

Global Sanitation Fund

Proceedings of the India Launch Workshop





India WASH Forum, 2009

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Foreword

Global Sanitation Fund (GSF) was set up by the Water Supply and Sanitation Collaborative Council (WSSCC), itself a body set up by the United Nations, in 1990 to assist the people of the world who do not have adequate access to clean water and sanitation. The idea is for the GSF to boost expenditure on sanitation and hygiene in accordance with national policies related to the sector. India is listed as a priority country for GSF implementation.

The India WASH Forum (IWF), a coalition of individuals representing an independent credible voice in the water and sanitation sector that is aligned to the WSSCC, supported the Launch of GSF in India. The IWF developed a draft proposal for GSF programme priorities and implementation structure for India. This proposal formed the basis for the Launch Workshop of Global Sanitation Fund on 4th August 2009 at India Habitat Centre.

The Launch Workshop benefited from the participation of representatives of national and international organisations and experts. Sanitation sector review was done by presentation of experiences in 3 states (Orissa, Andhra Pradesh, Gujarat), followed by the IWF presentation on the national level Sanitation Challenges and Priorities for GSF.

The GSF Launch Workshop provided a transparent platform for engagement for all stakeholders. The discussions were rich and have value for the Indian Sanitation Sector beyond the Global Sanitation Fund. Hence the India WASH Forum has decided to publish the proceedings of the Workshop.

We thank everyone who participated in the GSF Launch and contributed to making it a success – all NGOs, experts and organisations, the Secretary, Department of Drinking Water Supply and his team and Barry Jackson from the GSF.

Ashok Jaitly
Chairman
India WASH Forum
Aug 2009

List of Acronyms

AIDS	–	Acquired Immunodeficiency Syndrome
APL	–	Above Poverty Line
BPL	–	Below Poverty Line
CLTS	–	Community-Led Total Sanitation
CPM	–	Country Programme Monitor
DDWS	–	Department of Drinking Water Supply
EA	–	Executing Agency
FANSA	–	Freshwater Action Network – South Asia
GSF	–	Global Sanitation Fund
HIV	–	Human Immunodeficiency Virus
IWF	–	India WASH Forum
NCM	–	National Coordination Mechanism
NGOs	–	Non-Government Organisations
NGP	–	Nirmal Gram Puraskar
NREGS	–	National Rural Employment Guarantee Scheme
ODF	–	Open-Defecation Free
SSBs	–	School Sanitary Blocks
TAG	–	Technical Advisory Group
TSC	–	Total Sanitation Campaign
WAI	–	WaterAid India
WSSCC	–	Water Supply and Sanitation Collaborative Council

Session 1

Inaugural Session

Chair: **Ashok Jaitly**

Introductions and Welcome

Mr. Ashok Jaitly, President, and Mr. Depinder Kapur, Secretary, India WASH Forum

Mr. Ashok Jaitly, Chairman of the India WASH Forum, formally welcomed the invitees to the workshop. He introduced the special invitees for the inaugural session: Mr. Shantanu Consul, Secretary, Government of India, in the Department of Drinking Water Supply, Ministry of Rural Development, who would inaugurate the workshop and deliver the Keynote Address; and Mr. Barry Jackson, Programme Manager of the Global Sanitation Fund (GSF) at the Water Supply and Sanitation Collaborative Council (WSSCC) in Geneva, who would introduce and launch GSF in India.

Summarising the objectives of the meeting, Mr. Jaitly said that apart from the formal launch of the GSF, the workshop aimed at securing inputs from the invitees to try and arrive at a consensus on how the Fund should function in India. Although the Fund was a global entity, its functioning would be nuanced to requirements of particular nations. In terms of budget outlays, the India programme was likely to be one of the largest. Hence, representatives of the Fund were seeking candid feedback from members of the India WASH forum on what initiatives it could support to further its objectives. Offering a few initial suggestions, Mr. Jaitly noted that there was a persistent problem related to monitoring and reporting of data. What data was generated at the village level, and how accurately and consistently was an issue, as was data flow. The data necessary for the sanitation sector at the macro level needed substantial attention, and Mr. Consul had said that the government needed information on what was happening at the ground level. A second issue related to norms for adequate "coverage" for sanitation. Would half-a-dozen community toilets built for a community of 4-5000 people constitute adequate coverage?



Or were individual toilets for households to be the norm? Work was necessary on this aspect. A third was to explore whether sanitation could be included with various programmes and schemes of the government. Was it feasible or desirable to get sanitation-related work implemented by different ministries? One possible area in which this kind of integration could happen was in the National Rural Employment Guarantee Scheme (NREGS).

Mr. Jaitly concluded by placing on record the gratitude of the India WASH Forum, a coalition of practitioners and advocates concerned about the issue of water and sanitation in India, for the support it has received from the WSSCC.

Outlining the day's programme, Mr. Depinder Kapur informed the invitees that after the Keynote Address by Mr. Consul and introduction to the Fund by Mr. Barry Jackson, there would be a plenary discussion on the mandate and plans for the GSF, as laid out by Mr. Jackson. The second session would have three presentations on experiences in sanitation at the grassroots level. This would help build a case for what GSF could do in India. The third session would focus on a Proposal that India WASH Forum had prepared for

the GSF: Programme Objectives and Operational Structure for India. This Proposal would help develop a common shared understanding and generate concrete recommendations for GSF in Geneva.

Mr. Kapur requested Mr. Jaitly to chair the first session, Mr. Ashoke Chatterjee and Mr. Meenakshisundaram to chair the second and third sessions respectively, and Mr. Ravi Narayanan to propose the vote of thanks.

Keynote Address

The Perspective of the Government on Sanitation in India. Mr. Shantanu Consul, Secretary, Government of India, Department of Drinking Water Supply.

Mr. Shantanu Consul pronounced it an honour to deliver the Keynote Address at the launch of the Global Sanitation Fund. He said that he had been part of the Department of Drinking Water Supply (DDWS) only for a few months, and noted that he was in the presence of practitioners who were probably much more familiar with the issues involved in sanitation. Consequently, he had decided to eschew the formal presentation that he had prepared. Instead, he would use the occasion to share what the government's Total Sanitation Campaign was doing, and his ideas of what the Global Sanitation Fund could do to achieve their common aims.

Mr. Consul noted the contrast between India's efforts and achievements in trying to be a great economic power on the one hand, and the fact that about 70 per cent of the rural population did not have access to modern, hygienic sanitation systems. For millions of people, drinking water of acceptable quality was lacking, with poor sanitation systems further exacerbating this problem. The Total Sanitation Campaign (TSC) was a massive programme, which sought to eradicate open defecation by 2010, and although the campaign currently claimed 58 per cent coverage, this was an exaggeration. After the announcement of the Nirmal Gram Puraskar award to motivate local governments, several villages had claimed 100 per cent coverage to claim the award, even in cases in which this had not been achieved. The award had come in for some criticism, and currently, the DDWS had entered into collaborations with NGOs to verify claims, to ensure that the reward only went to legitimate claimants. A decision had also been taken to discontinue the Nirmal Gram Puraskar award from the following year. He said that the DDWS was open to taking politically and administratively harsh decisions if necessary to ensure implementation and success of the campaign.



Mr. Consul pointed out that sanitation was a matter of attitude and mindset. Until this was achieved, physical activities like construction of toilets could only have a limited impact. He shared the case of a Secretary to the Government of India in the Rural Development Ministry, whose parents would not use the toilet that he had constructed in their house. Many people regarded toilets as dirty and smelly places, not appropriate to have in a house. Once mindsets were changed, demand would come. With increased demand, perhaps a whole new set of problems would arise, and worries about how to address these.

He asked the group whether any mid-course corrections were required for the TSC. He said the Department was ready to make these, just as that they had decided to discontinue the NGP. He sought the help of NGOs to help determine how they could build on the advantages of the NGP. Attitudinal changes cannot happen through government modes of functioning involving schemes and targets. This would require grassroots connectivity.

The Department was aware of the advantages of ECO-SAN, not only in areas where there were problems of water shortage, but also where the water table was fairly high. He sought support in

reviewing the subsidy structure: whether it needed to be adjusted or promoted further. He also wanted to work with psychologists and social scientists on creating demand for sanitation.

Nevertheless, Secretary Consul alerted the group to potential challenges. Continued commitment from political leaders and the bureaucracy was necessary, but difficult. He said that the economic advantages of sanitation were obvious, and these must be highlighted in the larger interests of the people.

Secretary Consul welcomed the GSF to India and offered the full support of the Department.

There were three areas where NGOs and the GSF could play a critical role in improving sanitation in India.

- Undertaking research and field studies and

working with the government to design a scientific, well-planned campaign to reach the grassroots, as had happened with HIV and AIDS.

- Supporting government initiatives in the sector by implementing projects.
- Being an independent, third-party evaluator of what was happening in the sanitation sector at the grassroots level. If the GSF could support the government with this, it would help with planning further and with mid-course correction of the TSC.

Secretary Mr. Consul assured the GSF of the “total support of the government.” “Feel free to get in touch. We want to know where we are going wrong. We are looking for good advice, and are not hesitant to change.”

Presentation on Global Sanitation Fund mandate and plans

Mr. Barry Jackson, Manager, Global Sanitation Fund, WSSCC

Mr. Barry Jackson told invitees that he brought special greetings from the WSSCC Executive Director, Jon Lane. Since he had taken charge of the GSF, his first task had begun been to set up systems of accountability for the Fund. Thereafter, the Fund had begun procurement systems in two countries in Africa. India was one of the first seven countries with which the GSF would be working closely.

The Global Sanitation Fund was set up because sanitation was falling shockingly behind. Most water and sanitation programmes tend to be run by water agencies, hence the need for dedicated funding. The major principles of the GSF were:

- focus on the poor;
- scaling up, not pilots, (as enough workable models existed around the world);
- promote hygiene, raise awareness, and create demand for sanitation;
- help to meet that demand;
- not supply-led, nor subsidy-driven (as these don't allow for sustainability or attitude change); and



- sustainable approach and sustainable results.

The structure of the GSF in India would consist of:

- a National Coordinating Mechanism, which would serve as the advisory body to the GSF in India;
- an Executing Agency, which could be either an NGO or a consulting firm, which would serve as the Grant Management Agency for the GSF, receiving and disbursing funds to project holders, after evaluating proposals;
- sub-grantees, who would be the actual project holders and implementers; and

- a Country Programme Monitor, which would be an independent agency, either an NGO or a consulting firm, which would monitor contractual performance and financial accounts.

The GSF was looking at a mix of approaches, including Community-Led Total Sanitation (CLTS), moving beyond Open-Defecation Free (ODF) approaches to social marketing of sanitation, and the use of the media to achieve this. The Fund also had a strong learning agenda, and was looking to identify and document approaches that had worked in different contexts, so that these could be scaled up. Mr. Jackson shared that his experience in the sector for thirty years had made him a strong believer in the principle, that whatever approach was proposed must be designed to meet the total demand, otherwise within a realistic estimate of available resources, otherwise it was necessary to think again.

Introducing the Fund, Mr. Jackson said that the GSF had been launched in March 2008. By August 2008, the Fund had confirmed contributions of \$60 million. Reporting would be according the monitoring and evaluation protocol of the WSSCC. Work with the first round of countries was beginning now. Countries identified in Africa were Senegal, Burkina Faso, Uganda and Madagascar, and in Asia, Nepal, India and Pakistan. Because of concerns related to Pakistan's security situation, an alternative approach had been identified, and work was likely to begin later in the year. The process for identifying countries which would be supported in Round 2 was currently underway. "Expressions of demand" had been received from fourteen countries. Thirteen countries had qualified for a closer examination of their sanitation status, and research studies on the sector had commenced in nine of them.

The GSF was aiming at an impact by which large numbers of poor people could attain sustainable access to basic sanitation and adopt good hygiene practices.

Four major outcomes, each based on multiple outputs, will contribute to the impact.

1. People achieve better hygiene outcomes through changed sanitation behaviours.

Related Outputs

- a. People in the project area construct and use more effective sanitation facilities,

- b. Communities in the project area totally avoid open defecation,
- c. All members of project communities benefit from project interventions in an equitable manner,
- d. Effective use and management of sanitation is maintained,
- e. People sustainably improve their hygiene behaviours.

2. Capacity is created for the sustainable spread of improved sanitation and hygiene.

Related Outputs

- a. Provision of services to deliver effective sanitation and hygiene (small-scale providers, microfinance providers, etc.) improves to meet demand,

- b. People (in neighbouring communities) construct sanitation facilities where these are not directly attributable to sub-grants or donor activity,

- c. Local organisations improve capacity for future sanitation work.

3. Government and support agencies put more resources into sanitation and hygiene work. (For example, in India, the government has committed significant resources to achieve total sanitation. The GSF could collaborate with the government in identifying effective ways of putting these resources to use.)

Related Outputs

- a. Government policies and strategies are applied, reviewed and improved,

- b. More finance and human resources are dedicated to sanitation activities.

Mr. Jackson pointed out that India is very good at the project management approach, as its space programme proves. However, it has been less successful at maintaining public services, which requires sustained process-related efforts of a reasonably good quality. South Africa too is highly project-oriented, and pays a lot of attention to infrastructure. Throughout the

system, finances and capacity were available. Affecting the attitude of the decision makers who could apply these was the challenge, and the GSF would seek to identify and apply this influence.

4. Successful and innovative approaches in sanitation and hygiene are identified, proved and spread.

Related Outputs

- a. All GSF activities incorporate the elements of capturing and sharing lessons learned,
- b. GSF funded activities are cost-efficient.

(While stressing the importance of cost-effectiveness, Mr. Jackson said he did not want to be perceived solely as “the guy with the checkbook”. The GSF aims to add intellectual value as well)

Elaborating on the approach that GSF would take in new countries, Mr. Jackson said that the Fund called for “Expressions of Demand” from countries, following which a priority list of countries was established. After a sector review and gap analysis of the identified countries, they would be invited to submit a proposal for the country, with a logical framework analysis. After developing detailed terms of references, expressions of interest would be sought from possible Executing Agencies, who would receive the funds on behalf of the country, and disburse them to sub-grantees or project holders. Candidates would be short listed, and an Executing Agency selected. After negotiations, a contract would be signed with the Executing Agency. A similar process would be used to identify a Country Programme Monitor.

Once this was done, an inception workshop would be held, which would work on the logframe, work plans and budgets. Terms of reference for items which need to be procured directly will be drawn up, after which procurement activities could begin. Simultaneously, scope would be defined for sub-grantees, and proposals called for from them. The bulk of the money would go towards grassroots activities which could be implemented by small NGOs, local governments, etc.

For the first five-year India programme, GSF envisaged a \$5 million outlay. Costs of the implementation structure (Executing Agency, the

Country Programme Monitor and a small amount for the National Country Monitor) would be additional. There would be a mid-term evaluation to determine whether any changes in direction, increased funds, or longer time-frames were necessary.

Issues for discussion included the shape of the programme. As initially conceived by GSF, the funds available for sub-grants and direct procurement could be in the ratio of 85 per cent to 15 per cent (or \$4.25 million: \$750,000). The \$4.25 million could be divided between big and small grants in the ratio of 75: 25 per cent. Currently, eight big grant projects involving \$400,000 and a four-year time frame were being conceived of to disburse these funds; 18 small grant projects, to be completed within two years and costing \$60,000 were also envisaged. Mr. Jackson sought the group’s feedback on the conceived distribution between sub-grants and direct procurement as well as big grants and small grants. Likewise, he sought suggestions on what kind of entities would be appropriate to act as the Executing Agency and the Country Programme Monitors: NGOs, or Consultant Groups, consisting of some mix of engineers and accountants.

Mr. Jackson sought the participants’ opinions on whether it would be better to work at scale, or focus on scaling up. The GSF could think in terms of using the decentralised system available in government and leverage the available resources, since there were substantial funds available with the government. Mr. Jackson was also concerned about the role of hardware subsidies. He said he did not want to create a situation of providing subsidies for some fortunate people until the funds ran out, and wanted to ensure that targeting was successful and realistic. He was concerned about unintended consequences of hardware subsidies, and said that currently, the GSF was considering employing a researcher full-time on identifying and documenting examples of successful hardware subsidies, since there had been so many varied experiences around the world.

Mr. Jackson asserted that, given its limited funds, the GSF would not allow the use of its funds to pay for sanitation hardware subsidies. GSF funds may be used to provide software support to sanitation programmes that have a hardware subsidy component if this has been demonstrated to:

- be sustainable, well targeted and well managed;

- maximise sustainable changes in hygiene and sanitation behaviour; and
- make the best use of resources while incurring a minimum of undesirable consequences.

The GSF had made an analysis of the countries with the greatest need for sanitation-related support, and those with national WASH coalitions which could support GSF initiatives there. The criteria for choosing countries for GSF engagement included the following.

- Large numbers of people, and a high proportion of the populace, without sanitation.
- Low health and other indicators, including

- childhood mortality; and
- being placed low on the Human Development Index.

- Active WSSCC presence or similar like-minded coordination mechanism.
- Government invitation.
- National sanitation policy or strategy but not enough money to implement it.

Mr. Jackson concluded his presentation by saying that he looked forward to working in India. India was a special location, since the needs were great, but so were the strengths.

Plenary Discussion on Mr. Jackson's Presentation

Opening up the discussion on Mr. Jackson's presentation, the Chair of the inaugural session, Mr. Ashok Jaitly, observed that India was special also because of its very strong civil society sector, which was doing outstanding work, including in the sanitation sector.

Ms. Jasveen Jairath of the Society for Participatory Development, Hyderabad, wanted to know how, given that Mr. Jackson had said that a key GSF principle was that the Fund was not about pilots but about scaling, would the smaller projects funded by the GSF integrate with mainstream government projects.

Responding to Ms. Jairath's question, Mr. Shantanu Consul opined that the Department of Drinking Water Supply of the Government of India would prefer it if the GSF supported many small projects, instead of a few large ones. There was no need for the GSF to spend money on hardware subsidies. The hardware subsidy component could be accessed from the government. NGOs could use the GSF grants to mobilise the communities to secure government grants. Examples of such support that the GSF could give to NGOs would include carrying out needs assessments, assessments of social barriers to sanitation, and possible ways to overcome these with the help of social scientists, development of IEC materials, training, etc. This would be a good way of combining Government and GSF resources. The GSF could also support the Government to get

communities to think beyond toilets to solid and liquid waste management at the grassroots level, he said.

Mr. Jackson said that Mr. Consul had insightfully touched on both the challenge and opportunity of how to combine resources: to reach an accommodation would be difficult but beneficial. A space could be created by which NGOs approach the Government asking, "Can we help you spend your money? Can we help you with better targeting?" For the Government, it would be a way of reducing undesirable effects. This approach would mean a focus on both software and hardware, which was likely to reduce the possibility of dependency. NGOs also tend to use different indicators compared to the Government, and treat people as people. Often, Government indicators were not related to people or sustainability but to "number of toilets constructed," he noted. The question is, is the hardware "running" after two years? Are the people who can ensure sustainability involved in the planning? NGOs can help with these aspects. NGOs, on their part, need to find out what are the local bureaucrat's targets and what are the local politician's targets, so that they can contribute to achieving these, to the advantage of the community as well.

Mr. Prabhjot Singh Sodhi of the UNDP's Global Environment Facility – Small Grants Programme (GEF-SGP) inquired about who could apply to be sub-grantees. He asked whether CBOs, NGOs,

government bodies, private bodies or panchayats would be able to apply for the grants.

Mr. Jackson responded that the details of how the grant-making programme would function in India hadn't been worked out. Since it was a five-year programme, it had the opportunity to develop. One possibility was to restrict the programme geographically.

Another was to call for proposals from organisations working at the local level on hygiene and sanitation and see what emerged. The second approach would roughly imply a first two-year long round of open proposals, followed by a three-year long second round of proposals for more restricted geographical targeting. If the application of the Log Frame after a while shows that certain gaps have not been filled, proposals may be called for, which fill these gaps.

Mr. Consul asserted that his department would want to work closely with the group present at the meeting and the GSF. Saying that "we want breakthroughs to happen," he asked the GSF to support proposals from areas where the Total Sanitation Campaign of the government was making slow or little progress. "We want help and technical support to achieve the things which we wanted to do, but have not managed so far."

Mr. Ravi Narayanan, Vice-Chair of the India WASH Forum and the Asia-Pacific Water Forum, and former Chief Executive of WaterAid, observed that since GSF was not interested in greenfield projects, it was necessary to see how its efforts would converge with and reinforce existing streams of efforts. He noted that the India Sanitation Portal had been launched during SACOSAN III, and wondered

whether GSF could contribute to add more languages to the portal so that regional organisations could access it more readily. He also reminded participants that ablutions were water-based in India, and asked whether the GSF would be open to supporting water-related activities which were linked to sanitation.

Mr. Jackson reiterated that the GSF was looking for proven approaches. If a successful methodology or activity had been fine-tuned and money was the only problem, it would be a fine place for the GSF to intervene. He said that the GSF would resist mixing water with the GSF's sanitation projects as financial resources for water were generally available, and it was important to combine efforts. If the leadership could get people to talk to each other and cooperate, money could be found to benefit both water and sanitation.

Mr. Lourdes Baptista, CEO of WaterAid India, stressed the need for GSF to ensure that adequate attention was given to Outcome 4 of the GSF Log Frame, namely, disseminating learnings from GSF-supported and other successful sanitation projects.

Mr. Jackson reassured the group that a special feature of the India programme was that a larger sum of money would be spent on furthering the learning agenda.

The session concluded with the formal release of a booklet, "Gramalaya's Approach to Water, Sanitation, Hygiene, and Community Development" at the request of Ms. J. Geetha, Executive Director, Gramalaya. Mr. Jackson released the booklet, and the first copy was received by Mr. Shantanu Consul.

Session 2

Sanitation Scenario in India

Chair: **Mr. Ashoke Chatterjee**

The second session focused on grassroots experiences and learnings related to sanitation, and was chaired by Mr. Ashoke Chatterjee, member of the Advisory Council of GSF.

Sanitation Scenario in Gujarat

Ms. Nafisa Barot, Utthan

Making it clear that she was making the presentation on behalf of the community-based water and sanitation (WATSAN) groups in Gujarat, Ms. Barot said that according to official statistics, physical sanitation coverage had been achieved for 60 per cent of the total households in Gujarat, based on Census 2001. Individual toilets had been built for over 30 lakh households, and more than 23,000 school toilets and 1,600 community toilets had been constructed. However, the statistics did not reveal a number of difficult issues. Construction was often delayed or of poor quality, because many projects were contractor-driven. Many communities could not use the new toilets, because of lack of water: often, there was poor convergence between government departments. The special needs of special groups were often overlooked; for instance, in Gujarat, the needs of communities in conflict. Slippage continued to be a problem. Broader considerations beyond toilets, like hygiene promotion and solid and liquid waste management did not receive attention, and there was not enough space for civil society participation in government programmes.

Nevertheless, there were a number of positive factors operating in Gujarat as well. There were a few India WASH Forum members, and other organisations involved in promoting water, sanitation and hygiene-based initiatives, including the Jal-Disha group, Utthan, and Pravah, with links to the WSSCC. Various organisations, like Safai Vidyalaya, CHETNA and CEE, apart from Utthan's People Education Centre, were also involved in software aspects, including promoting attitudinal changes, as a result of which a number of campaigns on water quality, the rights related to water and sanitation, etc., had been conducted. Organisations were also in dialogue with the



government, participated actively in national-level initiatives and were open to institutional exchanges.

Demonstration models had been developed by organisations, and a number of positive examples were available, including strategies for difficult areas, e.g., coastal areas, disaster-prone areas, areas marked by high soil salinity, etc. Organisations provided constant support for forward and backward linkages, including support for reducing costs, and making financial arrangements involving the government or banks.

Eco-sanitation was being promoted in areas where regular toilets were not possible because of geographical limitations (rocky areas, with little water, etc.), through an initiative supported by Arghyam. These toilets had been demonstrated and established over a period of two years and now there was a large demand from other communities. Sanitation was also being promoted in communities which had previously been left out of the sanitation loop, such as communities in the salt pan areas, and fisher communities.

A pilot watsan project in the Ahmedabad and Bhavnagar districts was making use of Area Resource Groups (ARGs) of “barefoot motivators” to (i) educate communities in areas where neither the Government nor NGOs were active on watsan rights, or (ii) promoted the schemes available with panchayats in this sector, and (iii) to mobilise the communities to establish Water and Sanitation Committees. The ARGs were getting a good response, since these motivators were drawn from the communities or from neighbouring communities and therefore, were close to the communities, responded to felt needs and thus initiated change. The ARGs drew on support from District Resource Groups (DRGs), which in turn were supported by a State Resource Group.

Ms. Barot said that the Gujarat watsan groups needed funds for capacity-building at various levels, since it took about two years to put in place processes which contributed to sustainable solutions, and for advocacy and lobbying for related support, including getting the financial systems to stretch to meet demands for sanitation, and to create effective convergence between water, hygiene and sanitation. Support was also needed to implement specific interventions for hard to reach tribal pockets, and support marginalised women through sanitation projects. However, Gujarat had many lessons to share, which could contribute to replication throughout the country.

Sanitation Scenario in Andhra Pradesh

Mr. Murali Ramisetty, Modern Architect of Rural India

Mr. Murali Ramisetty, Secretary, MARI, and Convenor, FANSA-AP, said that sanitation had emerged as a priority issue for Andhra Pradesh (AP) in the 1980s. A Technical Advisory Group (TAG) was established in 1983, which emphasised technical solutions without paying attention to issues such as use and maintenance of toilets, beneficiary contributions, etc. From the Eighth Five Year plan onwards, the budgetary allocations for sanitation has been consistently increasing. However, 72 per cent of rural households and 22 per cent of urban households still do not have toilets. Between 2001 and 2008, 54.5 lakh individual household latrines (IHHLs) were built, but shockingly, more than 50 per cent are not in use, indicating that investment in behaviour change is necessary. In all, 8.5 per cent of the houses have pit latrines. The state reports a high incidence of waterborne diseases due to contamination of surface and ground water sources. In 2005 and 2006, AP received no Nirmal Gram Puraskar (NGP) awards; in 2007, it however received 147 awards; in 2008, 1447 applications were forwarded from the state, suggesting a growing awareness and commitment to sanitation, even if figures have been exaggerated in some instances.

In addition to the NGPs, the AP government too has instituted awards to motivate communities to make commitments to sanitation. The “Shubhram” award provides cash prizes to gram panchayats, mandal panchayats and zilla panchayats. As in Gujarat,



slippage, and sustainability beyond the awards is a concern.

The state provides various kinds of subsidies for sanitation, including a subsidy of Rs. 2,750 for BPL families to build toilets (which cost about Rs. 5,000 to build), and subsidies of Rs. 40,000 for school sanitary blocks (SSBs). The District and Mandal panchayats receive some funds to build open drains, and the PRIs receive very limited funds (about Rs. 10-15,000) from the State Finance Commission for sanitation. People also make use of loans from SHGs and revolving funds provided by NGOs at rates of interest ranging from 12 to 18 per cent. Centrally sponsored sector reform schemes, Swajaldhara projects and Total Sanitation Campaign projects are implemented through the District Water and Sanitation missions. In AP, the Rural Water Supply and Sanitation project has a dedicated department for the purpose.

Andhra Pradesh reflects much that is wrong with the sector in India: for instance, the implementation of isolated schemes instead of an integrated approach. Secondly, there is inadequacy of financing, a difficult bureaucratic process and opportunities for corruption. For instance, the BPL subsidy of Rs. 2,750 is much less than the actual cost of constructing a pucca toilet for Rs. 5000. This subsidy is released in three instalments of Rs. 900, Rs. 900 and Rs. 950, at various stages during the construction. For each disbursement, a visit by the Assistant Engineer is necessary to certify the stage of completion. Often, the visit occurs months after the stage has been completed. Thirdly, there is poor focus on the special needs of vulnerable sections like tribal communities. Fourthly, there is a heavy focus on hardware targets and the least effective effort is on demand-generation.

Other issues that are rarely addressed include the need to address the costs of setting up a much more dispersed sewerage system in villages. Whereas, in urban areas, 50 to 60 metres of drainage may be sufficient to serve the houses in an area, in rural areas, 1000 to 1500 metres may be necessary to serve an equal number of houses. Mr. Murali suggested that convergence must be strategically worked on to get the material component from those works under the Andhra Pradesh Rural Employment Guarantee Scheme (APREGS) which are labour intensive, transferred for construction of sanitation related infrastructure.

Mr. Murali also made a strong appeal for the Right to Sanitation to include, not only an open-defecation free norm, but also comprehensive solid and liquid waste management. He had observed from his extensive rural experience, that typically, solid animal waste from cattle sheds is simply piled up, and is equally responsible for contaminating water sources. Literacy and support about safe storage/disposal/conversion of this waste is also required. Septic tank effluents are often discharged into open drains, or just into the open, and village ponds are often contaminated by waste water and the dumping of other waste materials at their periphery. In rural areas, there is no enforcement of rules or laws related to safe disposal of waste materials from hospitals, construction sites, industries, other commercial establishments, slaughter houses, etc.

Mr. Murali ended his presentation with suggestions for strategic areas in which GSF could work. He said that in a small social audit carried out by his organisation and the communities in 50 villages, 48 SSBs were defunct or in such a sorry state due to the lack of water that they could not even be repaired. He suggested that accelerating school sanitation coverage was also important to promote sustainability, as this was a direct opportunity to affect the attitudinal changes of the next generation. He recommended that GSF take inclusive sanitation for people with disabilities to scaleable levels. He also wanted GSF to play a strategic role to create spaces for civil society participation in implementation of mainstream sanitation schemes promoted by the government.

Experience of Gram Vikas, Orissa, in Promoting Total Sanitation

Mr. Joe Madiath, Gram Vikas

Mr. Madiath began his impassioned presentation with a refusal to present statistics related to sanitation in Orissa, as many of these were inaccurate. He felt that the discussion on sanitation should not just be about the disposal of human waste. If this was its scope, the effort was bound to fail. Sanitation was about human dignity, and there was a need to re-engineer the promotion of sanitation around this concept.

Mr. Madiath bemoaned the belief of opinion-makers that poor people need poor solutions, and that the poorest need pathetic solutions. Otherwise would we suggest that a household sink three concrete rings into the ground, cover it with a concrete slab with a hole in the middle, and then



mark a “check” to indicate that one more toilet had been constructed? Mr. Madiath challenged the

participants at the meeting, asking whether they would consider this an adequate sanitation solution. If not, on what basis do we advocate this for the poor – simply because people in poverty are poor?

Mr. Madiath asserted that the poor need a dignified and equal solution. All too often, donor agencies and NGO believe that the cheapest is the most economical solution. This is not necessarily so. A small survey carried out in a few villages by Gram Vikas revealed that a minimum of two per cent and a maximum of five per cent the toilets that had been reported built by the authorities were in use.

Gram Vikas believed that when speaking of sanitation, a 100 per cent approach was necessary – not one family in a village was to be left out of sanitation coverage, as if this happened, open defecation could not be eliminated, and disease would continue to spread. For this the whole village made a commitment, and a village water and sanitation committee was formed. All families were entitled to three taps, one for the bathroom, a second for the toilet and the third for the kitchen. No family had two, or four taps. Safe water sources were identified, usually dug wells which were monitored. The community could use as much water as it re-charged, so that the water resources of future generations were not compromised. Metres were fixed to track usage.

Mr. Madiath opposed the term subsidy for the financial support provided to families in poverty. He pointed out that such financial supports provided to industries were termed incentives, and asked why these should be termed subsidies when provided to the poor. In the Gram Vikas approach, every family participated financially in the project, contributing Rs. 1000. Thus even the contribution of 100 families raised a corpus of Rs. 1 lakh, which could not be touched. Interest

generated was to be used to provide incentives to any new families which moved into the village, or new families created through marriage. In addition, families contributed local materials such as bricks and stone. Landless, unskilled labourers were trained as masons to build the toilets. The NGO facilitated the flow of incentives, in the form of BPL subsidies given by the government, plus additional assistance in the range of about Rs. 1000 for cement, steel, and the toilet pan.

So far the scheme has been completely established in 350 villages. In nearly as many other villages, all the other support except water has been organised. These villages have been linked to the government's Swajaldhara scheme, which has not yet been implemented.

In every village where there is water supply, not one toilet is unused. The village committee has imposed high fines on anyone found defecating in the open within a one km radius of the village. Since 50 per cent of the fine is paid to the person who reports the offence, the whole community participates in monitoring. Teams of school children inspect the toilets in the whole village once a month. Where the toilet is unsanitary, the children clean the toilets and collect a fine, which they use to have a big feast every now and then.

Mr. Madiath pointed out that the Gram Vikas experience was not a pilot, and had been proven in hundreds of villages. He requested the Government to commission an independent study on the approach, and extend it to other parts of the country if independently corroborated. He felt that the combination of people's participation, incentives and people's financial contributions would help to make Indian villages liveable for people in a dignified way.

Plenary Discussion on Grassroot Sanitation Experiences

Initiating the discussion on the three presentations, Mr. Ashoke Chatterjee reiterated that getting communities to adopt sanitation was a process, and this could not be restricted to the project mode. Gram Vikas had worked with its communities on the issue for nearly 15 years. Long-term work was necessary to change mindsets, which converts itself into a demand for sanitation, and then the practice of sanitation.

Mr. Chatterjee observed that the commercial marketing sector had understood a long time ago that cheap was not economical, and that it was worthwhile to invest money to create demand, but the social sector was taking a longer time to understand this. Likewise, in trying to promote sanitation, governments focussed on health-related issues, forgetting that the first demand is less for health, and more for dignity and privacy.

Official systems were taking rather long to understand this, he noted.

The point about linking sanitation with livelihood, suggested by both Mr. Murali and Mr. Madiath was worthy of further exploration. Mr. Chatterjee also stressed the need to put in place sustainable financial systems (whether in the form of subsidies, incentives, hardware provision, etc.) He noted that in the successful Midnapore experiment in rural sanitation, often, very successful villages had neighbouring villages which remained completely unaffected by the effort to promote sanitation. Where the model worked, the process was motivated, led and managed by women. Mr. Chatterjee asserted that there were people in the India WASH Forum team who knew how to implement and sustain successful sanitation systems on a large scale, and recommended that the GSF draw upon this expertise. He also wondered whether in choosing locations to work, it would be a good idea for GSF to concentrate in areas where they do not have to start from scratch, but build on what has already happened.

He also asked the group what timelines and outputs were to be used for monitoring, if sanitation work was not to be undertaken in project mode. In doing this work, "measure we must, for we must be accountable." In the process mode, there would be a period of capacity-building and other process-oriented activities. The group needed to work on what it was going to measure.

Ms. Nafisa Barot said that the group would be able to work on a series of process indicators, apply them, and then adjust and refine them over the course of time.

Mr. Shantanu Consul asked Mr. Joe Madiath what his recommendations for GSF would be. Mr. Madiath explained that he had offered no suggestions to GSF, because Mr. Barry Jackson's statement that the GSF would not give subsidies had blocked the possibility of extending the Gram Vikas model, in which there was a need for incentives. He pointed out that the urban rural divide was nowhere as clear as in water and sanitation. The state subsidises the supply of water to urban areas very heavily. The highest user charges are collected in Bangalore, and these amount to only 12 per cent of the total costs. The lowest user charges, in Delhi, account for only three per cent of the total costs. The

labyrinth of sewage lines in a city, and the services of the hundreds of engineers and workmen who maintain them, are all paid for by the state. At the same time, the suggestion for the rural poor is that they finance their sanitation needs by taking loans from microfinance institutions (MFIs) at 36 to 40 per cent. The key issue for sanitation to work in rural areas, Mr. Madiath said, was not subsidy but sustainability. He said that when villages make a 100 per cent commitment and put mechanisms in place, institutions should be able to support a different model for them. Hence the suggestion that GSF look at successful approaches in India, to promote a diverse range of approaches including incentives/subsidy-based approaches.

Mr. Jackson said that most of the evidence that was available in relation to subsidy was about measures that hadn't worked. He asked Mr. Madiath to share the evidence with the world so that the model could be upscaled if viable. For instance, he asked for details of the incentives provided by Gram Vikas for people in its target villages.

Mr. Madiath replied that the incentive amounted to Rs. 3,000, and was raised from the Government's BPL subsidy, corporate houses like the Tatas, and from funding agencies. There was empirical evidence that when 100 per cent ODF is practised, there is an 80 per cent decrease in the number of diarrhoeal incidents in the community. For this reason, bodies like the Rajiv Gandhi Foundation and the Sir Dorabji Tata Trust were willing to fund the model. Mr. Madiath said that a weak person climbing a hill needed a stick to lean on – incentives for poor rural communities to practise sanitation functioned like this walking stick. The corpus fund ensured that the community remained ODF-free by providing subsidies for any new family in the community, even after the project period was over.

Mr. Shantanu Consul promised that the Department of Drinking Water Supply would commission an independent third party study to examine the Gram Vikas model.

Mrs. Nafisa Barot stated that insufficient resources were available in the sector for capacity-building, monitoring and evaluation, and course corrections.

Mr. Ashoke Chatterjee, concurring, and winding up the discussion, said that social marketing needed to be managed more intelligently. Corporate marketers

understand the importance of and are willing to spend crores to create demand, and don't ask for sales statistics as soon as the money is invested. Unfortunately, in social marketing, a short-term view tends to prevail. As a case in point, he talked about the amount of time, energy, resources, effort and creativity that had gone into guinea worm eradication. It was true that the guinea worm was a nasty infestation, but more importantly, seeking to eradicate it was a way of getting a foot in the door for creating the demand for contamination-free water, and therefore, for health. However, the national and multilateral organisations didn't take a long term view, and packed their bags once the

battle against guinea-worm free water was won, losing the war against contaminated water, when the groundwork had already been done for it. It was unfortunate that this discussion had to happen repeatedly in social marketing.

He also said that as a group, the participants needed to spend time on evolving proper finance mechanisms, as also on addressing the urban-rural divide in terms of the support provided for sanitation. Total sanitation was not going to be achieved unless rural India received adequate support.

Total Sanitation Campaign in Five States

Dr. Indira Khurana, WaterAid India

Before making her presentation, Dr. Khurana used the opportunity to thank the Secretary DDWS, Mr. Shantanu Consul for his presence and participation in the meeting, and said that this was in keeping with the openness that practitioners and advocates had been finding in the Department of Drinking Water Supply in the recent past. She said that an Executive Committee had been formed including ministry officials and civil society representatives prior to SACOSAN III, and sessions had been planned jointly. Likewise, representatives from seven South Asian countries had a meeting prior to SACOSAN III to clarify their major objectives and stances, and many of these had found a place in the official Delhi Declaration that had emerged from SACOSAN III. She shared, as a measure of how responsive the Department now was, that WaterAid made it a point now to check the Department's website at least once every two weeks, and almost always, there was some new information on the sector, or the work of the department.

Moving on to the study, Dr. Khurana said that it had been a quick study undertaken to understand the ground realities of the Total Sanitation Campaign in 2008. Five states had been chosen.

- Tripura, as a north-eastern state which was doing well,
- Chhattisgarh and Haryana, perceived to be doing well,
- Karnataka, seen as a borderline performer,

- Bihar, perceived as doing badly.

From each state, one "good" district and one "bad" district were chosen for the study. From each district, two blocks were selected, and from each block, two villages were chosen for the study.

Enumerating the broad positive findings from the study, Dr. Khurana shared the following.

- When there is inspired leadership at all levels, and particularly at the top, the state does well. For instance, in Chhattisgarh, the Chief Minister routinely reviews progress on the TSC. Such a message from the political system conveys itself to the bureaucracy, and results are obtained,
- Inter-department synergy, allocation of priority status, and community mobilisation are all positive factors that contribute,
- There is a personality-oriented element: when committed champions can be found at the state and district level bureaucracy, results follow. Examples are Sarguja in Chhattisgarh, Sirsa and Panipat in Haryana, and Shimoga in Karnataka,
- Active engagement of the community and PRIs contributes to success, as is evident in Shimoga and Sarguja,
- In Sarguja, the community monitors the extent of open defecation and the progress of the campaign,

- Various kinds of strategies, like engaging children through bal sansads, and little doctors, have contributed to attitudinal change,
- Different strategies have worked in different areas. For instance, in Shimoga, going into intense campaign mode, with meticulous planning and close monitoring has worked, while the CLTS approach with no incentive or subsidy has worked in Sirsa, Haryana,

The major concerns, as revealed by the study included the following.

- Limited engagement with PRIs,
- Focus of the programme being state and line department-driven, rather than community-led and people-centred,
- Focus was on construction of toilets, rather than ensuring usage and related behaviour change, and there was need for more innovative IEC initiatives,

- Insufficient attention was paid to the needs of the poor and women,
- Adequate focus not given to menstrual hygiene,
- Inappropriate technologies (single pit toilets) contributed to water contamination,
- Drainage and solid and liquid waste management were largely ignored,
- A target-driven approach, aimed at securing Nirmal Gram Puraskars, has led to quick and inadequate solutions, with no focus on sustainability, for which a community focus is necessary. NGPs have emerged as status symbols for Gram Panchayats and their presidents.

Dr. Khurana concluded her presentation by suggesting that the TSC guidelines be amended to address these challenges, that a more community-participatory, people-centred approach be adopted, and human resources and institutional capacity be built to support the TSC campaign.

Revision of the TSC Guidelines

Dr. S S Meenakshisundaram, India WASH Forum

Dr. Meenakshisundaram while Secretary at DDWS was one of the major architects of the TSC Guidelines. As Trustee of India WASH Forum, he had reviewed the TSC Guidelines in collaboration with WaterAid, FANSA and other grassroots organisations. He observed that his years in government had taught him that there were some things that it was possible to change, and others that it was not, and it was good to understand the difference between these. Another lesson had been that it was easier to sell the idea of modifying an existing idea, than to sell an entirely new idea, even when not too many modifications were being proposed.

He posited that the problem often was less with the guidelines than with the increasing rigidity that was experienced the further away the structural component was from the centre. Thus, what was a guideline for the central authority became a “godline” in the field and a bible for the auditors. While on the one hand, it was important that the



guidelines be used so that money was not wasted; on the other, it was important to modify guidelines according to local conditions.

The proposed changes in the TSC guidelines, based on consultations involving members of FANSA, India WASH Forum and WaterAid India, include the following, he noted.

- Recommending the recognition of sanitation as a basic human right,
- Explicit mention of personal hygiene, including menstrual hygiene,
- Addressing the needs of persons with disabilities and specially vulnerable communities,
- Strengthening the institutional base for supporting the TSC, including greater involvement of PRIs,
- Destroying dry latrines and eradicating manual scavenging,
- Ensuring convergence with multiple departments, including health, education, public health engineering, women and child development, etc.,
- Including solid waste management and ECO-SAN among the nature of support to be provided,
- Specific roles for NGOs and CBOs for social audit and monitoring and evaluation,
- Setting up Rural Sanitation Marts, with training and employment being provided on a priority basis to former manual scavengers for their rehabilitation,
- Setting up Village Water and Sanitation Committees as sub-committees of the gram panchayat, with 33 per cent women members, and 50 per cent drawn from dalit, tribal and landless labourer groups,
- Developing Village Sanitation Plans, which through a bottom-up, decentralised process, feed into the development of District Sanitation Plans, which are in line with the State's Water and Sanitation Mission,
- The group had also suggested outcome monitoring of different aspects, including individual behaviour change, health outcomes and environmental sanitation.

Plenary Discussions on Presentations on the Sanitation Scenario in India

Mr. Ashoke Chatterjee, calling for responses to the presentations, observed that three or four presentations had referred to the issue of menstrual hygiene, and this should be a priority for the India WASH Forum, regardless of whether it was a concern for the GSF. He also decried the consistent government denial of the issue of manual scavenging, and said that this could be an area of focus for the GSF.

Dr. Indira Khurana asserted that as of March 31, 2009, there were 3.4 lakh manual scavengers in India. However, in not one case had an institution or organisation been fined or anyone been sent to jail for using the services of manual scavengers. The Delhi Declaration from SACOSAN III had included a statement saying that "the dignity of sanitation workers shall be maintained", but in spite of support from the NHRC and the Chief Justice of the Supreme Court, insufficient progress was being made. The Government was also doing its bit to perpetuate manual scavenging, with some of the Safai Karamcharis of the UP and MP governments engaging in manual scavenging. Efforts to get these dry toilets demolished meet with resistance, and arguments that

this cannot be done because of lack of water. She made an impassioned plea for more organisations to work against manual scavenging, as only a few organisations were working on the issue.

Mrs. Nafisa Barot pointed out that the organisations working on the issue found it very difficult to rehabilitate former manual scavengers with alternative livelihoods in their own communities, even after giving them skills, because of the stigma. She said that support was needed from networks to rehabilitate them in other locations.

In response to the question of a participant about what would be one quantifiable goal for GSF in India in five years' time, Mr. Barry Jackson said that in five years, as a result of GSF's work every person in the country should know where to get help to improve sanitation in the community. Every person should get on the first step of a ladder towards a healthy, more hygienic environment.

Mr. Depinder Kapur said that the results of the TSC study done by WaterAid needed a more

comprehensive analysis. As things stood, simply quoting extent of coverage and the approach often hid many important issues. For example, Tripura claimed a 91 per cent coverage rate with a subsidy approach. However, the report also admits to several risks in Tripura (health and sustainability issues for shallow pit latrines and unlined toilets having a short life). Haryana, with a 79 per cent coverage, used no subsidies, followed a CLTS approach and was able to declare Sirsa district open defecation free. However, health risks of deep toilets were an issue. As per the report, Karnataka, with a 42 per cent coverage rate, used a campaign strategy at the state level, and NGO facilitation at the district levels. Why did this not work? According to the report Chhattisgarh is one of the five best performing states, had a coverage of 33 per cent and had a PRI led approach. Yet it is true that subsidies of Rs. 1400 were provided to APL families, and of Rs. 2200 to BPL families in this state. Can the success in Chhattisgarh be attributed to the Nirmal Gram Puraskar drive? Bihar had one of the lowest achievement rates (23 per cent) and offered subsidy of Rs. 1700 for BPL families and Rs. 1200 for APL families. Does this mean this is a failure of the subsidies approach? The report also mentions a communication campaign for mass awareness by the Chief Minister. Why did this not work?

If we consider the above experiences, different approaches have worked in different states. We are not sure why this is so and we are unable to arrive at conclusive evidence that one approach is better than others. If we want to make a point that no single approach is the answer to India, then this point needs to be made forcefully in the Executive Summary. Statistics can be translated to prove any argument. CLTS is successful in Haryana but is it so given its proximity to Delhi and a normal urbanisation drive there? Has the campaign strategy failed in Karnataka? If the NGP led approach has worked well in Chhattisgarh, what influence has a high APL subsidy on the success? There needs to be more analysis and conclusions for the research.

Mr. Depinder Kapur underscored the three priorities for GSF, that the Secretary DDWS had suggested: Small grants project support to NGOs, Advocacy and Research grants and an Independent Monitor for the government programmes on sanitation. All these three priorities were what the India WASH Forum Proposal to GSF was suggesting and would be presented in the next session.

On the issue of convergence and the role of the GSF, he pointed out that the lack of convergence mentioned in the morning session, cannot be solved by MoUs and agreements at the top level. There is a lack of convergence of different programmes and projects at the ground level of implementation. Convergence does not mean that all organisations and all programmes need to converge all the time. There is value and merit in diversity. Not every developmental organisation can make a clean distinction between what it will do and what the others will do – the real world and community development issues cannot be divided by developmental organisations as their mandate.

Dr. Meera Pillai suggested that convergence can happen at the grassroots level, as proved in several instances in Kerala, if funds, functions and functionaries are transferred to the PRIs for local governments to use in keeping with a Village Development Plan.

Secretary Consul agreed that convergence at the grassroots level was a major lacuna rather than the lack of convergence at the level of inter-organisational structures. Line departments tended to look at where a certain activity fit in with their priorities, and all of them could continue to function in parallel, instead of converging.

Mr. Ashoke Chatterjee suggested that part of the process orientation would need to focus on mobilising communities to think in a holistic way. Referring to the suggestion that sanitation be considered a Right, Mr. Chatterjee pointed out that advocates would need to base the campaign on solid research. A campaign would require research, money and joint effort on an indefinite time scale. Campaigns to create change take time, and typically, governments and donors do not have patience. Although Secretary Consul had hoped that the process of promoting sanitation would function like the HIV and AIDS campaigns, Mr. Chatterjee reminded the group that the HIV movement took ten years to get to a position of strength and effectiveness. The history of denial, confusion and lack of information and awareness in the political and social structures and institutions suggest that there is much to learn from how the HIV and AIDS campaign overcame these obstacles.

Session 3

IWF Proposal for GSF implementation in India

Chair: **Dr. S S Meenakshisundaram**

Mr. Depinder Kapur on behalf of India WASH Forum made a Presentation on Global Sanitation Fund: Suggested Directions for Programme and Management

In the concluding session of the workshop, Dr. Meenakshisundaram chaired the session with Mr. Depinder Kapur and Mr. Barry Jackson on the dais. On behalf of the India WASH Forum (IWF), Mr. Depinder Kapur presented the group's suggestions for structuring and implementing GSF in India.

Introducing the IWF to the participants in the workshop, Mr. Kapur said that India WASH Forum had been working as an informal advocacy group for a long time. From 2005, with support from WaterAid India, the IWF began taking up more organised activities. By 2007, a need was felt for the organisation to become a more formal registered body.

A unique feature of IWF was its non-hierarchical set up, he said, adding that the organisation was a coalition and its trustees were there as individuals and not representing the organisations they were associated with. "We do not have a formal organisational structure. The agenda and activities that India WASH Forum is determined by the initiative that its Trustees and Members take, subject to a small grant from WSSCC for our annual operations," he said. The IWF had engaged in a number of advocacy activities since it outlined its aims in April 2005. The 15/15 proposal (for reaching water and sanitation to 15 million people by 2015) for the WSSCC formed the basis for the GSF proposal, he said. In February 2006, in coalition with four other organisations, IWF organised a South Asian Women and Sanitation workshop. A review of the Swajaldhara scheme was carried out in April 2007. The mandate of WASH India was identified prior to making the IWF a formal body in April 2007, he noted.



Continuing to support national initiatives, the IWF provided inputs to a review of the Rajiv Gandhi National Drinking Water Mission in August 2007, and carried out a review of the TSC in five states in December 2007. Inputs to the Urban Sanitation Policy were provided in May 2008.

In July 2008, the India WASH Forum got itself registered as a Charitable Trust, with 13 Trustees and a Charter defining its objectives as under.

- Promoting knowledge-generation through research and documentation which was linked to and supported grassroots action in the water-sanitation-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 other issues related to inclusion and provide a national platform for interest groups working in the sector to come together.

- Undertaking policy advocacy and influence work through
 - monitoring and evaluations;
 - media advocacy and campaigns, and
 - fact finding missions.
- Undertaking lobbying and networking to promote common objectives in the sector.

The IWF participated actively in SACOSAN III supporting both the participation of Civil Society and in providing intellectual input and coalition

support for the event including the crafting of the Civil Society Declaration. Representing IWF and FANSA, Murali and Sastry from MARI, took up the major responsibility for providing excellent coordination and helped to organise the Pre-SACOSAN Civil Society Organisations meet. Several other Trustees and Members took part in the two-day civil society deliberations and gave inputs to the Delhi Declaration. The IWF also brought out a compilation of issues and good practices in the sanitation sector in South Asia called Asia Listening.

Proposal for GSF Programme and Operational structure in India

Mr. Kapur summed up the context/status and challenges of the sanitation sector in India and suggestions for what GSF could do as part of its Programme Objectives. As per Government estimates, India achieved 60 per cent sanitation coverage in July 2009. Given the size of the country and cultural and socio-economic diversity, a similar diversity of approaches was evident in the sanitation sector.

The state approach for sanitation has been diverse and includes incentives for BPL (and now APL), financial support from microfinance systems and behaviour-change campaigns. The Total Sanitation Campaign is being carried out with the initiatives of panchayats and nodal departments. Further, CLTS initiatives have been combined with incentive-based approaches. The Nirmal Gram Puraskar Yojana of the government has also contributed to greater awareness and some action.

NGO approaches in the sector have been diverse and rich. The Sulabh approach and the focus on public toilets has also made a contribution. Several demonstration models have been developed in rural sanitation, drawing on financial resources from incentives, micro credit and sanitation funds. Approaches have combined focusing on toilets, and looking at drinking water, bathing and washing together. In urban sanitation, the focus has been on community-managed toilets and bathing and washing complexes for urban poor communities. NGOs have been proactive about linking their projects with government programmes, and engaging in lobbying and advocacy. They have also been consistent on highlighting matters related to exclusion, gender, disability, ECO-SAN, and other such important issues.

Highlighting the challenges facing the sector, Mr. Kapur noted that slippage continued to be a serious problem. There are several constraints hampering behaviour change and toilet usage. These include issues of water availability, large-scale migration related to livelihood issues and displacement due to disasters and huge development projects, and continuing difficulties related to gender and social exclusion. The funding base for NGOs in India is narrowing, and options for innovations have been falling. Weak monitoring continues to be a problem, and learnings from the ground are not being adequately garnered, disseminated or fed into programme development.

Two clear lessons that the GSF can benefit from are as under.

1. Clearly the challenge in India is one of supporting a range of approaches and to build on practical experience and learning – making an informed case for environmentally safe, low-cost and sustainable sanitation and hygiene promotion options.
2. Need for an independent voice that is not constrained by its institutional alignment, that is able to support the sanitation efforts through research, networking support and coalition building.

Two suggested Programme Objectives for GSF in India

- Promotion and support for diverse and innovative approaches to sanitation and hygiene.
- Multi-stakeholder coalition engagement and fostering synergy.

Suggested sub-objectives under supporting diverse and innovative approaches.

- Small grants programming
- Keeping the focus in three to five Indian states.
- Criteria for state selection can be where GSF can have maximum impact.
- Offering support for
 - Projects
 - Research, learning, and advocacy
 - Community level monitoring
- State-level programme integration. The GSF could attempt to cover all its funding (sub-grantee projects in one state) under an integrated state-level focus for comprehensive and effective programme learning and impact.

communication related to improved access to water, sanitation and hygiene practices. This should cover documentaries, films and print media engagement.

- Recognition of best practices and appreciation of good work done by individuals from the government, civil society and others.

Presenting the official GSF structure as developed by Barry Jackson for Madagascar and shared with India WASH Forum (please see diagram below) as a guide, Mr. Kapur noted that the three structures, the Executive Agency, the Country Programme Monitor, the National Coordinating Mechanism, and their interlinks were perhaps intended to provide for programme effectiveness and checks and balances. However, the structure as it stood, vested all approving authority to the GSF secretariat in WSSCC Geneva.

Suggested sub-objectives under national-level networking for learning and knowledge-generation:

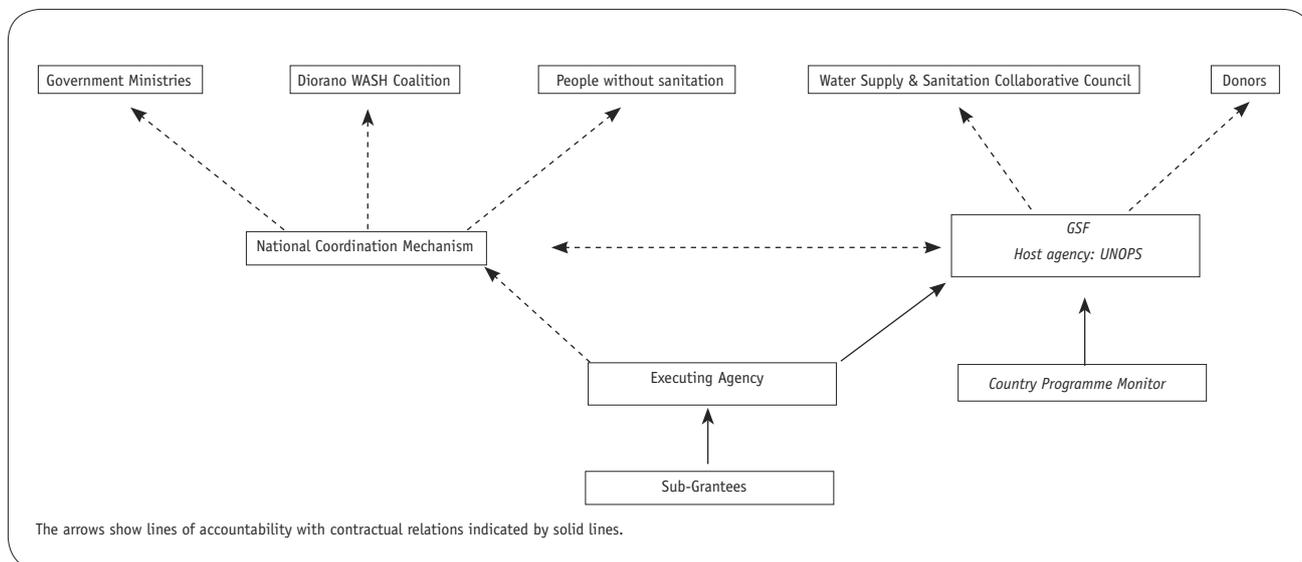
- Regular engagement and interaction of practitioners and experts at the national and sub-national levels
 - Provide a platform for national and sub-national learning
 - Supporting research, documentation and learning events on cross-cutting themes across states
- Media engagement and support for dissemination of information and

The IWF felt that the GSF structure needs to take a fresh look at the proposed management arrangements for the following:

- programme and cost effectiveness; and
- clarity and continuity of leadership and direction.

The IWF felt that there were lessons for the GSF to learn from the UNDP-GEF, UN HABITAT, and DFID Small Grants Programme management structures. Unlike the large grant-making programmes (DFID and GEF), the UN Habitat Urban Water and Sanitation Programme in Madhya Pradesh was a relatively much smaller grant making programme like GSF, where the EA, NCM and CPM roles were

GSF Structure as shared by Barry Jackson with IWF



fused into one. The role of the national coordination mechanism is currently conceived of as only an advisory one; it does not have a directive or decision-making role. It has the potential to do more work related to coordination and facilitation of exchange of relevant information.

The IWF felt that there was scope for the merger of some of the proposed structures for greater cost and programme effectiveness in the Indian context.

Three options were presented for GSF Structure in India;

- Country Programme Monitor and National Coordination Mechanism are merged. This is the preferred option of IWF for GSF. With more formal structure and funding for the NCM that works as a secretariat for the GSF in India.

- Executing Agency and Monitoring Agency are merged.

If these two merger options are not feasible to GSF, then the IWF suggests that the Executing Agency be an NGO, selected by a bidding process, instead of a private consulting firm, which might be less likely to have the appropriate socio-political perspectives required for sensitive implementation. The Executing Agency could have the limited role of channelising small grants. In comparison, the Country Programme Monitor would have an expanded role and support the Executing Agency by:

- developing the GSF programme;
- criteria for funding;
- selection of proposals;
- monitoring progress; and
- learning and advocacy.

Session 4: Plenary Session

Suggested Structure and Programme Directions for GSF in India

Chair: **Dr. S S Meenakshisundaram**

Mr. Satish Mendiratta of JKIMC reminded the participants about Secretary Consul's request that the GSF should support the Government of India to achieve its targets of reaching sanitation to those areas where the TSC was doing poorly. The reasons for this must be analysed, whether because of poor institutional mechanisms, or difficulties associated with geographical location, etc., and the GSF programme should address this. The GSF programme must feed into the Government's bigger picture.

The GSF must also identify best practices, and document lessons learnt from both successes and failures, and use these explicitly in capacity-building initiatives.

Mr. Ravi Narayanan felt that Research, Projects and Advocacy efforts must be concentrated in three to five states which could be chosen according to some criteria. Also, if certain thematic areas were identified, e.g., menstrual hygiene, there must be a critical mass of projects designed around the theme so that demonstrable impact was possible.

Mr. Prabhjot Sodhi contended that the important issue was for GSF to determine how it would integrate people's priorities into what it wanted to do, i.e., to identify certain project strategies.

Dr. Meera Pillai suggested that GSF should expend advocacy efforts to promote a mainstreaming approach to sanitation. Thus, organisations should be encouraged to see the benefits in integrating sanitation with their ongoing programmes to whatever extent was relevant and feasible. Livelihoods organisations would respond to the benefit of setting up rural sanitation marts or training masons who could do sanitation work; women's organisations would respond to the importance of sanitation for women's health, security, privacy and dignity, and also train women



to be effective advocates and monitoring agents in Village Water and Sanitation Committees; for health organisations, the points of buy-in and support are obvious, for watershed development organisations, the benefits of ensuring that more water sources remain uncontaminated or are rehabilitated would be attractive, organisations working with the urban poor could implement integrated sanitation programmes involving research, implementation, women and children's involvement, a health focus, etc.

Mr. Ashok Jaitly suggested that for maximum impact, the GSF should upscale efforts in areas where efforts at promoting sanitation were already working. He also felt that project and monitoring-related efforts should be concentrated in 3-5 states, because, in the Indian experience, there was a familiarity with the state-level approach, and people were comfortable with data which could be presented to discuss state-level issues. However, research and learning could come from anywhere, and likewise, advocacy efforts might be needed at the local, state or national levels, and GSF programme design should reflect this. Among the three to five states to be chosen, as in the TSC study, there can be a combination of one or two better-off or high-performing states, some borderline states and a difficult or poorly

functioning state, could be selected so that a range of experiences would be available from which to learn.

Dr. Roy Kunjappy of the Centre for Community Health Research felt that more effort should go to strengthening the state chapters of WASH Forum. The GSF should be implemented in 10 states not five.

Ms. Jasveen Jairath called for a programming strategy that brought some balance between urban and rural sanitation needs.

Mr. Barry Jackson said that the GSF would keep an open mind. At the same time, it was possible to throw lots of money at urban issues, and not make any difference.

However, if some project is already well organised, and only finance is required, the proposal will be considered.

Mr. Murali Ramisetty suggested that a major component of GSF programming should include influencing the government. He also suggested that given the funds earmarked for phase one, it might be worthwhile to pick up one theme (say, school sanitation, or sanitation for tribal communities) and make a substantial contribution.

Mr. Arumugam Kalimuthu of PLAN International said that a number of reports were available from Plan, WaterAid, UNDP, etc, each presenting different pictures of water and sanitation. He wondered whether it was possible, as a part of GSF's background work, to get a good situation analysis on sanitation in India. This could feed into determining the criteria for choosing the locations for GSF projects.

Mr. Barry Jackson felt that enough data was available to make a beginning, and GSF wanted to get things moving.

Ms. Jasveen Jairath wondered whether the GSF would be interested in evolving City Sanitation Plans.

Mr. Jackson said that if all other components were in place, and funding was the only issue, such a grant proposal would be considered. However, the Steering Committee of the WSSCC had explicitly

asked him to avoid urban projects for now. He said that a year from now, a review Workshop would be held at WSSCC, at which criteria for sub-grant proposals would be determined, and suggestions could be offered then.

Mr. Deepak Saksena of the Academy for Education and Development suggested that since the quantity of money involved was very small, i.e., about three million dollars for the first round of proposals to be implemented over three years, one or two thematic areas could be worked on in many states. Alternatively, demonstrable best practices to show to the Government could be worked on.

Secretary Consul pointed out that no agency would be able to match the fund outlay of the Government, which was currently around Rs. 12,000 crores or close to \$3 billion. The support that the GSF could give would be to help these funds to be used effectively.

Concurring with Mr. Consul, Dr. Meenakshisundaram pointed out that 98 per cent of the money for rural development came from the Government, and only two per cent from other agencies. The GSF could support the government by helping to discover, in those states in which sanitation targets were not being sustainably and effectively met, why this was so and what could be done to alter the situation for the better. In states where the coverage was good, why was this so, and what was there to learn?

Mr. Deepak Saksena, warned that if we did not aim for and achieve, 100 per cent coverage, our efforts would not be very effective. Between 35 per cent and 65 per cent coverage, there wasn't a lot of difference in the effort to prevent water-borne diseases. Also, the GSF would have to decide whether its aim was only achieving ODF status, or whether it was going for a more comprehensive approach, including waste water management and solid waste management.

Mr. Depinder Kapur stated that experience of various development NGOs on priority states and priority themes shows that a mix of geographical as well as programmatic/thematic considerations are involved. He gave the experience of WaterAid and Oxfam. The major challenge in GSF would be to decide who would provide this programmatic leadership – the NCM? Can it do this in its present structure and TOR? Will the EA charter its own course in deciding

this? Will GSF Geneva influence this? In the absence of a clear leadership role, this is a big risk for GSF as too many structures and individuals will try and exert pressure on the GSF programme direction in India. Clarity is needed here.

Mr. Barry Jackson observed that it was clear from the discussion that advocacy was critical with a view to leveraging existing resources within existing systems. Resources were available from MFIs, and “big bucks” were available from the government. The important thing was to get different players around the table and create conditions in which they were willing to cooperate.

Mr. Satish Mendiratta said there was a need to focus on areas that tended to get left out of rural-oriented projects. These included peri-urban areas, block headquarters and larger villages, with populations of 5,000 to 8,000, where the local governments found it difficult to reach all the people. A second area of focus might be to ensure sustainability in villages which have won Nirmal Gram Puraskars. This would also help generate learnings on challenges to sustainability and how these can be countered. A third area in which a campaign was necessary was with regard to child excreta management. Evidence indicated that the excreta of children below the age of three was not safely deposited in toilets, even where these were available, but was disposed off wherever it happened to be convenient.

Mr. Jackson now invited reactions to the suggested management structure. It appeared that the India WASH Forum was looking at accountability issues rather differently. He said that he wanted to hear what the participants’ concerns were. “But please don’t suggest a total overhaul,” he pleaded.

Mr. Ashok Jaitly wanted to know what flexibility was available within the proposed structure, before the group made suggestions.

Mr. Jackson said that the broad contractual relationships were fairly tightly drawn up, but then added a caveat that perhaps these need not be so tight in the Indian context, as there was a lot of capacity in the country. How the GSF had conceived of the three major structures was in terms of one whose job it was to do (the Executing Agency), one whose job it was to monitor (the Country Programme Monitor) and a third whose job it was

to guide, National Coordination Mechanism without getting its hands dirty with either implementing or monitoring.

The GSF would be accountable to the National Coordination Mechanism, and the NCM would be accountable back to the GSF. The GSF would work in consultation with and on the advice of the NCM, but would establish a contractual relationship with the Executing Agency, based on Terms of Reference which would be determined at the Inception Workshop.

To Dr. Meenakshisundaram’s question about the composition of the NCM, Mr. Jackson said that many members of the India WASH Forum would be members of the NCM, together with representatives from the government, as well as representatives of international actors in the sector. This composition was to obtain different perspectives on policies and learnings to the group.

Mr. Jackson said that he would like the independent evaluations of projects of the GSF to be truly independent. He recognised that all the NCM members would be both skilled and well-intentioned. However, their role as advisors and advocates would require them to be combative part of the time, and be nice to the government, if there were more gains to be got that way. The issue was not only one of separation of roles, but that the GSF saw the NCM as its “prime spot of influence” to secure cooperation with government agencies who have much greater resources to achieve the GSF’s (and India WASH Forum’s) aims.

Mr. Ashok Jaitly pointed out that the Executing Agency did not actually do any execution, which was handled by the sub-grantees. What the structure terms an Executing Agency channelised grants to the sub-grantees, and it was important to realise this distinction. He also said that there would be costs associated with managing the five million dollars, and the agency selected would have to be very transparent in funds management.

He further noted that many NGOs are not good with contractual obligations, and this is where large consulting companies might come in. Apart from pushing up costs, there would be big differences with respect to assumptions and perceptions, which would affect how the Executing Agency selected proposals and disbursed grants. He also expressed

concerns that such consulting firms would regard this as one of their many jobs, and were unlikely to have a good understanding of the social, economic, political and financial aspects of the water and sanitation sectors.

Mr Jackson repeated that with respect to monitoring and evaluation, he would prefer independent third party assessment, and to hold accountability to a contractual framework. However, he said that he appreciated the legitimate concerns about differences in perspective of private consulting firms, and these would be taken into consideration while choosing the Executing Agency and the Country Programme – perhaps in India, the task could be assigned to NGOs only.

Mr. Aniruddhe Mukherjee, Secretary, Ministry of Transport, Government of Madhya Pradesh posited that the contract for sub-grantees was likely to be instalment based. This would mean that there would be need for reporting, quality verification, etc. at intervals, which it would be most relevant for the Executing Agency to do, since they would need to be convinced that the project was on track, before they released the next instalment. In which case, what would the Country Programme Monitor do? Would they be doing independent monitoring as required by GSF? This would be duplication of work. Alternatively, if the CPM had to provide assessment reports before the EA disbursed each instalment of funds, there would need to be a high degree of coordination between the EA, the sub-grantees and the CPM, otherwise projects could be expected to run into significant time lags.

Mr. Satish Mendiratta concurred, saying that the current GSF structure arrangements represented relationships of the structures only with Geneva. More horizontal linkages were needed for the EA to be coordinating with CPM and also to the NCM.

Mr. Depinder Kapur suggested that GSF should look at and learn from the examples of how agencies like UN-HABITAT, Oxfam, and WaterAid structure the contractual obligations where grant funding from one common pool is being done. The administration of GEF Small Grants Programme, and the DFID Exclusion focused IPAP funding need to be considered.

The UN Habitat example of urban development programme funding is very relevant as it is close to

the GSF model. He wondered whether the proposed GSF structures were not over-designed compared to the requirements. The role of the NCM was very weakly structured as a “consultative body” with no funded structure and people to provide the anchoring support. Hence its intended powers to influence and provide direction for GSF in India were unlikely to materialise.

Mr. Madiath observed that all his life he had been a sub-grantee, and had been squashed flat under the management structures of the various donors. The sub-grantee bore the burden of the entire management and accountability structure on ‘his’ shoulders. If the people who occupy the ‘lowest’ position in the structure, (and who typically are paid the least) fail, the entire system fails. He said he was concerned with the design of the GSF structure being too top heavy with numerous cells (EA, NCM, CPM) – if these could be collapsed into a few, it would greatly help.

Mr. Jackson clarified that the Executing Agency was the Grant Administration Agency. The Sub-Grantee is the Executing and Implementing Agency, carrying out commissioned tasks on the basis of contracts. The National Coordinating Mechanism represents the brains of the GSF organism in the country. The EA functions like a Project Manager which does the “will” of the NCM.

The GSF is handing over various responsibilities. It gives money to the country. It gives the responsibility of deciding the strategic intent of the money to the NCM. It gives the responsibility of disbursement of funds to the EA. It gives the responsibility of checking whether what the EA said they did with the money actually happened to the Country Programme Monitor. What the CPM does will be not a full-scale audit, but checking the accounts, along with some random field checks to ensure that there are no fictitious sub-grantees, the spending locations exist, and there is something to show for the expenditure. Mr. Jackson said that it costs money to spend money and account for it, and the GSF’s investment in the CPM represented this.

He again acknowledged the concern about involving private sector firms which did not know the sector. He said that the NCM would be asked to nominate people to assess the proposed agencies and proposals, based on their sense of what works.

The purpose of the proposed structure would be to make grants, carry out local activities, ensure they are done, check whether they can be replicated, and do so, learn from the experiences and write them up.

The CPM, Mr. Jackson said, will be “my eyes and ears, the ‘man’ on the job for me in India. The NCM is watching to see whether the outcomes they had planned have occurred. If the NCM smells a rat, they must tell the GSF to look closer. The NCM will use their contacts to see if everything is going well, review project reports to see if work is going in the right direction, and design next year’s programme based on the previous year’s learnings. One or two members may keep an eye on procurement practices. However, theirs is not a contractual obligation, they are volunteers.”

Mr. Ravi Narayanan expressed the opinion that this was a discussion about proportionality. Perhaps such a structure might be appropriate internationally for large sums of money. But in this case, we were not considering nearly so much money. Was such a detailed structure necessary? He also asked whether the decision on how many NGOs and how many states would get grants be decided by the Executing Agency.

Mr. Jackson explained that the Executing Agency would decide based on criteria and guidelines decided by the NCM. They would combine all the proposals received from sub grantees into one proposal for GSF funding for India and submit it back to the NCM, saying, “these five sub-grant proposals meet your guidelines: here is my proposal, combining them.” This will be done in every round, and in every round the NCM will assess the EA proposal, and make recommendations.

Ms. Nafisa Barot summed up her understanding of what might happen. The GSF needs the approval of the NCM to spend its money. The EA would receive proposals and make a recommendation to the NCM. If the NCM had no time to read them, they might ask the EA to go ahead, on the condition that if they had any doubts, they would have to ask the NCM.

Mr. Aniruddhe Mukherjee said that it seemed like a strong role was envisaged for the NCM, to review proposals, to keep an eye on procurement, and it

would have government representation. This would imply the NCM should be the larger body and the EA be housed in it.

Mr. Depinder Kapur clarified that the role of the NCM was strong, but its positioning was as a voluntary body of individuals. As a body, it had no formal authority through a contractual binding with the EA (that remained in charge of the programme management). Why would the EA listen to the NCM’s advice if it was not formally bound to it? The NCM therefore represented the weakest link though given the most responsibility in GSF. Could it deliver on what it was expected to without its structure being significantly strengthened?

Dr. Meenakshisundaram contended that the NCM, the way it was proposed under GSF, would be too large to take decisions or provide leadership to the programme. It would not be able to study the detailed proposals or review progress and influence the sector. The CPM must collect all the information and advise the NCM. Otherwise, there is a danger that the EA will get a decision from the Chairperson of the NCM and act. Mr. Jackson agreed that if more people were nominated, it would be difficult for the NCM to get together. He suggested that the NCM have between 10 and 20 members, and the IWF choose an Executive Committee from its members to be on the NCM. Choosing the right people who could be trusted to make the right decisions would be critical. If private players or companies became involved in the structure (as EA), they might need more guidance than NGOs.

Mr. Damodaran again asked whether it was possible to coalesce one or two of the structures together. What would India WASH Forum do, should it not be the EA for GSF?

Mr. Jackson replied that he had not heard a workable alternative during the discussion. He also said, “I get nervous when I hear about combining roles. I see the potential for something going wrong. Corruption becomes a possibility. If you find it too top heavy, and want to reduce the number of actors, you find a way to simplify it while retaining accountability of all parties.”

Vote of Thanks

Mr. Ravi Narayanan, Vice-Chair, Asia Pacific Water Forum.

Mr. Ravi Narayanan, Vice-Chair of the Asia-Pacific Water Forum, thanked the group for a fascinating day's discussion. He specifically thanked Mr. Consul for his presence and participation throughout the day, for welcoming the GSF to India, making a realistic assessment of the TSC and evaluating the challenges ahead. He thanked Ms. Barot, Mr. Murali and Mr. Madiath for interesting and insightful presentations from the field; referring to Mr. Madiath's comment on sub-grantees being "squashed flat", he asserted that none of the sub-grantees appeared submissive or tractable, and contributed vigorously to the discussions as well. He said that the discussions had gone up and down and round and round, because all the participants wanted "the mostest for the mostest." There were many points of view, and he thanked Mr. Jackson for

his exemplary patience in listening to the group's suggestions. He hoped that Mr. Jackson would reflect on and consider the changes suggested, just as different members of the group could reflect on potential roles for themselves, where they could fit into the GSF initiative. Hopefully, he said, there would be a meeting of minds.

He also thanked the session chairs, Mr. Jaitly, Mr. Chatterjee and Dr. Meenakshisundaram for their assistance. Mr. Narayanan commended Mr. Depinder Kapur for his efforts in organising the meeting, and thanked Mr. Romit Sen and his team for their support with the logistics. Finally, he thanked "all of us", all the participants at the meeting, for their diligent engagement with the day's proceedings.

Annexures

Agenda

Time	Agenda	Presenter
Session 1: Inaugural Session		
Session Chair:		
Rapporteur:		
0930 - 0950	Introductions and welcome	Ashok Jaitly and Depinder Kapur
0950 - 1010	Keynote address	Mr. Shantanu Consul, Secretary Department of Drinking Water Supply, GoI
1010-1030	Presentation of Global Sanitation Fund mandate and plans	Barry Jackson, Manager GSF, WSSCC
1030-1100	Discussion and Q&A on the presentation	
1100-1130	Tea	
Session 2: Sanitation Scenario in India		
Session Chair:		
Rapporteur:		
1130-1230	Presentation of grass roots experience of NGOs and others : Gujarat, Andhra Pradesh and Orissa (15 minutes each) Followed by 15 minutes discussion	R Murali, Nafisa Barot, Joe Madiath,
1230-1245	Presentation on the TSC Study	Indira Khurana, WaterAid India
1245-1300	Presentation on the Revision to TSC Guidelines	SS Meenakshisundaram, India WASH Forum
1300-1330	Discussions of the Presentations	
1330-1430	Lunch	
Session 2: GSF Implementation in India		
Session Chair:		
Rapporteur:		
1430-1450	Presentation on the IWF proposal for GSF implementation in India	Depinder Kapur, India WASH Forum
1450-1530	Panel Discussion on the proposal and suggestions on priorities for GSF in India: followed by discussion Panellists - Local NGO, Media, WaterAid India, Plan India, UNICEF, Arghyam, FORUM, Govt of India	
1530-1600	Tea	
1600-1640	Open discussion and concluding remarks for the day	
1640-1730	Separate Meeting of IWF Trustees and Members with Barry Jackson on the GSF	

Operationalising the Global Sanitation Fund for India

IWF Proposal May 2009

About India WASH Forum

The India WASH Forum has been in existence since long but has always remained a loose network of individuals and organisations. Initially as an informal association of organisations and individuals engaged in and interested in Policy and Knowledge Networking on Water, Sanitation and Hygiene priorities in India. A formal registration of India WASH Forum took place in July 2008. The India WASH Forum is registered as a Trust with 13 Trustees and is supported by WaterAid India and WSSCC, was a result of ;

- Successful and regular initiatives taken since 2005
- Realisation of the need for a formal legal entity that could more pro actively support and lead on Policy and Knowledge Networking on WASH in India based on its unique strengths and the limitations of other sector agencies .

The Charter of India WASH Forum has identified for itself a role as an independent voice promoting, supporting and undertaking all efforts for improved water and sanitation in India. The following specific priorities of the Forum are there in our Trust Deed;

- i. Promote knowledge generation through research and documentation – that is linked to and supports action on the ground for water-sanitation-hygiene. Sector specific and cross cutting thematic learnings as well.
- ii. Support field based NGOs and Networks in their technical/programme work, in highlighting pro poor and gender concerns and provide a national platform for coming together.
- iii. Policy advocacy and influence work through;
 - a. Monitoring and Evaluations
 - b. Media advocacy and campaigns
 - c. Fact finding missions

- iv. Undertake lobbying and networking

The India WASH Forum has so far operated as a coalition of members who are willing to contribute their own time and institutional resources, in the larger spirit of coalition and joint engagement for the larger aim of sustainable and improved water and sanitation for all. Since 2005, the India WASH Forum activities became more regular and ambitious. With the active support of WaterAid India, the opportunity was created for regular interaction of members and also undertaking a few key Policy and Networking initiatives. The first Charter of India WASH Forum being developed in 2006. The work done since 2006 by the India WASH Forum includes;

- Key Policy Advocacy (Review and repositioning of National Drinking Water Mission, Recommendations to the Urban Sanitation Policy, Review of TSC and Swajaldhara to make them more effective),
- Publications (Asia Listening, TSC Guidelines Review). Supporting other important publications by other organisations(WaterAid India publications on National Status Paper on water and Sanitation, ADB Water Policy Review, Case Studies on Sanitation, engagement with the Citizens Report on Water and Sanitation)
- Workshops and Events (Asia workshop on Women and Sanitation, supporting civil society engagement in SACOSAN 3).

A need was felt in 2008 to have a formal registration of India WASH Forum as a Trust so as to allow IWF to function more independently and effectively as a national coalition, not having to depend on any single organisation for its management and operations support. The registration was done in June 2008 as an Indian Trust and a 13 member Trustees Board. Bank

accounts have been opened and initial operating grant from WSSCC secured for 2009.

The IWF has worked well because it has taken on a coalition building and networking role by bringing together a range of civil society organisations and establishing its reputation as a credible national forum through its publications and contributions in major events. The credibility of India WASH Forum is also its open style of operations, regularity of formal engagement, and inviting more people and institutions to get engaged on a regular basis. It has been able to work in a very cost effective manner and provide high quality outputs by keeping its focus clear as a policy advocacy and knowledge networking coalition and not distracted into other activities.

GSF operationalisation in India: suggested priorities

The opportunities for operationalising the Global Sanitation Fund in India till date has evolved from the initial focus of coverage (with exclusive focus on supporting toilets coverage) to supporting other opportunities that are more relevant to India. Discussions were held first in July 2008 and later in Nov 2008 on identifying opportunities where GSF will be more effective, in Indian context. The thinking in WSSCC on GSF has also evolved with appointment of Barry Jackson as GSF Manager. The influence of CLTS and other software approaches has contributed to the change in GSF priorities away from an exclusive hardware toilet focussed coverage focus to promoting behaviour change approaches. The GSF guidelines have been kept open and flexible.

The challenge for GSF is how to make the most of the \$1 million a year funding commitment for India for 5 years.

There have been a diversity of approaches on sanitation and hygiene ranging from;

1. Government subsidy driven approaches in a few states, micro finance and campaign lead approaches in others.
2. Incentive based approach married with CLTS type consultant lead inducements, under the flagship Nirmal Gram Puraskar Yojana scheme of GoI.
3. NGO approaches have been diverse and rich. In rural sanitation following a mix of demonstration, incentives and micro credit on

the one hand and to a more effective use of government subsidies and donor support at the other end. NGO approaches in urban sanitation have promoted community managed toilets and bathing and washing complexes for poor urban slums. Focus on exclusion and gender is also emerging. However with narrowing funding base for NGOs, the options are becoming fewer.

Slippages in sanitation coverage is as spectacular as the progress that has been made in the past 5 years (with current toilet coverage as claimed by Govt. of India standing at 58%). Clearly the challenge in India is one of supporting a range of approaches and to build on from practical experience and learning - an informed case for environmentally safe, low cost and sustainable sanitation and hygiene promotion options.

Hence IWF believes that GSF can be most effectively used in India in supporting a range of approaches for sanitation and hygiene promotion backed by creating a platform for open engagement, knowledge generation and advocacy – so that the larger common goal of sanitation for all is met at the earliest and the GSF contribution to it is made in collaboration with others.

Objectives for GSF programming in India;

1. Promotion of innovative approaches to sanitation and hygiene
2. Multi stakeholder coalition engagement and learning to foster collaboration synergy

The two objectives are mutually reinforcing and should not be seen as separate actions.

Proposed Actions;

1. Promotion of innovative approaches to sanitation and hygiene;
 - a. Implementation of small grants projects with local NGOs and any others. This will serve learning, documentation and analysis of different and innovative approaches for sanitation and hygiene promotion.
 - b. Provide focused support to 3 to 5 states that represent diverse physical and social contexts for addressing the sanitation challenge in India.

- c. Promoting Community Monitoring as a tool for understanding and analysing the outcomes and lessons learnt from different approaches and
2. Multi stakeholder coalition engagement and learning;
 - a. Regular engagement and interaction at national and sub national level of practitioners and experts. Providing a platform of national and sub national learning meetings and workshops. Supporting research, documentation and learning events.
 - b. Media engagement and support for media dissemination of water, sanitation and hygiene.
 - c. Recognition of best practise and appreciation of good work done by individuals from the government, civil society and others.
 - d. Any other emerging options

More specific commitments to specific actions, indicators, processes and budgets can be done based on more analysis.

Process for GSF operationalisation

In the annual WSSCC national coordinators meeting, Barry Jackson shared the WSSCC proposal for GSF operationalisation. A sector assessment consultancy for India will form the basis for developing a proposal and log frame for implementing the Fund in India. WSSCC has put in place a mechanism of an Executing Agency to undertake the grant management and financial compliance of GSF funds in a country a Monitoring agency to backstop the operations with overall technical guidance. According to WSSCC framework, both these agencies are to be hired for implementing the GSF through a bidding process for each country and the total cost of programme management kept under 15% of the annual grant.

In order to arrive at identification of GSF programming priorities for India, IWF suggests the following process to WSSCC;

1. Not do a scoping study for the sector as a separate activity. Get straight into the proposal development stage. There are many sector assessments already existing including a recent assessment by the India WASH Forum on TSC

review in 4 states of India. Use the GSF Launch Workshop for starting the development of the proposal. A consultant can be hired for the GSF proposal development for India or this task can be anchored by IWF if this is not possible. Barry Jackson to get back to us on this.

2. A one day GSF Launch Workshop is organised in India in last week of July that serves as the proposal development meeting for GSF, with a consultant support. Following outcomes are envisaged;
 - a. Presentations are made on recent sector assessments and any other experiences relevant to GSF operationalisation for India, to input and inform GSF for India. Morning session.
 - b. Discussing any concrete GSF programming options are placed for discussion and review, including the IWF proposal for GSF. Afternoon session.
 - c. A team is constituted jointly by IWF and WSSCC at the end of the workshop, to assist the consultant in developing the proposal for GSF in India within 45 days.
 - d. The consultant to produce the following;
 - i. A report of the workshop listing out the emerging directions and ideas from all participants
 - ii. Narrative proposal and Log Frame
 - iii. Identifying different phases of the 5 year programme. A detailed work plan for the first two years (including tasks related to start up).
 - iv. Programme Management Framework. Recommending mechanisms and tools for Planning, Programming Guidelines development, Monitoring
 - v. Working arrangements and reporting requirements in the tripartite institutional arrangement of WSSCC- Executing Agency- Monitoring Agency (IWF).
 - vi. Detailed budgeting for first two years.

An attempt is made to arrive at a consensus on GSF priorities in India and pave the way for operational details. The workshop is not limited to sectoral agencies participation only but includes a wider participation from civil society, media and govt.

The process suggested above will ensure that GSF is operational in India by Oct 2009.

3. India WASH Forum organises the GSF Launch workshop and clubs it with its other programme priority of Right to Water and Sanitation and Trustees Meeting, to cut on cost and time. GSF funds 50% of the cost of the three sets of meetings, as it benefits from all the meetings.

4. Operational arrangements for Executing Agency and Monitoring Agency and potential IWF role: Given that the nature of GSF operationalisation has changed from coverage and toilet construction to more flexible hardware and software support and knowledge and policy engagement, there is scope for more pro active role for India WASH Forum. The existing organisation structure of India WASH Forum as a legal entity and its pro active work in the past two years, also provides an opportunity for utilising the India WASH Forum more effectively in the operationalisation of GSF in India. There can be little sense in having parallel advocacy and networking by India WASH Forum, when GSF will be implemented in the years to come. Hence it is suggested that;

a. IWF can take on the role of the Monitoring Agency for GSF in India. Knowledge and Policy areas are core business of India WASH Forum and there is no conflict of interest in IWF doing this role for GSF and will only add value to GSF. IWF can put in place a small team of 4 to 5 staff to perform this role with guidance from the IWF Trustees and with financial

support from the GSF implementation grant. The value add of this will be much more than contracting this task out.

b. The Executing Agency role should be restricted to grant making and financial compliance/auditing only and can be contracted out to an NGO or a consulting firm. IWF can help with developing criteria and guidelines for implementing GSF in India and with selection of small grants projects.

Next Steps

1. This note is being shared with the IWF Chair (Ashok Jaitly) and Vice Chair (Ravi Narayanan) first for inputs and suggestions to firm up the note, before sharing with other Trustees and WSSCC/Barry. Already done.
2. Agreeing on potential IWF role in the GSF, based on this proposal from IWF. To be decided with inputs from all including WSSCC.
3. Identifying a consultant for Proposal development, before the July workshop. Setting this process in motion. Barry gave a very small budget of \$5000 for a desk review and anchoring the workshop. Barry to confirm if this amount is available for the consultant hiring for proposal development instead and when we can start the hiring process.
4. Proposal development/GSF launch workshop in last week of July 2009. Finalising a date, budget and logistics – IWF to anchor the workshop. Barry to respond on this suggestion.
5. If formal participation of IWF in GSF is agreed as presented in this proposal, then institutional strengthening of IWF starts from Aug 2009 with hiring a team and logistics.

India WASH Forum
27th May 2009

Presentations

RURAL SANITATION AND INDIA'S EXPERIENCES

Global Sanitation Fund Launch Workshop

New Delhi

4th August 2009

Shantanu Consul

Secretary, Department of Drinking Water Supply
Government of India

SANITATION

Why We Need to be Concerned?

IMPACT OF INADEQUATE SANITATION

- Open defecation and use of unhygienic toilets leads to pollution of water and spreads infectious diseases
- Results in more sickness and death – 800 children under-5 die every day due to diarrhoea in India
- Increases health costs
- Lowers school enrolment and retention rates of girls
- Lowers workers productivity – Rs.1200 crores economic loss per year in India
- Denies the right of people to live in dignity

FACETS OF SANITATION - DEVELOPMENT

- A toilet in the house
- Breaks the cycle of poverty
- Protects the environment
- Prevents the transfer of disease in human waste
- Reduces absenteeism, low enrolment and early school dropout in schools, especially for girls
- Reduces exposure of women and girls to violence and abuse
- WHO study - every dollar spent on improving sanitation generates an average economic benefit of \$7

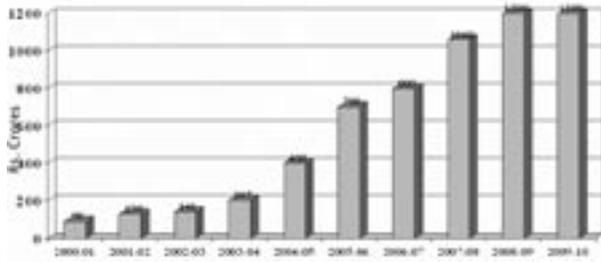
SANITATION IMPACTS ALL MDGS

- Poverty
- Primary Education
- Women Empowerment
- Child Mortality
- Maternal Mortality
- Combating Diseases
- Environmental Sustainability
- Partnership

WHY IS SANITATION LAGGING BEHIND?

- Lack of understanding of the multifarious benefits of sanitation
- Sanitation taboo: not spoken of openly
- Poverty, traditional practices, lack of women's empowerment, low literacy
- Imbalance in priority between water and sanitation needs
- Rapid population growth outstripping service provision
- Multi-dimensional (e.g., social, economic and technical) nature of sanitation challenges

INCREASING INVESTMENT



MULTI-STAKEHOLDER APPROACH

- Government working in partnership with the NGOs, development partners, civil society and private organisations
- Community consultation in planning and implementation of the sanitation programmes
- Institutionalising community participation through building VWSHC committees, DWSM and SWSM
- Involving and activating the PRIs in sanitation campaign

ENSURING SUSTAINABILITY

- Monitoring of sanitation achievement to ensure systematic progress and impact monitoring
- Funds earmarked by GoI for hygiene promotion and community mobilisation
- Performance-based incentives for sanitation development (NGP)
- Development and dissemination of messages targeting hygiene promotion, solid and liquid waste management to secure full health benefit of sanitation

OUR STRATEGY – ITS NOT A MATTER OF MONEY

- Affordable toilets for all
- Low water options
- Simple solutions
- Environmentally friendly
- Ensure availability of material
- Involve local self government
- Train manpower
- Technology options for our diversity
- Intensive awareness drives
- Reward performance



BY THE PEOPLE ... OF THE PEOPLE ... FOR THE PEOPLE



- Choice of superstructure as per affordability

WOMEN IN SANITATION



- Women as prime movers towards total sanitation
- Involve women in all activities
- Campaign targeted to provide safety, pride, dignity of women

WOMEN IN SANITATION

- Self help groups involvement in sanitation promotion . Group saving/ bank linked finance used as revolving fund for toilet construction
- SHGs operating production centres/RSMs



WOMEN IN SANITATION

- School sanitation to reach children and adolescent girls
- Simple low cost incinerators to dispose sanitary napkins in schools, sanitary complexes and in villages

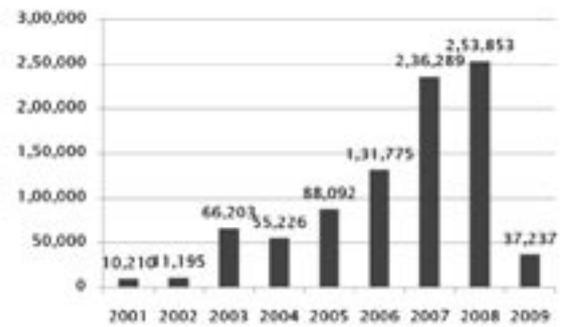


CATERING TO THE NEED OF ADOLESCENT GIRL IN SCHOOL

- Open defecation and use of unhygienic toilets leads to pollution of water and spreads infectious diseases
- Results in more sickness and death – 800 children under-5 die every day due to diarrhoea in India
- Increases health costs
- Lowers school enrolment and retention rates of girls
- Lowers workers productivity – Rs.1200 crores economic loss per year in India
- Denies the right of people to live in dignity



Year-wise Achievement in Construction of School Toilets



ECO-SAN TOILETS



ENERGY SUSTAINABILITY THROUGH TOILET LINKED BIOGAS

- Safe disposal of excreta
- Energy for cooking
- Returns nutrient to the earth – enriched manure
- Sustainable eco friendly solution – Better health
- No cultural stigma



SOLID WASTE MANAGEMENT IN RURAL AREAS

- Setting up systems of waste management in rural areas
- Collection of household garbage



SUSTAINABLE SOLID WASTE MANAGEMENT

- Segregation of waste
- Composting
- Recycling



SUSTAINABLE LIQUID WASTE MANAGEMENT

- Using natural systems for aerating waste water
- Recycling waste water for horticulture and agriculture

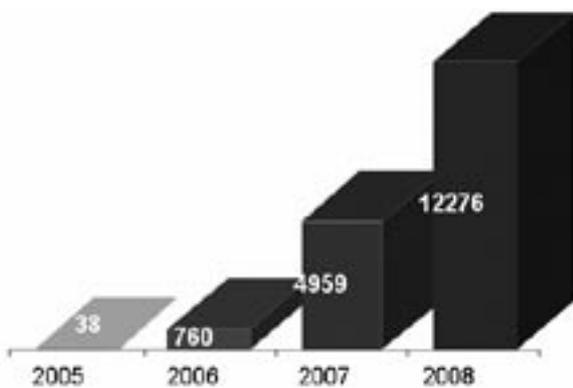


FACETS OF SANITATION - DEVELOPMENT

- A means of carrying a difficult programme into high gear
- The award recognises and makes heroes out of ordinary village people
- Has helped increase sanitation coverage to 60%



YEAR-WISE NG VILLAGE RECIPIENTS



ENTHUSIASTIC PARTICIPATION OF CIVIL SOCIETY NATIONAL AWARD FOR CLEAN VILLAGE



RESEARCH AND DEVELOPMENT

- R&D on sanitation is 100% funded by the DDWS
- Three major areas identified for R&D
 - = Technology related
 - = Programme related
 - = Other areas that impact sanitation sector

FINANCES AND SANITATION

- Self Help Groups – Grassroot units, operate on microfinance
- National Banks – should give loans to individuals to build toilets in rural areas

AREAS OF CONCERN

- Less attention on improved hygienic practices
- Lack of motivation
- Usage and impact monitoring not systematic
- Suitable and affordable technologies for high water table and flood prone areas, water scarce areas and the hill districts
- Improved sanitation for railways
- Sanitation facilities for unorganised labour and poor migrants

WAY FORWARD

- Sustained commitment
- Focus on other aspects of Environmental Sanitation
- Continuing support to hard core poor and extending support to disadvantaged sections of population for ensuring access to basic sanitation
- Increasing investment in sanitation
- Community involvement in monitoring and evaluation of sanitation progress

SANITATION - WHAT GSF CAN DO

- Pilot a large scale Advocacy Programme for Sanitation, similar to AIDS programme
- Focus on rural areas, which form the ecological backbone for all resources
- Fund pilot SLWM projects to develop new models of sanitation systems that are ecologically and economically sustainable in fast developing peripheral rural areas
- Assist in obtaining CDM credits for biogas linked toilets, SLWM
- Encourage Industry and Corporate sector to promote "Sanitation Sensitivity" .
- Promote learning exchange programmes within the Region.

THANK YOU



The Global Sanitation Fund

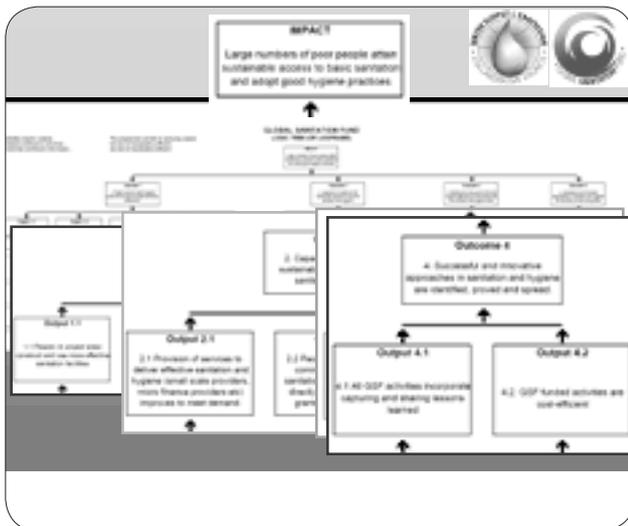
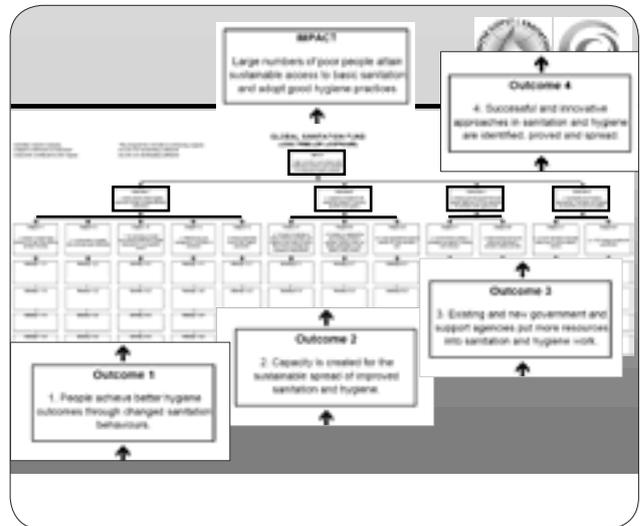
Barry M. Jackson
 Manager: Global Sanitation Fund WSSCC

OVERVIEW OF THE GSF

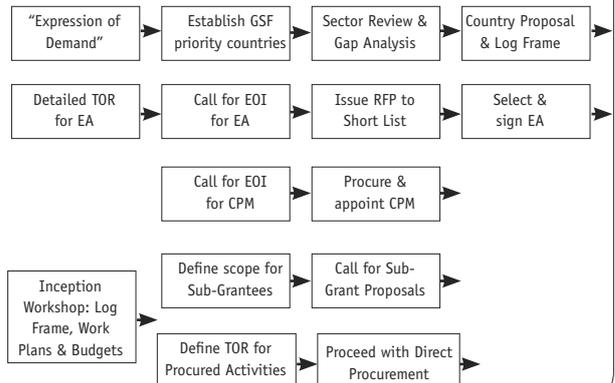
- Sanitation falling shockingly behind
- “Water & Sanitation” tends to mean “Water” - need for dedicated funding
- GSF Principles –
 - Focus on the poor
 - Scaling up, not pilots
 - Promote hygiene, raise awareness, and create demand for sanitation
 - Help to meet that demand
 - Not supply-led, Nor subsidy-driven
 - Sustainable approach & sustainable results
- NCM, Executing Agency, Sub-Grantees, CPM
- Mix of approaches e.g. CLTS, San Marketing, Media
- Strong learning agenda.

THE GSF STATUS TODAY

- Official launch March 2008
- Confirmed contributions totaling over USD 60 million by August 2008
- Pooled funds, common reporting against WSSCC M & E Protocol
- Round 1 countries starting now:
 - **Africa:** Madagascar, Uganda, Senegal & Burkina Faso
 - **Asia:** Nepal, India, Pakistan
- Round 2 countries being identified now:
 - “expressions of demand” received from 17 countries
 - Up to 13 qualify for closer look, 9 sector reviews started.



GSF APPROACH IN NEW COUNTRIES



INITIAL GSF OFFER

- 5 year programme
 - USD 5 Million grant
 - Plus costs of EA
 - Plus costs of CPM
 - Plus small amounts for NCM
- Mid-term evaluation
 - Scope for increased funds and longer time frames.

GSF ISSUES FOR DISCUSSION

- Shape of the programme?

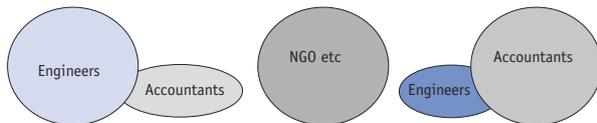
Sub-grants : Directly procured
 USD 5 M -> 85% : 15%
 \$4,250,000 : \$750,000

- Big grants & Small grants

USD 4.25 Million -> 75% : 25%
 8 projects lasting 4 years average \$400,000
 18 projects lasting 2 years average \$60,000

GSF ISSUES FOR DISCUSSION

- Shape of the programme?
 - Sub-grants : Directly procured
 - Big grants & Small grants
- Possible EA and CPM?
 - Accountants +Technical; JV or Both?



GSF ISSUES FOR DISCUSSION

- Shape of the programme
 - Sub-grants; Directly procured
 - Big grants & Small grants
- Possible EAs and Sub-grantees?
 - Accountants +Technical; JV or Both?
- Scaling up or Working at scale?
 - Role of state & local government?
 - Scope for immense leverage?
 - Role of innovation?
- Role of Hardware Subsidies?
 - Sustainable? **Be realistic!**
 - Successful targeting?
 - Unintended consequences?

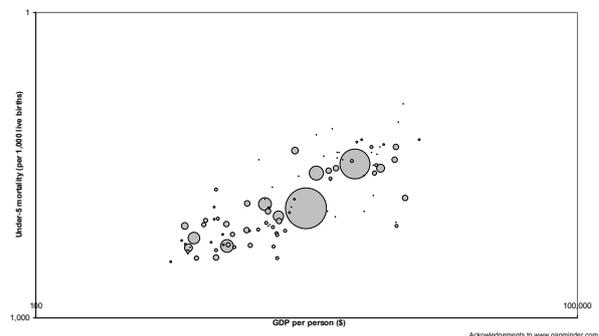
GSF ISSUES FOR DISCUSSION

"Given its limited funds the GSF will not allow the use of its funds to pay for sanitation hardware subsidies."

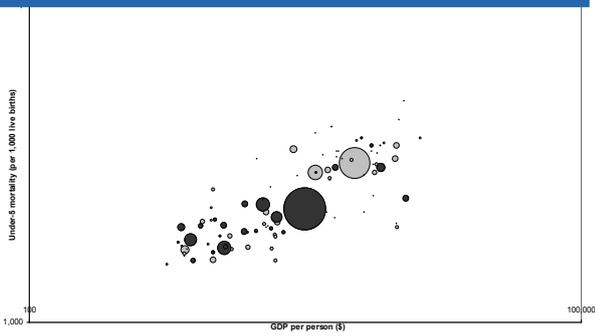
"However GSF funds may be used to provide software support to sanitation programmes that have a hardware subsidy component if this has been demonstrated to:

- be sustainable, well targeted and well managed;
- maximise sustainable changes in hygiene and sanitation behaviour; and
- make the best use of resources while incurring a minimum of undesirable consequences. "

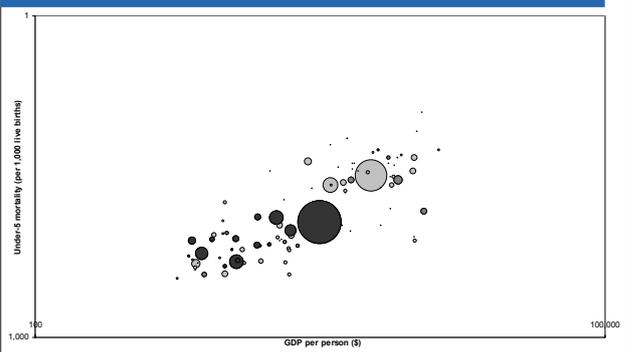
PEOPLE IN THE WORLD WITHOUT SANITATION, SHOWN PER COUNTRY



COUNTRIES WITH WSSCC NATIONAL WASH COALITIONS



COUNTRIES IN ROUNDS 1 AND 2 OF THE GLOBAL SANITATION FUND



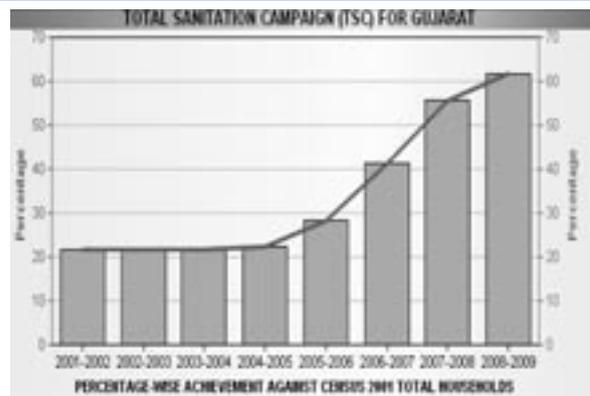
CRITERIA FOR CHOICE OF COUNTRIES FOR GSF ENGAGEMENT

- Large number of people without sanitation
- High proportion without sanitation
- Low health and other indicators
 - Childhood mortality
 - Human Development Index
- Active WSSCC presence or similar like-minded coordination mechanism.
- Government invitation
- National sanitation policy or strategy but not enough money to implement it

GLOBAL SANITATION FUND IN INDIA

Presentation From
Gujarat Watsan Groups
August 4, 2009

OVERVIEW OF TSC IN GUJARAT



PHYSICAL ACHIEVEMENT UNDER TSC UP TILL 2009-2010

- APL-BPL (HH) : 30,05,306
- School : 23,396
- Hygiene : 20,727
- Community : 1,649

ISSUES

- Availability of water
- Specific needs of special groups overlooked
- Slippage
- Contractor driven and hence poor quality of work
- solid & liquid waste management, hygiene promotion not given priority
- Lack of space for civil society in the present government system

PRESENCES OF IWF MEMBERS & VARIOUS INSTITUTION PROMOTING WATER, SANITATION AND HYGIENE

- Jal-Disha group, Pravah, Utthan with linkage to WSSCC
- Utthan (people's Learning Centre-Watsan)
- Safai Vidhyalay, CHETNA (Hygiene education), Centre for Environment Education

PROMOTING OF DEMAND DRIVEN APPROACHES IN FEW DISTRICTS

- Awareness
- Education
- Technology



- Finance
- Institution
- Monitoring and forward, backward linkages

DEMONSTRATION THROUGH PILOT EFFORT IN VARIOUS GEO CLIMATIC ZONES



PLC WATSAN IN
2 DISTRICTS

STATE LEVEL
PRAVAH NETWORK FOR
PROMOTION AND ADVOCACY

ARG TO SUPPORT
In
Coastal Areas

ARG TO SUPPORT
In
Coastal Areas

ARG TO SUPPORT
In
Coastal Areas

ARG TO SUPPORT
In
Hard Rock Areas

ARG TO SUPPORT
In
Hard Rock Areas

ARG TO SUPPORT
In
Hard Rock Areas

POTENTIAL OF TAKING THE ABOVE DEMONSTRATION AND PILOTS AT A SCALE 2009-2010

- Strengthen existing institution through capacity building
- Partnership between civil society and government system
- Do advocacy and lobbying to stretch the financial system in response to demand
- Specific intervention to address some of the challenges- remote pocket tribal area and support to women

GLOBAL SANITATION FORUM SUPPORT NEEDED

- As catalyst to build-up these demonstration
- Strengthen advocacy for policy change in Gujarat and National Level
- For effective convergence between sanitation, hygiene and water

SANITATION SCENARIO IN ANDHRA PRADESH

4 Aug 09
Murali Ramisetty
FANSA Convenor

ANDHRA PRADESH – AT A GLANCE

- Geographically and Demographically 5th largest state of India –
- Population – 76.21 Million (8.4% of Total Population)
- Area – 2,76,754 Sq. K.M (7.41%)
- Three main regions i.e. Telangana, Rayalaseema and Coastal Andhra
- 22 districts, 1104 mandals and 21856 gram panchayats
- Average rainfall 925 mm
- Important rivers – Godavari, Krishna, Pennar, Tingbhadra, Vamsadhra, Nagavali

RECOGNISING SANITATION AS AN IMPORTANT ISSUE

- 1980 – Sanitation issue emerged as priority issue
- 1983 – Formation of Technical Advisory Group (TAG)
- Emphasised on Technical Solution - Issue of cost recovery or beneficiary contribution and issue of use and maintenance of latrine was ignored
- 1992 – 1997 – Eighth five year plan –reasonable allocation for Sanitation - Sanitation got identity in state government plans, policy announcements and governance agenda

SANITATION COVERAGE-ANDHRA PRADESH

- 22% of urban households and 72% of the rural households do not have toilets
- 8.5% of the households use pit latrines
- Between 2001 to 2008 54.5 lakh IHHL (including school and balwadi) toilets have been built
- Shockingly more than 50% of them are not in use
- Investment in behavioural change is highly necessary
- High incidence of water borne diseases due to contamination of surface and ground water
- NGP awards and AP - 2005 – 0, 2006 – 10, 2007 –147, 2008 NGP Application –1447

SHUBHRAM AWARD - AP

- Recognises poor Sanitation and unsafe drinking water supply leads to poor Health
- Government's role as facilitator for collective empowerment
- Cash Prizes for best GPs, mandal Parishads and ZPs
- Sustainability beyond Awards – 'Slipping back' is a serious concern

STATE INCENTIVES AND FINANCING

- Rs. 2750 subsidy for (BPL families) ISL released in three instalments while the cost is about rs. 5000.
- Rs. 40,000 for SSB
- Proportionate allotment of funds available at District and Mandal level for open drains
- PRIs invest very small funds received from SFC for sanitation (rs 10 to 15 thousands per year)
- Soak pits, diversion drains etc funded under APREGS
- SHG financing and NGO RLF at 12-18% interest

INSTITUTIONAL ARRANGEMENTS

- State Water sanitation Mission – policy formulation and planning
- District water and sanitation Mission at district level – implementing centrally sponsored Sector reform Project, Swajaldhara and TSC.
- Upto 2008 PR and ED was responsible for RWSS and now it is bifurcated as a separate department and dedicated focus on RWSS
- AEs plays the key decision making role at the Mandal level

SANITATION CONCERNS-AP

- Lack of integrated approach and implementation of isolated schemes
- No meaningful role for Local Bodies in planning and implementation
- Inadequacy of financing, bureaucratic control and corruption
- Lack of Capacity, Accountability and Responsiveness
- Poor focus on the special needs of the poor, tribals and other vulnerable sections
- Heavy focus on hardware targets and demand generation is least effective effort
- Stagnation of Waste water -Causing water related disease
- Indiscriminate heaping of waste from the cattle sheds
- Discharge of septic tank effluents into the open drains
- No enforcement of laws and rules pertaining to disposal of waste from hospitals, commercial places, industries, construction, slaughterhouses etc
- Contamination of village ponds by waste water and dumping of other wastes on its periphery

STRATEGIC AREAS FOR GSF

- Accelerating the School Sanitation Coverage
- Demonstrating the scalable approaches of Inclusive Sanitation
- Promoting PRI and CBO lead integrated approach of WASH progress
- Enhancing opportunities for CSOs
 - Advocacy Capacities
 - Social Audit
 - Partnership in implementation
- Research and information Dissemination

FEELING THE PULSE: A STUDY OF TSC IN FIVE STATES

Presentation From
Dr Indira Khurana
August 4, 2009

ABOUT THE STUDY

- Understanding ground realities in 2008: success and key challenges
- Study undertaken in 5 states, 10 districts, 20 blocks and 40 gram panchayats
- States: Bihar, Chhattisgarh, Haryana, Karnataka, Tripura

KEY FINDINGS

States have performed better where:

- There is inspired leadership at all levels: Chhattisgarh CM reviews sanitation progress
- TSC is awarded high priority, inter-departmental synergy, community mobilisation: Sarguja, Chhattisgarh; Shimoga, Karnataka
- There are committed champions at state and district level bureaucracy: Sirsa and Panipat, Haryana; Sarguja, Chhattisgarh; Shimoga, Karnataka
- Community monitoring of progress and open defecation: Sarguja, Chhattisgarh
- There is active engagement of PRIs, community: Shimoga, Karnataka; Sirsa, Haryana, Sarguja, Chhattisgarh
- Focus on SSHE, formation of bal sansads, little doctors: Chhattisgarh
- Campaign mode, meticulous planning and close monitoring: Sirsa district, Haryana; Shimoga district, Karnataka
- CLTS with its principles of no incentive/ subsidy: in Sirsa, Haryana
- "Whatever has happened in our state is due to CLTS. There is a silent revolution in the making," Urvashi Gulati, Principal secretary, Development and Panchayati Raj

KEY CONCERNS

- Disconnect between policy and practice in terms of intent and action
- Programme largely state led and line department driven with rather than community led and people centred
- Limited engagement with PRIs
- Less involvement of women, poor and the marginalised at the community level
- Lack of focus on menstrual hygiene
- Focus on construction of toilets without generating effective demand; little focus on usage and behaviour change
- Impact of IEC activities apparently limited; need innovative IEC drives: Shimoga, Karnataka; Sarguja, Haryana
- Inappropriate technology - sub-surface water source contamination, usage
- Other components of TSC such as solid and liquid waste management and proper drainage neglected in programme implementation
- A target driven approach to getting many NGP nominations and awards possibly defeating the purpose
- NGP awards are mainly being given to GPs, it has emerged as a status symbol for GPs and sarpanches
- A rush to secure the NGP status for the GP rather than to facilitate community initiative to get the GP really open defecation free and fully sanitised

CHALLENGES/RECOMMENDATIONS

- Review of TSC guidelines
- Having state guidelines/strategy/action plan
- Human and institutional resources and capacity
- Application of participatory approaches to make TSC truly community led and people centred
- Ensuring active involvement of women, poor, and the marginalised - SCs and STs
- Addressing menstrual hygiene
- Making PRIs active stakeholders in the process
- Convergence with National Rural Drinking Water Quality Monitoring and Surveillance Program and NRHM
- Striking a balance between triggers (of behaviour change) and targets (coverage and NGPs)
- Measuring socioeconomic outcomes such as health, education, livelihood
- Wider sharing of good practices through effective management of learning

GLOBAL SANITATION FUND: SUGGESTED DIRECTIONS FOR PROGRAMME AND MANAGEMENT

Launch Workshop of GSF:
India Habitat Centre, Delhi
4th Aug 2009

ABOUT INDIA WASH FORUM

- An informal civil society network for advocacy for a long time
- Unique feature: non hierarchical set up where participation is open and at the initiative of the members
- Took up more regular and organised activities since 2005 with support from WaterAid India
- Concluded the need for a formal registered Indian entity in 2007 to be independent voice and own programme

INITIATIVES OF INDIA WASH FORUM

- April 2005 meeting where the Aims of India WASH Forum were outlined
- Two regional WASH consultations in 2005
- The 15/15 Proposal for WSSCC, 2005
- South Asia Women and Sanitation, Feb 2006
- Review of Swajaldhara, April 2007
- Identifying the mandate of WASH India, April 2007
- Inputs to the RGNDWM Review, Aug 2007
- Study of TSC in 5 states of India Dec 2007
- Inputs to the Urban Sanitation Policy, May 2008
- Registration of India WASH Forum as a Trust, 13 Trustees and Charter, July 2008.
- SACOSAN 3 engagement Nov 2008: Asia Listening, TSC Study, Civil society representation.
- Monthly Updates since Jan 2009

CHARTER OF INDIA WASH FORUM

- Promote knowledge generation through research and documentation – that is linked to and supports action on the ground for water-sanitation-hygiene. Sector specific and cross cutting thematic learnings as well.
- Support field based NGOs and Networks in their technical/programme work, in highlighting pro poor and gender concerns and provide a national platform for coming together.
- Policy advocacy and influence work through;
- Monitoring and Evaluations
- Media advocacy and campaigns
- Fact finding missions
- Undertake lobbying and networking

Suggested Programming Objectives for GSF in India

CURRENT SANITATION PROGRAMMING STATUS AND CHALLENGES IN INDIA

Current toilet coverage 60% (July 2009)

Diversity of approaches:

- BPL (and now APL) incentives, micro finance and behaviour change campaigns
- Panchayats and Nodal departments lead TSC implementation
- Incentive based approach married with CLTS
- Nirmal Gram Puraskar Yojana scheme of GoI
- Public Toilets, Sulabh approach

NGO approaches have been diverse and rich:

- Rural sanitation: demonstration, incentives, sanitation fund and micro credit.
- Toilets and drinking water and bathing & washing together
- Urban sanitation: community managed toilets and bathing and washing complexes for poor urban slums
- Advocacy and linkage of projects with government programmes.
- Focus on Exclusion, Gender, Disability, Eco San and others

CURRENT STATUS AND CHALLENGES.....

- Slippages in sanitation coverage is a serious problem
- Water availability, large scale livelihoods and disaster related migration, panchayats capacity, gender and social exclusion: some constraints for toilet usage and behaviour change
- Narrowing funding base for NGOs, options for innovation are becoming fewer
- Weak monitoring and learning from the ground

Clearly the challenge in India is one of supporting a range of approaches and to build on from practical experience and learning - an informed case for environmentally safe, low cost and sustainable sanitation and hygiene promotion options. For an independent voice that is not constrained by its institutional alignment, that is able to support the sanitation efforts through research, networking support and coalition building.

GSF PROGRAMMING OBJECTIVES

- Promotion and support for diverse and innovative approaches to sanitation and hygiene
- Multi stakeholder coalition engagement and learning to foster collaboration synergy

DIVERSE AND INNOVATIVE APPROACHES

- Small grants programming
- In 3 to 5 states of India
 - Criteria for state selection can be where GSF can have maximum impact
- Support for
 - projects
 - research and learning, and advocacy
 - Community level/Lead Monitoring
- State Level Programme Integration. Attempt to bring together all efforts (grant making projects under GSF) in one state for more effective programme learnings and impact at the end of 5 years

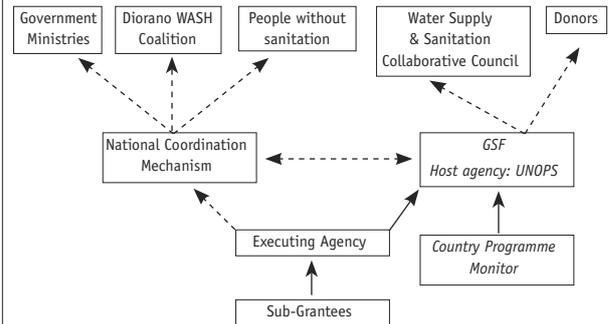
NATIONAL LEVEL LEARNING AND KNOWLEDGE NETWORKING

- Regular engagement and interaction at national and sub national level of practitioners and experts
 - Providing a platform of national and sub national learning meetings and workshops. Supporting research, documentation and learning events that are cross cutting on themes across states
- Media engagement and support for media dissemination of water, sanitation and hygiene. Documentaries, films and print media engagement
- Recognition of best practise and appreciation of good work done by individuals from the government, civil society and others.

Suggested Management Arrangement for GSF

GSF STRUCTURE

- Executing Agency
- Country Programme Monitor
- National Coordination Mechanism
- The three GSF structures and their inter linkages, are expected to provide for checks and balances and programme effectiveness.
- Sub grantees
- GSF secretariat approving all grants at WSSCC



The arrows show lines of accountability with contractual relations indicated by solid lines.

IWF RECOMMENDATIONS

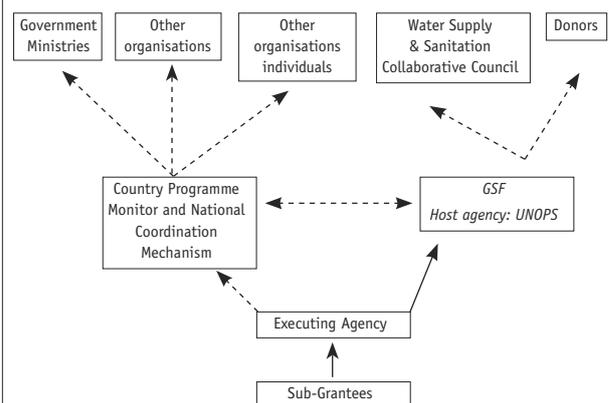
- GSF structure needs to take a fresh look into the proposed arrangements for the following;
 - Programme and Cost effectiveness
 - Leadership and Steer for the programme is anchored effectively
- Lessons from GEF, UN Habitat and DFID small grants Fund management
 - Executing, Managing and Programme Monitoring roles are with one single agency and not divided into 3 structures
 - Role of a national coordination mechanism is only an advisory role

OPTIONS FOR STRUCTURAL CHANGE IN IMPLEMENTATION

- Merger of some of the GSF structures:
 - Country Programme Monitor and National Coordination Mechanism
 - Executing Agency and Monitoring Agency
- If the above is not possible then

IWF RECOMMENDATIONS.....

- Executing Agency should be an NGO (selected from a bidding process) with a limited role of channelling funding for small grants only. Instead of a consulting firm
- Merged National Coordination Mechanism and Country Programme Monitor roles: Executing Agency is supported by this unit for;
 - Developing the GSF Programme/Proposal
 - Criteria for funding to states and organisations
 - Selection of proposals (final short listing)
 - Monitoring Progress through a hired agency
 - Learning and Advocacy support



The arrows show lines of accountability. Contractual relations indicated by solid lines.

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Total Sanitation Campaign

Percentagewise Achievement

Statewise Basic Information As On 4-11-2009

S. No	Name of State	Total Household (2001)	Household without Toilet (2001)	Total HH in TSC (Inc. Census with tit.)	Total Ach. including Census 2001	%Age Ach. against Census 2001		Total Projected HH in 2009	%Age Ach. against Projected HH in 2009	School Toilet			Toilet for Anganwadi		
						%Age Ach. against Census 2001	%Age Ach. against TSC+ Census			App.	Ach.	%Age	App.	Ach.	%Age
		1	2	3	4	5= (4/1)* 100	6= (4/3)* 100	7	8=(4/7) *100	9	10	11= (10/9) *100	12	13	14= (13/12) *100
1	Andhra Pradesh	12,676,218	10,375,523	12,451,474	8,397,327	66	67	13,835,223	61	113,861	97,898	86	15,040	5,385	36
2	Arunachal Pradesh	164,501	86,630	211,732	104,260	63	49	181,586	57	3,944	3,541	90	1,866	1,275	68
3	Assam	4,220,173	1,706,369	5,894,841	3,066,287	73	52	4,720,231	65	34,772	16,592	48	16,819	3,297	20
4	Bihar	12,660,007	10,898,416	12,932,905	3,951,615	31	31	14,494,596	27	76,581	43,128	56	6,595	977	15
5	Chhattisgarh	3,359,078	3,185,084	3,539,420	1,504,160	45	43	3,805,078	40	48,549	44,319	91	10,167	7,594	75
6	Delhi	169,528	62,920	169,528	106,608	63	63	213,426	50	0	0	0	0	0	0
7	Goa	140,755	72,892	113,186	101,616	72	90	172,854	59	731	446	61	547	58	11
8	Gujarat	5,885,961	4,611,438	5,386,100	4,790,741	81	89	6,671,551	72	22,425	24,320	100	22,505	22,670	100
9	Haryana	2,454,463	1,750,950	2,488,610	2,540,543	100	100	2,855,222	89	7,309	7,240	99	6,820	6,145	90
	Himachal Pradesh	1,097,520	793,318	1,150,688	1,179,112	100	100	1,202,994	98	17,723	7,405	42	10,406	3,001	29
	Jammu & Kashmir	1,161,357	675,923	1,786,158	763,550	66	43	1,306,794	58	23,108	10,852	47	940	64	7
12	Jharkhand	3,802,412	3,552,620	3,979,287	1,347,861	35	34	4,319,616	31	42,687	34,006	80	11,472	3,055	27
13	Karnataka	6,675,173	5,513,914	6,719,320	3,369,693	50	50	7,348,422	46	35,698	37,099	100	24,086	24,650	100
14	Kerala	4,942,550	922,529	5,093,763	5,122,798	100	100	5,287,400	97	3,600	3,285	91	4,957	3,200	65
	Madhya Pradesh	8,124,795	7,398,577	8,652,440	5,235,286	64	61	9,410,396	56	85,568	88,499	100	14,320	19,675	100
16	Maharashtra	10,993,623	8,991,687	11,815,219	7,442,439	68	63	12,431,889	60	87,436	80,815	92	55,850	53,700	96
17	Manipur	296,354	66,692	492,916	247,763	84	50	309,157	80	3,919	1,345	34	1,201	157	13

S. No	Name of State	Total Household (2001)	Household without Toilet (2001)	Total HH in TSC (Inc. Census with tit.)	Total Ach. including Census 2001	%Age Ach. against		Total Projected HH in 2009	%Age Ach. against Projected HH in 2009		School Toilet			Toilet for Anganwadi		
						Census 2001	TSC+ Census		Census 2001	Projected HH in 2009	App.	Ach.	%Age	App.	Ach.	%Age
		1	2	3	4	5=(4/1)*100	6=(4/3)*100	7	8=(4/7)*100	9	10	11=(10/9)*100	12	13	14=(13/12)*100	
18	Meghalaya	329,678	197,479	401,335	198,386	60	49	363,967	55	8,859	2,066	23	1,580	179	11	
19	Mizoram	79,362	16,077	139,825	137,572	100	98	87,617	100	3,219	3,219	100	912	912	100	
20	Nagaland	265,334	93,809	369,894	210,494	79	57	292,929	72	2,672	917	34	1,238	149	12	
21	Orissa	6,782,879	6,259,607	7,579,920	2,806,312	41	37	7,376,368	38	70,663	58,984	83	25,160	17,248	69	
22	Punjab	2,775,462	1,639,936	2,291,492	1,911,455	69	83	3,081,847	62	7,464	14,418	100	3,274	1,597	49	
23	Rajasthan	7,156,703	6,111,318	8,029,718	3,381,193	47	42	8,314,651	41	68,134	49,706	73	21,198	8,622	41	
24	Sikkim	91,723	37,285	141,452	149,038	100	100	101,415	100	1,604	1,606	100	340	416	100	
25	Tamil Nadu	8,274,790	7,086,871	9,432,802	7,076,994	86	75	8,826,435	80	40,828	38,554	94	25,470	24,726	97	
26	Tripura	539,680	119,096	979,647	1,020,501	100	100	595,820	100	4,939	4,768	97	6,024	4,838	80	
27	Uttar Pradesh	20,590,074	16,631,504	24,452,726	14,833,385	72	61	24,005,081	62	241,424	224,006	93	96,967	71,419	74	
28	Uttarakhand	1,196,157	818,161	1,264,297	766,331	64	61	1,360,539	56	3,925	2,977	76	1,601	776	48	
29	West Bengal	11,161,870	8,156,016	12,139,370	10,391,048	93	86	12,228,661	85	134,981	76,600	57	50,630	18,413	36	
30	A & N Islands	49,653	28,635	49,653	21,018	42	42	64,828	32	0	0	0	0	0	0	
31	Chandigarh	21,302	6,704	21,302	14,598	69	69	30,677	48	0	0	0	0	0	0	
32	D & N Haveli	32,783	27,104	8,159	5,716	17	70	47,281	12	0	0	0	0	0	0	
33	Daman & Diu	22,091	15,017	22,091	7,074	32	32	34,630	20	0	0	0	0	0	0	
34	Lakshadweep	5,351	367	5,351	4,984	93	93	6,617	75	0	0	0	0	0	0	
35	Puducherry	72,199	56,732	33,467	17,658	24	53	93,885	19	26	0	0	16	16	100	
	Total	138,271,559	107,967,200	150,240,088	92,225,416	67	61	155,479,683	59	1,196,649	978,611	82	438,001	304,214	69	

* Projected number of rural households in each state have been calculated by applying rural:urban population ratio of 2001 census and average rural household size of 2001 census to the projected population as per Census of India.

Ministry of Rural Development, NIC-Dept. of Drinking Water Supply

Rural Drinking Water Supply Coverage Status – State wise

Sl. No.	State Name	No. of Habitations	No. Of Habitations with 100% Population Coverage	No. of Habitations With Population Coverage > 0 and < 100%	No. of Habitations with 0 Population Coverage
1	Andhra Pradesh	72147	66615 (92.3%)	0 (0%)	5532 (7.6%)
2	Andaman and Nicobar	0	0 (0%)	0 (0%)	0 (0%)
3	Arunachal Pradesh	5612	2064 (36.7%)	2108 (37.5%)	1440 (25.6%)
4	Assam	86976	37409 (43.0%)	21074 (24.2%)	28493 (32.7%)
5	Bihar	107642	56477 (52.4%)	51165 (47.5%)	0 (0%)
6	Chandigarh	18	0 (0%)	0 (0%)	18 (100%)
7	Chhattisgarh	72329	25321 (35.0%)	45387 (62.7%)	1621 (2.2%)
8	Dadra & Nagar Haveli	70	0 (0%)	0 (0%)	70 (100%)
9	Daman & Diu (Only Daman)	21	0 (0%)	0 (0%)	21 (100%)
10	Delhi	0	0 (0%)	0 (0%)	0 (0%)
11	Goa	347	302 (87.0%)	45 (12.9%)	0 (0%)
12	Gujarat	34415	32662 (94.9%)	1753 (5.0%)	0 (0%)
13	Haryana	7385	6019 (81.5%)	1324 (17.9%)	42 (0.5%)
14	Himachal Pradesh	53205	33732 (63.4%)	7632 (14.3%)	11841 (22.2%)
15	Jammu And Kashmir	12331	3838 (31.1%)	3674 (29.7%)	4808 (38.9%)
16	Jharkhand	120473	118446 (98.3%)	579 (0.4%)	1448 (1.2%)
17	Karnataka	59203	24805(41.8%)	33947 (57.3%)	451 (0.7%)
18	Kerala	11883	11883 (100%)	0 (0%)	0 (0%)
19	Lakshadweep	9	0 (0%)	0 (0%)	9 (100%)
20	Madhya Pradesh	127197	49358 (38.8%)	76478 (60.1%)	1361 (1.0%)
21	Maharashtra	97206	77453 (79.6%)	0 (0%)	19753 (20.3%)
22	Manipur	2870	1034 (36.0%)	1315 (45.8%)	521 (18.1%)
23	Meghalaya	9326	5157 (55.2%)	3388 (36.3%)	781 (8.3%)
24	Mizoram	777	348 (44.7%)	398 (51.2%)	31 (3.9%)
25	Nagaland	1386	912 (65.8%)	0 (0%)	474 (34.1%)
26	Orissa	141928	63386 (44.6%)	74714 (52.6%)	3828 (2.6%)
27	Puducherry	248	208 (83.8%)	40 (16.1%)	0 (0%)
28	Punjab	14221	9914 (69.7%)	2071 (14.5%)	2230 (15.6%)
29	Rajasthan	121133	65053 (53.7%)	17444 (14.4%)	38636 (31.8%)
30	Sikkim	2498	1608 (64.3%)	881 (35.2%)	9 (0.3%)
31	Tamil Nadu	92689	82441 (88.9%)	10247 (11.05%)	1 (0.001%)
32	Tripura	8132	2718 (33.4%)	2855 (35.1%)	2559 (31.4%)
33	Uttar Pradesh	260110	260110 (100%)	0 (0%)	0 (0%)
34	Uttarakhand	39142	25436 (64.9%)	8010 (20.4%)	5696 (14.5%)
35	West Bengal	95394	81086 (85.%)	11582 (12.1%)	2726 (2.8%)
	Total:	1658323	1145795 (69.09%)	378111 (22.8%)	134400 (8.1%)

Data Source: http://indiawater.gov.in/IMISWeb/Reports/rws/rpt_CoverageHabitationStatus.aspx (as on 23rd October, 2009)

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India WASH Forum

India WASH Forum is a Registered Indian Trust since July 2008. It is affiliated to the WSSCC Geneva. A unique feature of IWF is its non-hierarchical set up. The coalition has 13 Trustees who have come together as individuals to provide an independent credible voice and do not represent any single organisation on the Board. The agenda and activities that India WASH Forum are currently determined by the initiatives of the Trustees and Members and in collaboration with all other stakeholders in the water and sanitation sector.

Our coalition experience is our major strength and we operate on modest budgets.

India WASH Forum is committed to the following;

- Promoting knowledge generation through research and documentation which was linked to and supported grassroots action in the water-sanitation-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
 - o Media advocacy and campaigns, and
 - o Fact finding missions
- Undertaking lobbying and networking to promote common objectives in the sector.

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