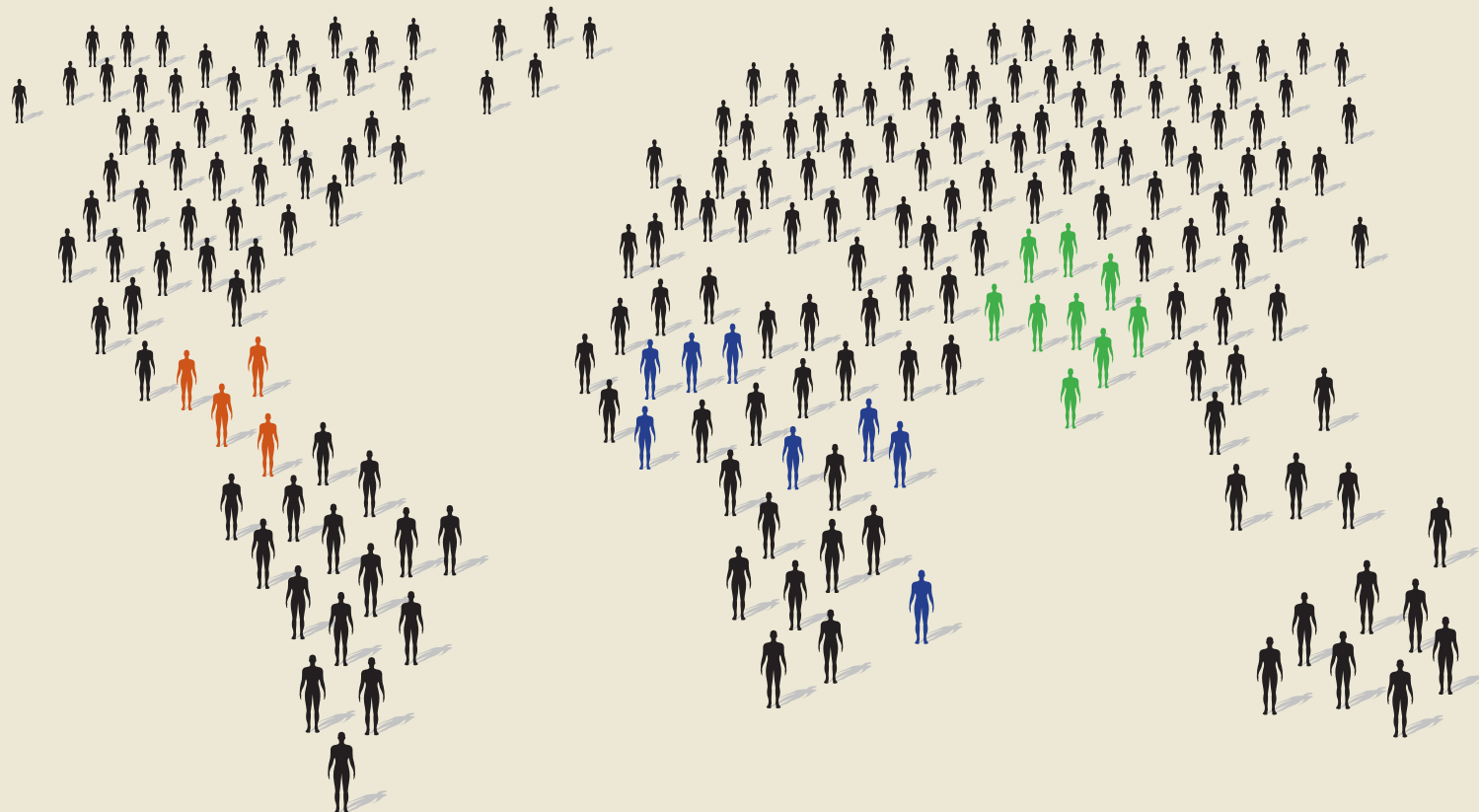# Learning from experience

Rights and governance advocacy in the water and sanitation sector

Freshwater Action Network/WaterAid
Governance and Transparency Fund

WaterAid

FAN
Freshwater Action Network

28 / 14 partners in countries

CENTRAL AMERICA

Association for water and environment (ARCA) - **San José, Costa Rica**

Environmental and Natural Resources Law Centre (CEDARENA) – **San José, Costa Rica**

Asociación Agua del Pueblo (AADP) – **Quetzaltenango, Guatemala**

Asociación Hondureña de Juntas Administradoras de Sistemas de Agua (AHJASA) – **Tegucigalpa, Honduras**

Grupo de Promoción de Agricultura Ecológica (SIMAS/GPAE) – **Managua, Nicaragua**

AFRICA

Associations and NGOs Network in the Water, Hygiene and Sanitation Sector (CCEPA) – **Ouagadougou, Burkina Faso**

Information and Communication Network on Water, Hygiene and Sanitation (RICHE) – **Ouagadougou, Burkina Faso**

Water and Sanitation Forum (WSF) through the Christian Relief and Development Association (CRDA) - **Addis Ababa, Ethiopia**

Association of Water and Sanitation Development Boards (AWSDB) – **Tamale, Ghana**

Ghana Coalition of NGOs in the Water and Sanitation Sector (CONIWAS) – **Accra, Ghana**

African Civil Society Network on Water and Sanitation (ANEW) – **Nairobi, Kenya**

Kenya Water and Sanitation Network (KEWASNET) - **Nairobi, Kenya**

Regional Local Government – **Antananarivo, Madagascar**

WASH Analamanga Committee Diorano – **Antananarivo, Madagascar**

Coalition for Access to Water, Sanitation and Hygiene (CAEPHA) – **Bamako, Mali**

National Steering Committee for the International Campaign for Water, Sanitation and Hygiene (CN-CIEPA) – **Bamako, Mali**

Dadur Bol Development Association (DBOLDA) – **Langtang North, Nigeria**

National Network on Water and Sanitation (NEWSAN) – **Benin City, Nigeria**

Women Empowerment in Nigeria (WEIN) – **Yoruba Road, Kaduna, Nigeria**

Association for Cooperative Operations Research and Development (ACORD) - **Mbarara, Uganda**

Association of Professional Environmentalists (NAPE) – **Kampala, Uganda**

Community Integrated Development Initiatives (CIDI) – **Muyenga, Uganda**

Health through Water and Sanitation (HEWASA) – **Diocese of Fort Portal, Uganda**

ASIA

NGO Forum for Drinking Water Supply and Sanitation – **Dhaka, Bangladesh**

Centre for Rural Studies and Development (CRSD) – **Anantapur, India**

Gram Vikas – **Ganjam, Orissa, India**

Modern Architects for Rural India (MARI) – **Warangal, Andhra Pradesh, India**

Society for Advancement in Tribe, Health, Education and Environment (SATHEE) – **Godda, Jharkhand, India**

Kolleen Bouchane
Freshwater Action Network Advocacy, Action and Learning Officer
With Hilary Coulby

March 2011

Acknowledgements

Contents

1} BACKGROUND AND CONTEXT

In 2006, the UK Government's Department for International Development (DFID) released a white paper, *Making governance work for the poor*[1], highlighting the relationship between governance and poverty, outlining a framework for improving governance and creating a fund to support this work[2].

In September 2007, the UN High Commissioner for Human Rights presented a study to the Human Rights Council on the scope and content of the relevant human rights obligations related to equitable access to safe drinking water, and subsequently appointed an independent expert to study these issues. In part because of the consultations and research conducted and the attention focused on these issues by the independent expert, in July 2010 the UN General Assembly adopted a resolution recognising the human right to water[3]. Less than three months later, the United Nations Human Rights Council went a step further and affirmed that 'the right to water and sanitation[4]

is contained in existing human rights treaties, and that states have the primary responsibility to ensure the full realisation of this and all other basic human rights[5].' In this rapidly progressing environment the new FAN and WaterAid partnership on rights and governance advocacy was created and has flourished. Leveraging the expertise of local Civil Society Organisations (CSOs) and networks in 14 countries, the programme has one overarching aim:

To increase the capacity, resources and voice of civil society 'policy communities', including marginalised groups, to participate in effective and inclusive evidence-based dialogues with decision-makers in the water and sanitation arena and build pressure to secure pro-poor service delivery.

This aim is broken down into four outputs - see Figure 1.

WaterAid and FAN began this programme of work not only to achieve the above aim but also to learn how changes

Output one

Strong and well-functioning CSOs and CSO networks capable of influencing the design, implementation and evaluation of effective WASH policies at all levels.

Output two

CSOs, including those representing marginalised groups, are effectively engaging in decision-making processes affecting the WASH sector.

Output four

Governments and service providers are more accountable to (willing and able) citizens and end users in the WASH sector.

Output three

Informed and empowered people are better able to demand accountability and responsiveness from governments and service providers in the WASH sector.
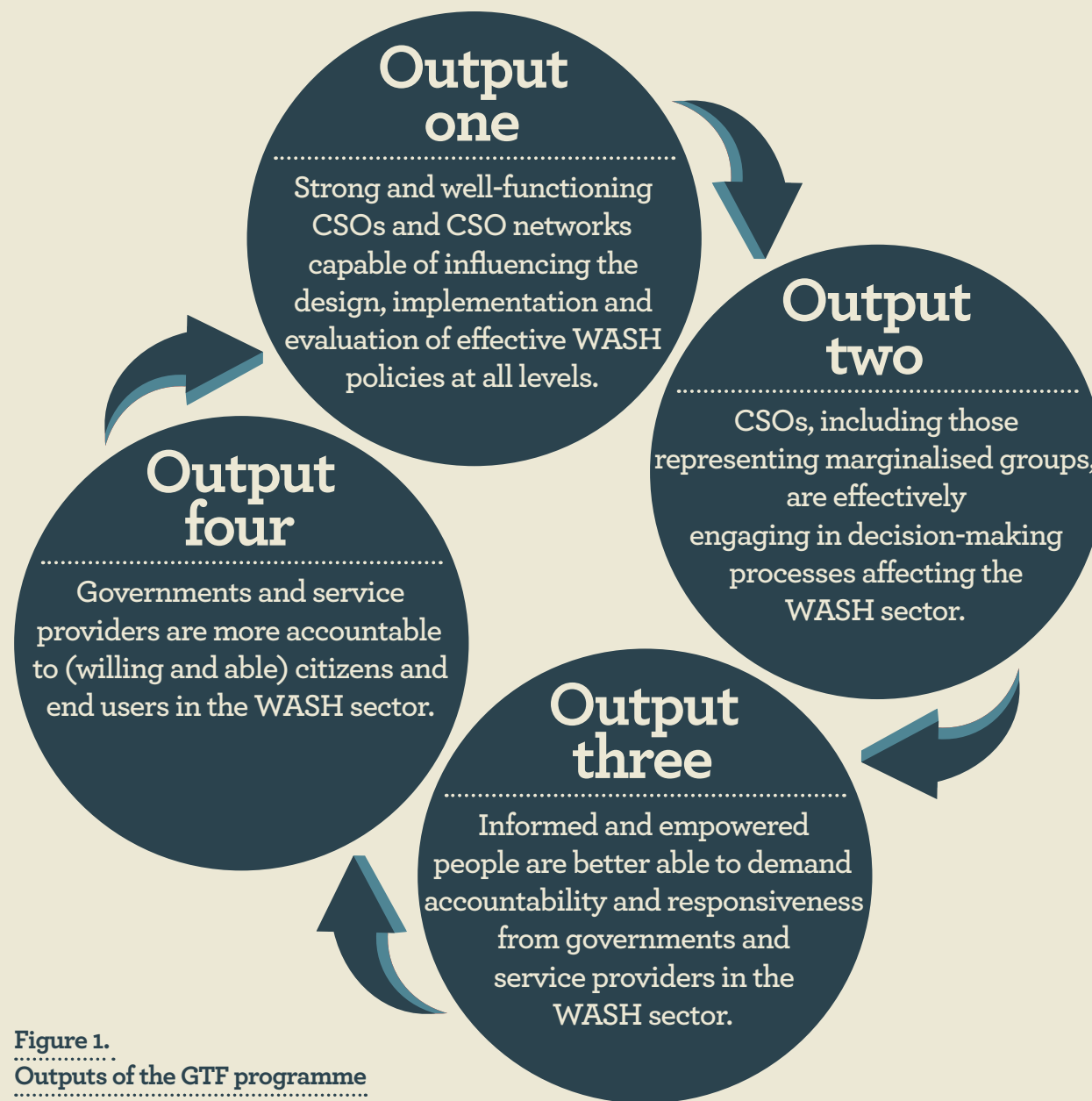
Figure 1.
Outputs of the GTF programme

1} BACKGROUND AND CONTEXT

occur in the relationship between the citizen and the state that lead to increased access to water and sanitation services. We also wanted to look at how we as an international NGO (WaterAid) and a southern-based global network (FAN) can best leverage our resources and specific expertise to influence sector governance. Moreover, the programme offered an opportunity to better link and learn from southern rights-based advocacy.

In the first year of implementation, our partners set global outputs and worked together using a wide variety of context-specific approaches and tools, including advocacy skill building, multi-stakeholder dialogues, budget monitoring, citizen score cards, exposure visits, social audits, community meetings, local institution building, as well as media work to name a few.

1.1 WHAT ARE WE TRYING TO ACHIEVE?

As mentioned previously, our programme has four key outputs (Figure 1, previous page). These are the deliverable results expected from the project. Broadly, this is what all partners across the programme are working towards and it is with these outputs in mind that country level planning has been structured.

Within our work we have refrained from assessing 'good governance' – a term which is highly subjective and vastly different across the context we are working in. Instead, we have focused on identifying ways in which we can bring about incremental improvements in existing governance arrangements that enable or constrain progress on Water, Sanitation and Hygiene for all (WASH).

Using DFID's Capability, Accountability and Responsiveness (CAR) framework (see box below) we have focused on these broad, overlapping dimensions to provide a lens for analysing governance issues.

1.2 SCOPE OF THIS DOCUMENT

This document is an overview of our work so far. It is not an evaluation of the work of individual partners or the programme. Instead it is a reflection on some of the interesting processes, tools and challenges found in the first year of the programme's implementation. We identify both successes and challenges with the understanding that the transformational nature of governance work is difficult to measure in the short-term. How, for example, do we quantify the impact of rights to water and sanitation being included in the recently adopted Kenyan constitution on people currently without access to a safe toilet?

Our hope is that the WaterAid and FAN community, DFID, and other governance and sector stakeholders, are as interested as we are in discussing these processes and changes as they happen, and analysing what is driving progress towards realisation of the rights to water and sanitation, better sector governance and ultimately, access to water and sanitation for all.

Where possible we have included links and sources for more comprehensive information about our partners and the tools used. We also welcome inquiries and suggestions to continue to inform our rights and governance advocacy work.

This document begins with an explanation of some key terms and concepts that inform our work and then broadly follows the thematic areas of the global outputs described in Figure 1.

THE CAR FRAMEWORK

- **Capability:** Leaders and governments are able to get things done and provide stability, regulation, growth and security.
- **Accountability:** Citizens are able to scrutinise government and public institutions and hold them to account to ensure their rights, the rule of law, a free media and free and fair elections.
- **Responsiveness:** Government policies and institutions include pro-poor policies that promote equity, respond to the needs of all citizens, uphold rights and provide access to government services; government is free from corruption and its practices are well-regulated.

2} WHAT IS GOVERNANCE?

The term 'governance' is now used widely by aid agencies and is often defined in very broad terms, for example:

'Governance is the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the complex mechanisms, processes and institutions through which citizens and their groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences [6].'

With regard to the WASH sector in particular, Plummer and Slaymaker note that, **'Governance issues lie at the heart of the lack of progress in many countries towards improved water services, and a stronger focus on governance is therefore essential to addressing the problems in the sector [7].'**

It is important to note that these processes operate at multiple levels (global, national, local) and increasingly extend beyond government to encompass

WHAT ARE CSOs?

The Organisation for Economic Co-operation and Development (OECD) describes CSOs as, 'the multitude of associations around which society voluntarily organises itself and which represent a wide range of interests and ties. These can include Community Based Organisations (CBOs), indigenous peoples' organisations and non government organisations [8].'

For our work we take the analysis offered by the European Union (EU)[9] and Putnam[10] that there is a strong link between strong associational life, solidarity, trust, tolerance and civic engagement and the cultivation and performance of successful democratic institutions. A wide range of social organisations therefore, from sports clubs to groups providing voluntary services, are very important foundations for strong democratic processes as involvement in these associations is based on shared values, trust and mutual cooperation. In these groups, members develop their abilities in negotiation, consensus-building and compromise as well as skills in planning, management and basic accounting. Thus they are relevant for changing the relationship between citizens and the state.

relationships between a range of state and non-state institutions. Although these institutions may operate according to formal rules and procedures, outcomes are also shaped by informal norms, rules and expectations. Thus, efforts to influence government arrangements must be multi-dimensional, flexible, dynamic, innovative and relevant to each context. Questions of governance are profoundly political because they determine who gets what, when and how. As such, better governance implies establishing effective relationships, networks and partnerships to coordinate the activities of government, communities, the private sector and civil society bodies towards collective societal goals and the realisation of people's rights.

For the purpose of our programme we use DFID's 2006 white paper definition of governance[11]:

'How the institutions, rules and systems of the state - the executive, legislature, judiciary and military - operate at central and local level and how the state relates to individual citizens, civil society and the private sector'.

Within the programme we further narrow the definition of governance:

'Formal and informal policy and institutional processes by which decisions affecting WASH sector development are made and implemented[12].'

However, this publication is not a comprehensive treatment of the subject of governance, even in its more narrowly defined definition. We have compiled a list of useful publications and sources at the end of this document.

WHAT IS ADVOCACY?

Advocacy is the process of working for change in terms of:

- Who makes decisions: participation of civil society and representation of community.
- What is decided: legislation, policies, budgets, programmes and practices.
- How it is decided: accountability and transparency, participation of local communities involved.
- How it is enforced or implemented: accountability, awareness raising [13].

The Governance and Transparency Fund (GTF) programme is based on the belief that local CSOs and networks are a necessary component for improving overall governance and influencing policies and practices that benefit poor and marginalised people. GTF outputs also clearly point to the important role of CSOs in supporting communities to claim their own rights to water and sanitation.

2} WHAT IS GOVERNANCE?

2.1 CONTEXT IS EVERYTHING

There is no right way to do governance work. Context determines everything. There are no simple widely applicable arrangements of optimal governance that will always yield fair outcomes. Rather, there are a rich diversity of context specific arrangements shaped by wider processes in society which can increase or decrease equity and sustainability in WASH access[14]. Given the subjective nature of the term governance, as well as the variation in contexts, the idea of 'good governance' is not that useful. Instead, we work towards 'better governance' in each context and at every level. Towards better governance, we face two challenges in the WASH sector. Firstly, very few NGOs and CBOs focus on WASH issues. Secondly, those that do, concentrate on service delivery rather than rights and governance advocacy. This advocacy gap was one of the key

ACTORS & AGENTS[15]
(Stakeholders in water governance)

RESOURCES
Non-material resources such as institutions, social structures, rights and entitlements, human attributes.

Material resources such as the natural environment, technology, economic resources and human capacities

MECHANISMS OF ACCESS
(Specific arrangements of resources shaping access to water)

OUTCOMES FOR THE POOR
(Gendered outcomes for poor people may be positive or negative)

ECOSYSTEM OUTCOMES

PROCESSES
(Negotiation, decision-making and actions)

WHAT ARE NGOs AND CBOs?

Where it is useful to distinguish between them, we use the terms Non Governmental Organisation (NGO) and Community Based Organisation (CBO) to describe groups engaged with project activities.

NGOs typically are legally registered, independent of government, not for profit, value-based organisations, often having paid staff that largely depend on charitable donations and pursue activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development.

CBOs (also referred to as grassroots organisations or peoples' organisations) are community based, voluntary (unpaid) 'membership' organisations made up of individuals who have joined together to further their own interests. For example, women's groups, water users associations, credit circles, farmer associations etc. They are distinct in nature and purpose from NGOs but may work in partnership with them.
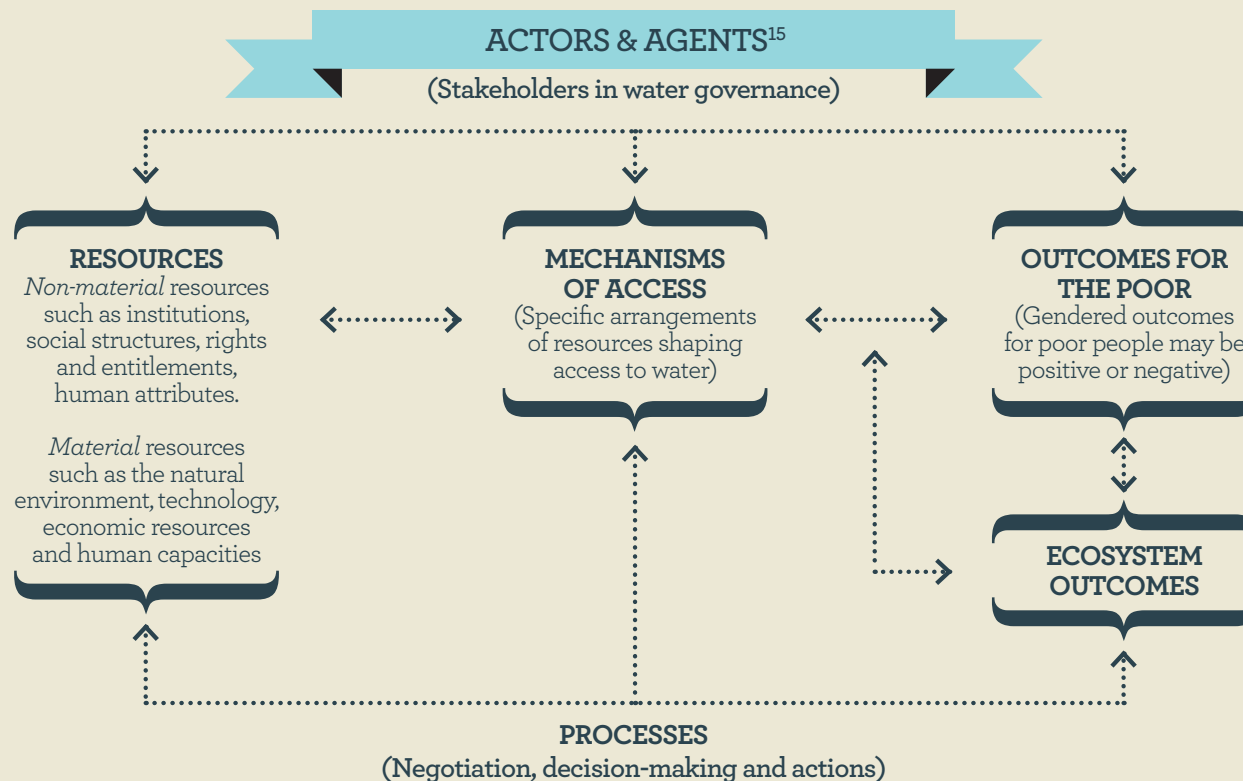
reasons for the initial creation of FAN – to link service providers and advocates at all levels towards influencing, particularly on rights issues.

While FAN has had success in linking local to global, many countries lack formal spaces for CSO engagement in policy formation and decision-making. As the DFID governance white paper highlights, 'it is within individual countries that poverty will be eliminated. Nation states are central to the change that is needed[16].' Therefore, opening these spaces at nation-state level and below is critical not only for progress on WASH but also for increasing the level of transparent people-centered rights-based development more generally.

Beyond in-country challenges, we are further challenged by the fact that no two countries and no two governments are alike. For example, in Ghana, bottom-up planning and consultation with citizens has been institutionalised in government policy. In Nigeria

2} WHAT IS GOVERNANCE?

however, there are no such provisions. In some countries, levels of mismanagement or corruption are highest at local levels and in others, even in the same geographical region, the problems are most significant in central government. Some governments respond to perceived criticisms from NGOs with threats of violence, others to strip them of funds or legal status, and some do both. In addition, the traditions of advocacy and organising vary widely from country to country and region to region. In both India and Central America, there is a long history of CSOs and NGOs using advocacy and citizen pressure to engage with government, while in some countries in Africa this process is just beginning.

All of these differences mean that there is no blueprint for governance work and that our GTF programme strategies and activities must be sensitive to the national context, understanding local political realities and the institutions and policies of national governments. Strategies are also heavily dependent on the experience and capacity

of individual implementers – hence the need for Output one.

While these challenges pervade our work, the experience of GTF programme participants is beginning to reveal that despite being context specific, we can learn from each other's experiences in broad ways and leverage this south-south learning as a key way to advance our broad rights and governance advocacy work.

2.2 IMPROVING GOVERNANCE IS A LONG-TERM INVESTMENT

Experienced advocates know that achieving change is simpler and faster when it involves only a small group of skilled, expert lobbyists with existing relationships with decision-makers. However, although advocates using this approach can report short-term successes, their activities often do very little to change the existing power relationships – those that led to the problems in the first place. Solutions and policies from top heavy approaches rarely come from direct experience
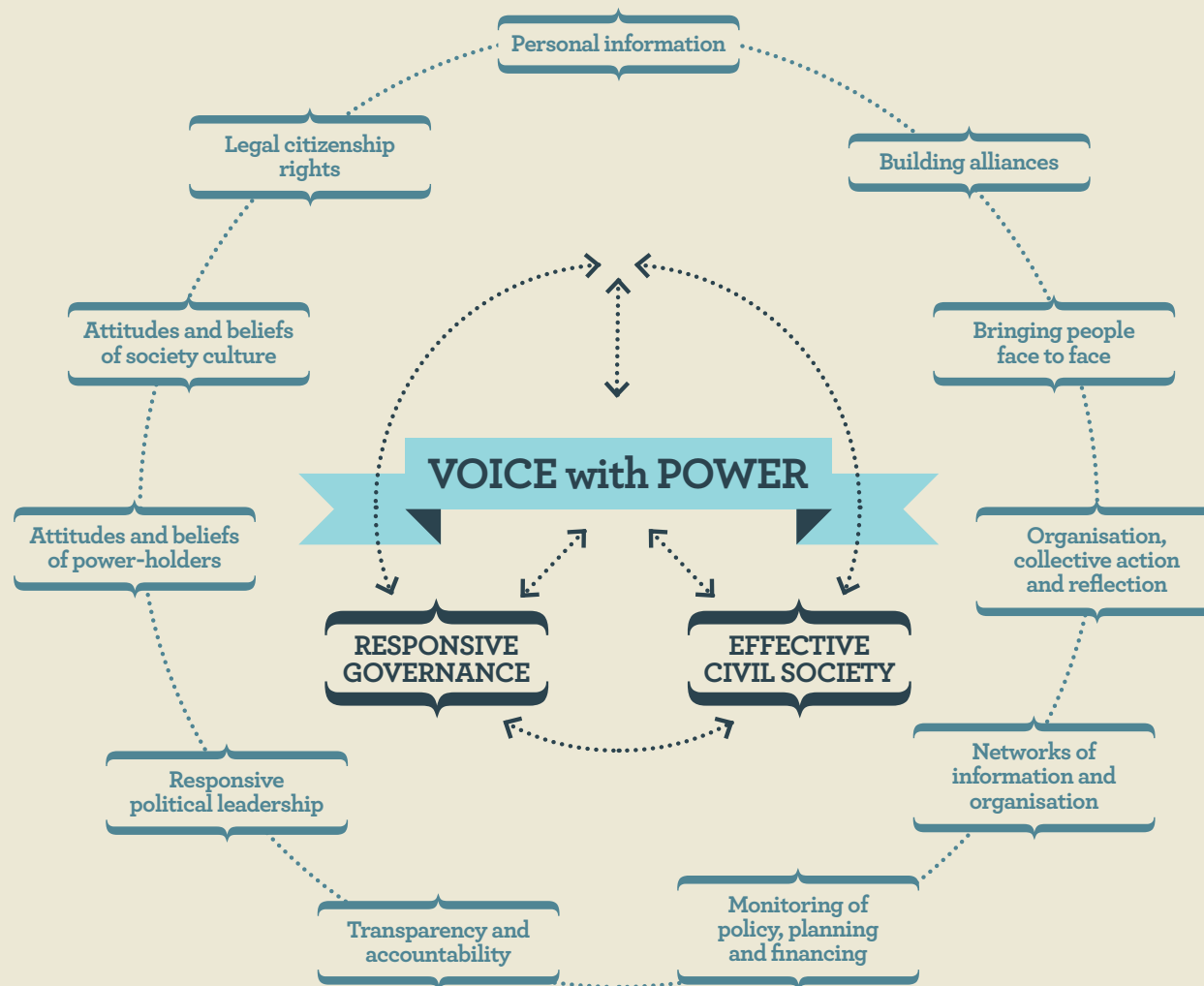

Figure 2.
Dimensions of voice and power[17]

2} WHAT IS GOVERNANCE?

in the relevant context and can risk being impractical, poorly understood or abandoned when the attention of activists, decision-makers and funders move on. These interventions may not in the long-term lead to permanent beneficial changes in people's lives.

Within advocacy for better governance the approaches and processes used to achieve change are as important as the outcomes. In order to leave a sustainable impact, governance advocacy must use a rights-based approach[18] involving the people most affected by an issue and this involvement must go beyond basic consultation. Involvement must be fully inclusive, equipping citizens with knowledge, skills and confidence to undertake the advocacy for themselves and eventually by themselves.

Advocacy initiatives that work to involve more stakeholders, build consensus and empower communities to speak for themselves and meaningfully shift the balance or nature of power, do not move as

quickly. Local community governance must first be built or strengthened. However, as this challenges any elites who may have consolidated power informally - it must be done carefully by people in the community. These processes also face tensions when NGOs or CSOs replace the state and deliver the needed services or infrastructure themselves. It requires considerable skill to manage all of these tensions and risks, and tremendous patience and humility to stand back while groups learn through their experience how to affect the change they want.

In a funding climate of 'value for money' this transformational work is often overlooked in favour of more easily measureable results (for example, number of toilets or number of classrooms). Funders may find it difficult or frustrating that change is taking so long in one community versus another where there is no attempt to change the power relationship and build citizen capacity to advocate for themselves. In the short-term, advocates may find it difficult to describe the work in terms of exact timelines and qualitative outcomes.

Documenting approaches, processes and strategy, as we have done in this publication, is a key way of enabling people to understand the multiplying and transformational effects of this work. Though it is not always the case, we have had considerable impact in the short-term beyond this. One partner in India, Modern Architects for Rural India (MARI), spent roughly £18,000 last year on their GTF programme work and leveraged more than £71,000 from government and communities for everything from handpump repairs, new wells, chlorination, water quality testing and more.

2.3 THE STATE IS RESPONSIBLE

Provision of basic services is widely recognised as one of the essential core functions of a developmental state[19]. There are a range of different models of service delivery but ultimate responsibility for ensuring that all citizens, including those who are poor or marginalised, are able to access services, rests with the state.

Weak, fragile or poorly governed states are not always willing or able to take on these responsibilities and, if they are developing country governments, they typically have limited capacity and resources to fulfill all obligations. For example, Jorge Mora Portuguez, Coordinator of Freshwater Action Network Central America (FANCA) notes that in Central America, *"Traditionally, states are very weak and do not have a presence in all areas of their countries, except their cities. This means that state agencies cannot provide WASH services everywhere."*

As the DFID white paper notes, 'Good governance and development are about people and governments of developing countries working out this deal for themselves. Each country needs to decide its own economic and social priorities, and the best people to hold governments to account are those who live in the country and are most affected by its decisions [20].'

Citizens therefore have an important role to play in contributing to improved governance. According to DFID, 'the ability of citizens to make their voices heard and hold their governments to account is fundamental to good government. Its absence fosters an environment in which corruption can flourish and citizens are unable to assess the decisions of their leaders, or make informed choices about who they elect to serve as their representatives[21]."

2} WHAT IS GOVERNANCE?

2.4 THE IMPORTANCE OF A COLLECTIVE CITIZEN VOICE

Individual citizens are rarely able to exert significant influence on the policies and practices of governments[22]. Without a collective voice, efforts to claim entitlements or reform the state will have minimal impact. Citizen groups multiply and leverage the power of individuals. Enough active groups in a network, speaking with one voice can have considerable influence.

Citizens' engagement can contribute to making governments more responsive and more accountable. Joint action by local associations can result in improved service delivery, increased opportunities for regular dialogue with service providers and government and promote policy change[23].

The relationship between voice, power, citizenship and governance is complex. In order to be able to engage effectively, citizens and their communities need access to information, an understanding of power relations, skills in advocacy and negotiation, strengthened knowledge of rights, policies and practice as well as support to develop their confidence. Figure 2 on page 8 illustrates some of the key areas in which power and voice intersect and where change – such as we are seeking with the GTF programme – can occur.

The GTF programme coordinator for the Kenyan Water and Sanitation CSOs Network (KEWASNET)[24], Henry Ochieng notes, *"Our work should enable people to have access to government at all stages from planning to policy. Creating a partnership with government that is cooperative rather than acrimonious is essential for development. Government has the responsibility to provide services and citizens have a big responsibility for holding government to account. The key role of citizens is to provide feedback to the government and let them know about their expectations and the shortfalls occurring. Without that, government will not really understand what to do and what to provide. Independent organisations like NGOs and other CSOs need to provide mechanisms for auditing and assessing what is happening."*

2.5 THE IMPORTANCE OF CAPACITY BUILDING

We have taken capacity building as our starting point for the GTF programme (Output one) with an understanding that not only does influencing all aspects of how and what policies and services are put into place rely on strong, capable and reputable organisations and networks, but the sustainability of improvements in governance and the realisation of the rights to water and sanitation relies on the long-term strength of these citizen driven bodies.

Therefore we must build our own capacity in key areas in order to not only engage but also to sustain our efforts over the long term. While this programme exists for a five year period, our advocacy on governance rights and issues must continue until there is water, sanitation and hygiene access for all.

In the following sections we discuss our programme outputs individually, describing the work and challenges involved with each. The case studies and examples included are more illustrative than comprehensive - designed to give a shapshot of aspects of the programme.

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

3.1 OUTPUT ONE: BUILDING STRONG CSOS AND CSO NETWORKS

As discussed in the previous section, capacity building to ensure informed, organised, networked and mobilised civil society can play a significant role in improving governance.

At the outset of the GTF programme, an organisational capacity needs assessment was conducted with every partner, assessing their capacity to engage in governance advocacy based on the 7S Framework (Shared values, Strategy, Structure, System, Staff, Style and Skill).

Capacity building has taken place at organisational, local, state and regional levels, employing a variety of approaches including training, exchange visits, peer support, strategy, planning and reporting guidance, as well as various types of meetings and workshops. WaterAid national coordinators, FAN regional coordinators and partners' programme officers are the main actors carrying out this work, though beneficiaries of

capacity building programme work include ordinary citizens and in some contexts, local government [25].

"If you want to build the capacity of citizens to engage," says Ibrahim Musah, Policy Manager in WaterAid in Ghana, *"you should also develop your own institutional capacity."* Thus, the original intent of programme Output one – 'Strong and well-functioning CSOs and CSO networks capable of influencing the design, implementation and evaluation of effective WASH policies at all levels' – was to first target the weaknesses in partner CSOs and networks – to enable them to look inward and focus initially on what they would need to become strong enough to tackle the other outputs. A few partners wanted to focus solely on this output, but capacity building should be focused and without undertaking at least one of the other outputs it was felt that partners could not meaningfully assess or benefit from organisational or network strengthening.

Figure 3.
GTF programme capacity building relationships
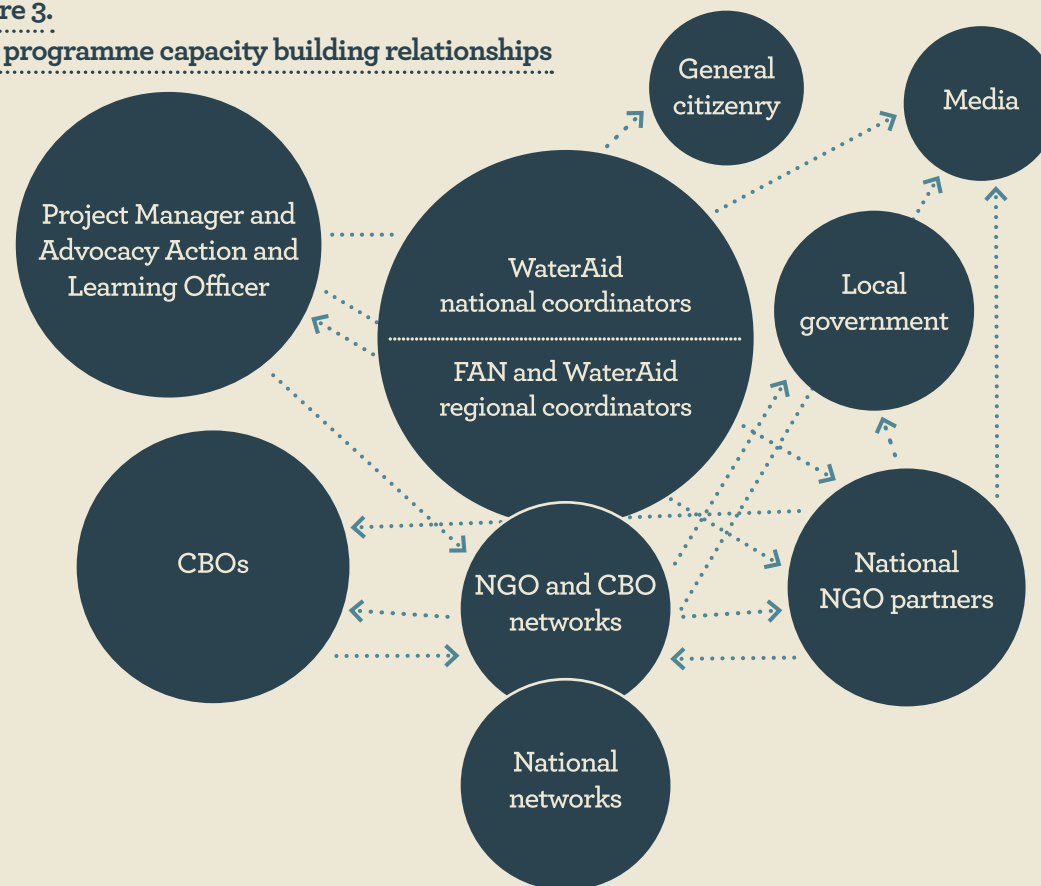
As it turned out, capacity building quickly went past this inward looking focus. With limited budgets and many urgent issues in need of advocacy, some partners skipped the 'norming' stage and went directly to 'storming.' Even though they are not yet strong

themselves, some partners have opted to first build the capacity of other stakeholders – usually communities – before focusing on building their own skills and systems. This is common in the culture of activism and partners have been successful in capturing

the opportunities most readily available to them. However, many partners are realising after the first full year of implementation that not taking the time to fill their own capacity gaps is antithetical to the sustainability of the work beyond the programme.

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

3.1.1 INTERNATIONAL AND REGIONAL PROGRAMME CAPACITY BUILDING

Programme support from the UK is intended to build regional capacity while regional support is intended to build national capacity. Thus programme work is increasingly decentralised as capacity increases at each level and will eventually be sustainable without a great deal of UK level support (dependant on a new source of funding at programme end). The GTF Project Manager and Advocacy Action and Learning Officer (AALO) based in the UK focus on supporting FAN regional coordinators and WaterAid country programmes through their Focal Points on strategy, planning, monitoring and reporting as well as sharing learning. This occurs through meetings (regional and national), e-newsletters, exchange visits and, most recently, blogging. Other tools and approaches to facilitate capacity building have been the development of templates for planning, monitoring and reporting; facilitating peer to peer support and collaboration within the programme as well as with other relevant institutions such as the Water Integrity Network (WIN).

These regional and international meetings have played an important role in setting the programme agenda and deepening partners' understanding of governance and the tools and methods available to them in their work, as well as increasing partner to partner accountability through face to face relationship building.

At the regional meeting in Bhubaneswar, India, in December 2009, partners gained a shared understanding of the contributions of all to the overall outputs. They also learned about commonalities in strategy and explored possibilities for leveraging the recognition of the right to water established in government policy and law. Partners were also able to share important tools including the National Rural Employment Guarantee Act (NREGA) and the Right to Information Act (RTI) which have featured in their community-based advocacy as important tools. The meeting also led to frequent informal sharing of advice and information, inter-project learning visits and collaborations beyond the initial scope of the regional aims. We will share successes from this regional collaboration and its contribution to best practice in our 2012 publication.

At the annual 'Big Meeting' in Mombasa in May 2010, partners were able to use new methods developed by the FAN AALO, with the support of Building Partnerships for Development (BPD) to share, capture, interrogate and learn from one another's experiences – particularly in relation to challenges that partners soon discovered were shared across all regions. This programme learning tool forms the basis for this publication and partners report that they have used a variation of it in their work at other levels.

This simple tool begins with one partner sharing a focused example of a piece of work towards a specific programme outcome. Within the group, others are then assigned 'roles' – specific focus areas for asking questions about the work. The box on the following page explores the tool in more detail.

The Mombasa meeting also offered an opportunity to develop a new reporting format through a process of consultation. This not only created space for open debate and questioning of existing systems, but also supported the processes of consensus building within the programme. Further, because our discussions mirrored those that can occur between partners and government in governance work, it highlighted the importance of skills in negotiation and compromise.

The new reporting format is flexible enough to allow for different strategies and approaches and has dramatically improved the quality of narrative reporting to the UK level as well as making it easier to identify shared challenges (institutional, strategic, monitoring) across the programme. Other improvements, which we attribute to the consultative process and ownership of the format, include improved ability to support and evaluate the work of partners at the local level as a result of increased confidence about which questions to ask and how to move things forward.

3.1.2 NATIONAL LEVEL CAPACITY BUILDING: EFFECTIVE NETWORKING

There is great variety in the size and scope of partners across the programme. In every country at least one partner is a national network: CCEPA, NEWSAN, DIORANO WASH, CAEPHA, KEWASNET, UWASNET, WSF and CONIWAS, or a regional network: FANSA, ANEW and FANCA[26]. For governance work in particular, having a national sector network as a partner is an important way to coordinate and learn from large numbers of NGOs and CBOs. However, this is not easy. Network coordinators face many challenges including raising funds, agreeing priorities, sustaining active membership, building bridges between competing members and

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

arriving at consensus on policy positions. There can be considerable tension between focusing on strengthening the national network and building the capacity of individual network members.

All partners agree, however, on the importance of networks and networking for multiplying the voices of participating groups and individuals and enabling them to increase their level of influence. The key reason WaterAid and FAN undertook this programme of work as a partnership was to leverage the strengths of each and build the capacity within regional and national networks to maintain a portfolio of governance work that builds on the evidence of the service delivery work of WaterAid partners and the rights work of FAN members.

SHARING AND LEARNING THROUGH PEER INTERROGATION

Questions to ask[27]:

1 What were the most important lessons learnt?
2 What is context specific? That is, are there circumstances that made this possible or more challenging that may/may not be found in other places?
3 How was this work linked to the wider context in the sector?
4 What specific tools and approaches were used?

The key points can be captured in a table. The following is an example created by partners at the annual GTF 'Big meeting':

OUTCOME	LESSONS LEARNT	SPECIFICITY	WIDER CONTEXT	TOOLS AND APPROACHES
Ghana: Ibrahim Musa – CONIWAS Participated in getting an environmental sanitation strategic plan prepared and approved by government. - Supported High Level Meeting advocacy processes[28].	Well established and effective CSO network (CONIWAS) gave legitimacy and opportunity via its existing platforms and forums (which government was already responding to) to conduct evidence based advocacy that moved government to create an action plan for sanitation which deals with financing, community mobilisation, psp etc. Harness all the drivers in advocacy to influence government at the highest levels. Quickly move to identify how CSOs will monitor commitments they have demanded. Be clear on the roles of the network and WaterAid.	Strong influence of CONIWAS at the national level – 20 years experience – organisation of the MOLE conference[29].	Open political space for CSO engagement. National Environmental Sanitation Strategy Plan (NESSAP) promotes job creation. Paris Declaration led to Sector Wide Approach Plan (SWAP) which led to sector coordination down to CSOs. Rights to water and sanitation led to promotion of water as a social and economic value.	**Tool** – Media engagement used to pressurise/ get buy in/ engagement from key players – Ministry of Finance, Health and Education. **Approach** – WaterAid in Ghana and CONIWAS part of national technical working group. Bring in CSO perspective. Media engagement. Ask questions. Raise awareness – not to pressure government / cause a backlash. **Tool** – Used policy dialogue approach to get views of different stakeholders. **Approach** – CONIWAS leading CSO platform, collating views, space, structure, direction, articulating 'voice'. Citizens engagement tool – report card – use to develop a reform agenda and reform action plans.

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

Capacity building initiatives for networks and network members have included organisational strategy development (Mali and Ethiopia), advocacy and policy capacity building training (supported by a grant from the EU to ANEW) and development of systems and procedures.

In terms of sustainability, large networks with broad memberships have more credibility and legitimacy with governments, donors and citizens, making their advocacy more effective while reducing risks to individual members and making it easier for governments and donors to focus their engagement. Coordinated activities also allow for a division of labour and sharing of resources between network members whose different skills can complement each other's work. Different members have access and links to different geographical areas, donors, media and policy makers.

Importantly, being networked also enables quick access to information to capture otherwise lost opportunities. For example, GTF partners and other FAN network members were able to quickly learn about the opportunity to share their work on rights-based approaches and rights advocacy in consultations at the United Nations Human Rights Council hosted by the Independent Expert on rights to water and sanitation. Those who were chosen to participate and were supported by the Independent Expert to travel to Geneva and testify, noted that the relevant information came to them cascaded through the FAN network of networks. While this is obviously a great opportunity for network members, it is perhaps more importantly a critical perspective for global consultations on human rights work in the sector.

> *"I rely on civil society to help identify and promote best practices related to the provision of safe drinking water and sanitation...civil society plays a fundamental role in holding governments to account and should be involved at all levels."*
>
> ***Catarina de Albuquerque,***
> ***UN Independent Expert on Rights to Water and Sanitation***

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

3.1.3 HOW HAS PROGRAMME NETWORK STRENGTHENING WORKED IN PRACTICE?

KENYA WATER AND SANITATION CSO'S NETWORKS (KEWASNET)

Funding from the GTF programme has enabled KEWASNET to have a paid Coordinator and Secretariat, thereby allowing the organisation to carry out national level advocacy on WASH issues. The resulting advocacy and media coverage has increased KEWASNET's profile and has prompted a rise in membership over the last two years from 10 to 50 NGOs. More organisations are joining all the time, including the bigger local and international NGOs.

The increase in membership allows KEWASNET to represent a wide range of WASH NGOs' views. The outcome is that government and other sector agencies, as well as bilateral and multilateral donors, are increasingly engaging with KEWASNET in sector discussions[30].

CHALLENGES/LIMITATIONS
The network is not easy to manage. Not everybody agrees all the time, so building consensus and establishing shared goals can pose a challenge. In addition, the level of commitment amongst members in terms of paying subscriptions, taking part in or organising activities, is uneven. Fortunately, more engaged members are willing to go the extra mile to ensure that the Secretariat can become increasingly active and influential. Meanwhile, the Coordinator strives to maintain the interest of less active members by inviting them to be part of Learning Forums and other events and providing ongoing communication on sector issues and network activities.

COALITION OF NGOS IN WATER AND SANITATION (CONIWAS)

CONIWAS is Ghana's national network of WASH NGOs. Alongside direct influencing work, the network seeks to empower its membership by developing advocacy skills and institutional capacity and by promoting tools to enable citizen engagement in policy-making, budget preparations and performance monitoring.

While the programme has had a significant impact on the thinking of CONIWAS members, building the institutional capacity of its members has proved a challenge.

CHALLENGES/LIMITATIONS
In general, the work members are doing at community level is very good but member organisations lack expert staff and equipment. As membership is spread across the whole country, providing people with training is expensive and time consuming and the funds provided by the programme are insufficient for wider coverage. CONIWAS is fundraising but find that most donors prefer service delivery projects to those focused on advocacy and governance.

FRESHWATER ACTION NETWORK SOUTH ASIA (FANSA)

FANSA works at national level in Bangladesh, Pakistan, Nepal and at national and state level in India. To date the FANSA-GTF work has been focused in Orissa, Jharkhand and Andhra Pradesh, India, with a new partner in Bangladesh - NGO Forum - beginning work in 2011. FANSA has used programme funds to build the capacity of its 500 members to understand and engage in rights and governance advocacy, largely through information sharing and training. The four programme partners besides FANSA – CRSD, Gram Vikas, MARI and SATHEE – share their experiences and methods through the FANSA Coordinator via frequent field visits, a network newsletter and ongoing communications as well as an annual regional learning and planning meeting.

In Jharkhand state[31], SATHEE organised capacity building programmes on gender and the right to water at divisional level and created five divisional chapters – four of which are currently active. These types of activities contribute not only to the governance work of SATHEE but also to strengthen the work of FANSA more broadly.

CHALLENGES/LIMITATIONS
In the ten states in India where the network is active[32], there are widely different political and economic contexts. In general, state governments in the south of the country are more progressive than their northern counterparts, some of whom are hostile to NGOs and other civil groups. This means that each state can have a very different advocacy focus and that within the country as a whole there is no single style of best practice which can be promoted across the FANSA membership in India, much less in the other three FANSA countries. Members, however, are not always fully aware of these specific differences of context and approach and, as such, consensus building on governance issues for the regional network can be difficult. GTF regional learning meetings are mitigating these gaps in understanding and helping partners to develop a better sense of shared challenges and, importantly, shared effective approaches, not only in advocacy but in monitoring and evaluation as well.

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

3.2 OUTPUT TWO: ENGAGING COMMUNITIES IN DECISION-MAKING

The importance of engagement in decision-making processes, and in particular of involving communities in decision-making, is increasingly recognised by NGOs and others who have traditionally focused on service delivery. Governance advocacy – essentially seeking to change the power relationship between citizens and the state – cannot be achieved without a rights-based approach which is community led and focuses on inclusion of the most marginalised groups.

Marginalisation is, like all aspects of governance, complex and context specific. Every culture has its own excluded categories but some common ones include women, disabled people, elderly and very young people, members of ethnic, indigenous or religious minorities, low caste or no-caste people, people living with HIV/AIDS, migrants and displaced people. Exclusion of these groups

or individuals can be passed down from one generation to the next and can come to be seen as part of a natural order, even by those experiencing it. Government agencies, the private sector and justice systems regularly fail to respond to individuals belonging to these categories and rarely recognise that their needs may be different from 'mainstream' members of society. Without concerted efforts, marginalised people are unlikely to be invited to participate in decisions and may even be actively kept out of the process and discriminated against. Without focused efforts, development can actually increase inequalities and consign communities to a future in which their human rights, in this case to water and sanitation, continue to be ignored.

We face these challenges head on in Output two – 'CSOs, including those representing marginalised groups, are effectively engaging in decision-making processes affecting the WASH sector'. We are working programme-wide to

strengthen an inclusive rights-based approach in the sector and to ensure that policies and plans are in line with the demands of communities[33].

3.2.1 CASE STUDY: SOCIETY FOR ADVANCEMENT IN TRIBES, HEALTH, EDUCATION AND ENVIRONMENT (SATHEE) – EMPOWERING MARGINALISED COMMUNITIES

As part of the GTF programme, SATHEE has been working in the Indian state of Jharkhand on WASH governance issues for the last 18 months. Their activities are focused on Santhal[34] areas in five Development Blocks located in five districts. These areas were selected because no WASH services were being provided, no other NGOs were present and there were high poverty rates amongst the marginalised Paharia tribal communities. *"People in these areas are extremely poor and marginalised but we are trying to establish the right to water in these areas and amplify the voices of poor*

people at district or state level," notes Neeraj Mishra, SATHEE GTF Programme Officer.

Since state formation in 2000, Jharkhand has suffered from rampant corruption, Naxalite insurgency[35] and political instability, with eight different governments coming and going during this period. President's Rule[36] was imposed in January 2009 and again in June this year and the current coalition government is still struggling to form a stable administration. The state is rich in natural resources, having 25% of India's iron ore reserves and 40% of its coal reserves[37]. It is also home to some of the largest industrialised cities in the country. Nevertheless, its income puts it in the bottom five of India's lowest income states[38] and the incidence of poverty is amongst the highest in the country.

In a politically unstable state like Jharkhand, governance advocacy can carry large risks and it is important to work constantly to create an environment in which communities are protected

from the hostility of politicians and officials. Mishra notes, *"Officials try to suppress their voices through threatening the community. We've seen this many times. When this happens, we have to take strategic action. We try to keep a careful record of hostile government actions to use as evidence. We sensitise journalists about what is going on. Also we do community based affidavits to record what is going wrong locally and hand these to the minister and the high court, so that the court is involved in the whole process. In addition, before the conflict grows, we like to arrange for communities to sit with officials and have a proper dialogue as this minimises confrontation. We also invite ministers to these meetings. It is difficult for them to ignore the people because they need to be re-elected and their presence makes communities feel confident about their ability to influence."*

EMPOWERING PEOPLE
SATHEE starts work in communities by organising the people and raising awareness of water and sanitation issues.

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

They focus on people who experience the highest levels of deprivation and exclusion, including people who are physically challenged, women, children and the poorest. The process of identifying these people is done by the Gram Sabha (officially recognised village councils). SATHEE respects the knowledge of the Gram Sabha in terms of who within the community is the most vulnerable.

Together with the Gram Sabhas, SATHEE supports the formation of cadres who spearhead activities in the village. Capacity building for cadre members is designed to empower them (and through them communities) so that they can transform the local power structures and create their own platforms for problem-solving and planning. Capacity building is focused on:

- Technical issues regarding water and sanitation at local, state, national and international levels.
- How to integrate the most marginalised individuals and communities into the heart of the programme.

- Advocacy and influencing local government at division level as well as Gram Panchayat (village or small town division) level.

Once trained, the role of these cadres is to exert pressure on local governments and make their programmes more accountable at local and divisional level towards access to services for all. A strong emphasis is put on transparency and cadres are responsible for keeping the community up to date on their work and any water and sanitation issues. Mishra says, *"We stand back when cadres go to the government. We believe they have the power to make change. There is a big difference between the NGO alliance and the alliance of the marginalised!"*

To support their efforts to be inclusive, SATHEE has created materials in the local language and in Hindi, the official language of the government. These are intended to form the basis for discussions between cadre members and community members as well as between cadres and government officials.

SUPPORTING OFFICIALS

Recognising that governance changes cannot happen through an empowered community alone, Mishra points out that they also work, *"to give capacity to politicians, lower and higher level officers, to other NGOs, as well as the people, so they understand their roles and responsibilities"*. SATHEE therefore works to provide a model for how communities can access local government and is trying to create a platform at division level in order to replicate it throughout Jharkhand. In this way local governments will respect rights to water and sanitation and make themselves available to communities without prompting from NGOs.

MONITORING AND EVALUATING

In all its work, SATHEE is careful to continually reflect on and analyse its actions to ensure that there are no unintended outcomes that could disempower the community. For example, SATHEE would like to create sanitation blocks in

villages to provide a model that the government can replicate. From a rights-based governance perspective, the process for building the blocks – how and why it is done and who pays for it – is as important as the outcome. For the sanitation blocks to be relevant and improve people's lives, community consensus that the sanitation block is a good idea and a commitment from everyone that they will contribute to its construction, is essential.

CHALLENGES

SATHEE is clear that it does not want to provide services that are the responsibility of the state. Instead it seeks to create a model of engagement with government that communities can access and manage themselves towards the realisation of their rights and entitlements.

However, in practice this is incredibly difficult and SATHEE often finds staying true to this principle challenging and must constantly ask difficult questions. What will happen if the community is deprived of a

new facility? Would it be so bad to make a contribution if the size of the allowance provided by government is not sufficient to cover the essential costs? If we respond by starting a campaign to get the allowance from government increased at state level, how long will this take? Will individuals and communities suffer in the meantime? As an NGO determined to improve rights and governance but faced with the harsh realities of extreme poverty in an unresponsive and sometimes hostile state, these are questions that are not easy to resolve. If a community cannot get funding from government and does not have money itself to pay for the service it wants, is it better for the community to have no service?

IMPACTS

Despite these challenges, SATHEE's work is proceeding apace, with impacts not only locally and at state level but on other implementing partners in the region. In addition to their work at the community level, SATHEE has been nominated as a working committee member in the

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

State Water and Sanitation Mission (SWSM) in Jharkhand which will strengthen their access to policymakers and implementing agencies.

SATHEE has also continued to innovate, embracing less obvious opportunities outside the sector. Under the Right to Education Act (RTE) legislation approved in April 2010, SATHEE (and CRSD) have worked with parents and children to leverage RTE for better drinking water and separate toilets for girls, boys and disabled children in schools.

SATHEE has also developed a simple tool for the preparation of water and sanitation plans at community level – with an inclusive process for all community members and scope for convergence between different government programmes[39]. The Regional Commissioner has issued a directive for this water security plan development to be incorporated in the Total Sanitation Campaign (TSC)[40] and other programme partners in the region are beginning to use this tool and

other SATHEE innovations in community based planning and demand generation, with an eye to the sustainability of programme work.

LEARNING
SATHEE's view is that if coverage is going to be truly universal, water and sanitation facilities have to be something that government funds and villagers implement without the intervention of NGOs. The government should pay for the sanitation block but the community should decide amongst themselves if they can also make a contribution and, if so, who will pay what – either in cash or labour. Communities should also form a water and sanitation committee to oversee the work and maintain the block when it is finished. There should be a clear division between the roles of communities, NGOs and governments.

However, the tension between service delivery and the longer term work of systemic change towards universal access and progressive realisation of rights is a tremendous challenge that SATHEE and many other partners are facing.

This is mitigated somewhat by the fact that SATHEE's work has led to the construction of 647 toilets, but it has not eliminated this challenge.

We hope the next two years of learning will increase our understanding of different approaches in dealing with this tension, while still working to change power relationships. In particular, how to maintain relationships of trust and support with communities when funding for service delivery is not only not part of the plan, but is actually non-existent although strong demand for services has been created. This will be a critical piece of learning to which SATHEE will certainly be able to contribute.

3.2.2 CASE STUDY: FANCA – STRENGTHENING COMMUNAL WATER BOARDS AND GENDER EQUITY IN CENTRAL AMERICA

CONTEXT
In Central America, Communal Water Boards (CWBs) initially promoted by national governments,

who wanted to establish non-profit management of local water systems, have been in existence for 30 years. There are about 25,000 CWBs in Central America, providing water to 14 million people. CWBs are governed by board members elected through democratic assemblies of community service users. At present, almost all CWBs are providing water without support from governments. Funding comes from tariffs households pay for service and the tariff levels are decided by the community assemblies for each CWB (except Costa Rica where they are set by central government). These tariffs can include special rates for the poorest households, schools and hospitals, as well as higher rates for industry, tourism venues etc. However, because many service users are very poor, assemblies sometimes set rates that return less than the annual operational costs of a system, making it difficult to maintain and improve service and preventing investments in other areas such as water conservation. Where the users pay full costs, systems work very well.

While coverage is uneven and poverty is high in many places, there is a strong tradition of participation in the sector and a history of community action to create new laws. In general, civil society is strong and people know how to be involved. FANCA and the other Central American governance advocacy partners are working with CWBs to promote improvements in the legal framework for CWBs which currently vary across the four countries.

FANCA and its partners use multi-stakeholder workshops in different parts of the country to discuss GTF proposals with members, communities and organisations from across the sectors, private companies, tourism operators, farmers and Congressmen, and they elect a Commission for each region.

All Commissions then participate in national level discussions to decide on final proposals for presentation to the national Congress. Involving all the stakeholders is essential not least because unless the proposals represent all sectors and stakeholders,

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

people will lobby against them once they reach Congress. Once the proposals have been presented, the next step is to promote them to a wider public using media including Facebook and YouTube and by lobbying individual members of Congress.

FANCA does not represent local CWBs in this process, instead supporting them to developing their own capacity to engage.

PROMOTING GENDER EQUITY WITHOUT OVERBURDENING WOMEN

In all four of the partner countries in Central America – Costa Rica, Honduras, Nicaragua and Guatemala – women want to be involved in the CWBs because it usually falls to them to ensure there is sufficient water in the home.

Therefore, in addition to raising the voices of CWBs, FANCA works to support them in promoting gender equity within their leadership. Historically, nearly all members of CWBs are men and cultural traditions in many

countries assign women only domestic roles. To shift these attitudes towards inclusion of women in decision-making on water, FANCA and its partners engage in a series of dialogues with men and women about gender issues.

In Costa Rica, where women have a greater involvement in public life, the obstacle to women serving in CWBs was a policy that stated only the owner of the family home was entitled to vote in CWB elections. Nearly all home owners are men. FANCA successfully advocated for a change to this policy and the new national, legal decree now states that a vote is awarded to one representative from each house, not necessarily the owner.

FANCA is concerned, however, that the new opportunities for involvement in CWBs can be an added burden for women who have many responsibilities – for their homes, farms and children. This evolving understanding about the participation of women within CWBs has led FANCA to the conclusion that changing the

homeowner rule does not go far enough – women's participation requires changes in many other non-sectoral conditions to achieve real equity.

CHALLENGES

While FANCA works within CWBs to achieve gender equity in water management and representation, it faces several other challenges including serious conflict, isolation of CWBs and lack of sustainable sources of funding to better connect them.

In Guatemala, Honduras and Nicaragua, clashes between local and central governments and the CWBs are frequent due largely to government refusal to support CWBs. Other disagreements occur due to conflicts over the use of water between CWBs and tourist hotels, industries and power companies etc. Governments are rarely on the side of the CWBs[41].

In addition to these tensions, CWBs can be very isolated. In Honduras, AHJASA, a national network of CWBs, is working to connect more

CWBs and promoting the creation of national networks in the other three countries where it works. Networking CWBs will enable them to participate directly in national level discussions rather than NGOs picking one or two people to represent the CWB perspective in influencing activities.

There has been good progress with developing a national network of CWBs in Nicaragua. The country is divided into 15 administrative areas and CWB networks from five of these areas are already participating in different activities including engaging with government agencies and monitoring the government's water budget. Work on a national network is also under way in Costa Rica.

Sustainable funding to support national CWB networks could come from a small proportion of the money raised through tariffs. Because this tariff revenue comes from each CWB and ultimately from each community member, it should encourage the development of good network accountability

systems. However, at present, funding from CWBs is not sufficient to cover all the costs of a national network. Once national governments are able to realise the benefits of this connectedness and citizen engagement, they may be willing to contribute.

IMPACT

Results at national level are encouraging. In Costa Rica, work focused on obtaining a new legal proposal to regulate CWBs was presented to Congress this year and the CWBs are lobbying to have it made into law. Similar work is going on in Guatemala where CWBs are politically recognised but have no legal status. In Nicaragua, consultations between CWBs, FANCA members and the government have resulted in a new law that provides the terms of legalisation, constitution and organisation of the CWBs and defines them in terms of function, tariff, capacity building, funding and other aspects. These legal definitions are very important for the formal recognition of CWBs at the national

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

and regional level, and give CWB's increased legitimacy to make demands for support from local government and institutions related to water and sanitation[42].

CWBs in Costa Rica have also been working with government agencies to discuss budgets – something that never happened in the past. FANCA hopes to build a regional CWB network for Central America that has a voice and is able to influence the region's integrated policy-making bodies.

LEARNING
FANCA believes that empowering women and strengthening local organisations is not enough to provide solutions to WASH issues, nor to enable constructive engagement with policymakers. Alongside greater confidence and more awareness, CWBs require local knowledge of policies, budgets and technical possibilities. They need to know how to analyse sector issues, manage dialogue and develop advocacy proposals and

strategies that will successfully influence local and/or national governments. The CWBs are very open to asking for capacity building support and FANCA believes that investing in more capacity building is necessary, not just in governance and accountability issues but also in evidence gathering, proposal formation and sophisticated advocacy techniques.

Unfortunately, obtaining the necessary information about the sector in order to develop proposals for change has been challenging, not least because many local government offices simply do not have it or, in the case of budgets, the information they have is inaccurate or confused. FANCA has learned that facilitated dialogue between government, service providers and NGOs and CBOs can be a useful way to build knowledge amongst all stakeholders so that solutions can be found[43].

As part of its work to strengthen CWBs, FANCA has encouraged improvements in CWB governance. Recognising that internal instruments are very important, in Guatemala and Honduras FANCA is creating a culture of transparency and accountability amongst CWB members and between CWBs and the community assemblies.
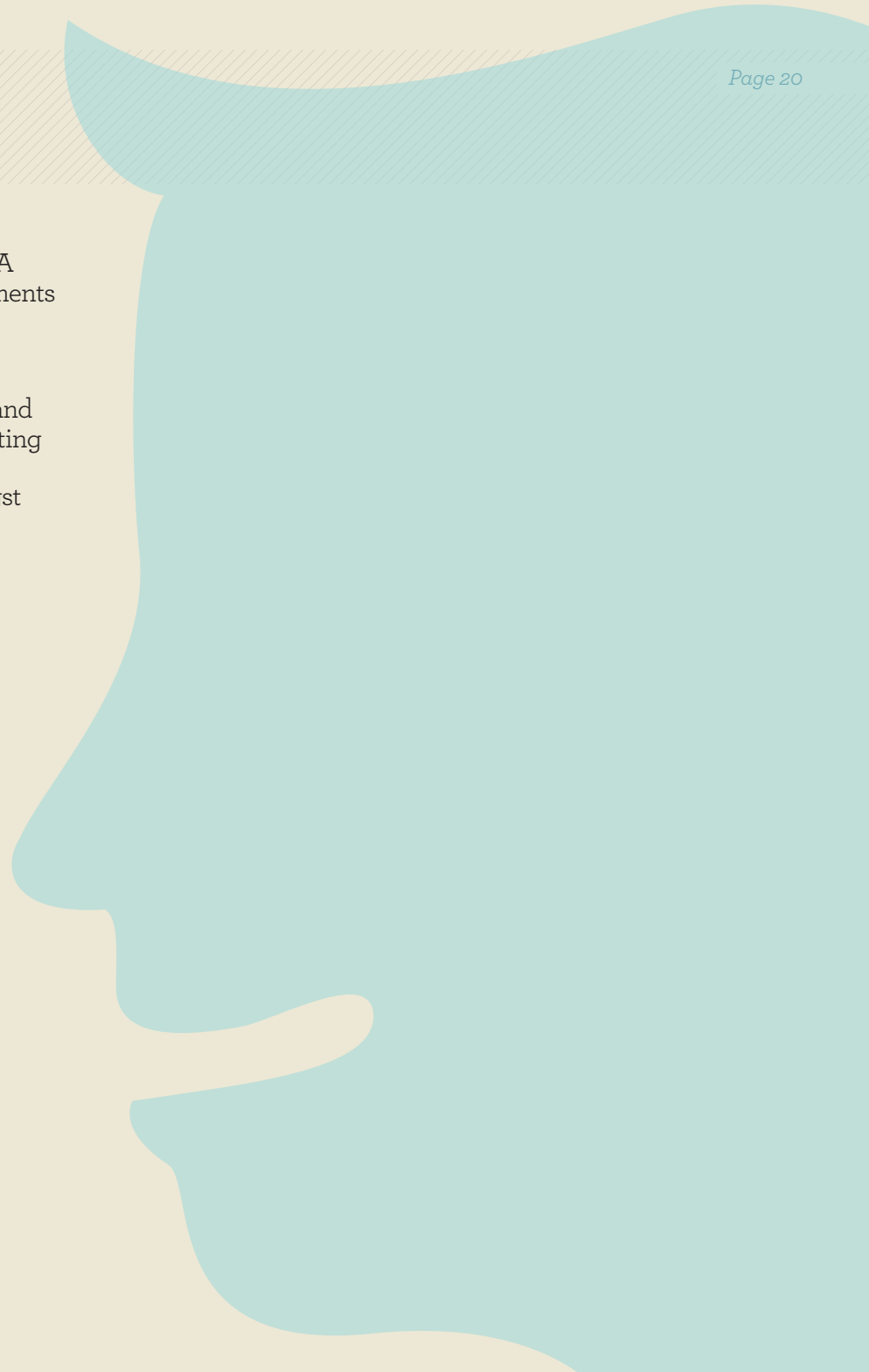
3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

3.3 OUTPUT THREE: INFORMED DEMANDS FOR ACCOUNTABILITY AND RESPONSIVENESS

Raising awareness of rights and entitlements, building confidence, equipping communities with advocacy skills and providing networking opportunities to increase their voices are essential elements in enabling communities to demand government responsiveness and accountability. However, on their own they are unlikely to be effective.

Communities also need to be able to use whatever legal tools are available to them, understand the policy environment and be able to gather evidence to support their arguments. It is important, for example, that before they begin a dialogue with the government they understand the audience and what types of information they are likely to accept and be influenced by. Good solutions to problems require accurate information, and this is not always easily available.

This is the reason for our focus on Output three – 'Informed and empowered people are better able to demand accountability and responsiveness from governments and service providers in the WASH sector'.

In order to support people acquiring information and being empowered to use it, partners have encouraged the use of a variety of effective policy and legal instruments, tools and methods in their governance work[44].

USING LEGAL/POLICY INSTRUMENTS
The use of and type of policy and legal instruments vary from country to country but can include laws, policies, regulations, decrees etc. What follows are examples of how partners are leveraging existing laws, policies and other instruments towards programme outputs.

3.3.1 USING THE RIGHTS TO WATER AND SANITATION TO EMPOWER CITIZENS AND INFLUENCE POLICY

GTF partners in Kenya believe that inclusion of the rights to water and sanitation in the new Kenyan constitution provides a huge range of opportunities for work on governance and advocacy. They plan to use the rights to ensure universal access as well as making government responsive to the need for improvements in water and service quality.

Similarly, when NAPE in Uganda discovered that citizens did not know their rights in relation to water and sanitation, they produced a series of simplified policy briefs in local languages. These informed the population of their roles and responsibilities in terms of existing laws and policies.

In Central America, FANCA in Nicaragua led the preparation of a report on progress in implementing the right to water for release at the same time as the official government report to the

United Nations Human Rights Council in Geneva in 2009. The FANCA-led report was a compilation of over 1,300 interviews with CWBs and water users and provided a grassroots perspective on the water and sanitation situation in the country [45].

The purpose of preparing the report was to provide an alternative and realistic assessment of the WASH situation and to put pressure on the government to do more to improve services. In Costa Rica, FANCA and its members are trying to get the entitlement to water and sanitation included in the constitution. FANCA is also pushing for the right to water to be established at regional level through the regional water resources management strategy.

FANCA believes that recognition of the human right to water at country level will enable CWBs to have more leverage when negotiating with or protesting the impacts of private companies that use or pollute large amounts of water, especially pineapple

producers, tourist resorts and mining companies. The right to water could also support FANCA's work not only in national courts, but also via the inter-American human rights system – possibly limiting water being treated as a commodity in trade agreements.

In Ghana, the rights to water and sanitation are not legally recognised. The government says it does recognise WASH as a right but is reluctant to go further because of worries about the financial implications. However, because Article 21 of the Ghanaian Constitution provides a basis for communities to put pressure on local authorities, partners held a dialogue on the rights to water and sanitation attended by the Regulatory Commission, Water Directorate and other national government agencies, as well as the Ghana Water Company, various politicians, water tanker operators, water user associations, NGOs and international NGOs. The dialogue focused on reviewing the 1992

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

Constitution where the right, as expressed in Article 21, is implicit rather than explicit. This led to a memorandum to the Constitutional Review Commission set up to accept recommendations for constitutional amendments. This process is ongoing.

THE RIGHT TO INFORMATION ACT (RTI) IN INDIA

Programme-wide, the ability to demand and receive information from officials regarding budgets and

service delivery is critical to communities' struggle to improve local governance and obtain their full entitlements. 'Without access to the information held by public bodies and in some cases by corporations and other organisations, it is difficult for people to participate actively in their society or for there to be good and effective governance' [46].

In India, the Right to Information Act of 2005[47], which mandates timely response to citizen requests for government information,

has been an increasingly useful tool to partners and communities.

MARI SUPPORT COMMUNITIES TO USE RTI LAW

MARI, working in Andhra Pradesh, India, has formed people's committees in 42 rural villages with very poor and marginalised tribal communities. MARI staff provide information on entitlements and services due from government to communities and provide comprehensive training on RTI so that communities fully understand their entitlements, the law and how to make requests for information.

Under the RTI, citizens can file a request at a local government office to find out anything. For example, which contractor is responsible for a leaky pipe or how much funding has been allocated for toilets. Within days a local official must respond.

MARI communities have requested information about

local government plans and budgets to see what has been spent and what is supposed to have been delivered. Once the information is received, MARI and the community work together to conduct a social audit to collect hard evidence about what has actually happened and any differences between this and the official records.

The results are put in a memorandum that is formally presented to local government officials and politicians. As all the facts are laid out clearly, the response is usually good. The pressure from these otherwise marginalised and excluded communities has led to the construction of water and sanitation facilities as outlined in the original district plans.

CHALLENGES

Initially, communities were afraid of negative or hostile responses from local government. Over time, however, and with the results this work has achieved, communities have grown in confidence and 150 requests for information have been made

under RTI provisions. Not all of these are related to the WASH sector because, once villagers understood how to make the requests, they began to use the process on their own to get information about housing, road building, or the status of an application for a particular service. Simply getting an answer from local government, after being ignored for so long, has increased communities' confidence significantly, enabling then to claim other rights and entitlements and take control of their own development.

Where new access to information has identified corruption – differences between what records show as spent for services or construction but where the work has clearly not been done – it has become a political issue during local elections.

IMPACT

In addition to the growing confidence of communities and their ability to access information, and the concurrent construction of water and sanitation facilities in some communities, the

TOOLS SOCIAL AUDITS

Social auditing is a process that enables an assessment of economic, developmental, social, environmental or other non-financial impacts or benefits of a programme of work or an organisation. The impact of planned or reported achievements of work is assessed in addition to the views of relevant stakeholders outside the organisation.
To start a social audit it must be clear:
· What was intended to be achieved (objectives).
· How it was intended to be achieved (action plans).
· How to best measure and record what is being achieved (indicators).
Social auditing information can be collected through social bookkeeping (a log of what is going on from day to day), surveys, case studies, interviews etc. The collection and analysis of the information as an on-going process is called social accounting. A social auditor is a 'critical friend' (ideally an outsider) who periodically checks 'the books' and asks questions to promote reflection and analysis on the completion and the intended and unintended impacts of work[48].

3} KEY LEARNING ON THE OUTPUTS OF THE PROGRAMME

Regional GTF Programme Coordinator organised a capacity building exercise in India for all partners on RTI. The key activity was carrying out a status survey on 200 schools – assessing what facilities existed, including whether there were separate toilets for girls as per government rules. The results showed that school sanitation was in a poor state. Sometimes school principals claimed sole use of the toilets and in some schools, toilets were permanently locked and others were filthy and unusable. Requests for relevant local government records were made under RTI and compared with the survey results, revealing many discrepancies. All governance programme partners in India came together again to hold a public hearing on the issue. Subsequent government action has already resulted in better toilet facilities in 25 schools.

LEARNING

There are several learnings from the use of RTI in India. The first is the value of looking for policy instruments and mechanisms outside the sector. Additionally, it cannot be overstated how valuable this tool has become to communities now that they own it. MARI could have requested the information on behalf of the communities and thus have secured sector services, but putting the tool in the hands of communities has meant that power lies with the people. RTI now belongs to the communities and they have used it to claim roads, employment, tribal development schemes and have future plans for inquiries and work. Another key learning is the importance of social auditing for holding government to account for the achievements they claim using not only hard evidence, but involving communities in this process. The final learning is the added value of sharing and cross-learning amongst Indian partners to not only share experience but create more 'noise' in relation to their findings in schools, demonstrating clearly the added value of being networked and committed to working in partnership.

NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME, INDIA

Under the terms of the 2005 National Rural Employment Guarantee Act (NREGA), each rural Indian household is entitled by law to unskilled employment on local public works – up to a household limit of one hundred days. Under the Act, within 15 days of a valid application, the government must provide work or an unemployment allowance at a minimum wage of Rupees 60 per day[49]. In 2010, an amendment to the Act stated that seven of the 100 work days could be given to sanitary development, for example, digging a latrine pit.

Encouraged by MARI to use the NREGA provisions, landless labourers were able to get employment and save enough money to pay the contribution demanded by the government to complement its grant for building a toilet. The Centre for Rural Studies and Development (CRSD), in Andhra Pradesh, has also leveraged NREGA and both partners are sharing learning across the region about their successes. CRSD notes that when they initially asked communities what they wanted, their number one priority was employment. So CRSD started with NREGA - supporting the community to determine their needs and claim their entitlements.

PUBLIC HEARINGS, GHANA

In Ghana, there has been tremendous progress in improving democratic governance since the adoption of the 1992 constitution with its emphasis on good governance, citizens' participation and decentralised development and accountability.

Following on from this, an institutional framework has been established including a national development Planning Commission which regulates government planning from local to central government. The Planning Commission works closely with local government and coordinates all of the 170 districts in the country. Rural communities elect representatives that participate in the planning processes – the latter being organised with a bottom up approach so that plans start from the lowest level and move upwards to the centre.

The government encourages citizen's participation and makes frequent use of public hearings at local level where stakeholders are brought together in a consultation to express their opinions and offer suggestions on proposed undertakings in order to influence the decision-making process[50]. In spite of this, the information communities need to engage properly often arrives late, or is incomplete.

Programme partner, CONIWAS, the national network of WASH NGOs, has provided its members with advocacy skills and tools to share with communities in order to support their efforts to get accurate and timely information relating to WASH services from local governments. The objective is to ensure citizens have an informed voice in policy-

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making and can participate in budget preparation as well as implementation and performance monitoring.

COMMUNITY SCORE CARDS, GHANA

Community Score Cards are used across GTF programme countries. In Ghana, the cards have been used in urban areas served by Aqua Vitae Rand Limited (AVRL). AVRL has a management contract to provide urban water services across the country. GTF partners and CBOs use Community Score Cards to assess the service in terms of quality and quantity. The CBOs then meet with other community members to

assess the results and agree on the indicators to be used. The next step is to organise a meeting with AVRL, who are asked in advance to carry out a self-assessment of their performance. At the end of the meeting, agreement is reached on a reform agenda.

Discussions can get quite heated, but CONIWAS is cultivating a new collaborative approach amongst its partners and meeting facilitators to ensure that participants behave respectfully towards one another. Community members are educated about the benefits of building relationships and trust with service providers and the importance of having shared

TOOLS CITIZEN'S REPORT CARDS[51]

Citizen's Report Cards are a method designed to provide public bodies with systematic feedback from people who actually use their services (as opposed to opinions from other members of the general public). The process brings representatives of the community together to agree an assessment framework that can be used to provide a uniform analysis of the services that are or are not being provided. These representatives then score the services using the assessment framework[52]. The scores are analysed and presented to the community for comment before local

officials and service providers are invited to meet with community members.

Clearly, it is essential that community representatives are chosen carefully and genuinely represent a cross-section of service users. Note that, due to the need for basic statistical analysis of the scores, not all communities will be capable of using the method again without outside support. This tool was successfully used in Uganda and a report was developed based on the outcomes of the score cards.

goals. These relationships have resulted in new forms of cooperation. For example, AVRL called for a dialogue with the local community to discuss the fact that some people were diverting water in order to sell it to consumers outside the area. Following

the dialogue the community intervened and stopped this diverting of water.

Overall, Ibrahim Musa, WaterAid GTF Focal Point from Ghana notes, *"The GTF thinking has contributed to ensuring that we get clear outcomes. For example, the use of Community Score Cards is deepening community understanding of rights and responsibilities. They are more aware of government policies and their role in contributing to policy discourse. Local authorities and service providers are also getting happier because citizens are behaving in a more collaborative way, recognising the rights and responsibilities*

of all stakeholders. Currently, sustainability of the facilities is the big issue, with communities becoming increasingly aware of their role in managing them."

POLICY BRIEFS AND CITIZEN'S REPORT CARDS, UGANDA

Partners in Uganda understood that most of the population was unaware of their water and sanitation rights. To address this, they produced simplified policy briefs in local languages that focused on the right to water and sanitation. The briefs outlined the roles and responsibilities of different actors as laid down in policies and laws.

TOOLS COMMUNITY SCORE CARDS

Community Score Cards are a simple and popular method for communities who wish to demonstrate the need for improvement in public services. The supporting NGO or CSO works with community members to prepare a 'statement of entitlements' that outlines the policies, budgets, services, service providers and other outputs that should affect them. In groups, the community then discusses and scores them on a three or five point scale. The NGO then facilitates a discussion to decide on the timing, participation, agenda and

tactics for a meeting with the service providers/ local government officials. Prior to this meeting, the service providers may be asked to complete their own score cards, assessing the quality of the services they provide. A joint meeting is organised at which both sides present their assessments, discuss the improvements needed and make a plan of action to ensure this happens. In India, the use of community score cards has been critical in empowering citizens to hold governments accountable through the Right To Information act.

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TOOLS PUBLIC EXPENDITURE TRACKING SURVEYS

Public Expenditure Tracking Surveys (PETS) sometimes referred to as 'following the money', are tools for presenting financial information that allows stakeholders to see more clearly where money is coming from and where it is being spent. PETS can be used at any level. The tool is becoming a popular way of making budget flows transparent from local government to service providers. It is being used by GTF partners in Ghana and Uganda at community level and with service providers, to ascertain the resources earmarked, look at whether allocation of funds to service providers resulted in a good service to communities and the impact resources have had in relation to original objectives.

The driving idea behind this work is the belief that increased understanding of rights and the laws and policies that guide them would enable communities to assess and monitor what local authorities, national government or private companies are doing to support the progressive realisation of their rights, and enable them to take focused action if they are dissatisfied. Strategically, it is also understood to be more difficult for governments to sideline the collective protest of the electorate than it is for them to ignore NGOs. Within the work in Uganda as well as with other partners, there is a strong focus on supporting the engagement of citizens – as opposed to building the role of NGOs – to serve indefinitely as watchdogs.

Ugandan programme partner, Community Integrated Development Initiatives (CIDI), has also been using enumeration exercises and Citizen's Report Cards in urban areas to look at customer satisfaction, quality and cost in relation to WASH services. Data collection is conducted by questionnaire and outreach meetings are held with users for community mapping of water points and supply. The results are analysed before being written up and the resulting report is shared with service providers and local government. Simon Ddembe of CIDI in Uganda asserts that, *"Having evidence about what infrastructure exists and how well it works, helps to ensure a more rational allocation of funds."*

NATIONAL LEARNING FORUMS, KENYA

The new Kenyan constitution[53] declares that everyone has the right to 'to clean and safe water in adequate quantities' and 'reasonable standards of sanitation'. This presents a huge range of opportunities for future advocacy and the Kenya Water and Sanitation Network (KEWASNET) plans to leverage these constitutional rights as the basis for holding the government to account. For this to happen, NGOs and CBOs need to be aware of how the sector operates and the roles and responsibilities of different actors.

To begin to achieve this depth of understanding, the use of national level Learning Forums has proved very successful. The Forums are held on a regular basis focusing on different sector issues including rainwater harvesting, policy formulation processes and influencing, and sector governance and the role of CSOs. Presentations are given from one or two members or experts, followed by a plenary discussion. Some Forums are specifically for KEWASNET members, while others are open to a wide range of sector stakeholders including government officials and bilateral and multi-lateral donors. Participants are actively encouraged to share ideas in a candid and open way.

The Learning Forums thus not only ensure that KEWASNET members are well informed about key sector issues, but also facilitate regular interactions with the government and other important stakeholders – offering an opportunity for collaboration and influencing and strengthening the connectedness of sector stakeholders. Henry Ochieng, KEWASNET coordinator reports that, *"For members who cannot attend, we share the learning from the Forums and invite them to come back to us with their concerns, which we then pass on to government. This means that everyone in the sector has a better understanding."*

The government has responded positively to these interactions and shown considerable good will towards further engagement. The Forums have become increasingly popular with government officials who value the opportunity to explain their side of the story.

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3.4 OUTPUT FOUR: GOVERNANCE WORK WITH GOVERNMENTS

"For current systems to change, it is necessary to support both lower and higher level officials and politicians in their understanding of rights, roles and responsibilities." notes Neelkanth Mishra, FANSA-GTF regional coordinator.

This is the basis of Output four – 'Governments and service providers are more accountable to (willing and able) citizens and end users in the WASH sector'.

Murali Ramisetti, FANSA Regional Convenor, makes it clear that, *"NGOs should not take on the state's role and deliver services themselves. Clearly, pressing government to deliver services may take a long time but it will be sustainable."* At minimum, the state must ensure that citizens receive their entitlements, and services are delivered properly and without excluding anyone. CBOs and CSOs can facilitate citizen access to the information that will enable them to hold local governments and service

> ## TOOLS COMMUNITY BASED BUDGET AND PERFORMANCE MONITORING[54]
>
> Citizens' involvement in budgeting and expenditure monitoring can happen at various stages from drafting to audit. However, it is most commonly used when the budget is sent from approval to the local political body (council or other legislature) or the implementation stage where communities can analyse differences between planned and actual expenditure and the quality of service or infrastructure provided[55].
> Tracking expenditure on water and sanitation services is a good way for communities to maintain pressure on local officials over time. If they are successful in improving accountability and service delivery for WASH, this gives community members confidence to use the same technique in relation to other services.

providers to account. They can also undertake independent analysis of policies, budgets and implementation processes in order to recommend changes that will benefit poor people without access to WASH services. Many developing country governments have well developed national policies on WASH but there are significant differences between stated policy commitments on paper and their implementation in practice. Supporting local authorities to better understand where the major blockages to sector development are, can go a long way to solving these challenges to access.

Programme partners would also like to see governments creating and institutionalising formal mechanisms for the participation of all community members, especially those usually excluded, as well as NGOs and other stakeholders in policy and budget development, planning and monitoring. This will support efforts to develop effective anti-poverty strategies, maintain or allow freedom of speech and association as well as get rid of corruption in the sector and beyond.

Therefore, many partners focus both on strengthening communities to become

active in democratic processes as well as working with the government to get participatory processes institutionalised, or, *"as with the consultation provisions in the Ugandan Local Government Act"*, notes Juliet Abaliwano, WaterAid Advocacy Officer and Focal Point in Uganda, *"reinvigorating processes that are mandated but neglected"*.

The main approach that GTF partners take in terms of working with governments is constructive engagement involving praise and encouragement as well as criticism and demands. As one partner noted, 'we have a dual mission of challenging the government and supporting the government.' Part of this engagement is multi-stakeholder dialogues[56].

The title and exact form of these dialogues varies from country to country but in essence they all bring together multiple stakeholders including CBOs or community representatives and government officials, to discuss issues, share

information and perspectives and agree solutions.

The following two case studies illustrate these points.

3.4.1 CASE STUDY: LOCAL GOVERNMENT AND PUBLIC HEARING DAYS, MALI

CONTEXT
In the past, sector governance in Mali has been 'marred by a lack of transparency and lack of coordination between technical services, service providers and citizens. Civil groups did not participate in policy-making processes partly due to their own lack of policy and advocacy skills. A decentralisation process in 2002 gave local authorities legal responsibility for the delivery of key services but they have struggled to do this effectively.

Since 1994, the government has held a dialogue day at national level. Originally organised by the former President, Alpha Oumar Konaré, to lay the foundations for peace, through a series

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of self-managed inter-community meetings run by civil society, the day is now a key platform to address questions and concerns to government officials.

In many areas, at the prerogative of the Mayor and with the urging of programme partners, these hearings are held locally as well as nationally and offer an opportunity to bring citizens together with government officials to discuss WASH sector issues.

HOW THE PUBLIC HEARINGS WORK
First, programme partners involve communities using two or three animators who visit villages to share information about the event and ask them to prepare questions or comments on WASH services. A week later the animators return to collect the questions.

Community questions are given to an independent person, or small group, which selects the questions to go forward to the local authority.

This is necessary because some of the submissions can be completely unrealistic or highly political. The GTF Focal Point and partners have developed Terms of Reference for the composition of this body as well as criteria for selecting the questions. The body is chaired by someone from civil society, perhaps a human rights activist or lawyer living in the area, and includes someone from a CBO and a civil service representative from local government. The questions and comments are then sent to the local council and they are given two weeks to prepare their answers.

The public hearing is open to all local actors and is usually attended by local authority civil servants, councillors, mayors, people from local communities, service providers and the local media. The meeting is chaired by an independent person who must be someone who commands the respect of everyone and, ideally, combines this with knowledge of either the sector or of local government.

In front of the audience, the local council answers questions – the only day in the year when they have to do this. This is followed by a general discussion during which participants develop recommendations. Typically, these fall into three categories:
- Questions directed to local authorities that concern future service delivery issues.
- Questions designed to improve the performance of service providers.
- Recommendations for local citizens, often focusing on the need for more participation in local governance and payment of taxes.

CHALLENGES
For the first public hearing in an area, persuading councillors to cooperate can be a big challenge. A great deal depends on the local political environment. The first step in any event is contacting the Mayor and Deputy Mayor, who are the only full time council workers. When he (nearly all Mayors are men) is persuaded, he is invited to have a special meeting with all the other councillors to consider the advantages and disadvantages of holding the dialogue.

If the Mayor is willing and works closely with the council, they decide to go ahead. Occasionally they decide not to be involved, which requires further persuading and lobbying. One council did not want to participate because they thought the hearing was taking place too close to the elections and represented a political risk for them. After the local NGO had more talks with them and provided more information, they decided to go ahead. *"This was a good decision for them because 90% of the council members were re-elected,"* reports Saleck Ould Dah, WaterAid Policy officer and GTF Focal Point in Mali.

Another challenge is that following the public hearing day, the enthusiasm for other activities is low and participation in the annual budgeting and planning process is poor. The unwillingness of citizens to travel to such events is due partly to the distances involved in a sparsely populated region, and partly due to poverty. Nevertheless, Ould Dah emphasises, *"We need to persuade them of the benefits of regular engagement with local government, to do more to focus their attention. We are considering having dialogues on the local government quarterly report."*

IMPACT
With the support of the programme, these public hearings are now happening in 23 water authority areas. The immediate impact from public hearings are that they build trust and confidence between all the stakeholders involved and they also play a significant role in making CBOs and citizens more confident in approaching local authorities because, on the day, they can see themselves as the most important people present. The public hearings also improve resource mobilisation for local authorities as, once the local population knows how their money will be spent, they are more willing to pay their taxes. In some areas there is concrete evidence of between 10-20% increases in tax revenues!

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In turn, this means more water points are constructed and, because when a local authority can raise more local taxes they are seen as more efficient, they are likely to receive an increase in resources from central government. In addition, Ould Dah notes, *"Local councils are aware that if their activities are not efficient, transparent and successful, they will face questions and be held to account on at least one day each year."*

LEARNING
To ensure that recommendations are implemented and monitored throughout the year, rather than just in the two months preceding the public hearing, programme partners have pressed for the creation of multi-stakeholder Local Development Platforms.

Now that local authorities recognise the Platforms, NGOs no longer have to drive the process. In addition, to encourage further sustainability, Platform members act voluntarily, without payment (although they need to have their

IMPROVING CSO GOVERNMENT ENGAGEMENT IN MALI

The Government of Mali hosts an annual multi-stakeholder Joint Sector Review (JSR). NGOs and CSOs are invited to attend but in the past, their contributions have not been very effective. In the JSR in 2010, programme partners presented evidence on the contribution made by civil groups in relation to construction of facilities, capacity building and advocacy. This opened the eyes of other JSR participants to the fact that partners were key actors in WASH sector programmes. *"By making clear our role,"* Saleck Ould Dah notes, *"not only have we grown in confidence, but the central ministry and other stakeholders are treating us with more respect which means we can be better at holding them to account."*

GTF partners in Mali, the national Coalition for Access to Water Supply, Sanitation and Hygiene (CAEPHA) and the NGO Coalition for Access to Water, Sanitation and Hygiene (CN-IEPA), actively participated in JSRs as well as the Poverty Reduction Strategy Paper (PRSP) review processes. Their lobbying resulted in the creation of a civil society watchdog group which commissioned studies on sector blockages and made recommendations on sector financing and sanitation which were subsequently adopted by the government.

In the past, NGOs were not invited to be involved in the WASH Sector Wide Approach Plan. However, since the programme has been active, a direct dialogue between the GTF programme network and the directors of central government technical services has occurred, resulting in a place for civil society on the WASH programme Steering Committee. Unfortunately, the Steering Committee failed to function, so programme partners have now involved other ministries and civil groups and advocated that the government take steps to ensure the Steering Committee begins to function.

basic meeting and transport expenses covered). Programme partners currently cover these costs as well as all costs related to preparations for the public

hearings. Lack of funding when the GTF programme ends for even these small costs has the possibility of undermining momentum.

3.4.2 CASE STUDY: LOCAL GOVERNMENT AND LOCAL DEVELOPMENT PLANS, NIGERIA

CONTEXT
In Nigeria, local government has the primary responsibility for implementation of policies designed by the central government, including the delivery of services. Funds for this come from central government but are generally inadequate and disbursement is poor. At local level, prioritisation is haphazard or based on improper criteria and the little money that arrives is not properly used.

From the demand side, communities lack the evidence to challenge local authorities on how many water points have been provided or where they should be located. The Local Development Planning (LDP) process is part of the overall programme to increase citizens' engagement through capacity building in, for example, the use of Citizen's Score Cards and budget monitoring and advocacy, but the LDP also plays an important role in

building the capacity of local government personnel.

LDP was being used by WaterAid in Nigeria before the GTF programme began as part of their localising the Millennium Development Goals initiative, and has been adapted for use in the WASH sector.

THE LDP PROCESS
When starting the process for LDP, local government personnel are contacted first and the processes, objectives and possible value to their work, are explained. Local authorities usually do not have the skills or funds to conduct the exercise, so NGOs support with both. Once the local government is on board, the next step is to visit all the local communities to let them know about the activity and how to be involved.

Both government and communities are involved in building up the LDP by collecting data about the current facilities. Local people are recruited and trained to do the data collection to ensure

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local government has a pool of people it can use for this purpose in the future. GPS mapping is used to produce a record of water points, schools and health points and identify the gaps in facilities.

After all the mapping has been done, it is analysed with local government officials. Then a draft LDP is produced and disseminated to all the communities within the local government area for their scrutiny. A meeting is then held for all stakeholders in which community members can discuss and agree ways forward.

Finally, an implementation committee is established, made up of representatives from the communities and from local government. The private sector has a minor role – as small time water vendors or contractors – and they are not involved in the committee.

CHALLENGES

It is difficult in the short-term to measure the impact of the WASH LDPs. So far the WASH LDP has only happened in one area and cannot be implemented until the start of the new financial year. It is also uncertain how interventions from the centre will affect local level activities. It is likely that some influencing will be needed at national and even international level.

Local authorities say one of the problems they have with local planning and implementation is that central government agencies or politicians (Senators and Commissioners) simply come and construct facilities themselves using their own funds, without notification or using any criteria for where these are based beyond political agendas. Most of the facilities rapidly fall apart. The hope is that now with a map of facilities and evidence of where gaps exist, local authorities will be able to influence these decisions. Certainly they will be able to use the LDP to advise NGOs

entering their area where they should focus their work.

If experience from non-WASH LDPs holds true, LDPs will enable the quality of the direct funding proposals to international donors to improve. Saheed Mustafa, WaterAid GTF Focal Point in Nigeria reports that, *"A director of primary health told me that if they'd had an LDP a few months ago when they were making a proposal for a grant from DFID, they would have been in a much better position to get the funding."*

LDPs are still a fairly new concept and after a long period of systematic suppression of government records and deliberate denial of communities' access to information, it will take time to get to a point when people can act without NGO support. Certainly it will require more than one or two engagement processes for them to build their confidence. So developing a social movement, where people demand their rights, is an unlikely short-term outcome.

IMPACT

As noted, it is too soon to judge full impact. Nevertheless, the citizens' engagement provided by the LDPs is a step in the right direction as it allows people and local government personnel to tell their own stories, to say what they have and what they need. Ensuring

everyone is involved in the exercise is difficult and the LDP itself is a tool for planning, not for community capacity building per se. However, LDP is a bottom up, transparent and accountable process and this is certain to lead to positive, more measurable impacts over the next few years.

NATIONAL GOVERNMENT AND SECTOR REFORM

Nigeria's GTF partner, the National Civil Society Network on Water and Sanitation in Nigeria (NEWSAN), has been appointed by the federal government to sit on the Steering Committees of the Support to Reforming Institutions Programme (SRIP) and the Water Supply and Sanitation Sector Reform Programme (WSSSRP).

The WSSSRP helps the Nigerian Government implement water and sanitation sector reform in six states[57] and provides funds for constructing water and sanitation facilities. The programme is designed to ensure a balance between all aspects of the WASH agenda.

The SRIP Steering Committee's work should strengthen the programme coordination unit of the Ministry of Water Resources and the development of well managed, transparent administrations in six states.

NEWSAN's appointment to these important bodies will allow our programme partners and other WASH NGOs to share learning and best practice based on work with CBOs and the government over the last decade.

4} LEARNING

CROSS-CUTTING LEARNING

By describing our governance work against our objectives and sharing our methods and tools, we have been able to draw out some common lessons to strengthen our work. Many of these lessons are context specific but as we share them across the programme we find that they resonate with partners working on governance even if they are not immediately relevant to their specific work. The following are some key lessons learned across the programme and some output specific learnings that we hope will better focus our planning and implementation in the last years of the programme.

CITIZEN EMPOWERMENT

Across the programme, at the community level, immediate results can be seen in terms of people becoming more self-confident and willing to speak freely to local authorities – demonstrating their understanding that as citizens they have rights and entitlements. This is

tremendous, particularly to people whose voices may never have been considered important before.

Many outcomes so far involve the beginning of new conversations or the opening of space, trust and cooperation between communities and government authorities.

While these transformations are inspiring, they can be difficult to measure against budgets and output benchmarks. Even as they make progress, many partners remain frustrated with the fact that rights and governance advocacy is a long-term process for which, in spite of this programme, they lack truly long-term support. Miraculous results are not found through every effort as attitudes, behaviours and deeply entrenched systems take time - and fight back - when you try to change them. Changing policies can be a somewhat more manageable first step, but even this can take a long time.

Partners report that during this process community members can become demoralised as they participate in initiatives that do not bring immediate results. Partners emphasise the importance of not only keeping communities informed about programme activities and timelines but also about how significant changes take a long time and require many small steps. At the local level, many partners invest a great deal of time in supporting communities to be proud of each small achievement (for example, the visit of a local authority to the village for the first time) and encourage communities to remain engaged, even when they do not yet have their water point or toilet. Helping communities to understand and value the establishment of a forum, platform dialogue or other process for more transparent government or better engagement is critical.

Partners agree that to be successful, it is important to ensure and clearly demonstrate that whatever work is going on is for the benefit of the community, not you or your organisation.

SERVICE VERSUS RIGHTS

Many partners struggle with the tension between the transformational advocacy work that will change power relationships in the long-term and the immediate needs of people they serve in extremely poor contexts. These tensions can arise because:

- Governments can be very slow to respond, or simply refuse to do so.
- Communities don't want to wait for results.
- While advocacy to access services from government goes on, community members, especially children, older people and the sick, may die due to lack of water or sanitation.
- Communities may be happy if NGOs give in and provide services.
- Communities may not distinguish between the roles of NGOs and governments. Their attitude to NGOs can be, 'You told us about our right to water, we lobbied you, you dug a well for us, so our rights have been fulfilled'.

- NGOs and communities know that some NGOs will go on doing service delivery even if this undermines a rights and governance agenda.
- Large amounts of time, energy and resources are required to build community capacity to advocate for their rights or entitlements.

In spite of this, many GTF partners argue that:

- The state is responsible and it will undermine institution building and state capacity by taking over responsibilities that belong to the state.
- Only the state has the funds, reach and personnel to provide universal coverage.
- WASH has traditionally been given a very low priority by governments and there is never likely to be sufficient pressure from the grassroots to change this unless government takes responsibility.

4} LEARNING

- NGO service delivery is not sustainable because NGOs move on, focus on different issues etc.
- Service delivery may increase the passivity and dependency of poor communities.
- Service provision to address WASH issues in isolation does nothing to tackle other injustices experienced by poor communities, at the same time as failing to provide them with the skills to address these issues themselves.
- Service provision does not transform the relationship between citizens and the state nor improve governance.

In spite of these arguments, the previous questions and challenges remain. Programme partners are beginning to explore solutions including trying to start seed funds and sharing other types of resources between partners. In some contexts, such as India, the success of GTF programme work has leveraged more resources than partners spent or say they could have mobilised in the same period for infrastructure – causing partners who also do service delivery to re-think this programming and better integrate governance advocacy across their service delivery work. Initial programme impact suggests that the potential for rights-based advocacy in these specific Indian contexts seems greater than what might be achieved in the same time by NGO driven service delivery.

4} LEARNING

GTF PROGRAMME OUTPUT LEARNING

OUTPUT ONE:
Strong and well-functioning CSOs and CSO networks capable of influencing the design, implementation and evaluation of effective WASH policies at all levels.

1) Organisationally, whether an NGO or network, you need to be thoroughly prepared for the complex nature and demands of rights and governance work.

2) Before starting, organisations need to re-orientate themselves, review their mandates and think about what skill sets will be needed for successful implementation. The attitudes of staff on governance issues may need changing along with those of the communities they work with.

3) Many partners report that they still need support in annual objectives setting, programme planning and setting key indicators.

4) Staffing can be a problem. *"It doesn't take much to build toilets. But to change governance you need staff that are clever, analytical and strategic. It is difficult to get the right people at low wages in remote areas. The difficulty of finding people of the right calibre is increased when grants are short-term and offer no job security"*, Ramisetty Murali, FANSA Convener.

5) As a result of limited budgets, many CSOs and networks initially neglected to undertake capacity building that focused on building their own skills and systems (Output one) and immediately prioritised building the capacity of the community (Output three).

6) Partners have indicated that they would benefit from more tools for researching evidence for use in advocacy and that a lack of these tools and skills prevents more effective work at country level.

7) Partners have shown increasing interest in more efficient mechanisms to share tools, methods and lessons. Most recently at the Africa regional meeting, partners noted that for learning and sharing at the regional level, they would be interested in blogging. This method was piloted at the meeting with an initial blog from the Ethiopian national Focal Point, around which other partners received a brief training on how to comment and interact using the FAN blog as a tool[58].

8) On a general level, GTF programme coordinators and Focal Points say that being part of the project has changed their way of thinking and this has had an impact on their own organisations. Neeraj Mishra from SATHEE echoes the opinion of many GTF programme partners when he notes that, *"Bringing in a governance orientation has influenced our thinking and the thinking of the communities. It is bringing about a substantial change. Global level meetings have deepened our own understanding of governance as well as the ways to organise the communities to demand for this"*. In addition, the GTF programme has been a major influence in WaterAid offices in Africa who are beginning to mainstream governance advocacy into their country programme planning and budgeting.

9) Transparency within and between CSOs, NGOs and CBOs is important and many partners are working to create a culture of transparency and accountability between themselves, communities and local governments.

4} LEARNING

GTF PROGRAMME OUTPUT LEARNING

OUTPUT TWO:
CSOs, including those representing marginalised groups, are effectively engaging in decision-making processes affecting the WASH sector.

1) Bringing a wide range of stakeholders together for facilitated dialogue is an effective way of increasing overall knowledge and understanding of the sector, building confidence between communities and governments and developing shared and effective plans.

2) The tension between service delivery and the longer term work of systemic change towards universal access and progressive realisation of rights is a challenge. We hope the next two years of learning will increase our understanding of different approaches to support immediate community needs to deal with this tension while still working to meaningfully change power relationships.

3) Strengthening local organisations is not enough to provide solutions to WASH issues, nor to enable constructive engagement with policy-makers. Alongside greater confidence and more awareness, communities require local knowledge of policies, budgets and technical possibilities so investing in more capacity building is necessary, not just in rights, governance and accountability issues but also in evidence gathering, proposal formation and sophisticated advocacy techniques.

4) Obtaining the necessary information about the sector to develop proposals for change has been challenging, not least because many local government offices simply do not have it or, in the case of budgets, the information they have is extremely confused. Thus, facilitated dialogue between government, service providers and NGOs and CBOs can be a useful way to build knowledge amongst all the stakeholders so that solutions can be found.

5) When holding dialogue meetings it is good to invite people from local government and communities from neighbouring areas, so they can see how it all works.

6) In some countries, getting people to participate freely is a major challenge because they expect allowances to attend meetings. If individuals are very corrupt, no amount of persuasion will work. It is not acceptable to pay allowances, but it should be recognised that if key people refuse to participate it is very difficult to get anything moving.

7) Communities need to be encouraged to develop an activist culture and understand that if they do not address their issues themselves then nothing will change – that because they will be the ones to gain from their activities, these should not be paid for either directly or indirectly.

4} LEARNING

GTF PROGRAMME OUTPUT LEARNING

OUTPUT THREE:
Informed and empowered people are better able to demand accountability and responsiveness from governments and service providers in the WASH sector.

1) This output is where most partners immediately gravitate – due to expertise and interest — but sometimes at the expense of building their own capacity.

2) Expect difficulties when bringing people together for the first time. At community level, religious or traditional leaders may be able to help and local community radio can be used to inform people about what is happening. For local government, the Mayor or council leader or a local politician may be able to help.

3) There is great value and serious leverage in using policy instruments and mechanisms outside the sector. Moreover, this is sometimes very necessary as communities identify needs and concerns not within initial NGO plans.

4) Putting tools in the hands of communities has meant that power lies with the people. It belongs to them and they can use it for whatever they determine their needs to be.

5) Networking is critical for sharing good practice, learning and information and developing new partnerships.

6) Chairing dialogue meetings is a difficult task, especially the first time that all the stakeholders come together. The person chosen for this role should be completely independent, well respected and trusted by all stakeholders as well as having knowledge of the WASH sector, local government, decentralisation issues, human rights or, ideally, all of these!

4} LEARNING

GTF PROGRAMME OUTPUT LEARNING

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OUTPUT FOUR:
Governments and service providers are more accountable to (willing and able) citizens and end users in the WASH sector.

1) Be aware that those organising lots of meetings and dialogues may be accused of having party political objectives. It is essential for NGOs and CSOs not only to be neutral in terms of electoral politics, but to be able to demonstrate that this is the case.

2) To establish good relations with local governments, and to have a good understanding of how the sector operates, it is important to get to know the issues and problems faced by local governments and why they are not doing what they are supposed to do.

3) It is essential to engage with local governments from the very beginning of an initiative and carry them along throughout, so that they are fully involved and 'own' the process. In the end, it is they that must deliver.

4) When working with local government (and community members) don't try to impose your ideas about what they should do. Give them the space, time and information to analyse the situation and come up with the solution themselves. Facilitating this process may be helpful. Dictating the answers is not.

5) Remember that local authorities may have problems with state/district governments. They are neither financially nor politically sufficiently independent to resist influence regarding how and where funds are spent.

6) Leadership in local and national government is very important. To achieve better governance, visionary leadership is necessary at all levels. Beware of politicians who are looking only for immediate personal gains and support those transformational leaders who take the long view.

7) It is not sufficient to strengthen the demand side (raising voices). You also need to work on the supply side (building capacity to respond). In situations where donor funding is restricted to strengthening demand, more support for better analysis of policies and budgets is needed to ensure that we are not just building the capacity of CSOs to channel complaints towards those in power, but also proposing practical workable solutions that decision-makers can use.

8) There should be a clear recommended division between the roles of communities, CBOs, CSOs, NGOs and governments.

FURTHER READING – GOVERNANCE PUBLICATIONS AND RESOURCES

- *Rights to water and sanitation: A handbook for activists* (FAN, 2011).
- *Understanding the WASH sector* (Tearfund, 2010).
- *Water sector development and governance* (EC, 2010).
- *Aid compacts built around national plans* (WaterAid, 2009).
- *An upside down view of governance* (Unsworth, 2010).
- *So what difference does it make? Mapping the outcomes of citizens engagement* (Gaventa and Barrett, 2010).
- *Social accountability: Tools and mechanisms for improved urban utilities* (WaterAid, 2010).
- *Accountability and voice for service delivery at local level* (IDL, 2008).
- *Strengthening accountability for improved service delivery* (SNV, 2008).
- *Measuring change and results in social accountability work* (DFID, 2009).
- *A Guide to multi-stakeholder work: Lessons from the Water Dialogues* (Coulby, 2009).
- *The World Bank and the water and sanitation sector: A guide for civil society engagement* (FAN, 2010).

USEFUL WEBSITES:

- Governance and Social Development Resource Centre (GDSRC) – **www.gdsrc.org**
- Development Research Centre on Citizenship, Participation and Accountability **www.drc-citizenship.org**
- Power Analysis for Social Change – **www.powercube.net**
- WaterAid: **www.wateraid.org**
- Freshwater Action Network: **www.freshwateraction.net**
- Right to Water: **www.righttowater.info** (the publications page http://www.righttowater.info/category/publications/ has a comprehensive collection of materials on rights to water and sanitation)

ENDNOTES

1 DFID (2006) Eliminating world poverty. Making governance work for the poor. *Available at: http://webarchive.nationalarchives.gov.uk/+/http://www.dfid.gov.uk/wp2006/whitepaper-printer-friendly.pdf*

2 This fund, now known widely as the Governance and Transparency Fund (GTF), provides the resources for this programme of work.

3 Text of the resolution: *http://www.un.org/News/Press/docs/2010/ga10967.doc.htm*

4 Text of the resolution: *http://www.un.org/News/Press/docs/2010/ga10967.doc.htm*

5 Right to water and sanitation is legally binding, affirms key UN body (1 October 2010). UN News centre online. Available at: *http://www.un.org/apps/news/story.asp?NewsID=36308*

6 United Nations Development Programme (2001).

7 Plummer and Slaymaker T (2007) *Rethinking governance in water services*, WaterAid, London.

8 OECD (2006) *Applying strategic environmental assessment: good practice guidance for development cooperation*, DAC guidelines and reference series, Paris. Available at: *http://browse.oecdbookshop.org/oecd/pdfs/browseit/4306141E.PDF*

9 European Commission, Secretariat general, Consultation standards webpage: *http://ec.europa.eu/civil_society/consultation_standards/index_en.htm#_Toc46744741*

10 Putnam R D (1993) *Making democracy work. Civic traditions in modern Italy*, Princeton University Press, USA; and R D Putnam (2000) *Bowling alone. The collapse and revival of American community*, New York, Simon and Schuster.

11 DFID (2006) Op cit.

12 Slaymaker T (2009) *Sector governance,* unpublished concept note for internal discussion, WaterAid, London

13 WaterAid (2011) *Advocacy: what's it all about? A guide to advocacy work in the water and sanitation sector.* Available at: *http://www.wateraid.org/documents/advocacysb.pdf.* It provides a very good explication of what advocacy in the WASH sector is all about. WaterAid (2007) *The advocacy sourcebook* is an even more up to date overview of advocacy issues in the sector from the WaterAid perspective. Available at: *http://www.wateraid.org/documents/plugin_documents/advocacy_sourcebook_2.pdf*

14 Institute for Development Studies (2007) *New directions for water governance*, ID21 Insights, p2. Available at: *http://www.dfid.gov.uk/r4d/PDF/Outputs/IDS/insights67.pdf*

15 Institute for Development Studies (2007) Op cit.

16 DFID (2006) Op cit.

17 van der Gaag N and Rowlands J (2009) *Speaking out. Case studies on how poor people influence decision-making*, Oxfam GB, Practical Action Publishing Ltd, UK. Available at: *http://www.oxfam.org.uk/resources/downloads/prog_insights/prog_insights_speaking_out_book_pap.pdf.*

18 'A human rights-based approach is a conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. It seeks to analyse inequalities which lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress.' From Office of the United Nations High Commissioner for Human Rights (2006) Frequently asked questions on a human rights-based approach to development cooperations, p 15. Available at: *http://www.ohchr.org/Documents/Publications/FAQen.pdf.* See also: Centre on Housing Rights and Evictions (2008) *Manual on the right to water and sanitation: A tool to assist policy makers and practitioners to develop strategies for implementing the human right to water and sanitation.* Available at: *http://www.righttowater.info/wp-content/uploads/COHRE-RTWS-manual.pdf.*

19 World Development Report (2004) *Making services work for poor people* and (2006) Human development report on water and sanitation. See also the work of the Independent Expert on the Rights to water and sanitation. Available at: *http://www2.ohchr.org/english/issues/water/iexpert/.* See also, UN resolutions affirming the rights to water and sanitation. Available at: *http://ap.ohchr.org/documents/dpage_e.aspx?si=A/HRC/15/L.14.*

20 DFID (2006) p8

21 *http://webarchive.nationalarchives.gov.uk/+/http://www.dfid.gov.uk/funding/gtf-guidelines07.asp.*

22 The very rich and those with exalted social status are the exceptions to this general rule, alongside individuals who own and control the media.

23 Benequista N (2010) *Putting citizens at the centre: linking states and societies for responsive governance - a policymaker's guide to the research of the Development Research Centre on Citizenship, Participation and Accountability.* Prepared for the DFID conference on 'The politics of poverty, elites, citizens and states', 21-23 June, UK. Available at: *http://www.drc-citizenship.org/publications/CDRC_Policy_Findings_Summary/pdf.*

24 www.kewasnet.org

25 Involving multiple stakeholders including government officials, the media and the private sector etc in dialogue meetings (see section 3.4) increases their capacity in relation to governance and the WASH sector. This is a secondary activity.

26 Associations and NGOs Network in the Water, Hygiene and Sanitation Sector (CCEPA) Burkina Faso, National Network on Water and Sanitation (NEWSAN) Nigeria, WASH Analamanga Committee Diorano (DIORANO WASH) Madagascar, Coalition for Access to Water, Sanitation and Hygiene (CAEPHA) Mali, Kenyan Water and Sanitation CSOs Network (KEWASNET), Uganda Water and Sanitation NGO network (UWASNET), Christian Relief and Development Association (WSF) Ethiopia, Ghana Coalition of NGOs in the Water and Sanitation Sector (CONIWAS) Ghana, Freshwater Action Network South Asia (FANSA), African Civil Society Network on Water and Sanitation (ANEW) and Freshwater Action Network Central America (FANCA).

27 Questions can easily be changed for greater contextual specificity or to draw out specific types of learning such as: How was the programme rights-based? In what ways is the work focused on sustainability?

28 First high level (finance ministers and other key development decision-makers and leaders in society) global meeting on water

ENDNOTES

and sanitation for all in April 2010. See *http://sites.google.com/ site/globalframeworkforaction/the-annual-high-level-meeting.*

29 Mole is Ghana's annual national WASH stakeholder's conference organised by CONIWAS - the national WASH network. The conference in July was the 21st of its kind.

30 See section 3.4 for further information on this.

31 Jharkand achieved statehood in 2000. Violence arising from natural resource-related grievances, notably land alienation, forest management and employment in Jharkhand's mines and related issues of tribal rights, are a source of conflict which can turn violent. More details can be found in: Prakash A (2007) *Case study: tribal rights in Jharkhand. Towards inclusive governance,* United Nations Development Programme. Available at: *http://asia-pacific.undp.org/practices/governance/ a2j/docs/CaseStudy-06-India-Jharkhand.pdf.* See also, Jewitt S (April 2008) *Political ecology of Jharkhand conflicts.* Asia Pacific Viewpoint, Vol 49, No 1, pp 68–82 Available at: *http:// www.umsl.edu/~naumannj/professional%20geography%20 articles/Political%20ecology%20of%20 Jharkhand%20conflicts.pdf.*

32 Andhra Pradesh, Tamilnadu, Kerela, Karnataka, Odissa, Jharkhand, Madhya Pradesh, Uttar Pradesh, Gujrat, Maharastra.

33 For more on using a human rights approach for advocacy on access to water and sanitation, see FAN (2010) *Rights to water and sanitation: a handbook for activists.* Available at: *http://www.freshwateraction.net/ sits/default/files/Activist_Handbook_2010.pdf.*

34 Santhals are a culturally vibrant, indigenous tribal group, most of who live in the least developed parts of eastern India. Their livelihoods depend largely on small-scale subsistence agriculture, forest resources and wages from migrant labour.

35 The Naxalites are an extremist Indian communist movement named after the town of Naxalbari, in west Bengal, where an uprising was suppressed in 1967.

36 This gives central government control over the administration of the state.

37 The Tribune, India (2010) State dogged by coalitions of convenience. Available at: *www. tribuneindia.com/2010/20100909/edit.htm#2.*

38 Mehta A K and Shah A (2003) Chronic poverty in India: incidence, causes and policies, World Development, Vol 31, No 3, Elsevier Science Ltd, UK. Available at: *http://www.pik-potsdam. de/research/research-domains/transdisciplinary-concepts- and-methods/project-archive/favaia/workspace/documents/ world-development-volume-31-issue-3-specialissue-on- chronic-poverty-and-development-policy/pages491-511.pdf.*

39 We are working with SATHEE to share this tool beyond the region in 2011.

40 TSC is a comprehensive programme initiated in 1999 to ensure sanitation facilities in rural India with the broader goal of eradicating the practice of open defecation. For more information, see: *http://ddws.nic.in/tsc_index.htm.*

41 In Costa Rica, the relationship between CWBs and the Government is much better.

42 Nicaragua Water Law 2010 (Act no. 722).

43 See section 3.4 for more information.

44 CAFOD, ChristianAid, Trocaire, (January 2007) *Monitoring government policies: a toolkit for civil society organisations in Africa.* Available at: *http://www.trocaire. org/resources/policy-resource/monitoringgovernment- policies-toolkit-civil-society-organisations-africa.*

45 The interviews in this FANCA-led report were used to build the alternative report on human rights to water in Nicaragua. The focus was on rural areas and included water boards end users. More information on the report can be found at: *http://worldwatercouncil.org/index.php?id=1301.*

46 Luc-Joël Gregoire, Chief Economist, United Nations Development Programme (2005) *Why development needs good journalism,* in UNESCO, Media and Good Governance, *http:// unesdoc.unesco.org/images/0014/001463/146311e.pdf.*

47 More information can be found at: *http:// righttoinformation.gov.in/* and *http://www.rtiindia. org/forum/content/.* The actual legislation can be downloaded as a pdf at: *http://rti.gov.in/rti-act.pdf.*

48 Coulby H (2009) *A guide to multi-stakeholder work, lessons from the Water Dialogues.* Available at: *http://www.waterdialogues.org/downloads/ new/Guide-to-Multistakeholder.pdf.*

49 MacAuslan I (2008) *India's National Rural Employment Guarantee Act. From poverty to power: how active citizens and effective states can change the world,* Oxfam International. Available at: *http://www.oxfam.org.uk/ resources/downloads/FP2P/FP2P_India_Nat_%20 Rural_Emp_Gtee_Act_CS_ENGLISH.pdf.*

50 *http://eia.unu.edu/wiki/index.php/Ghana.*

51 More information on how to use this tool is available at: Asia Development Bank and Public Affairs Centre, Citizen Report Card Learning Toolkit, *http://www.citizenreportcard.com/.*

52 Ryan P et al (2008) op cit.

53 The new Kenyan Constitution was approved by 67% of Kenyan voters in a referendum on 4 August 2010.

54 Ramkumar V (2008) *Our money, our responsibility. A citizens' guide to monitoring government expenditures,* The International Budget Project. Available at: *http://www. internationalbudget.org/files/Our_Money_english.pdf.*

55 Bosworth J (2005) *Citizens, accountability and public expenditure: a rapid review of DFID support,* Working Paper 17, DFID, UK. Available at: *http:// www.dfid.gov. uk/Documents/publications1/evaluation/wp17.pdf.*

56 Coulby H (2009) Op cit.

57 Anambra, Kano, CrossRivers, Jigawa, Osun and Yobe.

58 Birhane G (2010) *Governance and transparency works: a view from Ethiopia.* Available at: *http://www.freshwateraction.net/ content/governance-and-transparency-work-view-ethiopia.*

Freshwater Action Network

Freshwater Action Network (FAN) is a global network of people implementing and influencing water and sanitation policy and practice around the world. FAN works to improve water management by strengthening civil society to influence decision-making.

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