

Presentation

on

COMMUNITISATION

Improving Public Services : the Nagaland Experience

COMMUNITISATION : A new word ! A new concept!

- Evolved out of a quest to improve public delivery systems providing mass scale services
- Involves Partnership between Government and Community including
 - Transfer of ownership of public resources and assets.
 - Control over service delivery.
 - Decentralization, delegation, empowerment and building capacity.
- Based on Triple 'T' approach
 - Trust the user community
 - Train them to discharge their newfound responsibilities
 - Transfer governmental powers and resources in respect of management

“In essence Communitisation is half way to Privatization in the able hands of the user community”

The Context – The Year 2000

- Over five decades old conflict situation
- Cease-fire but violence still continuing
- Fatigue and confusion evident in the systems
- Widespread sense of cynicism
- Multi pronged initiatives undertaken
- Improving grass root level public services was identified as vital for rational progress and development !

The Context

- **Dysfunctional Public Institutions and Services**
 - Inefficient and ineffective delivery
- **Poor management**
 - Poor state of infrastructure
 - Leaking buildings,
 - Non-functioning equipments
 - Indifferent attitude of employees : no personal interest or commitment to perform well.
 - Attendance of functionaries far from satisfactory
 - Massive leakages in revenue earning sectors e.g. Power theft estimated at over 50%.
- **Decadent Monitoring mechanisms**
- **Lack of accountability**

The Context

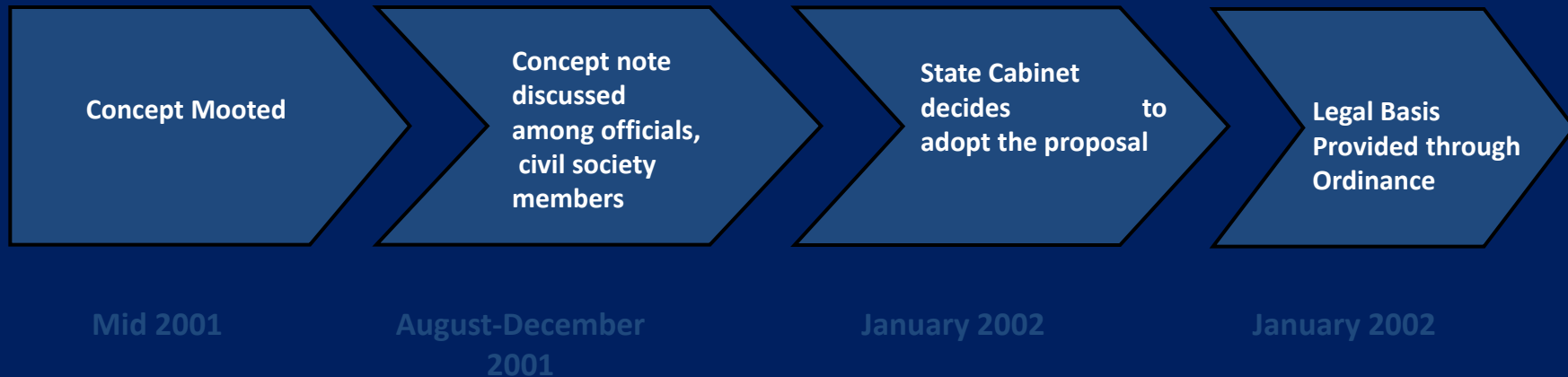
- **People's attitude**
 - High Expectation from Government to deliver quality services
 - But Little sense of belonging or responsibility to Public institutions and services.
 - People disregard, mutilate or even destroy government property
 - Deep resentment and frustration at perceived failure of Government
- **Private sector services are an alternative but question of affordability by the poor**
- **Wide inequity even among the people and different areas of the State.**
- **Frightening prospect of *'Two Nagalands'***

The Options

- Efficiency Drive within a Government set up
 - Results transient, localised and ephemeral
 - Has not worked even in well governed areas
- Privatised on a mass scale
 - Not feasible
 - Supply of public or merit good is essentially a welfare measure
 - Profit-motive might hit the poor
 - Can lead to wide spread discontentment among employees
- The third way
 - Leverage government funds/expertise and regulatory powers.....with the 'social capital' of the user community?
 - If the empowered are not motivated, why not empower the motivated ones?
 - Thus,combine the best of public and private sector worlds

“A Democratic solution for Inefficiencies of Democracy!!”

Communitisation takes off.....



- **State Assembly Passed the Nagaland Communitisation of Public Services and Institutions Bill, 2002 In March 2002**
- **First such legislation in India**

Nagaland Communitisation Act 2002 - **Salient features**

- **Boards or committees to represent user communities**
 - **Members to be Real Stakeholders, Right Agents, persons with expertise**
- **Powers & Management functions of the Government to be transferred to Board**
 - **Including disbursal of salary, as also the power to exercise *'no work, no pay'***
- **Assets of the Government to be transferred to the community through MOU**
- **Fund to be created to credit salaries, other grants, contributions**
- **Government to be in assistive, monitoring and regulatory role**

The Process

- Elementary education taken up first, followed by grass-root Healthcare and later by Power and PHE
- Rules framed to implement the Act. (**Context specific variation taken care of.**)

EDUCATION/ HEALTH

- Village Education Committee (VEC)/ Village Health Committee (VHC)
 - Provides for parents of children who go to Government schools
 - Provides for representatives of the poor, dependent on the government system
 - Senior most teacher or health officer made member Secretary of VEC/VHC
- VEC/VHC chairman, other members selected/elected by open meeting of the Village Council and VDB where all households are represented.
- VEC/VHC powers include
 - Disbursal of salary, Grant of casual leave, control of employees
 - Maintenance of buildings and assets,
 - Purchase of essentials e.g. textbooks, medicines

The Process (Contd)

Common Health Sub-Centre Committee for Sub-Centres covering more than 1 village (federation of VHCs)

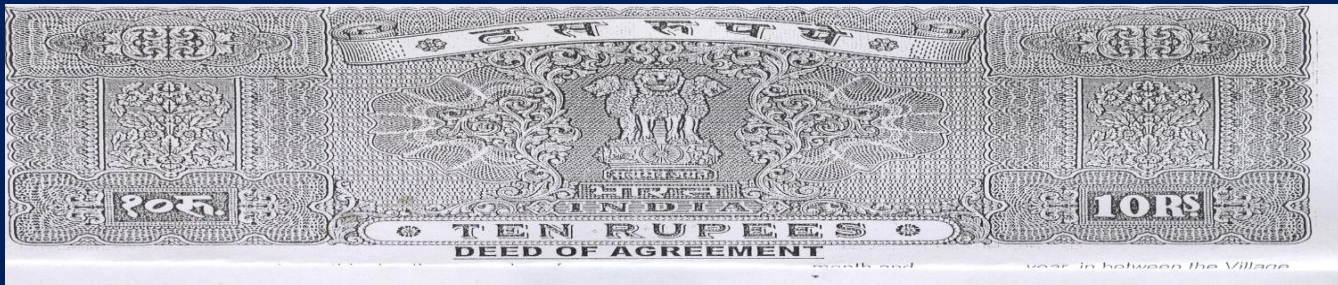
- Health Centre Managing Committee (HCMC) by beneficiary Village Councils/Town Committees for Primary Health Centre (PHC)/ Community Health Centre (CHC)

POWER

- Power sector Rules provide for a Single Point Meter (SPM) at source of each village or Town ward
- Village Electricity Management Board (VEMB) given a 20% rebate or incentive on bills based on SPM reading
- VEMB verifies consumption, prepares bills, collects payments, decides on connections/disconnections

PHE

- **Initial criteria** : Village/Habitation having Water Supply of 40 lpcd Plus
- **WATSAN** Committees formed and MOU signed with Villages bank account opened
- O & M handed over to villages along with funds of TFC
- Departmental staff/Work Charge withdrawn



- **Communitization of Fully Covered Scheme**
- **DEED OF AGREEMENT : MEMORANDUM OF UNDERTAKING**
- This Deed of Agreement on this day the day of Month and year in between the village council of under the Administrative Circle..... of.....District.....hereinafter called the beneficiary on one part and State Public Health Engineering Department on the other, hereinafter called the Department, is hereby executed.
- This deed witnesses the agreement drawn between the parties for Communitization of Water Supply/Sanitation to the village, under the following mutually agreed terms and conditions in pursuance to Govt. Notification No. PHE/ WORKS/ REFORMS/ 2001 and also in line with the terms of Nagaland Communitization of Water Supply and Sanitation in Rural Habitations Rule 2003, issued, vide Government Notification No. **PHE/WORKS/REFORM/7/2003 Dated 22/10/2003: That**
- The Beneficiary shall constitute the village Water and Sanitation Committee (WATSAN)
- within 30 (thirty) days from the date of signing this Deed.
- The beneficiary WATSAN Committee shall open and maintain a Bank Account in a Govt
- recognized bank. All WATSAN Committee Cash resources and any Govt grant shall be
- deposited into this bank account of the WATSAN Committee and the fund so accrued shall be
- utilized for Operation and Maintenance (O & M) of the Scheme.
- The WATSAN Committee shall take responsibility to settle all local disputes related to this
- project at their own cost. Any type of Govt appointment is banned by the Government and
- there shall be no appointment in the name of landowner or any other reason(s) and any
- Maintenance personnel shall be paid by the WATSAN Committee.
- The WATASN Committee shall take over 100% Operation and Maintenance (O&M) of the
- scheme in all respects as handed over to the WATSAN Committee by the PHE.
- All O & M works shall be done by the WATSAN committee and any Technical support
- relating to the O & M may be sought from the PHE which will be given by the concerned PHE
- Division.
- The Bank Account of the WATSAN Committee shall be operated as per the provisions of the
- Nagaland Communitization Rules.
- In witness to the agreement herein above mentioned, the Beneficiary, represented by the Chairman, Village Council, Secretary Village Council, VDB Secretary and Head GB and the Department represented by the Executive Engineer/Sub-Divisional Divisional Officer of PHED Division/Sub-Division in the presence of Shri Additional Deputy Commissioner/Sub Divisional Officer (Civil)/Extra Assistant Commissioner ofAdministrative Sub Divisional/Circle, herein put their seal and signature as below :-
- | <u>BENEFICIARY</u> | <u>DEPARTMENT</u> |
|---------------------------|-------------------------------------|
| 1. Shri..... | Shri..... |
| Chairman, Village Council | EE/SDO PHED.... |
| | Division/Sub-Division. |
| P.O ----- | |
| District. | |
| 2. Shri..... | COUNTERSIGNED BY: - |
| Secretary Village Council | |
| 3. Shri..... | Shri..... |
| Secretary, VDB | EAC/SDO/ADC (Civil) of |
| 4. Shri..... | |
| Head G.B | Administrative Circle/Sub-Division. |



- **Communitisation of Ongoing Scheme**
 - **DEED OF AGREEMENT : MEMORANDUM OF UNDERTAKING**
 - This deed of agreement on this day the day of Month and year in between the village council of under the Administrative Circle..... of.....District.....hereinafter called the beneficiary on one part and State Public Health Engineering Department on the other part hereinafter called the Department, is hereby executed.
 - This deed witnesses the agreement drawn between the parties for providing Water Supply/Sanitation Infrastructures to the village, continuing (spillover)/new scheme as indicated in the Annual Works Programme of..... at Sl.No....., under the following mutually agreed terms and conditions in pursuance to Govt. Notification No. PHE/WORKS/ REFORMS/ 2001 and also in line with the terms of Nagaland Communitization of Water Supply and Sanitation in Rural Habitations Rule, 2003 issued vide Government Notification No. **PHE/WORKS/REFORM/7/2003 Dated 22/10/2003, That:**
 - The Beneficiary shall constitute the village Water and Sanitation Committee (WATSAN) within 30 (thirty) days from the date of signing this Deed.
 - The WATSAN Committee shall open and maintain a Bank Account in a Govt recognized bank. All cash resources of the WATSAN Committee shall be deposited into this account.
 - The beneficiary shall contribute 10% of the estimated cost out of which, 5% shall be in cash, to be deposited into the bank account of WATSAN Committee as at clause 2, above and award of contract on civil works will be under the supervision of the PHE in consultation with the WATSAN committee.
 - The PHE shall release allocated communitization fund(s), to the WATSAN Committee Account, only after the above terms (Sl. No.1 to 3) are fulfilled and such documents, along with Completion Report, is furnished to the offices of the concerned SDO, EE, SE of the Circle and to the Chief Engineer PHE, Nagaland, Kohima.
 - The WATSAN committee fund so accrued shall utilized for O & M of the scheme.
 - The beneficiary shall take responsibility to settle any dispute related to this project at their own cost.
 - Any Govt appointment is banned and there shall be no appointment in the name of landowner or any other reason(s) and any Maintenance personnel shall be paid by the WATSAN Committee.
 - On completion of the scheme the WATSAN Committee shall obtain a certificate of completion of works, from the Executive Engineer of the PHE Division and submit the same to the Superintending Engineer of the concerned Circle and the Chief Engineer, PHE, Nagaland.
 - On commissioning of the scheme the PHE will hand over the scheme to the Beneficiary WATSAN Committee which shall take over 100% Operation and Maintenance (O&M) of the scheme.
 - All O & M works shall be done by the WATSAN committee and any Technical support relating to the O & M may be sought from the PHE which will be given by the concerned PHE Division.
 - 9. The Bank Account of the WATSAN Committee shall be operated as per the provisions of the Nagaland Communitization Rules.
 - In witness to the agreement herein above mentioned, the Beneficiary, represented by the Chairman, Village Council, Secretary Village Council, VDB Secretary and Head GB and the Department represented by the Executive Engineer/Sub-Divisional Divisional Officer of PHED Division/Sub-Division in the presence of Shri Additional Deputy Commissioner/Sub Divisional Officer (Civil)/Extra Assistant Commissioner ofAdministrative Sub Divisional/Circle, herein put their seal and signature as below :-
- | | | |
|---------------------------|--|------------------------------|
| | <u>BENEFICIARY</u> | <u>PHE DEPARTMENT</u> |
| 1. Shri..... | Shri..... | |
| Chairman, Village Council | EE/SDO PHED.... | |
| | | Division/Sub-Division. |
| P.O ----- | COUNTERSIGNED BY: - | |
| District. | | |
| 2. Shri..... | Shri..... | |
| Secretary Village Council | EAC/SDO/ADC (Civil) of | |
| | Administrative Circle/Sub-Division _____ | |
| 3. Shri..... | | |
| VDB Secretary | | |
| 4. Shri..... | | |
| Head G.B | | |

The Process (Contd)

Impact

POWER (contd)

VEMBs – How do they deal with defective/non-existent Meter Box ?

- Metering and Billing is done as per “Useful Point”
- Billing by Useful Point (40W = 1 ‘useful point’)

e.g. : If a bill of Rs.4500 is to be collected from a village having 1000 useful points, then the rate per useful point would be Rs.4.50

The Process (contd.)

Procedural Issues

- Rule 217 of Central Treasury Rules relaxed to allow drawal of advance salary up to 3 months
- Delegation of Financial and Cognate Power Rules, 1964 amended to give powers to DDOs to sanction 'salary deducted amounts' to grant-in-aid for the community's use.
- 2 Bank Accounts opened per village (Current Account to keep staff salaries and Saving Account to keep all other grants-in-aid).
- SBI waived the condition of initial deposit to open Account.
- New Forms and Formats modified and devised to suit new system :
 - Pay Bills
 - Bill Extracts
 - Treasury Challan
 - A/Roll

The Process (contd)

Building Capacity

- Intensive awareness campaigns at all levels - Political, bureaucratic, civil society and among village communities.**
- Handbooks on systems, forms and norms of Communitisation brought out and widely circulated**
- Intensive capacity building of VEC/VHC members, teachers**
- Training of Trainers for village level extension conducted**
- Several rounds of training and sensitization of Departmental functionaries including “role play” for Banks and Treasury officials**
- Constitution of support Committees at district and state levels**

Challenges faced: the politics of reform

- **Community's Suspicion** that Govt. was indulging in 'load-shedding' and 'passing the buck' to communities
- Villagers felt they had no time or capacity to shoulder the responsibilities,
 - The fact that there was supposed to be no remuneration made it worse
- **Teachers' apprehension** about becoming 'employees of the community'
- **Suspicious** about 'motive' behind the programme
- **Resistance to giving up of powers**
 - As the role of master-servant was reversed

Challenges Faced (Contd)

- **Tackled by** -Wide consultations before enactment
 - moral persuasion
 - projection of a vision of an improved Nagaland
 - a transparent and determined effort
 - supportive supervision and guidance
 - motivation,recognition of those doing well
 - active involvement of the political leadership, influential members of the bureaucracy, civil society and the Church
 - including senior most Government servant as member-secretary
 - involvement of skeptics/critics in the planning/execution of activities
- **Present Status** : Overwhelming acceptance of Communitisation programme

“Nothing succeeds like success”

The Process (contd)

Implementation done in phases

- Education

- 2002 - 225 communitised on voluntary basis
- 2003 - Another 197 schools covering 128 Villages going for those who opted for it.
- 2008 - 1778 Schools communitised under 1118 VECs!
(100% of elementary Schools)

- Power sector

- 2003 – 158 of villages were communitised
- 2004 – 123 more along with two urban wards were brought under its fold
- 2006 – 452 villages with effective VEMBs
- 2007 – 100 VEMBs added to total 552

Status of Communitisation of Health units as on January 2009

Sl.No	Health Units	TOTAL	Communitised
1	CHC	21	21
2	PHC	86	63
3	Sub-Centres	397	397
4	Village Health Committees.	1278 Village Health Committees have been formed	

PHED : Status as on 31/03/2008

Year	No. of communitisation targeted			Achievement	Remarks
	TFC	State Plan	Total		
2005-06	230	0	230	231	One targeted village declined and the earmarked amount given to two smaller villages and hence the addition of one village in achievement.
2006-07	316	0	316	318	Four villages defaulted in MOU thus earmarked amount distributed to six smaller villages namely Sangtamtila, Hevuto, Soyimlenden, Medemyim, CTC Aolichen and Longchem. Hence an increase of two villages
2007-08	273	62	335	191	62 communitised under State Plan and 129 under TFC grant. Second installment of TFC is awaited.
2008-09	200	50	250		
2009-10	250		250		
Total			1381	740 ongoing	