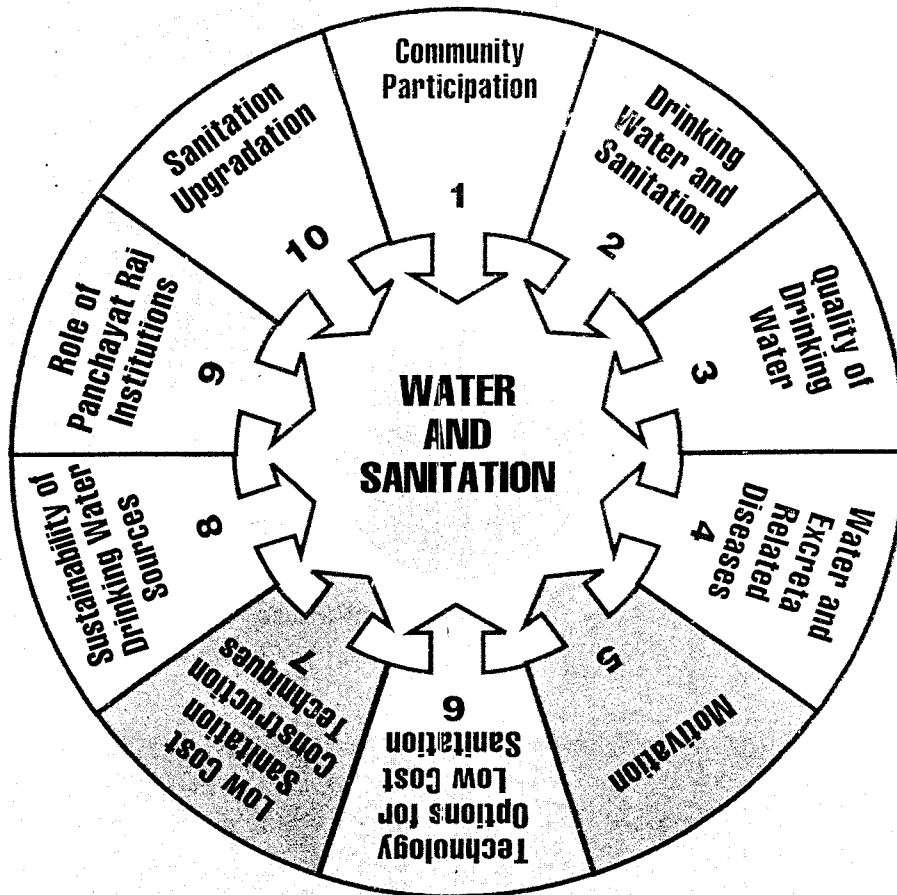


RURAL WATER SUPPLY AND SANITATION PROGRAMME

GUIDE ON ROLE OF PANCHAYATI RAJ INSTITUTIONS

FOR PANCHAYAT MEMBERS



**RAJIV GANDHI NATIONAL
DRINKING WATER MISSION**



**NATIONAL INSTITUTE OF
RURAL DEVELOPMENT**

**MINISTRY OF RURAL AREAS AND EMPLOYMENT
GOVERNMENT OF INDIA**

Accelerated Rural Water Supply Programme is being implemented rigorously to supplement the efforts of the States/Union Territories. The Rajiv Gandhi National Drinking Water Mission was launched in August 1986 to accelerate the progress of drinking water supply in rural areas and to provide cost effective science and technology inputs to improve the programme implementation in active collaboration and cooperation with the states, local people and institutions.

The Missions' objective is to provide safe drinking water free from chemical and biological contamination as also ensure provision of 40 litres of safe drinking water per person per day (LPCD) in all areas for all human beings and additional 30 LPCD in Desert Development Programme areas for drinking water requirement of cattle. Habitations which are not getting full supply of 40 LPCD are treated as partially covered requiring augmentation facilities to bring them to the level of 40 LPCD.

The Mission's major activities include improvements in the quality of drinking water through the Sub Missions on Eradication of Guineaworm, control of Fluorosis, Removal of Excess Iron and Brackishness, Removal of Arsenic, Water Conservation and Recharge of Aquifers. In addition, other programmes on water quality surveillance, training of villagers and officers/staff involved in the programme, research and development, and information, education and communication for health awareness are being implemented in cooperation with the State/UT Governments, Panchayats and non-Governmental Organisations, with special provisions for SCs and STs.

The Mission has a specialist role to play and has been created by the Ministry of Rural Areas and Employment, Government of India.

ABOUT NIRD

Integrated Rural Development through holistic approach is a national commitment. The goal is to enrich the quality of life of poor by meeting the basic needs and generating employment opportunities on a wider scale through decentralized planning. The Mission of NIRD is to facilitate rural development efforts by improving the knowledge, skills and attitudes of rural development officials and non-officials through training courses, workshops and seminars. Further, improvement of economic and social well-being of people in rural areas with focus on disadvantaged groups through research, action research and consultancy efforts is sought. NIRD is the country's apex body for undertaking training, research, action research and consultancy functions in the rural development sector. It is an autonomous body registered under Societies Act, funded by the Ministry of Rural Areas and Employment, Government of India.

NIRD is given the mandate to (i) conduct and assist in the organisation of training programmes, conferences, seminars and workshops for senior level development managers; (ii) undertake, aid, promote and coordinate research on its own or through other agencies; (iii) analyse and propose solutions to problems encountered in planning and implementation of the programmes for rural development, panchayati raj and similar institutions, and (iv) disseminate information through periodicals, papers and books in furtherance of the basic objectives of the Institute.

The Institute serves as a forum for discussions and debate about issues of common concern, and through its training and research activities, attracts academics and development practitioners from all over the country and abroad.

The Institute disseminates the results of its research studies and recommendations of its various seminars and workshops through a number of publications like the Journal of Rural Development, Panchayat Unnati and NIRD Newsletter.

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Guide on Role of Panchayati Raj Institutions (PRIs) For Panchayat Members

About the Booklet

This booklet is one of the ten such booklets meant for a variety of Grassroot functionaries, School Teachers, Panchayats, Motivators and Masons engaged in the implementation of the Drinking Water and Sanitation Programmes in rural areas.

This booklet is intended as a guide book for members and President/Chairperson of the Panchayati Raj Institutions (PRIs), Specifically, it aims at (i) highlighting the functions and responsibilities of PRIs, (ii) creating awareness about the relationship between water, sanitation and health, (iii) planning and implementing low cost sanitation and water technologies, and (iv) evaluating and managing water and sanitation facilities in rural areas.

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Introduction

It is vital to recognise that the people have a basic right to have access to clean water and sanitation at an affordable price. Lack of safe drinking water and sanitation facilities have been identified as major causes of sickness and death, especially of the children. Therefore, rigorous efforts need to be made to provide basic services such as drinking water and sanitation to the people. Alongside, significant efforts are required to be made to create awareness amongst the people in this regard. The three-tier Panchayati Raj Institutions (PRIs) are increasingly being recognised as the cornerstones of people-centred and self-reliant village development programmes. Therefore, this booklet urges the Panchayat members to play a facilitating as well as a managerial role in reaching out programmes of drinking water and sanitation in the villages.

Objectives

The booklet endeavours to facilitate and enhance the levels of knowledge and understanding and intervention skills of the members of the PRIs in regard to creation and consolidation of rural drinking water and sanitation programmes. Also, it seeks to highlight the roles and responsibilities of the panchayat members in the context of the New Panchayat Act (73rd Constitutional Amendment) and the subsequent extensions of the same.

Role of Panchayati Raj Institutions in Drinking Water and Sanitation Programmes

Some Panchayats have been doing significant work in the areas of Basic Minimum Services such as safe drinking water, sanitation, primary health care, primary education etc. Furthermore, it has been realised that unless all the Panchayati Raj Institutions (PRIs) namely, the Gram Panchayats, the Panchayat Samities and the Zilla Parishads are involved actively in delivery of basic services to the rural populations in the country, nothing substantial can be achieved in this field. Keeping this in view, twenty-nine development subjects including drinking water and sanitation have been listed in the Eleventh Schedule of the 73rd Constitutional Amendment Act. Consequently, powers and functions relating to these items have been transferred or being transferred to the PRIs (see Annexure-I wherein Panchayati Raj tier-wise responsibilities relating to health, water and sanitation, among others, are shown under items 23 and 24).

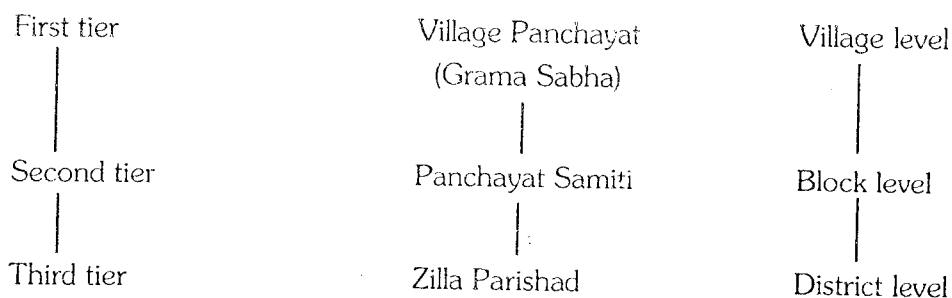
The PRIs have come to be recognised as appropriate units to involve people and enable them to participate in such activities as motivating and educating the community, provision of drinking water and sanitation services, monitoring, evaluation and management. These bodies can be involved directly in not only providing infrastructure for operation and maintenance of dug-wells, handpumps and other drinking water sources but also manage the schemes and the maintenance staff. The Panchayats at the Zilla, Taluka and Gram Panchayat levels can play a significant role as shown in Annexure-II.

Organisational Structure of PRIs

The Three-tier Panchayat Raj Institution (PRI) consists of

1. Gram Panchayat
2. Panchayat Samiti or Taluka Panchayat
3. Zilla Parishad

Fig. 1 The Three-tier PRI system



1. What is Gram Sabha?

There shall be a Grama Sabha for every village panchayat consisting of persons registered in the electoral roll of the villages within the area of that village panchayat (Gram Sabha). The Grama Sabha elects a Sarpanch and Deputy Sarpanch from their electoral voters in the panchayat area. It shall meet at least three times in a year.

Responsibilities and Functions of Gram Sabha

The Eleventh Schedule of our Constitution has given (article 243G) 29 specific items to be looked after by PRIs. These responsibilities are shown in Annexure V.

Responsibilities and Functions of Panchayat Samiti and Zilla Parishad

According to the 73rd Constitution Amendment Act, the Government shall from time to time establish any area (Block/Taluk) to be Panchayat Samiti, a middle level panchayat raj institution which acts as link organization between the Village Panchayat and the District Council/Zilla Parishad. Apart from preparation and approval of annual plan and budget, the Panchayat Samiti shall have the responsibility and functions mentioned in Schedule-II of the 73rd

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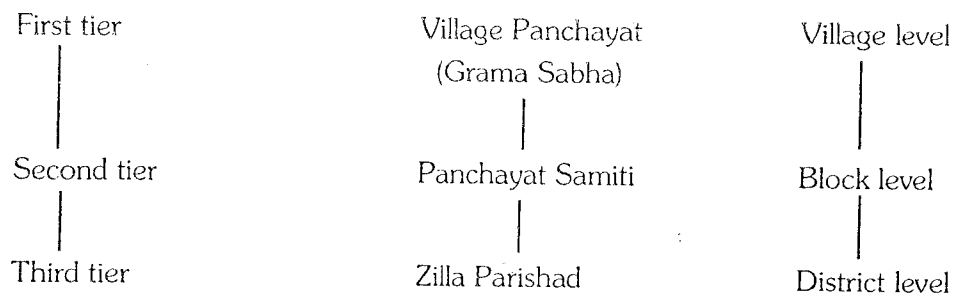
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Amendment. The Constitution has also made provision to establish Zilla Parishad for every district. The Zilla Parishad is responsible for the overall supervision of functions of PRIs in the district. They have to coordinate various developmental activities at Taluk and District levels. The activities of Zilla Parishad include all the items mentioned in Schedule XI of the 73rd Amendment.

Role of PRIs in Rural Health

According to the information available with the Medical Officers of Primary Health Centres, 80% of all sickness in rural areas is attributed to the lack of safe drinking water and sanitation. Consequently, children and mothers are mostly affected with diarrhoeal diseases and anaemia. Hence, access to clean water and sanitation facilities becomes important to promote health of children and mothers.

The PRIs are recognized as people-centered self government agencies to implement 29 important activities as outlined. Water supply, sanitation, public health, rural housing and maintenance of community assets are some of the activities which have direct impact on health of the community. Therefore, the PRIs shall play a facilitating role as well as managerial role in choosing, providing and managing and maintaining drinking water and sanitation facilities in villages.

Some PRIs have done good work in the areas of basic services by forming Standing Committees. Important Standing Committees include water supply and sanitation committee, health committee and the education committee. After the 73rd Amendment, PRIs have come to be recognized as appropriate statutory units to get the people involved in the provision and maintenance of basic minimum services.

Why PRIs Should be Involved in Drinking Water and Sanitation

Several water supply points and sanitation facilities might have been installed in villages on spending huge amounts to benefit the rural community. Yet, several of these facilities are under-utilized for want of care, maintenance and proper management at village level. For example, only 10% of rural households use latrines and few PRIs took care of water installations, the distribution system, defluoridation units etc., in the villages. Therefore, most of the water and sanitation problems in the village arise not due to the technology failure but due to the non participation of the community. The PRIs can play a big role in installation, operation and maintenance of water and sanitation facilities in villages. In several villages, water pumps remain unused for want of simple spare parts or trained persons to repair and maintain hand pumps. Therefore, PRIs shall play a key role in choosing, installing and maintaining water supply and sanitation facilities.

Role of PRIs in Drinking Water

The 73rd Constitution Amendment has given powers to the village panchayat to function as institutions of self government. The PRIs shall levy and collect taxes, toll fee and other fees in accordance with the procedure. Apart from this, the constitution of the Finance Commission provides ways and means for receiving grant-in-aid from the state government to implement/ provide quality services as already mentioned in earlier paragraphs. Therefore, it is the responsibility of PRIs to provide basic services to their own community.

Since 30 per cent of the seats in PRIs are reserved for women and other vulnerable groups, PRIs shall play a very important role in uplifting the weaker sections and in providing basic services without any gender or caste bias. **The role of women members becomes crucial and important in choosing and providing water and sanitation facilities in villages.**

As already explained in earlier paragraphs, about 80 percent of diseases prevalent in rural areas are attributed to poor sanitation and lack of safe **drinking water**. Faecal borne diseases are endemic in many villages. It is the responsibility of local self governments to mitigate this common problem. The PRIs can promote sanitation in villages. The PRIs can plan, choose

technology suitable to them and execute centrally sponsored sanitation programmes; can create awareness about the importance of sanitation and hygiene practices; can implement school sanitation; can organise training of masons in the villages and can establish sanitary marts in their area. It can also construct soak pits near public stand posts and bore wells.

Planning for Better Water Supply and Sanitation

The PRIs have been entrusted with the responsibility of formulation and implementation of the programmes of development and social justice. The responsibility of the Village Panchayat therefore includes careful bottom-up sectoral and intersectoral planning. The PRIs must know how to plan and implement simple basic services.

Planning is a continuous cyclical process. Bottom up or micro level planning process develops self confidence among the community. Creation of the PRIs has strengthened the process of micro planning at various levels. Therefore, it is better to understand the steps involved in planning process by PRIs.

Micro Level Planning Process in Drinking Water

Step	What topic	How it is to be done	Problem Identification & Expected Outcomes
I.	Analysing the Drinking Water problem	Group Discussion/ Participatory Rural Appraisal Gram sabha meeting G.P. Resolution	No drinking water/ available water is not sufficient/high fluoride contaminated water/ few street taps/hand pump is under repair
II.	Fixing Priorities	Group Discussion G.S. meeting G.P. Resolution	Repairing hand pumps, chlorination, installation of additional taps, installation of defluoridation plants, augmenting water sources

Step	What topic	How it is to be done	Problem Identification & Expected Outcomes
			by constructing percolation ponds, rain water harvesting and finding new sources.
III.	Identifying resources	Group Discussion Discussion with Govt. and NGOs & District Development Agencies PS meeting	Additional resources like money, manpower, training people, village panchayat budget, panchayat/zilla parishad
IV.	Goal setting- Long term/ Short term	Discussion at Gram Sabha Panchayati Samithi Zilla Parishad District Planning Committee	To have more bore wells/ to construct a percolation pond/to install additional taps/to train some households as hand pump care-takers and monitors
V.	Implementation	Group Discussion discussion with concerned government agency/NGO, organising training	New bore wells/ percolation ponds/ New taps/selecting care takers/sending care takers for training. allocation of funds
VI.	Monitoring	Forming committees women group formation	WATSAN committee/ Ward committee/ further training/

Step	What topic	How it is to be done	Problem Identification & Expected Outcomes
VII.	Evaluation	Group Discussion Gram Sabha Council meeting District Planning Committee	improving facilities/ seeking more funds/ seeking training in skill
VIII.	Analysing the plan outcome	Council meeting group discussion District Planning Committee	making new plan/ making/altering plan/ planning cycle continues.



Action Plan for provision of Drinking Water

The village Panchayat shall prepare a plan of action for drinking water supply for their panchayat area as illustrated below :

Task	How it is to be done	Who will do it
Identification of sources	Observation, Discussion with concerned government developmental agency	WATSAN/Standing committee/ Women group/ward committee
Planning and Identifying resources	Preparing annual plan in regular Gram Sabha meetings, Discussion in the Taluk Samithi & Zilla Parishad, and with district officials.	Village Panchayat, ward and WATSAN committee Panchayat Samithi
Construction and installation	Village Panchayat/public works, Government departments	Panchayat Institutions
Use and maintenance	Regularly/periodically by organising training of village level workers	Skilled technicians in the village
Monitoring and surveillance	Taking samples and sending to nearest water testing laboratory, discussion in the council meeting	Any household, WATSAN members, members of the panchayat, technicians, engineers.

Some important tasks are illustrated in the above table. Members of Panchayat Raj Institutions must be aware of certain basic issues related to water supply and should be able to analyze the problem, plan and implement drinking water schemes in their villages. They should also know

about the relationship between drinking water, health and hygiene practices to have maximum utilization effect on the assets created for the village community. The illustration given below explains the areas of concern for PRIs.

Areas of Concern	What the members of PRIs should know	What PRIs can do at their level
Community has a basic right to have access to clean and safe drinking water	Relationship between drinking water and hygiene practices and health	Discuss topic themselves/ create awareness about importance of safe water
	How to use and maintain safe drinking water source, hand pumps, motor pumps	Organise skill training/ arrange training at village level for the hand pump care takers
There may be many sources of drinking water. Not all sources are safe	People's knowledge and perception about what is safe water and deep bore well water	Discuss/create awareness/ create monitoring committees
Water supply inadequate	How to augment water sources, how to harvest rain water	Prepare plans for percolation pond and rain water harvesting
Maintenance of hand pump	Training of hand pump care takers, store keeping (spare parts) should know who they should contact for major repair	Organise training programme/procure and keep simple spare parts
Disposal of waste water	Construction of soak pits near water stagnation points	Organise training programmes
Improving the quality water sources	Monitoring and improving, surrounding environment near water sources	Form WATSAN/water standing committees

How to Form a Water and Sanitation Committee (WATSAN)

The village Panchayat/Gram Sabha shall constitute a water and sanitation committee (WATSAN) comprising members of the gram sabha or leaders of the village/hamlets. The members must represent the entire community in the village irrespective of caste and religion. Members must be willing to serve in the WATSAN committee and they must be told about its importance. A general meeting is then to be held, to which the leaders as well as other important people of the village are invited to attend. At this meeting, the purpose, the scope and the function of the WATSAN committee are placed before the group for discussion and decision.

The chairman of the gram sabha must ensure that no important member is left out and that the committee must represent all castes/religions/poor and rich.

WATSAN Member should be :

- a resident of the particular hamlet/village/ward
- a respectable person
- willing for voluntarism
- willing to attend training sessions
- willing to organise water and sanitation programme

What is an IEC Campaign

The Information, Education and Communication (IEC) campaign is aimed at creating awareness in the community about safe drinking water and sanitation and their relationship with community health, with a view to changing their behaviour to use, maintain, protect and sustain the assets created for safe water supply and sanitation. Therefore, the PRIs can play a key role in changing the attitude of the users of water supply and sanitation programme being implemented by various agencies including the Rajiv Gandhi National Drinking Water Mission.

The village panchayat should be concerned more with the village level activities. Hence the members should be familiar with the objectives of the campaign, namely :

- To put an end to indiscriminate open defecation by creating a felt need among households for construction of individual latrines.
- To create awareness about the need for safe disposal of children's excreta.
- To create awareness about the collection, storage, handling and consumption of safe drinking water.
- To create awareness in the community about sanitary aspects of water supply, including keeping water source pollution free, safe disposal of waste water, and solid waste.
- To create a sense of participation in the community so that the people are involved in the water and sanitation programme from the pre-planning stage to execution.
- To create a sense of competitiveness among individuals and families on sanitation through social marketing.
- To create a sense of willingness to pay for the creation of common and household assets and their operation and maintenance.
- To promote low cost location specific appropriate technologies.
- To facilitate participatory planning and development through PRIs.



Organising an IEC Campaign in A Village Panchayat

After the formation of the WATSAN committee, the Village Panchayat must take initiative to organise campaigns to create awareness about the importance of safe water supply and sanitation.

Since a WATSAN committee member is the link person between the village community and service providers in the village, he/she has an important role to play as an initiator and facilitator.

Organising a Campaign in the village

- The PRIs are expected to organise or to help community to organise the following with the active participation of the panchayat members.
- Organise Jathas/prabhat pheri's in the village.
- Contact local folk artists to include messages of hygiene practices.
- Contact school teachers to promote school sanitation.
- Actively participate in the WATSAN Committee meetings.
- Provide feed-back to the Gram Sabha and the Panchayat samiti.

Monitoring the Water Supply and Sanitation Activities

The Organising Committee members should monitor the activities with the help of the following illustrative monitoring format :

A Model of Monitoring Format

Period	Village/Hamlet Name	Panchayat

1. Water supply and Sanitation assets in the villages

S.No.	Village Name	Population		Type of Water Supply	Number of Latrines	Number of Soak pits	General Status & Condition of cleanliness
		Male	Female				
1.							
2.							
3.							
4.							
5.							
Total							

2. Activities Undertaken During the Period

S.No.	Description (activities)	Numbers	Response		Planned but could not materialise	Reasons
			Good	Poor		
1.	Meeting with Panchayat members					
2.	Meeting with School Teachers					
3.	Meeting with Mahila Mandals/Youth Clubs etc.					
4.	Meeting of WATSAN Committee					
5.	Jathas organised					
6.	Village exhibitions/IEC activities					
7.	Street plays/Puppet shows held					
8.	Any other					

3. Achievements

S.No.	Description	Numbers (actual)
1.	People motivated to install latrines.	
2.	Proper use of latrines	
3.	Safe handling of water in the house	
4.	Hand washing practices	
5.	People motivated to become successful motivators	

4. PRI's achievement : Achieved to a great extent/
To some extent / Not at all

Date :

Signature of the President/Chairperson, Watsan Committee

Summary of Micro-Planning Activities by the PRIs

SECTION - I

Drinking Water

Areas of Knowledge/Understanding	What can be done	How to do
<p>a) Identify sources of drinking water if they do not already exist</p>	<ul style="list-style-type: none"> - Household and village survey - Observation - Consultation of available maps, literature etc. 	<ul style="list-style-type: none"> - Arrange for survey observation, etc., with the help of Panchayat Standing Committee and other local as the School, Health Centre, Anganwadi Centre Public Health or Rural Development Units and NGOs.
<p>Identify new and safer/sustainable source of water (wells-dug and tube), Tanks, ponds and other water structures</p>	<ul style="list-style-type: none"> - With the help of relevant agencies such as the Geological Survey of India, National and State level Remote Sensing agencies, PHED, and other local institutions, new and sustainable sources of water can be identified and created through local PHED staff. 	<ul style="list-style-type: none"> - Conduct and/or coordinate household/village surveys. - Prepare micro-action plans with the help of the WATSAN committee and local agencies.
<p>Maintain and manage the drinking water sources</p>	<ul style="list-style-type: none"> - Micro-action plans can be prepared for both short-term and long-term benefits. PRA methods can be utilised. 	<ul style="list-style-type: none"> - Evolve simple mechanisms to concurrently monitor and evaluate.
<p>Monitor, prevent and control water pollution.</p>		

Areas of Knowledge/Understanding	What can be done	How to do
Improve the environment surrounding the water sources	- A Monitoring and Information System can be evolved in collaboration with Village Level Committees and grassroots personnel of water and sanitation departments.	- Constitute habitation/ source-wise Committees and motivate people to keep the surroundings of handposts and drinking water sources clean and free from pollution etc.

Sanitation

Areas of Knowledge/Understanding	What can be done	How to do
Plan and implement sanitation programmes using CRSP, JRY, EAS, IAY etc. funds.	Through a system of environmental screening, surroundings of water sources. Such as handpost, drinking water ponds, etc, can be protected from pollution. Monitoring committees and user committees can be constituted	Prepare micro-action plans with the help of WATSAN committees and local agencies.
Create and promote Awareness on safe water and sanitation		
Coordinate activities such as establishment of sanitary marts and related activities by utilising sanitation funds.		
	Micro-action plans can be prepared for both short-term and long-term benefits. A systematic awareness creation	Prepare simple software with the help of local people and school teachers and conduct awareness

Areas of Knowledge/Understanding	What can be done	How to do
	<p>programme can be introduced with active participation of the people and local institutions.</p> <p>An inventory of available programmes and funds can be maintained.</p>	<p>camp rallies, etc.</p> <p>With the help of agencies like UNICEF, CAPART etc. establish sanitary marts and provide other relevant facilities.</p>

SECTION - II

Areas of Knowledge/Understanding	What can be done	How to do
<p>It is vital to recognise that people have a basic right to have access to clean water and appropriate sanitation services at an affordable price. Furthermore, safe water supply and environmental sanitation are important for protecting the environment, improving health and alleviating poverty.</p>	<p>Awareness camps on basic rights can be organised alongside creation of environmental protection committees.</p>	<p>Seek the help of Standing Committees of Panchayats sub-centre health workers, NGOs and WATSAN Committees and conduct camps periodically. Organise focus group discussions.</p>
<p>- Lack of clean water, inadequate sanitation, poor hygiene practices among the underlying causes of child deaths and illness from diseases and malnutrition.</p>	<p>Water quality tests can be periodically undertaken. General health check-ups and school health checkups can be arranged. Plug all sources of pollution</p>	<p>Make use of the simple and ready to use water testing kits or send samples periodically to the nearest water testing lab.</p>
<p>- Though there may be many sources of water in a village, not all of them provide people with safe drinking water. Besides biological factors, many socio-economic factors influence consumption of safe water. What people drink</p>	<p>Opinion surveys can be undertaken.</p>	<p>Organise opinion surveys and water testing exercises periodically.</p>

Areas of Knowledge/Understanding	What can be done	How to do
<p>is governed by what they consider as good (safe) water for their drinking. The popular definition of good water is 'water which is clean to look at, sweet to taste and cooks food quickly'. Paradoxically, contaminated water from open wells, tubewells, rivers, etc., often fulfill these criteria.</p> <p>- Besides the above stated problems, inadequate sources of water affect the status of women and children adversely.</p> <p>- Women and girls who face backbreaking problems of fetching water, often have to walk long distances, sometime more than five kilometres, for water may or may not be safe. They can ill afford to expend the calories that this effort takes and they are left with less time and energy to care for their children to participate in social activities, attend school or adult education classes and to meet other social needs or responsibilities</p>	<p>Education and awareness campaigns and group discussion can be organised.</p>	<p>Organise discussions through social workers and Gram Sabhas.</p>

Areas of Knowledge/Understanding	What can be done	How to do
<ul style="list-style-type: none"> - Water from open sources such as the dug wells, ponds, canals, etc., is prone to bacteriological contamination, due to insanitary conditions prevailing around them and therefore the water is unfit for human consumption. 	<p>A preventive maintenance system can be evolved.</p> <p>maintenance works.</p>	<p>With the help of the PHC workers, organise construction and</p>
<ul style="list-style-type: none"> - Water from handpumps (I and II/III, TARA), if properly constructed and maintained, is safe for drinking as it is lifted straight from a deep aquifer free from contamination. 	<p>Water source and population ratios can be periodically monitored.</p>	
<ul style="list-style-type: none"> - Unsafe water in an open well can be made safe by converting the well into a sanitary well and by sealing it up to 3 to 5 metres below the ground level and providing a lifting device like a handpump. 		
<ul style="list-style-type: none"> - Treated water from the tap is also safe water. 		
<ul style="list-style-type: none"> - There should be, a least, one safe water source for every 250 population in a village. 	<p>manuals.</p>	<p>Organise surveys and consult water supply</p>
<ul style="list-style-type: none"> - If the village has hamlets, each hamlet should have a safe water source, even if the population is less than 250. 	<p>PRA's can be organised.</p>	<p>Seek the help of NGOs/ Action Groups to conduct PRA's.</p>

Areas of Knowledge/Understanding	What can be done	How to do
<ul style="list-style-type: none"> - Women most often are the carriers of water. The source of water should, therefore, be located in a place which helps save their time and the energy spent by them in walking with heavy loads of water. Getting women's views on the location of a source, before its installation, is essential. - Both biological and chemically contaminated water can be identified with the help of a kit which can be used by trained personnel such as Anganwadi workers or teachers. - The level of bacteriological contamination of water can be tested by using a simpler kit. This kit can be used by user households. - Water from handpumps and sanitary wells can become chemically contaminated due to excess of chemicals underground such as fluoride, iron and arsenic which mix with ground water. - Iron and Fluoride can be removed from the water using Iron removal Plants and De-Fluoridation units respectively. 	<p>Sourcewise monitoring committees can be constituted. recommendations.</p>	<p>Organise meetings and involve people and analyse committee</p>
<ul style="list-style-type: none"> - Damaged platforms around water sources, loose installation of the handpump and absence of a drain for proper 		

Areas of Knowledge/Understanding	What can be done	How to do
<p>disposal of waste water from water sources result in seepage of stagnant water in the ground and contamination of the ground water.</p> <ul style="list-style-type: none"> - The quality of water can be tested at the home level. - The platform around a handpump should not be used as cattle through, to wash clothes, to bath and to tie animals as such activities damage both the handpump and the platform and result in bacteriological contamination of the ground water. - Many times beneficiaries do not report break-down of handpumps as they do not know whom to report to. As a result, the handpumps remain non-functional for days. - IM III handpumps can be easily operated and maintained at the village level, even by illiterate women, after they have been trained. Such trained handpump mechanics can considerably reduce down time of handpumps. 	<p>Youth clubs, Mahila Mandals, etc. can be entrusted with monitoring activities.</p>	<p>Organise periodical training with WATSAN committees and youth clubs, etc.</p>

Areas of Knowledge/Understanding	What can be done	How to do
<ul style="list-style-type: none"> - The water level in the tubewells goes down during summer months. If the level goes down below the cylinder, the handpump will not work. To take care of seasonal fluctuations in water level, the cylinder should be set at least 10 metres below the static water level. 	<p>Preventive care demonstration camps can be organised.</p>	<p>Organise demonstration camps with the help of the users, women, etc.</p>
<ul style="list-style-type: none"> - It is important to prevent water from becoming contaminated from the time it is collected till the time it is consumed. This can be ensured by adopting the following practices. 		
<ul style="list-style-type: none"> - Cleaning the vessel before collecting water in it. 		
<ul style="list-style-type: none"> - Lifting the vessel without dipping the fingers into the water. 		<p>Screen films on Hygiene.</p>
<ul style="list-style-type: none"> - Covering the vessel while carrying the water from the source to the household. 		
<ul style="list-style-type: none"> - Water collected from unsafe sources such as ponds, open wells, canals and rivers can be made safe by boiling and filtering it. 		
<ul style="list-style-type: none"> - Water, if allowed to stagnant, provides a breeding ground for mosquitoes which cause diseases such as malaria and filaria. 	<p>Periodical observation of formation are cess pools required.</p>	<p>Make use of village committee report.</p>

Areas of Knowledge/Understanding	What can be done	How to do
<p>- Waste water from a household can be disposed by diverting it into a kitchen garden, natural drain or a soakage pit. It is important to ensure that soap water from the bathing cubicles does not flow into the kitchen garden as it is harmful to the plants.</p>	<p>Groundwater levels can be ascertained Seasonwise.</p>	<p>Seek the help of surveyors.</p>
<p>- In many areas, ground water is depleting due to its indiscriminate use for irrigation. It is important to Control and regulate the use of ground water for irrigation in order to ensure safe water for drinking for everyone.</p>		

RURAL SANITATION

Areas of Knowledge/Understanding	What can be done	How to do
<ul style="list-style-type: none"> - A large majority of diseases are caused through faecal-oral transmission routes and can be controlled by the adoption of sanitary practices. - According to WHO statistics, 80 percent of diseases including cholera, typhoid, hepatitis, polio and diarrhoea are caused by unsafe water and poor sanitation facilities. - A large percentage of infant deaths occur due to tetanus. Tetanus can also be caused if the baby is delivered with unwashed hands and in dirty surroundings. 	<p>Preventive care measures can be taken up both at the household and community levels. Collection, storage and handling of water practices can be reviewed.</p>	<p>Conduct sample surveys of households with the help of health workers and NGOs.</p>
<ul style="list-style-type: none"> - More than 80 percent of people in our villages defecate in the open without realising that exposed human excreta is the main source of diseases such as diarrhoea, cholera, dysentery, polio, and worm infestations. 	<p>Access to and utilisation of sanitary facilities can be analysed. Communication campaigns can be launched. Group discussions on the hazards of insanitary conditions can be organised. Demonstration of healthy practices and improved-</p>	<p>Organise motivation and education campaigns.</p> <p>Train the mothers in utilisation of latrines especially in terms of making</p>

Areas of Knowledge/Understanding	What can be done	How to do
<ul style="list-style-type: none"> - Defecating or performing ablution near a water source causes source contamination. - Excreta and disease pathogens stick to vegetables and fruits when people defecate in the fields and in the orchards. - Flies sit on open excreta and transmit the faeces along with disease pathogens into the food we eat, thus contaminating it. - As a result of open defecation, the soil gets infected with disease pathogens and worms. When the feet come in to contact with this soil, the worm enters the human body through the holes and cause hookworm infection. 	<p>sanitary equipments can be organised.</p>	<p>them realise the need for stopping children from open defecation.</p>
<ul style="list-style-type: none"> - Sanitary latrines in Anganwadis and schools provide the children with an opportunity to practice the hygiene 	<p>Training programmes on utilisation of sanitary latrines can be organised for school teachers and Anganwadi workers.</p>	<p>Review the current status of the working of the existing latrines.</p>

Areas of Knowledge/Understanding	What can be done	How to do
<p>habits taught to them by the Anganwadi workers and school teachers.</p> <ul style="list-style-type: none"> - Children attending Anganwadi centres and schools are most vulnerable to disease. Sanitary conditions should, therefore, be maintained in and around schools and anganwadis. - Sanitary latrines with water supply in anganwadis and schools are necessary for children to defecate. They help in keeping the school environment clean and free from foul smell. - Sanitary latrines in these institutions can be used as demonstration units to motivate parents to construct them in their houses. 		<p>District level training institutions and NGOs, like UNICEF can help you in organising training courses at the village level. AV films on improved sanitation need to be screened with the help of local offices of the Directorates of Field Publicity, EMRCs and NGOs.</p>

PERSONAL HYGIENE PRACTICES

Areas of Knowledge/Understanding	What can be done	How to do
<ul style="list-style-type: none"> - Hands can be washed with fresh ash and clean water in the absence of soap. 		
<ul style="list-style-type: none"> - Hands should be washed with soap, ash etc. before eating, before feeding infants and children, after defecating and after disposing off children's excreta. 		
<ul style="list-style-type: none"> - Disease causing organisms harbour in the dirt which accumulates behind long finger nails. Finger nails should therefore be clipped regularly and kept short. 	<p>School Health camps and preschool campaigns can be organised.</p>	<p>Facilitate organisation of camps</p>
<ul style="list-style-type: none"> - Excreta of infants and children is as harmful as of the adults, if not more. Hands should therefore be washed. 		
<h3>ENVIRONMENTAL HYGIENE</h3>		
<ul style="list-style-type: none"> - Accumulated garbage in the house or outside attracts flies, cockroaches, pigs, dogs and other animals all of which are carriers of diseases 	<p>Compost pits can be dug alongside provision of hygiene education</p>	<p>Utilise amenities fund and motivate people to create compost pits. You can make use of UNICEF, PHE manuals for size specification etc.,</p>

Areas of Knowledge/Understanding	What can be done	How to do
<ul style="list-style-type: none"> - Garbage attracts rats which spread the deadly disease plague. - It is important that household garbage is safely disposed off in compost pits or in covered dust-bins. - Cattle dung can be disposed off in compost pits. 	<p>Periodically supervise household and public drainage systems with the help of sanitary workers and self-help groups.</p>	
<ul style="list-style-type: none"> - Both garbage and cattle dung can be converted into compost and used in kitchen gardens or in fields as a manure. 	<p>Bio-gas plants can be installed.</p>	<p>Liaise with development agencies for installation of bio-gas plants.</p>
<ul style="list-style-type: none"> - Many households allow waste water generated in their houses to flow on to the streets. This water when allowed to stagnate, provides a breeding ground for mosquitoes, besides creating waterlogging. 	<p>Preventive care activities and education campaigns can be organised.</p>	
<ul style="list-style-type: none"> - It is important to ensure that the village environment is kept clean along with one's home and one's body. 		
<ul style="list-style-type: none"> - The waste water from the community water sources such as handpumps, wells and standposts can be diverted into a natural drain. 		

PANCHAYATI RAJ TIER-WISE RESPONSIBILITIES

Item No. 23 & 24 : Health, Family Welfare and Sanitation

ZILLA PANCHAYATX

1. Provision of Infrastructure (Buildings.)
2. Planning through the health committees.
3. Coordinate communicable diseases programme (e.g. TB, Leprosy) with the state.
4. Construction, maintenance and supervision of PHCs.
5. Maintenance of district ISM hospitals.
6. Planning of rural sanitation programmes.
7. Promotion of Information, Education and Communication (IEC) campaigns.
8. Planning of family welfare campaigns/camps.
9. Coordination of rural health and sanitation programmes with govts. and agencies like UNICEF, ODA, WHO etc.
10. Organisation of orientation training camps for panchayat officials and non-officials on school health programmes.
11. Organise fund raising campaigns for health and sanitation programmes (eg., coordinate sale of TB seals and Red Cross Stamps).
12. Coordination with the local media organisations (AIR, DD and Press).
13. Promotion of preventive health care programmes.

PANCHAYAT SAMITI

1. Supervision and maintenance of sub-centres and field staff.
2. Supervision of mid-day meals scheme for school children.
3. Organise health and family welfare camps and conduct demonstration-cum-exhibition programmes on health, family welfare and sanitation.
4. Supervision of Construction of sanitary latrines (CRSP).
5. Organisation/Supervision of sanitary marts.
6. Supervision of Indian Systems of Medicine (ISM) dispensaries.
7. Coordinate works relating to epidemic control with ZP.

◆ GRAM PANCHAYAT

1. Formation of Village Health Committees comprising Panchayat Members, representatives of villagers, Village Health Guide (VHG), Trained Birth Attendant (TBA) and Multipurpose Health Workers (MPWs).
2. Upkeep of village sanitation (cleaning of roads, drainages etc.)
3. Mobilising and organising people for family planning and immunisation camps.
4. Chlorination of village tanks and wells and spraying of DDT.
5. Reporting of outbreak of epidemics.
6. Collection/Registration of Births and Deaths Statistics.
7. Construction and maintenance of community latrines and sanitary latrines for BPL households.
8. Construction and maintenance of village drains and disposal of wastes.
9. Identification of beneficiaries for special programmes of maternal health care for weaker sections and the NSAP.
10. Involvement of local youth and mahila mandals for organising immunisation and sanitation rallies.
11. Provision of First aid.

Drinking Water and Sanitation Activities : Planning and Implementation by the three-tier System of Panchayati Raj Institutions

Drinking Water

ZILLA PARISHAD	TALUKA PANCHAYAT	GRAM PANCHAYAT
Establish and maintain drinking water sources (tanks, borewells, tubewells etc.)	Supervise provision of drinking water facility in gram panchayats.	Implement ARWSP at gram panchayats
Coordinate with the state for implementation of Central Schemes like ARWSP. Coordinate quality assessment work with water testing laboratory.	Facilitate implementation of ARWSP in gram panchayats. Supervise provision of quality drinking water at the gram panchayats with the help of water testing laboratory.	Operation and maintenance of borewells, and other sources. Promote use of potable water.
Plan, supervise and implement all programmes relating to water supply at the district level.	Plan, supervise and implement all programmes of water ZPs guidance.	Supervision of the implementation of all programmes of water at the taluka level under supply under the overall guidance of taluka panchayat.
Constitute IEC activities at district level.	Constitute IEC activities at taluka level.	Constitute IEC activities at Gram Panchayat level.
Coordinate IEC activities at district level.	Organise and supervise IEC campaigns for drinking water programmes.	Organise IEC campaigns for awareness creation in gram panchayat for safe drinking water.

Sanitation

Plan and Implement Rural Sanitation Programmes	Implement sanitation programme at taluka level	Construct sanitary latrines at gram panchayat level.
Coordinate sanitation programmes with UNICEF	Execute sanitary works at taluka level.	Upkeep of village Sanitation, cleaning of roads and drains.
Maintenance of drainage system.	Maintenance of drainage System at taluka level.	Chlorination of tanks and Wells. Construct and maintain soakage pits. Construct and maintain village drains.
Plan and implement Central Rural Sanitation Programme. (CRSP)	Implement Central Rural Sanitation Programme at taluka level	Construct sanitary latrines At household levels and community level. Operation and maintenance of sanitary latrines.
Promote educational programmes.	Organise demonstration-cum-exhibition programmes.	
Organise orientation camps on school sanitation for teachers.	Coordination with taluk level institutions in imparting such training to primary school teachers.	Supervise school sanitation through primary school teachers.
Coordinate with media for awareness creation on sanitation.	Organise sanitation and awareness campaigns	Mobilise rural people for awareness camps. Organise sanitation awareness rallies by school children. Constitute Village WATSAN Committee (comprising panchayat members, representative villagers, Village Guides, TBA and MPWs.)

Exercise to Facilitate WATSAN Committee to Prepare Village Action Plans

Methodology

The participants are divided into groups. Each group is facilitated by a facilitator. 3-4 members from each village panchayat work together to develop an action plan for their village. The following format may be used as a guideline for developing the action plan.

Explanatory Note

Major Functions

1. *Water Supply* :

- Planning, construction, repairs and maintenance of bore wells, tanks monitoring, prevention and control of water pollution.
- maintenance of drinking water sources
- Planning, construction and maintenance of water harvesting and water recharging structures
- improvement of hand pump/stand post environment and their maintenance and training activities.

2. *Sanitation* :

- planning awareness programmes about the relationship between health, water and sanitation
- planning and execution of centrally sponsored sanitation programmes
- setting up sanitary marts
- planning and execution of total sanitation in the village and schools

S.No.	Activity	Time Schedule				Funding
		Weekly	Monthly	Quarterly	Yearly	

How to Collect Information in Villages

Methodology

1. Environment mapping
2. Survey

1. Mapping

The WATSAN committee members shall walk in a zig zag manner in the village and surrounding areas of the village. During their walk they should take note of poor sanitation such as stagnant water, open defecation sites, water sources, condition of water taps and bore wells, over head tank, drainage condition etc. They can also note the houses with and without sanitary latrine etc. After the transect walk, the participants shall assemble, discuss and draw a map either on the floor or charts depicting the points observed and noted by them. Or later, they can transfer the map in a drawing sheet with the help of a facilitator or by a team leader which can be used as base line data for planning the sanitation and water supply programmes.

2. Survey

The table will explain how and what information should be collected for planning.

What Information to collect	From whom/ where	How to collect it	Data to be collected
1. Water			
What sources exist?	Leaders, Women	observe, ask	river, borewell dug well pond
Which are safe and unsafe?	Leaders, women, water sources	observe, ask	both safe and unsafe
How much is available?	Users, women	ask, observe	scarcity during dry season water recharge position

What Information to collect	From whom/ where	How to collect it	Data to be collected
How is source sustained?	Water sources, Leaders	observe ask	drainage, protection from animals, human and industry
What source people use to drink water	women, children	ask and observe	river, pond, bore
What is considered good, clean water?	adults, women	ask, observe	storage, transport handling & cooking.
How water is stored?	Women and adults	observe and ask	Pots, buckets on the ground storage.

Powers, Authority and Responsibilities of Panchayats

Article 243 G of the Constitution of India - introduced by the 73rd Amendment - deals with the question of powers, authority and responsibilities of Panchayats. It reads thus; subject to the provision of the Constitution the legislature of a state may, by law, endow the panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level, subject to such conditions as may be specified therein, with respect to (a) the preparation of norms for economic development and social justice and (b) the implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh schedule. The 73rd Amendment Act came into force on the 24th April, 1992. The Constitution enjoins upon the state governments to make appropriate legislation regarding devolution of powers and functions on the panchayats in such a way as to enable them to function as institutions of self-government. Panchayats have sufficient freedom and autonomy to take their own decisions for the development and self-governments of their area. This will provide them an opportunity to establish their identity as effective units of self-government.

Major administrative and financial powers which are to be devolved upon the panchayats have been cited keeping in view the following principles.

- i) It should facilitate preparation of plans and implementation of schemes for economic development and social justice.
- ii) The state governments can exercise their discretion to entrust any scheme of economic and social development including those covered under the 29 subjects listed in the Eleventh Schedule.
- iii) It should enable the Panchayats to function as institutions of self-government.

29 ITEMS TRANSFERRED TO PRIs

1. Agriculture including agricultural extension.
2. Land improvement, implementation of land reforms, soil conservation.
3. Minor irrigation, water management and watershed development.
4. Animal Husbandry, dairying and poultry
5. Fisheries
6. Social forestry and farm forestry
7. Minor forest produce

- 8. Small scale industries, including food processing industries
9. Khadi, village and cottage industries
10. Rural Housing
11. Drinking Water
12. Fuel and fodder
13. Roads, culverts, bridges, ferries, waterways and other means of communication.
14. Rural electrification and distribution of electricity.
15. Non-conventional energy sources.
16. Poverty alleviation programmes.
17. Education, including primary and secondary schools.
18. Technical training and vocational education.
19. Adult and non-formal education.
20. Libraries
21. Cultural activities
22. Markets and fairs
23. Health and Sanitation, including hospitals and health centres
24. Family welfare
25. Women and child development
26. Social Welfare including welfare of the handicapped and mentally retarded
27. Welfare of the weaker sections, particularly SCs and STs
28. Public Distribution System
29. Maintenance of community assets.

Apart from specific functions mentioned above, the Village Panchayat shall

- Prepare and approve village annual plans for the development of its villages
- Preparation and approval of annual budget
- Review schemes entrusted to the village panchayat.

CO-ORDINATORS

Adviser

Rajiv Gandhi National Drinking Water Mission

9th Floor, Paryavaran Bhavan

C G O Complex

New Delhi - 110003

INDIA

Tel : 91-011-4364112

Fax : 91-011-4364113

E-Mail : NDWM @x400.nicgw.nic.in

Director (CHRD)

National Institute of Rural Development

Rajendranagar, Hyderabad - 500 030

INDIA

Tel : 91-040-4015001-4/4015743

Telex : 0425-6510

Fax : 91040-4015277

E-Mail : pdp@nird.ap.nic.in

Website : www.nird.org

LIST OF IEC BOOKLETS ON DRINKING WATER AND SANITATION

IEC 01	<p>Guide on Community Participation For Village Level Functionaries</p> <p style="text-align: right;">● S. Ponnuraj</p>
IEC 02	<p>Guide on Drinking Water and Sanitation For School Teachers</p> <p style="text-align: right;">● B.B. Samata ● Anu Dixit</p>
IEC 03	<p>Guide on Quality of Drinking Water For Grassroot Functionaries</p> <p style="text-align: right;">● A.K. Adhya</p>
IEC 04	<p>Guide on Water and Excreta Related Diseases For Grassroot Functionaries</p> <p style="text-align: right;">● A.K. Susheela ● K. Majumdar</p>
IEC 05	<p>Guide on Motivation For Village Motivators</p> <p style="text-align: right;">● S.C. Saxena</p>
IEC 06	<p>Guide on Technology Options for Low Cost Sanitation For Implementing Agencies</p> <p style="text-align: right;">● P.K. Chakraborty ● M. Narayana Rao</p>
IEC 07	<p>Guide on Low Cost Sanitation Construction Techniques For Masons</p> <p style="text-align: right;">● M. Narayana Rao</p>
IEC 08	<p>Guide on Sustainability of Drinking Water Sources For Implementers and Users</p> <p style="text-align: right;">● K. Majumdar</p>
IEC 09	<p>Guide on Role of Panchayati Raj Institutions For Panchayat Members</p> <p style="text-align: right;">● S. Ponnuraj ● P. Durga Prasad ● S. Srinivasan</p>
IEC 10	<p>Guide on Sanitation Upgradation For Implementing Agencies and Users</p> <p style="text-align: right;">● B.B. Samata ● Anu Dixit</p>