Improving Service Delivery

Democratisation of Water Management
The Tamilnadu Experiment

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TWAD Board, India.

Tamilnadu State - Profile

<table>
<thead>
<tr>
<th>Total Area</th>
<th>130,059 sq.km</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrative units</td>
<td>30 Districts</td>
</tr>
<tr>
<td>Population</td>
<td>62.406 million</td>
</tr>
<tr>
<td>Rural</td>
<td>36.180 million</td>
</tr>
<tr>
<td>Urban</td>
<td>26.226 million</td>
</tr>
</tbody>
</table>

TWAD BOARD - Exclusive mandate to provide drinking water and drainage across the state.
Challenges facing the sector

The water Sector has been impacted by two realities:

- **Growing Water crisis**
  - Over exploitation of ground water
  - Lack of conservation
  - Recurrent drought
  - Unsustainable Systems & Investment

- **Identity Crisis**
  - Narrow interpretation of Mandate (TWAD)
  - Old supply driven approach being challenged as unsustainable
  - Questions from Civil Society

The water crisis persists despite a decade of reforms!

... beginning of the experiment ...

**The Transformation path**

In 2004 TWAD Board began a self critical and open process of exploring shifts in

- Roles and functions
  - Relationships
  - Values

Aimed at

- Attitudinal transformation
  - Perspective change
  - Institutional reorientation
**Democracy & The Koodam**

*Koodam* - A traditional cultural & social space within which all persons are *treated equal*

Where members relate without distinction based on …

- Age
  - Status
  - Hierarchy

In which sharing is …

- Transparent
  - Experiential
  - Self Critical

With Values of …

- Democracy
  - Consensual decision making
  - Collective ownership

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**Anchoring the Intervention**

- **Workshop:** *Space* for exploration
- **Village:** *Site* for experimenting with learning
- **Work space:** *Sphere* for integrating learning into formal systems

At

- Individual
- Organisation
- Institutional levels
The Emotional Shift

The Big Debate - “Is TWAD also part of the Water Problem?”

Polling on Core Issues

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Description</th>
<th>Yes (%)</th>
<th>No (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>More allotment of funds would help sustainability</td>
<td>22</td>
<td>78</td>
</tr>
<tr>
<td>2</td>
<td>Over drawal of ground water is a major reason for unsustainable water supply</td>
<td>85</td>
<td>15</td>
</tr>
<tr>
<td>3</td>
<td>Women are rarely consulted and involved in planning a drinking water supply scheme</td>
<td>71</td>
<td>29</td>
</tr>
<tr>
<td>4</td>
<td>Lack of appropriate design causes unsustainable water supply</td>
<td>73</td>
<td>27</td>
</tr>
<tr>
<td>5</td>
<td>Community should have a decisive say in decision making (technology options / costs)</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>6</td>
<td>With appropriate training and orientation community can handle technical problems</td>
<td>79</td>
<td>21</td>
</tr>
<tr>
<td>7</td>
<td>Lack of consistent policies lead to unsustainable water supply</td>
<td>91</td>
<td>9</td>
</tr>
</tbody>
</table>

The churning process of the Workshops threw up a fresh perspective which came to be adopted as ...

The Maraimalainagar Declaration

We the TWAD engineers after extensive deliberations unanimously declare that:

Before taking up any new schemes

• We will evaluate the existing schemes and ensure that the schemes are put into optimal use first

• Revival & Rehabilitation of traditional sources will be undertaken wherever possible.

We will also aim at 10% higher coverage within the same budget.
**Impacting the Formal Organisation -
Formation of Change Management Group**

- To evolve consensus across the organisation on the Maraimalai Nagar Declaration
- To be an in-house group to dialogue and deliberate with the rest of the system
- To nurture change:
  
  . . . Voluntary
  
  . . . invest personal time
  
  . . . no financial compensation

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**Our Dream, Our Vision ....**

“Secure Water for all, for ever”

- Conservation of nature as a guarantee for future water
- Vibrant, revived and recharged water bodies
- Assured, equitable and sustainable water for all
- Successful community managed water supply system through active participation of all especially women and poor
- Safe disposal of solid and liquid waste for clean and healthy environment
- Cost effective technology options to ensure local sustainable management
- Formation of Common Water Regulatory Authority for judicious use of water for all sectors
Democratisation of Water Management Project

Main Outcomes

Shift 1: Choice of Technology Option:
59% were low cost schemes
- 30% focused on Rehabilitation of existing infrastructure

Shift 2: Finding more cost effective solutions:
Based on the above choice, Average Capital cost / HH :
Project-Rs 1555; and Regular schemes-Rs 4436 (40% reduction)
41% schemes < Rs 1000 and 10% schemes alone > Rs 3000

Shift 3: Towards community Involvement:
A cash contribution of 14.20 million by about 56,000 HHs
50% villages had supply level < 20 lpcd; 34% between 20-30 lpcd & 16% between 30-35 lpcd

Main Outcomes contd. . . .

Shift 4: Towards savings: Savings between 18% (Namakkal) to 44% over the annual budget in line with Marai Malai Nagar Declaration

Shift 5: Towards Conservation and Sustainability:
Construction of 45 recharge structures;
Revival of 120 traditional water bodies;
More than 12000 tree saplings planted;
Main Outcomes contd. . . .

Shift 6: Towards reducing O&M expenses:
Assured, Regular and Equitable supply
Reduction in O&M expenditure by 25% and
Improved revenue generation by 70%

Shift 7: Reaching the Unreached:
Response of Women Groups:
Engineer Visit village regularly - 76%
Behaved as community member – 84%

Response of Dalits:
Engineer Visit dalit areas regularly - 78%
Provide space for participation – 80%
Collective solutions to WS issues – 57%

Internalising Change
Spreading in the formal organisation

On 30.4.2006, We the TWAD* Engineers resolve as follows:

- Henceforth all the MNP schemes (2006-07 financial year onwards) will be taken up for implementation with community participation.

- In order to achieve the TWAD vision of “Secure water for all, forever” each Engineer will take up one village per year for implementation of Total Community Water Management.

- The Executive Engineers in urban sector volunteer to take up system improvement in 15 towns in consultation with the local bodies.

Expanding Horizons

Maharashtra . . .

TWAD Board was invited by MJP for Conducting Change workshops seeking to arrive at a New perspective and Internal vision (covering 150 participants from all levels - May 2006, Thane)

The MJP staff resolve themselves in the workshop as below:

"We the MJP family members resolve that

- We will aim to rehabilitate non-functional schemes and try to solve the problems in village water supply schemes functioning. We voluntarily come forward to do this.

- We strive to serve assured, equitable & safe water to the public at the lowest possible price.

- We Undertake to conserve water and environment."

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Paradigm Shift

- **Missing Core**
  - Social Dimension of Exclusion
  - Sustainable Service Delivery
  - Institutional Culture & Practice

- **Triggers for Change**
  - Social Movement
  - Political Pressure
  - Internal Thrust
Responsive Governance

Retrieving Centrality

Inclusion
• Reaching the Unreached
• Equity
• Social Justice

Institutional Culture
• Organisation Efficiency
  • Performance
  • Priority
• Institutional Effectiveness
  • Quality of Relationship
  • Valued Behavior

Sustainability
• Resource
• Financial
• Human

Civil Society

Institutional Culture

Service Delivery

State

Market

Inclusion Sustainability

Responsive Governance

Inclusion
• Reaching the Unreached
• Equity
• Social Justice

Institutional Culture
• Organisation Efficiency
  • Performance
  • Priority
• Institutional Effectiveness
  • Quality of Relationship
  • Valued Behavior

Sustainability
• Resource
• Financial
• Human
Process & Outcome – External evaluation

With the support of UNICEF and in collaboration with Poverty Action Lab, MIT, Cambridge.

Studies (QPA & Randomized trials)

1. Community perspective on the impact of Change Management training to Engineers, on village water transaction.

2. Assess the impact of community based interventions and user charges on water management practices and sustainability.

3. Intensive learning review

Community Participation
Village Water Committee Perspective

<table>
<thead>
<tr>
<th>Category</th>
<th>CMG Settlements</th>
<th>Control Settlements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Committee Functioning:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Meets regularly, dalit and women members attended, one or more decision implemented</td>
<td>72%</td>
<td>12%</td>
</tr>
<tr>
<td>Decision – Making:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Democratic; All members able to discuss and decide on most issues</td>
<td>76%</td>
<td>12%</td>
</tr>
<tr>
<td>Involvement in Dalit areas:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Choice of Solutions discussed with Dalits</td>
<td>60%</td>
<td>9%</td>
</tr>
<tr>
<td>Implementing Decision:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water Committee has implemented one or more of the decisions.</td>
<td>82%</td>
<td>12%</td>
</tr>
</tbody>
</table>
Engineer’s Attitudes & Actions

Women’s Perspective

- **Village visits:**
  - Regular, meets & interacts with women’s groups
  - CMG settlements: 76%
  - Control Settlements: 25%

- **Behavior:**
  - Behaves as a community member, provides dalits & women space to talk, listens more, etc.
  - CMG settlements: 85%
  - Control Settlements: 8%

- **Action:**
  - Consults women to identify problems, choose & implement solutions
  - CMG settlements: 61%
  - Control Settlements: 8%

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Engineer’s Attitudes & Actions

Dalit Perspectives

- **Village visits:**
  - Regular, meets & interacts with dalit households
  - CMG settlements: 66%
  - Control Settlements: 33%

- **Behavior:**
  - Behaves as a community member, provides dalits space to talk, listens more, etc. at village meetings
  - CMG settlements: 45%
  - Control Settlements: 11%

- **Action:**
  - Consults dalits to identify problems, choose & implement solutions
  - CMG settlements: 34%
  - Control Settlements: 22%
A small body of determined spirits fired by an unquenchable faith in their mission can alter the course of history - Mahatma Gandhi

On behalf of
CMG, TWAD Board

Democratisation of Water Management

<table>
<thead>
<tr>
<th>Within Organisation</th>
<th>Theme</th>
<th>With Community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Free Flow</td>
<td>Information</td>
<td>Transparent</td>
</tr>
<tr>
<td>Deliberated</td>
<td>Choice</td>
<td>Democratic</td>
</tr>
<tr>
<td>Involved</td>
<td>Decision Making</td>
<td>Participatory</td>
</tr>
<tr>
<td></td>
<td>- Consensual</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Equity Based</td>
<td></td>
</tr>
<tr>
<td>Shared Responsibility</td>
<td>Accountability, Responsibility &amp; Ownership</td>
<td>Collective Ownership</td>
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