

The Programme Support Unit
Sindh Devolved Social Services
Programme

Analysis of Annual Sector Plans
Water and Sanitation Sector

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Introduction

Water and Sanitation sector (WSS) is one of the three sectors identified for Devolved Social Services Programme (DSSP) intervention for capacity building and institutional development in Sindh. Thirty per cent of the programme's social sector outlay has been set aside for this sector which has largely become the responsibility of Taluka/ Town Municipal Administrations (TMAs) under the Sindh Local Government Ordinance (SLGO) of 2001.

The Sindh Devolved Social Services Programme (SDSSP) initially suffered from a range of technical and administrative hurdles. However, after a considerable period of holdup, the Programme Support Unit (PSU) achieved a breakthrough in February 2005 by releasing the sectoral share of funds to the District Governments and Taluka/ Town Municipal Administrations that had prepared their Annual Sector Plans (ASPs).

In the Water and Sanitation sector, the PSU was able to get about sixty TMAs to prepare their ASPs in a period of four months (January to April 2005) without having the facility of input from relevant experts and consultants. Out of these sixty-five TMAs, forty-four have been released their share of DSSP funds.

This report attempts to describe the essence of the Annual Sector Plans of TMAs that met the criteria for the release of funds. As the urban TMAs of Karachi are largely limited to catering to only the solid waste management (SWM) aspect of WSS, this report confines itself to analyzing the 36 ASPs of rural TMAs. In addition, due to lack of uniformity in the information incorporated in the ASPs, a set of sample ASPs was identified out of those 36 to scrutinize each set of indicators discussed in this analysis. For the sake of clarity, five batches of TMAs have been listed in Table 1.

Main Features of Annual Sector Plans

The TMAs that signed Memoranda of Understanding (MOUs) with the Provincial Government were asked to prepare their Annual Sector Plans for Water and Sanitation Sector. The process of preparation of ASPs involved deliberations by the Council Committees and final approval by the Taluka/ Town Council. Furthermore, interalia other information, the ASPs had to give income and expenditure details listing all the development activities taking place within their jurisdiction during the last three years (Figure 1).

While all the TMAs invariably complied with the condition of getting their ASPs approved from their Councils, the compliance with the other three conditions depended upon the capacity of the staff and the personal interest of the political leadership of the TMA. Although the SLGO makes the establishment of Council Committees mandatory, they have mostly not been effectively utilized in a majority of the TMAs and some TMAs even have not established any Committee so far. Moreover, the absence of trained and experienced staff made it very difficult for Towns/ Talukas to systematically document their income and expenditure details. But it is evident from the data available that the incentive of conditional grant was enough to motivate the TMAs into taking steps towards meeting the SDSSP requirements and complying with the provisions of SLGO.

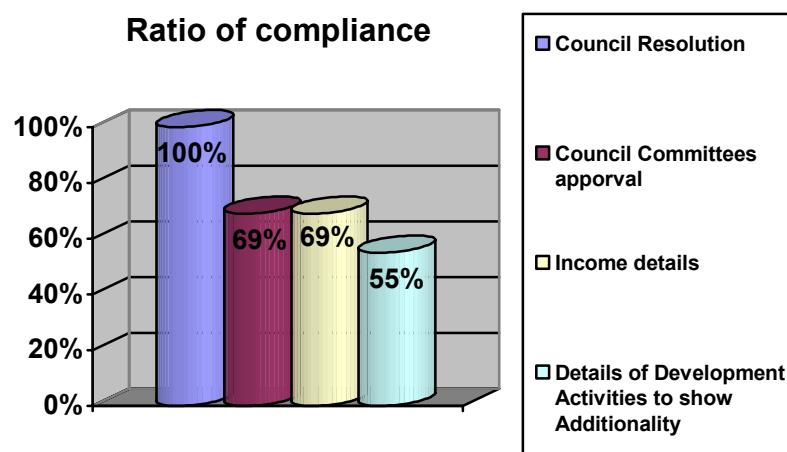


Figure 1: Overall Position of Requirements met in ASPs

Release of Funds to TMAs							
First Batch							
S. No.	TMA	Date	Amount	S. No.	TMA	Date	Amount
1	Kearnari	10.02.05	5,629,307	6	Kandiaro	10.02.05	6,622,620
5	Korangi	10.02.05	6,891,579	7	Gambat	10.02.05	4,555,158
3	Gulberg	10.02.05	5,726,314	8	Dadu	10.02.05	5,772,633
4	New Karachi	10.02.05	7,927,479	9	Larkana	10.02.05	6,967,660
5	Tando Allahyar	10.02.05	7,530,403			Total for First Batch	57,623,153
Second Batch							
S. No.	TMA	Date	Amount	S. No.	TMA	Date	Amount
10	Samaro	24.02.05	4,361,899	14	Gulshan-e-Iqbal	26.03.05	7,711,564
11	Shikarpur	24.02.05	5,183,553	15	Khairpur Nathan Shah	26.03.05	5,173,921
12	Kunri	15.03.05	4,752,608	16	Tando Adam	26.03.05	5,484,583
13	Rohri	15.03.05	5,409,006			Total for Second Batch	38,077,134
Third Batch							
S. No.	TMA	Date	Amount	S. No.	TMA	Date	Amount
17	Mehar	05.04.05	5,896,659	23	Lakhi	05.04.05	4,748,373
18	Shahdadpur	05.04.05	6,072,881	24	Garhi Yasin	05.04.05	5,129,240
19	Jam Nawaz Ali	05.04.05	3,753,572	25	Thatta	05.04.05	5,640,852
20	Khipro	05.04.05	6,067,196	26	Shah Bunder	05.04.05	4,600,574
21	Thari Mirwah	05.04.05	5,163,348	27	Nawabshah	05.04.05	8,090,906
22	Kot Diji	05.04.05	5,043,972			Total for Third Batch	60,207,573
Fourth Batch							
S. No.	TMA	Date	Amount	S. No.	TMA	Date	Amount
28	Badin	16.04.05	5,464,630	33	Orangi Town	16.04.05	8,557,042
29	Ghotki	16.04.05	5,709,067	34	Johi	16.04.05	5,237,247
30	Ubauro	16.04.05	4,850,696	35	Sobhodero	16.04.05	4,628,997
31	Mirpur Mathelo	16.04.05	4,481,198	36	Umarkot	16.04.05	5,959,189
32	Gaddap Town	16.04.05	4,930,280			Total for Fourth Batch	49,818,346
Fifth Batch							
S. No.	TMA	Date	Amount	S. No.	TMA	Date	Amount
37	Hyderabad Rural	07.05.05	4,310,661	42	Pithoro	13.05.05	4,367,507
38	Hyderabad City	07.05.05	7,670,248	43	Shaheed Fazil Rahu	13.05.05	4,651,736
39	Baldia Town	07.05.05	5,646,537	44	Mithi	13.05.05	5,714,752
40	Daharki	07.05.05	4,856,380			Total for Fifth Batch	42,523,283
41	Khairpur	13.05.05	5,305,462				
Total amount released to 44 TMAs							248,249,489

Table 1: TMA batches and funds released to them

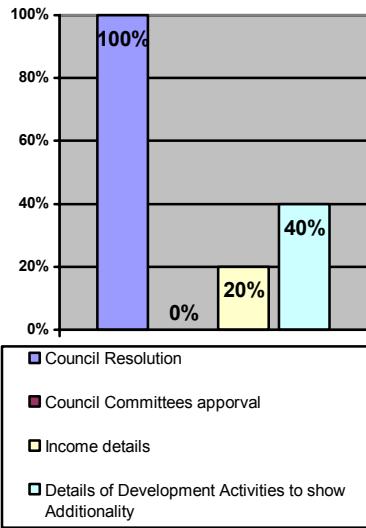


Figure 2: Position of Requirements met by the First Batch of TMAs

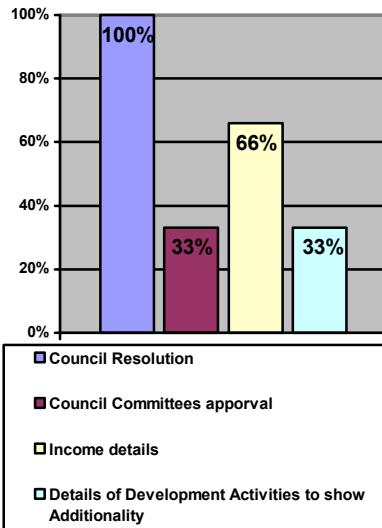


Figure 3: Position of Requirements met by the Second Batch

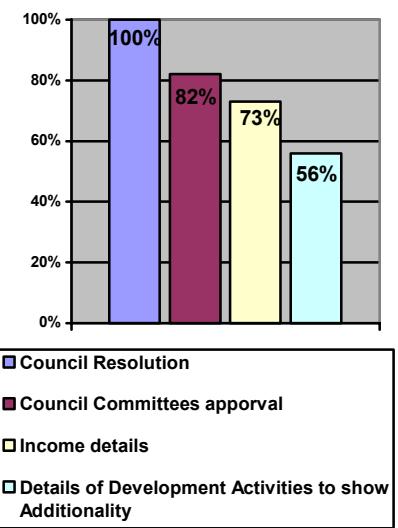


Figure 4: Position of Requirements met by the Third Batch of TMAs

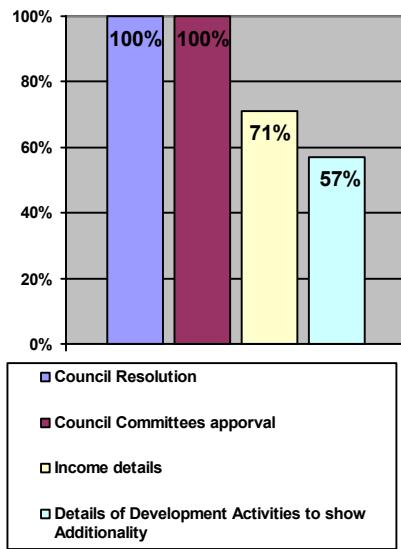


Figure 5: Position of Requirements met by the Fourth Batch of TMAs

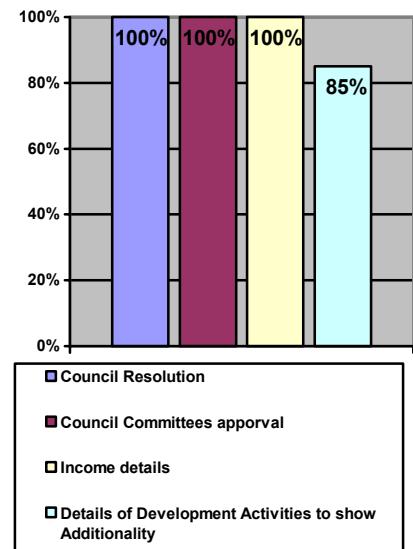


Figure 6: Position of Requirements met by the Fifth Batch of TMAs

Before analyzing the figures 1 to 6 above, it would be worthwhile to keep in mind the background of preparation of ASPs and the importance the PSU accorded to the requirements. Though it is evident that the TMAs realized that having their ASPs approved by their respective Councils was a categorical prerequisite in all cases, the relative low number of TMAs complying with other three requirements has more to do with the priorities assigned to these requirements by the PSU rather than the TMAs' unwillingness to comply with them. For example, for the first batch of TMAs that became eligible for the release of funds, the only one condition of having their ASPs approved by the Council was emphasized. This shows that the ratio of meeting the other three requirements among the later batches of TMAs was higher.

But again in the second batch the ratio of compliance with the last condition (Income Details) actually declined; while in the third and fourth batches, figures for last two conditions (Income Details and Development Expenditure Details) did not improve; which illustrates that the problem of capacity cannot be offset by only the willingness of political leadership to do the things. These particular aspects begged special attention towards capacity building. Therefore, the PO (IME) paid attention to working with the TMAs staff of last two batches and shared with them specific formats and sample ASPs. Although a systematic programme of capacity building of the TMA staff to assist them in the preparation of ASPs could not be launched, the efforts of the PSU helped officials from each subsequent batch of TMAs to improve their knowledge of the sector and thus the quality of the Annual Sector Plans consistently improved.

The process also improved the capacity of the PSU staff itself. The Programme/ Sector Officers had well-fitted into the dual role of administrative staff and consultants by leading the process of preparation of ASPs. It is also important to note here that whatever performance the TMA staff has exhibited in their plans, it is much better than what the PSU had initially expected of them. In fact, discounting all the shortcomings of ASPs against international standards, they are somehow presentable planning documents.

Council Committees

A majority of TMAs have involved their Council Committees in the preparation of their Annual Sector Plans. This requirement has strengthened these committees and increased the influence of their members. Most of these Committees have women members and they have also taken active part in reviewing the ASPs (see Table 4).

The involvement of Council Committees started with the presentation of draft ASP before them. Each Committee reviewed the plan and forwarded its recommendations, which were duly incorporated in the plan's modified version. After the Committees passed the plan, it was placed before the Council.

Council Resolution

The approval of the ASPs by the Taluka/ Town Councils is the last stage of the process. With this the ASPs receive legal status and the TMA concerned becomes eligible for release of funds. The mandatory requirement of getting the plans approved from the Council has also given the institution of Taluka/ Town Council its due importance. On the other hand, in the Talukas/ Towns where the political division is more intense, especially where both the Nazim and the Naib Nazim find it difficult to get-along, they could not have got the ASP passed from the Council without achieving some sort of political compromise. This all shows how the process has triggered off a variety of outcomes.

Use of DSSP grant as additionality

The issue of preference for rehabilitation of abandoned and extension of old schemes as against new ones can be viewed in the light of the TMAs financial positions and the development activities taking place within them during the last four years.

The Taluka or Town tier of Local Governments has generally received less attention in both the pre-and post-devolution eras. They have especially borne the financial crunch because of

the government's withdrawal of Zila Tax levied by Union Councils until the late 1990s. The history of releasing the share of Local Governments in General Sales Tax (GST) in lieu of Zila Tax has not been very encouraging. It is only during the financial year 2004-5 that the TMAs have received enough amount of GST to pay off their staff salaries and meet other non-development expenditure and still save some for development works. In this backdrop, the DSSP funds have proved a whiff of fresh air for the TMAs. The amount though not enough to meet all their development requirements in the sector, it still promises to leave positive impact upon the social indicators of the TMAs.

In most of the ASPs, the TMAs have clearly listed all the development works they are undertaking in the Taluka from their own sources, Annual Development Programme (ADP), and other programmes sponsored by the Province/ Federal Government (Table 2). Thus the ASPs show that all the DSSP funds have been used as additionality to the existing development outlays in the sector.

Table 2: Development expenditure for last three years and current allocation

TMA	Year	ADP	KPP	District ADP	Own Sources	SDSSP	Total
Gambat	2001-2	3,817,900	3,810,000		1,300,000		8,927,900
	2002-3	4,457,500	0		0		4,457,500
	2003-4	1,386,000	3,682,000		0		5,068,000
	Current Allocation	22,361,000				4,566,467	26,927,467
Kot Diji	2001-2	3,244,280	3,705,000		1,925,800		8,875,080
	2002-3	3,196,000	2,265,400		2,338,000		7,799,400
	2003-4	2,265,000	2,153,500		1,075,800		5,494,300
	Current Allocation	9,130,000			3,000,000	5,630,800	17,760,800
Thari Mirwah	2001-2						
	2002-3	4,904,900	2994011				
	2003-4	4543674	6407782				
	Current Allocation	3,000,000			6,465,000	5,163,348	14,628,348
Lakhi	2001-2	4,111,000	1,316,000				
	2002-3	0	2,782,000				
	2003-4	2,840,000	2,404,000				
	Current Allocation	7,250,000		6,000,000	4,050,000	4,748,373	22,048,373
Garhi Yasin	2001-2		2,655,600				
	2002-3	5,005,800	3,806,900				
	2003-4	6,886,400	2,935,900				
	Current Allocation	16,120,000			3,000,000	5,129,240	24,249,240
Larkana	2001-2						
	2002-3	9,648,000					
	2003-4	6,100,000					
	Current Allocation	82,000,000				6,976,729	88,976,729
Shikarpur	2001-2						
	2002-3						
	2003-4						
	Current Allocation	7,348,500				5,180,401	12,528,901
Mirpur Mathelo	2001-2				79,000		
	2002-3				197,000		
	2003-4				138,000		
	Current Allocation				1,558,000	4,481,198	6,039,198
Ghotki	2001-2				767,624		
	2002-3				1,347,332		
	2003-4				1,582,892		
	Current Allocation				1,625,171	5,709,067	7,334,238
Shah Bandur	2001-2	2,602,500					
	2002-3						
	2003-4						
	Current Allocation					4,600,574	4,600,574
Grand Total for the current year (2004-05)		147,209,500	0	6,000,000	19,698,171	52,186,197	225,093,868

Types of Schemes

Whether the TMAs used the conditional grant for rehabilitation of old schemes or invested it in new ones, they definitely provided a thorough justification for taking up each particular project. For example, TMA Kunri (District Umardot) preferred to invest all the funds on the construction of new drinking water storage tanks/ ponds in the villages of this mostly desert Taluka. The Nazim of Kunri himself met the Programme Director to convince him about the need of undertaking such projects. Without going into the details, the only fact that these new schemes will save people from walking to fetch drinking water from stagnant, polluted ponds tens of miles away from their homes provides adequate justification. Thus efforts of Kunri to provide the people of far-flung desert villages with potable drinking water through these ponds near their homes are well-received in the PSU.

Apart from this type of new schemes, most other initiatives involve extension and improvement of existing facilities or rehabilitation of abandoned projects. Out of the 31 TMAs, 16 have been used as sample to determine the types of scheme they have preferred to utilize the DSSP grant for. An amount of Rs. 88 million was released to these 16 TMAs and their utilization ratios are given in Figures 7 and 8 and Table 3 below.

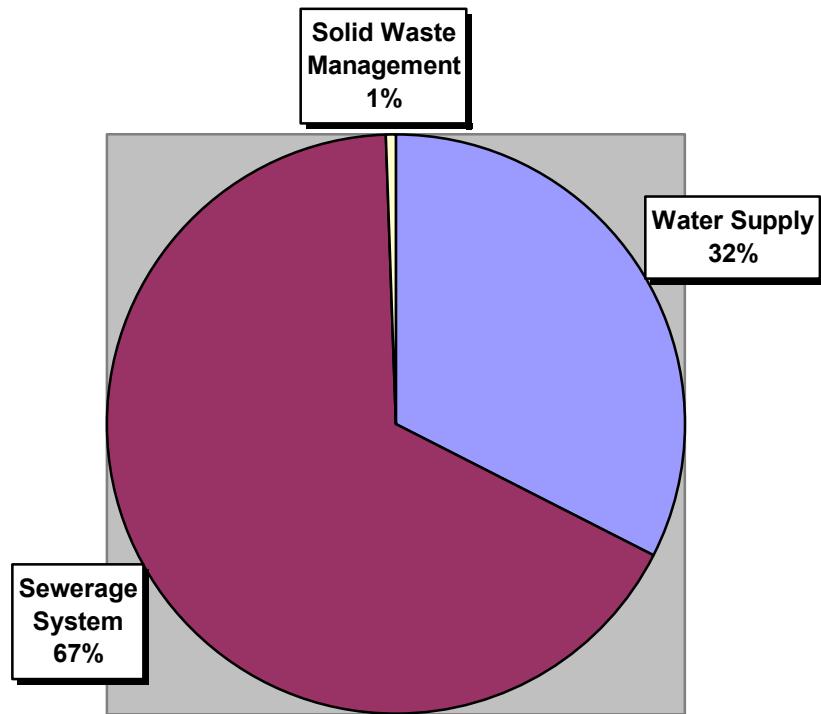


Figure 7: Ratio of expenditure on Water Supply, Sewerage System, and Solid Waste Management

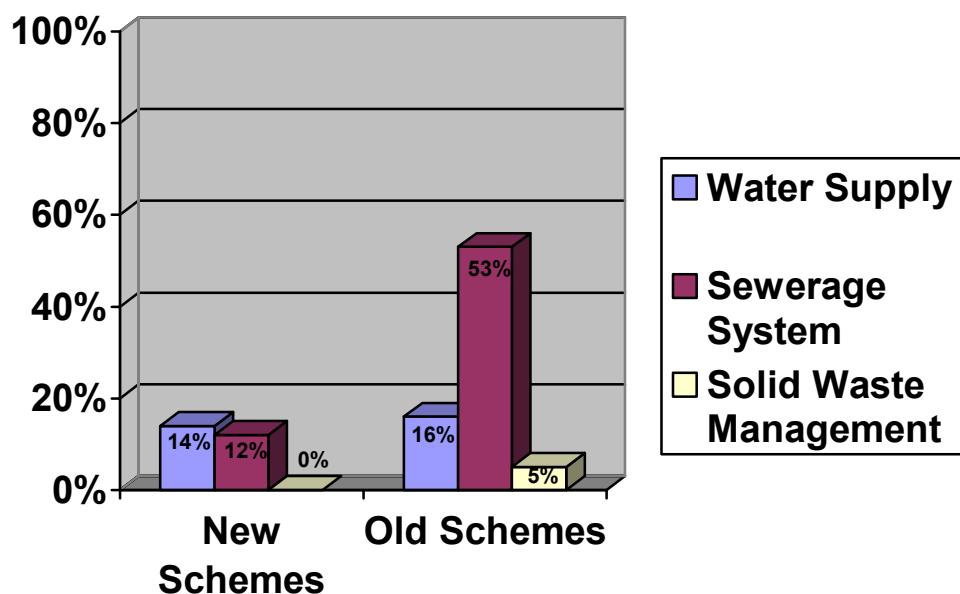


Figure 8: Proportion of amount spent on new and old schemes

Table 3: Details of the proportion of funds utilized in *new* and *old* schemes

Serial Number	TMA	Water Supply				Sewerage System				Solid Waste Management				Total
		New Schemes	Amount	Extension of/ improvement in existing facilities	Amount	New Schemes	Amount	Extension of/ improvement in existing facilities	Amount	New Schemes	Amount	Rehabilitation of abandoned facilities	Amount	
1	Dadu			8	2,990,000			7	2,710,000					5,700,000
2	Gambat					8	4,360,100							4,360,100
3	Ghotki							6	5,700,000					5,700,000
4	Hyderabad Rural			2	2,500,000			5	2,900,000					5,400,000
5	Johi			1	1,900,000	3	400,000	1	2,000,000	1	900,000			5,200,000
6	K N hah	1	2,673,000					1	2,500,000					5,173,000
7	Kandiaro					4	3,000,000	4	3,600,000					6,600,000
8	Kot Diji							10	6,900,000					6,900,000
9	Kunri	23	4,752,000											4,752,000
10	Mehar			1	1,000,000			5	4,900,000					5,900,000
11	Mirpur Mathelo							4	4,550,000					4,550,000
12	Samaro	1	1,200,000	2	1,510,000	4	1,924,000	2	700,000					5,334,000
13	Shah Bunder				1	3,010,382			1	4,000,000				7,010,382
14	Tando Allahyar	1	1,550,000	1	550,000			5	3,460,000	1	600,000			6,160,000
15	Thari Mirwah					1	1,749,000	4	3,400,000					5,149,000
16	Umarkot	1 2	3,000,000	1	1,959,000	1								4,959,000
Grand Totals		38	<u>13,175,000</u>	17	<u>15,419,382</u>	2 1	<u>11,433,100</u>	55	<u>47,320,000</u>	2	<u>1,500,000</u>			88,847,482
		Total amount spend on water supply: <u>28,594,382</u>				Total amount spend on water supply: <u>58,753,100</u>				Total amount spend on water supply: <u>1,500,000</u>				

Overall Impact of Preparation of ASPs

With the release of funds to the first batch of nine TMAs, the programme set the pace engendering a process of healthy competition among the local governments. On the whole, it launched both the TMA and PSU staff onto a course of social and intellectual stimulation.

Involvement of Participatory Planning

The involvement of Council Committees in the process of preparation of ASPs underscores the existence of participatory planning at the grass-roots levels. Specific examples are as under.

Council Participation

It was practically the first time that the Council and its Committees received their due importance from a higher-level provincial forum, such as the Provincial Steering Committee (PSC) of the Programme, which is headed by the Additional Chief Secretary (Planning). Thus by empowering the Council and its Committees, the process promises some positive and sustainable outcomes in the area of institutional development.

Gender Participation

Another important achievement the process precipitated has been the increased involvement of women members in the affairs of the TMAs. The TMA Nazims were taken into confidence to enabling adequate representation of women members in Council Committees and involving them in its deliberations. Without the incentive of conditional grant, this achievement would still have appeared a far-off shot, but the process has strengthened the role and representation of women in the Council and its Sub-Committees – a step forward to achieving the lofty objective of empowerment of women.

The conditional grant proved incentive enough to cause the participation of lady councilors in the deliberations of the Council Committees. Where there was no women representation in these Committees, the Nazims took no time to nominate one on such committees. However, the ground realities also play their role. In some TMAs the special women seats are still lying vacant owing to the want of contestants. In such cases, the same women members were nominated to sit in more than one committee simultaneously. However, in spite of these problems, performance of women members has been second to none and at least four TMAs have one of their committees headed by women members.

Development of an inherent monitoring system

Strong Council Committees will also contribute to institutionalizing a reliable monitoring framework. The Committees can on the spot determine whether key activities are being carried out as planned and are achieving the desired results or not.

Council Committees of 13 Sample TMAs

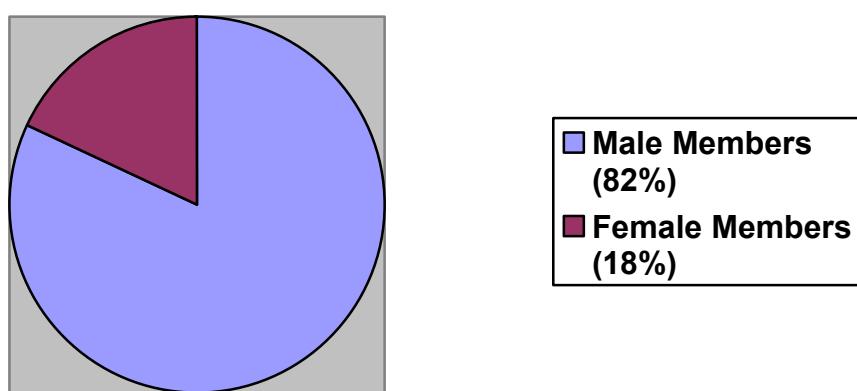


Figure 9: Ratio of Male-Female Representation in Council Committees

Table 4: Council Committees and their formation

TMA	Name of Committee	Total Number of Members	Lady Members
Shahdadpur	Accounts Committee	6	1
	Monitoring Committee	5	0
Sobhodero	Accounts and Development Committee	4	1
Lakhi	Accounts Committee	4	0
	Finance Committee	3	0
	Infrastructure and Services Committee	4	1
Garhi Yasin	Accounts Committee	4	0
	Infrastructure and Services Committee	4	0
	Planning and Development Committee	4	1
Umarkot	Development Committee	5	1
	Finance Committee	6	2
Johi	Infrastructure Committee	5	1
	Regulation Committee	4	1
	Finance Committee	5	1
K N Shah	Development Committee	4	0
	Accounts Committee	4	0
Mehar	Finance Committee	4	0
	Development Committee	4	1
	Sanitation and water supply	5	0
Ubauro	Development Committee	4	2
	Finance Committee	4	2
Mirpur Mathelo	Development Committee	4	1
	Finance Committee	4	1
Ghotki	Sanitation Committee	6	1
Thatta	Finance Committee	5	1
	Infrastructure Committee	4	1
Badin	Finance Committee	2	1
	Works Committee	5	0
		122	21

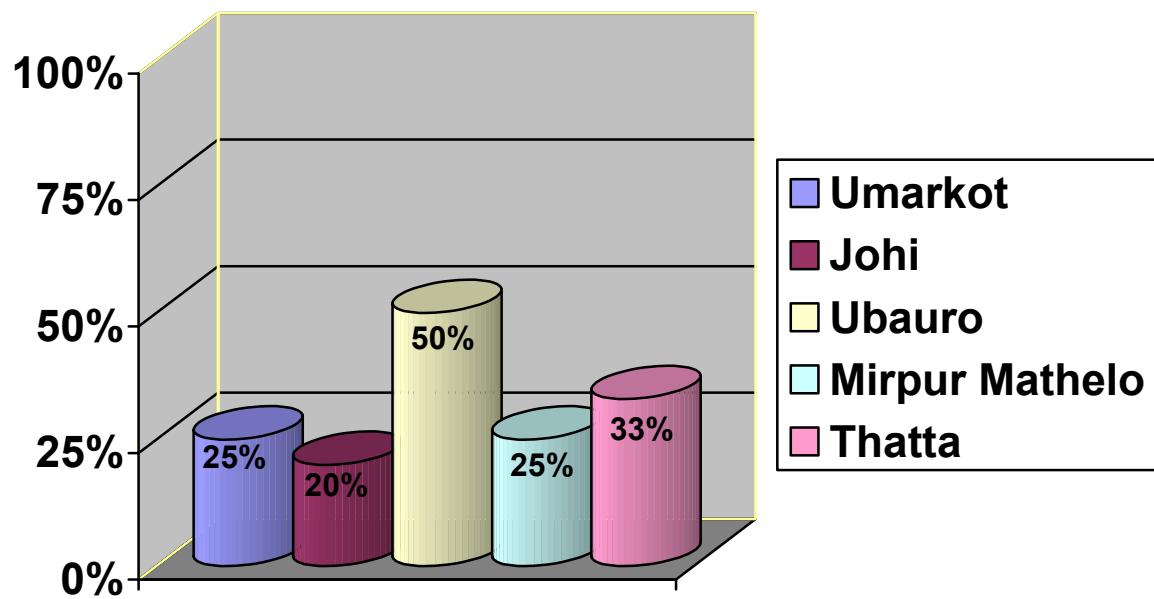


Figure 10: Taluka-wise percentage of women in the Council Committees

Public-Private Partnership and Involvement of CBOs

In the Water and Sanitation Sector, Village Development Associations (VDAs) have been involved in the management and maintenance of facilities since early 1990s. The first VDAs were formed as a result of the World Bank-assisted Rural Water and Sanitation Project. However, the SLGO very succinctly puts down the schema of involvement of community through civil society organizations. The defunct Public Health Engineering Department transferred the administration of VDAs to the TMAs as a result of the post-Devolution restructuring of functions. The Government of Sindh has continued to support the VDAs by making annual allocations to support the O&M of existing schemes being managed and run by the VDAs.

In the year 2003-04, the Provincial Government allocated an amount of Rs 106,660,300 for VDAs in the TMAs. However, the Government more than quadrupled the overall amount (Rs 488,329,000) set-aside for the TMAs in the next financial year with substantial increase in the VDA component. In addition, the government has started to directly transfer the VDAs' share to their respective TMAs' Local Fund Accounts, which confirms the provincial government's commitment to strengthening both the civil society organizations and local government institutions.

TMA	Water Supply				Sewerage System			
	Total Number of Operational Schemes	Non-operational Schemes	Managed by TMA/ UA	Managed by VDA	Total Number of Operational Projects	Non-operational schemes	Managed by TMA/ UA	Managed by VDA
Kandiaro	3	2	4	1	23	0		12
Thari Mirwah	2	10	2	1	5	3		2
Shahdadpur	NA	2	1	7				
Larkana					25	12		
Shikarpur	13	5		2	7	1		
Kunri	12	1	5	7	5	0	3	1
Samaro			5	4			2	
Dadu	3							
Johi	15	10	9	16		4	2	2
K N hah	22	9		6	11			5
Mehar	9	10		7		12		6
Ubauro		3		1	5			
Mirpur Mathelo	4	3			11	2		
Rohri	22			5	5	2		
Ghotki		6			6	1		7
Thatta	31			31				7
Shah Bunder	2	3				1		
Badin	11			3				
Hyderabad Rural								18

Table 5: Role of the Community – Management of WSS facilities by VDAs

Conclusion

The process of preparation of sectoral plans has brought forth a rare window of information into working of TMAs. Many issues that hitherto have not been considered in a wider perspective both at policy-making and grass-roots levels have come to notice.

By and large the target of getting a majority of TMAs to prepare their ASPs materialized and the greater part of them have received their share of the conditional grant. This paper reviewed the main areas and types of schemes in which the TMAs chose to invest the SDSSP funds. It also highlights the major steps involved in the preparation of ASPs and also deals with the issue of local material and human capacity.

The TMAs of rural areas have utilized the major chunk of the conditional grant on rehabilitation/ expansion of their crumbling sewerage system. This shows that the rural TMAs consider the maintenance of sanitation system their most pressing problem. However, the solid waste management aspect of the sanitation sub-sector has not received due attention from the rural TMAs only because of lack of knowledge. It is important to sensitize them to the benefits of attending to this aspect. A comprehensive SWM policy along with proper funding would be a critical requirement of time.

Although the non-urban TMAs are not fully self-sufficient in the availability of potable drinking water, they consider this a problem because of the availability of subsoil sweet water—the fact which is the prime cause of the failure of many water supply schemes in the rural areas. However, potable drinking water is the number one priority of the TMAs located in the desert and arid zone. In such cases almost hundred per cent of the conditional grant went to building drinking water reservoirs. Nevertheless, it is clear from the foregoing that the main thrust was for improving/ rehabilitating old facilities. In addition, the TMAs stuck in letter and spirit to the Programme conditions as laid in the MOUs, especially of using the conditional grant as additio

The process promises various types of direct and indirect outcomes. That the ASPs had to be prepared in consultation with the Council Committees and finally passed by the Council itself through a proper Resolution will precipitate the process of entrenching the Councils as the mainstay of political and democratic norms. It will also further the process of accountability towards public through their representatives.

Although the government has already been committed to strengthening the role of civil society organizations in the management of lower tiers of government, the requirement of increasing the role of CBOs in the affairs of TMAs improves the prospects of VDAs as the appropriate interface for public-private partnership. The TMAs have been informed about reviving non-functional VDAs and establishing ones where no VDAs exist. Active VDAs will improve local ownership and accountability.

A word for the PSU staff too would not be out of place here. It was because of the untiring efforts of the Programme Director and his Programme/ Sector Officers that most of the Tranche conditions were met. The fact that the PSU staff could perform this well sans the assistance from much-hyped and so dearly-acquired consultancy services needs much introspection on the part of policy-makers in the country and within the international donor organizations. If only the procurement of consultancy services could be rationalized and consultants hired only to meet extremely unavoidable situations and a small proportion of the exorbitant consultancy charges thus saved could be invested to ‘humanize’ the remuneration the staff working for development projects and programmes receives in the country, especially in Sindh, the end costs and results for this poor nation would be different.

In the end, looking to the enthusiasm the process has generated, the positive and sanguine hopes for the future of the province permeate one’s mind. Sindh Devolved Social Services Programme will prove a giant leap for the Province towards improving its social indicators and achieving the global development targets.