

News and Policy Update Bi-monthly e-newsletter of the India WASH Forum

Issue 15; Nov 2010

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News Analysis

India WASH Forum's bi monthly e newsletter is an open platform for engagement with contemporary issues, as a platform for an independent credible voice in the water, sanitation and hygiene sector. this We are conscious of the need to engage with and understand other larger debates in the social and economic development scenario, of which drinking water and sanitation is a part. We welcome articles

and reports from readers to make this a learning and advocacy platform.

The Global Sanitation Fund for India is now processing the bids received for the Executing Agency and the Programme Monitor. India WASH Forum will be organizing an Urban Pro Poor Workshop on the 22-23rd Dec 2010 at the India Habitat Centre(Willow Hall, first floor conference room). For participation and presentation of any papers please contact kapur.depinder@gmail.com

The Water Supply and Sanitation Collaborative Council is launching their new website. India WASH Forum reports and documents that were hosted on the India page of WSSCC, can be accessed on the google site address given below:

https://sites.google.com/site/indiawashforum2010/home/about-india-wash-forum

We have also uploaded some important reports and publication on water, sanitation and hygiene on this site. We welcome comments, contributions and news and information on knowledge resources(research reports and publications). Please submit MS Word documents of not more than 500 words for sharing in this newsletter.

In this 15th Issue, we bring together information and analysis for recent reports and news. These includes among others: the initiation of the new national policy on water, review of the recent estimates of coverage for drinking water and sanitation, drinking water crisis in Arsenic affected areas, estimates of sanitation coverage, recent developments in the micro finance sector, successful campaigns of the Safai Karamchari Andolan, recent Evaluation of the ADB Water Policy, the issue of coverage and entitlements in the Food Security Act in India and protest on the Unique Identification Number project.

National Statistics Survey Organisation(NSSO) in its 65th Report of Nov 2010 for Housing Amenities in India in 2008-09, has come out with 65% rural households and 11% urban households having no latrine facility The NSSO report shows a distinct trend low latrine access by the poorest quintiles of Indian population. Highlighting the economic factors behind low sanitation coverage. In India a government study had found that 77% of the people were living below half a dollar a day spending, perhaps explains



why the majority of toilets are being built by those officially below the poverty line, with the subsidy received from the TSC programme of government of India. More than 20 million APL household toilets have been constructed as compared to 26 million BPL household toilets (DDWS 2008).

The National Water Policy is under review. Water falls under the Ministry of Water Resources, this Ministry is taking the initiative of reviewing. As was expected, the major thrust of the review seems to be addressing the demand-supply gaps and conservation of water resource for agriculture and industry, watershed agencies under inter-State basins. The revised policy it seems "will take on board crucial issues such as water demand management, equitable distribution. water pricing, stringent regulatory mechanism and allocating priority to water for lifesupport and ecology over industry. Needless to say, the industry is opposing the last priority it might be allocated." Water remains a state subject and unless, it is brought under the concurrent list(as was the case with Forests), the National Water Policy can only provide broad guidelines. After the uninspiring Water Policy of 2002, the revision this time is more likely to address critical management issues related to inter state and intra state water conflicts. Setting up regulatory mechanisms has become a buzzword for efficiency. Regulation is required, for water allocation and use, this is not a technical operation issue that requires administrative and institutional reform. It is a political issue regarding basic needs for drinking water and sanitation and options for developmental priorities (industry and agriculture). If the state governments and municipalities cannot regulate in favour of the poor, it is doubtful that a Regulatory Institution(that can never be independent from external influence - government or private), will be able to do this.

Role models are what young professionals in development work, in government and in every profession and sphere of life, aspire to have as mentors and leaders. These role models are becoming increasingly difficult to find nowadays. We include an obituary of Mr. S.R Sankaran, an ex civil servant who was also the Secretary in early 1990s for the Ministry dealing with water and sanitation in India. His life embodies the honest, humanist engagement with issues, a personal commitment to justice that is not value neutral in a professional sense. Rich tributes

have been paid by ex civil servants in newspapers and journals to Mr. Sankaran. Mr. Sankaran's engagement with the Safai Karamchari Andolan is also listed out in this obituary. "He regarded this to be the most dreadful manifestation of untouchability and caste. A decade of Sankaran's leadership of the **Safai Karamchari Andolan(SKA)** led to the substantial decimation of this centuries-old evil in many parts of India. This was through a combination of judicial interventions, compelling accountability of public officials, and a nonviolent mass campaign for self-respect by people engaged in this vocation in which they burned their baskets and demolished dry latrines".

The SKA launched a major national level campaign travelling many states and culminating in Delhi on 1-2nd Nov. In this Update we share reports on the successful campaign to eliminate manual scavenging in India.

Much like the Mahatma Gandhi National Rural Employment Guarantee Act in the first term of the United Progressive Alliance, the Food Security Act was its most ambitious social welfare programme. Since discussions on the Act in the National Advisory Council began, its provisions have consistently been diluted under attempts by the government to narrow its scope and vision. The draft Food Security Bill, submitted last week by the NAC to the government, falls way short of its promise. This prompted Jean Dreze to call it a "minimalist programme" and ask: why not food security for all?

We have seen a spate of progressive Bills in the last few years been passed in India. Forest Rights Act, Right to Information, Prevention of Domestic Violence Act, Unorganised Workers Social Security Act, Right to Education and now Right to Food Security. We now have the UN Resolution on Right to Water and Sanitation that calls for national level legislative actions to provide this guarantee.

The question we need to ask is, are these progressive Acts being passed with any financial and administrative commitment to deliver or are these simply good sounding progressive taken away by another(as highlighted by Radha D Souza) or some other fiscal instruments of the government. Rising food inflation makes Food Security entitlements meaningless, Mining Act would dilute the Forest Rights Act. There was also talk about reducing the scope of



Right to Information Act. A lot of time and effort of the civil society leadership is invested in lobbying for these progressive policy changes, therefore with little outcome.

Micro finance sector in Andhra Pradesh has recently witnessed few suicides of famers under pressure from recovery agents of micro finance companies. Tightening of controls on this sector by the government have been introduced. The issue is being hotly debated in the media currently and also by the micro finance companies challenging the government regulation in court in AP.

In typical micro finance business, one company tries to limit its exposure to a poor borrower by providing less than 50% of the credit requirement of the borrower. The borrower has to find other means to fill the gap. A vicious cycle can set in where borrowing is done from one source to pay off the other creditor. If there is a crisis in the production sector or in the market and the borrower cannot pay back or borrow more money from new sources, the recovery agents come in and use force to recover loans.

Micro finance has also been touted as a financing option for private household sanitation investment model in India. Perhaps this needs to be reviewed. While providers of micro credit(NGOs or companies) may want to limit their risk by providing a small proportion of the "productive asset" investments of a poor borrower, for the borrower there is no distinction in his total requirement(for consumption and investment). As the micro finance market gets congested with more companies chasing borrowers, standardization of loans takes place to reduce interest and operating costs. Yet the effective interest rates for poor borrowers remain anywhere between 24% to 40% a year because the entire system of loan making(private capital investment company or lead bank at min 8 to 15%, lead NGO or NBFC to its regional office adds another 3 to 6%, the regional office to the SHG add another 5 to 7% and then the borrower another 8 to 12%) is sustained from this interest earned from borrowers.

NGOs engaged in providing micro finance for sanitation should be able to assess the recovery pressures on the borrowers building up over time, and report this in public interest. After all the NGOs are in the sanitation micro finance route as a means for

promoting sanitation and hygiene and not for promoting micro finance. Mr. Mohd. Yunus suggested to Mr. Akula that SKS should work as a bank raising more investible funds from its own members and clients through deposits or from the government, and not from the private capital market.

The Asian Development Bank recently did an Evaluation of their 2001 Water Policy. According to the ADB Water Policy Evaluation – "The water policy establishes two fundamental principles. It (i) treats water as both a social and economic good, and (ii) acknowledges the fundamental distinction between "water as a resource" and "water as a service."

However, treating "water as a service" and not as a social entitlement or a Right, opens the door for treatment of water primarily as an economic good. The "social good" is restricted only to "water as a resource" in terms of its ownership by the state governments or Utilities who then can contract out the service of provision and maintenance to private contractors. The ADB Water Policy Review findings by WaterAid in 2005 had shown that in terms of community participation and pro poor access to improved water and sanitation, there was no significant achievements in the ADB projects in India. Infrastructure for water and sanitation was not even mapped for urban slums in the 4 states where the ADB supported urban water and sanitation projects had been reviewed by WaterAid. It will be interesting to see how the Water Policy documents and programmes of World Bank and ADB, take cognizance of, and interpret the recent declaration of water and sanitation as Human Rights by the UN. So far, even the language of Rights do not figure even in the language of the Policy and Programme documents of these institutions.

The ADB Evaluation notes that "There is no systematic and significant difference between public and private operators in efficiency or other performance measures, as evidenced by the performance of utilities in two Asian capital cities...". The Evaluation however does not draw any recommendations for the ADB Water Policy from this observation. The Evaluation concludes that sanitation needs more attention and ADB focus and more of IWRM. The very limited technical perspective of looking at water from the IWRM lens has been

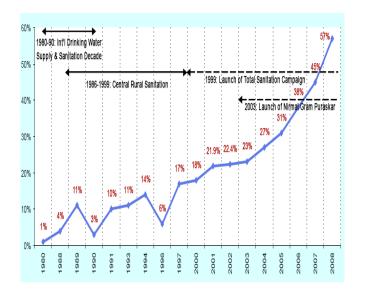


critiqued by many people including recently by Mr. Ramaswamy lyer.

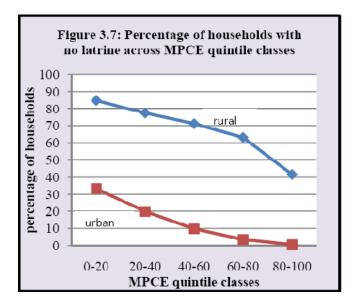
Recent estimates of drinking water and sanitation status of India

As per the department of **Drinking Water Supply and Sanitation**, India has achieved a coverage of 68% rural population having access to an individual household toilet. The recent **JMP report from UNICEF** showed that an increase between 1990 and 2008 in the proportion of the population using **improved sanitation facilities** in India from 18% to 31%. UNICEF is taking its parameters of "improved" sanitation facilities to arrive at this estimate. As per the **District Level Health Survey(DLHS)** of Ministry of Health and Family Welfare, the percentage of rural households with access to sanitation facilities in 2007-08 was only 34%.

The NSSO in its 65th Report of Nov 2010 for Housing Amenities in India in 2008-09, has come out with 65% rural households and 11% urban households having no latrine facility. This confirms the DLHS report numbers. Reasons for this low latrine access is not available in the survey report. Insufficient water and/or the additional labour for fetching water for toilets could be one reason and such questions need to be included in NSSO surveys. The DDWS estimates of sanitation coverage show more than 65% rural sanitation coverage and much of the gain is attributed to the Nirmal Gram Puraskar scheme.



The NSSO report shows a distinct trend low latrine access by the poorest quintiles of Indian population. Highlighting economic factors behind low sanitation coverage. In India a government study had found that 77% of the people were living below half a dollar a day spending, perhaps explains why the majority of toilets are being built by those officially below the poverty line, with the subsidy received from the TSC programme of government of India. More than 20 million APL household toilets have been constructed as compared to 26 million BPL household toilets (DDWS 2008).



The NSSO reports drinking water coverage status for India from the improved sources at approximately 90% in rural areas and 94% in urban areas. This is higher than the data compiled by the DDWS from the states on drinking water coverage for only 70% habitations.

Now in the pipeline: New national water policy

Gargi Parsai

http://www.hindu.com/2010/10/20/stories/2010102063 510100.htm

Spurred by the need to look at climate change impact on water resources, the Centre is formulating a revised National Water Policy in consultation with the States and other stakeholders to ensure basin-level management strategies. This would deal with



variability in rainfall and river flows due to climate change. The Government is also looking at amendment to the Inter-State Water Disputes Act and the River Boards Act for time-bound clarificatory/supplementary orders of tribunals on inter-State water disputes and for setting up an Inter-State River Basin Authority for overall coordination of watershed agencies under inter-State basins.

The revised policy will take on board crucial issues such as water demand management, equitable distribution, water pricing, stringent regulatory mechanism and allocating priority to water for life-support and ecology over industry. Needless to say, the industry is opposing the last priority it might be allocated.

The Centre wants water budgeting and water auditing to be made mandatory. There is a suggestion to introduce tradable water entitlements for farmers but there is no agreement on it. The Union Ministry of Water Resources is holding a series of consultations with the States and other stakeholders on various aspects of the proposed new policy and will reconcile all points of view. The final decision would be vested in the National Water Resources Council headed by the Prime Minister with Chief Ministers as members.

In the new scheme of things, it is proposed to plan for multi-purpose reservoir systems with stakeholder participation after a thorough examination of all alternatives. The benefits and costs of every project along with environmental and social costs should be assessed and it should be ensured that local people are the first beneficiaries. However, the Ministry has come up with the rider that while assessing costsbenefits, environmental and social costs, stakeholders must consider the cost of not providing water to people for different uses. It is proposed to incentivise water conservation. State governments may be advised to set up Independent Water Regulatory Authority for addressing water allocation, water use efficiency and physical and financial sustainability of water resources.

Open defecation: country wise details; UNICEF JMP Report 2010

81% of 1.1 billion people that defecate in the open in the world live in 10 countries

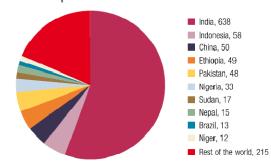


Figure 23 Distribution of 1.1 billion people who practise open defecation, 2008, population (million)

Urban sanitation in India: life after Common Wealth Games

The Commonwealth Games Organising Committee members comment on sanitation generated a media blitz recently. Unfortunately, instead of highlighting the sorry state of sanitation in India, the issue was trivialized in the media. During the Games, Delhites saw portable toilets and waterless urinals installed overnight around the stadiums. The Games went off well and the sanitation issue was forgotten, these expensive toilet infrastructure disappeared.

For a city with 18 million population, public toilets and also water points for drinking water – does not seem a priority for the state administration.

"Initially, we planned to build 218 five-star toilets in the city, but with the legal hurdles being solved only in the second week of July, we have little time to build so many before the Games in October. So, we will be building 50 toilets," a senior MCD official.

"The project for pay-and-use toilets was floated last September but was held up due to litigation. The cost of constructing one toilet block is estimated to be around Rs 1 crore. On Tuesday, Justice R S Endlaw dismissed a petition by a businessman, from Greater Kailash-I, opposing the civic agency's move to acquire 1,200 square feet in N-block market for building airconditioned toilets". "Already work on these **toilets**



with five-star comforts has started in a few places like Defence Colony and Lajpat Nagar market," the MCD official said. "The state-of-the-art toilets will be better than those found in five-star hotels. The toilets will be air-conditioned and the first floor of the toilet will have coffee shops and flower shops," the official said.

http://timesofindia.indiatimes.com/city/delhi/Delhi-to-get-50-luxury-public-toilets-before-Games/articleshow/6169223.cms

Does Delhi need 218 five star public toilets costing the tax payers Rs.1 crore each? It must be remembered that public toilets in Delhi have always been bid for and have earned net revenue for the Delhi government. Is construction of a few air conditioned expensive toilets in posh localities of Delhi, the answer to the problem of denial of access of water and sanitation for the city?

In a semi arid climate of Delhi, what is needed is many more civic amenities of good quality that serve the needs of the people and are not catering to. Not just toilets, but also drinking water facilities planned throughout the city at regular distances for public use. Community managed toilets alongwith bathing and washing facilities, for the slums.

However in the drive to seek commercial revenue as the only model of sustainability, sub contracting and advertising revenues is being promoted, for privatizing the expensive public land, at the expense of providing good quality affordable and accessible public conveniences for all. Very few public toilets are being built for people and in areas where they are most needed(congested markets, street corners, all along ring road and in the slums). Not long ago, Delhi had a large number of public drinking water posts, these are now gone, in the drive to reduce "Non Revenue Water losses". Imagine the plight of those who travel by public transport who have no access to drinking water in the hot climate of Delhi. Drinking water availability in these facilities is not even on the agenda.

Ballia district : Arsenic in drinking water

To: The Director,

Rajiv Gandhi National Drinking Water Mission

Sub: Arsenic Issue in Ballia, U P

Sir,

Why this issue has come to this level is that state govt wants to bring a mega project of more than Rs.600 crores to provide Arsenic free water to one third of district.

Last month the Innervoice Foundation(an NGO), discovered patients suffering due to melanosis and kerotosis in Garya and Tola Sevak Rai villages. Not far from here in Bhojpur (Bihar, only 50 km away) one such mega project is standing dysfunctional as there is no electricity to run it. A fact that is even supported by the Joint Secretary of RGNDWM in his Oct 2009 visit to Ballia. His visit report is available on the website of Mission.

When it was declared that there is Asenic contamination in drinking water in large parts of Ballia district in 2004 certain mitigation measures were taken up here. Those works have even today not been not completed. We are therefore concerned how can this new mega scheme offer a solution to our problem.

The Academy of Management Studies, Lucknow, in its monitoring report on mitigation works done in Ballia, lambasted all mitigation works done here by state agencies. This report was done on instance of RGNDWM. It has been conclusively proved that state agencies have failed to discharge their duties properly.

As per the study done by the Jadavpur University(Joyshree Roy and others), on the average a family loses Rs 297 per month for every person suffering due to arsenic induced disease (prices on 2002-4 rates). In Ballia it is estimated that there are more than a lakh people are affected by such diseases.

As per the state govt records only 310 habitations have contamination problem. However the Innervoice Foundation has spotted patients in several hundred villages. People also confirmed that that there



has been no regular monitoring of Water Quality affected drinking water bore wells, open dug wells and all other water sources. The Ballia district water testing laboratory is dysfunctional. The estimates of Arsenic affected people are not accurate. Here another interesting fact must be mentioned, UP State agencies have spent very good sum on buying hardware components for testing water samples in villages. Even significant money was spent on imparting training to operate these hardwires. Same happened to the filters that were meant to be distributed among the affected families. We feel this has done enough damage and there is need to revisit rural water reforms. Also it is time to think afresh and start something on the model of WASMO here.

We will like to conclude that there is need to involve community all mitigation work, there should be talk of technology transfer and not of mega buck project. As we all know who are befitted by such exercise.

There should not be any hesitation on starting community driven, decentralized, local and small, community maintained water solutions. Already millions are suffering due to contamination in Ballia district alone, forget about Bhojpur and Buxar district in Bihar where possible many more millions of people are suffering from drinking Arsenic contaminated drinking water.

Warm Regards & Thanks Sincerely yours' Saurabh singh On behalf of affected persons Ballia, U P

SR Sankaran: Obituary

A legacy of goodness: Harsh Mander

Crowds surged to join his funeral procession, as it wound its way through the busy streets of Hyderabad, on a warm afternoon on 8 October, 2010. Senior civil servants and human rights workers jostled with tens of anonymous indigent men and women, each of whom wished the privilege to carry his body in its last journey for a few moments.

Uniformed policemen lowered their eyes in tribute after offering an incongruous gun salute to a man the crowds extolled as a messenger of peace. Slogans

continuously rent the air, hailing him to be the beloved son of dalits, tribal people, the poor and disabled persons.

Few eyes were dry when his niece set aflame his funeral pier.

I doubt if there has ever been such a funeral of any civil servant before him. The diverse multitude which surged to bid this diminutive, frail, under-stated man his final farewell, represented the extraordinary range of people whose lives he had touched. SR Sankaran set standards of integrity and service to the most disadvantaged, for a whole generation of public officials. His courage of convictions inspired human rights activists. Despite his uncompromising opposition to violence, he was revered by Maoists as much as by Gandhians. And a lifetime of egalitarian compassion bound him to masses of India's poorest people, disadvantaged by indigence, caste, gender and disability.

Sankaran firmly believed lifelong that the foremost duty of the state was to uphold the dignity, rights and freedoms of India's most oppressed people, and his work demonstrated what a democratic government could indeed accomplish if it included persons like him. He drew up laws for land reforms, and pushed governments to implement these. He conceived of the Tribal Sub-Plan and Special Component Plan, to compel governments to set aside significant proportions of the state budgets for the welfare of Scheduled Castes and Tribes. He designed many programmes for justice and welfare of these socially most deprived communities, including thousands of residential schools for the education of tribal boys and girls. It was he who helped craft laws to release bonded workers.

Among the many legends which have grown up around his life's work, the story is often recounted of how a powerful Chief Minister of Andhra Pradesh was furious when, as Secretary Social Welfare, Sankaran organised campaigns to release bonded workers from generations of debt bondage. The Chief Minister announced in a cabinet meeting that Sankaran was a trouble- maker, who went from village to village, held meetings with poorest people seated on the ground under trees, instigated them by declaring that they had the right to be free, and mobilised them to rebel against a lifetime of bondage. Soft-spoken Sankaran



retorted that this indeed is what he did, and this was his duty. This enraged the Chief Minister further, and he asserted in the cabinet meeting itself that such subversives had no place in his government. Sankaran replied in his customary low voice that he too did not want to work in his government, and proceeded on long leave.

This proved a fortuitous turning point in his life. The legendary Marxist Chief Minister of Tripura, Nripen Chakravarthy, invited him to shift to Tripura and serve there as Chief Secretary. Both austere bachelors, fiercely honest, had few worldly belongings, and even washed their own clothes. They formed a unique partnership, leading the state for 6 years. Few governments in India earned such a reputation of integrity, service and justice for the under-privileged. Sankaran gained national fame when he was kidnapped by Naxalites from the jungles of Andhra Pradesh. After his retirement from government, he constituted a Concerned Citizens Committee, to mediate with government to end its human rights violations in its military-like offensive against the armed rebels, and its policy of 'encounter' killings of alleged Naxalites, which he condemned as 'targeted extralegal executions'. Many tribal or dalit youth, or their loved ones, would desperately contact Sankaran when they were in danger of being eliminated in fake encounters, and it was Sankaran's mediation which saved several of them. He reminded government tirelessly that it was decades, indeed centuries, of injustice against tribal people - their brutal dispossession from their lands and forests - which was the true source of the insurgency in the jungles of the state.

But Sankaran was equally unsparing in condemning the violence of the Naxalites, and their focus on 'military actions rather than on the mobilisation of people for social transformation'. He was convinced that this contributed to 'further brutalise the society and lead to the shrinkage of democratic space for mobilisation and direct participation of the people, impairing the very process of transformation that the movements claim to stand for'.

It was due to his unique moral stature that both government and the Maoists felt compelled to respond to his appeals, and defend to him their policies. It is another matter that neither altered their basic approaches to the conflict, and the unabated bloodletting by both sides of the conflict caused him great anguish. The efforts of this Committee dominated a decade of Sankaran's life, and he grieved until his end that he could not free his people from the mutually reinforcing cycles of violence, and reclaim for them enduring peace and justice.

Another task which to which he devoted a significant part of his time after he retired was to lead the Safai Karmchari Andolan, an exceptional campaign for ending the humiliating age-old practice of people of particular castes being forced to clean dry latrines with their bare hands, and carry human excreta in baskets on their heads.

He regarded this to be the most dreadful manifestation of untouchability and caste. A decade of Sankaran's leadership of the Andolan led to the substantial decimation of this centuries-old evil in many parts of India. This was through a combination of judicial interventions, compelling accountability of public officials, and a non-violent mass campaign for self-respect by people engaged in this vocation in which they burned their baskets and demolished dry latrines. But those Sankaran led to a life of dignity will mourn that will not be by their side to witness the historic final end of this scourge.

Sankaran set aside a significant portion of his salary, and his pension after he retired, to educate dalit children. He never spoke of this to anyone, but when he first suffered a heart attack, many young men competed to keep vigil at his bedside. We learnt later from this assortment — of doctors, civil servants, engineers and teachers — that whatever they achieved in their lives was due to Sankaran. He never married, but clearly several who loved and revered him like a father.

He was an intensely ethical person, but never didactic or judgemental.

He displayed an unexpected impish sense of humour and mischief. After he retired from government, he lived in a small unpretentious and sparsely furnished apartment, which looked more like the home of a retired school teacher than a senior civil servant. Even the few pieces of furniture and gadgets in his house were forced on him by those who loved him. When he received his pension arrears, he was alarmed by this very modest swelling of his bank balance, and quickly



distributed the money to street children's homes, and an organisation for disabled persons.

Sankaran's life and work illuminated the lives of literally millions of India's most dispossessed people with dignity, justice and hope.

His compassion, simplicity and lifetime of public service will continue to light the way, both of those who work within government, and others who choose to struggle against it. His enduring legacy will be to demonstrate what true and authentic goodness in public and personal life can accomplish, to make this world a better, kinder place.

Evaluation : ADB Water Policy

http://www.adb.org/Documents/SES/REG/SES-OTH-2010-47/SES-OTH-2010-47.pdf

The Asian Development Bank recently did an Evaluation of their 2001 Water Policy. According to the ADB Water Policy Evaluation - "The water policy establishes two fundamental principles. It (i) treats water as both a social and economic good, and (ii) acknowledges the fundamental distinction between "water as a resource" and "water as a service." These principles inform efforts to improve suboptimal national policies and practices in the water sector. The policy (i) supports ADB's strategy for poverty reduction by promoting participation of the poor in water management, (ii) supports ADB's strategy for publicprivate participation (PPP), and (iii) aims to catalyze a national focus on water sector reform in the DMCs. It also has a regional cooperation dimension, which would be supported in response to requests from DMCs concerned."

The objective of the Evaluation was (i) assess the implementation of ADB's 2001 water policy and the performance of related operations, (ii) identify lessons and issues, and (iii) make recommendations to inform future decision making on water sector operations in ADB's developing member countries (DMCs). Key evaluation questions centered on relevance, consistency, and adequacy of the water policy; ADB's responsiveness or how it implemented the policy; and results so far, including effectiveness in achieving outputs and outcomes, process and project efficiency in resource use, and likelihood of the sustainability of net benefits.

According to the Water Policy Evaluation, "A comparative review of water policies shows that ADB's water policy compares well with that of other multilateral development banks. In relation to the World Bank, the main areas of difference in approach are as follows: (i) ADB has increased focus on negotiated and participatory approaches; (ii) ADB promotes a gradual phase-out of subsidies while the World Bank support targeted and means-tested subsidies; (iii) ADB lacks an explicit policy for small water supply providers and sanitation in contrast to the World Bank; and (iv) for large water projects, ADB has a cautionary approach. Further, ADB's water policy recognizes the importance of regional cooperation in water resource management."

The major findings of the Review highlight the following.

There is no systematic and significant difference between public and private operators in efficiency or other performance measures, as evidenced by the performance of utilities in two Asian capital cities—Manila Water (private) and the Phnom Penh Water Supply Authority (public). Both achieved remarkable results in providing service, expanding the network, and reducing NRW.

For sanitation, the objectives are far from attainment, reflecting the lower priority in borrowing that governments and communities place on sanitation than on water.

In the irrigation and drainage sector, projects have proved to be more difficult to implement with an overall success rating of only 52%.

ADB assistance has contributed to water policy development in Asia in areas such as water sector governance, including building institutional capacity, tariff reforms, regulatory framework, and water conservation. However, more needs to be done, particularly in areas such as IWRM.



Liberated SafaiKaramcharis from Twenty States Assemble in Delhi; Resolve to Eradicate Manual Scavenging

New Delhi, 31 October 2010: Around 250 safaikaramcharis from 20 states assembled today in Delhi, after a month-long bus yatra in which they travelled through 172 districts, going to manual scavengers in each one and persuading them to quit the practice. The two-day event is being organised by the "Safai Karamchari Andolan", which has been working to eradicate manual scavenging.

At the entrance of the ViswaYuva Kendra in Chankyapuri, the buses arrived one by one - five of them, one each from Srinagar in Kashmir (Jai BheemMarg), Kanyakumari in Tamil (PeriyarMarg), Dibrugarh in Assam (BirsaMundaMarg), Khurda in Orissa (JhalkariBaiMarg) and Dehradun in Uttaranchal (SavitriBaiMarg). The SafaiKaramcharis were welcomed with garlands and dhol beats. They raised slogans against the outlawed but continuing practice of manual scavenging in India. "Rookhisookhikhayenge, mailanahiuthayenge!" they said. ("We will eat half a roti but not lift the night soil.") Loud slogans were raised from liberated manual scavengers from Tamil Nadu, such as, "Malamnangala mama dike ningala." ('We are taking shit on our heads and others ringing bells in the temple'.)

The event began with a minute long silence in memory of SR Sankaran, Chairman of SKA, who passed away on 7 October. ShriSankaran was a retired as Secretary to the government of India and devoted his life thereafter to help get safaikaramcharis their right.

Liberated safai karamcharis from various states shared their experiences of lifting night soil for years and then leaving the profession. The first to speak was Narayanamma from Karnataka, who was the first ever to quit the practice. She said that even if the choice was her life, she would not return to manual scavenging. One liberated safaikaramchari from Jalaun in Uttar Pradesh said that participating in the bus yatra to Delhi, meeting people like herself from all over India, made her feel part of a historic movement and that she now considers it her duty to eradicate manual scavenging from Bundelkhand.

The event was attended by, amongst others, Harsh Mander, member, National Advisory Council; CSDS fellow YogendraYadav; Paul Divakar of National

Council for Dalit Human Rights; Prof Vimal Thorat of the Indira Gandhi National Open University. These and other special invitees presented all 250 safai karamcharis with a shawl.

The gathering was addressed by sitting Member of Parliament from Guntur in Andhra Pradesh, Shri Jesudasu Seelam. He said that while there were various government schemes to ameliorate the plight of manual scavengers and to rehabilitate them into other work, the challenge was to make these schemes reach everyone. He mentioned that the Sonia Gandhiled National Advisory Council was taking up the issue with the Government of India. He promised to raise the issue in the Parliament. "It is shameful that even after 63 years people were lifting night soil. It is a blot on India."

Shri PS Krishnan, former secretary to the Government of India, said that while Dr Ambedkar's message was "Jharoochoro" (leave the broom) our slogan should now be "Jharoopheko" (throw away the broom). A liberated SK from Tamil Nadu said that the apologise government should to the Dalitsafaikaramchari communities for the continuation of the practice despite outlawing it in 1993. Responding to her, Shri Krishnan said that it is not just the government but the whole nation which must apologise. He said that while a lot of money was earmarked by the government for their welfare, it was not reaching them.

Shri Yogendra Yadav, Fellow, Centre for the Study of Developing Societies, said that this was a historic day. Responding to Shri PS Krishnan, he said that there will come a day when the nation will ask them for forgiveness. He said that leaving manual scavenging and demanding their rights, they were performing the urgent act of cleaning up the conscience of the nation.

In an emotionally charged speech, Bezwada Wilson, nation convenor of the Safai Karamchari Andolan, said that this was not an issue of only one community but of the entire nation. He said that the former manual scavengers had left from the backdoors of homes from across the country and come to the country's streets to break the silence, to demand their rights, freedom and dignity. He said that the pages of Dr Ambedkar's Constitution of India were still to be converted into reality.



He mentioned that the next 60 days, until the end of 2010, we have to make over 3 lakh manual scavengers in India leave the practice. He said this Yatra was coming to an end, it was part of the larger yatra of reformation of Indian society.

The month-long Samajik Parivartan Yatra will conclude tomorrow with a public meeting at the Constitution Club from 11 am to 2 pm. The demands of the Safai Karamchari Andolan for a special rehabilitation package from the government would be unveiled there.

Throwing off the yoke of manual scavenging Vidya Subrahmaniam

http://www.thehindu.com/opinion/lead/article850934.

On November 1, a unique journey will come to a ceremonious end in Delhi. Earlier this month, five bus loads of men and women headed out from different corners of the country with one slogan on their lips: honour and liberation for those still trapped in the horror of manual scavenging.

When the protesters (most of them former manual scavengers) set out on their mission, they knew that the Samajjik Parivartan Yatra (national rally for social transformation) would have to be more than a petition to the government. A comprehensive rehabilitation package was undoubtedly at the core of the yatra's demands. But there was equally another objective: To motivate the remaining members of the scavenging community to throw off the yoke - on their own, without waiting for a package. Bezwada Wilson, convenor of the Safai Karamacharis Andolan (SKA) and the brain behind the rally, explains the concept of self-liberation: "Manual scavenging is a blot on humanity, and if you engage in it, it is a crime you commit on yourself. So, don't wait for the government, break free."

Given the depth of emotion in this message, it will be a double crime if the government does not do everything in its power to hasten the process of liberation. Perhaps that is why, on October 25, the Sonia Gandhiled National Advisory Council proposed a far-reaching package of reforms to end the practice. Nonetheless, the irony is inescapable.

Sixty-three years after Independence, India is still debating the best way to lift manual scavengers out of their collective misery. Mr. Wilson was a young boy when his family in Karnataka sent him away to study in a school across the border in Andhra Pradesh. He came home for holidays but felt out of place in a whose defining feature was community uncontrolled violence of its menfolk. It was the early 1970s and they lived in a large, grimy neighbourhood around the edges of the Kolar Gold township. The evenings were always the same. The men would get into a drunken rage and assault the women senseless. The pattern of male aggression and female submission was common to most feudal, patriarchal societies, but even by this yardstick, the violence was excessive.

The teenager knew he had been born to a family of sweepers. The local school he went to as a child was segregated and was known by a swear word. But that still did not explain the anger that erupted around him. His father, a retired government employee, and his brother, mysteriously employed in an unnamed place, stonewalled his questions.

Determined, the boy followed his brother to his workplace, where the horror of manual scavenging hit him like a million lashes. Mr. Wilson learnt that he and his family were part of a huge community of manual scavengers that serviced the Kolar Gold township. They physically lifted and carried human excreta from the township's network of dry latrines. He could now see where the violence came from. But he could also see the unfairness of it all on the women who formed 85 per cent of the manual scavenging workforce. The women of his community were victims thrice over: they were outcasts even among Dalits; they were despised and shunned for the work they did, and they were physically abused by the men who saw the beatings as an outlet for their frustrations.

The employment of humans to clean human faeces was unarguably the worst violation of human rights anywhere in the world. The degrading act stripped the individual of her dignity while the constant handling of excreta brought in its wake crippling illnesses and infections that went untreated because the community bore the cross of untouchability.

Over the next decade-and-a-half, Mr. Wilson worked at educating the elders and spreading awareness about the dehumanising aspect of their occupation. But it



was difficult to organise a community that was simply unprepared to give up its job.

This was a baffling paradox. On the one hand, there was the daily ritual of the men drinking and getting violent to forget the pain and humiliation of manual scavenging. At the same time, there was a sense of ownership about the job. "It is our job," they told Mr. Wilson, vastly complicating his effort simultaneously to organise them, fight the company management that employed them, and push the government towards banning the occupation and rehabilitating the workers.

Mr. Wilson told The Hindu, "Our people had internalised their oppression. They saw themselves as a condemned lot, it was their fate, they had to do this work." If the manual scavenging community, now included among the safai karamcharis (sweepers) to diminish the ugliness of the act, owned up its work due to an acute lack of self-worth, those higher in the caste hierarchy compounded the injury by perpetuating the myth that toilet cleaning and allied activities, like sweeping and picking up garbage, could only be done by the valmiki Dalits, also known as dom, hela, hadi, arundatiyar, madiga, relli, pakhis, chekilliyars, etc.

Incredibly, the ridiculous notion prevailed even at the level of governments — and it continues to prevail — with job reservation for the Scheduled Castes translating as the Dalit castes forming the majority of workforce in Class IV and lower categories. Whatever the official explanation for this, this was nothing if not the Varna system by diktat.

The insensitivity of officialdom to manual scavenging can be seen from the length of time it took India to formally ban the practice. The Constitution abolished untouchability once and for all in 1950. The Protection of Civil Rights Act, which prescribed punishments for untouchability, followed in 1955, and The Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act came in 1989. But manual scavenging, which is untouchability at its most violent, was prohibited by legislation only in 1993. The Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act came into force 46 years after Independence.

Far worse, manual scavenging continues to this day, with many Central and State government departments themselves employing manual scavengers in violation

of the 1993 Act. The worst offender in this respect has been the Union Ministry of Railways: the open discharge system of toilets in train carriages results in excreta having to be manually lifted off the tracks. Many municipalities too continue to use dry latrines.

In 2003, the Supreme Court directed all the State governments to file affidavits on manual scavenging, taking a serious view of a PIL petition filed by the SKA and 18 other social action groups. The Uttar Pradesh government admitted to the practice as did the Railway Ministry. But most other State governments brazenly lied that their States were "free from manual scavenging." The SKA, which has an entire library devoted to the documentation of the practice, has clinching photographs and data that establish the lie. The Andolan estimates that there are currently over 3 lakh manual scavengers, down from 13 lakh a decade ago. However, it attributes the declining numbers as much to voluntary liberation as to official intervention.

So far, manual scavenging has been tackled at two levels: The conversion of dry latrines into pour-flush toilets and the rehabilitation of those engaged in the practice. The rehabilitation itself has been terribly half-hearted; a shocking report in The Hindu shows that the district administration in Ambala fired manual scavengers it had re-employed as sweepers. The crucial issue, therefore, is a vital third element: the destigmatisation of the so-called menial jobs via changes in recruitment patterns and policies. Without this overhaul, manual scavenging will continue in one form or another.

It is also necessary to expand the definition of manual scavenging to include other kinds of unhygienic toilet cleaning. The Union Ministry of Housing and Urban Poverty Alleviation has been overseeing the elimination of dry latrines since 2004. According to the Ministry, the numbers of dry latrines have declined from a total of 6 lakh in six States to about 2.4 lakh in Uttar Pradesh, Bihar and Uttarakhand.

But significantly the Ministry makes the point that while dry latrines may be on their way out, this does not necessarily mean the end of manual cleaning of excreta. A recent paper prepared by HUPA says that in the poorer areas in many towns and cities, the dry latrines have given way to "bahao" latrines. These are not connected to septic tanks or underground pits but



flow out directly into open drainage, resulting in the "sludge and excreta" having to be manually removed. Says the paper: "These unsanitary latrines require continuous cleaning, which is done by municipal staff and almost always manually, with the most rudimentary appliances."

And no prizes for guessing which castes form the municipal staff. As Union Minister for HUPA Kumari Selja says: "It is ultimately about attitudes. As long as society treats toilet cleaning and sweeping as menial jobs to be done only by certain members of the caste system, it will be difficult to end the obnoxious practice. The scavenging and sweeping community will be truly liberated when cleaning jobs become respectable with the workforce drawn from all communities."

'Modern' Sahukars

http://epw.in/epw/uploads/articles/15297.pdf

The declared mission of microfinance companies is to "empower" the poor, especially women, by providing access to collateral- free loans for their microbusinesses – in agriculture, livestock, trade (eg, vegetable vending), proto-industry (e g, basket weaving and pottery), services (like beauty parlours), and so on. But can a poor household sustain annual interest rates on micro-loans of the order of 27% to 31%, or more, if one were to add on the hidden charges? The MFIN's president, Vijay Mahajan, doubts if there is any connection between the suicides of some of the loan recipients and the loans taken, but the fact of the matter is that some of their poor clients, facing acute financial distress, have committed suicide.

The charge against the MFIs who have taken the route to becoming non-banking financial companies (NBFCs) and are now aspiring to make an initial public offering (IPO) is that they are enriching themselves and their shareholders at the cost of poor people. Prior to India's largest microfinance company, SKS Microfinance, going public, Vikram Akula (SKS founder) and Suresh Gurumani (then CEO) sold a part of their stake to a hedge fund and reaped huge capital gains. Muhammad Yunus, the so-called "father of microfinance", put it mildly when he expressed his doubts about whether SKS would be able to balance the demands of its social mission with those of its shareholders' maximisation of net worth.

The SKS chairman, in contrast, thinks that his business model is the only way to provide micro-loans to the world's three billion poor. The Yunus business model would, however, suggest that the MFIs should work towards converting themselves into banks (getting bank licences) so that they can take deposits from the public to sustain their financing of the poor.

The National Bank for Agriculture and Rural Development (NABARD) and the Reserve Bank of India (RBI) had been promoting microfinance through the self-help group (SHG)-bank linkage route. Typically, a non-governmental organisation (NGO) or a state government agency administering a microfinance scheme (Indira Kranthi Pathan in Andhra Pradesh) aids the formation of an SHG of five to 20 women members, which starts off with its members' small savings and is then given a group loan by the bank, which is then apportioned among the members, with the group being responsible for amortisation and interest payments. Over time, in some cases, the NGOs have taken on the role of financial intermediaries - the banks lend to the NGOs which, in turn, lend to the SHGs with a certain markup on costs. However, sensing the growth and profit opportunity, and given the low default rates, some NGOs - like SKS, Spandana, Asmitha, and Share - have transformed themselves into NBFCs, raising equity through private placements and leveraging their equity bases to raise debt from the public sector, private, and/or multinational banks operating in India. Indeed, bank loans to NBFC microfinance companies are also deemed to be part of "priority sector" lending.

And now, with the huge commercial success and the enrichment of the promoters of the Mexican microfinance company Compartamos following its IPO in 2007, like SKS Microfinance many of the other NBFC microfinance companies want to follow in its footsteps.

Food for Thought: The middle class has lost track of how poor this country is:

Jean Dreze

Much like the Mahatma Gandhi National Rural Employment Guarantee Act in the first term of the United Progressive Alliance, the Food Security Act



was its most ambitious social welfare programme. Since discussions on the Act in the National Advisory Council began, its provisions have consistently been diluted under attempts by the government to narrow its scope and vision.

The draft Bill, submitted last week by the NAC to the government, falls way short of its promise. This prompted Jean Dreze to call it a "minimalist programme" and ask: why not food security for all? Excerpts from an interview in which the development economist and author explains how the government is reneging on its commitment to the poor:

What is wrong with the NAC proposal? This proposal is very patchy and limited. As far as the PDS (public distribution system) is concerned, it does not go much beyond what is already there. This year, the government is releasing nearly 50 million tonnes of food under the PDS. The NAC proposal implies that this would rise to 60 million tonnes or so as the Act is gradually extended to the whole country.

The basic framework would remain much the same. Is that a radical departure in food policy? "More of the same" is also the gist of the non-PDS proposals. Remember, this is supposed to be a 'National Food Security Act', not a PDS Act. The initial idea was a comprehensive Act that also covers child nutrition programmes, maternity benefits, social security pensions and other entitlements that have an important bearing on food security. A new beginning was particularly important in the field of child care, which is the foundation of good nutrition for all. All these entitlements, however, have been progressively diluted under pressure.

Why has it been watered down? The government asked the NAC to prepare a Food Security Bill, but initially wanted it to be "fiscally neutral". This makes no sense. Four months down the line, there has been some give and take on both sides, but the government had the upper hand.

Why do you think a targeted PDS won't work? Targeting is unreliable and divisive. This is well established. At least three independent surveys (the National Sample Survey, the National Family Health Survey and the India Human Development Survey) show that about half of all poor households in rural

India did not have a BPL (Below Poverty Line) card in 2005. The identification of poor families can be improved, but ultimately, it is bound to be a hit-or-miss affair. When it comes to food security, "exclusion errors" are really unacceptable — everyone has a right to be protected from hunger.

I think that the middle class has completely lost track of how poor this country is. We live in a make-believe world that exists only on television and small islands of privilege. That was the message of late Arjun Sengupta's striking figure, that 77 percent of Indians live on less than Rs. 20 a day. The figure was not exactly right, but even if it was, say, 5 percent off the mark, the basic message remains. Are we saying that anyone who has more than Rs. 20 a day should be excluded from the PDS?

What is stopping the government from universalising the PDS? The government claims that the food requirements are too high, but this is a red (Deputy Chairman of the Commission) Montek Singh Ahluwalia himself told the NAC, in a different context, that "no situation is known to have arisen where money was there but food was lacking". So, it is actually a question of willingness to pay. When it comes to corporate-friendly projects, the sky is the limit. The Planning Commission is proudly talking of "infrastructural investment" to the tune of \$1 trillion in the 12th Plan, about half of that would be public money. \$1 trillion! That's astronomical: nearly 10 percent of GDP, year after year. But for food security, 1 percent of GDP is considered extravagant — that's not "investment".

What can be done about the rotting foodgrain? There are many ways of making good use of it. For instance, one could use it (I mean, the excess stock, not the "rotting" grain) to support a universal PDS in drought-affected districts. Many districts are facing massive crop failures for the second year in a row, and reports of starvation deaths are already pouring in. In Jharkhand's Palamau, for instance, distress migration has begun, and people have been blocking the roads to demand food. Universalising the PDS in these districts would be a very sensible thing to do, as a drought relief measure. It can be done very quickly, too. Aside from protecting people from starvation, this



could be a great experiment in PDS reform, in the runup to the Food Security Act.

Do you think that UPA-2 has less will and vision than UPA-1? The attitude of UPA-1 was not very different when it came to social policy. Remember, the NAC draft of the employment guarantee Act was severely diluted by the government before it was tabled in Parliament, and it was only after a long campaign that the draft was repaired. This time, the government is prepared, and is trying to pre-empt "unreasonable" proposals right from the beginning. Also, the Left parties are not there to keep the government on its toes. So, the circumstances are a little different, but the attitude is much the same — keep the poor in check and hand over to the CEOs.

On the UIDAI

http://epw.in/epw/uploads/articles/15319.pdf

A project that proposes to give every resident a "unique identity number" is a matter of great concern for those working on issues of food security, NREGA, migration, technology, decentralisation, constitutionalism, civil liberties and human rights. The process of setting up the Unique Identification Authority of India (UIDAI) has resulted in very little, if any, discussion about this project and its effects and fallout. It is intended to collect demographic data about all residents in the country.

Before it goes any further, we consider it imperative that the following be done: (i) Do a feasibility study: There are claims made in relation to the project, about what it can do for the PDS and NREGA, for instance, which does not reflect any understanding of the situation on the ground. The project documents do not say what other effects the project may have, including its potential to be intrusive and violative of privacy, who may handle the data. (ii) Do a cost-benefit analysis: It is reported that the UIDAI estimates the project will cost Rs 45,000 crore to the exchequer in the next four years. This does not seem to include the costs that will be incurred by the registrars, enrollers, the internal systems costs that the PDs system will have to budget if it is to be able to use the UID, the estimated cost to the end user and to the number holder. (iii) In a system such as this, a mere statement that the UIDAI will deal with the security of the data is

obviously insufficient. How does the UIDAI propose to deal with data theft? (iv) The involvement of firms such as Ernst & Young and Accenture raises further questions about who will have access to the data, and what that means to the people of India.

The questions have been raised which have not been addressed so far, including those about: (i) Privacy: It is only now that the Department of Personnel and Training is said to be working on a draft of a privacy law, but nothing is out for discussion, (ii) Surveillance: This technology, and the existence of the UID number, and its working, could result in increasing the potential for surveillance, (iii) Profiling, (iv) Tracking, and (v) Convergence, by which those with access to state power, as well as companies, could collate information about each individual with the help of the UID number.

National IDs have been abandoned in the US, Australia and the UK. The reasons have predominantly been costs and privacy. If it is too expensive for the US with a population of 308 million, and the UK with 61 million people, and Australia with 21 million people, it is being asked why India thinks it can prioritise its spending in this direction. In the UK the home secretary explained that they were abandoning the project because it would otherwise be "intrusive bullying" by the State, and that the government intended to be the "servant" of the people, and not their "master". Is there a lesson in it for us? This is a project that could change the status of the people in this country, with effects on our security and constitutional rights. So a consideration of all aspects of the project should be undertaken with this in mind.

We, therefore, ask that the project be halted; a feasibility study be done covering all aspects of this issue; experts be tasked with studying its constitutionality; the law on privacy be urgently worked on (this will affect matters way beyond the UID project); a cost-benefit analysis be done; a public, informed debate be conducted before any such major change be brought in.

Justice V R Krishna Iyer, Romila Thapar, K G Kannabiran, S R Sankaran, Upendra Baxi, Shohini Ghosh, Bezwada Wilson, Trilochan Sastry, Jagdeep Chhokar, Justice A P Shah, and others. (Based on a statement issued on 28 September)



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About India WASH Forum

India WASH Forum is a registered Indian Trust, since July 2008. It is affiliated to the WSSCC Geneva and is a membership based coalition of Indian organizations and individuals working on water, sanitation and hygiene.

A unique feature of IWF is its non-hierarchical set up. The organisation is a coalition and its Trustees are on the IWF as individuals and not representing the organisations they are associated with. The agenda and activities that India WASH Forum are determined at the initiative of the Trustees and Members and support from organisations and individuals. We receive a very small operations grant from WSSCC.

Our Charter includes the following commitments;

- Promoting knowledge generation through research and documentation which is linked to and supported grassroots action in the watersanitation-hygiene sectors. Special emphasis is given to sector-specific and cross-cutting thematic learnings.
- □ Supporting field-based NGOs and networks in their technical and programmatic work. The IWF would also consistently highlight gender and pro-poor considerations, and provide a national platform for interest groups working in the sector to come together.
- □ Undertaking policy advocacy and influence work through
 - o Monitoring and evaluations
 - Media advocacy and campaigns, and
 - o Fact finding missions
- □ Undertaking lobbying and networking to promote common objectives in the sector.

Registered office of India WASH Forum: K-U, 6 Pitampura, Delhi-110034.

Depinder Kapur: <u>kapur.depinder@gmail.com</u> 9711178181