Unstructured Post Construction Support under Structured Local Governance: Evidences from Rural Drinking Water Service Delivery- Kerala, India

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16th September 2016, Athens

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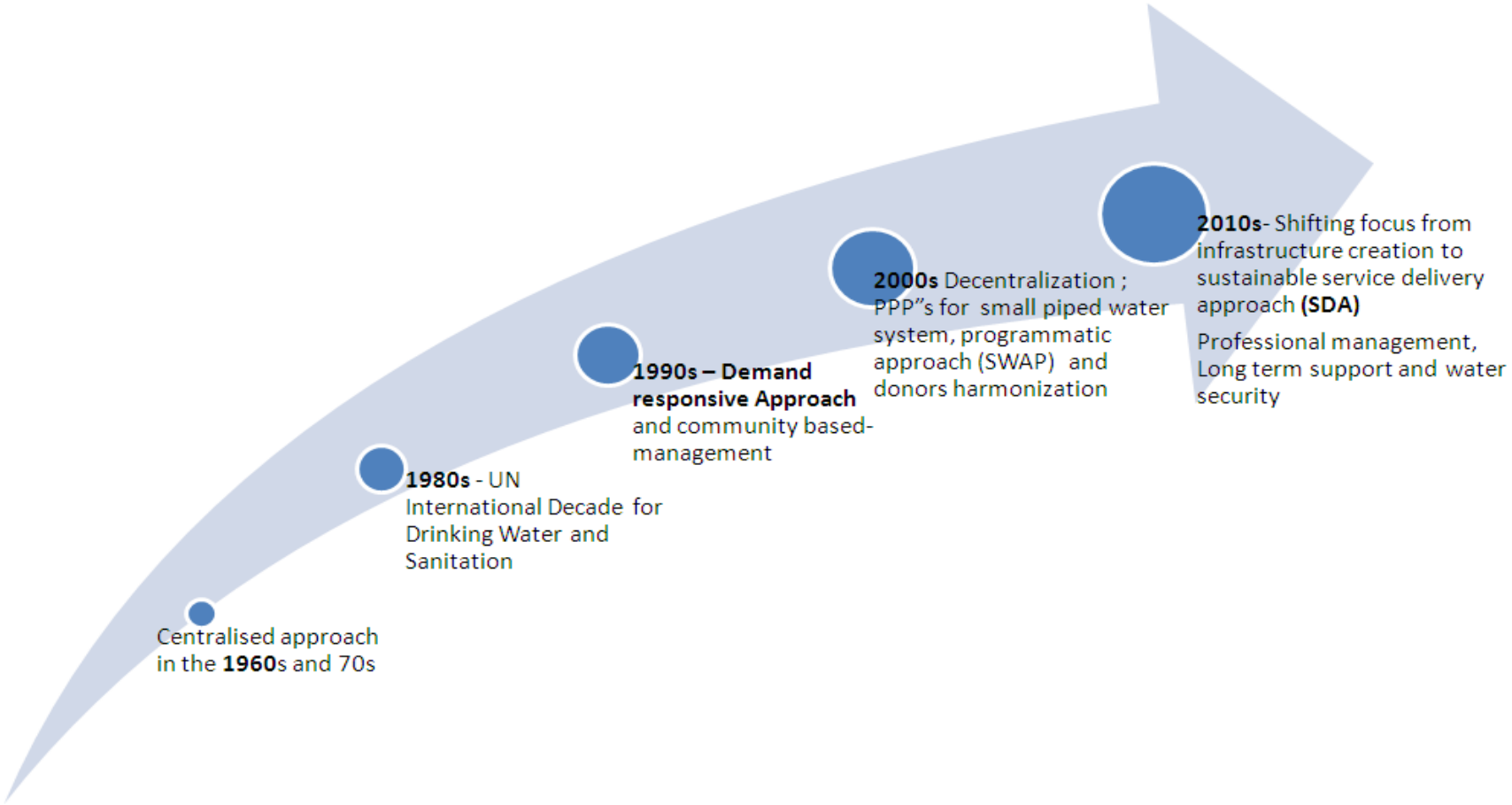
(Sponsored by Water for People - https://www.waterforpeople.org/ Views are personal)

Global shift from supply driven large schemes to demand driven small community piped schemes as rural water service delivery model



CBM Dominate RWSS Model Globally – We are reaching there!

Service delivery model options	Ethiopia	Mozambq	Burkina	Uganda	Ghana	Benin	India	Honduras	Sri Lanka	Thailand	Colombia	South Africa	USA
Rural coverage (%); JMP, 210	**29**	**26**	**72**	**64**	**74**	**69**	**84**	**77**	**88**	**98**	**73**	**78**	**94**
Community-based management	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Private contracting (includes to NGOs or CBOs)			✓	✓	✓	✓			✓		✓	✓	✓
Local govt. /municipal Provider	✓						✓				✓	✓	✓
Self supply	✓			✓	✓		✓	✓		✓	✓		✓
Association of community or user associations			✓					✓					
Urban utility (public, private or mixed)			✓		✓		✓	✓					✓

Source: Lockwood, H. & Smits, S., 2011

Cracks in Community Based Management (CBM)?

CBM: Basic Principles

- Empower communities to plan and implement small water systems with partial capital cost recovery
- Handover schemes to communities for post construction management through full life cycle cost recovery
- CBM has been recognized as an integral part of decentralized local governance on the principle of subsidiarity

CBM under critical scanner now!

- Recent evidences show sustainability concerns.
- Increasing slippage
- Successful only in very small rural communities
- Critical of decentralization as a means to attain sustainable service delivery

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Testing the Hypothesis

Withering CBM - What does evidences say?

- Analytical Revisit to a local government in Kerala, India where CBM is a dominant service delivery model for over a decade
- Test the validity of basic principles of CBM in the context of globally acclaimed decentralised local governance model
- Identify critical post construction support Gaps in sustainable services –everyone forever

Kerala's Unique Decentralization Model

- Big bang approach in mid 1990s (People's planning)
- Transferred 3 F's (funds, functions, functionaries) at a stroke
- Under 73rd & 74th National constitution amendment
- 25-30% funds devolved (in 2016-17 INR 72 billion –US$ 1.10 billion)
- Grama Panchayat (GP) is the lowest tier of government –average population 35000 and budget US$ 615,000
- Water supply and sanitation is one of the 27 subjects transferred to local self government Institutions (LSGIs)
- GPs on an average spend 6-8% of their annual budget of water supply - 13400 Community schemes (cover 2.3 million people)
- In drinking water supply - multiple funding sources and multiple service delivery models co-existing

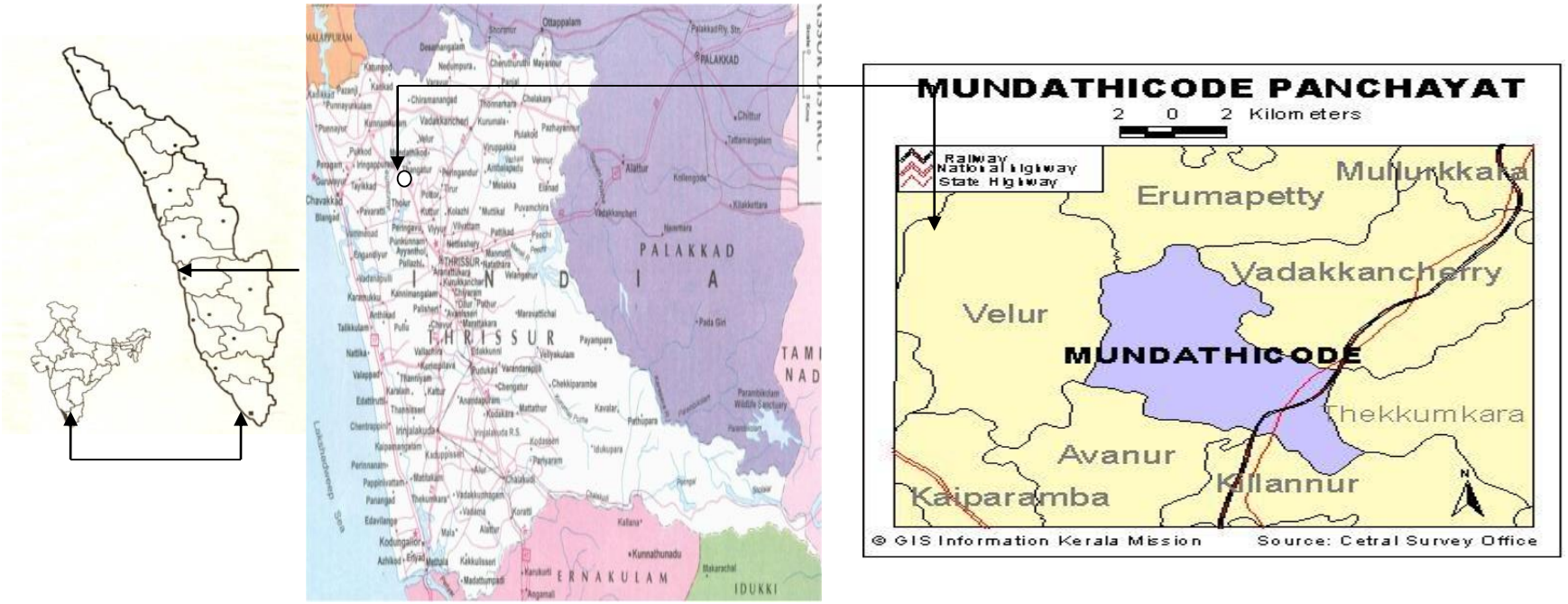
Kerala- CBM coincided with Decentralization

- Olavanna Model (early 1990s) 30 small piped schemes self- started
- World Bank funded RWSS ($ 80 million) ‘’Jalanidhi’’ started in 1999

- Mundathicode was one of first generation the pilot GPs to test CBM
  - 26 small piped water schemes in 2001-2002 (registered entities; open dug well based piped schemes- 100% house connection)
  - State (GoK): GP: Community:: 75:15:10 capital cost sharing
  - Handed over to communities for O&M full cost recovery
  - GP scaled up in 2008-10 another 13 Small Piped Water supply schemes (same demand driven model) totaling 39
  - Average size 65 HH (population 375) ranging 16-217 households
  - Revisit after 15 years to test sustainability of CBM

Location Map of Mundathicode Grama Panchayath, Thrissur, Kerala*

Thrissur, Kerala – India : Area of GP 23.37 sq. km.



* Now made part of Vadackanchery municipality

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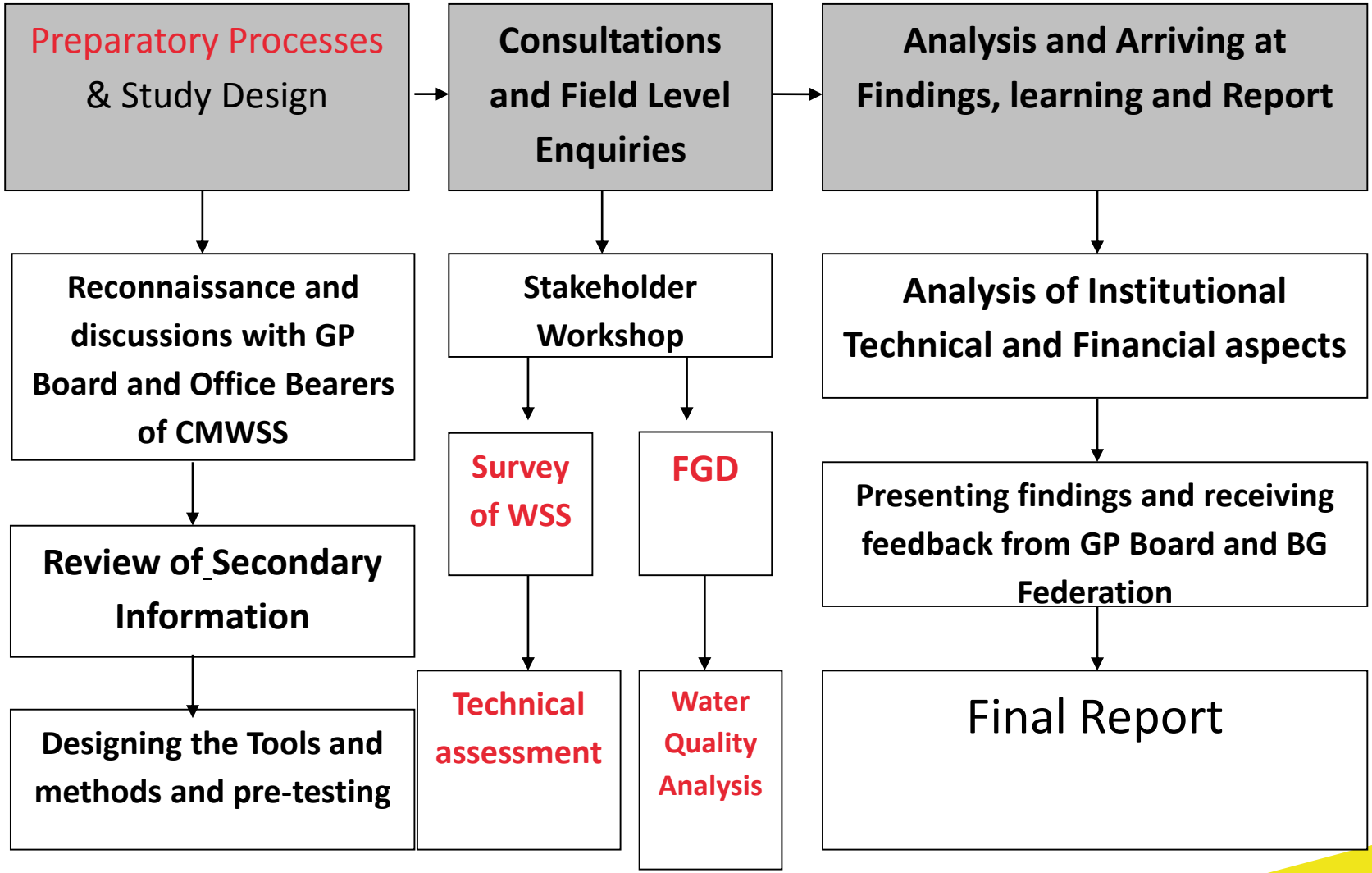
Methodological Framework of study



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Key Findings

- 100% schemes are sustainable over 15 years with full O&M cost recovery
- Overall satisfaction rating by beneficiary households is high at 81%
- However
  - Source unsustainability – leading to contraction in membership
  - Over extraction to keep service level – schemes not metered except one
  - Quality unsustainability - 75% schemes do not check water quality periodically – water potable but high iron and bacteriological contamination
  - High operator turnover – continued training needs at all levels including GP –the service authority
  - Inequity in services in hilly and tail ends of network NOT metered

Key Findings (contd….)

- Erosion of social capital- emerging provider-consumer relations
- Management sticky – new members not willing to take charge
- Tariff inadequate to meet CapManEx & Contingency /risk
- Inadequate repairs and maintenance leading to interrupted supply (only 23% have surplus funds)
- Increasing complexity of PWS –technology and scale
- Modality is crisis management – one time contribution by members, GP, others
- Post Construction support mechanism ad hoc, unpredictable and not ring fenced

Sustainability Parameters	Post construction Support (PCS) Gaps	
	Service Provider (SP) Communities	Service Authority –Local Government
Technical	• Lack of internal technical capacity and capacity to out-source • Lack of arrangements for trouble shooting and correct design flaws.	• Capacity constraints to facilitate technical backstopping to SP
Financial & Managerial	• Weak Tariff administration and cost recovery • Weak financial strength and surplus for CapManex and risk financing • Lack of transparency • Weak financial planning, management and poor capacity for resource mobilization	• No control of financial sustainability • Ad hoc arrangements to finance risk and contingencies – not ring fenced • Ineffective systems of social audit
Source/ Environmental	• Over extraction and over pumping • Source unsustainability and disregard source protection	• Weak regulatory capacity to control over-pumping and water pollution

Post construction Support (PCS) Gaps -Contd…..

Sustainability Parameters	Service Provider (SP) Communities	Service Authority –Local Government
Water quality	• Weak capacity for quality assurance and checking/ treatment • Weak monitoring system • Lack of awareness	• Absence of horizontal flow of quality monitoring data • Poor capacity to regulate
Institutional/ social	• Jalanidhi BGs are registered entity legally not linked to GP • Lack of capacity for asset management • Frequent drop out of households • Erosion of voluntarism and social capital • Absence of continued handholding and capacity building • No credible system for dispute resolution	• Assets Not legally owned by GP – schemes to be included in the asset register of GP • VWSCs /BGs to be made sub-committees of GP and mandated for technically and financially facilitate service delivery • Capacity constraints • Lack of role clarity

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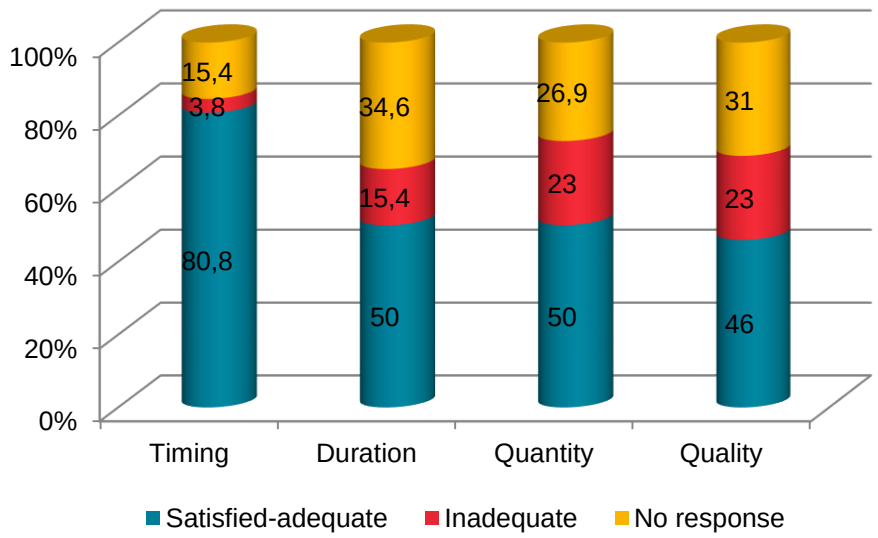
Key Inferences: CBM as a robust model

- 26 small piped schemes functional for past 15 years with full O&M cost recovery at one third of the production cost of bulk providers like Kerala Water authority
- However, critical post construction support gaps are threatening sustainable services at scale
- The gaps *inter alia* are technical backstopping needs, financial, managerial, institutional and social
- The existing arrangements to fill these gaps are either lacking or ad hoc – not structured and predictable
- CBM is getting redefined as the rural societies are fast moving ahead in development trajectory

100% Schemes Sustainable having satisfied Consumers !!



Despite many symptoms of crack in CBM,

- 81% households have reported that the timing of water supply is convenient,
- 50% of schemes supply is adequate
- 46% schemes households are happy about both quantity and quality

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Communities are successful in larger Schemes!!

No	Panchayat Name	Year	Scheme Name	Connect-ions	Population covered
1	Aliparambu	2005	East Manalaya Kwa	1058	5819
2	Aliparambu	2006	Kodakkaparamba	1251	6881
3	Pothukal	2007	MAK Comprehensive	611	3361
4	Aliparambu	2007	West Manalaya	1223	6727
5	Kuruva	2007	KOZHIYOOR	850	4675
6	Sholayur	2007	Sholayur GP (14 BGs)	966	5313
7	Edavanna	2008	EDAVANNA	355	1953
8	Sholayur	2008	Kozhikoodam (15 BGs)	936	5148
9	Madakkathara	2008	TSV0145 VARIKULAM	275	1513
10	Sholayur	2008	Anakatty Kottathara	1249	6870
11	Nenmeni	2008	NENMENI KWA 11 BGs	903	4967
12	Vallikunnu	2009	VALLIKKUNNU SAMAGRA	1100	6050
13	Edarikkode	2009	SLEC -Edarikode	673	3702
14	Palakuzha	2010	Kozhippilly TMC	741	4076
15	Pananchery	2010	Pananchery (38 BGs)	2349	12920
16	Chavara – Pan	2011	Tsunami Scheme -44 BGs	18015	99083
	Total		AVERAGE 11191 PEOPLE	32555	179058

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Conclusion and way forward

- Do not judge CBM when the journey is only halfway through?
- CBM is an orphan – to enable CBM to perform:
  - » Either professionalize Communities
  - » Or provide professionalized, predictable, structured and ring-fenced post construction support (PCS) to communities that are-
  - » Institutionally anchored to well capacitated local governments –service authorities

CBM + Post Construction Support is the new community plus (CBM +) and way forward!!

Thank You

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