supply Scheme.
- (2) The detailed Report of Prof. Ramesh Bhatt should be published and a summarised Gujarati booklet should be distributed to all the members of the existing and prospective PP.
- (3) In fact the GWSSB may issue a policy Statement on PP for providing clarity of purpose and direction. The responsibilities and expectations from PP and its members should be clarified through suitable training programmes.
- (4) The multi-level training programmes will give direction to the functioning of PP and people will be willing to accept new ideas.
- (5) Within the GWSSB, there should be a cell or a mechanism, with whom the PP and the voluntary agencies can always relate. All can interact on on-going basis, rather than meeting occasionally.
- (6) There should be a responsible officer who can attend to PP and community relations, and relations with the voluntary agencies. The environment of interaction, sharing and give-and-take should prevail.
- (7) All the experiences and processes of the GWSSB in setting up and maintaining PP and collaborating with voluntary agencies should be documented. Processes are as important as the results or outputs.

8.0 VOTE OF THANKS

8.1 Shri. Suresh Patel

Assistant Engineer : Gujarat Jalseva Training Institute.

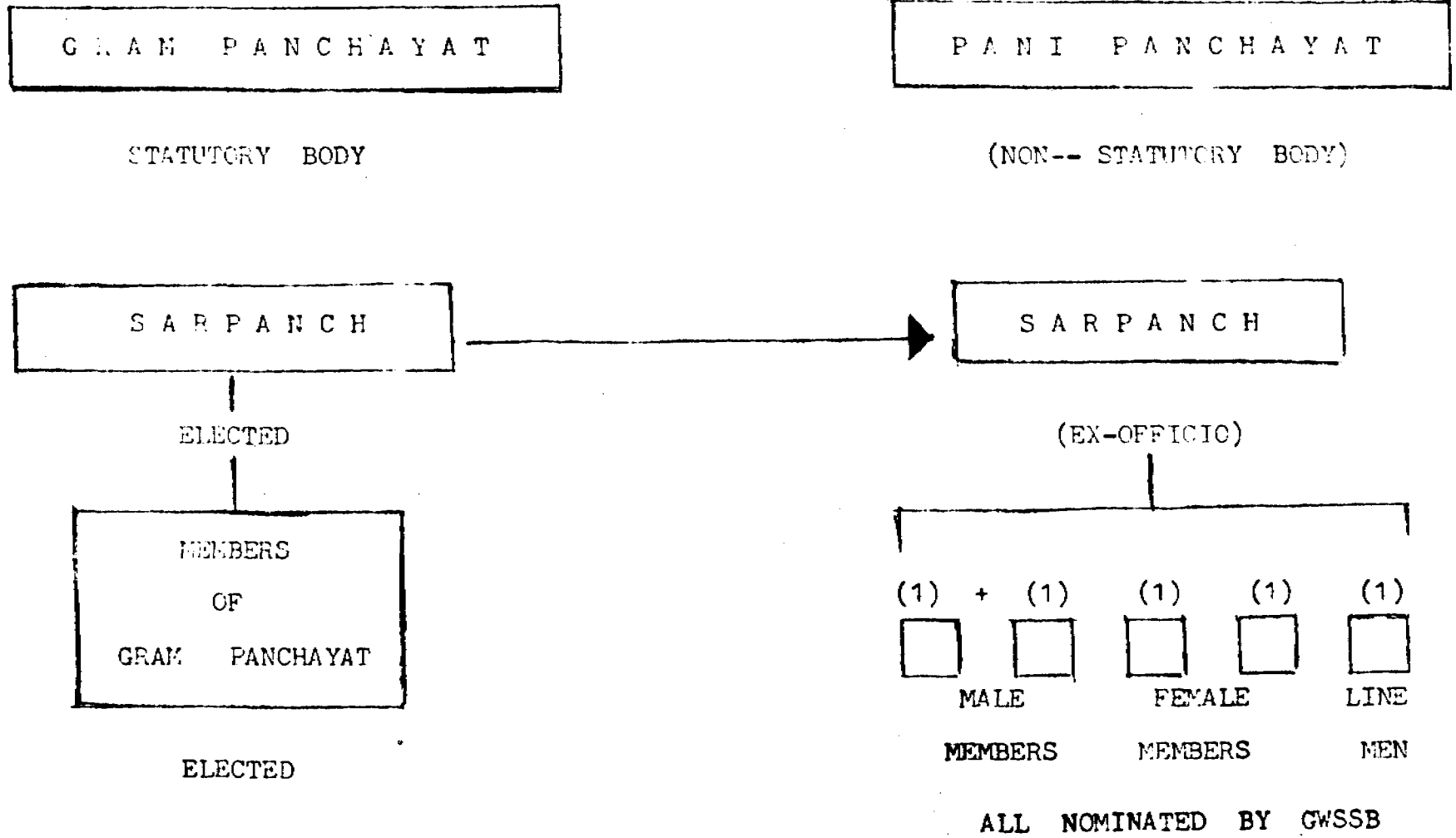
Shri. Suresh Patel, who steered the Seminar right from inception to conclusion, proposed a vote of thanks to all the participants for their participation and contribution on behalf of the Gujarat Jalseva Training Institute.

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**FORMAT FOR DEVELOPING DISTRIBUTION PATTERNS**  
**OF**  
**TYPES OF POWERS TO MATCH THE ROLES AND RESPONSIBILITIES**  
**BETWEEN - GWSSB AND GRAM PANCHAYAT - PANI PANCHAYAT**

	ADMINISTRATIVE POWERS	FINANCIAL POWERS	TECHNICAL POWERS	MORAL POWERS	PERSUASIVE POWERS
<b>G W S S B</b> <div style="border: 1px solid black; width: 100px; height: 100px; margin: 5px auto;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>
<b>GRAM PANCHAYAT</b> <div style="border: 1px solid black; width: 100px; height: 100px; margin: 5px auto;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>
<b>PANI PANCHAYAT</b> <div style="border: 1px solid black; width: 100px; height: 100px; margin: 5px auto;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>	<div style="border: 1px solid black; width: 100px; height: 100px;"></div>

PRESENT FORM AND COMPOSITION OF  
PANI PANCHAYAT AND GRAM PANCHAYAT





WATER : FROM FREE GOODS TO ECONOMIC GOODS

BASIC NATURE OF SUPPLY-SYSTEM MANAGEMENT

M U L T I P L E  
S O U R C E S

SHALLOW WELL

B O R E W E L L

T A N K S : P O N D S

R I V E R B E D S

W A T E R

C O M M O N

S U R V I V A L

A S S E T

M U L T I P L E  
U S E S

DRINKING

D O M E S T I C

A N I M A L : S U R V I V A L

I R R I G A T I O N

I N D U S T R I A L

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

## PANI PANCHAYAT : EXPERIENCES AND PROSPECTS

## SYMPOSIUM

GANDHINAGAR (GGJ) 31 MAY 1991

## LIST OF PARTICIPANTS

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51.	Shri. Ratnabhai K. Desai	SARPANCH	EKALAWA, HARIJ

PANI PANCHAYAT

AN EXERCISE IN COMMUNITY PARTICIPATION AND MANAGEMENT\*

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Prof. Ramesh M. Bhatt\*\*

1

- 1.1 Santhalpur-Radhanpur Rural Water Supply Scheme is operational since 1985 in 92 villages of the two west-end talukas of Banas-kantha District of Gujarat State. Out of 72 villages originally covered under the scheme Pani Panchayat was constituted in 45 at post-implementation stage. The action-research was conducted after three year their existence. In the following paragraphs only the major summarised recommendations of the Report have been included.

2

PANI PANCHAYAT : LEGAL OR INFORMAL NOMINATED ENTITY

- 2.1 Initially PP may be launched as an informal entity.
- 2.2 When the GWSSB, other water-related agencies and a voluntary agencies have taken adequate steps to make it effective it can be given legal status and can be assigned responsibility of development and management of water resources.
- 2.3 If PP is expected to play the role of a socio-economic organisation then Gram Panchayat will have to be linked up and involved in several activities.
- 2.4 GP will have to be made center of coordination and implementation of water-related and other developmental schemes of the Government, as it has been assigned legal and administrative functions and powers.

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\* Summarised and revised version of 7 and 8 recommendatory chapters of the detailed 177 page report on 'Pani Panchayat : an exercise in community participation and management' September 1990.

\*\* Director : Foundation for Public Interest : ASHA, 4-Panchshil Society, Usmanpura Rly. Crossing, Ahmedabad - 380013.

## BENEFITS OF NOMINATED ENTITY

- 2.5 The second alternative would be to keep PP a nominated entity, which can develop as a catalytic agent between the GWSSB and GP. It can undertake water-resource development and other socio-economic activities as well. The GWSSB and a V.A. can provide strategic inputs.

## ELECTION OF GRAM PANCHAYAT : RECONSTITUTION OF PP

- 2.6 The GP is constituted through elections based on adult franchise and competitive politics, GWSSB or VA can hardly play any role in this process. However,
- (a) If PP as a legal entity, will be automatically re-constituted by GP, after each election.
  - (b) Optionally whenever the GP and the Sarpanch are elected, PP may be renominated in consultation with Sarpanch and other community leaders.

## WOMEN'S REPRESENTATION

- 2.7 The Sarpanchs recommended both (a) nomination and (b) election of women's representatives. Some of them also wanted it to be exclusively women's entity.
- 2.8 It would be ideal to prepare a panel through meeting of all women of the village, and in consultation PP, necessary number may be nominated.
- 2.9 In appointing members of PP balanced between experienced elders and educated youths should be maintained.

## FUNCTIONS OF PP

- 2.10 The PP should regularly meet every month and can shoulder following roles and responsibilities
- (i) maintenance, repair and development of water resources
  - (ii) monitoring health-status and incidence of diseases and make available public health services.
  - (iii) monitoring health of the livestock and provide access to veterinary services of the Government and District Dairy.
  - (iv) Training for health, sanitation and water-use
  - (v) initiating, persuasive and punitive actions for misusing water and damaging installations.
  - (iv) motivate the community-members to contribute their share towards the cost of the scheme.

#### LINEMAN : THE RECORD-KEEPER

- 2.11 The lineman as a part of his duty should maintain all the papers and files and records of PP.
- 2.12 With the holistic perception of the GWSSB, PP can discuss several water-related issues and initiate actions.

#### EFFICIENCY OF GRIEVANCE REDRESSAL MECHANISM

- 2.13 Prompt actions on the complaints of the PP about irregular or non-supply of water, can substantially increase the credibility of PP.
- 2.14 The GWSSB should encourage PP to discuss water and health-related problems and insisting on their timely and expeditious resolution.

#### PRESENCE OF JUNIOR ENGINEER

- 2.15 Whenever and wherever, there is stoppage of supply or the PP is defunct, the Junior Engineer should attend its meeting to encourage the members and improve their effectiveness.

#### TIME BOUND PROGRAMME FOR ATTENDANCE

- 2.16 The junior Engineer through proper scheduling must attend atleast one meeting of PP in a year. The presence and renewed approach of the staff and officers of the GWSSB will also add to the PP'S effectiveness and credibility.

#### ALTERNATIVE ARRANGEMENT FOR CONTINUED SUPPLY

- 2.17 Relations between GWSSB and PP get most strained when water supply stops. Evenif, it may take time to restore it, the officers should atleast listen to them, give them moral support to make alternative local arrangements or tanker-supply.

#### ACTION AGAINST WASTE MAKERS

- 2.18 The PP should take actions against those who waste water or damage the installations in a sequence suggested below :
  - (i) The persons may be summoned and persuaded to stop its undesirable activity.
  - (ii) Warning may be issued in writing
  - (iii) summoned to the Sarpanch's office and the reprimanded.
  - (iv) summoned to the branch-line office
  - (v) asked to contribute an amount to the charitable fund of the village
  - (vi) policy complaint for damaging public property may be launched by the local office at the request of PP.



(vii) A watchman may be appointed for a fixed period.

#### BACKING OF POLICE AUTHORITIES

2.19 The backing and presence of the police with the GWSSB and the PP can substantial help to control anti-social activities.

#### MEASURES TO INCREASE CREDIBILITY

2.20 When the stoppage of supply is frequent the GWSSB should take strategic actions to sustain credibility of PP.

#### TRAINING FOR ORIENTATION

2.21 The field-staff of the GWSSB should be trained for building awareness and creating orientation for developing healthy, harmonious and participatory relationship with the rural communities.

#### SOCIAL CONTEXT TO TECHNICAL ROLE

2.22 Planning, implementation and operations and maintenance of RWSS by the GWSSB is essentially engineering or technological role. However, it is a major socio-economic developmental intervention in the day-to-day life of the village communities. It is, therefore necessary that the staff is also trained and oriented towards the community development.

#### STAGES OF PEOPLE'S COOPERATION IN RWSS

2.23 The orientation and training programme may be divided in three parts.

- (i) pre-implementation (planning) stage
- (ii) planning and implementation stage
- (iii) operations and maintenance stage.

#### OBJECTIVE : STRENGTHENING OF PP

2.24 Objective of the training should be strengthening of PP, through handing over greater responsibilities to PP. Stage by stage they may begin with managing the local installations and shoulder the responsibilities upto branch-line and development of alternative water-resources.

#### TRAINING IN INVENTORY MANAGEMENT

2.25 Inventory management at Board, Scheme, branchline and village-level should be made more efficient. At village-level adequate supply should be maintained.

- 2.26 The issue of inventory should be strictly recorded and closely watched for over-consumption, waste or theft.
- 2.27 On selective basis the public telephone booth may be encouraged in the villages for speedy redressal of complaints. The cost of water related messages may be shared by GP and GWSSB.

#### NON MONETARY INCENTIVES

- 2.28 To generate interest and to raise social status the members of PP may be given non-monetary incentives as suggested below :
- (i) Two day training programme at Jalseva Training Institute at Gandhinagar.
  - (ii) Orientation programme for the Sarpanch for the development of water-resources.
  - (iii) Annual programme of visit to development projects and institutions like Banas Dairy and campus of Agriculture University.
  - (iv) Vedeo-shows for water-source development at branch-line committee and PP meeting
  - (v) Involvement of Sarpanchs in resolving problems of other village
  - (vi) Best Pani Panchayat may be given award for using it for further water resource development.
  - (vii) State-level exposure programme for good and effective PP members.

#### TRAINING OF LINEMAN

- 2.29 The lineman being the front-person can play pivotal role in developing relationship between GWSSB and PP. On the priority basis they should be provided training in the following areas.
- (i) Technical training in repair and maintenance
  - (ii) Role and responsibilities towards PP
  - (iii) maintenance of records and redressal of grievances
  - (iv) Nature of rural community and harmonious relationship with it.
  - (v) Some of the topics suggested for the training of other staff-members.

## EXTENDED ROLE OF PANI PANCHAYAT

## POTENTIAL FOR COMPREHENSIVE DEVELOPMENT OF WATER RESOURCES

- 3.1 Rural Water Supply Schemes have made three developmental impacts
- (i) The rural communities are stabilised and saved from compulsive out-migration. The women are liberated from the drudgery of fetching water.
  - (ii) In an arid-zone, it has protected live-stock, which is alternative income-generating asset to agriculture.
  - (iii) It has added to over-all supply of clean drinking water and saved costs of tanker-supply. Also has helped eco-regeneration.

## TWO MORE AREAS OF WOMEN'S LIBERATION

- 3.2 In addition to freeing women from the drudgery of fetching water they need to be liberated from (i) search of fodder and (ii) fuel for domestic use. To achieve these objectives, it is necessary to bring about economic regeneration through ecological regeneration. The relationship between the two is inseparable and symbiotic. In essence pace of ecological regeneration has to be accelerated through technical, financial and administrative support and community mobilisation.

## ECOLOGICAL REGENERATION AND WATER RESOURCES

- 3.3 Ecological regeneration will be possible only through comprehensive development of all the available water-resources and their optimum use. The smooth operation of the pipe-line will be possible only through the development and maintenance of all the local water-resources.
- 3.4 To serve both these development needs the GWSSB will have to review its (a) concepts (b) approaches and (c) strategies in relation to village communities.
- 3.5 The unit for identification of 'no source village' or 'problem village' will redesign its role as 'water resource development' unit and can undertake following functions.
- (i) Analysis of the quality of water from multiple water-resources
  - (ii) Seasonal variations in the water sources and their co-relationship.
  - (iii) Capabilities of storage and supply of water
  - (iv) Quality testing of water : source-wise.
  - (v) Information-base about status and quality of water available in alternative sources.

## VILLAGE-LEVEL PROFILE OF WATER RESOURCES

- 3.6 In all the areas where scheme is implemented or at planning stage profiles at village-level or group of village-level for water-resource development should be prepared.

## INTER-AGENCY COOPERATION

- 3.7 Several public agencies dealing with water-resources can combine their resources and carry out data-collection and research and prepare profiles at least cost.

## COST RECOVERY AND CHANGE IN ROLE PERCEPTION

- 3.8 The GWSSB also need to re-define its role perception if it aims at even partial recovery of costs from the rural communities. They will have be viewed as 'users' instead of 'beneficiaries' and regular and punctual water-supply and definite alternative arrangement will have to be assured.

## PP - GP AS CLIENT

- 3.9 The GP-PP are already legally empowered to undertake comprehensive water resource development. Their administrative and technical capabilities can be improved through financial support, in the form of three types of services.

- (i) Planning and design services
- (ii) Implementation and supervisory services
- (iii) Repair and maintenance services.

## SERVICE APPROACH

- 3.10 The GP-PP should be informed and made aware of the schemes and programmes of the various water related agencies and their available resources to be provided in the form services.
- 3.11 The services offered should be sold and charged to GP-PP evenif resources are released through GWSSB.
- 3.12 In individual GP-PP or a group of them, can hire services from the Agencies and make payment on satisfactory completion of their tasks.

## GUJARAT JALSEVA TRAINING INSTITUTE : COORDINATING ROLE

### ROLE OF GUJARAT JALSEVA TRAINING INSTITUTE

- 4.1 The GJTI can provide following support services for transforming GP-PP from 'beneficiaries' into 'clients'.

- (i) Preparing standards, norms and directive principles of water resource development.
- (ii) Developing standards, norms, criteria and methods for calculating comparative costs for developing multiple water resources.
- (iii) Setting up unit for providing designs, plans and cost-estimates on payment of fees basis.
- (iv) Assisting in deciding priorities in using of water from multiple sources and multiple uses.
- (v) Studying comparative costs of (i) water harvesting (ii) water storing and (iii) water distribution, systems and technologies.
- (vi) Providing training for the following client groups. Members of GP-PP, women members of GP-PP, Engineers and technical staff and young engineers willing to take jobs on assignment basis.

5

ROLE OF VOLUNTARY AGENCIES

BASIC : MOBILISING - MOTIVATING COMMUNITIES

- 5.1 Wherever possible a voluntary agency should be involved right from the planning stage of a group-scheme.
- 5.2 They can undertake following functions
  - (i) Collecting data about the socio-economic condition of a village and in particular economic activities of women.
  - (ii) Listing of active and defunct water-resources and their multiple uses.
  - (iii) Collecting data about the GP's sources of revenue and heads of expenditure and benefits drawn from various Government schemes.
- 5.3 A voluntary agency can provide information about large number of developmental schemes in various economic sectors and assist GP or eligible groups in preparing proposals for implementing them.

EXTENTION AND TRAINING SERVICES

- 5.4 It provide extention services training and mobilise resources for smooth implementation of the development schemes.
- 5.5 It can contact various social and economic groups in the villages and inform them about the benefits of development schemes for households and groups and create positive environment for its implementation. It can also assist in increasing efficiency and effectiveness of GP-PP.

- 5.6 It can contact various water-related agencies and can assist in organising orientation and training programme for women, youths, members of PP and other community leaders.

#### DETERMINANT FACTORS FOR ACTIVITIES

- 5.7 The activities and programmes, a voluntary agency will be able to undertake will be determined by :
- (i) types of water resources (ii) stage of implementation of the Rural Water Supply Scheme (iii) socio-economic status of the rural community (iv) effectiveness of GP (v) Environment for development in a village (vi) past experiences of a community with developmental agencies.

#### SUPPORT - STRUCTURE WITHIN GWSSB

- 5.8 Whenever and wherever a voluntary agencies shows willingness to cooperate and work with GWSSB either (a) Jalseva Institute or (b) other support mechanism within GWSSB can provide support to it. Some of support areas/activities are illustratively listed below:
- (a) developing information base about schemes of water-resources development, health and sanitation.
  - (b) orientation and skill-formation programmes for the workers and office bearers of the VA.
  - (c) familiarising VA in the working with and corrective mechanisms within the GWSSB.
  - (d) providing profiles and potential for water-resources and socio-economic status and development potential of the villages.
  - (e) Technical training for operations, maintenance, repair and replacements in water-related schemes.
- 5.9 To provide support to the VAs the GWSSB should prepare an information sheet with following details.
- (i) Areas where RWSS are in operation and are likely to go into operation.
  - (ii) Terms and conditions of support
  - (iii) procedure for presentation and sanction of proposals
  - (iv) arrangement for monitoring and evaluation
  - (v) Details for establishing cooperative relationship at field-level and GWSSB-level.

COMMUNITY RELATIONS GROUP (CRG) : FUNCTIONS

5.10 If in all the Rural Water Supply Schemes a voluntary agency is not available the GWSSB may set-up a Community Relations Group (CRG) within its own structure. The CRG can :

- (1) inform and explain the RWSS
- (2) prepare them psychologically for undertaking financial responsibilities
- (3) make them capable of developing and managing all the water-resource including the piped water.
- (4) identify a voluntary agency and help it to set-up PP at planning stage to make it more useful and effective.
- (5) initiate assignment of maintenance and repair to PP and prepare it for comprehensive management.

CONCLUDING REMARKS

5.11 The experience of FPI in identifying and developing socio-economic programmes for women in Santhalpur-Radhanpur scheme has been highly promising. The linkages with non-water related development agencies has also shown promising results in terms of benefit to the communities and internalisation processes. There is every reason to trust that the women's participation in water-resources management and development can bring about most accelerated socio-economic development and transformation.

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PANI PANCHAYAT - RESPONSIBILITY, DUTIES AND POWERS (LEGAL RIGHTS)

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Mr. C.C. Shah \*

SUMMARY

Design and implementation of rural drinking water supply projects demand for a strong Multi-disciplinary approach.

Sound Drinking Water Programme must address both technical and socio-economic parameters.

Drinking Water Programmes in India are very vulnerable unless Social and technical disciplines work together to relate the 'technical distribution system' with the Socio-economic and institutional 'receiving structures' at village level.

DRINKING WATER SUPPLY IN GUJARAT STATE

The Gujarat Water Supply and Sewerage Board (GWSSB) is responsible for the construction and installation of the drinking Water Supply in Gujarat State.

There are Two different Systems :

- (a) the individual projects
- (b) the regional projects.

In the individual projects, a hand pump or submersible pump are installed at the source and, after completion, handed over by the GWSSB to the village community, which is responsible for the operation and maintenance from then on.

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In many areas it is not possible to execute individual projects because the Water quantity is inadequate or of an unacceptable quality. In such cases a regional project are planned and carried out. In such cases number of villages are connected to the project varying from couple of villages to over hundred villages. The water is transported from a distant source through a main distribution system, either by gravity or by pumping.

In such regional projects the GWSSB remains responsible for the maintenance of the sources, inlets, treatment plants, reservoirs, pumping stations, and pipe-lines. However, in addition the GWSSB also takes care of maintaining and operating village level facilities e.g. Cisterns Stand posts, and cattle troughs as an obligatory function.

#### VILLAGE LEVEL FACILITIES

In villages supplied with piped water these 'regional schemes, first the water is collected into the ground level storage tanks (Known as Cisterns) having storage capacity for 12 hours supply per day. This storage acts as a cushion for the daily use pattern and assures the community of their daily requirements. The Cisterns are located at higher levels at convenient places, so that supply at stand posts and cattle troughs connected to the cisterns remains assured and uninterrupted. In piped water supply scheme, the water requirement for human consumption is met at community stand posts. The stand post has to be located at an acceptable place, so that the walking distance for the consumers is kept to a minimum, preferably the spillage water should be drained to a place, where it can be re-used. The stand post shall be kept at least at a distance of 100 m. from cattle trough and cistern.

For health reasons cattle have to meet their requirement at the trough and not at the stand post. As such the cattle troughs should be located away from the stand post. In case it is located very close to the stand post, the direct surrounding will deteriorate resulting into very unhygienic conditions. The cattle trough in no-case should be used as bathing or washing-place and the inlet should not be used for fetching water for the community.

## LEARNING LESSONS FROM EXPERIENCE

- (1) An important lesson from the experience in Santalpur is that the four main components of the village level facilities, namely Cistern, Stand post spillage water drainage, cattle trough form an integral unit, i.e. when one of the components is missing or badly functioning, the whole system will not be successful and deteriorate quickly.
- (2) The success of the proper functioning of the village level facilities depends mainly on adequate use of the facilities by the consumers and on maintenance. The maintenance is assumed to be the task of the lineman, who is employed by the GWSSB. However, in practice there often remains only operation with sub-standard maintenance practices. Drainage is not controlled, taps are missing without repair or repairing, aprons and surroundings of the aprons are not cleaned regularly. In many cases the linesman are over-ruled by influential villages to act against the set norms for control on mis-use of the facilities.
- (3) For Water Supply Schemes the implementing agency should establish a proper project support system by involving the community (especially women) during.
  - (a) design for location and scale of component,
  - (b) implementation of unforeseen changes, labour inputs, protection of materials and unfinished work, and
  - (c) post project phase-for taking the shared responsibility for operation and maintenance at the village level including a financial contribution.

## ORGANISATION AT THE VILLAGE LEVEL

Organisation of people is essential for channeling different points of view and arriving at shared opinions about village problems and issues. Related to Water Supply, drainage and sanitation, frequently factions and tensions occur within the village community. At the same time, there are indications that the village Gram Panchayat cannot act as an optimal forum to resolve these problems. For the village Panchayats Water Supply and Sanitation are marginal issues for discussion. In

addition, only very few women are members of village panchayats. Hence, a proper community based social organisation related to water supply at the village level should be formed and titled as 'Pani Panchayat'.

#### RESPONSIBILITIES AND DUTIES

- (1) Participation in the selection of location of the village level components.
- (2) Selection of Stand post location, so that easy drainage of Spill Water facilitates.
- (3) Consideration of proper re-use of Stand post, Spill Water for Public garden, School garden etc.
- (4) Taking enough initiative to ensure that cattle trough is sufficiently away from the Stand post.
- (5) Concentration in adequacy and regularity of water supply at the village level, for human and cattle population.
- (6) Highlight problems and likely solution related to water supply hours, duration, control, and in general, utilisation of the village level components viz. Cistern, Stand post and cattle trough.
- (7) Suggestions on efficient, optimum operation of the schemes components in the village.
- (8) Discussion on problem related to above aspects as well as repairs, maintenance, and cleanliness in and around the components.
- (9) Take necessary steps to avoid wastage of water and its mis-use.
- (10) Create awareness among the village population about the health and sanitation aspects.
- (11) Keep in touch with the local people regarding their water supply and sanitation problems.
- (12) Assist the panchayat in issues related to water supply and sanitation.

#### IMPORTANT ASPECTS

- (1) Meeting of the Pani Panchayat should be scheduled preferably once in a month.

- (2) Sarpanch of the village should present a copy of the resolutions passed in the Pani Panchayat Meeting to the Branch Line Committee after every such meeting.
- (3) The venue of the Pani Panchayat meeting shall be panchayat office.

#### POWERS TO PANI PANCHAYAT

The Pani Panchayats are constituted in Santalpur Regional Water Supply Schemes only. A favourable development to transmit relevant informations regarding Water Supply to the implementing agency can be made by initiating a branch line committee by grouping the villages situated on the branch line of the regional scheme. The heads of the Pani Panchayats are members and the concerned engineer in charge shall be the Chairman of the Branch line committee. At the moment following powers are assumed to be delegated to the Pani Panchayat.

- (1) Necessary resolutions regarding Water Supply Problems passed in the meeting of Pani Panchayat can be presented to the implementing agency for improvement/upgrading of the village water supply.
- (2) For proper drainage arrangement to the spillage water of the stand-post the Pani Panchayat can pass the required resolution and compel the GWSSB for its implementation.
- (3) For proper maintenance of the village level facilities and cleanliness around all the facilities the Pani Panchayat is empowered to pass the necessary resolution and activate the GWSSB to take necessary steps.

In addition to the above, those Pani Panchayats who have successfully discharged their duties and who are motivated to the water supply problems described above and worked as a responsible local organisation and who have gained the village peoples' confidence, following additional powers can be delegated after careful consideration.

- (1) On behalf of the GWSSB the Pani Panchayat can collect the people's yearly contribution from the village people.

- (2) To prevent the wastage and misuse of the water, Pani Panchayat with prior notice to the miscreant can levy fine (Penalty) as a legal right.
- (3) The Pani Panchayat can take actions against the miscreants who damage the village level facilities.
- (4) The Pani Panchayat shall be empowered to under take the distribution of water with proper drainage arrangement of Spillage water and the operation and maintenance of the facilities, at village level. For this work the Pani Panchayat shall be empowered to make expenditure upto 50% of the amount they have collected from the village people.
- (5) In the regional scheme after commissioning of the water supply, many a time the demand from the villages or private/Semi Government/ Government institution enroute to the pipe-lines are received and they bring political pressure satisfying their demand. Under such circumstances if their demand is approved, there are possibilities that the tail-end villages may face water supply problems. Under such circumstances, the consent of all Pani Panchayat Members (Particularly located on the downstream side of the said demand point) and if they refuse, no such connections be given.

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