

# **IHS Project Paper Series**

**Project Paper No. UEM5  
NGOs/Civic Societies and Urban Environmental  
Advocacy**

**Development Associates, India**

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- UM 1 '*Urban Economic Restructuring and Local Institutional Response: the Case of Bulawayo, Zimbabwe*', Mirjam Zaaijer, IHS, The Netherlands, 1998

**Project Paper Series  
No. UEM 5**

**Development Associates**

**NGOs/Civic Societies and Urban  
Environmental Advocacy**

*David J. Edelman Editor  
Ed Frank, Project Manager*



**Institute for Housing and Urban Development Studies  
Rotterdam, The Netherlands  
February 1997**

**About the Project Paper Series:**

The IHS Project Paper Series is published by the Institute for Housing and Urban Development Studies, Rotterdam to make available to an international audience the significant output of its projects in the fields of urban management, housing and urban environmental management. Far too often, project documents, the so-called 'gray literature', are not easily accessible to academics and professionals in the field. They do contain, however, relevant material. This series is an attempt to respond to this need by presenting such documents quickly and in a lightly edited form, under the supervision of the IHS Editorial Board.

**Capacity Building for the Urban Environment: A Comparative Research, Training and Experience Exchange.**

A project implemented by the Institute for Housing and Urban Development Studies (IHS), Rotterdam in co-operation with: Instituto de Desarrollo Urbano (CIUDAD), Lima, Institut Africain de Gestion Urbaine (IAGU), Dakar, Instituto para la Democracia Local (IPADEL), Lima, Human Settlements Management Institute (HSMI), New Delhi, Centro de Servicios para el Desarrollo Urbano (PROA), La Paz. This project was supported by: the Directorate General for International Co-operation (DGIS), Netherlands Ministry of Foreign Affairs, The Hague, and Swiss Development Co-operation, Federal Department of Foreign Affairs, Bern

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The Institute for Housing and Urban Development Studies (IHS), established in 1958, is an independent educational foundation based in Rotterdam, The Netherlands. IHS is active in the field of housing, urban management and urban environmental management in Asia, Latin America, Africa and Central and Eastern Europe. IHS offers post-graduate training, research and advisory services to national and local governments, multilateral and bilateral agencies and private companies.

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# Introduction to the Capacity Building for the Urban Environment Project

## *Focus and Outline of the Project*

*Capacity Building for the Urban Environment* is a comparative research, training and experience exchange project that was launched in October 1994 with the support of the Dutch government. It provides an inventory and review of the experiences of relevant bilateral and multilateral organisations and of Best Practices in urban environmental management. For the countries of India, Peru and Bolivia, it identifies, communicates and extends the application of Best Practices in environmental management for cities. In May 1995, the project was expanded to include Senegal/West Africa with the support of the Swiss government.

The focus of the project is on learning from experiences in urban environmental management at the city level and on developing strategies for capacity building in order to replicate and scale up the best of these experiences elsewhere. The overall co-ordination of the project is the responsibility of the Institute for Housing and Urban Development Studies in Rotterdam, while co-ordination in the participating countries is the responsibility of the following partner organisations:

- Human Settlements Management Institute (HSMI), New Delhi, India;
- Instituto para la Democracia Local (IPADEL), Lima, Peru;
- Instituto de Desarrollo Urbano (CIUDAD), Lima, Peru (since January 1997);
- Centro de Servicios para el Desarrollo Urbano, (PROA), La Paz, Bolivia, and
- Institut Africain de Gestion Urbaine, (IAGU), Dakar, Senegal.

## *Project Activities*

Support to cities in the form of applied research and development activities in the area of urban environmental management has been, and continues to be, provided by the co-ordinating partner organisations through the following set of activities:

### *Research*

Within the applied research programme undertaken in the project, Best Practices in urban environmental management in Bolivia, India, Peru and, to some extent, Senegal were identified, and their lessons and experiences reviewed. An analysis and review of the identified Best Practices then took place involving a large number of individual research groups and professionals. In a process of on-going monitoring and review, guidance and support were provided by IHS and its partner organisations. The results of both the individual studies of Best Practices and their review are being published in several books and papers in both English and Spanish. These and their publication dates are listed in the *Introduction to the Project Papers*, which follows this note.

### *Networking*

In identifying the research priorities of the project, during the conduct of the research studies, and throughout the review of research findings, a structure was developed and utilised to ensure the participation of all interested and concerned individuals and institutions through a consultative process. Expert group meetings and consultative seminars were organised for this purpose.

### *Capacity Building Strategies*

After the Best Practices research, analysis and review were completed for all countries, outline capacity building strategies were developed for each based on what was learned from these local experiences and practices. These strategies were developed through a broad-based consultation process involving a large number of research institutions, individual professionals and academics, city representatives, NGOs and local representatives. They are currently being modified based on the outcome and findings of Habitat II, which was held in Istanbul in June 1996, and the emphasis has now shifted to applying a number of Best Practices to selected cities.

### *Best Practices Documentation*

Concurrent to and co-ordinated with this project, IHS served as the secretariat of and contributed to the review of the Best Practices that were submitted to the United Nations Centre for Human Settlements (UNCHS) for the *Global Best Practice Initiative for Improving the Living Environment* in preparation for Habitat II. HSML, PROA, IAGU and IPADEL were also involved and contributed to the national preparatory processes that took place in their own countries. An overview of the Best Practice submissions to UNCHS, as well as summaries of the additional case studies received by IHS, are being made available on the Internet through the IHS Home Page.

### *Databases*

Two databases are also under preparation: an institutional database and a literature database. The institutional database is being developed in co-operation with the International Institute for Environment and Development (IIED) in London. It contains entries on relevant organisations, some of which are documented in extensive profiles, while others are included as shorter reference information entries. IHS is developing the second database, which provides references in the literature on experiences with urban environmental management.

### *Rotterdam Seminar*

The Rotterdam Seminar, which took place in May 1996 during the two weeks preceding Habitat II, brought together all principal researchers, as well as city representatives and other professionals involved in the project for a period of intensive discussions. The seminar resulted in a document that provided a comparative analysis of practices and experiences in the field of urban environmental management. This analysis included the project process and network building, governance, job creation and poverty alleviation and gender. This was published as a book in February 1997 and is listed later in the *Introduction to the Project Papers*.

The Rotterdam seminar also discussed *city-level capacity building strategies* for the cities of Calcutta, India; Ilo, Peru; Santa Cruz, Bolivia and Dakar, Senegal. Experiences in *urban environmental management* were reviewed for the cities of Tilburg, The Netherlands and Nairobi, Kenya.

### *Habitat II*

At Habitat II the project was presented in the Special Meeting on Implementing the Urban Environment, organised by UNEP and UNCHS, as well as in other fora.

*Capacity Building Strategies for Peru, Bolivia, India and Senegal*

The outline capacity building strategies which were developed in preparation for Habitat II (i.e., by CIUDAD, PROA, HSMI and IAGU with the support of IHS). They are being modified for implementation, which is expected to begin late in 1997.

*Outline Training Program for Local Officials, CBO Workers, and other Partners for Peru, Bolivia and India*

These training materials are to be developed over the next few months and will comprise curricula for short courses related to the most directly applicable Best Practices identified for each country in view of its national strategy for capacity building in urban environmental management.

*The Development of a Medium-Term Capacity Building Strategy for Senegal and West Africa*

This activity is in progress and addresses the building of individual and institutional capacities at the local level for urban environmental management in both Senegal and throughout West Africa.

Ed Frank, Project Manager  
Rotterdam, February 1997





## Introduction to the Capacity Building for the Urban Environment Project Papers

A number of publications have appeared under the Capacity Building for the Urban Environment project. These are listed below and can be ordered from IHS or its partner organisations respectively:

- *Capacity Building for the Urban Environment*, edited by David J. Edelman and Harry Mengers, summarises the research findings of the project and the conclusions of the Rotterdam Seminar. It was published by the Institute for Housing and Urban Development Studies (IHS) in Rotterdam in February 1997;
- *Urban Environmental Management: The Indian Experience*, edited by B.N. Singh, Shipa Maitra and Rajiv Sharma, reviews the Indian experience in urban environmental management and presents all the Indian Best Practice of the project in detail. It was published by the Human Settlements Management Institute (HSMI) and (IHS) in New Delhi in May 1996;
- *Problems and Issues in Urban Environmental Management: Experiences of Ten Best Practices*, also edited by B.N. Singh, Shipa Maitra and Rajiv Sharma reports on the Indian Best Practices of the project in an abridged form. It was published by HSMI and IHS in New Delhi in May 1996, and
- *Ciudades para la Vida: Experiencias exitosas y propuestas para la acción*, edited by Liliana Miranda Sara, presents the Best Practices and outline capacity building strategies for Peru and Bolivia for a Spanish speaking audience. It was published as Volume 6 in the Urban Management Series of the joint UNCHS/UNDP/World Bank Urban Management Programme in Quito in May 1996.

The objective of this series of *Project Papers*, then, is to bring to an English speaking audience the results of the project research in Peru and Bolivia appearing in the Miranda book. In addition, the Indian research, while documented in English in the second and fourth references listed above, has not appeared as complete, individual studies. Consequently, a selection of these will also be selected for this series. Finally, the first reference in the above list covers aspects of the research undertaken in all four countries of the project. Consequently the selection of work appearing in the *Project Papers* includes the following:

### *Bolivia*

- 'Urban and Environmental Reality Workshops' by Zoila Acebey;
- 'Urban Agriculture in Community Gardens' by Julio Prudencio Böhr, and
- 'Institutional and Development Framework for Urban Environmental Management in Bolivia' edited by Gastón Mejía.

### *Peru*

- 'Defence and Conservation of the Natural Swamp Area Pantanos de Villa, Lima' by Arnold Millet Luna, Eduardo Calvo, Elsie Guerrero Bedoya and Manuel Glave;
- 'Consultation in Urban Environmental Management: The Case of Ilo' by José Luis López Follegatti, Walter Melgar Paz and Doris Balvín Díaz;
- 'Promotion of Employment, Health and the Environment, Lima' by César Zela Fierro and Cecilia Castro Nureña

- 'Environmental Sanitation and Infrastructure: The Case of the Marginal Urban Areas of the Southern Cone of Lima' by Silvia Meléndez Kohatsu, Víctor Carrasco Cortez and Ana Granados Soldevilla, and
- 'Inter-institutional Consultation and Urban Environmental Management in San Marcos Cajamarca' by Marina Irigoyen and Russeles Machuca.

### *India*

- 'Power to the People: The Local Government Context' by the Times Research Foundation;
- 'Carrying Capacity Based Regional Planning' by the National Institute of Urban Affairs;
- 'NGOs/Civic Societies and Urban Environmental Advocacy' by Development Associates;
- 'Integrated Low-Cost Sanitation: Indian Experience' by Sulabh International Institute of Technical Research and Training;
- 'City-Wide "Best Practices" in Solid Waste Management in Collection, Transportation and Disposal' by HSMI/WMC of UIFW;
- 'Environmental and Health Improvement in Jajmau Area, Kanpur: Lessons and Experiences for Wider Replication' by Ministry of Environment and Forests;
- 'An Approach to Pollution Prevention in Electroplating Sector' by Development Alternatives;
- 'Integrated Study on Wetlands Conservation and Urban Growth: A Case of Calcutta's Wetlands' by Institute of Wetlands Management and Ecological Design;
- 'Sustainable Urban Development: A Case of Navi Mumbai (New Bombay)' by City & Industrial Development Corporation;
- 'Community Based Sanitation and Environmental Improvement Programme: Experiences of Indore, Baroda and Ahmedabad' by Shri Himanshu Parikh, and
- 'Institutional and Development Framework for Urban Environmental Management in India' by HSMI.

It should be emphasised here that the nineteen *Project Papers* in this series reflect the views of their authors only and have been edited to varying degrees. Initial English language editing was done by, among others, B.N. Singh, S. Maitra and R. Sharma for India and by D.J. Edelman for Peru and Bolivia. In fairness to both the authors and the publishers, they should, therefore, be characterised as working papers rather than full academic papers.

David J. Edelman, Series Editor  
Rotterdam, February 1997

**NGOs/Civic Societies and Urban  
Environmental Advocacy**

**Development Associates, India**



## Introduction

India is gradually becoming more and more urbanised, and, according to the 1991 Census, about 26. percent of its people live in urban areas. With the rapid expansion in urban growth, its management is increasingly becoming a challenge. Where there is unplanned urban growth, the environment of the cities and towns is significantly affected. Poor drainage, inadequate sewage disposal, growing slum areas, increasing industrial pollution and improper collection and disposal of solid waste create major environmental hazards, lowering the quality of life in these cities and towns. To cope with these growing demands of the urban explosion, urban bodies (municipalities), as well as the departments concerned find themselves constrained in terms of resources and manpower. Often, even with sufficient resources, the planning and implementation of programmes become target oriented without taking into consideration the needs of the people. This overall situation leads to apathy and indifference, not only from the municipalities, but also from the residents of the city or town.

In this situation, the role of NGOs and civic societies becomes important to identify the issues of concern and to organise people to pressure the centres of power to design programmes and policies in their favour. In such cases, NGOs represent the interests of the most affected and the oppressed. Their advocacy, within the context of the urban environment, is, therefore, relevant. There are several examples of successful advocacy, where a group of people or organisations have made institutionalised and sustained efforts to bring about changes in projects and policies. This study undertakes detailed research on urban environmental advocacy within the context of NGOs and civil society in India.



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# 1. Objectives of the Study

The study highlights the best practices of urban environmental advocacy in India related to various skills and systems developed by the NGOs involved. The objectives of the study were:

- (1) To develop a critical understanding of the role and relevance of advocacy in general, but with particular reference to environmental-development work within the urban context;
- (2) To assess the potential and limitations of advocacy as a strategic instrument, understanding the specific requirements and challenges within the local, regional and national context, and
- (3) To generate a deeper understanding of the skills and systems effectively used by the NGOs and civic society to intervene meaningfully in the policy processes.

In addition, the study is based on the case study method, where three selected relevant experiences are documented in a process oriented manner. These case studies are then analysed to draw lessons useful for this study.

## 1.1 Guidelines for Building Case Studies

The study builds case studies around urban advocacy experiences, and they highlight the following information, dynamics and processes:

- (1) The general background and history of the issues on which the case study is based, the background of the organisation and that of the people mainly involved, the key actors related to region, demography, ecology, culture and other developmental factors;
- (2) An analysis of the socio-economic context and political environment in which the advocacy process was initiated, as well as major implications of the environment on the effectiveness of the advocacy;
- (3) Objectives, strategies, and tactics used, the main turning points in the work, the roles of the people/communities, whether there was secretariat of any kind and if so its role, difficulties and how they were handled, whether objectives or tactics changed over time;
- (4) The involvement in decision making and the actual advocacy of people whose interests were being represented, their social composition (caste, class, ethnicity, gender) and what role this played, the responsibilities given to or taken by them, the dynamics of their relationships with the organisation, their relations with other organisations (e.g., state or national level federations) the impact of their involvement in the organisations;
- (5) The role of the advocacy of women, in particular within the organisation, in the communities, the impact/influence of this participation on the work and on the women in the organisation, whether any special attention was given to this or is now being given, perhaps as a result of this experience;
- (6) The relationship of these efforts to other related initiatives in the district/state/region/country, if this relationship was responsible for the work being started, or did it come later, how was/is co-ordination done, the benefits of association, the difficulties experienced, and how these were overcome;

- (7) The main positive outcomes/impact/gains of the advocacy work for the communities/people whose interests were represented, how they have built on the gains, the benefits for other sections, the main negative outcomes, if any, the main factors behind the positive and the negative outcomes;
- (8) A critical analysis of the instruments used for advocacy and their relevance and effectiveness in the local and in a wider context;
- (9) The main constraints and contradictions experienced by the communities/organisations and how these were overcome, and
- (10) An analysis of the main lessons from the advocacy experience, what the main prerequisites for effective urban environmental advocacy are, whether the advocacy process was sustainable, and what the elements of replicability of such experiences are across regions and issues.

## **1.2 Research Questions for Generalisation**

On the basis of the three detailed case studies documented, a number of research questions are analysed in a comparative framework. These include:

- (1) What is the level of advocacy, i.e., geographical spread vis-à-vis the hierarchy of centre of power?
- (2) How was the advocacy managed in terms of skills and systems used?
- (3) What are the elements of best practices?
- (4) What was the impact of the advocacy with reference to sustainability and the potential for scaling up and replicability?
- (5) What is the potential for capacity building in the area of effective urban environmental advocacy?
- (6) What national strategy can be adopted for strengthening NGOs and civil society involved in such processes?

The methodology adopted for the research is primarily based on the case study method. Therefore, the identification of three important experiences where advocacy in an urban environmental context has been a major focus was important. To this end, various journals and issue based magazines were reviewed in important libraries of the country, and professionals actively involved in urban issues or advocacy were consulted.

## **1.3 Experiences in Urban Environment Advocacy**

In order to identify representative and suitable case studies for the research, an initial listing of all possible urban environmental advocacy related experiences was made. These experiences were classified as they related to urban waste management, protection of natural resources, environmental pollution, civic rights, etc. These experiences were put in a matrix to assist in understanding the actors involved in the advocacy process, namely, NGOs citizens' groups, government functionaries/departments, professionals, scientists, activists and so forth. The matrix was extended to include variables on geographical diversity, level of advocacy and impacts.

## 1.4 Choice of Advocacy Experience

Looking at the matrix of available experiences in urban environmental advocacy, it was noted that there is a concentration of experiences in natural resource management and the protection of green cover, with somewhat fewer cases on urban solid sewage waste management. Recently, more has been written on the growing chemical pollution in industrial towns and cities. Moreover, going through the experiences, it was also recognised that many of the experiences actually have very little to do with advocacy, and much of what does exist is in a nascent stage. In addition, a few cases exhibit such controversial positions that they are not relevant for meaningful comparison and analysis.

The choice of experiences for documentation was also tested with attention to the involvement of non-government organisations (NGOs) and various other representatives of civil society. It was also decided to take as case studies only those examples where advocacy efforts have been institutionalised. Many of the experiences initially reviewed were individual initiatives which could not be converted into any institutional arrangements, and, hence, they were not considered for documentation as detailed case studies.

The following broad criteria were agreed upon in characterising case studies for this research:

- (1) The experience could highlight any urban issue, but a mature form of advocacy for protest should have been used;
- (2) The stakeholders in the advocacy process should be the people affected, who should have organised themselves around an institution; that is, the efforts should be more institutionalised rather than personalised;
- (3) The experience should not have become so controversial in taking a certain position that the analysis of the study could have been affected; and
- (4) The experience should reflect best practices and offer lessons for building a capacity building strategy on urban environmental issues for NGOs.

## 1.5 Rationale for Selection of Cases

Based on the criteria mentioned above, three cases were finalised for detailed documentation. These are the Clean Ganga Campaign in Varanasi, the Save Shahpura Lake Campaign in Bhopal and the Mudialy Fishermen's Co-operative Society in Calcutta. The case studies may not be perfect choices. However, care has been taken to make these cases as representative of urban environmental advocacy processes in India as is possible.

The case study of the Clean Ganga Campaign in Varanasi is a well known example of people's concern for sewage management and cleanliness in the city of Varanasi. The key strength of the experience lies in the fact that a set of professionals, scientists and engineers highlighted the issue through empirical evidence that the pollution of the Ganga near the city of Varanasi is at an alarming level owing to poor sewage and solid waste management systems within the city. Moreover, the advocacy was followed all the way up to the Prime Minister's office using the religious sentiments associated with the river to ensure the high priority of the issue in national development planning.

The second case study highlights the issue of protection of natural resources in urban areas and its implications for the urban environment. Shahpura Lake is one of the natural lakes of Bhopal, which has a sizeable number of lakes. More than 50 percent of the city's drinking water is supplied through these lakes. The major strength of the experience is that three NGOs specialised in different areas worked as a network to advocate reversing the deteriorating condition of the lake. The civil society, that is the citizens of Bhopal, were those affected as well as the major force for advocacy. The experience has been successful in that the lake has been improved by the government. Another interesting dimension of this case study is that the Ministry of Environment and various other government departments favoured the advocacy.

## 2. BROAD GUIDELINES TO DEVELOP CASE STUDIES

1. Background information
  - The context of the issue
  - Organisation's background
  - Rationale for its involvement with the issue
2. People in the advocacy process
  - The affected communities
  - The sections of the community who have been opposed
  - The target group in advocacy and level of operation with the power centres
3. Strategies
  - Objectives set for the advocacy
  - Rationale for moving into the advocacy
  - Pressure building tactics
  - Networking arrangements
  - Details of the secretariat and its *modus operandi*
  - Structure of decision-making
  - Women's role in advocacy
4. Outcome and impact
  - The degree of impact at the local and wider levels
  - The major negative and positive factors affecting advocacy.
  - The elements of success and failures
  - Major constraints and contradictions
5. Elements of sustainability and replicability
  - The internal or external management of their advocacy process
  - The narrow or broad-based perspective of the advocacy
  - The availability of the expertise utilised within the organisation or requested from another
  - The use of a similar advocacy design elsewhere

The third case study of Mudialy Fishermen's Co-operative Society in Calcutta was selected because the key strength of the advocacy is the fact that the affected people, i.e., the poor, illiterate and oppressed fishermen, are at the centre of the advocacy. The individual efforts of a scientist cum engineer concerned with the issue of wetlands were institutionalised in the form of a co-operative of fishermen. The co-operative is handling the protection of Calcutta's wetlands, as well as the livelihood of the fishermen, in an organised manner. The experience highlights the combination of various favourable and unfavourable forces placing fishermen and the issue of wetlands at the centre. The experience has been acclaimed and won international recognition for its effective management of advocacy processes. Moreover the State Department of Fisheries was also a stakeholder in the advocacy process in favour of the fishermen, which is a unique feature of the experience.





### **3. Documentation of Other Experiences of Urban Environment Advocacy**

In order to have more diverse experiential data in urban environmental advocacy, eleven more experiences have been documented. These cases represent geographical issues and organisational diversity. The case of EXCEL Industries from the corporate sector, for example, has been documented because it is relevant for urban waste management. These experiences, then, have been documented in brief, with the primary objective of enriching the data base for developing a capacity building and institutional strengthening strategy in advocacy for government and non-governmental organisations involved in urban issues.



## **4. CONCEPTUAL FRAMEWORK OF ADVOCACY FOR THE URBAN ENVIRONMENT**

### **4.1 Context of Advocacy in Civil Societies**

The concept of civil society in the interactive model with market and state articulates development goals in social, economic and political terms (Brown and Tandon, 1994). As defined by Alan Wolfe (1991), 'civil society' is the arena for social development. Civil society in its broader sense comprises families, neighbourhoods, voluntary organisations, unions, cultural groups and spontaneous grassroots movements. The crucial characteristics of civil society are that it is manageable, available to ordinary people and part of everyday life. Historically, social movements have provided mechanisms for participation in civic and political life that foster consciousness and enable the expression and pursuit of community interests in many ways. Therefore, a large base of associations and organisations that represents diverse interests and social movements can elaborate the institutional base of civil society.

NGOs constitute a critical component of civil society as they have in general supported marginalised communities in their efforts to improve the economic social, ecological and political conditions under which they live. With their growing experiences and credibility in development and environmental work, many are adding formal policy influence to their agenda. NGOs have played various roles in getting involved in policy issues at different levels. Some NGOs have played innovative roles creating new programmes or development concepts that have subsequently been adopted by government agencies. The other set of NGOs has taken a watchdog monitoring formulation and implementation of government policies to safeguard the interests of grassroots groups. There are some NGOs which have provided catalytic bridges in promoting cross sectional co-operation on intractable problems.

In addition, these NGOs and other popular organisations have identified several interrelated goals and priorities. Strategically, these organisations attempt to introduce change in detrimental governmental policies, use grassroots experiences and innovations as the basis for improved policies and strengthen local capacities and structures for ongoing public participation. The strategies also vary with changes in the political, social or economic structure at the macro level.

### **4.2 Conceptual Understanding of Advocacy**

NGOs attempt to build on the new possibilities for citizens' participation when governments become more pluralistic. Broadly, NGOs in advocacy "...help give voice to those who have been historically marginalised and provide them with a crucial vehicle for exercising their rights and holding government accountable.<sup>1</sup>". Therefore, the role of NGOs is crucial in strengthening democracy and the skills of citizenship essential to healthy societies. Advocacy can also be defined as "an organised sustained campaign by a section of civil society to get their interests represented and addressed to the power centres in society subject to changes in public policy or changes in practice or projects."<sup>2</sup>

The three basic way through which NGOs and other actors of civil society attempt to influence policies that affect civil society and government accountability are:

- (1) Educating citizens about important civic issues and ways to access the political system;
- (2) Building a stronger institutional base of civil society, and
- (3) Providing mechanisms for participation and policy change, especially for the under represented sections of society.

When groups do not succeed in getting desired legislation passed or policies changed, their advocacy efforts may still help consolidate or strengthen NGOs and grassroots institutions and increase the stocks of 'social capital'.<sup>3</sup>

### **4.3 Stakeholders and Partners in Advocacy**

In influencing policies at various levels for affecting power centres, NGOs and people's organisations (POs) work in different areas and target a variety of players for advocacy and influence. The coalition and partnership of various actors in favour or against the issues/politics also influence the process of advocacy significantly. Therefore, the rate of success or achievement largely depends on the combination of stakeholders, namely, NGOs working with the support of the government, NGOs with like-minded national and international organisations and NGOs with the public at large and influential citizens.

The interest groups in advocacy related to the power structure are the executive branch, the legislature or parliament, the judiciary, ministries, local officials and, sometimes, the police. The arena outside government involves such actors as NGOs, popular organisations, influential citizens or power brokers, religious authorities, the public at large, the media, business and academics. At the international level, there is another set of players, namely, international NGOs and the federation of POs, donor governments and world bodies such as the UN, as well as multinational business interests.

However, the issue remains crucial in advocacy as to how best the powerless, that is, the affected people, should interact with elite policy players. The issue also remains open as to who legitimises the middle class, or rather, the articulate class, to advocate on behalf of the poor and the oppressed. The processes documented in the case studies of this research are indicative of such issues.

### **4.4 Advocacy in the Urban Environmental Context**

The focus of advocacy in India has remained on issues important primarily in the rural context. The issues pertinent to the urban context are gradually being raised by a cross section of civil society; however, the advocacy efforts to highlight such issues are still in their nascent stage. The majority of experiences which have used some degree of advocacy revolve around solid waste management, environmental pollution, forest/green cover, degradation in cities and around human settlement issues. The case studies prepared for this report also reflect the concentration of advocacy efforts on these issues. Nevertheless, advocacy in the urban environmental context is increasingly becoming a relevant and effective instrument for NGOs and civil society. People's groups and citizens' councils are becoming more organised in identifying issues of concern and in building strategy for advocating at various levels of power centre.

## 4.5 Understanding Best Practices in Urban Environmental Advocacy

"Best practices" is primarily a term used in industries for quality management denoting the changes in production management or the introduction of new systems in the existing production system that result in more efficient and effective output. Best practices relate further to a healthy and encouraging work environment and to a monitoring system that enhances productivity and quality of output.

In urban environmental advocacy, "best practices" are the strategic elements in organising people, the use of instruments, scientific knowledge and a vision for sustainability and replicability. In advocacy, consciously or unconsciously, a large number of organisations adopt various best practices to make their actions more effective within the given socio-economic and political environment. Certain changes are introduced to accelerate the pressure on the bureaucracy or to sustain the interest of the people on an. These best practices are critical in making any process effective.

An analysis of the elements of best practices is useful for designing a capacity building strategy based on the participatory approach of sharing and learning. This study is an attempt in this direction. Therefore, the case studies have been documented in such a manner that they reflect strategic elements as well as the best practices themselves.



## **5. CASE STUDIES OF URBAN ENVIRONMENTAL ADVOCACY**

The three case studies documented here are on urban environmental advocacy processes. The first is about the 'Swachh Ganga Abhiyan' or 'Clean Ganga Campaign' in the holy city of Varanasi. Varanasi is an ancient Hindu religious centre where a large number of people come every day to bathe in the holy Ganga River. Unfortunately, the sewage system of the city can not cope with the expansion of the city boundaries and population. As a result, the pollution level in the river near Varanasi has become alarmingly high. The Sankat Mochan Foundation, under the leadership of a few scientists and engineers of Benaras Hindu University (BHU), highlighted the issue and took it up to the highest centre of power. The subsequent introduction of Ganga Action Plan (GAP) is considered to have been significantly influenced by the efforts of the Sankat Mochan Foundation. The Foundation realised that Phase I of GAP was a target oriented project so it is still active in ensuring that the second phase of the GAP is properly planned and implemented.

The second case study deals with the advocacy process undertaken around the deteriorating condition of Shahpura Lake in Bhopal. Bhopal is a city of lakes, and these lakes have a major impact on the environment of the city. After the 'Mass Fish Kills' in the lake owing to a high BOD level, the citizens of Bhopal, along with the Bhopal unit of the Youth Hostel Association of India (YHAI), the National Centre for Human Settlement and Environment (NCHSE) and the Society for Environmental Conservation (SEC), initiated a process of protest and demonstration by starting to clean the lake with their own efforts. This questioned the accountability of the Bhopal Municipal Authority towards people in making the city environmentally sound. The concerned departments and state level bureaucracy constituted a co-ordination committee. The lake has now been improved due to these efforts and the active involvement of the government, NGOs and the people in the process.

The third case study concerns one of the finest wetlands in Calcutta as an indigenous system for waste recycling. Gradually, the wetlands are shrinking in size, and the government and private contractors are taking away parts of the wetlands for construction of housing colonies and industrial complexes. This process has become the concern of the People United for Better Living in Calcutta (PUBLIC), who have filed a public interest litigation case with the High Court. The court has, in response, issued a permanent stay prohibiting any further construction on the wetlands. A co-operative society of the fishermen known as Mudialy Fishermen's Co-operative Society has also been formed, and they have conducted various interesting experiments of waste recycling and improving the yield from pisciculture. The society operates on land leased from the Calcutta Port Trust (CPT), and CPT wants to take back their land. The protection of wetlands and this unique experience of recycling of waste and pisciculture in that water for the livelihood for more than 250 fishermen is very important, and the advocacy has been being taken up by the MFCs with the support of Dr. D Ghosh and a forum of NGOs.





## **6. CASE STUDY I**

### **6.1 CLEAN GANGA CAMPAIGN IN VARANASI**

#### **Background**

The Ganga, the most sacred and important river of India, is regarded as the cradle of Indian civilisation. Several pilgrim centres, including Varanasi, earlier known as Kashi, have existed on its banks for centuries, and millions of Indians take a holy dip in the Ganga during religious festivals at Varanasi. The importance of Ganga water is not only written in Hindu scriptures; even for Emperor Akhar, the Ganga was "the water of immortality." The Ganga starts from Gangotri in the Himalayas and travels 2,525 km. reaching the Bay of Bengal at Ganga Sagar. It passes through 29 Class I towns with a population of more than one lakh (100,000), 23 Class II towns with a population between one lakh and 50 thousand and about 48 towns having less than 50 thousand inhabitants.

#### **6.2 Alarming Levels of Pollution in the Ganga**

The pollution of the Ganga at Varanasi owing to sewage disposal has been over 85 percent of the total pollution discharged by the city into the river. The city has been discharging about 125 million litres per day (mld) of waste water in the Ganga with discharge points located all along the river, many of them close to the important bathing Ghats. Cremation of a large number of dead bodies (about 40,000 annually) and disposal of human and animal carcasses into the river are extremely disturbing to the pilgrims and tourists. The actual contribution of such pollution inclusive of industrial pollution is far less than the sewage pollution. However, as a combined result of the above factors, the biochemical oxygen demand (BOD) values near the city bank continued to be very high indicating high pollution in the Ganga.

#### **6.3 Genesis of the Swach Ganga Campaign**

The Swach Ganga Campaign was initiated in 1982 by Dr. Veer Bhadra Mishra, Professor of Hydraulic Engineering at Banaras Hindu University and Mahant of the Sankat Mochan Temple. Dr. Mishra initially became involved in this issue in 1975 when he noticed, during his own daily ritual bathing in the Ganga, that the visible pollution of the river was increasing. He published an article in a national Hindi magazine Dinamaan on the increasing pollution level in the Ganga and its consequences on Varanasi. This article generated sufficient interest so that he published many other articles in newspapers and magazines. Over the years, Dr. Mishra realised that a more institutionalised approach would be needed to make it a national issue. Therefore, in June 1982, the Sankat Mochan Foundation was registered as a non-profit organisation. With the registration of Sankat Mochan Foundation, a formal memorandum was submitted to the then Prime Minister, Mrs. Indira Gandhi, outlining the problems and suggesting possible solutions. In November, 1982, at a formal gathering of residents of Banaras who were concerned with the environment, the Swach Ganga Abhiyan or Clean Ganga Campaign was announced to be co-ordinated by Dr. SN Upadhyay, a Professor of Chemical Engineering at BHU under the aegis of the Sankat Mochan Foundation.

## 6.4 Major Objectives of the Sankat Mochan Foundation

The Sankat Mochan Foundation was founded to study the water resource management problems of the Ganga River Basin, with emphasis on the study of the problems of the Ganga at Varanasi, and it now also provides all possible help and co-operation to other individuals and organisations engaged. The following are the major functions of the foundation:

- (1) To restore and preserve the Ganga by alleviating its fast deteriorating condition;
- (2) To promote education and health care programmes for the less privileged members of the society, and
- (3) To maintain and encourage the age old culture and religious traditions of the ancient city of Varanasi.

## 6.5 Pre-Ganga Action Plan Activities

With the beginning of GAP, the focus of the Swachh Ganga Campaign changed. Earlier it had no interactions with the government. However, it became a public interest watchdog, which also worked to create awareness among people for a clean Ganga River.

## 6.6 Components of the Ganga Action Plan

The Ganga Action Plan was launched nation-wide to cover almost all cities and towns starting from Hardwar in Uttar Pradesh to Calcutta in West Bengal. The primary concern of the GAP was to reduce the pollution load on the river by almost 75 percent by controlling the discharge of sewage/sullage into the river. It also aimed at establishing self sustaining treatment plants. Consequently, the following components were determined for the GAP:

- (1) Renovation (cleaning/desilting/repairing) of existing trunk sewers and outfalls to prevent the overflow of sewage into the Ganga;
- (2) Construction of interceptors to divert the flow of sewage and other liquid wastes away from the Ganga;
- (3) Renovation of existing sewage pumping stations and sewage treatment plants and installation of new sewage treatment plants to recover the maximum possible resources, especially energy, to operate the pumping and treatment plants, and derive the maximum possible revenue to cover at least the operation and maintenance costs of these plants;
- (4) Arrangements for bringing human and animal wastes to the sewage/sullage digesters for sanitary disposal and production of energy and manure;
- (5) Provision of sullage or sewage pumping stations at the outfall points of open drains to divert the discharge from the river into the nearest sewers and treatment plants;
- (6) Alternative arrangements to prevent discharge of animal wastes from cattlesheds located on the river banks;
- (7) Low cost sanitation schemes in areas adjoining the river to reduce or prevent the flow of human wastes into the river;
- (8) Biological conservation measures based on proven techniques for purification of streams;
- (9) Pilot projects to establish cost effective systems for diversion of wastes now flowing into the river, as well as for their treatment and resource recovery, and
- (10) Pilot projects to establish feasibility of technology application in the treatment of wastes and resources/energy recovery.

## **6.7 Strategic Elements of the Clean Ganga Campaign**

### **6.7.1 A Strong Team of Professionals and Specialists**

The Sankat Mochan Foundation recognised that in order to convince people, using scientific facts, that the Ganga water is becoming polluted, there is a need to conduct studies on water quality utilising expertise in the field. Therefore, Professor S.N. Upadhyay, Department of Chemical Engineering, BHU, took the lead in conducting a number of studies. Similarly, Dr. S.K. Mishra, Reader in Civil Engineering, IT BHU, was also actively involved in exploring physical interventions for sewerage disposal. There were a number of other professionals and academics who joined the campaign to strengthen its research and study base.

### **6.7.2 Awareness Programmes about the Ganga**

The Clean Ganga Campaign also emphasised the involvement of people in the movement. Several cultural programmes inviting renowned artists, local folk singers and others were involved to perform for the Clean Ganga Campaign. The purpose of the awareness drive was to involve people with the movement without the disrespect to their sentiments associated with the Ganga.

School children were also involved by providing them environmental education and organising painting competition, plays, awareness camps to sensitise them on environmental aspects related to Ganga and also in a broader context.

### **6.7.3 Network of Like-minded People and Volunteers**

The Clean Ganga Campaign has also involved a large number of like-minded people as the Ganga is very closely and emotionally associated with the largest religious community of India. Various eminent political leaders, academics, environmentalists, advocates and young artists also associated themselves with the campaign. Moreover, a large number of university students, youth and scientists who were sensitive to environmental issues of sentimentally attached with the Ganga formed the team of volunteers to strengthen the campaign. With the help of these volunteers, a human chain of more than 2,000 people around the ghats was formed as a symbol to protect the Ganga on 4 June 1993, the day before International Environment Day.

### **6.7.4 National and International Networking for Highlighting the Issue**

Many of the active workers of the Ganga Campaign, as being faculty members of the Banaras Hindu University (BHU), had useful relationships with academics in the West which were helpful in highlighting the issue at the international level. In Australia and the US, people sensitised to environmental issues formed a group named "Friends of the Ganges". With a membership of more than 100 people, they wrote articles on the Ganga Campaign in newspapers and journals; and they also influenced the media to provide coverage of the issue. The BBC also prepared a documentary film on the campaign.

## **6.8 Phase II of the Ganga Action Plan**

With the implementation of the Ganga Action Plan Phase I, started in 1986, Sankat Mochan Foundation, the secretariat of the Clean Ganga Campaign, experienced difficulties in implementing the interventions and with the government's rigid systems of operation. It was also recognised that the approach of the departments was that involvement in GAP was primarily to achieve targets rather than to actually become involved in advocating the cause.

In order to prove that achievements were materialising, false data on low levels of contamination in Ganga were provided. As a result the Sankat Mochan Foundation raised questions on the approach, intervention and data provided by the Ganga Project Directorate (GPD). The advocacy then took a different turn when the Clean Ganga Campaign decided to involve itself more actively in the planning process of Phase II of the Ganga Action Plan. The Sankat Mochan Foundation submitted a memorandum to the government for properly planning Phase II of GAP.

### **6.8.1 Studies on the Status and Impact of GAP Interventions in Varanasi**

In order to convince the authorities that the GAP Phase I had not been able to deliver whatever was expected of it, various studies were conducted on the sewerage treatment plants, on water quality and on civil engineering interventions. The Sankat Mochan Foundation (SMF) also prepared a note on the comparative advantages of various technologies available for sewage treatment in the world and their relevance and utility in the context of India. The Foundation suggested that oxidation pond system or AIPS STP would be the most appropriate technology. SMF developed as well a design for gravity-flow interceptors along the "Panch Koshi Parikrama," which will not require pumping, thus minimising the maintenance cost of the system.

SMF also requested Dr. Karan Singh, as Chairman of People's Commission on Environment and Development India, Delhi, to organise a public hearing on Environment and Development at Varanasi. On 8 November 1994 at Tulsi Ghat, The People's Commission on Environmental Development India organised the 22nd public hearing on Swachh Ganga Abhiyan. SMF prepared three research papers and presented them during this public hearing. The paper of Dr. VB Mishra was entitled "Varanasi Ganga Action Plan Phase I and its Impact on Pollution Abatement of Ganga and its Ongoing Effect on City of Varanasi". SK Mishra presented a paper entitled "Unplanned Urban Development Along Ganga Upstream of Varanasi as a New Source of Ganga Water Pollution" and SN Upadhyay worked out a paper entitled "Ganga Action Plan Phase II for Varanasi: Some Issues". These papers contained analyses of the data on Ganga pollution and suggested alternatives for improvements utilising their authors' technical and professional knowledge.

### **6.8.2 International Seminar on Pollution Control in River Cities of India**

Realising the need to broaden the base of the movement, as well as to involve more professionals in this campaign, SMF organised a Seminar during 14-17 January 1992 on "Pollution Control in River Cities of India - A Case Study of Ganga" at Varanasi. It was jointly supported by the Ministry of Environment and USAID. A number of national and international experts in the environment participated in this seminar, and it was recognised that the campaign secretariat should have a well equipped laboratory to monitor the level of contamination in the Ganga at various points on certain selected indicators. This was also to cross check the authenticity of data being provided by GPD on the levels of pollution.

### **6.8.3 Establishment of a Sophisticated Lab at Tulsi Ghat**

SMF explored possibilities of funding, and, ultimately, with the financial help of the Swedish Society for Nature Conservation (SNF), a well equipped laboratory was established. Competent people were employed to handle the equipment and to analyse data on the pollution levels of the Ganga on a 24 hour basis. These reports are provided to GDP, and GDP also considers these data more authentic and reliable than those obtained elsewhere.

### **6.8.4 A Clear Goal and Concrete Proposal for Phase II**

SMF also formulated a clear mission with the clear goal that not a single drop of untreated sewage should go into the Ganga water in Varanasi. Their research findings and the suggested approach for Phase II planning were provided to all possible levels within the government, concerned departments and the media. Professor Veer Bhadra Mishra of SMF in various steering committee and taskforce meetings influenced the concerned authorities to prepare a more locally adaptable plan utilising experiences of the organisations actively involved in the Clean Ganga Campaign.

## **6.9 Major Areas of Concern of the Movement**

The core team of the Clean Ganga Campaign feels that SMF has not been able to undertake proper documentation of the movement process, its various dynamics and their impacts. This could not be done primarily due to their part-time involvement with the movement, as all the leaders are faculty members at BHU. Moreover, the SMF is dominated by engineers and scientists; therefore, there was less emphasis on the documentation of various important socio-political processes than on physical ones. SMF could also not strategically use the press to influence the government during the first phase of implementation. Finally, the lack of skills to handle government departments and apply pressure on them to deliver on their promises resulted in less effective use of the advocacy processes.

## **6.10 Perspective for the Future**

SMF envisages the need for making the movement more community based, involving people from the villages which have been affected by the interventions of GAP. The villages which are getting insufficiently treated effluent for agricultural use are finding significant increase in health problems primarily related to renal disorders. One of the studies found that Kamauli, the worst affected village, has a population of more than 5000. SMF has started organising clinics in these villages involving doctors from the medical college of BHU. SMF also plans to start training programmes on environmental issues for youth in order to build human resources for the movement. School children and university students are encouraged to undertake studies on various issues of the Ganga. While SMF has not yet properly planned its activity expansion plan and long term strategy to provide a sustainable base to the campaign, it remains seriously concerned with such issues.

## **7. CASE STUDY - II**

### **7.1 SAVE SHAHPURA LAKE CAMPAIGN IN BHOPAL**

#### **7.1.1 Background**

Bhopal has several lakes which constitute precious environmental wealth in and around the city. The major lake, the upper lake in the city, spreads over about 32 sq. km., which has a history of more than a thousand years. This upper lake is said to have been constructed by King Bhoj. It supplies about 75 percent of the drinking water of the city. There is a lower lake, smaller than the upper lake and is situated in the middle of the town, which was constructed by the Nawab of Bhopal, Dost Mohammed Khan about 200 years ago. There are several other lakes in the city, and one of the important lakes in the modern extension of Bhopal area is known as Shahpura Lake. Rapid urbanisation, deteriorating civic amenities, increasing sewerage disposal in the lakes and a decreasing catchment area owing to privatisation of high priced land near the lakes, as well as many other factors, are contributing to the deteriorating conditions of the lake in terms of water quality, aquatic life and recharge capacity.

#### **7.2 Mass Fish Kill in Shahpura Lake**

On 10 June 1991, thousands of fish died in Shahpura Lake because of a high degree of contamination and a low oxygen level. It was reported that the level of oxygen decreased to .5 mg. per litre as against the normal level of 4 to 7 mg. per litre. Several local newspapers carried this news, and the major reason for depletion in the oxygen level was found to have been the heavy growth of the water hyacinth (Jalkombhi) in the lake.

#### **7.3 Save Shahpura Lake Campaign**

Considering the deteriorating condition of the lake, some progressive organisations initiated a process of investigating the “mass fish kill” as well as building a campaign, which was later known as the Save Shahpura Lake Campaign. This campaign was one of the citizens of Bhopal, who were concerned about the protection of the natural wealth of the city. The lead role in the movement was played by the Bhopal Unit of Youth Hostel Association of India (YHAI) and the Society for Environmental Conservation, a voluntary group focusing on youth action in development. Moreover, the National Centre for Human Settlements and Environment (NCHSE) provided critical institutional support with its credibility and skills in urban development as an anchor for the activities planned under the campaign.

The Youth Hostel Association of India is a secular non-governmental organisation involved in the promotion of a spirit of adventure and development of a close relationship with nature among the youth of this country. It has a unit in Bhopal which was the nodal agency for the Save Shahpura Lake Campaign. Members, particularly the Secretary, played an organising role in the campaign.

The Society for Environmental Conservation is also a registered NGO and is primarily concerned with the issues of environment. The Society has a few young scientists from Bhopal University, particularly in the area of limnology, whose expertise was used for conducting scientific studies related to the ecology of the lake and its surroundings. In addition, the activities of the Society also supported the campaign in mobilising people from the neighbourhoods around Shahpura Lake.

The National Centre for Human Settlements and Environmental (NCHSE) is another NGO, and it is headed by an eminent regional planner and retired civil servant, Mr. MN Buch. The NCHSE is also conducting studies on urban issues and supporting the government in proper urban planning. NCHSE has a team of experienced professionals, and NCHSE therefore provided leadership to the Save Shahpura Lake Campaign.

The campaign started taking an organised form soon after the news of 10 May 1992 regarding the mass fish kill in the lake. The above three organisations played crucial roles in this campaign, and the major strategic elements of advocacy are presented below.

#### **7.4 Understanding the Context**

The organisations involved in the Save Shahpura Lake Campaign realised that a clearcut understanding of the context and issues related to the degradation of the lake needed to be properly developed. It was understood that private contractors in real estate were getting interested in the land around the lake as it was freehold land and high priced because of its proximity to the lake. The contractors of Public Health Engineering Department (PHED) were also not removing the water hyacinth from the pond completely because of their vested interest in getting the contract every year. Moreover, any integrated intervention for the improvement of the lake requires co-ordination of a set of organisations and departments, which does not normally occur in the natural course of urban development in India.

#### **7.5 Study of the Limnological Status of Shahpura Lake**

The Society for Environment Conservation (SEC) was requested to conduct a study on the limnological status of the lake so that people could be sensitised by placing the facts in front of them. One of the members of the SEC, an expert in limnology, conducted this study, which analysed the factors that resulted in the mass fish kill. It outlined the ecological degradation of the lake to sensitise the bureaucrats and citizens of Bhopal.



## **7.6 Survey of the Lake to Determine Sources of Contamination**

Similarly, a joint team of the three organisations surveyed the lake and its surrounding to suggest necessary interventions for improving the situation. The team surveyed the periphery of the lake and the nallah through which the catchment water flows inside the lake. The waste water discharge points were also visited. It was observed that water hyacinth covered almost three-fourths of the lake, though it was removed the previous year. The drainage water was discharged directly in the lake from the Shahpura (Manisha Market) side, from 1100 quarters through the campus of Champion School and EPCO and Pollution Board Campus. The major flow of waste water and pollutants was through the nallah, which flows across Panchsheel Nagar and the slums located near Arera Petrol Pump. A sewage line passes nearby the Champion School and waste water is pumped across Shahpura Hills from a pumping station located near PHED pumping station. The team also observed highly polluted and stinking water near the sewage line, which was perhaps leaking from the line, and this water was flowing into the lake in the area where the mass fish kill had occurred. Therefore, the possibility of death of the fish from contamination of water rather than from the depletion of oxygen was not ruled out.

## **7.7 Awareness Among People Regarding Environmental Issues of the Lake**

The secretariat of the campaign utilised the local media to highlight various aspects of Shahpura Lake and its deteriorating conditions, and some articles were also published during that time on the broader issues of environment to protect the other lakes of Bhopal. The young activists made friends with the journalists who are also sensitive to the issues regarding protection of the lake. These journalists not only brought out a series of articles on the lake in the vernacular, but they also forwarded articles to the national newspapers in English such as National Mail, Free Press, and Indian Express. This regular publication of articles on the environmental degradation of the lake and its impact on urban life started sensitising people and prepared them to get involved in action to protect the lake. The secretariat of the Save Shahpura Lake Campaign was made known to the citizens of Bhopal and a number of organisations.

## **7.8 People's Movement and Voluntary Action at the Lake.**

After sufficient preparation and meetings with the important citizens of the city, bureaucrats, academics, professionals, the residents of Arera Colony, Bharat Nagar and other neighbouring colonies of Shahpura Lake were contacted. A public request was issued in the form of a letter to the citizens of Bhopal informing them about the campaign. It was decided that on 9 November 1991 the first among the series of lake cleaning operations would be started to remove hyacinth growing wildly in the lake. Some of the important schools of Bhopal were also contacted, and the students were briefed about the environmental issues related to the ponds. The principals of these schools were requested to support the students in removing hyacinth from the lake.

The campaign also considered it important that weekends should be utilised to invite people on the lake to protest the indifference of the government, as well as to remove the hyacinth. In a couple of weeks, about 140 volunteers removed about 6 tonnes of hyacinth, and more than a thousand citizens reached the lake at that time and indicated in writing their support of the campaign. Many important citizens, including the Chief Secretary and Commissioner of Bhopal Nagar Nigam, also participated in the processes. This was the turning point when senior officials started thinking of saving the lake through more concrete plans and programmes.

### **7.9 Co-ordination Committee on Shahpura Lake Improvement**

The Chairman, Madhya Pradesh Pollution Control Board, Bhopal formed a co-ordination committee for ensuring cleaning of the lake and determining improvements for its environmental protection. The Environment Protection and Co-ordination Committee (EPCO) of the Ministry of Environment played a key role in looking into environmental issues more closely. Moreover, within the given committee promoted by the government, the NGO representation from the campaign was also ensured for effective co-ordination.

### **7.10 Sustained Campaign of the Save Shahpura Lake**

In spite of the government's decision for the improvement of the lake, the secretariat of the campaign decided to continue with the demonstration of the citizens. The support provided by the government and co-operation of the people strengthened the campaign. This citizen-government partnership was a crucial decision which accelerated the progress of work considerably.

### **7.11 Major Impact of the Campaign**

Within six months, EPCO and PHED initiated activities on a war footing. The lake was cleaned and the hyacinth removed by putting to work about 100 labourers and 10 boats. The co-ordination committee was responsible for monitoring the progress of activities as well as ensuring co-ordination among various departments. The secretariat of the Save Shahpura Lake Campaign also submitted a plan for the protection and beautification of the surroundings. This people's plan was adopted by EPCO, and the organisation prepared technical drawings to develop the surroundings of the lake. PHED also took measures to tap various drains contaminating the water of the pond. On the major drain connected to the pond, a natural sand filtration plant was set-up to minimise the mixing of polluted water in the pond. Various other measures to control pollution were undertaken by EPCO.

### **7.12 Major Concern of the Save Shahpura Lake Campaign**

It seems that the organisations worked together only for the above issue and objective, and soon after the fulfilment of the objective, the organisations ceased to operate in co-ordination to raise various other issues of urban environmental concern. The secretariat again requested a people's demonstration on the lake, which has not materialised as yet.

It is mentioned by the representatives of the campaign that with the success of the campaign various tensions, conflicts and differences arose primarily regarding sharing the credit for success. This ultimately resulted in weak co-ordination and a poor long-term perspective for the movement.

## **8. CASE STUDY III**

### **8.1 MUDIALY FISHERMEN'S CO-OPERATIVE SOCIETY IN CALCUTTA**

#### **8.1.1 Background**

The East Calcutta Wetlands cover an area of about 12,000 acres (47 sq. km.) in the east and south eastern fringes of the Calcutta Metropolitan Area. The wetlands, which are formally defined as areas of marsh, fen, peatland or water, whether natural or artificial, permanent or temporary, with water that is static or flowing, fresh, brackish, or salty including marine water, the depth of which at low tide does not exceed six metres. Consisting of low lying areas that are either inundated or saturated by water for varying periods of time, they form a unique ecosystem, unmatched in utility and natural resources. Wetlands improve water quality, reduce floods and storm damage, provide important fish and wildlife habitats and support agricultural and fishing activities.

The importance of wetlands has been recognised internationally. As many as 47 countries have now joined the 1971 Ramsar Convention for Wetlands Conservation, and India is one of them. The wetlands of East Calcutta serve the following purposes:

- (1) To act as a receptacle for solid waste;
- (2) To provide a spill basin for water run-off from rains and storms;
- (3) To function as a natural sewage treatment plant for recycling the liquid effluent into clear water, and
- (4) To act as the lung of the town by generating oxygen through their plant life.

#### **8.1.2 The Importance of Wetlands as a Natural Sewage Treatment Plant for the City of Calcutta**

The East Calcutta marshes constitute the largest and finest traditional sewage and waste disposal system in the world. A third of the city's sewage ends up in this area to be processed in the most indigenous ways. Almost 75,000 acres of wetlands are taken up by sewage fed fishponds or bheris. Each year these fisheries produces about 7,500 tonnes of fish. While some of the sewage goes straight to the bheris, some is retained for use by the garbage farms, where it is irrigated with sewage water to become a fertile substrate for vegetable production.

## **8.2 Diminishing Size of the Wetlands - Its Consequences**

Over the years, the East Calcutta Wetlands have diminished in size. From a total area of over 20,000 acres (81 sq. km.) in 1945, the wetlands have shrunk drastically to less than 12,000 acres (47 sq. km.) today. During the 1960s, a large part of it (approximately 6,000 acres) was lost to the Salt Lake housing scheme, and, in 1969, many fish ponds were drained and converted into paddy fields. The increasing pressure on housing in the city has led to an unprecedented rush towards further reclamation of wetlands. The building of the Eastern Metropolitan Bypass during the 1980s subsequently brought the wetlands within close reach of land promoters and real estate developers, who are all eager to turn these wetlands into housing schemes.

### 8.3 The Genesis of the Advocacy Campaign - "Save Calcutta Wetlands"

The need and importance of the East Calcutta Wetlands has already been felt by many environmentalist groups and other concerned individuals. An article entitled "Sewage Nightmare - Calcutta in Eco-Peril in *India Today*" (Jan. 1992) suggested that if the East Calcutta marshes were developed for building, or parts were turned into a trade fair park and zoo as the state government evidently wished to under its Master Plan, the city would have no choice but to be smothered in its own sewage.

The other consequences are:

- (1) Increased incidence of flooding by rains;
- (2) A drop in fish and vegetable supply and, consequently, a rise in prices;
- (3) Displacement of labour connected with these activities, and
- (4) A worsening of drainage conditions.

### 8.4 The Instruments of Advocacy: The People and Institutions Involved

Dr. Drubbajoti Ghosh, the then Director of the Institute of Wetland Management and Ecological Design in Calcutta, has taken an interest in the wetlands issue from the 1980s. He has not only attempted to understand the system of waste recycling, but he has also tried to interlink it with the socio-economic milieu of the people who are living there. As an expert in environmental engineering with a concern for the environment, Dr. Ghosh has undertaken several studies and published a number of research articles. Dr. Ghosh has done his best to establish the significance of the East Calcutta marshes, not only in the regional perspective, but also at the national and international levels. The first of his many reports (mainly written on the nature and process of recycling sewage treatment) came out in 1981, and, by 1995, he had mapped the entire area. For almost ten years, Dr. Ghosh had fought a lone battle within the municipal administration calling for the authorities to recognise the wetlands as a waste recycling area.

In the process, Dr. Ghosh realised that the fishermen of the wetlands were the most vulnerable community. Dr. Ghosh initiated organising these fishermen, primarily to make them understand their stake in the wetlands and the implications of leaving their land or the marshes, which have long provided them with their livelihood.

The lonely battle of Dr. Ghosh has been joined by many environmental groups and other NGOs, which also started vocalising against this systematic encroachment on the wetlands. In February, 1992, an organisation called PUBLIC (People United for Better Living in Calcutta) filed a writ petition in the High Court to halt any further "development" of the wetlands. The judge issued an interim order prohibiting any changes in land use while the court duly considered the issues in detail. Nine months later the order was made permanent. Based on the above judgement, the Calcutta Metropolitan District Authority introduced new legislation in which it affirmed that it is necessary to preserve the entire (Calcutta) wetlands so that they may function as a waste recycling area. It was also recognised that it is necessary to control undesirable building activities in this area.

## **8.5 The Case of Mudialy Fishermen's Co-operative Society (MFCS)**

The Mudialy Fishermen's Co-operative Society was established by the people of the wetlands and is a successful prototype of the application of Dr. Ghosh's experiment on recycled sewage water for aquaculture. This is also an example of a group of fishermen struggling for existence who are using local indigenous technology to treat the waste and transform it into products. This case has been at the centre of the advocacy for the wetlands and is often cited as a successful example.

The Mudialy Fishermen's Co-operative Society, which now has more than 250 members, goes back to 1961, when six poor fishing families at the Calcutta Port Trust (CPT) formed the society with 53 members and became the lease holders of 200 hectares of CPT wetlands for developing wastewater based pisciculture. These families moved from the Amta area of Howrah to these wetlands almost a century ago after the drying up of the Damodar Canal. At that point in time, they were not at all concerned about their environment. They struggled for existence in the wetlands, which were covered with garbage and scattered with shallow ponds, and led a life of subsistence level fishing. The concept of organising a samity, or a society, was inculcated in 1950, when these six families approached the Calcutta Port Trust and asked for a lease on the wetlands. In 1952, they were given a three year lease for a fee of 16,000 rupees. They started to develop the area in a modest way. But during 1957, the lease deal changed and was handed over to an influential landowner. With a lot of perseverance and hardship, they were able to buy back the lease again in 1960. The CPT has been regularly updating the contract ever since on a half yearly or yearly basis, but it has never agreed to a long term lease.

The struggle of the Mudialy Fishermen, however, has not only been restricted to the extension of the lease, but also to dealing with the huge amounts of toxic and organic wastes from industrial effluents and domestic sewage which have been dumped in these wetlands every day.

At present, the fishermen are evicted by the CPT, which now wants to develop the land for real estate and industrial use. Over the past few years, the CPT has been able to nibble away portions of the marshes, converting some areas into industrial sites and using other parts for the dumping of wastes. Between 1960 and 1980, the wetlands in this area shrunk from 250 hectares to 80 hectares.

## **8.6 People's Participation in Building Up the Environment and Using the Waste**

At present MFCS covers around 50 hectares of eight beautiful small lakes surrounding a 15 hectare nature park in the south-west industrial zone of the city, where the garbage dump of the City of Joy is encroaching upon the wetlands. The adjacent Sonapur Canal empties 25 million litres of industrial waste from the adjacent factories and domestic sewage in this area every day.

In 1966, a proposal to use sewage water for fish breeding was first placed before the fishermen of the MFCS by the dynamic and committed Chief Executive Officer Mr. Mukut Roy Chowdhary, who had been deputed to MFCS from the Government of West Bengal fisheries department. The concept of Mr. Chowdhary to explore the treatment of sewage and industrial effluent and recycle it for the fish ponds was attempted first by the fishermen, who were initially very sceptical about this idea. However, through their motivation, and thanks to their perseverance and patience, the experiment of breeding fish in sewage water paid off. The profit of the co-operative jumped almost fivehundred per cent the following year. Since then, there has been no turning back. The members not only learned how to trap the rich organic nutrients of sewage to enrich the pond water but also how to filter and recycle the 25 million litres of effluent and sewage through indigenously designed sludge tanks and filtering culverts with the help of purifying plants and wild weeds. This regitation not only absorbs the heavy metal portion of the effluent, but it also allows the sludge to settle in the deep culvert. The toxicity level of the water through this indigenous process is reported to have fallen from 250 BOD (biological oxygen demand - an indicator of the toxic pollution level) to 15 BOD. This system, according to Dr. Ghosh, has outstanding environmental significance. It thwarts the choice of expensive mechanical sewage treatment plants as a sanitation technology option where it is inappropriate. This was, in fact, a turning point to the struggle, just as with the increase in profits in the society, since the fishermen became better organised as a team to fight against their eviction and the encroachment of the wetlands.

### **8.7 The Issue of MFCS: Their Fight Against Eviction**

But these fishermen's optimism about the future is somewhat tempered by a sense of insecurity. During November 1992, the CPT, the landowner of the Mudialy Wetlands, had made plain its intention to evict the fishermen and fill in the wetlands to make way for a warehouse, container parks, truck terminals and other dockland paraphernalia. In 1991, the CPT had renewed the lease of the land to MFCS with a conditional 25 percent increase of the lease amount every year. The society argued against this, which they thought to be grossly unfair, and refused to pay. Then, in June 1992, CPT issued an eviction notice, which asked the fishermen to vacate the 80 hectares of the leased wetland by 23 July 1992. On 22 July 1992, the MFCS, to whom the Fisheries Department of the state government had given strong backing, applied to the High Court for a stay order. The Fisheries Department even suggested that it should take the wetlands over from CPC. The judge granted the stay order and the matter is still sub-judice.

### **8.8 Strategy Adopted and Networking**

As elements of its future strategy the MFCS has adopted the following:

- (1) A mass awareness generation and advocacy campaign for the importance of the wetlands in their surrounding area as well as among the general residents of Calcutta;
- (2) Awareness creation and networking with similar interest groups by organising seminars and workshops highlighting the wetlands issue and the role of the nature park, and
- (3) The integration of the advocacy for the wetlands with the theme of environment and world wetlands issues by celebrating World Wetlands Day, Earth Day, World Environmental Day and so on at the nature park along with school children, environmentalists, NGOs and individuals with similar interests.

In accordance with this strategy, a convention was held at the MFCS nature park in June 1993 of a co-ordinating body of 36 scientific and environment organisations to discuss and highlight the proposed closing down of MFCS by CPT. The participants at the convention approved a bill of resolutions and forwarded it to the Government of West Bengal and to CPT. The Poschim Banga Vigyan Mancha and Vigyan Jatha (a forum of West Bengali scientific and environmental groups) are the leading organisations which spearhead the campaign and are the most important instruments for their advocacy. Meanwhile, the good work of MFCS has been recognised throughout the state, and the Government of West Bengal identified MFCS as a model fisheries co-operative. To ease matters for MFCS, the government requested CPT to hand over the 80 hectares of wetlands to them, which they would in turn give to MFCS under a long term lease. Not only the local government, but also the environmental groups, informed the CPT about the laudable activities of MFCS with regard to waste treatment and the conservation of natural environment in that area and requested them to review the case.

### **8.9 Organisational Set-up and Its Role in Maintaining the Sustainability of the Movement**

The MFCS, as was mentioned earlier, started with six board members and 53 associate members in 1961, and it now has more than 250 members and 483 employees. The society is democratically organised. All its affairs, from day to day chores to accounting, are managed by the members, and all its problems are sorted out in a participatory manner. But again, like most organisations, only about one fifth of the members play an active role in determining the society's future. The rest just 'chip in.' The female counterparts of the members also have very little or no say in the running of MFCS affairs. There are about 14-15 female members in the society at present, who are mainly involved in cleaning the nature park, clearing the weeds from the fields and taking care of the plantation. Some of them have been trained to run poultry farms, and one of them also helps in the daily accounting of the society.

Though most of the members of the society are illiterate and only a handful of them have formal literacy, with the help of Dr. Ghosh and Mr. Roy Chowdhary, they are at present well versed about their work, its environmental importance and its future impact. While scientific knowledge has been imparted by both these people, the sheer struggle for sustenance has empowered the members to fight for their own concerns. As the whole issue of wetlands was being advocated, initially by Dr. Ghosh, and later on also by other individuals and various organisations, they did not build enough skills and systems within the co-operative to continue with the struggle. The lack of in-house capacities is now the major hurdle for the sustainability of the campaign.

In recent years, it has been observed that in their dealings with the press, the Mudyaly Fishermen have shown sufficient capability and the majority of the public is impressed by their achievements.

## 8.10 Advocacy Management and Sustainability

The MFCS has maintained good rapport with the press, and with their nature park, they are maintaining good relations with the people as well. The MFCS is not only organising seminars and workshops of different environmental groups and NGOs at their nature park, but it is also promoting eco-tourism at this park for interested people, including students. The society is also conducting field training programmes in environmental management with the help of Dr. Ghosh and Pashchim Bangal Bigan Mancha and Vigyan Jatha, etc. Every year they organise the state level wetlands day celebration on 16 June at the park along with the fisheries department of West Bengal. This occasion enables the MFCS members to voice their views in front of several NGOs, government officials and media persons, which helps them in their campaign. Furthermore, with the help of pamphlets, posters, a documentary film (e.g., a film directed by Sidipto Sen - The Other Wealth) etc., the MFCS members have managed to keep their struggle afloat.

In 1992, the case of Mudialy was highlighted in a paper on the East Calcutta Wetlands presented at the Ramsar Convention, which has been instrumental in making the Government of West Bengal move a petition to the Union Government for the inclusion of the wetlands in a Ramsar list of wetlands of international significance. Moreover, the MFCS has also been awarded the Indira Gandhi National Prize for Environment for the year 1993, while the success of the MFCS has led as well to the replication of the Mudialy system at some more sites within the East Calcutta Wetlands, one of them being the Purba Kali-kata Fishermen's Co-operative Society. Thus, the MFCS has established itself as a unique success story, which has had a remarkable impact on the history and development of the marshes of Calcutta.



## **9. COMPARATIVE ANALYSIS OF THE CASE STUDIES**

The cases documented for this study reflect different kinds of processes related to advocacy. However, a comparative overview of the salient features of the case studies is presented in the table which follows, along with a detailed comparative analysis.

### **9.1 Objectives of the Advocacy**

The objectives of all the case studies were very clear and well defined. The campaign on Swachh Ganga decided that not a single drop of untreated sewage should go into the Ganga in order to protect the city from the hazards of pollution and diseases. The Shahpura Lake campaign also had a clear objective, that of protecting the lake from the growing vested interests of the land mafia to capture precious land around the lake, as well as to improve the ecological status of the lake. The advocacy objective of the Mudialy Fishermen's Co-operative Society was primarily to protect indigenous and unique wetlands as a system for recycling waste, as well as to ensure the livelihood of the fishermen.

### **9.2 Context of Advocacy**

The context in which an advocacy has been placed is also quite important in understanding its implications. The Clean Ganga Campaign in Varanasi finds itself in a religious-cultural milieu as Varanasi is one of the holy cities for Hindus. Therefore, it was felt that any campaign which did not respect religious sentiments would not be effective. One can not expect to prevent the citizen of the city from taking a dip in the Ganga on the scientific grounds that the river is polluted. The movement has to begin with respect for the mother Ganga. Therefore, the Clean Ganga Campaign was based on maintaining this respect, and Dr. V.B. Mishra, the head of the Sankat Mochan Temple and Professor at Banaras Hindu University, along with a few other professors of BHU, took a leading role in the advocacy process.

In the Save Shahpura Lake Campaign, the context was that the property dealers were gradually becoming more interested in grabbing the precious land around the lake, which would have created environmental problems for the recharging capacity of the lake. In addition, the lake would have become more polluted. Moreover, it was also well understood that improvements of the lake would be possible only through the co-ordinated efforts of various departments.

In the Mudialy Fishermen's Co-operative Society, the co-operative members were beginning to understand the growing interests of the Calcutta Post Trust for grabbing the wetlands for developing an industrial complex for their own expansion plans. The government, on the other hand, showed little interest in protecting the wetlands; and in other wetland areas, it proposed several "development" plans to nibble away at the already shrinking marshes. The implications of such initiatives were realised by the NGOs involved in the movement in terms of hazards of accumulation of waste in the absence of the system of waste recycling in the wetlands.

### **9.3 Women's Role in the Advocacy Process**

In all aspects of development, the women are left to manage their own chores, and advocacy processes are no different. In advocacy or movement oriented programmes, the women are either used as a protective wall to prevent atrocities of the bureaucracy or police, or they are kept in low decision making positions. It is commonly observed that in delivery oriented programmes for the provision of safe water and sanitation, education, income generation etc., female representation is fairly large. It is commonly observed that in movement or advocacy oriented programmes which do not specifically focus on women, their active involvement is not significant due to the very nature of their direct confrontation with state power. However, the cases reviewed here reflect certain elements of women's participation in the advocacy process.

In the Clean Ganga Campaign, the core team at the Sankat Mochan Foundation is dominated by men, although an old lady freedom fighter of the city provided leadership to the women's wing of the movement. However, various girls' schools were involved in the campaign, and these girls were sensitised to various environmental issues. The girls performed in various cultural programmes such as dancing, painting and creative writing on the Clean Ganga Campaign. Thus, they helped to sensitise other people about urban waste management issues and the growing pollution of the Ganga and its impact on the city environment.

In the Save Shahpura Lake Campaign, the leadership was with the male youth under the guidance of senior male citizens of the city. However, when the campaign started demonstrations at the lake and involved school children for removing wildly growing hyacinth, a lady school teacher took the leadership in mobilising children from her own school as well as from other schools. The then chief secretary, who was a woman, also provided full support for the cause, and she facilitated formation of a co-ordinating committee to improve the surroundings of the lake.

In the Mudialy Fishermen's Co-operative Society, the movement was visualised for the families of the fishermen rather than the fishermen alone. Therefore, women also participated in the process. The society has about 14 women members. Apart from helping in the maintenance of the nature park and taking care of the plantations, some of them are also involved in poultry farming and in maintaining the daily accounts. In PUBLIC and other organisations supporting protection of wetlands, a considerable number of women of various professions participated and continue to participate in the advocacy process.

### **9.4 Advocacy Processes and Instruments Used**

The advocacy process in the Save Shahpura Lake Campaign was initiated due to the of "mass fish kill" in the lake, which had aroused the residents of the city to action. However, in the case of the Clean Ganga Campaign, the gradually increasing visible pollution alarmed a number of people, and the foundation took the lead and published a few articles on the deteriorating condition of the Ganges in Varanasi. In the case of Mudialy Fishermen's Co-operative Society, the process of advocacy for the protection of the wetlands was started when people associated with the development of wetlands were able to understand the threat to their natural waste recycling systems and to the area of East Calcutta.

In the Clean Ganga Campaign, the major instruments used to highlight the issue was to approach the highest centre of power, that is, the Prime Minister, with a memorandum to make the Ganga a priority in development programmes. Moreover, at the local level, the Clean Ganga Campaign organised a large number of activities with volunteers, who also maintained pressure on the local bureaucracy and the urban administration to ensure proper implementation of Phase I of GAP. The Regional Task Force was an important platform where the campaign influenced various policy decisions and the process of implementation.

In the Save Shahpura Lake Campaign, the media was an important instrument to sensitise people and the administration on the growing hazards of pollution in the lake. Later, demonstrations on the lake and voluntary action for removing the hyacinth from the lake became a major strength of the movement. In the Co-ordination Committee, set up by the government on the lake, the secretariat played an important role to influence decisions in favour of the people and the lake.

The Mudialy Fishermen's Co-operative Society realised that there are many powerful vested interests concerned with the wetlands. Therefore, MFCS requested support from Dr. Ghosh. Initially PUBLIC also supported them to file their case against the eviction notice issued by Calcutta Port Trust in the High Court. This external support was necessary for MFCS to maintain pressure on the bureaucracy to protect the wetlands.

## **9.5 Major Factors in Promoting Advocacy**

The advocacy processes of these experiences have certain positive and negative elements. Both sides of the coin are highlighted here to build an objective understanding on the potential and limitations of advocacy.

### **9.5.1 Positive Factors**

The positive factors that have emerged from the case studies in terms of advocacy management are the following

- (1) In the Clean Ganga Campaign, the Sankat Mochan Foundation functioned as a nodal organisation for the movement. It sustained its activities involving a large number of professionals and young volunteers. Moreover, the core group involved in this movement functioned as a team. The professionals in the field of hydrogeology and civil engineering were actively associated with the campaign;
- (2) In the Save Shahpura Lake Campaign, there was an involvement of a cross-section of people, that is, scientists, professors, bureaucrats, executives in the public and private sectors and youth. There were three organisations which provided an institutional base to the movement, and the Youth Hostel functioned as the nodal NGO of the movement. The schools were strategically involved to make it a more people oriented campaign.

The Mudialy Fishermen's Co-operative Society case study in Calcutta shows that, initially, Dr. Ghosh started the advocacy process to convince the government about its utility. Gradually, a large number of organisations joined the movement. Moreover, Mr. Roy Chowdhary, who was assisting the co-operative on behalf of the Department of Fisheries, also joined hands with the movement and took the initiative in developing various methods of pisciculture in the recycled water. This experiment linked these fishermen with the movement as it was a source of their livelihood.

## 9.5.2 Negative Factors

Some of the negative factors that have played a role are:

- (1) In the Clean Ganga Campaign, the core team involved in advocacy functions supported it on a part-time basis since they are faculty members of Banaras Hindu University. Moreover, the other volunteers associated with the movement were also involved on a limited basis due to other commitments. As a result, there has been no long term planning for the movement. This part-time involvement has affected the systematic follow-up on the issues and interventions related to Ganga Action Plan Phase I. The documentation within the secretariat of various processes is rather poor. The campaign could not utilise the media to the fullest advantage because while there has been a lot of reporting on the Ganga Action Plan, there is very little coverage of the Clean Ganga Campaign;
- (2) In the Save Shahpura Lake Campaign, the issue was broad based, namely, the protection of lakes. However, the focus remained restricted to a single lake, Shahpura Lake. As a result, the campaign lost its momentum soon after the beginning of interventions at the lake under the direction of the government and Environmental Protection Co-ordination Organisation (EPCO). Moreover, the organisations concerned could not maintain trust and co-ordination since for each one of them, the credit for the action started by the campaign was becoming more important than the action itself, and
- (3) In the Mudiary Fishermen's Co-operative Society (MFCS) case, it was recognised that the movement was heavily dependent on a single instrument, the writ petition in the High Court. Moreover, there was more than enough dependence on individuals, such as Dr. Ghosh and Mr. Chowdhary, and on organisations, such as PUBLIC and Paschim Banga Bigan Manch, which were supporting the cause on behalf of MFCS. Gradually, differences with PUBLIC grew, and this detracted from the process to a large extent.

## 9.6 Achievement and Failures

The achievements and failures of the three experiences can be expressed in the following manner:

### 9.6.1 Major Achievements

- (1) The major achievement of the Clean Ganga Campaign can be stated in terms of a national level programme known as the Ganga Action Plan. This plan proposed several measures for the Ganga near Varanasi, and, in particular, it proposed two sewage treatment plants for the city. The foundation was represented in the Divisional Task Force on the Ganga Action Plan headed by the Commissioner of Varanasi;
- (2) In the Save Shahpura Lake case, the campaign could bring about significant changes for the improvement of the lake. The co-ordinating committee, which was set-up specifically for Shahpura Lake, developed a joint action programme involving various departments such as PHED, Fisheries, EPCO, Urban Development, etc. and NGOs. The lake at present is clean, and its surroundings are developed as a park for the citizens of Bhopal. The plan of interventions suggested by the secretariat of the campaign was accepted and incorporated into the proposal for improving Shahpura Lake, and

- (3) The Mudialy Fishermen's Co-operative is a unique example of livelihood creation out of recycled water. These ponds fetch about 300 tonnes of fish every year. In addition, these wetlands produce large quantities of vegetables and forest products. The public interest litigation suit filed to protect the wetlands by prohibiting any further construction there was decided in favour of the co-operative. The court ordered a permanent stay on any construction in the wetlands. It is a multipronged struggle and it continues with the support of many organisations. The proposed eviction of MFCS from the wetlands by the CPT is also under stay by order of the High Court.

### 9.6.2 Major Failures

The major failures of the cases documented here are:

- (1) The major failure of the Clean Ganga Campaign was weak intervention on the part of the campaign secretariat in getting Phase I of the Ganga Action Plan properly implemented. The campaign protested to make it a people's programme; however, not much change took place in the implementation process of Phase I;
- (2) Mr. M.C. Mehta filed public interest litigation with the argument that since Phase I of GAP could not perform adequately, Phase II should be completely stopped. There was no co-ordination of Mr. M.C. Mehta with the Clean Ganga Campaign, and Mr. Mehta argued the case on the basis of data he had collected himself. However, this writ favoured the campaign, and the Clean Ganga Campaign took a different turn. The campaign was strengthened to prevent any action under Phase II of GAP and was actively involved in formulating Phase II of GAP;
- (3) The Save Ganga Campaign could not develop a long term vision owing to the part-time involvement of the core team. Therefore, the secretariat and activities of the campaign reflected the short-term planning of the campaign and the Sankat Mochan Foundation;
- (4) The Save Shahpura Lake Campaign could not follow up the corrective measures taken by the concerned department and participate actively in the process. As a result, various measures related to the control of the flow of waste water into the lake could not be fully controlled;
- (5) The campaign could not keep the issue of the improvement of the lakes in and around Bhopal alive, which should have been the broader mission of the campaign secretariat, i.e., to sustain their activities for an environmentally cleaner and better Bhopal city, and
- (6) The Mudialy Fishermen's Co-operative Society could not build in-house capacities to carry on the movement. The organisations which were involved utilised their skills primarily to highlight the case of MFCS. However, no efforts have been made to build skills and systems within the co-operative to continue with the struggle. The threat and insecurity that the wetlands can be at any time captured either by the Calcutta Port Trust or the government are still alive.



## **10. BEST PRACTICES EMERGING FROM CASES**

### **10.1 Understanding the Environment**

It is important that the organisations involved in urban environmental advocacy understand the context and environment in which the advocacies are placed. This helps in making the effort relevant and in understanding the dynamics and implications of it in a proper perspective. In the Clean Ganga Campaign, the context and environment was clear in the minds of the leaders associated with it. The Ganga has a significant religious value for Hindus, and Varanasi is an important sacred town for them. The people of Varanasi were not prevented for bathing in the Ganga at Varanasi but were sensitised on the issue that the mother Ganga is getting more polluted every day and That Hindus have a responsibility to protect it from any further pollution. Based on this concept, mass support in favour of the campaign could be organised. Various artists who are sentimentally attached to the Ganga contributed to organised programmes of songs, plays and paintings.

In the Save Shahpura Lake case, contractors were becoming interested in grabbing the land around the lake, and the government was not giving adequate attention to the improvement of the lake since it involved the difficult co-ordination of various departments. Therefore, the involvement of citizens and resident bureaucrats in the process was imperative. As a result, the movement focused its attention on organising demonstrations at the lake only on weekends in order to have the participation of a large number of middle class people, mostly working with the government or as employees in the public and private sectors.

In the Mudialy Fishermen's Co-operative Society case, the people concerned with environmental issues understood the wetlands were diminishing in size due to construction of housing colonies and other developments. On the other hand, the Calcutta Port Trust, which was leasing wetlands to the MFCS, was extending the lease on a half yearly or yearly basis, which caused them to operate under very insecure conditions. CPT was also interested in taking back their land in order to acquire the increase in land value for themselves.

### **10.2 People at the Centre**

The case studies reflect the fact that in all three experiences the affected people were kept at the centre. In the Clean Ganga Campaign, the citizens of the city, who bathe in the river every day as part of their daily ritual, had their attention drawn to the issues through various cultural programmes, which enabled them to become part of the movement. However, active involvement and leadership remained with the core team composed of a few university scientists and a group of volunteers from schools, the universities and other professions.

In the Save Shahpura Lake Campaign, the major concern for the protection of the lake was expressed by voluntary agencies actively involved by highlighting the issue in newspapers. Gradually, the residents living close to the lake were mobilised to take an active part in the demonstrations. However, the major advocacy functions were performed by the secretariat and the professionals of the voluntary agencies.

The struggle for the protection of the East Calcutta Wetlands was initiated by a single person and carried out by him for at least ten years to convince the government of the importance of wetlands. Later, PUBLIC also joined the advocacy at an institutional level by filing a court case in the High Court to protect these wetlands. With the growth of fish production and the involvement of the fishermen, it became a people's movement. Here as well, however, major advocacy functions were performed by outsiders and organisations such as PUBLIC, Pashchim Bangal Bigan Manch and the West Bengal fisheries department. It is interesting to note that a government department also favoured the movement as its interests were also involved in this matter.

### **10.3 Instruments of Advocacy**

In the three selected cases documented here, there are certain instruments of advocacy which have been used either strategically or in the process of protest. In the Clean Ganga Campaign to highlight the issue and sensitise a large number of people, various activities such as Kavi Sammelan, classical music programmes and performances by folk artists were organised. This helped the movement get support from a large number of like-minded persons from various fields. In terms of focus, the Clean Ganga Campaign forwarded its memorandum to the Prime Minister to highlight it as a national issue. Moreover, alliances with various like-minded ministers and other leaders were sought in order to sustain the momentum of the protest at the government level. Mr. Digvijay Singh, the present Chief Minister of M.P., was one of the supporters of the campaign. The campaign also capitalised on the relations with professionals and environmentalists known to Mr. V.B. Mishra, a professor at BHU. This led to various articles being published in international newspapers and journals, and the BBC also prepared a documentary film on the issue. The Friends of the Ganga in Canada and Australia also undertook activities in support of the campaign.

However, the local media were not strategically utilised; various articles were published on the Ganga Action Plan, but there was very little coverage on the Clean Ganga Campaign and its objectives. Local newspapers and other state level papers provided adequate coverage on the activities of the campaign.

The Clean Ganga Campaign also utilised their professional competencies of testing and interpreting various indicators reflecting the level of water pollution in the Ganga. These data questioned the interventions undertaken under GAP. The GPD, after confrontation, accepted the authenticity of the data provided by the campaign.

In the Save Shahpura Lake case, the major instruments for highlighting the issue were to create friends in the press who could write articles on the deteriorating condition of the lake. These articles were published in vernacular as well as in national papers in English. The other instrument used by the campaign was to involve the local people and students to weed out the hyacinth on a voluntary basis. This demonstration of a large number of citizens cleaning the lake drew the attention of the local bureaucracy and a co-ordinating committee was formed to ensure necessary corrective measures.

The Mudialy Fishermen's Co-operative Society primarily depended on public interest litigation, and a writ petition was filed in the High Court to prevent any further development. The MFCS tried to maintain a good relationship with the press and the people through their nature park. The MFCS has not only organised seminars and workshops of different environmental groups and NGOs at the nature park, but it also promoted eco-tourism to sensitise people to environmental issues. Every year it organises state level wetlands day celebrations at the park to voice its view in the presence of government officers, NGOs, individuals and media persons.



## 10.4 Organisational Structure and Networking

All three advocacy processes took place under organisational banners, which has been considered to be a major strength for institutionalising and sustaining the protests. The Clean Ganga Campaign decided that the Sankat Mochan Foundation would be the secretariat of the campaign. A team of professionals was responsible for the overall management of the secretariat with clear-cut responsibilities. The secretariat built a team of volunteers, who performed various functions related to the campaign. The major networking relationship has been with various departments involved in the implementation, along with the Ganga Project Directorate.

In the Save Shahpura Lake Campaign, the Youth Hostel functioned as the secretariat. The secretary of the Youth Hostel, along with a few active members, managed correspondence, meetings and studies. The major networking relationship of the secretariat was with two other organisations in Bhopal, namely, the Society for Environmental Conservation and the National Centre for Human Settlements and Environment (NCHSE). The three organisations complemented each other. The campaign management and action programme were looked after by the Youth Hostel, technical studies were conducted by the Society for Environmental Conservation and NCHSE provided overall leadership and managed the bureaucracy in co-ordination meetings.

The Mudialy is a co-operative of fishermen, and its core team maintained rapport with Dr. Ghosh for his help on the issue of wetlands and also for understanding technical issues. Mr. Roy Chowdhary helped the MFCS to improve pisciculture. The MFCS functions as a platform for various advocacy processes. MFCS also invites the other fishermen from the wetlands, either registered as a co-operative society or otherwise, to share their concerns as well as to broaden their base for effective advocacy.



## 11. SKILLS IN ADVOCACY

The skills necessary for advocacy have various dimensions. In any advocacy, doing skills, people related skills, knowledge related skills and system related skills are all essential. Some of the distinctive skills which are apparent in the experiences reviewed here are described below:

### 11.1 Scientific Knowledge

In all three experiences, there was a strong element of scientific knowledge, which was used as a powerful instrument to reveal facts to the people as well as to power centres. In the Clean Ganga Campaign, there were three professors, Dr. VB. Mishra, Dr S.N. Upadhyay and Dr. S.K. Mishra, who are specialists in hydraulic engineering, chemical engineering and civil engineering respectively. These individuals conducted various studies on water quality and pollution levels and revealed various factors related to the deteriorating condition of the river. The foundation also skilfully managed a very sophisticated lab, which provides accurate data on multiple indicators to measure the pollution level in the Ganga water. The data are analysed at the laboratory and also shared with the concerned authorities and departments.

In the Save Shahpura Lake Campaign, soon after the mass fish kill, the Society for Environmental Conservation conducted a study on the limnological status of the lake. The data and analysis were shared with the people, and such scientific facts were helpful in mobilising them. Similarly, NCHSE also constituted a team, which surveyed the surrounding areas and sources of contamination. The survey report was helpful in drafting a charter of demands for consideration by the government.

With the Mudialy Fishermen's Co-operative Society, two of the experts, Dr.Ghosh, Ex-Executive Engineer of CMWSA, and Mr. Mukut Roy Chowdhary were government officials from the Department of Fisheries. Because of them, various technical reports on the mechanism of waste recycling by the wetlands were published. The scientific knowledge about toxicity and BOD context was imparted to the MFCS members by them as well. The CPT asked NEERI to conduct a study on the toxic level in the water being used for pisciculture and concluded that the fish of the MFCS were not fit for consumption due to a high toxic level. The Secretary from the fisheries department, however, quoted the same data of the NEERI and proved that the toxic level was within the permissible limit.

### 11.2 Media Management

The case studies developed of these three different experiences do not reflect any specific focus on media management. However, the Save Shahpura Lake Campaign consciously decided to use the media for highlighting the issue at the local level. The core group of the campaign identified friendly journalists and with their help expanded relationships with other journalists. In almost all Bhopal newspapers and those published in Madhya Pradesh, there was regular reporting of developments of the campaign. The Save Shahpura Lake Campaign also prepared more interesting articles on the lakes around Bhopal and highlighted the issues of concern in the national newspapers, the Sundry Mail and the Indian Express.

Debate on the use of an insect that eats up hyacinth was also carried out in the newspapers when the government decided to use a particular kind of fish which eats hyacinth from the lake. The secretariat of the Save Shahpura Lake Campaign opposed this genetically engineered micro-organism (GEMS) process and published several articles in the newspaper regarding its long term effects. The NCHSE took a lead role in pursuing the matter with the government. This helped in building a common understanding on the issue, and finally government decided against the fish to control hyacinth growth.

In the Mudialy Fishermen's Co-operative Society case, the lead in publishing articles in newspapers was managed by the organisations involved with it, such as PUBLIC and the forum of NGOs. Gradually, the member of MFCS also started dealing with the press to provide them with scientific and truthful information to strengthen their fight over the issue. A documentary film on the MFCS, The Other Wealth, has recently been prepared by Sudipto Sen.

### 11.3 Style of Organisation

It is also useful to understand the style of organisation of the three cases. The Clean Ganga Campaign has been operated through the Sankat Mochan Foundation, which is a registered society. The secretariat has its own offices with facilities for meetings. The water quality testing lab is also established near the offices of the foundation. Therefore, the concerned members look after the activities of the foundation as well as that of the lab. Because the laboratory demands regular monitoring of data, the core team members visit the laboratory and the foundation every day.

The team has a clear cut division of responsibilities. Mr. S.N. Upadhyay, who is a chemical engineer, looks after the laboratory for monitoring and analysing the data on the water samples collected from upstream and downstream at various points regularly. Prof. V.B. Mishra, who is the leader of the group, participates in meetings and prepares write-ups for circulation and publication. Prof. Upadhyay develops rapport with the experts, professionals, bureaucrats and politicians to utilise their services for the campaign. Prof. S.K. Mishra is a civil engineer. Therefore, all possible planning for interventions related to disposal of sewage downstream are his responsibility. The Clean Ganga Campaign has suggested various alternative methods of sewage treatment and has conducted studies and surveys.

The arrangements at the Foundation in general are informal; however, great respect is given to Prof. Mishra as a teacher, leader and also as a Mahant or trustee of the foundation. There are a few regular staff, such as a water analyst in the laboratory, but, otherwise, most of the people associated with the campaign come over to the secretariat in the evenings. The motivation level of the volunteers and team workers is quite high.

The Save Shahpura Lake Campaign's secretariat was the Youth Hostel of Bhopal. The Youth Hostel itself is an organisation of volunteer members who are young and employed. All correspondence was initiated from the secretariat, which maintained proper files to keep records of the letters issued and received, as well as copies of the surveys and technical reports and news clippings on Shahpura Lake. The secretariat was managed by Mr. Vivek Sharma, who was the Secretary of the Youth Hostel and was an employee of the NCHSE. Mr. Sharma was also a member of the Society for Environmental Conservation, who could therefore, ensure co-ordination among the three organisations.

The workers of the Mudialy Fishermen's Co-operative operate in a participatory and democratic manner. However, the active role in this movement has been played by not more than one-fifth of the membership. The office of the co-operative maintains relationships with the outside NGOs and institutions on the issues of wetlands. The MFCS works very closely with Dr. Dhrujoti Ghosh and Mukut Roy Chowdhary on technical issues of wetlands and organisational policy issues.



## **12. SYSTEM IN ADVOCACY**

Systems in any sustained activity are important for enhancing efficiency as well as for enabling those involved in the activity to face any kind of situation. Therefore, it is here relevant to analyse some of the systems organised in the case studies.

### **12.1 Data Management System**

The data of the Clean Ganga Campaign related particularly to water quality over a long period of time and the data base became a useful repository of information for the analysis of the growing levels of pollution. The SMF also maintains data about its activities, visitors, major programmes organised, etc. There is an annual report of the SMF for the year 1990, which provides details of the activities. There is also a small library which keeps all related documents and reference materials. While the laboratory has been equipped with a computer, it has not been used for general day to day management. It is used only for water quality data storage and processing.

The secretariat of the Save Shahpura Lake Campaign had a very short life, since it ceased to operate as after the takeover of the lake for improvement by the government. Consequently, its files moved with the Secretary of the Youth Hostel. There is a record of the people who volunteered their services at the lake as a demonstration of protest. However, this record is not systematically kept.

The Mudialy Fishermen's Co-operative Society keeps data related to fish catch, sale and profits. They have also listed the total number and varieties of flora and fauna of their nature park. The other data pertaining to scientific and technical issues and other issues of the wetlands are with Dr. Ghosh and Mr. Chowdhary. The NGOs involved with this movement also maintain documentation regarding this issue. The information related to technical studies and various advocacy processes are maintained with Dr. Ghosh or are available from the forum of NGOs.

### **12.2 Organisational Management Systems**

The organisational management systems in the cases of the Clean Ganga and Save Shahpura Lake Campaigns are quite poor. This is primarily due to the part-time involvement of the core team in the case of the Clean Ganga Campaign (CGC) and short-term objectives in the case of Save Shahpura Lake (SSL). There is no permanent staff in both cases, so there has been only limited skills upgrading, and there is no representation from the social science stream within the secretariats. The CGC has a medium term training plan for schools and voluntary agencies on environmental issues; however, proper planning has not been done. Therefore, more organisation of specific management systems will be necessary to run regular training programmes. Staffing, training and fund raising are important areas of system development.

The Mudialy Fishermen's Co-operative Society largely focuses its management on fishing and related activities. The co-operative functions in a democratic manner; however, the elected executive members look after the administration and accounts.

### 12.3 Knowledge Related Systems

The knowledge related systems in advocacy mean that the secretariats of the campaigns build bases of knowledge into a system which could be useful for further study as well as for an instrument in advocacy. The Clean Ganga Campaign is a good example of maintaining a knowledge related system. It conducted various research studies on the Ganga, which were published and utilised to strengthen its stand on the issue. The Clean Ganga Campaign also organised national and international seminars to share knowledge as well as to obtain external insights on the issues. A number of eminent environmentalists, nuclear scientists and other professionals were invited to conduct studies or to interpret the data and studies conducted by the CGC. As a result, CGC prepared a note on the technological options available around the world for sewage treatment and their viability and cost effectiveness in the local context.

The Save Shahpura Lake Campaign also built a knowledge based system by inviting interested organisations to conduct studies on the status of the lake. Moreover, the Society for Environmental Conservation had a team of experts in limnology, who conducted various surveys on this lake, as well as other lakes near Bhopal, to broaden their knowledge base. One such study entitled "Hydrobiological Survey of Some Habitats of Migratory Wetland Birds in and around Bhopal" was conducted by the society on behalf of the MP Council of Science and Technology.

The knowledge related systems of Mudialy Fishermen's Co-operative have been action oriented. Mr. Mukut Roy Chowdhary developed an indigenous system for pisciculture utilising recycled water, which retained nutrients for pisciculture. This method was found to be quite successful, as the yield per hectare jumped almost five times. Dr. Ghosh conducted studies on the importance of the wetlands and recycling of the wastes and published technical papers on wetlands issues. The MFCS fishermen are also well acquainted the scientific knowledge of the toxicity level of the water, BOD content and the indigenous methods of reducing/treating them, primarily owing to the efforts of Dr. Ghosh and Mr. Roy Chowdhary. The MFCS also invited several nature clubs and environmental groups to hold seminars on the issues of wetlands and their eco-system. The West Bengal Science Forum was one of them. The MFSC also conducts in its nature park eco-tourism, a familiarisation with the ecosystem and diversified flora and fauna of the wetlands, for school children's nature clubs and for interested individuals and institutions.



## **13. SUSTAINABILITY AND REPLICABILITY ELEMENTS**

The advocacy processes undertaken in these three experiences also have some elements of sustainability and scaling up. Analysis of such elements helps develop more relevant programme design and support services to strengthen civil society movements in the urban context on a wider scale. Some of the elements are discussed below:

### **13.1 Issues and the People's Role**

The issue of prevention of untreated sewage disposal into the Ganga near Varanasi has a specific relevance in the urban context considering the sizeable number of citizens of Varanasi and religious tourists who bathe in the Ganga there. The existing drainage and sewage disposal system not only needs repair, but, rather, major improvements in order to cater to the growing needs of the city and to provide a cleaner environment for the citizens of Varanasi. The campaign has been able to involve a large number of citizens to take an active part in the advocacy. Moreover, most of the important professionals and eminent citizens of the town are associated with it. Therefore, the campaign has a strong element of sustainability as far as the people's role is concerned.

In the Save Shahpura Lake Campaign, the issue was local and restricted to only one of the small lakes of the city. Moreover, the mission of the campaign was also very limited so that no strong elements of sustainability can be seen. The people who are most affected by the deteriorating conditions of the lake were not at the centre of the advocacy, although they were a part of it. The advocacy process was primarily managed by the professionals of the three organisations actively involved in the campaign. Therefore, the whole campaign cannot be termed as a sound sustainable campaign.

The Mudiary Fishermen's Co-operative Society also has a very specific and clear issue that the wetlands should be protected for the city of Calcutta as well as for the livelihood of the fishermen associated with the wetlands. It is true that the whole issue of protection of wetlands has been raised by concerned professionals, particularly Mr. D Ghosh. However, the MFCS has provided strong support to them. This support provided adequate legitimacy to the campaign. The movement has sustainable elements, although the weak capacity of MFCS to handle complex issues related to advocacy prohibit sustainability in terms of self reliance.

### **13.2 External or Internal Support Inputs**

The nature of support provided to a movement also makes a significant contribution to the sustainability of a campaign. The Clean Ganga Campaign is largely dependent on internal human resources and competencies. Nevertheless, many national and international experts have been associated with the movement. The financial resources supporting the campaign are from the funds provided by the Swedish Development Agency for the laboratory as well as donations provided to the Sankat Mochan Foundation by well-wishers. The campaign has been offered financial support by various donor agencies. However, they have not accepted any other funds as yet. The external support to the campaign is primarily professional guidance. This support complements the existing in-house scientific skills available with the team of the Clean Ganga Campaign.

In the Save Shahpura Lake movement, the advocacy has been dependent on local resources for a very local level issue. However, the campaign utilised the professional services of various people from the town who are also residents of the city. The movement, therefore, is dependent more upon internal resources with relatively little support from like-minded friends in the press, from scientists or from research scholars at the university.

The Mudialy Fishermen's Co-operative Society is an example of external and internal support. The issue of wetlands protection has been raised by many environmentalists and action oriented organisations. However, the inner strength of the movement is the unity of the fishermen and their strong trust in their co-operative. Gradually, the core group members of the society are building their capacities for managing the media, research and the movement.

### **13.3 Area Specific/Generalised Advocacy**

The advocacy process in the Clean Ganga Campaign is area specific. However, it can have wider implications at the national level. As a result, the Ganga Action Plan does not pertain to Varanasi only but covers all possible cities and towns on the banks of the Ganga. The focus of the advocacy, however, is to ensure proper implementation of the GAP for Varanasi. The campaign representatives take active part in Divisional Task Force meetings of the GAP.

The Save Shahpura Lake campaign is a very specific advocacy process, which is limited to the area surrounding Lake Shahpura. Thus, the advocacy process related to MFCS is area specific, as the advocacy attempts to protect the wetlands of Calcutta. However, the advocacy has taken on national importance due to the issue of protection of a system of waste recycling that is of much broader concern in the urban context.

### **13.4 Potential for Replication**

The issues raised by the Clean Ganga Campaign and Mudialy Fishermen's Co-operative Society have much wider implications for urban planning and management. These two experiences have a high degree of sustainability, and, therefore, they have strong potential for replicability. The issues dealt with in both the cases have wider implications of advocacy in influencing power centres at a higher level, namely, the state and central levels. The clarity of issues and the combination of expertise and geographical specificity can be found in both cases.

The potential of the advocacy process for replication in the case of Save Shahpura Lake is limited as it has weak sustainability elements. However, the issue that the lake should be protected and improved has a wider potential for replication in many other sectors, namely, the improvement of parks, drainage systems, garbage collection and disposal, etc. because of the very localised and specific nature of advocacy. The potential for replication of the experience only for the improvement of lakes would be limited.

## **14. SOME OTHER EXPERIENCES OF URBAN ENVIRONMENTAL ADVOCACY**

With a view to more diversity of experience in urban environmental advocacy, eleven more cases have been documented to build a national level strategy for capacity building and institutional strengthening. These experiences are very significant. However, these have been documented in brief, focusing on the issue of advocacy, instruments of advocacy, the people involved in the process, its impact vis-à-vis elements of sustainability and replicability.

### **14.1 Salient features of the advocacy related experiences for planning Capacity Building strategies**

The advocacy experiences of such NGOs and institutions represent a mixture of approaches with varied instruments adapted in their advocacy campaigns, with different organisational structures and with varied processes of networking. They also reflect the nature of skills in advocacy regarding scientific knowledge and establishing advocacy related systems of these organisations. The summary analysis of the eleven case studies presented in the table highlights some of the above issues in terms of their effectiveness and weaknesses. They can be substantiated in the findings of the detailed case studies and used in formulating overall capacity building strategies. Some of the salient features emerging out of analysis are given in the following paragraphs.

First, the experiences reveal that a number of NGOs have advocacy campaigns limited to specific local issues (as in the cases of Kalpavriksh, Exnora, Srishti, RBSS, WBTMU and Nirwana Hakk), while some other NGOs have a diversified range of advocacy issues which they are trying to address at the same time. Although in the above mentioned examples, the understanding of the concept of advocacy is somewhat restricted to campaigning movements, the remaining cases show a lack of proper integration of all the issues and of their relevance. Therefore, such cases do not reflect a proper perspective on advocacy in relation to total urban environmental development.

The process instruments of advocacy also range from information dissemination and mass mobilisation to rallies, demonstrations, etc. (e.g., the cases of RBSS, Nirwana Hakk, INTACH, Kalpavriksh) to filing public interest writ petitions and litigation on behalf of the affected groups (e.g., PUBLIC, INTACH, WBTMU) or through media campaigns like INTACH, WBTMU, RBSS and PUBLIC. In almost all the cases, the leadership of the campaign has been maintained by the concerned NGOs, and only a few have delegated responsibility to the community vis-à-vis their empowerment so as to give the advocacy campaign a sustainable character (like that of BCC, Exnora, Unnayan, Nirwana Hakk). The lack of proper efforts in building a second line of leadership and strengthening the local groups result in failures in sustainability as well as replicability. This is reflected in the case of Unnayan (Chinnamed Srmjibi Adhikar Samiti), whereas proper capacity building and training inputs contribute to the effectiveness of the cases of BCC (United Way, Exnora (Civic Exnora) and Nirwana Hakk Suraksha Samiti (Footpath Vasi Kruti Samiti).

Networking with other NGOs and institutions and forming a forum for group effort in an advocacy campaign is reflected in the cases of PUBLIC, INTACH, Kalpavriksh, Unnayan, BCC, Nirwana Hakk, Srishti and WBTMU. Cases such as Exnora and RBSS show relatively little interaction with like minded groups. Nevertheless, almost all of these cases reflect limited skills in managing advocacy effectively owing to their limited exposure and orientation.

Apart from a few cases like those of PUBLIC, INTACH, Unnayan, Srishti and Kalpavriksh, the other NGOs and institutions have not directly been involved in conducting or organising scientific research or using it for their advocacy. Thus, the basic strength of advocacy is not substantiated by ample scientific knowledge as reflected in several of their issues. Furthermore, the lack of sensitivity regarding people's knowledge as an important source of empowerment is also evident in the cases of Exnora, Srishti, BCC, and WBTMU. Managing or using the scientific knowledge and research findings for strengthening the advocacy is also an important factor which has become evident from the above cases.

Similarly, the lack of advocacy related systems regarding formulation of documentation and information, proper organisational and institutional management and of proper institutionalisation of the processes is evident in almost all the cases. Except for PUBLIC, INTACH, Kalpavriksh, BCC, and, to some extent, Unnayan, none of the other NGOs have been able to develop any substantial advocacy related systems. The need for the systems of strategic planning noted in the previous chapter is further substantiated by these cases.

To summarise the analysis of such diverse experiences, the following can be mentioned:

- (1) There is a need to build the perspective of NGOs involved in advocacy on the relevance and effectiveness of such an important instrument of protest;
- (2) There is need to enhance capacities of the staff of NGOs regarding various forms and instruments related to advocacy, movements and campaigns;
- (3) The need for scientific research to strengthen the position taken by NGOs is important. It will help NGOs either to build internal capacities or to look for meaningful collaboration with experts or organisations, and
- (4) Weak systems and a poor data base also influence NGOs to play advocacy roles more effectively as most of their rich experiences remain unutilised for strengthening their position or for sharing with like-minded groups in a strategic networking relationship.

## **TABLES**

**Comparative analysis of the case studies**

**Salient Best Practices from the case studies**

**Salient features of the other experience in Urban Environmental advocacy**

TABLE 1

## COMPARATIVE ANALYSIS OF THE CASE STUDIES

Clean Ganga Campaign, Varanasi

OBJECTIVE OF THE ADVOCACY	CONTEXT OF ADVOCACY	FACTORS IN THE EFFECTIVENESS		REPLICABILITY SCALING UP	
		ADVOCACY PROCESS/ INSTRUMENTS	POSITIVE		NEGATIVE
To prevent untreated sewage disposal in Ganga at Varanasi and proper management of sewage within the city.	Varanasi is an important and religious city for Hindus. Thousands of residents and visitors bathe in the holy Ganga every day. Therefore, the secretariat demanded that untreated disposal of sewage in Ganga should be stopped.	<ul style="list-style-type: none"> <li>Memorandum to the Prime Minister for providing high priority to Ganga cleaning.</li> <li>Awareness among citizens/ students on environmental issues/to broaden the base for movement.</li> <li>Technical studies on water quality.</li> <li>To challenge government's data on pollution levels in Ganga.</li> <li>Organised a public hearing on environment development at Varanasi.</li> </ul>	<ul style="list-style-type: none"> <li>Sustained activities through a large base of professionals/ volunteers.</li> <li>Secretariat functioned as a strong team.</li> <li>In-house expertise on water analysis, civil engineering and various other technical areas.</li> </ul>	<ul style="list-style-type: none"> <li>Team of part-time workers restricts long term vision.</li> <li>Use of limited instruments of advocacy to highlight the issue.</li> <li>Poor documentation of process within the secretariat to be utilised for effective advocacy and experience sharing.</li> </ul>	
WOMEN'S ROLE	ACHIEVEMENTS	FAILURES	SUSTAINABILITY/ IMPACT		
There is a women's wing of the campaign and an old freedom fighter took the leadership.	<ul style="list-style-type: none"> <li>Government announced GAP on the basis of memorandum submitted by the campaign secretariat.</li> <li>Questioned the authenticity of data on pollution in Ganga through their own data base.</li> <li>Planning for Phase II of GAP with the campaign secretariat for Varanasi.</li> </ul>	<ul style="list-style-type: none"> <li>Phase I could not be implemented properly even though the campaign was actively involved.</li> <li>Long term planning of the campaign could not emerge due to part-time involvement of team.</li> <li>The campaign could not build a network of NGOs interested on this issue in or around Varanasi.</li> </ul>	<ul style="list-style-type: none"> <li>The campaign integrated people's participation in a highly target oriented Ganga Action Plan.</li> <li>The Phase II or GAP is being developed along with the campaign/SMP.</li> <li>More authentic data on the pollution in Ganga is being generated by the campaign.</li> <li>Involvement of local people and local resources highlights its sustainability.</li> </ul>	<ul style="list-style-type: none"> <li>The experiment has a high potential for replication in many other cities being covered under the GAP.</li> </ul>	

Save Shahpura Lake, Bhopal

OBJECTIVE OF THE ADVOCACY	CONTEXT OF ADVOCACY	FACTORS IN THE EFFECTIVENESS	
		POSITIVE	NEGATIVE
To protect lake from pollution and convert its surroundings into a community recreation centre.	Bhopal is a city of lakes therefore, the environment has a significant relationship with the condition of lakes. About 60% of the water supply is through the Upper lake of Bhopal. The growing negligence of the government for the maintenance of lakes and vested interests of the land brokers on the lands around the lake was the context to start the campaign.	<ul style="list-style-type: none"> <li>● Involvement of cross-section of people — children, youth, bureaucrats, professionals.</li> <li>● Secretariat functioned in a networking relationship with other two NGOs.</li> <li>● Bureaucracy was approached at a very high level. i.e. Chief Secretary of MP was influenced to constitute a coordination committee.</li> </ul>	<ul style="list-style-type: none"> <li>● Weak long-term plan as lake sec-retariat is nonexistent.</li> <li>● Due to limited perspective, the advocacy could not bring sustainable change in the context of lake improvement in Bhopal.</li> <li>● Internal tensions weakened coordination with the secretariat as each of the organisation wanted to steal the show.</li> </ul>
		<ul style="list-style-type: none"> <li>● Regular reporting in local newspaper on deteriorating conditions of the lake after the mass fish kill in Shahpur lake.</li> <li>● Demonstration of the citizens of the city on the lake and voluntary efforts to remove the hyacinth.</li> <li>● Active participation in the coordination committee setup by the government on the lake improvement.</li> </ul>	<ul style="list-style-type: none"> <li>● The campaign could not follow up the corrective measures, therefore, many of the improvements are still pending.</li> <li>● The movement was short sighted, therefore it lived a short life. There are endless urban environmental problems in the city to be highlighted by the campaign.</li> </ul>
WOMEN'S ROLE	ACHIEVEMENTS	SUBSTAINABILITY/IMPACT	REPLICABILITY SCALING UP
<ul style="list-style-type: none"> <li>● Women did not play a major role in the advocacy process. However, a lady teacher was actively involved in mobilising school children for demonstration and action on the lake.</li> <li>● Preventive measures have been taken up for not discharging untreated sewage into the lake.</li> </ul>	<ul style="list-style-type: none"> <li>● The advocacy resulted in improvement in the lake as it has been a good recreation centre for the people.</li> <li>● Preventive measures have been taken up for not discharging untreated sewage into the lake.</li> </ul>	<ul style="list-style-type: none"> <li>● The major impact of the advocacy was that various concerned departments functioned in coordination and improved the lake in the short period of time.</li> <li>● The people's plan was accepted by the EPCO and it was converted into a formal project.</li> </ul>	<ul style="list-style-type: none"> <li>● The advocacy process has potential for replication in case of other lakes in Bhopal and many other cities in India.</li> <li>● Higher degree of replicability of experiment is in case of area specific local problems and issues in urban context.</li> </ul>

Mudiyall Fishermen's Co-operative Society

OBJECTIVE OF THE ADVOCACY	CONTEXT OF ADVOCACY	ADVOCACY PROCESS/ INSTRUMENTS	FACTORS IN THE EFFECTIVENESS	
			POSITIVE	NEGATIVE
<ul style="list-style-type: none"> <li>● To protect the largest and finest indigenous sewage and waste treatment and disposal system.</li> <li>● To protect livelihood of more than 250 fisherman families dependent on the wetlands.</li> </ul>	<ul style="list-style-type: none"> <li>● The wetland are gradually being converted into housing colonies, industrial estates, therefore the natural waste disposal system is in danger.</li> <li>● The Calcutta Port Trust also wants its leased land back given to the MFCS for the expansion of their own activities</li> </ul>	<ul style="list-style-type: none"> <li>● Dr. D. Ghose, an ex-engineer with the CMWSA who was convinced on the relevance of the wetlands struggled alone with the municipal ad-ministration to get it recognised as a waste recycling region.</li> <li>● PUBLIC, filed a writ petition for the prevention of any encroachment on the wetlands in Calcutta High Court.</li> <li>● The fishermen were organised to understand their stakes on the wetlands and were organised as a co-operative.</li> <li>● MFCS filed a writ petition in the High Court for their unlawful eviction proposed by Calcutta Port Trust.</li> </ul>	<ul style="list-style-type: none"> <li>● A broad issue of wetlands has been taken up for advocacy.</li> <li>● Support of two resource persons who were experts in their area helped MFCS to take a stand on the issue.</li> <li>● The affected people i.e. the fishermen are at the centre of advocacy.</li> </ul>	<ul style="list-style-type: none"> <li>● Due to weak organisational abilities of poor and illiterate fishermen, the dependence on PUBLIC or other voluntary agencies is high.</li> <li>● In the middle of advocacy, PUBLIC drifted away to pro-vide support to MFCS.</li> <li>● The advocacy management remained in the hands of the two resource persons and the forum of NGOs supporting the issues.</li> </ul>
WOMEN'S ROLE	ACHIEVEMENTS	FAILURES	SUSTAINABILITY/ IMPACT	REPLICABILITY/ SCALING UP



TABLE 2

## SALIENT BEST PRACTICES FROM THE CASE STUDIES

TECHNOLOGICAL OPTIONS	SECRETARIAT ORGANISATION	SCIENTIFIC STUDIES	ADVOCACY INSTRUMENTS MEDIA MANAGEMENT	SKILLS/SYSTEMS
<p>The campaign undertook a through investigation of available technologies in the world for sewage treatment and suggested alternatives for local adaptability and cost-effectiveness.</p>	<p>The campaign maintained data on water pollution in a time series manner and questioned the authenticity of data of the Ganga Project Directorate.</p>	<p>The campaign utilised the regional Taskforce as a forum to affect changes in the implementation. The international links were utilised to highlight the issue of advocacy at the global level.</p>	<ul style="list-style-type: none"> <li>● Team of scientists expert in water-related issues and civil engineering aspects.</li> <li>● Maintain a sophisticated lab for monitoring water quality.</li> <li>● A small library and rich photo documentation of activities.</li> </ul>	<p><b>CLEAN GANGA CAMPAIGN, VARANASI</b></p>
<p>The campaign prepared a people's plan for the improvement of lake and its surroundings. The plan was given the shape of a project by the EPCO.</p>	<p>The secretariat conducted scientific studies to determine the ecological loss in this natural lake and also identified the source of pollution to contradict government's findings on mass fish kill in the lake and work out more practical charter of demands.</p>	<p>The local as well as national newspapers were utilised to highlight the issue. Moreover, it involved eminent citizen viz. senior bureaucrats, scientists, executives etc.</p>	<ul style="list-style-type: none"> <li>● Team of youth activities, scientist and urban planners in a combination of these organisations.</li> <li>● Detailed documentation of the correspondences, research studies and status of interventions.</li> </ul>	<p><b>SHAHUPURA LAKE CAMPAIGN, BHOPAL</b></p>
<p>Dr. D. Ghosh and Mr. M. Roy Chaudhary provided alternatives for indigenous recycling of wastage and converting it into rich water for pisciculture in the wetlands.</p>	<p>The cooperative as a cohesive team of fishermen utilised the expert services of Dr. D. Ghosh and Mr. M. Roy Choudhary on the basis of their motivation and commitment for the cause.</p>	<p>Instrumentals used in the advocacy process is public interest litigation filed in the High Court to prevent any development on the wetlands.</p>	<ul style="list-style-type: none"> <li>● Cooperative of fishermen are learning technical details from their resource persons who are competent in their area i.e. waste recycling and pisciculture.</li> <li>● The systems on livelihood exist within the MFCs and on wetlands with the resource persons.</li> </ul>	<p><b>MUDIYALI FISHERMEN'S CO-OPERATIVE SOCIETY CALCUTTA</b></p>

TABLE 3

SALENT FEATURES OF THE OTHER EXPERIENCE IN URBAN ENVIRONMENTAL ADVOCACY

FOCUS OF ADVOCACY/ ADVOCACY CASE	INSTRUMENTS IN ADVOCACY (Media Management/ Technological Options etc.)	ORGANISATIONAL STRUCTURE & NETWORKING	SKILLS IN ADVOCACY (Scientific Knowledge/System of the Organisation)
A. Protection of Environment/Eco System	Public interest writ petition filed by PUBLIC in the Calcutta High Court in February 1992.	PUBLIC is a forum of individuals/ professions concerned with environmental problems and its improvement.	The organisation maintains data, records on the physical coverage of the wetland, recent developments, scientific studies of wetland prepared by scientists like Dr. Dhrubajyoti
CASE I Urban Advocacy for East Cal- cutta Wetland - PUBLIC	The campaign undertook a through study on the importance of wetland and its impact on maintaining the ecological balance of the city.	PUBLIC maintains close contact with other NGOs and individuals and exchange ideas/views about the wetland issue.	Ghosh etc. and other studies related to recycling and importance of wetland make the authorities understand its importance.
-	Campaigning through media highlighting the importance of wetlands through articles reports as well as by issuing newsletters, pamphlets.	The organisation also conducts workshop/seminar and touring of wetlands along with interested groups, individuals and concerned institutions like INTACH, USIS etc.	The organisation also maintains a through data bank on the existing land use pattern, amount of toxic waste being recycled, nature of flora and fauna present etc. of the Calcutta wetlands.
-	The advocacy campaign of PUBLIC is also based on mass mobilisation, awareness creation drive and celebrating Earth Day, Wetland day, Environment day etc. highlighting the issues of Wetland.	The campaign was initially launched by a group of concerned individuals which includes a few college and school students. The amorphous group tuck together with more concerning like-minded people and formed the 'Kaipavriksha'.	School of Planning and Architecture (SPA), has made a detailed study on the land use pattern of the Ridge area which serves as a bench mark survey for the advocacy campaigners.
CASE II	Started by an informal group of students and concerned individuals through a campaign.	The group has also interacted with the local political leader(s) and government official to promote their cause.	Kaipavriksha has also published several article including a well- researched document in a form of a booklet on the Ridge.
Save Delhi Ridge Forest Kaipavriksh	The major strategy adopted by this group was information dissemination, lobbying as well as campaigning through slide shows, lectures, rallies, formation of nature clubs in the areas as well as in the schools and colleges.		

FOCUS OF ADVOCACY/ ADVOCACY CASE	INSTRUMENTS IN ADVOCACY (Media Management/ Technological Options etc.)	ORGANISATIONAL STRUCTURE & NETWORKING	SKILLS IN ADVOCACY (Scientific Knowledge/System of the Organisation)
	<ul style="list-style-type: none"> <li>- Use of street plays, posters etc. - communication strategy to highlight their issues.</li> <li>- They also commissioned film/video clips and persuaded Doordarshan to telecast.</li> <li>- The group has been highlighting their cause through articles and other writeup through media which being favourable to this movement form the very beginning also helps in the advocacy process.</li> </ul>	<ul style="list-style-type: none"> <li>- Further networking with other organisation/NGOs having interest in environmental issues led to the formation of a NGO forum in 1990 to make the movement more systematic.</li> <li>- The forum has also sought corporate support which helps in meeting the financial expenditure of their campaign.</li> <li>- They persuaded the government to form a committee with the presentation from both the government and the public to draw a strategic planning for the Ridge.</li> </ul>	<p>They published a citizens' action guide and a complete who's who on Delhi's administration concerned with this 'green' issue, and a complete directory on its urban planning and on the laws and action against environmental crimes</p>
<p><b>CASE III</b> Environmental Impact of East Coast Road - INTACH</p>	<ul style="list-style-type: none"> <li>- INTACH launched its advocacy against the proposed East Coast road (joining Madras with Pondicherry) initially by information dissemination to the people and conducting study on the proposed project.</li> <li>- They presented their report to the State High Way Department for relevant action but the concerned State Government(s) took no action over this issue.</li> <li>- INTACH joined hands with other NGOs and sought legal action through a writ petition.</li> </ul>	<ul style="list-style-type: none"> <li>- INTACH has been in the field of environmental advocacy and promoting its cause in almost every major state of this country.</li> <li>- Regarding this issue INTACH has interacted with the local NGOs like CAG and LRSA etc. to lead this protest movement.</li> <li>- A forum of NGOs/individuals etc. has been formed to continue with this campaign.</li> </ul>	<ul style="list-style-type: none"> <li>- INTACH has conducted an indepth study on the possible impact of this proposed project reviewing its viability, cost and social cost-benefit output.</li> <li>- The organisation also has come up with a number of write up/article in the media highlighting their cause.</li> </ul>

**SKILLS IN ADVOCACY**  
(Scientific Knowledge/System of the Organisation)

**ORGANISATIONAL STRUCTURE & NETWORKING**

**INSTRUMENTS IN ADVOCACY**  
(Media Management/ Technological Options etc.)

**FOCUS OF ADVOCACY/ ADVOCACY CASE**

<p>- They formed a forum of like minded individual and NGOs to mobilise public opinion against this proposed highway.</p>		
<p>B. Solid Waste Management</p>	<p>- The advocacy campaign is based on awareness generation and creating a need to invest for a cleaner environment.</p> <p>- They emphasised on the formation of local 'self-help' groups in all the residential areas/slums for managing the participatory clean up of their surroundings.</p> <p>- They are also imparting training to the rag pickers and sweepers for sorting out the waste into recyclables, bio-degradable and non-degradable.</p>	<p>- The organisation is primarily managed by the Apex Body - The Mother Forum.</p> <p>- The local level management of each specified area is managed by the self-help group or the 'Civic Exnoras'.</p> <p>- This NGO has able to get corporate support in their endeavour and a part of their contingent expenditure is met by their financial support.</p> <p>- They maintained a good coordination with the concerned municipal authorities for the secondary collection of the garbage.</p>
<p>CASE II</p>	<p>- Initial survey of the areas and mass awareness drive for a cleaner city is the basic instruments of their advocacy campaign.</p> <p>- Their awareness generation drive involves door to door campaigning, meeting and awareness camps along with the residents and through media campaign.</p>	<p>- The programme is managed by the NGO's coordinating staffs with the help of the local resident group and identified nodal person.</p> <p>- They have joined hands with another NGO - 'Trees for life' and are promoting Vermi compost Bin' to tackle the bio-degradable at the sources itself.</p>
<p>Experiments in garbage handling for a cleaner city by Srishti.</p>		<p>- Shrishti has conducted a study on the nature and composition of the solid waste in some selected localities in Delhi, on the basis of which they have taken up their pilot project.</p> <p>- No other documents/scientific study has been conducted by them.</p>

FOCUS OF ADVOCACY/ ADVOCACY CASE	INSTRUMENTS IN ADVOCACY (Media Management/ Technological Options etc.)	ORGANISATIONAL STRUCTURE & NETWORKING	SKILLS IN ADVOCACY (Scientific Knowledge/System of the Organisation)
	<ul style="list-style-type: none"> <li>- Collection of the primary refuse from the households by the rag pickers and sweepers and after sorting out the recyclables, deposit them at places for secondary collection.</li> </ul>	<ul style="list-style-type: none"> <li>- They were able to get corporate/institutional donations to meet part of their infrastructural expenditure regarding this project.</li> <li>- They also interacted with the media for highlighting their cause through reviews, reports and articles in the newspapers.</li> </ul>	<p>The BCC also published several reports/study papers on their work regarding urban advocacy/environmental issues.</p>
<p><b>CASE IV</b> Garbage to fuel - Excell industries</p>	<ul style="list-style-type: none"> <li>- Though this industry is not directly involved in the urban environmental advocacy but their work and technological option is actively helping/promoting the cause of urban environmental advocacy campaign regarding solid waste management.</li> <li>- The process of work of the industry is to develop a simple indigenous technology to convert garbage into fuel.</li> </ul>	<ul style="list-style-type: none"> <li>- The project is run by the biochemical division of the industrial group.</li> <li>- They closely coordinate with the municipalities for the regular and smooth supply of the garbage from the collection point to the recycling plant.</li> </ul>	<p>The Bio-chemical division has developed their own methodology regarding composting the bio-degradable through both micro-biological and other chemical action. They have a research and development unit devoted to this project but since it is a business venture their knowledge is limited to the industry itself.</p>
<p><b>C. Housing &amp; Housing Rights</b> <b>CASE I</b> Urban Advocacy for Human Settlement Rights - Unnayan</p>	<ul style="list-style-type: none"> <li>- They formed a grassroots level organisation to fight for the settlement right of the labouring poors of the city.</li> <li>- Through this organisation Unnayan organised media campaign as well as rallies, campaign and presentation of information for wider dissemination.</li> </ul>	<ul style="list-style-type: none"> <li>- Unnayan formed a sister concern at the grassroots level to voice the problem of human settlement rights and eviction problem with the idea that the concept of advocacy being 'people oriented', the people will independently voice their own problem and follow-up the issues.</li> </ul>	<p>The organisation maintains a systematic data bank on various issues of urban/environmental advocacy. They also published newsletter, articles on this topic.</p>

Contd.....

FOCUS OF ADVOCACY/ ADVOCACY CASE	INSTRUMENTS IN ADVOCACY (Media Management/ Technological Options etc.)	ORGANISATIONAL STRUCTURE & NETWORKING	SKILLS IN ADVOCACY (Scientific Knowledge/System of the Organisation)
	<ul style="list-style-type: none"> <li>- They also advocate through their door to door campaign regarding the separation of bio-degradable from the non-degradable waste.</li> <li>- They also promote the use of 'vermi-compost' bin to transform the bio-degradable into compost.</li> <li>- The project works through a nodal person identified in that particular locality and a door to door garbage collection system funded by the resident themselves.</li> <li>- They are also imparting training to the garbage collectors to sort out the waste.</li> </ul>	<ul style="list-style-type: none"> <li>- They have also coordinated with the municipality for the secondary collection.</li> </ul>	
<p><b>CASE III</b> For a cleaner city - The experiments of Baroda Citizen Council (BCC)</p>	<ul style="list-style-type: none"> <li>- The process of their campaign is based on awareness generation through mass campaign, door to door interaction and formation of a small local level societies/groups for participatory cleaning up the garbage and improve the environmental sanitation.</li> </ul>	<ul style="list-style-type: none"> <li>- The programme is run by a special cell of the council.</li> <li>- The local level management of the garbage collection, disposal and other activities are managed by the local societies.</li> <li>- Coordination with the municipalities to collect the primary refuse from the collection point.</li> </ul>	<ul style="list-style-type: none"> <li>- The citizens' council in their annual report gives the broad objective, area of work, coverage etc. in an informative way.</li> <li>- The BCC also maintains a data bank on several issues ranging from demography, social structure to the financing modalities of this project.</li> </ul>

FOCUS OF ADVOCACY/ ADVOCACY CASE	INSTRUMENTS IN ADVOCACY (Media Management/ Technological Options etc.)	ORGANISATIONAL STRUCTURE & NETWORKING	SKILLS IN ADVOCACY (Scientific Knowledge/System of the Organisation)
	<p>- They highlighted this issue in the National Council for Housing Rights (NCHR) workshop at New Delhi and send their observation and recommendation to the Union Government for future implementation and modification of the Housing Policy for the target groups.</p> <p>- Unnayan also facilitates/helps the effected target groups with legal and moral support in coordination with other NGOs and institutions.</p>	<p>- Unnayan also is interlinked with several NGO's/individuals and with the help of institution/NGO like APDR and local political institution like FORWARD Block, AITUC etc. to make a dent on the government eviction policy, through litigation and moral support to the effected groups.</p>	<p>- They maintain and provide documentation services on the various environmental issues through news clipping, library, audio visuals and publications. They also helps small groups/NGOs on environmental documentation.</p> <p>- The organisation is also involved in areas like urban growth and its impact on the environment as well as pollution of the city. They have conducted and prepared several reports on this issues.</p>
<p><b>CASE II</b> Movement on Housing Rights for slum dwellers - Nirwana Hakk Suraksha Samity (WHSS)</p>	<p>- The organisation based its advocacy campaign on mass mobilisation and formation of local groups at the grassroot level.</p> <p>- They filed public interest writ petition against the demolition drive of the State Government at the High Court.</p> <p>- The adopted mass struggle including, dharna, hunger strike, morchas, rallies and demonstration. Their communication strategy also includes street plays and performances at public places.</p>	<p>- The organisation is a forum of 26 organisation working on housing rights/eviction problems for the slum dwellers.</p> <p>- The forum also network with like-minded individuals, important personalities and local residents association to organise their struggle.</p>	<p>- No scientific documentation process being adopted by the forum as such, nor do they keep the routine record of their activities.</p> <p>- Apart from the media reports the organisation occasionally brings out posters and leaflets highlighting their cause.</p>

FOCUS OF ADVOCACY/ ADVOCACY CASE	INSTRUMENTS IN ADVOCACY (Media Management/ Technological Options etc.)	ORGANISATIONAL STRUCTURE & NETWORKING	SKILLS IN ADVOCACY (Scientific Knowledge/System of the Organisation)
D. Industrial/Environmental Pollution	The advocacy campaign is based on information dissemination and involve the local people to make it a non-partisan effort.	The information of this forum is spontaneous and instigated by an Editor of an local newspaper and an local advocate.	The Editor of the local daily makes a fact-finding study and evaluate its potentialities regarding environmental pollution and other hazards.
CASE I Environmental pollution of a Copper Plant at Ratnagiri - Ratnagiri Bachao Sangarsh Samity (RBSS)	The basic strategy of this campaign is protest, demonstration, rallies and mass petition to the State Government.  The involvement of media with this campaign is an important contributory factor for its success. The local newspaper highlights the cause through news and articles.	This forum also networks with like-minded individuals, important local personalities, and local groups to organise the struggle.	Since the whole advocacy campaign is very spontaneous, localised and based on a local issue, no such documentation or other scientific studies have been undertaken by this forum. Though, a number of scientific and other data have been collected by them for information dissemination and awareness generation campaign.
CASE II Calcutta Tanneries Movement - West Bengal Tanneries Majdoor Union (MPTMU)	Their advocacy campaign is based on inter-personal interactions, groups demonstration, dharna, rallies and petitions.  They also highlighted their case regarding environmental improvement, need of basic services through media and also through video coverages etc.	The WBTMU has been initially formed, based on two major issues-to get the minimum wage and bonus for the tannery workers.  WBTMU in its advocacy campaign against the proposed shift of the Tannery has joined hand with several citizen group and NGO like Nagarik Manch, PUBLIC etc. and fighting against the shift of the factories.	An study on the occupational health hazards of the tannery workers has been carried out by Dr. S. Das on the behalf of NMBC and submitted it to the Government Health Department.  Furthermore Dr. Das along with some environmentalist group tried to focus on these environmental hazards in these area through research work and media campaign.



FOCUS OF ADVOCACY/ ADVOCACY CASE	INSTRUMENTS IN ADVOCACY (Media Management/ Technological Options etc.)	ORGANISATIONAL STRUCTURE & NETWORKING	SKILLS IN ADVOCACY (Scientific Knowledge/System of the Organisation)
<p>CASE II</p> <p>Calcutta Tanneries Movement - West Bengal Tanneries Majdoor/ Union (MPTMU)</p>	<p>- The National Environmental Engineering Research Institute (NEERI) and Central Leather Research Institute (CLRI) has carried out several studies on the existing pollution/environmental hazard present in this area and their possible solution.</p>	<p>- A study by UNDP has also been undertaken about the treatment of the chemical and other waste/ effluent management of this area.</p>	<p>- The WBTMU though it does not contribute any detailed reports or data base maintains a data bank/ from the secondary sources regarding this issue.</p>