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Strengthening Institutional Capacity with Gender Sensitivity and Generating Knowledge for Water & Sanitation Sector Policy Reforms

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ABBREVIATIONS

DJB	Delhi Jal Board
IAS	Indian Administrative Service
IEC	Information, Education and Communication
LBSNAA	Lal Bahadur Shastri National Academy of Administration
LLI	Leadership, Learning and Innovation
LSHTM	London School of Hygiene and Tropical Medicine
MDWS	Ministry of Drinking Water and Sanitation
MTR	Mid-Term Review
NGO	Non-Governmental Organization
RICE	Research Institute for Compassionate Economics
RWSS	Rural Water Supply and Sanitation
SBM	Swachh Bharat Mission
TA	Technical Assistance
TERI	The Energy Research Institute
TTL	Task Team Leader
UNICEF	The United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WSP	Water and Sanitation Program
WSS	Water Supply and Sanitation
WSSCC	Water Supply and Sanitation Collaborative Council

Executive Summary

1. This report details the process, outputs and intermediate outcomes of the Technical Assistance (TA): Strengthening Institutional Capacity with Gender Sensitivity and Generating Knowledge for Water and Sanitation Sector Policy Reforms in India (P131955). The development objective of the TA was to strengthen the technical capacity of government officials for policy reforms and program design in the water and sanitation (WSS) sector, with specific emphasis on the poor and on incorporating women as agents of change in the water and sanitation policy and program designs. This was to be achieved through (a) capacity building of government officials, (b) sharing knowledge with clients about gender sensitivity and promoting women as agents of change, and (c) supporting existing World Bank projects with studies to bridge vital knowledge gaps, directly contributing to better service delivery in water and sanitation sector. Specifically, the TA encompassed the following:

- (a) Provided specialized training to senior government officials who have a primary responsibility for driving the reforms and developing policy frameworks, creating among them a better understanding and appreciation for evidence-based policy making, improved stakeholder consultation, methods of designing programs, developing monitoring indicators and reviewing progress.
- (b) Organized an international gender workshop where members from academia, government, non-governmental organizations (NGOs), and international organizations shared field research and evidence that supported the importance of women becoming decision makers instead of mere end users or minor stakeholders.
- (c) Undertook research on sanitation and stunting, culminating in an international workshop presenting evidence that open defecation is a key factor in stunting of children in India.
- (d) Undertook studies on water quality, institutional design, monitoring framework and social cost benefit analysis to fill critical gaps in the knowledge of ongoing Bank operations.

2. The TA was partially successful in building institutional capacity of senior officials by enhancing their knowledge of WSS relevant to policy making/policy implementation, and creating a suitable environment for attending to gender issues in managing WSS services. The outreach potential of the TA is evident from the influence of WSS training sessions on senior officials. However, going forward if such trainings are organized systematically around a larger objective, both the outreach and quality of training can be vastly superior.

3. The TA also provided support to several ongoing RWSS lending projects of the Bank encompassing studies on water quality, sanitation sustainability, communications for behavior change, monitoring framework, economic analytics, project preparation, etc. benefitting Bank Task Team Leaders through timely sharing of knowledge. In the future, though, in order to consolidate emerging lessons from project implementation and applying them for institutional

strengthening, this type of support should be a separate TA, dovetailed to the programmatic approach for the sector.

4. Overall, the level of sector knowledge increased among policy makers and practitioners exposed to the activities under the TA. Key learnings and future recommendations from the TA are the following:

- a. Future technical assistance should be designed around one or two key strategic objectives rather than opportunistically combining a whole array of TA-worthy aspects.
- b. In order to organize successful exposure visits adequate upfront consultation and active client interaction is required to increase the client's understanding on most suitable countries to the Indian context. A common understanding and mutually agreed priority list of potential countries to visit should be part of the concept note at initiation.
- c. Support to Bank lending projects should be provided as part of an umbrella, programmatic approach that would strengthen client implementation capacity and effectiveness across the Bank water portfolio as a whole.

1 Background

1. The water and sanitation sector in India is at the threshold of major transformation. The Ministry's focus until the turn of last century was on providing access to water in villages by constructing bore-wells. With nearly 90 per cent villages in India having access to water sources, the Ministry has shifted emphasis to provide piped water supply to the households. The new strategy document¹ of the Ministry of Drinking Water and Sanitation (MDWS) emphasizes extension of piped water supply to households with connections to reach 80 per cent household in rural areas by 2022. Attention is also being given to water quality and water security. In case of rural sanitation, the Total Sanitation Campaign and the Nirmal Bharat Abhiyan has been replaced by the Swachh Bharat Mission² (SBM) since October 2014, with emphasis on gram panchayat-level sanitation uptake as opposed to the earlier practice of household level sanitation uptake.

2. The challenges for water and sanitation sector are, broadly, hardware driven investments, unsustainable institutional systems, weak asset management, low water security and safety and poor service quality. Lacking adequate maintenance, a number of water supply systems are becoming dysfunctional, or function sub-optimally. The rural sanitation sector, despite progressive increase in investments and liberal subsidy, has achieved coverage of only 32 per cent³. The Government at national and state level together spend US \$ 4 billion annually on improving access to piped water and basic sanitation⁴, clearly indicating the potential for improving services if finances are efficiently used.

3. In the above context, the Ministry of Drinking Water and Sanitation, Government of India, in various discussions, asked assistance for strengthening technical capacity of government officials for policy reforms and program implementation. In addition, the Ministry requested for better understanding of gender issues and how it could influence sector development. Finally, the state governments and Bank Task Team Leaders (TTLs) for Bank operations requested for critical knowledge achievements to ongoing projects to ensure high service quality.

2 Overview of Technical Assistance

4. The TA aimed at strengthening the technical capacity of government officials for policy reforms and program design in water and sanitation sector, with specific emphasis on the poor

¹ **New Strategy Document of MDWS** – sets out the strategic plan for the Ministry in the rural drinking water sector and rural sanitation and hygiene strategy for the period 2011-2022. The Plan sets out the aspirations and goals, current situation, strategy and implementation plans for different objectives, learning agenda, resources required and the key indicators for measuring the progress.

² **Swachh Bharat Mission** – the objective is to improve the quality of life in rural areas by promoting cleanliness, hygiene and eliminating open defecation. It aims to motivate communities and Panchayati Raj Institutions to adopt sustainable sanitation practices and facilities through awareness creation and health education.

³ As per the 2011 Census of India

⁴ India National Census, 2011

and on incorporating women as agents of change in water and sanitation policy and program designs. It was undertaken in close coordination with the Ministry. Specifically, the TA aimed to influence policy making process, providing training to senior officials at the national and state level responsible for water and sanitation policy, or likely to have influence in course of their career, imparting the perspectives of evidence based policy making process and its superiority over business as usual.

5. The expected intermediate outcomes linked to indicators and project achievements supported by the TA are listed in Table 1. In the following chapters after the table the achievements and achieved outputs and outcomes are elaborated further. The Government's new sanitation policy reflects the principles of evidence-based approach to policy making. The Swachh Bharat Guidelines were developed through a participative process, and have provisions for learning by doing, creating Rapid Action Learning Units that will consolidate knowledge in the implementation process, and mainstream such learnings.

6. The TA supported the knowledge agenda for informing government policy and improving the implementation processes. This was accomplished by promoting new knowledge or re-packaging existing knowledge as relevant to sector needs. The new knowledge was mainly on the issue of sanitation and stunting linkage, highlighting the issue of environmental enteropathy on account of poor sanitation and resulting stunting among children. The packaging of existing knowledge was through support to workshops on water use efficiency, publishing newsletter jointly with MDWS, supporting the setting up of arsenic institute, and organizing a session jointly with MDWS on evidence-based approach to water, sanitation and hygiene (WASH) during the Water Week 2013 at Stockholm. In addition, the TA supported Bank missions in Punjab, Karnataka, and Kerala, applying sector knowledge to the specific context of the respective lending projects⁵, covering institutions, monitoring framework, water quality issues, sanitation, and behavior change. The knowledge agenda was pursued in collaboration with other organizations including the Research Institute for Compassionate Economics (RICE), London School of Hygiene and Tropical Medicine (LSHTM), and the Delhi School of Economics.

⁵ Punjab Rural Water Supply and Sanitation Project (P091386) and Punjab Rural Water and Sanitation Sector Improvement Project (P150520); Second Karnataka Rural Water Supply and Sanitation Project (P050653); Second Kerala Rural Water Supply and Sanitation Project (P121744).

Table 1 Expected intermediate outcomes, indicators and project achievements.

Intermediate Outcomes	Indicators	Project achievements
<p>Enabling Policy Framework: Central and State government capacity increased for policy formulation and program designs that protect the interest of poor and promote gender equality.</p>	<p>➤ At least one study highlighting the need for policy reforms to protect the poor and vulnerable is conceptualized and initiated</p>	<p>Largely achieved. (a) Workshop on Performance Monitoring for Improved Water and Sanitation Services in Delhi; provided Delhi Jal Board (DJB) a report on performance management framework (b) Study of Water Quality in Punjab (c) International workshop on the linkage between stunting and sanitation (d) Contributed to India Water Forum, with focus on water use efficiency (e) Institute on water quality/arsenic was established in Kolkata</p>
	<p>➤ Policy and program designs are modified for gender sensitivity in water and sanitation service delivery</p>	<p>Partially achieved. Organized International Gender Workshop on Water and Sanitation. While influence on program design could not yet be ascertained, MDWS has added menstrual hygiene management into their sanitation guidelines following the workshop and continuous support by (The United Nations Children’s Fund) UNICEF and WSSCC.</p>
	<p>➤ Knowledge generated informs World Bank Rural Water Supply and Sanitation (RWSS) projects</p>	<p>Achieved. (a) Economic and financial analysis of RWSS in Karnataka; (b) Provided State specific support for technical studies/inputs on resolving project problems in Karnataka, Punjab and Kerala RWSS projects</p>
<p>Enabling Institutions: State government capacity increased to specify functional responsibilities of different tiers of government and equip each tier with necessary skills and resources.</p>	<p>➤ Water and sanitation modules are developed based on international best practice and incorporated into the Indian Administrative Service training program by the LBSNAA</p>	<p>Partially achieved. Developed ToR for WASH curriculum and training in LBSNAA; actual curriculum development could not take place within the time limit of this TA.</p>
	<p>➤ Senior officials implement changes to current sector implementation programs following exposure to peer learning exchanges within India and elsewhere</p>	<p>Partially achieved. ToR and Agenda developed for exposure visit of senior policy level officials to Philippines on ‘Policy making and implementation processes’ ; actual visit could not take place within the time limits of this TA</p>

2.1 Capacity Building of Government Officials

7. The capacity building of government officials were expected to be achieved through (i) engaging with senior officials of central and state government responsible for policy formulation and implementation to provide them with insights on key aspects of water and sanitation sector, (ii) exposure visits of senior central and state officials to other developing countries that have overcome water and sanitation challenge and (iii) designing of a performance framework in the context of a public utility with principles that are applicable to other utilities. These initiatives were moderately successful and are elaborated below.

8. The TA supported training sessions for mid-career Indian Administrative Service (IAS) officials on policy formulation in the water and sanitation sector, designing communication for behavior change, designing monitoring frameworks and understanding leadership challenges, in partnership with Lal Bahadur Shastri National Academy of Administration (LBSNAA⁶), Mussoorie, and the National Centre for Good Governance, New Delhi. The outcome was that senior officials due for appointment as Joint Secretary to Government of India and Secretary to state governments became more knowledgeable about water and sanitation policy issues and understood the process of tracking outputs and outcomes of water and sanitation program/projects. They also gained better understanding of the important role that behavior change plays in case of sanitation, and the pitfalls of a construction led sanitation program.

9. In addition to the training officials, the TA supported designing a performance framework for Delhi Jal Board (DJB) IAS, with potential applicability across other utilities (Annexure 1, TA for Delhi Jal Board). The consultation workshop was organized in August 2013 attended by 40 senior officials from the DJB. The workshop had guest speakers that included senior urban water advisor from World Water Resources, Washington DC, manager of Veolia Water, India, water supply experts from the World Bank, India and a former Commissioner of Nagpur Municipal Corporation. The objectives of the workshop were to (i) assist articulation of performance objectives, linking them to organizational goals, (ii) develop a preliminary scoping of objectives & indicators for DJB, and (iii) create a critical mass of functionaries oriented on and engaged in the assignment. At the end of the workshop, the core performance objectives for the officials of the Delhi Jal Board, including indicators for tracking progress, were identified through a participatory process.

10. As a follow up to the workshop a Steering Committee was constituted under the Chairmanship of Chief Executive Officer, DJB, with representation from Department of Urban Development, Government of National Capital Territory of Delhi, to oversee and guide the TA, and also consider options for institutionalizing the proposed monitoring system to strengthen performance orientation of DJB's decision making processes. The TA hired a consulting firm which worked closely with the steering committee to design a performance framework, including indicators and protocol for data collection to compute the indicators. The framework was aligned

⁶ **Lal Bahadur Shastri National Academy of Administration**, Mussoorie – it is the apex raining institution in India for the members of the Indian Civil Services, which constitute the top bureaucracy in the country.

to business process of DJB, making it easier to apportion responsibilities to business nodes and understand their performance over time with reference to assigned responsibilities.

11. As a consequence of political instability in the Government of Delhi, the work had to be discontinued midway. However, the knowledge of performance framework is now embedded within the DJB, with many supporters among those who participated in the workshop, and as and when the issue is revived, which is likely to occur under the current political dispensation, the DJB will have a head start (Annexure 2, Proceedings of the workshop).

12. The TA had also envisaged exposure visits for senior government officials to Philippines for understanding the policy formulation and policy implementation processes in water and sanitation sector. The agenda was drawn up and local consultants hired to assist in the visit. Although much time was spent on designing the visit, including lengthy consultations with Leadership, Learning and Innovation (LLI), the client interest was low. The countries that the client expressed desire to visit had no good examples, in our opinion, that the officials could carry back to India as learnings. Hence, these countries were not considered. As a consequence, the exposure visit was ultimately cancelled.

2.2 Enhancing Gender Sensitivity in WSS and Promoting Women as Agents of Change

13. The MDWS guidelines for water and sanitation, the National Rural Drinking Water Program and Swachh Bharat Mission recognize the importance of gender in planning and implementation. The TA supported the emphasis on gender in WSS and highlighted the importance of engaging women as agents of change. An international workshop on gender was organized in December 2013 in collaboration with The United Nations Children's Fund (UNICEF), London School of Hygiene & Tropical Medicine (LSHTM), SHARE Consortium⁷ and the Water Supply and Sanitation Collaborative Council (WSSCC). The workshop explored how the WASH sector differently impacts women and girls, as compared to males, and highlighted the significant potential of promoting women as agents of change for improving sector performance. The workshop deliberated on the ongoing research managed by SHARE consortium on the following issues:

- i. Exploring the impact of sanitation access and menstrual hygiene management on psycho-social stress, behavior and health among girls and women in Odisha. It was to understand how poor WASH conditions impact hygiene and sanitation practices among girls and women (14-45 years).
- ii. WASH and cleanliness in the labor ward, analyzing the processes and effectiveness of cleaning practices on labor wards as well as their detrimental effects in various parts of India and Bangladesh.
- iii. Sanitation vulnerability, women and WASH: The sessions dwelled on women's stress and struggles for violence free sanitation, investigating urban women's psycho-social stress due to sanitation related violence and exploring the women's, and their families', response and solution to this violence. An urban gender study in India

⁷ SHARE Consortium – aims to generate the knowledge that is needed to improve sector performance and drive progress on sanitation. It is a global partnership with partners in Africa, Asia and Europe.

presented by the World Bank covered 100 urban slums reflecting how most of the policies are gender blind and local social action plans are proposed to help women with sanitation and water services. A toolkit on violence, gender and WASH was presented. A study in rural Pune district concentrated on women's preference and priority, practice and perceived needs, and how it relates to WASH access and use.

- iv. The session on potential of women's participation for improving sanitation highlighted that male champions are critical for success. Although women need toilets, they are not final decision makers and play a minor role in the sanitation supply business.

14. The key recommendations from the workshop were to add gender issues to all WASH trainings; monitor if control of resources and distribution of power are reflected in global water and sanitation goals; explore the burden of disease on women; provide public sanitation facilities with technical improvements in toilets; and include menstrual hygiene in policy, schools and curricula. The workshop concluded with the suggestion to take up two pilot districts in which all decisions on WASH would be taken by women and comparing, over time, the performance of these two districts with a control group having business as usual. The MDWS suggested if WSP could take up such a pilot in coordination with the Ministry and state government. In addition, there was commitment from participants to support Government of India on menstrual hygiene issue and documenting of success stories.

2.3 Expanding the Knowledge Agenda on Water and Sanitation

15. The TA supported the development and dissemination of themes such as links between sanitation and stunting, sustainability, water quality and water use efficiency through workshop and learning notes, which are elaborated further in the following sub-chapters.

2.3.1 Stunting and Sanitation Conference

16. An international conference highlighting the linkage between sanitation and stunting was held in August 2013 at Delhi School of Economics. The conference was attended by academics and senior Minister and officials of MDWS. The conference presented evidence from recent research showing that open defecation is a key factor in stunting of children in India. The conference highlighted epidemiological studies that have shown that diseases associated with fecal pathogens, like diarrhea, nematode infection, and environmental enteropathy (a disease of the small intestine that prevents nutrients from being absorbed by the body) increase the odds of stunting. The outcome of the conference was that MDWS and the Ministry of Women and Child Development, agreed to closely collaborate in combatting stunting among children in rural India (Annexure 3, Coming up short with sanitation 2013).

2.3.2 India Water Forum 2013

17. The India Water Forum 2013 with focus on water use efficiency was organized by The Energy Research Institute (TERI) in 2013 in New Delhi. The TA provided financial and

technical support to the Forum. Senior professionals working on various segments of the water sector had the opportunity to come together and discuss growing challenges to the water sector. The discussions were focused on developing technically viable and economically feasible solutions for governance and management of water resources. The sessions were attended by senior officials from MDWS, Ministry of Urban Development and Ministry of Water Resources, besides sector professionals from various non-government organizations/international agencies.

18. The presentations and discussions emphasized (i) the required institutional measures and policy changes to address water stress in India and the projected changes concerning climate change in order to safeguard the interest of the increasing population; (ii) the need to improve efficiency in the use of water resources through disincentives and stricter regulation; and (iii) the National Water Policy 2012 envisaging suitable policies for adequate water supply and sanitation, water use efficiency in agriculture and industrial sector and issues related with impacts of climate change. (Annexure 4, India Water Forum, final proceedings).

2.3.3 Other TA Knowledge Expansion Activities

19. In addition expanding the knowledge agenda was also strengthened by

- Supporting the MDWS e-newsletter “Swajal Nirmal Bharat”, which the Ministry is bringing out to share new information on policy changes and disseminate. Information regarding good practices from within the country as well as from abroad. WSP has supported the publication of this newsletter from its first edition in 2012 to date (see an example behind a link below)

[http://mdws.gov.in/sites/upload_files/ddws/files/pdfs/MSWS_NEWSLETTER_\(VOL.II,ISSUE%201\).pdf](http://mdws.gov.in/sites/upload_files/ddws/files/pdfs/MSWS_NEWSLETTER_(VOL.II,ISSUE%201).pdf)

- Setting up an institute on arsenic in Kolkata, West Bengal. Following an international workshop on water quality in May 2012, MDWS decided to set up an international institute on water quality at Kolkata to undertake cutting-edge research on arsenic contamination, fluoride contamination, etc. The TA provided limited technical support to this initiative by drafting the terms of reference of the institute and its guiding principles. The draft document was used by MDWS to formally establish and operationalize the institute.
- Hosting development partner meetings on a quarterly basis from 2012 to 2013 to provide a platform where about 50 different development organizations such as Water Aid, UNICEF, United States Agency for International Development (USAID), The Energy Research Institute (TERI), German Society for International cooperation (GIZ), International Water Management Institute (IWMI), World Health Organization (WHO), Arghyam, Action for Food Production (AFPRO), Bill & Melinda Gates Foundation (BMGF), Safe Water network and others, introduced and discussed the activities they were carrying out in the water and sanitation sector.

2.4 Support to World Bank Projects

2.4.1 Punjab RWSS project

20. The support to Punjab RWSS project was provided through various studies and advisories during missions, the important ones related to water quality and communication for behavior change. At the request of Government of Punjab, the TA undertook a study on the 'Water Quality in Punjab', focusing on the high concentration of heavy metals like uranium in water to address the concern about the indiscriminate use of groundwater, especially for industrial and agricultural purposes, resulting in declining water table and deteriorating water quality. The problem in Punjab is compounded by discharge of untreated industrial effluents to the ecosystem as well as other quality problems related to arsenic, iron and fluoride. At the completion of the study, a round table discussion was organized in May 2013. The conclusions of the discussions were that i) surface water scheme will be encouraged to combat heavy metal contamination and rapid depletion of ground water table; ii) an independent water quality regulatory authority, comprising of legal and technical experts, will be set up to test water quality, alert service providers in case of deficiencies, develop protocols and timelines for water quality issues, advice and take legal action; and iii) to immediately stop pumping reverse osmosis discard water into the ground water and to identify safe reverse osmosis discard water disposal technologies suitable for Punjab. (Annexures 5 and 6, Draft review of rural drinking water in Punjab and Report on uranium in Punjab 2013).

21. In addition to above, the consultants hired under the TA supported the project preparation process for second Punjab RWSS project, assisting the TTL in defining the project development objective, indicators, project components, institutional and implementation arrangements. The consultants also assisted TTL in conducting sustainability assessment surveys; drafting TORs and guiding the client's team in developing project implementation plan and operations manuals. The consultants contribution further included participating in appraisal mission, and guiding on drafting the conditions of negotiations, seeking agreements with the client on key covenants, project costing and financing plan, risk assessment and ratings, applicability of OP/ BP 7.50 on international water ways, developing appraisal decision meeting package and negotiation package, participating in negotiations with critical achievements to loan and project agreements, covenants and minutes from operational perspectives, etc.

22. The TA also supported in designing project components for reducing open defecation and increasing access to household sanitation in rural Punjab. The focus was on i) institutional arrangements to strengthen decentralized approach to achieve Gram Panchayat -wide open defecation free through Gram Panchayat and ii) behavior change and communication to achieve long term behavior change in terms of sanitation and hygiene practices at personal, household and community level.

23. The TA supported information, education and communication (IEC) which played a crucial role in the success of the first Punjab Rural Water Supply and Sanitation project, generating demand and encouraging community to contribute and take ownership of the water supply schemes. IEC contributed to bringing about behavioral change among end users, increasing awareness as well as educating and sensitizing all stakeholders about the benefits and

merits of a decentralized service delivery approach. The IEC team covered a large number of villages with a series of communications activities, which was received well by the stakeholders. The follow on Punjab project (Punjab Rural Water and Sanitation Sector Improvement Project) will build on the IEC success as well as focus on aspects that need to be strengthened in addition to addressing new challenges such as sanitation and sewerage. The TA has strengthened preparations for the second Punjab project by providing achievements for strategy and IEC training workshops.

2.4.2 Support to Karnataka RWSS project

24. The TA supported the Karnataka RWSS project with advisories to state officials during various project missions, visiting remote villages in the state and reviewing the sustainability of schemes constructed under the project. In addition, the TA supported the drafting of Implementation Completion Report by undertaking analytical study for computing net economic benefit from the project. The estimated Economic Rate of Return for the project was found to be 21.4 per cent for the whole project (all costs and benefits) and 29 per cent if drains and lane improvements were excluded.

2.4.3 Support to 2nd Kerala Rural Water Supply and Sanitation Project (Jalanidhi II)

25. Support to the 2nd Kerala Rural Water Supply and Sanitation Project (Jalanidhi II) project included coordinating with high level Government officials on key issues such as the contours of the upcoming restructuring requirements as well as sharing strategic information with the incoming TTL on project design and implementation issues, areas of strengthening needed to improve the quality and pace of implementation of this slow disbursing project, and identifying options for restructuring the project at the mid-term review (MTR) mission. During the mid-term review, a workshop was held with key stakeholders and the output summarized in the aide memoire. A rapid review was also undertaken of existing information systems and an approach for implementing a sector management information system platform was presented to state counterparts.

26. Under the MTR Kerala mission, intensive support was provided for restructuring the IEC component. The team led a communication message development session on sanitation and septage management which was attended by officials of Kerala Rural Water Supply and Sanitation Agency, Suchitwa Mission and various Gram Panchayats, highlighting the importance of evidence-based messaging and leading the participants through various steps of message development.

3 Summary of Key Outcomes, Learnings and Recommendations for Future TA

27. The TA was partially successful in building institutional capacity of senior officials by enhancing their knowledge of water and sanitation sector relevant to policy making/policy implementation, and creating a suitable environment for attending to gender issues in managing water and sanitation services. The higher institutional capacity of the senior state officials is likely to make easier the uptake of, and appreciation for, result based approach promoted through Swachh Bharat guidelines. With the adoption of new Finance Commission Award mechanism by the Government of India, more fund will be flowing to the states for them to use in water and sanitation in the manner they deem fit. The flexibility to the states is likely to be better used, given that more senior state officials are now conversant with community led approach to sanitation and about water security issues.

28. The promotion of gender issues has resulted in MDWS adding menstrual hygiene management in the sanitation guidelines, with significant support from other partners such as Water Supply and Sanitation Collaborative Council (WSSCC) and UNICEF.

29. The knowledge agenda resulted in highlighting to both internal and external clients the strong inter-relationship between open defecation and stunting among children. The initial research focused on India resulted in interest for repeating studies in several other countries in Asia and Africa which was also supported under this TA, providing to global team both finance for undertaking the studies and technical knowhow.

30. The TA also provided useful support to several ongoing RWSS lending projects of the Bank. The support encompassed studies on water quality, sanitation sustainability, Communications for behavior change, monitoring framework, economic analytics, project preparation, etc. The TTLs benefited from the timely sharing of knowledge. Punjab RWSS phase 1 was completed successfully and a new project was taken up. The Karnataka project was also completed successfully. The support to Kerala RWSS project, which was demanded late in the project phase, has not yet led to significant change in the project status.

31. Overall, the level of sector knowledge increased among policy makers and practitioners exposed to the TA activities. Although there are positive outcomes from the TA, there are several lessons and learning for future TA:

- *Future TAs should be designed around one or two key strategic objectives rather than opportunistically combining a whole array of TA-worthy aspects.* The outreach potential of the TA is evident from the influence of water and sanitation training sessions on senior officials. If such trainings are organized systematically around a larger objective, both the outreach and quality of training can be vastly superior. Also, when organizing workshops and conferences, partnering with a variety of non-government stakeholders could be improved by arranging them around strategic themes. The monthly partner meetings with NGOs and international agencies was a useful practice to share information on ongoing

and planned work and given the size of the country, partner programs and number of agencies, continuation of these meetings would be beneficial..

- *In order to organize successful exposure visits adequate consultation and active client interaction is required to increase the client's understanding on most suitable countries to the Indian context.* The exposure visit to Philippines or other suitable countries ultimately could not take place. Although much time was spent on designing the visit, including lengthy consultations with Leadership, Learning and Innovation (LLI), the client interest remained low. While the decision not to pursue with the visit was correct given the circumstances, a clear understanding on the nature of these learning exchanges, including the rationale for selecting appropriate countries where lessons can be transferred to India and potentially a priority list of such countries should have been agreed upon during project concept note stage between the Bank and the client. These learnings should jointly involve bank staff and government staff, and should include online learning platforms that complement the study tours.
- *Support to Bank lending projects should be dovetailed within a programmatic approach of strengthening client institutions for better project implementation.* This TA provided significant support to Bank RWSS lending projects. These were need-based and provided at the request of operational TTLs. In particular, the support from this TA to Punjab project improved project performance and the client was motivated to ask for a second phase project. However, the implementation experience of this TA is that, although it resulted in benefit to operations, support to operations is one of the many tasks of the team, which results in lack of adequate attention to learning processes. Given that knowledge demand in operations are immediate and demand driven, there is lack of adequate attention to consolidating emerging lessons from project implementation and applying them for institutional strengthening if the task is one among many that the TTL is responsible for, as was the case of this TA. Support to operations has to be part of a larger programmatic approach addressing the issue of low client capacities and implementation effectiveness, with the learning process embedded in the design itself. For example, if project implementation shows significant gaps at the state level in a specific technical aspect, the TA could be designed for engaging Indian Institute of Technology/Indian Institute of Management or similar premium institution to consolidate relevant learning and train appropriate personnel in the state government on a periodic basis. This would require building up a long-term partnership/collaboration with these institutes.
- *Capacity building should be pursued through a broader selection of channels.* Leveraging social media, having structured learning modules that are both face-to-face and online, encouraging “bite size” learning on key social issues and developing communities of practice are some suggestions. In the case of social media, celebrities and community groups could be involved to create social pressure that aligns individuals to social goals. Those practicing open defecation would find such pressures difficult to ignore, increasing the likelihood of adopting new behaviors in future. The face-to-face and online learning modules as well as 'bite sized' learning can meet just-in-time learning needs of a wide cross section of stakeholders, also in terms of geographical spread.

Finally, establishing virtual communities of practices will result in participants having opportunities to continue deepening their understanding and activism.