



# Lessons from DFID water and sanitation programmes in India

*Supporting change through a portfolio of projects*

## Introduction and scope

This is one of a series of briefing notes that summarize lessons from DFID water and sanitation (WS&S) programmes in Bangladesh, India, Nepal and Pakistan. The DFID document 'Water and Sanitation in Asia' (2005) highlighted the need for regional lesson learning from DFID supported WS&S projects, focusing particularly on governance issues. This is also the aim of this series of briefing notes, including the highlighting of innovative approaches of wider interest to DFID, its partners and other professionals in the sector.

This paper provides an overview of DFID support to both urban and rural sanitation in India. For DFID rural sector programmes, it includes findings from support to the Water and Sanitation Program (WSP), to UNICEF, and the long term view on reforms in Maharashtra state. In the urban sector, DFID-supported capacity development programmes and the evolution of DFID's urban poverty programmes are considered.

The paper takes a longer term perspective on interventions and projects in India. This is important because developing and implementing new approaches and government reforms often take a long time. Key emerging lessons on supporting these reforms and project developments are provided.

It is clear that DFID India has effectively supported change and reform in WS&S in India through a wide variety of programmes over many years. Building on the lessons of previous and current programmes is important for future actions by all partners.

## Headline lessons from India for supporting change

- *Developing relationships of trust and accountability* between different tiers of government and service providers, regulators and users is key to successful reforms.
- *A carefully designed mix of interventions* supported by all partners can be effective at supporting change in the sector.
- *Carefully planned communication strategies* are required as policy dialogue with national government calls for different approaches to working at the district or municipal level.
- *Good leadership by local partners* is necessary for effective responses to senior government officials and can be complemented by strategic external inputs.
- *Incentives for reforms* must be right for the adoption of reform principles. A well designed Memorandum of Understanding (MoU) can set out the obligations and incentives for change, taking into account user requirements, particularly for the poor.
- *Effective information and technical assistance* can be important instruments of policy change, where credibility has been established.
- *Progress achieved on decentralization* has a direct impact on reforms and improvements that can be achieved at the local level.
- *Implementing innovative pilots and scaling up* are two different processes, therefore it is not possible to automatically replicate pilots. The pilot principles may remain but the mechanisms for scaling these up can be very different.
- *A focus on change management* can promote acceptance of change and have an 'unfreezing' affect on people's resistance to change.



## The India Context

India has had sustained economic growth since 1980, with the poverty rate falling from around 50% to one in four of the population. Still one quarter of the world's poor live in India.

Despite its economic robustness, concerns about governance have led to the 10th Five Year Plan (2002-07) introducing improvements to transparency, accountability and efficiency in all levels of public administration.

Figures by the Government of India (GoI) for urban access to safe water rose from 82% in 1991 to 90% in 2001. For piped water, coverage in 2001 is 74%, less than the Millennium Development Goal (MDG) target of 86.5%. Rural access to safe water has increased from 65% in 1990 to 90% in 2001, with the target firmly in sight for 2007. There is still a long way to go in terms of sanitation however. Figures for urban coverage were 61.5% in 2001 compared to 43% in 1990. Rural access to sanitation increased from 5% to 20% over the same period, which falls far short of the MDG target of 53%.

However, coverage data reflect access to infrastructure rather than service provision, and do not reveal if infrastructure is functioning and being used.

GoI is committed to water and sanitation service delivery through its 8th, 9th and 10th Five Year Plans, the latter calling for 100% water and sanitation coverage.



**Change Management Forum members and invitees.**

## DFID's Country Plan and Sector Strategy

The 10th Five Year Plan provides the basis for DFID-India engagement. The key objectives of DFID's India Country Plan are:

- more integrated approach to tackle poverty in focus states;
- improving access for poor people to better quality services; and
- promoting an enabling environment for sustainable and equitable economic growth.

Interventions in WS&S have continued to be a part of DFID's overall Country Plan. It has provided funding to a wide range of sector programmes and studies with multi-lateral, government and non-governmental partners. Key to all DFID programmes are the principles of reducing social exclusion and improving governance.

DFID's current sector strategy is to support improved access of poor people to sustainable water, sanitation and hygiene services. This is being achieved through a number of programmes including implementation support to the Government of India's substantial Swajaldhara and Total Sanitation Campaign (TSC) programmes in the rural sector. *Swajaldhara* entails villages and districts applying directly to GoI for 'demand-responsive' water supply schemes. In the urban sector, the GoI has recently announced the Jawaharlal Nehru National Urban Renewal Mission, with a large funding allocation. This mission has water and sanitation as one of its areas of support and the challenge is how DFID and other donors can assist states to draw upon those funds most effectively.

### Rural water supply and sanitation (RWSS) programmes

DFID-India has provided extensive support for rural WS&S since the early 1990s, starting with a large, multi-village, piped water schemes project in Maharashtra state. More recently its rural sector support is through UNICEF and the World Bank Water and Sanitation Programme (WSP), the water and sanitation project in Orissa through Save the Children Fund (SCF), and the Karnataka watershed project. It also funded World Bank studies on the rural water sector and water resources management, as well as a five project study of community participation in water and sanitation. Targeted training programmes have been provided. Such interventions have contributed to lesson learning and reforms in the rural sector.

### Rural sector overview

The GoI aims to meet and exceed the Millennium Development Goal (MDG) targets, particularly for drinking water. The Rural Sector Reform Programme (SRP), introduced in 1999, aimed to scale up community-led water supply and included the following elements:

- a demand driven approach to ensure local participation in planning and management with village level capacity building;
- a shift in Government's role from provider to facilitator;
- streamlining agency functions for integrated service delivery;
- partial capital cost sharing and full operations and maintenance (O&M) cost sharing by users; and
- conservation measures of rainwater harvesting and groundwater recharge.

Although this policy change has been slow, new comprehensive *Swajaldhara* guidelines in 2003 provided roles for State and local government institutions. All RWSS funding will be under the reform approach, channelled through the Swajaldhara and Total Sanitation Campaign (TSC) programmes. WSP and UNICEF have contributed to these reforms, with evidence of good progress achieved in Maharashtra, Andhra Pradesh and Kerala.

### Support to WSP for rural water and sanitation 1999-2004

DFID has supported rural sector reforms through the WSP project 'Translating RWSS Policy Reforms into Reality: a Strategy for Change' (1999). Its main components were to promote an enabling environment for RWSS reforms at GoI and State level, to build institutional capacity and to pilot reforms for later replication. WSP reform project outputs are summarized in Table 1.

**Table 1. WSP support to rural sector reforms (1999-04) – project outputs**

| <b>Project Purpose</b>  |
|---|
| To build capacity in central and state government to improve the quality of RWSS service delivery & achieve sustainability of investments |
| <b>Purpose Indicators</b>   |
| More effective institutional model for cost recovery & demand-driven service delivery developed   |
| Capacity built amongst key decision makers in states  |
| Increased decentralized decision making in the implementation of RWS projects   |
| All eligible and willing villages in selected districts...taken up for implementation under 'new approach'                                |
| States adopt policy and institutional reforms and implement DRA, mainly to the poor   |

DFID's support to WSP has resulted in effective engagement with policy development and high level sector reform in RWSS. This enabling environment transcends a narrow sectoral focus, resulting in service improvements, although much still needs to be done.

#### **WSP's approach to supporting reforms**

Since 1999, the reform process has demanded flexibility by WSP in response to emerging sector needs and lessons learned. Importantly, WSP-SA has placed RWSS reforms in the context of the government's decentralization policy.

WSP programme advocacy has focused on incentives for cost effective and equitable service delivery and the community's ability to express demand and access appropriate services. Maharashtra was a natural choice as the WSP programme expanded, as the state government was amenable to reform (see Box 1).



### **Box 1. DFID support to rural sector reforms in Maharashtra state**

Over a period of 14 years, DFID, its consultants and partners have provided many strategic inputs to sector development in Maharashtra. This state is now probably the most advanced in India in terms of RWSS reforms. Able Government of Maharashtra (GoM) senior staff are critical to these changes, being willing to collaborate with development organizations.

#### **Initiatives related to the Maharashtra Rural WS&S Project (1990 – 97)**

DFID funded three large, multi-village, piped water schemes serving more than 400,000 people in three districts. Such large schemes were favoured by the state water board. Concerns about their sustainability, in terms of water source reliability and high pumping, treatment and O&M costs were addressed by DFID through dialogue about institutional solutions that could be effected.

After the project, the DFID-funded schemes provided successful service levels and cost recovery, although water source reliability was problematic. It was clear that such large schemes were too expensive and not appropriate for state wide rural water services. DFID engaged in policy dialogue with the State Water and Sanitation Department about more suitable future low cost community-based projects.

DFID successfully used a variety of means of promoting change as part of an ongoing strategic dialogue including: study tours, focused workshops and meetings, training programmes, use of specialist international and local consultants and joint project reviews.

#### **Outcomes from cancellation of the Mahapani Rural WS&S project (1999)**

DFID funded the development of a proposed new Mahapani Rural WS&S project proposal for four districts in Maharashtra. Following a review, DFID decided not to fund the project, primarily due to concerns about state policies on water allocations and subsidies. Despite GoM disappointment, the project's cancellation and the findings of a DFID-funded institutional review led the GoM to reassess their policies and initiate further reforms.

#### **Support to reforms and project development by WSP (2000 – 04)**

As part of a national rural water and sector reform project funded by DFID, WSP has effectively supported reforms in both rural water and sanitation. One major reform has been the substantial restructuring of the state water board, the MJP, which formerly took a top down approach to building expensive infrastructure in rural areas, with questionable sustainability. Elements of the Total Sanitation Approach have also been adopted in the state sanitation strategy.

WSP had a substantial input to the design of World Bank-funded RWSS project in Maharashtra which incorporates sector reform principles to some extent.

#### **Evidence of influencing policy**

An independent evaluation (Colin et al., 2004) concluded that WSP has contributed to a number of policy developments, the most significant being the MoU concept, which has changed radically the policy framework for sector reform. The Nirmal Gram Puraskar, which offers cash to communities that achieve 100% sanitation, was also informed by exposure of government officials to the Community Led Total Sanitation Approach in Bangladesh, facilitated by WSP.

#### **Development of a new WSP reform support programme**

A DFID proposal 'Supporting national, state and local reforms in water and sanitation in India' is being developed for WSP South Asia to implement from 2006 to 2009. The proposed support programme has four main outputs:

1. strengthening the central enabling environment and incentives for reform;
2. design of comprehensive water, sanitation and hygiene sector transformation plans at State level;
3. supporting States in sub-sector reforms and service provision at local government level; and
4. strengthening the knowledge base and information flows for improved service delivery and reforms.

Assistance will be provided to both the rural and urban WS&S sectors.

## Support to UNICEF for rural sanitation, hygiene & water supplies

UNICEF is one of DFID's main partners for its country water and sanitation programmes around the world. DFID is funding UNICEF programmes in Nigeria, India, Bangladesh and Mozambique. The Water and Environmental Sanitation (WES) programmes of UNICEF generally have good comparative advantages in terms of:

- linkages and synergies with its child health programmes (a DFID priority);
- the ability to do both relief and development work as the situation demands;
- long term support and experience in WES programmes in many countries;
- outreach and presence in many regions and links with government; and
- the technical and community development experience of many of its staff.

These factors have also applied to the UNICEF WES programme in India. DFID has funded two substantial UNICEF Child Environment Programmes that focus on rural sanitation, hygiene and water supply (1999 to 2003 and 2004 to 2008.)

### UNICEF – GoI Child Environment Programme (CEP) Phase I (1999 – 03)

The UNICEF CEP Phase I operated in 14 states, out of which 10 were partly funded by DFID and/or SIDA. A major focus in the first phase was the development of replicable technical options and institutional models, as is evident in the following project outputs:

1. School hygiene education, sanitation and water supply
2. Women and child friendly toilet options that are affordable
3. Alternative protected water supply options that are community friendly and sustainable
4. Models for integrated water supply, sanitation and hygiene education in rural districts
5. Effective government IEC strategy.

The first three outputs have been partially achieved. There have been a number of specific successes such as widespread adoption by state governments of UNICEF technical designs and some effective sanitation and hygiene promotion work. Progress on the last two outputs listed above was hampered as some states revised their strategies as part of the ongoing sector reform programme.

### UNICEF – GoI Child Environment Programme Phase II (2004 - 08)

The need for the UNICEF CEP to engage more with the rural water and sanitation sector reform process that is currently underway was identified at the end of the Phase I programme. This is reflected in the project design for the UNICEF CEP Phase II programme. (UNICEF, 2004).

UNICEF in India is undergoing internal transition from its highly decentralized state teams to more of a matrix management arrangement. This should enable a more common approach to supporting reforms. The specific focus and purpose of the UNICEF CEP Phase II is to:

*'Support government to improve access to, use of and control over safe water and sanitation, and to improve hygiene, achieved through operationalization of sector reforms in 14 states'.*

Key programme outputs relate to improved hygiene practices through the GoI's Total Sanitation Campaign, and improved equity and sustainability of water supplies through the Swajaldhara programme. This UNICEF programme is an important means of demonstrating that the GoI reform programmes work at a larger scale in many states.

The challenge for UNICEF is to collaborate with government institutions, WSP and other stakeholders, so the UNICEF CEP interventions on the operationalization of sector reforms effectively complement the work of those other stakeholders. To this end, the use of sufficient people with institutional and facilitation skills and knowledge is necessary.

## Urban Sector Programmes

### Urban sector overview

India has an urban population of more than 300 million and a reported annual growth rate of 3.0%, with much higher growth in poor settlements. Substantial investments and reforms are required to meet current and future water and sanitation needs.

Over the past 15 years, DFID-India has been opportunistic in its support to such reforms. It has funded:

- the potential for urban water Public Private Partnerships (PPP) in India, by the World Bank;
- a World Bank study on the urban water sector in India;
- a PPP study for the more progressive Chennai Metropolitan Water Board;
- the Ganga Action Plan cost effectiveness study; and
- a review and proposal for scaling up reforms in the urban and rural sectors.

The pace of reform in the urban water sector has been slow to use the private sector and in the autonomy given to utilities and water departments. Consequently service levels have not kept pace with urban growth.

DFID has provided substantial funding to urban poverty projects, which have had significant water and sanitation components for city slums and informal settlements.

DFID also funded the first phase of the Calcutta Environmental Management for Sustainability Action Plan (CEMSAP), and an initial pilot and project development phase of the Gomti environmental sanitation project in Lucknow in Uttar Pradesh.

The Gomti project had two quite different objectives of reducing both sewage pollution levels in the river and health hazards for the urban poor due to inadequate sanitation. A lack of agreement about priorities led to DFID not funding this. These two objectives required very different approaches and were likely to have been difficult in a state that had clear governance problems and local stakeholders with different interests and perceptions.

## Capacity development programmes

DFID has provided support to capacity development in the urban sector from the 1990s until 2004, through training courses on: groundwater management, water resources, solid waste management and urban and rural project development.

The long running MDSUPHO course was a management development programme for senior engineers and administrators, with an innovative four phased approach to enable participants to reflect on effective management practices:

*Phase I* – Three week management development course in the UK (later transferred to ASCI, Hyderabad), including local utility visits and institutional development plans.

*Phase II* - A week long field leg for joint institutional appraisal of the urban WS&S services of a city in India.

*Phase III* – Implementation of institutional development plans at the work place noting achievements and constraints.

*Phase IV* - A final session at ASCI to review experiences on implementing plans, a utility management simulation exercise and assessment of reforms at the local utility.

Participants felt unable to implement reforms against strong organizational resistance to change. In response to this, project partners developed a detailed proposal for The Change Management Forum (CMF) for the urban water sector (2000 – 04).

The programme complemented other government and donor reform initiatives and was well received by senior officials. A carefully designed mix of interventions was developed in collaboration with key partners. Good leadership by ASCI was key to effective engagement with senior government officials at national and municipal level. This was complemented by strategic international inputs.

Change management has now been used in the DFID Kolkata Urban Services for the Poor project, where a Change Management Unit (CMU) manages the project. Such a focus can promote acceptance of change as normal and have an ‘unfreezing’ effect on people’s resistance to change.

## Box 2. Change Management Forum for Urban Water and Sanitation, India

### Project partners, processes and outputs

CMF was a partnership initiative to support reform in the sector. The purpose of the CMF programme was:

*‘To develop a cadre of sector managers and sector trainers who are aware of and committed to change management in the sector with a focus on a new commercial and consumer orientation’.*

An MoU for the CMF (2000-04) was signed between the main project partners: the Ministry of Urban Development and Poverty Alleviation, Administrative Staff College of India (ASCI), WEDC, Loughborough University, IWE Cranfield University and DFID. This set out the respective roles for each partner in relation to the project outputs listed below.

The CMF secretariat was set up in ASCI, Hyderabad, who reported to the Ministry, with proactive support from WEDC and IWE. A flexible and collaborative process was used to develop the programme and an Advisory Board was utilized as a sounding board for new ideas. At the first key event mayors and commissioners of 25 selected municipalities signed up to participate in CMF events. As part of a pilot programme the following complementary outputs were achieved:

**Output 1:** Increased awareness and commitment to change and management development achieved through the CMF and its interrelated activities, such as:

- change management seminars for policy makers;
- good quality editions of the ‘Change Management Times’ newsletters with a wide range of articles distributed to over 2000 key sector stakeholders;
- theme-specific study tours;
- dissemination of information on best practices and key knowledge resources;
- networking with other training and research institutes;
- benchmarking for water and sanitation in municipalities; and
- advisory services to senior government officials and participating municipalities.

**Output 2:** A well targeted and effective senior management development programme (a refined MDSUPHO course) transferred to an Indian training institution (ASCI).

**Output 3:** Support was provided to engineering colleges and the Urban Ministry in developing other effective management development training programmes. The approach to capacity development of bringing together the demand side (municipalities/utilities) and the supply side organizations (such as regional/engineering colleges) to determine appropriate capacity development programmes, has been well received in the pilot phase. 25 senior staff from regional colleges were trained alongside MDSUPHO course participants.

**Output 4:** Extensive targeted training resources were developed and disseminated, including a CMF training resources CD.

### Assessment of CMF

A survey of Mayors and Commissioners who participated in the CMF revealed that the respondents were genuinely very positive about it as a means of promoting and supporting change in the sector. The CMF also had some success in promoting specific initiatives such as moving towards 24 hours, 7 days a week water supply and lower connection charges for the poor. Overall CMF can be seen as an effective catalyst for change and therefore successful in its mission.

Concerns were expressed about the limited resources of the CMF and its longer term sustainability. A proposal for an expanded CMF Phase II that would work in specific states/regions was developed. Unfortunately, at the time DFID and other donors in India were not willing to invest in such urban water sector reform. Nonetheless, CMF is an approach that can be adapted or replicated to facilitate change along with other reform initiatives.

### **The evolution of DFID's urban poverty programmes in India**

During the 1980s and 1990s DFID-India had an extensive portfolio of projects aimed at improving urban services for the poor, with substantial water, sanitation and drainage components in cities such as Hyderabad, Visakhapatnam, Indore, Cuttack and Cochin. Initially these projects were managed by the DFID Slum Improvement Office, which later became the Urban Poverty Office reflecting DFID's increasing focus on poverty. Key features of such programmes included:

- project development with municipal authorities and other stakeholders;
- participatory assessment and planning with poor communities, working with civil society;
- targeted consultancy inputs to support new approaches and areas for municipal improvements;
- improved services such as water supply, sanitation, solid waste management, drainage using appropriate designs; and
- addressing some governance issues as a means of improving the prospects for sustainability.

Previous DFID urban poverty projects have delivered many benefits, but they were not designed to address the wider municipal governance problems that are common in India. The latest generation of DFID urban services projects in Andhra Pradesh, Kolkata and Madhya Pradesh have a much greater emphasis on municipal reforms, in the context of the decentralization process. Box 3 is a summary of the ongoing Andhra Pradesh Urban Services for the Poor (APUSP) that began in 2000.

The Kolkata Urban Services for the Poor (KUSP) and the Madhya Pradesh (MP) Urban Management Programme are DFID projects that are similar in their scope to the APUSP, although the KUSP eight year long project has an additional output of promoting economic development. It is therefore addressing all the main objectives of DFID in India.

The KUSP and MP projects are relatively new, so it is too early to draw conclusions on their progress, but it is hoped that they will repeat the successes of the Andhra Pradesh project.

### **Box 3. Andhra Pradesh Urban Services for the Poor Project (APUSP)**

#### **Project components and processes**

The project purpose: *The poor in (32) class 1 towns of Andhra Pradesh (AP) benefit from improved access to more appropriate and sustainable services.*

The APUSP has three linked and complementary components:

- C1 *Focus on municipal reforms* for example: strengthening of municipal finances in terms of planning, budgeting, accounting and revenue collection; improved municipal governance and accountability to the poor and better management of O&M of infrastructure. A key tool used for the reforms is MAPP (Municipal Action Plan for Poverty Reduction).
- C2 *Provision of infrastructure services in identified poor settlements* including: water supply, drainage, sanitation, roads and footpaths, solid waste management and street lighting.
- C3 *Strengthening civil society* to enable them to become partners in city management and governance, as well as participation in planning and prioritization of projects.

The seven year project is managed by a Municipal Strengthening Unit (MSU) and an Appraisal and Monitoring Unit (APU) in the Department of Municipal Affairs & Urban Development in the AP state government. External technical assistance from GHK consultants and others has been gradually phased out as local capacities have developed.

Each town has prepared a MAPP, which is a comprehensive plan setting out their proposals for municipal reform, performance improvement and environmental infrastructure. Key features of the MAPPs are:

- a statement of need and potential for improvements in the working of the municipality, linked to the municipal budget cycle;
- proposals for staff development, improved service delivery and O&M, and enhanced financial performance;
- development through participatory processes, thereby including the poor in municipal decision making; and
- it is an instrument for the convergence of funds and resources from various sources.

Hygiene promotion has also been undertaken to enhance the project benefits. The project has performed well and will achieve most of its targets by its completion.

#### **Project achievements to date**

Initially the MAPP process was intended to be linked to a challenge fund, but the 'challenge' aspect of this approach proved to be difficult for local stakeholders. The MAPP process however, has been very effective and has been adopted by the proposed new World Bank Municipal Reform and Services Project in AP. Other project achievements (up to 2005) are:

- Revenue Improvement Action Plans (RIAPs) are being implemented in all municipalities and have already increased tax revenues;
- the policy commitment to spend 40% of net municipal funds for the benefit of poor communities;
- poor groups have improved access to services;
- the project has successfully influenced state level policy through effective pilots; and
- the public private partnership programme (UPADHI) for enhancing livelihoods of the urban poor is being scaled up across the state.

Source: DFID APUSP performance review (2005), and Government of AP fact sheets

## Key Emerging Lessons

Key lessons emerging from DFID's long term support to the WS&S sector in India are set out below. The lessons are drawn from the wide diversity of projects described in this paper, as well as policy documents and discussions with DFID staff, partners and consultants.

### Supporting reforms

*Developing relationships of trust and accountability* between different tiers of government and between service providers, regulators and users is key to successful reforms (The World Development Report, 2004 provides detailed exposition of this framework).

*A carefully designed mix of interventions* can effectively support change in the sector, in collaboration with project partners. Intervention options may include support for:

- comprehensive plans for reforms and service improvements (e.g. MAPP);
- new policy instruments (such as MoUs between different levels of government);
- forums for change (e.g. CMF);
- well prepared national and state level workshops or seminars;
- strategic staff placements within government;
- theme specific study tours;
- targeted consultancy inputs;
- publishing good quality notes on reform initiatives;
- commissioning diagnostic studies;
- well designed capacity development programmes;
- dissemination of information on best practices and key knowledge resources;
- support to benchmarking; and
- networking of institutions with common interests.

*Dialogue on new policies and reforms* at national level usually requires quite different approaches compared to dialogue at the local district or municipal level. Communication strategies therefore need to be carefully planned.

*Good leadership by local partners* is key to effective engagement with senior government officials at various levels of government. This can be complemented by strategic external inputs.

*Incentives for change* must also be right for the adoption of reform principles as new institutional models and capacity building cannot by themselves advance change. Well designed MoUs between different levels of government can enable obligations and fiscal incentives for institutional change to be clearly set out. Other options for enhancing incentives need to be explored together with a range of measures for ensuring inclusion of the poorest.

*Information and technical assistance* (not just money) can be a powerful instrument of policy change, where credibility has been established.

*Progress achieved on decentralization* will have a direct impact on the reforms and improvements that can be achieved at the local level.

*A focus on change management* can promote acceptance of change as normal and have an 'unfreezing' effect on people's resistance to change.

### Project development lessons

*Donor co-ordination* and joint funding can reduce project risks and enhance policy dialogue.

*Effective engagement between government and development partners* at all levels is important for well informed dialogue and effective outcomes.

*Working where there is a climate for change* usually entails working with partners such as state and local governments who are ready to make the necessary changes to improve service delivery. This strategy can potentially conflict with a policy of working with the poorest performing states or regions, which often have higher portions of poor people. A balanced approach of working both with reform minded states and poorer states can enhance both value for money and lesson sharing. Considerable care is needed in developing projects in regions where there are fragile governance environments.

*Long term engagement with government departments* can enable effective change, even if that engagement is not continuous. Donors should always be willing to withdraw from projects if they consider that the climate for change is not conducive to achieving development objectives.



## Key Emerging Lessons (continued)

### Project development lessons (continued)

*Choosing the right partners* requires careful thought at the outset of a project, otherwise progress can be hampered. Dialogue with related ministries is appropriate.

*Combining reforms and provision of infrastructure* for the poor can maximize project benefits and provide clear incentives for key stakeholders.

*Project management structures* such as finance systems and institutional arrangements, should be given priority early in the project.

*Baseline surveys* should also be conducted early in the project life to enable effective project evaluation.

*Sustained support for community based and demand responsive approaches* can be successful, provided that government policies and reforms are complementary.

*Effective demand responsive approaches* provide good opportunities for sustainable infrastructure. However, the approach does present challenges, not least when government is disbursement and target-driven.

*Funding well designed infrastructure* that responds to demand should not be lost in the pursuit of reforms. Effective poverty focused infrastructure projects can have a good demonstration effect and provide direct and tangible benefits.

*Encouraging government to work with non-state providers* such as NGOs, community groups and the local private sector can be beneficial in developing more appropriate and sustainable solutions.

*Implementing innovative pilots and scaling up* of the pilots are two different processes. In scaling up, the principles embedded in the pilot may remain the same but the mechanisms and institutional vehicles for scaling up these principles may well be very different.



#### WELL is a network of resource centres:

WEDC at Loughborough University UK  
IRC at Delft, The Netherlands  
AMREF, Nairobi, Kenya  
IWSD, Harare, Zimbabwe  
LSHTM at University of London, UK  
TREND, Kumasi, Ghana  
SEUF, Kerala, India  
ICDDR, B, Dhaka, Bangladesh  
NETWAS, Nairobi, Kenya

This note was funded by the UK Department for International Development (DFID). The views expressed, however, are not necessarily those of DFID.

Published by WEDC on behalf of WELL

This briefing note presents experiences from DFID-India rural water and sanitation programmes.

### Key references

- Baldwin J., Colin J., Van Wijk C. et al, (2004) UNICEF – GoI Child Environment Programme Part One Evaluation Report, WELL Resource Centre, WEDC, Loughborough University, UK.
- Colin J., Sen S., Patkar A. and Cotton A. P. (2004) Evaluation of DFID support to the Water and Sanitation Program (WSP), WELL Resource Centre, WEDC, Loughborough University, UK.
- DFID-India (2005) Performance Review of Andhra Pradesh Urban Services for the Poor project, unpublished DFID India report, Delhi, India.
- DFID-India (2005) Supporting national, state and local reforms in water and sanitation in India - Project Memorandum unpublished DFID-India report, Delhi, India.
- UNICEF (2004) India - Child Environment – Sanitation, Hygiene and Water Supply Project (2004 – 08), UNICEF WES, Delhi, India.

This Briefing Note is based on the full report by Kevin Sansom, available at [www.Lboro.ac.uk/well](http://www.Lboro.ac.uk/well)

The contribution of the DFID-India Office is gratefully acknowledged

Briefing Note compiled by Julie Fisher of WEDC

Photographs by Vijay Gawade and Srinivas Chary

For further information, contact:  
**WELL**  
Water, Engineering and Development Centre (WEDC)  
Loughborough University  
Leicestershire LE11 3TU UK

Email: [WELL@Lboro.ac.uk](mailto:WELL@Lboro.ac.uk)

Phone: 0 (44) 1509 228304

Fax: 0 (44) 1509 211079

Website: <http://www.Lboro.ac.uk/well/>