

Engagement and advocacy for better WASH governance

04

**ENGAGEMENT
AND ADVOCACY**

GOVERNANCE

TRANSPARENCY

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Background

Based on the experience of WaterAid and Freshwater Action Network (FAN)'s Governance and Transparency Fund (GTF) programme, this handbook explores some of the tools, methods and approaches that are effective for successful engagement with governments, and other key stakeholders, to achieve good governance. It aims to present key lessons, provide practical advice about using the tools – or information on where this advice can be found – as well as presenting case studies to illustrate the points being made.

This handbook focuses on:

- **The context for engagement.**
- **Levels at which engagement can take place.**
- **Advocacy approaches, tools and methods adopted by GTF partners.**
- **Specific exercises regarding useful tools and methods.**
- **Lessons learned.**

Non-governmental organisations (NGOs) and networks working on governance issues, including water, sanitation and hygiene (WASH) governance, are the primary audiences for the handbook. However, a wider range of stakeholders interested in effective engagement between communities, NGOs and governments may find this handbook useful.

The handbook is the **fourth** in a series of five GTF learning handbooks produced by the WaterAid/FAN GTF Learning Project. All five handbooks can be found online at: www.wateraid.org/gtfllearninghandbooks

About the WaterAid/FAN Governance and Transparency Fund programme

Working with 33 partners in 16 countries, the GTF programme has combined bottom up, demand-led approaches at community level with supporting advocacy at national level to achieve its goal to: 'improve the accountability and responsiveness of duty-bearers to ensure equitable and sustainable water, sanitation and hygiene (WASH) services for the poorest and most marginalised.'

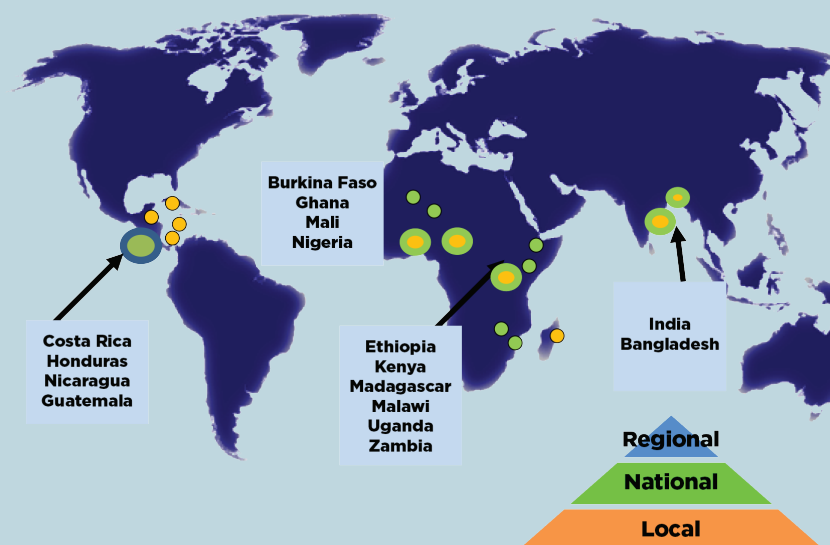
The programme, which is funded by the UK Government's Department for International Development (DFID) through its Governance and Transparency Fund, began work in 2008. This phase of work on governance will end in September 2013.

Programme map showing countries and levels of operation

The programme's approach, which is rooted in DFID's Capability, Accountability and Responsiveness (CAR) framework¹, can be summarised as:

- Empowerment through awareness raising on rights, plus capacity building in skills, tools and analysis.
- Alliance building through networks and multi-stakeholder forums.
- Advocacy to influence governments for more and better WASH services and for more transparency, accountability, participation, consultation and responsiveness.

The aim is to create community-based organisations (CBOs) with the confidence, skills and tools to hold governments to account, supported by strong NGOs and networks able to engage with decision-making processes and influence the design and implementation of WASH policies at all levels.



¹ DFID (2007) *Governance, development, and democratic politics: DFID's work in building more effective states*, pp 14-21. DFID, London. Available at: webarchive.nationalarchives.gov.uk/+/http://www.dfid.gov.uk/pubs/files/governance.pdf or www.gsdrc.org/go/display&type=Document&id=2964&source=rss

1. Introduction

WaterAid/FAN's GTF programme was underpinned by the belief that citizen voices and engagement can contribute to making governments responsive and accountable. As DFID puts it, **'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 representatives².'**

In the GTF programme, empowered community organisations, local and national NGOs and their networks were at the heart of all engagement activities. Governance advocacy was guided by the assumption that, **'Joint action by local associations can result in improved service delivery, increased opportunities for regular dialogue with service providers and government, and promote policy change³.'** However, as covered by other handbooks in the series⁴, local actions are unlikely to be enough to sustain good governance in the long term, so these were complemented by national-level advocacy undertaken by NGO networks.

GTF partnerships with national NGO networks were central to advocacy in national capitals and focused on WASH ministries, parliamentarians, service providers and sometimes multilateral and bilateral institutions, including UN agencies and development partners. National networks also worked with the media to popularise good governance messages. Links between engagement activities at different levels were assisted by the fact that partners were all members of their national network(s).

Voice

Citizens need to voice their views and concerns if they are to influence how society and governments work. For governments to make good decisions and policies appropriate to the situation and needs of citizens, they need to take the voices of people seriously and enable citizens to contribute to, and participate in, decision-making processes.

Accountability

Formal accountability between governments and citizens means institutionalising mechanisms that allow citizens, civil groups and the private sector to demand state actors fulfil their obligations as outlined in policies, laws and the constitution. Failure to do so will result in sanctions. Accountability also requires governments to explain and justify its actions to citizens.

Transparency

Access to information is necessary for citizens to be able to get the information they need to hold governments to account.

² <http://webarchive.nationalarchives.gov.uk/+/http://www.dfid.gov.uk/funding/gtf-guidelines07.asp>

³ Benequista N (2010) 'Putting citizens at the centre: Linking states and societies for responsive governance – A policy-maker'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://r4d.dfid.gov.uk/PDF/Outputs/CentreOnCitizenship/Citizenship-DRC-Policy-Findings-Paper-2010.pdf>

⁴ Sustainability in WASH governance programmes and Getting started with governance. Available at: www.wateraid.org/gtflearninghandbooks

2. Context for programme engagement

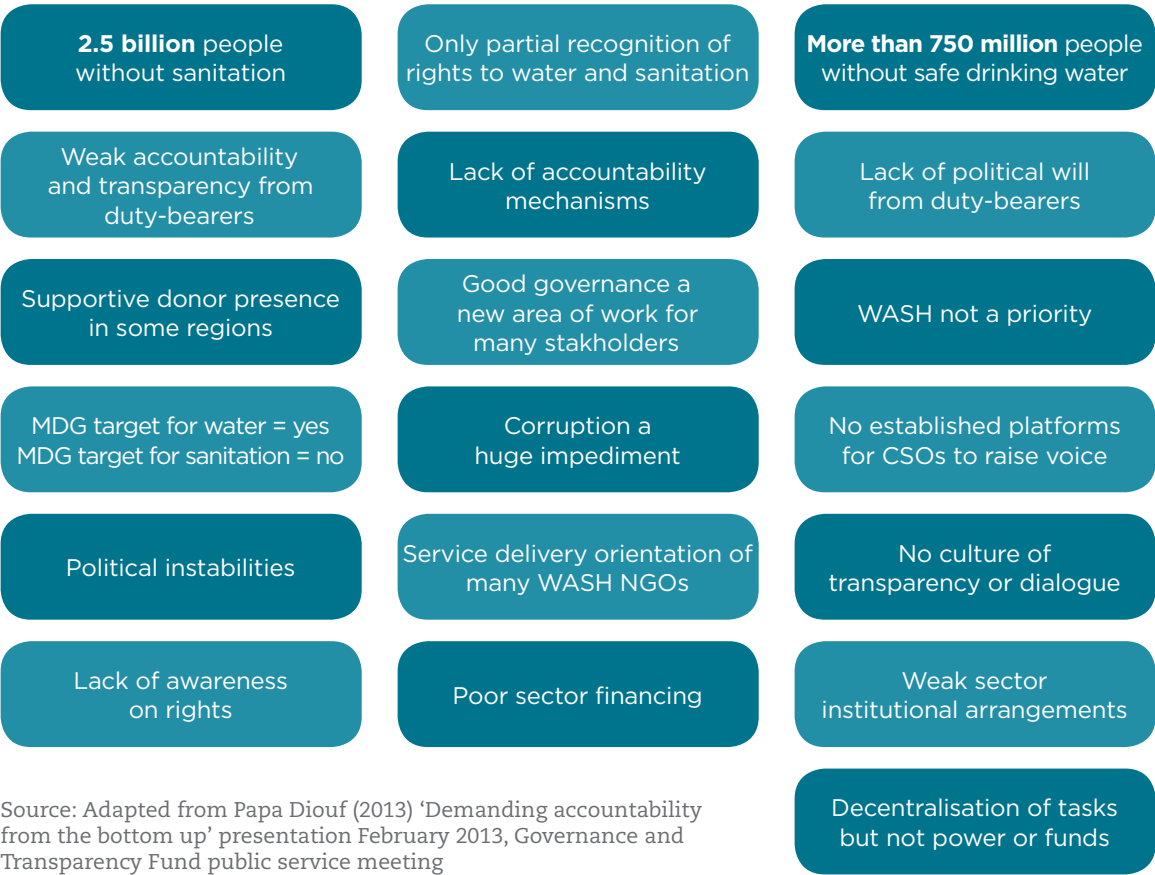
2.1 The general context for WASH

Across the GTF programme, governments gave WASH – particularly sanitation – a low priority compared with other sectors. This was true despite an increase in spending on safe water due to the Millennium Development Goal (MDG) target on water.

The sector is characterised by fragmented institutional arrangements, weak accountability mechanisms, poor coordination of externally funded donor projects and a strong emphasis on service delivery by all those involved, including NGOs.

Levels of professionalism seem to be greater, and corruption rates lower, in WASH ministries than in others, but their progress in improving governance is limited by slower advances in other parts of government. Creating political and public will for better governance and ensuring cooperation among all civil society actors that are promoting good governance will be necessary for WASH sector aims to be achieved and made sustainable.

Figure 1: General WASH context for the GTF programme⁵



Source: Adapted from Papa Diouf (2013) 'Demanding accountability from the bottom up' presentation February 2013, Governance and Transparency Fund public service meeting

⁵ Regarding the box on the MDG targets, note that Madagascar is off-track for the MDG in water as well as sanitation.

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2.2 Political, economic, social and cultural contexts — a brief overview

Each country where the GTF programme operated had a unique political, economic, social and cultural context.

For example, the parameters set by the Ethiopian Government for NGO activity reduced the space for communities to engage at local levels but it did not prevent constructive and productive engagement at national level showing that, 'Citizen engagement can make positive differences regardless of the level of democratisation⁶.' Also, in countries where there is freedom of speech and freedom of the press, the options for pursuing governance advocacy are more immediately visible than in countries where these freedoms do not exist.

The situation in a growing economy, like India, where the government plans to invest large sums of money in WASH development over the coming years, was very different to the situation in poorer countries. In these, mostly least developed countries where there is an acute shortage of funds, simply demanding services are delivered was not helpful.

One of the most significant factors in the social context for the GTF programme was the relative strength of civil society, especially the number of NGOs, including WASH NGOs, that were active in advocacy/influencing and how long they had been engaged in this work.

In general, countries where NGOs had been engaging with governments for decades found it easier to:

- Learn from past experience about what forms of advocacy are most effective.
- Engage with ministries and politicians.
- Add governance issues to existing agendas.
- Organise networks of NGOs to address governance issues.

In terms of cultural context, all GTF partners had to address issues of hierarchy and inequalities, between genders or groups excluded due to ethnic or caste background, religious beliefs or disability. However, degrees of inequality and discrimination varied. Rural women in Costa Rica faced less restrictions and discrimination than those in Bangladesh, for example. Interestingly, the hierarchical relationship between citizens and their tribal chiefs in some parts of Africa, combined with the genuine feeling of respect and admiration citizens have for their chiefs, can be very helpful in ensuring behaviours change and water supplies and toilets appear. In Ghana, the intervention of a tribal 'queen mother', and in Malawi, that of a chief, both led to excellent outcomes.

⁶ Gaventa J and Barrett G (2010) *So what difference does it make? Mapping the outcomes of citizen engagement*. IDS research summary of IDS Working Paper 347. UK.
Available at: http://www.drc-citizenship.org/system/assets/1052734701/original/1052734701-gaventa_etal.2010-so.pdf

3. Programme approaches

3.1 Building blocks

At local levels, the foundations for all engagement work were CBOs, usually some form of WASH committee or water board. As outlined in handbook one, *Getting started on governance*⁷, GTF partners working at this level have spent time and energy on mobilising, capacity building and empowering these groups to engage with governments and services.

On a national level, WASH networks were at the heart of all governance advocacy. They brought NGOs together to develop a united voice and consistent proposals based on data and analysis before engaging with governments, service providers and other key WASH stakeholders⁸.

Where local GTF partners were members of these national networks, eg in Ghana, India and Uganda, this enabled very helpful movement of information to take place between the two levels.

3.2 Approaches to advocacy

3.2.1 Constructive engagement

Throughout the programme, the governance advocacy approaches used by GTF partners were based on constructive engagement and dialogue backed by evidence. The emphasis was on insider tactics involving persuasion and negotiation to achieve win-win solutions, rather than on outsider demands for immediate radical change and outright opposition, leading to win-lose results.

Persuasion

Among other factors, GTF partners identified the following features of effective persuasion:

- Being a credible and legitimate actor in terms of:
 - Experience and knowledge of the issue.
 - Relationship with, and ability to represent, those directly affected by the issue.
 - Previous constructive contributions in relevant forums.
 - Understanding of decision-making and policy processes.
- Building relationships of trust and mutual respect with decision-makers and their officials.
- Being able to make a convincing argument about why change should happen and how all concerned will benefit.
- Appealing to shared values.
- Demonstrating that the proposal is supported by other specialists.
- Listening to the problems faced by the other side and helping to find ways through them.
- Always working to change attitudes and beliefs, as well as policies and practices, so that openness to dialogue is easier as time progresses.

Nevertheless, partners did not shy away from putting pressure on decision-makers when patient persuasion failed to achieve change. The two main routes for applying pressure were working with and through the media, and using legal rights to call for required responses from governments or service providers.

⁷ Handbook one, *Getting started with governance*. Available at: www.wateraid.org/gtflerninghandbooks

⁸ Handbook three, *Networks and WASH governance advocacy*, contains more information on how GTF networks operated. Available at: www.wateraid.org/gtflerninghandbooks

3.2.2 Inclusive involvement

At community level, there was a strong emphasis on involving CBOs in all work. Partners provided capacity building and initial support and accompaniment when CBOs engaged with local government and service providers to build confidence. However, the aim was for those directly affected to be able to undertake WASH governance advocacy themselves.

This approach to advocacy, where CBOs are their own advocates, has a number of benefits including:

- Issues and solutions are identified by communities themselves. Therefore communities are fully committed to solving these issues.
- Only local resources (both human and financial) are used. Therefore the approach is sustainable.
- Skills and knowledge of community members on both the issue and advocacy processes increases. The community's full potential is used.
- Communities are empowered and see themselves as agents of change. They realise that they can alter the balance of power and improve local governance.

Inclusive involvement is not an easy option and presents a number of challenges:

- Governments do not (or cannot) always deliver even after the best planned and implemented advocacy campaigns. The consequence is that communities may lose confidence in their ability to make change happen.
- Communities know that NGOs sometimes deliver services and cannot understand why the NGO should not do this for them instead of helping them to ask government to do this.
- Unless they have a full understanding about citizens' rights and the role of the state as duty-bearer – something

which NGOs can help them with only if they fully grasp the concepts themselves – communities cannot be expected to understand the difference between the roles of NGOs and governments.

- Knowing that some NGOs do deliver services, their view may be that if they have rights to water and sanitation why should NGO partners make them wait, rather than delivering these rights directly.

It is helpful for NGOs to have early discussions with communities about these issues. This should allow community members to air their views about the advantages and disadvantages of service delivery versus advocacy. It is also important to discuss why good governance is important, not only for WASH but for all areas of community development.

Of course, faster results in terms of delivery can often be achieved by NGOs advocating alone but often this leaves no lasting legacy and progress made can easily be reversed when NGOs depart from the area. Treating communities as partners in their own development process has the potential to deliver not only better governance but also more inclusive, appropriate and sustainable results to a larger number of people than simply delivering services⁹.

While capacity building and empowerment of CBOs takes time and money, in terms of the sustainability of governance and WASH facilities, it is likely to be better value for money in the long term.

At the national level, advocacy was also characterised by an inclusive approach. This is in contrast to situations where a small group, or one organisation, adopt their own positions and conduct advocacy

⁹ Dongier P et al (2001) 'Community driven development', Chapter 9 in: *Poverty reduction strategy source book*. World Bank, Washington DC, USA. Available at: http://siteresources.worldbank.org/INTPRS1/Resources/383606-1205334112622/5805_chap9.pdf

‘on behalf’ of all stakeholders, according to their own analysis of what the most important issues are. The latter can produce quick results and is acceptable when rapid action is essential, but rarely achieves sustainable results because it lacks the depth of support needed to follow through. Implementation monitoring is needed to ensure policy changes produce genuine change on the ground. In addition, power relations remain unchanged.

Instead, democratic network processes were used to arrive at priority issues and solutions that would be proposed to government and other stakeholders. All GTF networks aimed for constructive engagement. They acted as critical ‘friends’ in official government committees, provided evidence to inform strategies and plans, organised multi-stakeholder dialogues, and engaged with officials and parliamentarians to design policies and laws.

3.2.3 The realities of local government and their impact on governance

Something that is not immediately obvious to people who have not spent time with local government officials in Asia and Africa, is that it is common for them to be swamped by paperwork and constantly receiving competing new directives from superiors in different departments and projects. Under-staffed, under-trained, under-paid, under-equipped and frequently under-financed, the normal condition for local officials is one of being overwhelmed.

Personnel

Staff at local government level often change frequently. The best and brightest typically do not stay long, looking for more rewarding postings in larger towns or cities as soon as possible. In some countries, they may leave government

Case study: The Right to Information act as a tool, India

GTF partner, Modern Architects for Rural India (MARI), worked with a community of 140 households in Indiranagar village in Andhra Pradesh. The village lacked safe drinking water and sanitation facilities despite repeated requests to the Panchayat Raj institutions and Government officials.

Using the Right to Information (RTI) act tool helped the community to realise their right to safe drinking water. Following training on the tool from MARI, in February 2010, the CBO submitted an RTI application to the local government office requesting information on the budget allocation for WASH in the previous year and the status of work that had been started.

When there was no response, the CBO members approached local officials and learned that they had no knowledge of the RTI act. Surprised by this, the CBO informed MARI, which visited the government officials to explain about the act and their responsibilities. Ten days later the CBO received a letter from the local Government office with all the details of the works undertaken and an explanation of the hurdles they were facing in completing them. The information included a note stating that under the government’s Public Works Scheme, Indiranagar had been allocated 500,000 rupees for drinking water facilities. The village head had not heard about this allocation before.

After a meeting between the CBO and the President of their local Gram Panchayat, the government began work. By April 2010, all households had safe drinking water supplied to their homes through a pipe system. Meanwhile, the local government office set up a register for monitoring RTI petitions.

service to join a private sector company or an NGO that can provide better conditions. Less talented or less ambitious staff are transferred between posts regularly, even if these are mostly local moves. In some countries, public officials are changed every time a new set of elected representatives takes over a council or municipality. All of which means CBOs and NGOs repeatedly have to start from scratch in terms of building relationships and establishing trust with local officials.

In remote or hard to reach areas, especially in countries or states where corruption levels are high, the makeup of local government may result in interesting challenges for NGOs and communities. These are not areas where typical senior government officials wish to take their families. On the plus side, compulsory postings to such areas can result in the arrival of young, enthusiastic officials or dedicated older staff have upset their superiors by refusing to participate in corrupt systems. On the minus side, postings may be given as punishments to the very worst and most corrupt officials whose conduct has been so shocking that even corrupt colleagues want them out of the way. At worst, for posts that control resources (such as those dealing with forestry, mines, etc) or programmes into which huge amounts of money have been allocated (such as rural employment guarantee schemes, WASH or agricultural subsidies, etc) posts may be informally auctioned to the highest bidder, who, obviously, at minimum will be looking to make a profit on their 'investment'.

Projects and finances

As reported in a cross-regional study by WaterAid¹⁰, local government budgets for WASH are far too low to be effective.

This is a critical issue in preventing local government from becoming a credible, accountable agent for service delivery.

In many countries, this situation is worsened by the fact that district and local officers responsible for WASH get trapped in a maze of overlapping water and sanitation projects:

'Multiple funding and reporting streams – some channelled through central government, others going through provincial administrations or directly to communities – leave people tied to their desks writing applications and reports. This uncoordinated and unwieldy network of funding results in inequities and drains the capacity of public servants¹¹.'

'Most districts are dealing with a variety of donors. They all have separate requirements so the district has up to 20 different bank accounts and I have to write over 200 reports a year¹².'

Furthermore, the money for government and donor projects often arrives late, and sometimes after the deadline for delivering the project has passed. Occasionally it does not arrive at all. Under pressure from senior officers, donors, politicians and vocal CBOs/NGOs officials may simply use whatever money is available to get the job done. Borrowing from one budget to carry out work from another means finances easily become muddled. If it happens regularly it may become impossible to keep track of what funds belongs where – a problem that is aggravated by frequent changes of staff.

As a consequence, genuine financial transparency is more or less impossible and this can mean corruption goes

¹⁰ Section 2: 'How are local governments being undermined?' in Hucks L (2008) *Think local act local: Effective financing of local governments to provide water and sanitation services*. WaterAid, London, UK

¹¹ Redhouse D (2005) *Getting to boiling point: Turning up the heat on water and sanitation*.

¹² District Assembly Chief Executive, Ghana, quoted in Redhouse (2005) *ibid*

unnoticed, which in turn significantly obstructs the progress of CBO advocacy while increasing the risk to the communities and NGOs involved, as shown in *Getting started on governance*¹³.

Challenges and solutions for inclusive governance advocacy

None of this is good for civil servants' morale. It saps their energy and encourages cynicism. Officials are disempowered and become apathetic. They lose their enthusiasm for development objectives and become resistant to new initiatives, including requests for increased dialogue with communities.

National reforms are essential to increase widespread improvements in how local government operates. Without these, sustainable change will be difficult, but achieving them will require the involvement of powerful stakeholders and cannot be achieved by CBOs and NGOs working alone.

NGOs and CBOs, alongside other civil society allies, have the ability to recognise the difficulties faced by local government staff and work with them to improve the situation, through local sector dialogue and participatory performance monitoring.

In addition, many tools used to gather evidence, including social audits, community scorecards, report cards and budget tracking, can contribute to demonstrating and reducing corruption in local government.

NGOs can also offer capacity building support to local government offices in terms of planning, monitoring and implementation to achieve greater transparency and accountability. Additionally, networks can support local activities with national-level advocacy for reforms in project coordination and financial management focused on both governments and major sector donors.

Case study: Gender equitable delivery of services

As part of the GTF programme, Women's Empowerment in Nigeria (WEIN) has been supporting local government to develop local plans and collate an inventory of existing social amenities compared to the infrastructure needed.

The process culminated with the development of an investment plan to achieve gender equitable delivery of services, and its continuity is assured by a newly formed partnership with USAID.

¹³ See case study on India in: Handbook one, *Getting started with governance*. Available at: www.wateraid.org/gtflerninghandbooks

4. Overview of methods and tools

As shown in Table 1 below, WaterAid/FAN's GTF partners used a wide range of advocacy methods and tools. Some of these were focused at particular levels of engagement, others were used at all levels where partners were active.

Table 1: Methods and tools used by GTF partners

<p>All levels</p> <ul style="list-style-type: none"> • Employing rights, national constitutions, laws, policies and programmes as a basis for advocacy. • Creating networks and seeking allies. • Organising interface meetings, dialogues, round tables, etc. • Convening multi-stakeholder meetings. • Organising learning visits between GTF partners. <p>Using media and communications</p> <ul style="list-style-type: none"> • Creating specialist WASH journalists' groups. • Briefings, press releases and stories. • Radio programmes and TV slots. • Video and DVD presentations. • Producing flyers, leaflets, magazines, posters, etc. • Mobilisation for global or national WASH 'days', eg World Water Day (mostly in Asia). • Disseminating WASH materials. 	<p>CBOs</p> <p>Awareness raising¹⁴</p> <ul style="list-style-type: none"> • Theatre/drama/music (mostly in Africa). • Storytelling. • Giving examples from case studies. • Community debates. • Social mapping and participatory rural assessment tools. • Meetings/inputs to official community-level structures. • Participating in sports days, concerts, etc. • Organising learning visits between communities. • Meetings between communities and their leaders, chiefs, etc. • Pamphlets, manuals, etc. <p>Evidence gathering and external advocacy</p> <ul style="list-style-type: none"> • Community scorecards. • Mapping services. • Audits and budget tracking of local governments. • People's juries. • Media clinics with communities and journalists.
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¹⁴ See also practical tools and exercises used in community mobilisation in: Handbook one, *Getting started with governance* available at www.wateraid.org/gtflerninghandbooks

Engaging with local and district government and service providers

- Filing Right to Information requests¹⁵.
- Petitioning.
- Postcard campaigns.
- Lobbying government officials.
- Interface and dialogue meetings.
- Action learning sessions between service providers and communities.
- Involvement with local government advisory committees.
- Forming local government joint monitoring committees.
- Forming and/or participating in district-level NGO networks.
- Creating district and local forums of important citizens.
- Local radio programmes¹⁶.

Engaging with national government, service providers, development partners/donors

- Taking part in official government meetings, eg joint sector reviews, advisory committees etc
- Lobbying government and key national stakeholders.
- Engaging with regional WASH institutions.

Evidence gathering for advocacy

- Surveys.
- Mapping services.
- Budget tracking, auditing, public expenditure tracking system (PETS).
- Developing directories of service providers for NGOs or CSOs.
- Annual reports on NGO contributions to WASH.
- Thematic and position papers and briefings, etc, on WASH governance.

¹⁵ See Section 8.1 for a practical guide to Right to Information Act requests.

¹⁶ See Section 8.2 for a practical guide to local radio.

5. Examples of local-level methods and tools

It is not possible to discuss all the tools and methods used by WaterAid/FAN GTF programme partners but many of them will be familiar to development organisations and practitioners. Here is a small selection of tools that worked well for the WASH governance advocacy of GTF partners and communities.

5.1 The RTI act

The Right to Information (RTI) act has been used extensively by partners in India¹⁷. The act came into law in 2005 and allows Indian citizens to have access to information held by the Government. Since then citizens have used the act to obtain information on a wide range of issues, including governance issues, but GTF partners were the first to use it for WASH issues.

Since most communities are unaware of the RTI act, the first step taken by GTF partners was to inform them of how it could be used by CBOs to hold government accountable regarding:

- Lapses in implementation of WASH programmes.
- Failures in WASH coverage.
- Quality of services.
- Corruption and malpractice.

By the end of 2011, some £120,000 had been released by local government to provide WASH facilities to GTF communities in India as a result of RTI applications, petitions and follow up work.

Status of the right to information in selected programme countries

Law exists and is being used by civil groups:

- India
- Bangladesh
- Nigeria
- Costa Rica
- Honduras
- Guatemala

Law exists but in a form that makes it difficult and expensive to use:

- Uganda

Bill currently going through parliament and expected to be passed in 2013:

- Ghana

Right exists in constitution but not in law, with no right to appeal and no definition in courts:

- Madagascar
- Malawi – no political will to support bill introduced in 2003, situation re all rights deteriorating
- Zambia – no political will to support bill introduced first in 2003 and again in 2011

A practical guide to how the Right to Information can be used can be found in Section 8.1. Links to additional information appear in the Reference section at the end of the handbook.

¹⁷ An interesting account of the campaign to have the Right to Information made law can be found in Baviskar A (2007) *Is knowledge power? The Right to Information campaign in India*. Available at: <http://rtiworkshop.pbworks.com/f/2006-00-IN-Is-Knowledge-Power-The-Right-to-Information-Campaign-in-India-Amita-Baviskar.pdf>

5.2 Local or community radio¹⁸

In a number of GTF countries, partners used community radio to spread messages about the rights to water and sanitation, as well as to amplify the voices of WASH users and citizens who do not usually get an opportunity to interact with their leaders or service providers.

Across the WaterAid/FAN GTF programme, poor people were used to having their opinions and wishes ignored in the development process. So it is not surprising that hearing the voices of ordinary community members being broadcast and putting their views and questions directly to politicians or service providers was a very empowering experience, not only for GTF community members but for all citizens listening. The broadcasts have also encouraged local debates and a horizontal circulation of ideas among citizens about both governance and WASH.

Radio programmes have created a platform whereby WASH providers and locally elected representatives can be questioned about issues by citizens and account for the decisions they have made. They have proved to be a powerful tool in increasing the accountability of government officials, politicians and service providers. GTF communities have used the platform to publicise the findings of their budget tracking and service monitoring exercises in order to put pressure on local government and service providers to deliver.

Case study: The impact of local radio in Uganda

Radio programmes organised by three GTF partners in Uganda – the Agency for Cooperation and Research in Development (ACORD), Community Integrated Development Initiatives (CIDI) and Health Through Water and Sanitation (HEWASA) – reached an audience of around 275,000 people, who were able to learn about their rights to WASH. They also had an opportunity to listen to citizens' advocacy and the responses of the local organisations responsible for delivering good quality WASH services.

In terms of WASH access, the programmes produced responses from local governments and service providers that benefitted almost **27,000** people:

- **3,000** people in Kawempe, an urban slum, benefitted from pre-paid taps being installed.
- **4,400** people in one urban slum and 13 Kamwenge sub-counties benefitted from completion or renovation of different water systems.
- **7,800** people benefitted from improvements to gravity flow schemes that now channel sufficient water to tap stands.
- **1,100** people in the South Western province had their water systems renovated and repaired.
- **10,650** people in the South Western province gained access to adequate water supplies through the supply of official tap stands.

¹⁸ See Section 8.2 for a practical guide to community radio. Links to additional information can be found in the References section.

5.3 Budget tracking and monitoring

Budget work has been carried out in various forms at all levels of intervention by the GTF programme. Some examples at the local level include the activities of the Association of Water and Sanitation Boards (AWSDB) in Ghana and Women’s Empowerment in Nigeria (WEIN). Both have used budget tracking to monitor whether funds allocated by national government to their districts and regions. Their findings led not only to CBOs questioning local government during public hearings and dialogue meetings, but also to national-level policy advocacy by their respective national WASH networks, the Ghana Coalition of NGOs in the Water and Sanitation Sector (CONIWAS) and the National Network on Water and Sanitation (NEWSAN).

The Centre for Rural Studies and Development (CRSD) in India has been involved in sensitising social activist groups, networks and political parties on the importance of budget analysis from a pro-poor perspective. As well as advocacy in relation to allocations from the scheduled castes and tribal sub-plans, they are encouraging groups to monitor expenditure at local government level so that if there are unused funds they can lobby for these to be re-allocated to departments implementing schemes with

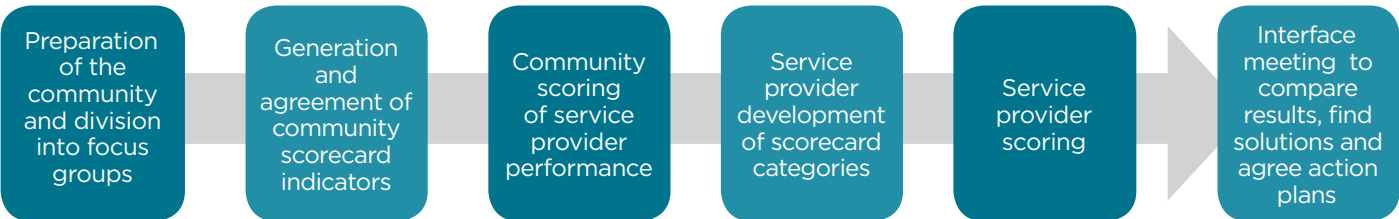
marginalised communities, including dalit and tribal communities. Information on budget allocations is collected using RTI applications (see Section 8.1) and findings are taken to discussion meetings at all levels from the village to the district.

There are an enormous number of budget tracking manuals and discussion forums, including one large organisation – the International Budget Partnership, which is devoted to nothing else. Resources used by GTF partners are not significantly different to those by others, so no practical guide is provided here. Instead, some useful resources are listed in the References section.

5.4 Community scorecards

The community scorecard is a participatory process for collecting feedback from service users, allowing them to score service providers on their performance using a series of agreed criteria developed by the communities themselves. It also allows the service provider to score itself on its performance. Once both parties have done this, an interface meeting is organised where the two parties meet and share results. Service users are able to register their complaints and concerns and service providers can share the challenges they face in delivering the service. Both sides can then discuss suggestions for how

Figure 2: Community scorecard process



things could be improved, arrive at agreed solutions and develop plans to ensure these are implemented.

There are some very good guides to working with scorecards and a selection of these appears in the References section. The interface meeting is a key element in

the success of the process and requires the sort of careful handling associated with multi-stakeholder meetings where participants may come with negative ideas about each other.

Case study: Using scorecards in an urban community setting, Ghana

The La community live in one of the eastern suburbs of Accra, Ghana. Water delivery services were poor, yet households faced high bills. Initially, community members were unaware of their rights, afraid to visit the service provider's offices to complain. They also did not know that they could request water meters so they would know the exact cost of their bill every month.

From the service provider's side, the company (Ghana Water Company Limited/Aqua-Vitens Rand Limited) did not think it was their responsibility to inform the community why they were only getting water twice a week, nor to educate them on billing or other issues. GTF partner, CONIWAS, organised a community scorecard exercise to deal with the issues.

At first the local water company office staff members were frightened that they would be penalised by the company if they took part. CONIWAS spoke to their national head office and explained the benefits of the process and a letter was sent to local staff telling them to go ahead with the exercise.

The community score card exercise broke the barrier between the service providers and the La community. At the interface meeting, a joint action plan was drawn up and a 'Water Watch Committee' was formed with members users and water company employees. Its task was to work to ensure that water issues were resolved by the company and that community members who intentionally destroyed pipe lines to siphon water were held accountable by the traditional authorities and service provider.

After the meeting, a toll-free number was also provided to the community, so that they were able to call the water company to report any leakages or problems. The personal number of an officer was also given to the community so that they could contact an assigned officer for the community.

Community members are now confident about calling or visiting the service provider to request information or report water issues. They understand the water situation in La, where water is rationed but delivered regularly, and know when to expect to be able to access to water so they can store it appropriately. Community siphoning of water has stopped and as a result water is flowing from the taps in households that previously did not have it.

6. National-level advocacy and engagement

6.1 General governance advocacy methods and tools

Insider approaches, supported by a strong evidence base, produced good results. In Malawi, for example, the Water, Environment and Sanitation Network (WESNET) has been part of the country's preparatory team for the sector-wide

approach high-level meeting. This gave secretariat staff an opportunity for in-depth engagement with sector stakeholders and ministries including Health, Education and Finance. Again, in Madagascar, the regional committee of Diorano WASH (CRDW) Anamalanga has been invited to present its work on good governance to the National Committee with a view to discuss potential replications at national scale.

Case study: Institutionalising dialogue with state government, Andhra Pradesh, India¹⁹

In 2008, GTF partner, the Centre for Rural Studies and Development (CRSD) – an established NGO that has focused on work with dalit²⁰ and minority tribal populations for 20 years – decided to combine advocacy on WASH governance issues with work on the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) scheme. The decision was taken for strategic reasons and because the first priority of these communities is to earn enough money to survive.

The MGNREGA scheme guarantees a minimum of 100 days employment a year in rural infrastructure projects, for rural unskilled labourers. This provides significant support for poor households. However, for illiterate labourers, accessing the scheme without external support is difficult.

CRSD's experience is that any isolated effort, will not influence policy-makers. So it worked closely with the People's Monitoring Committee (PMC), an alliance of dalit and tribal-focussed NGOs, networks and people's organisations working with communities in 20 districts in Andhra Pradesh state. A key tool for PMC advocacy is meeting regularly with government policy-makers.

Over time, trust was built between two NGO networks (PMC and the Andhra Pradesh NGO Alliance (APNA)) working closely with the state government. As a result, the government institutionalised their dialogue through the formation of a government organisation – the NGO Collaboration Committee. The Department of Rural Development (responsible for WASH) and the Department of Primary Education are both involved in the committee.

In addition, the Department for Rural Development has passed government orders giving space for NGO network members to participate through APNA in the monthly state-level interface workshop with the Principle Secretary of Rural Development that reviews MGNREGA schemes and at district-level with the Project Director, District Water Management.

Consistent and sustained advocacy from PMC and APNA on the implementation and choice of beneficiaries for the MGNREGA scheme resulted in some key changes:

- To renew ground water resources, PMC suggested making huge investments using labourers employed by MGNREGA to renovate water recharging structures like surface water tanks, feeder channels and supply channels, and to form ponds to provide indirect water sources to the depleting water tables in the rural villages. This has led to increased water tables in most of the areas covered.
- Approximately 66.5 million rupees (about £800,000) of subsidy funds has been accessed by poor households through the MGNREGA employment scheme in the five local areas where CRSD is working.

¹⁹ Since the states in India where the programme is active are so large (the Andhra Pradesh population is approximately 84.5 million) advocacy at state level can be considered the equivalent of national level advocacy elsewhere.

²⁰ From the Sanskrit *dalita*, 'dailit' literally means 'the oppressed'. The term 'dalit' is used by activists and progressive thinkers to refer to communities and individuals outside the Hindu caste system, sometimes labelled 'untouchable'. The Government of India recognises and protects them as 'scheduled castes'. Although illegal, discrimination against dalit people still exists in rural areas in everyday matters such as housing. For example, dalit families usually have to live at a distance from the main village, schools, temples, water sources and eating places. Often ignored, sometimes insulted and subject to hostility or violence if they are perceived to have over-stepped their (illegal) limits of what traditional culture allows, the term dalit is an accurate description of their existence.

In many countries, programmes were fortunate to be able to work with established networks that had extensive experience in developing and implementing advocacy strategies.

An innovative way to influence national authorities on the need to prioritise water and sanitation policies has been developed in Burkina Faso. The 'Total Sanitation Approach' collects sanitation data from the areas of origin of key public figures (eg traders, politicians, journalists, and civil society actors) to ensure their engagement with the issue. Although this is still a new approach, an operational plan and communications strategy are being developed to ensure actions are followed through. The approach is due to be officially launched by the Prime Minister.

Case study: Joint advocacy at different levels achieves major improvement in sanitation policy, India

The Indian Government's 'Total Sanitation Campaign' had been running for more than a decade when advocacy for reforms began. One problem had been that the low level of financial support for the construction of individual household latrines meant that take up was low.

Many WASH NGOs, including GTF partners, were engaged in advocacy at state and national levels as part of a campaign to get the sanitation policy changed and the subsidy increased. At national level, Joe Madaithm, the head of GTF partner organisation, Gram Vikas, is credited with playing a key role in the sanitation policy and subsidy reforms through his role as Chairman of the Government's Working Group on Rural Domestic Water and Sanitation.

The result has been that a new sanitation campaign has emerged: the Nirmal Bharat Abhiyan (NBA). This has seen far-reaching changes in approach and strategy, including an emphasis on capacity building at community level and commitment to working with an inclusive and people-centred approach. The Indian Government also announced a 361.5% increase in WASH sector funding, up from 7,800 crore²¹ rupees in the last five-year plan to 36,000 crore rupees in the current 12th five-year plan (2012-2107).

The government also agreed to merge the MGNREGA scheme with the sanitation scheme so that the total cost of a latrine (10,000 rupees) is to be shared between the Nirmal Bharat Abhiyan scheme that will provide 4,600 rupees and the MGNREGA which will contribute 4,500 rupees in the form of payments for labour on the latrine, leaving a manageable 900 rupees for each household to pay. This should bring the goal of achieving universal coverage for sanitation much closer.

21 One crore = ten million so an increase of 28,200 crore rupees is an increase of 282,000,000,000 rupees. That is, two hundred and eighty two thousand millions or approximately £334.8 million.

6.2 Reports, briefings and consultations

As outlined in other handbooks in this series, a number of national-level GTF partners took responsibility for producing an annual report on the work undertaken by WASH NGOs throughout their respective countries and an account of the contributions to the sector made by these organisations in terms of money and WASH facilities. The first time governments saw these reports they were often surprised but impressed by the scale of the contribution that WASH NGOs are making. As a consequence, their attitudes to NGO engagement in sector forums became more positive.

In Nicaragua, the Freshwater Action Network Central America (FANCA) led the development of a national report on the right to water. The report compiled 1,371 interviews, including water boards and end users, to create a baseline showing the general perception of the quality of WASH services in rural areas and the status of the legal framework for the sector.

The report was presented to municipal governments, networks of community-based water boards, NGOs working on the issue as well as to all government ministries (health, environment and natural resources, agriculture and forestry). Delivery of the report was accompanied by advocacy that has led to greater investment into WASH services by municipalities and public institutions in WASH, both to improve existing water systems and to build new ones.

At the international level, the report was presented to the United Nations Human Rights Council (UNHRC) in October 2009 by Catarina Del Albuquerque, the UN appointed independent expert on human rights obligations related to WASH. At the same time the government's own report was presented. Some of the recommendations in the FANCA/CODA report have been included in the Universal Periodic Review (UPN) submitted by the Nicaraguan Government to the United Nations. The Spanish Government has backed its call for Nicaragua to guarantee the right to water and sanitation for all people, particularly for vulnerable communities in rural areas and urban centres. FANCA and CODA are working on a second report that will be used to influence the Nicaraguan Government's second UPN report, due in November 2013.

MARI in Andhra Pradesh, India, carried out several thematic studies to highlight issues that have not been given adequate attention by policy-makers. The findings from these studies have been used in an evidence-based dialogue and advocacy work, as well as disseminated through a variety of means including workshops, which sector specialists, opinion-makers and local government functionaries were invited to.

Themes for MARI's studies were:

- Policies, programmes and availability of WASH services for older people and those with different abilities.
- Status of piped water supply system in project villages.
- Menstrual hygiene and management.
- Budget analysis of the Tribal Sub-Plan.

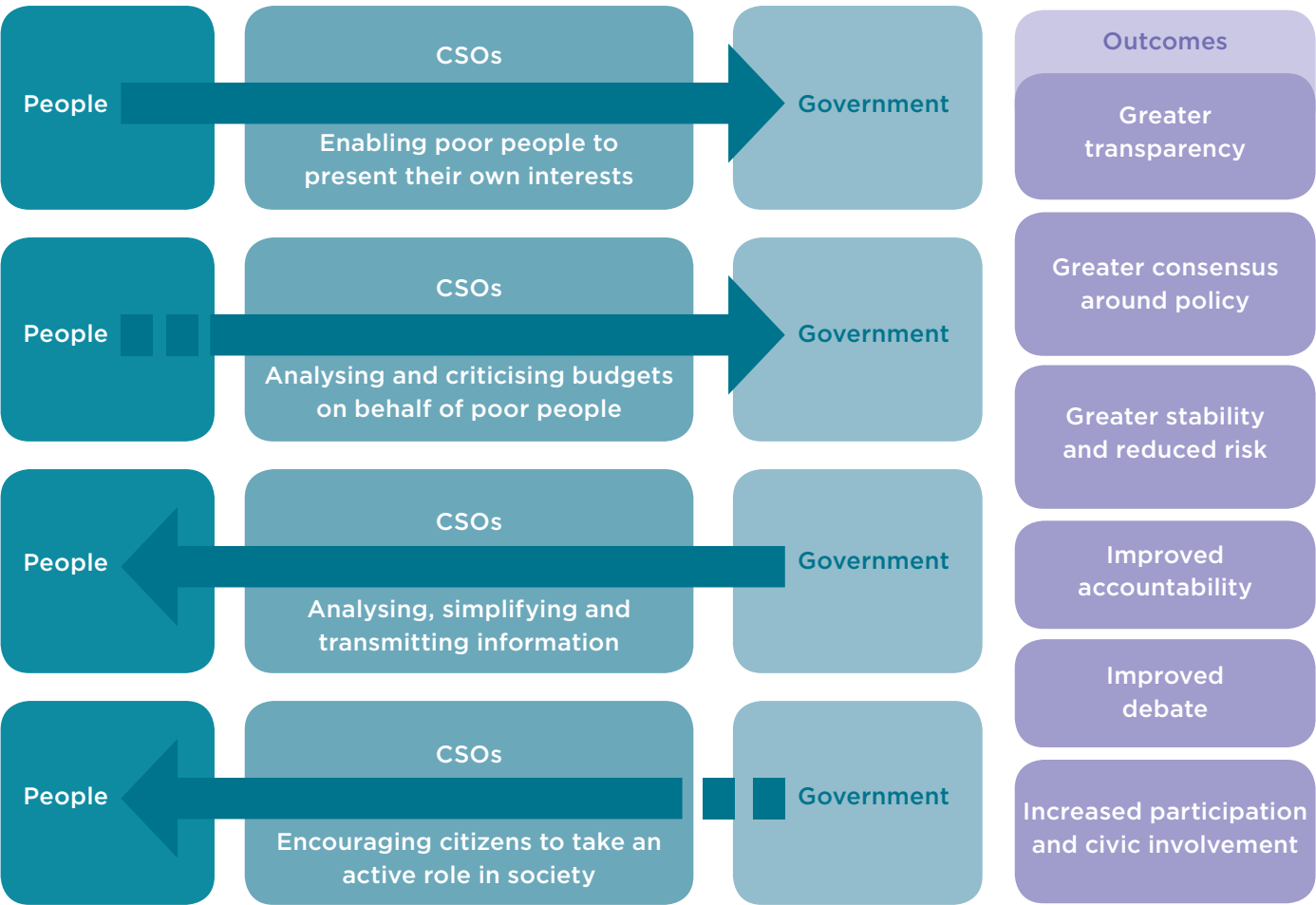
6.3 National level budget tracking and monitoring, and public expenditure tracking systems (PETS)

Monitoring and tracking national budgets has followed the same process as at local levels. Following the budget tracking training received by CONIWAS members in Ghana (facilitated by the International Budget Partnership), NGOs realised that there was a shortfall of 45% in the completion of the Sanitation and Water for All (SWA) compact commitments

made by the government. By engaging media in advocacy, authorities renewed their commitments to further increase funding for the WASH sector.

In Malawi, the Water, Environment and Sanitation Network tracked WASH sector budgets and fed their assessment into the national budget consultation process. For the first time, following calls made by NGOs and other development partners, under the leadership of WESNET, the 2011/12 national budget for WASH had a separate budget line, providing a unique opportunity for budget transparency.

Figure 3: Roles played by CSOs in budget advocacy, and intended outcomes



Source: WaterAid Nepal, 2010

NGOs and networks experienced in budget tracking, including GTF partners in Uganda, also used the public expenditure tracking survey (PETS) methodology. PETS can be a strong diagnostic tool for examining the flow of resources through a system to identify where delays and leakages occur. The main question that PETS can help answer is how much of the originally planned funds actually reached the beneficiary institutions.

Experience shows that the wide diffusion of PETS results can contribute to significant reductions in terms of leakage. To achieve this, PETS need to become a regular part of the work of both governments and NGOs. As PETS produce quantitative data, it is good to combine them with tools like the community scorecard, which reveal more about the quality of the service.

Ugandan GTF partners caution that introducing PETS can be very sensitive, and believe that these should be one of the last components of a governance programme. Building strong, cooperative relations with governments should come first, especially in countries where there is a high incidence of corruption that will be revealed during a PETS exercise. For instance, when the Agency for Cooperation and Research in Development (ACORD) and its partners developed a public expenditure tracking tool for the parishes in the South Western region, integrating accountability mechanisms and focusing on budget allocations for the management and delivery of services, some government officials felt that this was a disguised investigative tool that civil society could use to directly implicate them. Nevertheless, the partners felt that the full potential of WASH accountability work cannot be realised without a form of PETS being used at some stage.

6.4 The role of media and communications in applying pressure

However well an advocacy strategy is thought through, there usually comes a time when further progress cannot be made without putting pressure on decision-makers.

This is the moment when it is valuable for NGOs to be able to engage with the media, since governments and service providers' dislike of negative publicity can push them into action.

Good independent media can strengthen citizens' calls for better governance. As seen in the section on community radio, it is an important tool for amplifying the voices of ordinary citizens who otherwise would not be heard. A thoughtful media can create opportunities for a wide range of views to be heard, encourage debate on current issues and broadcast messages that raise the awareness of citizens. In all these ways, it can play a key role in strengthening governance. Furthermore, by publicising the shortcomings or failures of governments and service providers, it can create pressure for change and improvement.

Unfortunately, in the past, the media has not found WASH a very newsworthy issue. To counter their lack of enthusiasm, a number of GTF partners invited journalists to WASH capacity building sessions and encouraged partners to create specialist WASH journalist groups. Both Nigerian and Ethiopian partners brought together WASH media network members in forums to discuss opportunities for promoting governance issues such as transparency and accountability. In Nigeria, GTF

partner, the National Network on Water and Sanitation (NEWSAN), signed a memorandum of understanding with the National WASH Media Network in order to raise the profile of the GTF programme and deepen media engagement with WASH governance issues.

The Information and Communication Network on Water, Sanitation and Hygiene (RICHE), a GTF partner in Burkina Faso (and the only journalist network within the programme), has organised training for its members (journalists and communicators) on media advocacy and writing WASH-related articles. RICHE has made some significant efforts in enhancing the supply of information on the WASH sector in Burkina Faso through its special newspaper, *H2O info*, the production of radio programmes on local and national stations, and publishing numerous articles on the sector's problems in the press. This has raised the profile of WASH issues with both citizens and policy-makers.

In Central America, the media also played a crucial role in making WASH-related issues public and in confronting duty-bearers over addressing those issues. For example, in Honduras, television forums were organised for community members to voice their concerns on various issues and get the authorities to take action. Recently, FANCA has developed a communications strategy involving bulletins sent to decision-makers and stakeholders, using of social networking sites, TV and radio programmes to support the networking of water boards, encouraging debating and hold decision-makers to account.

7. Conclusions

WaterAid and FAN partners used a wide range of approaches, methods and tools when engaging with government and other key stakeholders. These were selected by each partner to fit with the unique political, economic, social and cultural context in which their work took place in order to achieve the best possible outcomes.

At the local level, the foundation for all engagement was inclusive CBOs. Partners noted the challenges they faced in working with a rights-based and inclusive approach. This is not an easy option and although it takes longer to achieve results, it has the advantage of greater long-term sustainability because communities are partners in their own development. The skills and confidence they develop during the programme will be useful for governance work for years to come.

On a national level, the key actors were NGO networks. In line with the subject matter of their advocacy, they used democratic processes to arrive at priority issues and the recommendations they made to government and other stakeholders. This gave their work a solidity and strength that cannot be achieved when individuals and single organisations advocate alone.

At both local and national levels, the advocacy approaches used by GTF partners were based on constructive engagement and dialogue backed by evidence. Insider tactics and win-win solutions were preferred to more oppositional styles. These approaches are appropriate for governance advocacy, which requires changes in the attitudes and behaviour of the powerful and involves persuasion and critical encouragement, not shouting.

Nevertheless, partners were ready to apply pressure when necessary. The two main methods used were working with and through the media, and using legal rights to obtain responses from government or service providers. Both were effective in convincing decision-makers of the need to respond.

Overall, taking the challenging route of using inclusive and democratic advocacy processes meant that results were slower to emerge. However, the investment of energy and patience was worthwhile. The changes that have been seen in the relationships between governments and citizens, service providers and users, are built on the sort of solid foundations that should ensure further sustainable change.

8. Practical tools

8.1 Using the Right to Information act

GTF partners and CBOs in India filed RTI applications using the following steps:

(i) Awareness, training and identification of RTI issues

First GTF staff, and then WASH CBOs, were provided with background information on the RTI act and trained in how it could be used to hold local government to account, as well as in the process of filing and following up applications. Issues were identified and agreed by community members, usually during the regular meetings of their CBO.

(ii) Preparation of RTI applications

It is important that before the application is prepared, the CBO finds out which local government department and which official is responsible for the issue and how to address them. Submitting applications with the wrong details can lead to rejection.

Applications can be prepared in the local language and submitted either typed or in (neat) handwriting. Specific queries/grievances are highlighted, based on evidence gathering in the village or locality. The application must state clearly the nature of the problem, and include simple, well-structured questions regarding the specific information being requested. This stops officials from avoiding the main issue.

Usually GTF partners provided support to CBOs in the preparation of RTI applications until they were sure the communities could do this by themselves.

(iii) Submitting the application

In India, applications can be submitted by post using the acknowledgement of receipt

system. Theoretically, they can also can be submitted by hand or email, but this may risk officials refusing to accept them. There is a nominal application fee of around ten rupees²² (which can vary slightly between departments) but people recognised as being below the poverty line are exempt from paying if they can provide proof of their status.

The CBO should always keep a copy of the RTI application for follow up and future reference.

(iv) Dealing with the response

According to the RTI act in India, all applications must be answered in 30 days. If this does not happen, immediate follow up by the CBO is required. Once the information is received from the local government, it is discussed in a CBO meeting and next steps are discussed and planned.

Occasionally, if a CBO feels the information received is not adequate, they may go back to the local government with an appeal requesting further details.

Before submitting an appeal it is good practice to investigate the issue further, recheck the facts and gather additional information through a variety of evidence gathering tools (see Table 1). The CBO can then prepare a detailed report and analyse differences between the situation on the ground and the information provided by government.

The next step may be to file a formal appeal for additional information or requesting a meeting to discuss the issue directly with government officials. A third appeal is allowed but if this does not yield the necessary information, the only avenues are direct advocacy or taking the matter to court²³.

²² As a comparison, in April 2013 the price of India's main staple, rice, varied from 28-60 rupees per kg, depending on quality.

²³ For a case study example of repeated applications leading to court proceedings see the case study in handbook one, *Getting started with governance*. Available at: www.wateraid.org/gtflerninghandbooks

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8.2 Producing a local radio programme²⁴

(i) Working with local WASH CBOs to identify and prioritise key issues

The subjects for each radio programme should be based on which of the issues that have emerged during community-level mobilisation, analysis and planning exercises is most urgent. When issues are chosen, local CBO members should be assigned follow up tasks once the programme has been broadcast. It is the responsibility of these people to report back to communities on progress until the issue is resolved.

(ii) Selecting the best radio station and best time for the programme

In a country like Uganda, where there are many local radio stations, a list of the stations available in the region should be drawn up. Decisions about which station to use should be based on geographical coverage, size and type of audience, language used and cost of the broadcast.

The timing of radio broadcasts is a key element in reaching the target audience. This will be specific to the local context. The programme should be broadcast when the audience faces no competing demands, for example when they are home from work and have finished all their household chores.

Note

In some countries, and regions within countries, the coverage of commercial or public radio stations is limited. However, unless banned by government, this does not prevent radio programmes being used as a tool.

If an NGO has the right basic equipment (antennae, speakers, recording devices, etc) and uses a little imagination (putting speakers up in trees to increase coverage, publicising the time of broadcasts using loudspeakers, posters and SMS texts, etc) it can make and broadcast its own radio programmes.

WaterAid Tanzania's experience shows that if community voices are recorded and played to government officials and service providers, whose responses are also recorded and played back to communities, this can be an effective and empowering means of dialogue and influencing, without the need for live shows.

Of course, coverage will be more limited, maybe only three or four villages at one time, but by choosing the right time and place for the broadcast (eg towards the end of the local market, when people are leaving places of worship, etc) it is still a valuable way to get messages across.

²⁴ For a full account of Uganda's experience in using community radio including the methods used and lessons learned see Nabembezi D, Nabunya H, Abaliwano J and Ddamulira D (2010) *Harnessing the power of community radio broadcasting to promote accountability, transparency and responsiveness of water, sanitation and hygiene service provision in Uganda*. WaterAid Uganda. Available at: www.wateraid.org/-/media/Publications/community-radio-broadcasting-promote-accountability.pdf

(iii) Choosing the presenter

The person who will present/chair the programme discussions will be an employee of the radio station. They should be chosen for their knowledge and interest in the topic, personality and ability to manage discussions involving people with different opinions. WaterAid Uganda identifies three types of scripts may be developed for a radio programme²⁵.

- Short scripts of one to three minutes to entertain and create community awareness of key issues, with a call to action directed to specific service providers and the local government leadership. They can be developed as an alternative for when officials and political leaders fail to turn up for the programme. Very short clips can also be used as 'trailers' to publicise a future programme.
- Community voices speaking about the problem, its causes and solutions. These types of script can be used without any panellists being present and form a dialogue between the community and the journalist or person chairing the programme. Community views are recorded and divided into clips to play during a live broadcast alongside live calls and texts into the programme from the audience. Typically, the total length of the script will be around seven to ten minutes.

- Live broadcast script for use with panellists to drive their discussion of a specific issue. Each script may be three to five minutes long. In some cases, more than one can be used during the show in response to panellists' comments or to move the discussion forward.

(iv) Using an independent journalist to capture community voices

GTF partners in Uganda recommend taking time to fully brief the journalist before they visit the community to see the problem for themselves. This enables them to create a mental outline of the story and helps to capture community opinions more efficiently in order to create a script of community voices for playback during the radio show.

(v) Selecting and booking panellists

A maximum of four people are selected, depending on the issue identified, and separated into community members and service providers (eg local government officials, both technical and political, private service providers) so that all points of view are represented. Preference should be given to people holding positions of authority who can influence decisions.

It is good practice for the NGO to send a written invitation to potential panellists that tells them when and where the programme will be aired, who will chair the discussion, who the other invited panellists are, transport arrangements and any expenses they will be paid. Letters should be followed up with phone calls, including one to remind panellists of their appointment.

²⁵ Ibid

²⁶ Ibid

(vi) Promoting the radio programme

Prior to the day of the talk show, the management of the radio station should broadcast a series of promotional advertisements to encourage listeners to tune in. These should include information on the topic, the invited guests and when the show will be broadcast.

In addition, the NGO should make sure that all the CBOs they are working with are aware of the broadcast time.

(vii) Live broadcasting of the programme

All invited guests and the programme presenter/chair should arrive 30 minutes before the show is broadcast so that the chair can build rapport with the guests by getting to know them and their perspectives and briefing them on their roles during the talk show. This minimises waste of actual airtime.

- During the live show, after brief introductions are made, the presenter/chair sets the pace throughout.
- Usually the programme begins with the pre-recorded community voices to which panellists respond.

- Time may also be allowed for listeners' calls or reading out text messages they have sent during the show.
- By the end of the show, a way forward on the issue under discussion should be agreed by all the panellists either in terms of a commitment from the service providers or clear next steps to address community concerns.
- In addition to the main issue discussed, the programme can also include a general message on, for example, sanitation or good hygiene, or giving information about other service issues affecting communities.

(viii) Following up on the commitments made by panellists during the show

For follow up purposes, the management of the radio station should provide the NGO with a recorded copy of the programme as well as the text messages. These can be used as evidence to hold the service providers accountable for the commitments they have made. The materials should also be passed on to the relevant CBOs for follow up monitoring and advocacy.

Lessons

- Collecting evidence and data from both communities and service providers that can be used during the programme gives it a solid foundation.
- Evidence also plays a critical role in countering politicians' attempts to sabotage programmes by, for example, linking it to opposition parties and claiming its purpose is to undermine the current political administration.
- The length of the programme should allow panellists and callers enough time to have a good discussion of the issues raised in the recorded script, but should not be long enough to bore listeners.
- Involving all the key stakeholders and giving time for everyone to speak increases the credibility and the effectiveness of the radio programme.
- GTF partners in Uganda found that disclosing the precise topic at the time of invitation often put off senior people from attending. Instead they sent junior staff with no decision-making powers to appear on the show. In these circumstances, providing a general topic may work better.
- Radio programmes sometimes become bogged down in blame, with local government officials, private service providers and politicians trading accusations in order to defend their positions. The result is that the programme may end without anyone committing to take action to resolve the issue. Journalists, presenters and the local NGO should assess the panellists and prepare strategies for preventing this.
- Ideally, to create a listening habit in the desired audience, programmes should be broadcast at regular intervals on the same day of the week, at the same time.
- Deviations from a predictable schedule will decrease audience numbers and may also lower morale in the communities involved.
- Running a regular programme is expensive. Funds may be raised through private sector sponsorship or costs may be reduced if the management of a radio station is lobbied on their corporate social responsibility and reminded of the potential for increasing listener numbers.

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Additional resources

Community radio

The GTF programme in Uganda's experience of using community radio is captured in Nabembezi D, Nabunya H, Abaliwano J and Ddamulira D (2010) *Harnessing the power of community radio broadcasting to promote accountability, transparency and responsiveness of water, sanitation and hygiene service provision in Uganda*. WaterAid Uganda, Kampala, Uganda. Available at: www.wateraid.org/~media/Publications/community-radio-broadcasting-promote-accountability.pdf

The UNESCO website page that links to the *Community radio handbook* also provides links to a series of guides to community radio. Available at: www.unesco.org/new/en/communication-and-information/resources/publications-and-communication-materials/publications/full-list/community-radio-handbook/

Community score cards

An outline introduction to scorecards via a PowerPoint presentation: Participation and Civic Engagement Group, Social Development Department of the World Bank (undated) *The community score card process – Introducing the concept and methodology*. World Bank. Available at: http://betterevaluation.org/resources/guides/community_scorecard_process

A toolkit that can be applied in any sector dedicated to describing the process for implementing the scorecard tool: CARE Malawi (2007) *The scorecard toolkit: A generic guide for implementing the scorecard process to improve quality of services*. CARE. The appendix contains supporting materials such as guidelines for facilitating participatory scoring. Available at: <http://edu.care.org/Documents/Forms/DispForm.aspx?ID=477>

A toolkit: Mwanza J and Ghambi N (undated) *The community scorecard process: Methodology, use, successes, challenges and opportunities*. IIED, London, UK. Available at: pubs.iied.org/pdfs/G03207.pdf

A short document outlining the positive role scorecards can play: Wild L and Harris D (2012) *More than just 'demand': Malawi's public-service community scorecard* ODI. Project Briefing No 69. London, UK. Available at: www.odi.org.uk/publications/6200-community-scorecard-public-service-malawi

Singh J and Shah P (undated) *Community scorecard process: A short note on the general methodology for implementation*. Social Development Department, World Bank.

General media

Paper that focuses on the use of media for governance advocacy.

Martinsson (2009) *The role of media literacy in the governance reform agenda*. CommGap, World Bank, Washington, USA. Available at: www.gsdc.org/go/display&type=Document&id=3739

The Right to Information act

A good introductory toolkit for use when trying to access information from government and other institutions: Winrock International India (2005) *Accessing 'public' information*. Part of the IIED London Power Tools series. Available at: www.policy-powertools.org/Tools/Ensuring/docs/accessing_public_information_tool_english.pdf

For a history of the Right to Information campaign in India see:

Baviskar A (2007) *Is knowledge power? The Right to Information campaign in India*.

Available at: <http://rtiworkshop.pbworks.com/f/2006-00-IN-Is-Knowledge-Power-The-Right-to-Information-Campaign-in-India-Amita-Baviskar.pdf>

Budget monitoring and PETS

A practical guide to budget work: Jobe O, Kadewere F and Rutayisire R (undated) *Manual for budget demystification – A step by step guide: Capacity building for participatory approach in the budget process*.

Municipal Development Partnership for Eastern and Southern Africa (MDP), South Africa.

Available at: www.mdpafrica.org.zw/p2p/WBI-MDPESA%20Manual%20for%20Budget%20Demystification-%20September%2020..pdf

Useful primers for WASH NGOs

WaterAid Nepal (2010) *Budget advocacy for the water and sanitation sector in Nepal: A primer for civil society organisations*. WaterAid Nepal, Kathmandu, Nepal. Available at: www.wateraid.org/~media/Publications/water-sanitation-civil-society-organisation-nepal.pdf

Uganda Water and Sanitation Network (2012) *Expenditure tracking for sustainable water resources governance – Advocacy, budget tracking and monitoring manual for water and sanitation sector*. UWASNET, Kampala, Uganda. Available at: http://uwasnet.org/Admin/pdf/Budget_Tracking.pdf

A detailed online resource (available in French, Spanish, Arabic and Russian)

International Budget Partnership (undated) *A guide to budget work for NGOs*.

Available at: <http://internationalbudget.org/publications/a-guide-to-budget-work-for-ngos>

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