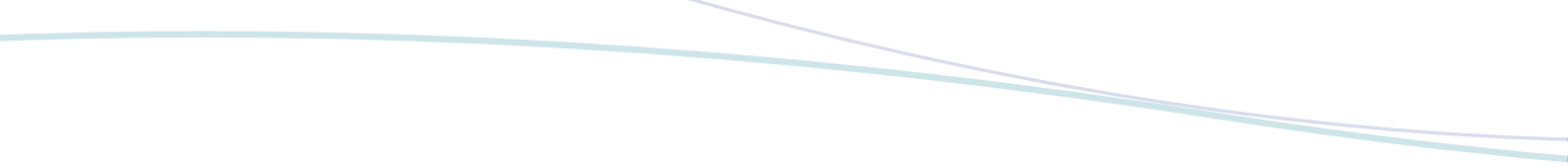


MAKING INTEGRITY WORK

Lessons Learnt from the Multi-Country Water Integrity Programme (MCWIP)

Phase 3 (2015-2019)





Making Integrity Work: Lessons Learnt from the Multi-Country Water Integrity Programme (MCWIP) Phase 3 (2015-2019)

August 2019

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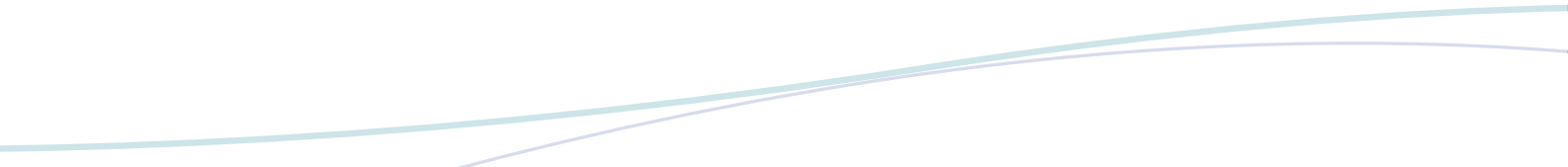
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Recommended citation:

WIN, Caritas, cewas, Helvetas. 2019. Making Integrity Work: Lessons Learnt from the Multi-Country Water Integrity Programme (MCWIP) Phase 3 (2015-2019). Berlin: WIN.



ACKNOWLEDGEMENTS

This publication was made possible with the strong support and commitment of Multi-Country Water Integrity Programme (MCWIP) staff and associates. They provided crucial feedback, data and information throughout the publication process. They include Leonellha Barreto, Julio Boj, Hanna Capeder, Silvia Castillo, Abilio Coropa, Binayak Das, Tandiwe Erlmann, Lotte Feuerstein, Jacopo Gamba, Claire Grandadam, Craig Hatcher, Johannes Heeb, Jesper Lauridsen, Lucie Leclert, Daya Moser, Yogesh Pant, Barbara Schreiner, Catherine Wanjihia, and Hélder Lázaro Xavier.

Fernando Curasse, one of MCWIP's country coordinators, sadly passed during the final year of the project. We remain grateful for his contribution to the implementation of the MCWIP and offer our sincere condolences to his colleagues and loved ones.

TABLE OF CONTENTS

Acknowledgements	3
Table of contents	4
Acronyms	5
Introduction	6
Adapting to country context	6
Putting corruption on the table	7
Engaging with the Swiss water and sanitation community	8
Country outlooks, planned MCWIP outcomes, and key programme activities	9
Nepal	9
Kenya	9
Guatemala	10
Mozambique	10
National context informs the ability to deliver at programme level	11
Lesson 1: National recognition of the HRWS provides a powerful framework for addressing water integrity	11
Lesson 2: Changes in the political context can challenge sustainability	11
A multi-stakeholder, solutions-oriented approach increases impact	13
Lesson 3: Media presence makes authorities more responsive and communities more confident	13
Lesson 4: Addressing government concerns is essential for water integrity	14
Lesson 5: Partnerships bring strength and diversity to water integrity initiatives	15
Lesson 6: Engaging organizations on water integrity benefits from strong contacts and initial interest	16
Lesson 7: Working for water integrity inspires partners to adjust structures and approaches	17
Explicit actions amplify the voices of youth and women	18
Lesson 8: Encouraging women to actively participate requires changing mindsets	18
Lesson 9: Targeted social activities bring youth into water integrity programmes	19
Transparency and Accountability together: local evidence and knowledge of laws and rules strengthens accountability	20
Lesson 10: Establishing clear rules and regulations strengthens service	20
Lesson 11: Access to improved local evidence and platforms for dialogue enhances both community voice and responses by authorities	21
Sharing knowledge and building capacity improves uptake and impact	24
Lesson 12: Knowledge exchange among countries is highly appreciated but challenging	24
Lesson 13: Concrete programme results support the uptake of water integrity work and tools	24
Lesson 14: Building the capacity of partners improves sustainability	26
Conclusions: Key lessons	27
Annex: MCWIP Learning & Leverage component Phase 3 programme outputs	29
Case studies, reports, publications and media	29
Tools	29
Events	29

ACRONYMS

AWIS	Annotated Water Integrity Scan
BMF	Budget Monitoring Forum
CoP	Community of Practice
CSC	Community Scorecards
CSO	Civil Society Organization
FEDWASUN	Federation of Drinking Water and Sanitation Users Nepal
HRWS	Human Rights to Water and Sanitation
IM	Integrity Management
L&L	Learning and Leverage
MCWIP	Multi-Country Water Integrity Programme
MDG	Mozambican Debt Group
MoU	Memorandum of Understanding
NEFEJ	Nepal Forum of Environmental Journalists
OMAS	Oficinas Municipales de Agua y Saneamiento (Municipal Offices of Water and Sanitation)
OAIP	Oficina de Acceso a la Información Pública (Office of Access to Public Information)
SDC	Swiss Agency for Development and Cooperation
SWSS	Small Water Supply Systems
TAP	Transparency, Accountability, Participation
WASH	Water, Sanitation and Hygiene
WASREB	Water Services Regulatory Board (Kenya)
WIN	Water Integrity Network

INTRODUCTION

“Because of the MCWIP and the collaboration with WIN, integrity has become part of what we do.”

Catherine Wanjihia, MCWIP Country Coordinator, Caritas, Kenya

There has been a tangible shift regarding corruption in the water and sanitation sector since the launch of the WIN/SDC Multi-Country Water Integrity Programme (MCWIP) in 2012. The topic is now being more openly discussed in many regions, and more government officials are willing to participate in integrity programmes and activities. In 2017, for example, a three-day Multi-Country Water Integrity Learning Event was held in Nepal. It brought together MCWIP project partners from different countries as well as government officials and local civil society organizations (CSOs). A significant part of the discussions focused on corruption in water and sanitation. Participants shared anecdotes and deliberated on corruption and integrity issues at similar events organized with the Swiss Water and Sanitation Consortium in Mozambique, Mali and Nepal in 2018. Such discussions were not possible in 2012 when the Multi-Country Water Integrity Programme (MCWIP) was launched as a pilot.

The programme was conceived for the Global Programme Water (GPW) of the Swiss Agency for Development and Cooperation (SDC), which developed a strategic collaboration with WIN to mainstream water integrity in the work of Swiss water and sanitation sector organizations. It was implemented in collaboration with Swiss organizations working on water and sanitation, including Helvetas Swiss Inter-Cooperation, Caritas Switzerland and cewas. Partnerships were established with local organizations to develop and support local programme activities

in different countries. The MCWIP came to an end in July 2019. (See Box 1: About the Multi-Country Water Integrity Programme.)

Important to the MCWIP has been the extraction of lessons learnt during its implementation and the documentation of case studies. This publication captures these lessons, with a special focus on Phase 3, to inform work on the topics of water integrity and corruption, whether within partner programmes, MCWIP countries, or elsewhere in the world.

Adapting to country context

The MCWIP was implemented in four countries: Guatemala, Kenya, Mozambique and Nepal. All are ranked low on Transparency International's Corruption Perception Index and the UNDP Human Development Index, and all are considered by the OECD, for various reasons, to be fragile states.¹ None has achieved universal access to safely managed drinking water and sanitation facilities that conform to Human Rights to Water and Sanitation (HRWS) obligations. In all four countries, there are vulnerable populations located in remote and hard-to-reach regions, which are particularly poorly served. The MCWIP focused on these remote regions and engaged directly to empower these communities using a framework of Transparency, Accountability and Participation (TAP).

¹ OECD. 2018. States of Fragility 2018. OECD Publishing: Paris.

Local context in each country brought its own set of challenges. In Nepal, both the transition from monarchy to parliamentary republic and a major earthquake affected the programme and required quick modifications. In Mozambique, political instability affected the programme. The untimely death of the Mozambique programme coordinator was also a regretful blow. In Guatemala, the government became more sensitive about the topic of corruption during the programme period. This required an adaptation of the programme narrative to enable the work to continue. In Kenya, the devolution process required by the new Constitution of 2010, as well as accompanying changes and lack of clarity in the regulatory environment during the development and implementation of the 2016 Water Act, offered both challenges and opportunities.

Putting corruption on the table

While the MCWIP focused primarily on integrity and TAP, corruption was an underlying thread throughout the programme. Globally, for a number of reasons, the WASH sector is highly vulnerable to corruption and poor governance. However, because corruption is a sensitive topic, finding the appropriate approach to raise the matter with stakeholders – including implementing partners, government agencies and ministries – was, in itself, a challenge and a learning experience. It became clear that, although there is often willingness to talk openly about corruption in groups or with programme partners (such discussions can even be tangible means of engagement with partners or citizens), there is clear hesitation to refer to corruption specifically in writing or in more formal contexts.

BOX 1: ABOUT THE MULTI-COUNTRY WATER INTEGRITY PROGRAMME

The overall goal of the MCWIP was to increase the engagement of water users and decision-makers to change both individual attitudes and the institutional behaviour of public, private and civil society stakeholders. Water rights holders would be thus empowered and duty bearers held accountable, leading to effective water governance as well as equitable and sustained access to water and sanitation.

SDC funded and supported the MCWIP during its three phases from 2012 to 2019. A strategic advisory group – consisting of all partners and SDC – provided direction. Phase 1 was the inception phase, implemented in 2012; Phase 2 was implemented between 2012 and 2015; and Phase 3 was implemented from 2015 to 2019.

SDC granted funds to WIN for three components:

- The first component was a contribution to WIN's core funding for the implementation of its global strategy, whereby the expected outcome was that **Water Integrity is on the agenda of the global water sector and strengthened by an increasing number of national governments, civil society actors, public and private service providers, international and regional organizations and development partners.**
- The second component was MCWIP implementation in four countries: Guatemala, Kenya, Mozambique and Nepal. The main expected outcome was that **the capacities and systems of governments to oversee and manage quality water services with integrity are strengthened and communities and civil society advocate for improved water, sanitation and hygiene (WASH) policies and demand better services.**
- The third component – the Learning and Leverage (L&L) component – was introduced in Phase 3 to enable Swiss-based organizations and WIN partners in the Global South to mainstream water integrity in their work and to build related capacity. It was focused on the collection and structuring of knowledge gathered during programme implementation in the four countries and intended as a feed of new ideas for others on how to tackle water integrity issues.

Country outlooks, planned MCWIP outcomes, and key programme activities²

NEPAL

Status: 10.8 million people in Nepal do not have access to basic sanitation and 3.4 million do not have access to basic water services.

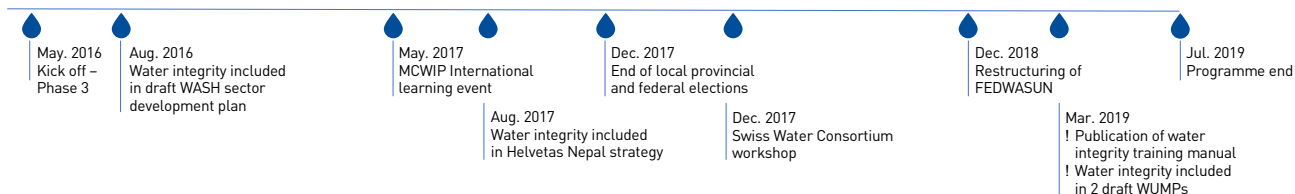
Progress: Compared to 66 per cent in 1990, 91 per cent of households now have access to improved water sources; compared to 4 per cent in 1990, 76 per cent of households are using an improved sanitation facility.

Challenges: Poor functionality of water schemes and poor water quality: 73 % of all drinking water sources are contaminated with *Escherichia coli*.

MCWIP planned outcomes:³

1. Newly established municipalities ('palikas') have started to formulate WASH plans integrating water integrity principles; CSOs are actively including gender issues in the process.
2. Improved management of WASH schemes ensure gender-responsive and socially inclusive WASH services through application of water integrity tools in all four target municipalities.

MCWIP Phase 3 programme activities:



KENYA

Status: 35.2 million people in Kenya do not have access to basic sanitation and 20.4 million do not have access to basic water services.

Progress: Kenya has expanded access to water and sanitation over the last few decades. Compared to 43 per cent in 1990, 68 per cent of households now have access to improved water sources; 51 per cent of households are using an improved sanitation facility, compared to 25 per cent in 1990.

Challenges: Water quality, especially in rural areas and urban informal settlements is below the minimum standard recommended by the World Health Organization (WHO).

MCWIP planned outcomes:

1. The capacities and systems of the government of Kenya to oversee, manage and regulate WASH services with integrity are strengthened.
2. WASH services are delivered with a higher level of integrity and accountability.

MCWIP Phase 3 programme activities:



2 All WASH status and progress data presented here is from the data up to 2017 of the Joint Monitoring Programme available on <https://washdata.org/data/household#!/> including the updated reports Progress on sanitation and drinking water – 2015 update and MDG assessment (2015) and Progress on household drinking water, sanitation and hygiene 2000-2017: Special focus on inequalities (2019).

3 The MCWIP logframe for Nepal was revised in 2018 as a consequence of decentralization-related changes in the country.

GUATEMALA

Status: 5.9 million people in Guatemala do not have access to basic sanitation and almost 1 million do not have access to basic water services.

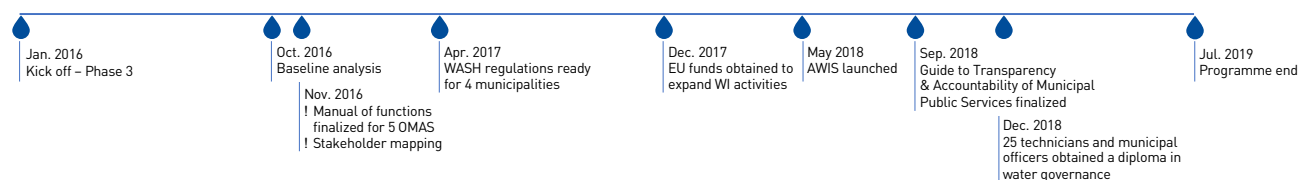
Progress: Guatemala has significantly expanded access to water and sanitation over the last few decades. Compared to 77 per cent in 1990, 95 per cent of households now have access to improved water sources; 77 per cent of households are using an improved sanitation facility, compared to 47 per cent in 1990.

Challenges: Poor functionality of water schemes and poor water quality: 43 per cent of all drinking water sources are contaminated with Escherichia coli.

MCWIP planned outcomes:

1. Local government management systems have improved in order for authorities to act with integrity in the administration and regulation of WASH services.
2. Participation and influence of communities, in particular of vulnerable groups, in decision-making processes in the water and sanitation sector have improved.

MCWIP Phase 3 programme activities:



MOZAMBIQUE

Status: 21 million people in Mozambique do not have access to basic sanitation and 13.1 million do not have access to basic water services.

Progress: Mozambique has significantly expanded access to water and sanitation over the last few decades. Compared to 35 per cent in 1990, 70 per cent of households now have access to improved water sources; 34 per cent of households are using an improved sanitation facility, compared to 10 per cent in 1990.

Challenges: 14 per cent of the population still relies on untreated surface water; the open defecation rate is one of the highest in Sub-Saharan Africa, at 27 per cent.

MCWIP planned outcomes:

1. Transparency and accountability are enhanced in the resource allocation and spending of national and decentralized budgets for the water sector.
2. WASH services at local level have improved through transparent and accountable local government processes and participation of an informed and empowered civil society, especially women's groups.

MCWIP Phase 3 programme activities:



NATIONAL CONTEXT INFORMS THE ABILITY TO DELIVER AT PROGRAMME LEVEL

Lesson 1: National recognition of the HRWS provides a powerful framework for addressing water integrity

The MCWIP programme opted for a strategy where the HRWS were unpacked into concrete water integrity activities that would strengthen the main principles underpinning these rights: equality, non-discrimination, participation, accountability, access to information, and sustainability. Developing the governance capacity of officials and users and focusing on the improvement of service delivery – particularly in vulnerable and isolated areas – are central to HRWS promotion and fulfilment. Considering water issues from an integrity perspective and discussing the effects of corruption at the local level provided a tangible and effective channel for engagement.

A major milestone for the programme in this regard was the recognition of water and sanitation as human rights in Nepal's new constitution, approved in 2015. This was made possible in part by the lobbying efforts of one of the main strategic partners of the programme, the Federation of Drinking Water and Sanitation Users of Nepal (FEDWASUN), an umbrella organization of over 5,000 water supply and sanitation user groups. The inclusion of the HRWS in the constitution facilitated MCWIP efforts in raising awareness of water integrity issues among politicians. Accordingly, water integrity was included in the draft WASH sector development plan in 2016, and nearly all of the political parties and candidates of the 2017 elections made commitments to improve WASH services.

In Kenya, the MCWIP also benefited from the commitment of the government to the HRWS. Not only does the Kenyan constitution recognize the HRWS, but also the Water Services Regulatory Board (WASREB) has a very good understanding of the HRWS and is interested in projects that support their achievement. Consequently, the MCWIP received important support from WASREB throughout the process of developing the Integrity Management Toolbox (IM Toolbox) for Small Water Supply Systems (SWSS) and the process of facilitating dialogue between rural communities and local authorities. In order to further the human rights piece of the programme, WIN and Caritas Switzerland partnered with the Kenyan Water and Sanitation Civil Society Network (KEWASNET) and WASH-United. IM Toolbox materials were revised to reflect the HRWS lens, and in December 2018 the “Making Rights Real” package⁴ was piloted. Coaches were trained on the tools and documents that support water sector CSOs in promoting the HRWS at community and county government levels.

Lesson 2: Changes in the political context can challenge sustainability

In some cases, changes in the broader political context provided the right opportunity to further the MCWIP. In the wake of the Mozambican debt scandal, integrity interventions started to be perceived as very necessary to fight corruption and increase trust. In Kenya, the IM Toolbox for SWSS provided a means to

⁴ WASH United, caritas, WIN. 2017. Making Rights Real: Promoting Rights Based Approaches at Different Levels, Workshop report.

support the government in the restructuring of responsibilities between county governments and community-managed water systems due to the decentralization of water and sanitation services provision.

In other cases, however, political turmoil threatened the sustainability of water integrity interventions.

For example, unlike the decentralization process in Kenya, the decentralization process in Nepal poses a challenge for the sustainability of MCWIP achievements. This is partly due to timing (the new Kenyan constitution was adopted in 2010, whereas the Nepal constitution was adopted in 2015 – already well into the programme). The MCWIP in Nepal had been designed for the former centralized unitary state rather than the new decentralized one. After local, provincial and federal elections took place at the end of 2017, much of the knowledge and capacity around water integrity that had been developed with

district officers over the years was lost in the transition. Districts no longer exist, and the newly established municipalities and their officials must be engaged from scratch. Further, the draft WASH sector development plan with its water integrity components – a major achievement for the MCWIP – has no ownership under the new federal structure. The Nepal programme has been trying to adapt to this new situation by transferring the activities to the municipal level and by focusing on more stable interventions.

In Guatemala, years of government corruption scandals have made corruption an extremely sensitive topic. Consequently, authorities were very reluctant to discuss water integrity, fearing to alarm the public and foment political unrest. In most cases, this was overcome by instituting a positive approach rooted in dialogue and a joint search for solutions. However, to date, some Guatemalan authorities still refuse to talk about water integrity.

A MULTI-STAKEHOLDER, SOLUTIONS-ORIENTED APPROACH INCREASES IMPACT

In all four countries, the MCWIP focused strongly on advocacy. This was understood as a means to establish an effective dialogue between the duty bearers – including government authorities and service providers – and rights holders such as individuals, communities or civil society groups. In addition, the media were seen as playing a critical role in the process.

Advocacy work was vital because the programme was implemented mainly in rural areas where there is a lack of regulation in the WASH sector and where communities are poor and have low literacy levels. In such contexts, drawing the attention of the authorities and the service providers to the problems of the population and empowering local communities to speak out are key to sustainable institutional change.

Lesson 3: Media presence makes authorities more responsive and communities more confident

Research in the anti-corruption sector shows a long-term association between a free and independent media and reduced corruption, as well as evidence of a significant causal relationship between greater media freedom and lower corruption across a range of countries.⁵ The experience of the MCWIP substantiates this relationship.

In Nepal, the MCWIP worked in close collaboration with the media. Several capacity-development events were held to increase the engagement of journalists in the WASH sector, to enhance their understanding of



⁵ DFID. January 2015. Why corruption matters: understanding causes, effects and how to address them. Evidence paper on corruption.



© Helvetas Nepal – Working with the media to broadcast information on public hearings on local WASH developments. 2015.

related integrity issues and to encourage their involvement in water integrity promotion. These events included workshops, field visits and meetings between WASH authorities and journalists. Helvetas Nepal established collaboration agreements with certain media organizations, such as the Nepal Forum of Environmental Journalists (NEFEJ) and the Association of Community Radio Broadcasters Nepal.

As a result of the media training and collaborations, integrity issues and the measures undertaken by stakeholders (including the authorities) were broadcast. Radio programmes, newspaper articles and video documentaries also disseminated information on WASH rights, budgets and water integrity issues to a wider audience. District officials participated in some radio programmes. At the local level, the media helped to draw users to public WASH meetings and to disseminate their outcomes. Reporters were frequently invited to act as facilitators in joint monitoring events and public hearings; their presence as neutral moderators was highly appreciated.⁶ The programme thus leveraged a wide network of media professionals to reach a large, countrywide audience.

As a result of these media efforts, programme coordinators reported, based on their

experience, that communities perceive that they are now more informed about their WASH budgets and rights, and empowered to voice their concerns. Duty bearers are talking more to communities, making processes and information more transparent and being more responsive. For example, Helvetas Nepal observed that immediately after such media-facilitated or -reported public hearings there were news reports of water system repairs and other actions undertaken by the authorities.

Lesson 4: Addressing government concerns is essential for water integrity

Working on water integrity can put you on the wrong side of some government officials. Results from the MCWIP confirmed, however, that engagement with officials in a solution-oriented policy dialogue supports government in fulfilling WASH duties and improves water integrity results.

Mozambique has been feeling the consequences of a major debt crisis for the last three years, including fallout in the WASH sector. The MCWIP collaborated with government officials and other stakeholders to find solutions. This approach avoided casting blame and earned the programme strategic

⁶ See Joint Monitoring, Public Hearings and the Media from the MCWIP in Nepal: https://youtu.be/Vtb_XVQLRU4

access to information and decision-makers. The MCWIP and its partners, the Budget Monitoring Forum (BMF) and the Mozambican Debt Group (MDG),⁷ collaborated with the Mozambican parliament in WASH-related decision-making. For example, in 2016 the involvement of the MCWIP in intense lobbying and public relations work with the parliament contributed significantly to limiting priority sector budget cuts to only 1 per cent, allowing the WASH sector to maintain its investments and core activities. The MCWIP played a key role in advising BMF for the WASH component.

In Kenya, the MCWIP supported WASREB to adjust to the decentralization of WASH service provision, which is now the responsibility of county governments. The programme developed a tool called the Integrity Management Toolbox for Small Water Supply Systems (SWSS) to help community groups manage small water supply systems and improve their integrity, performance and compliance. WASREB became very interested in the Toolbox and signed a Memorandum of Understanding (MoU) with Caritas Switzerland and WIN in 2017 to support implementation. Since then, WASREB has endorsed the management model descriptions in the tool as an effective means for clarifying regulation for community WASH service provision. It is currently converting them into a regulatory tool. This is an important step, because informing communities of the rules and regulations related to WASH service provision and supporting their use of appropriate management models can only be effective when matched by rule enforcement.

Lesson 5: Partnerships bring strength and diversity to water integrity initiatives

One of the key lessons of years of WIN's anti-corruption work is that fighting corruption

requires partnerships. The MCWIP gained multiple advantages through the collaboration and coordination between organizations. First, combining skill sets, experiences, expertise and reputation optimized resources and knowledge sharing, and broadened networks (including government), which increased programme efficacy. Second, incorporating water integrity into the agenda of other organizations and building their capacity on the topic helped increase programme reach and sustainability.

In Guatemala, for example, partnerships with the departmental governorate, the presidential secretariat for women and the secretariat of social works of the President's wife, helped grow the MCWIP's gender perspective. Similarly, in Kenya, work with WASH United brought in expertise on the Human Rights to Water and Sanitation and the media and communication expertise of NEFEJ in Nepal was essential. Where rural traditional communities were hesitant to trust newcomers, collaborating with trusted local organizations made a significant difference. For example, the MCWIP programme partnered with FEDWASUN for work in Nepal, and with Oxfam GB and Caritas Ngong for work in Wajir County, Kenya.

Multi-stakeholder collaborations also enhanced local and national anchoring of the water integrity approach in government. These kinds of collaborations with government are very important, because weak institutions can block accountability and increase vulnerability to corruption in the water sector. In Guatemala, MCWIP worked mainly with government bodies, such as water and sanitation offices (OMAS) and Offices of Access to Public Information (OAIP), which strengthened these institutions while avoiding duplication of effort. In Kenya, the MCWIP pursued a similar approach in its relationship development with WASREB. In Nepal, the FEDWASUN partnership was vital to navigating decentralization in the country and transferring water integrity knowledge to new municipal structures. In Guatemala, a very successful alliance between Helvetas and the

⁷ BMF is a coalition of Mozambican civil society organizations working on public finance transparency and accountability. MDG is a national civil society coalition that promotes the discussion and implementation of equitable development policies.

Association of Municipalities of San Marcos (ADIMAM) resulted in the securing of European Union funds (USD 400,000) for a period of three years (2018-2021) to expand water integrity activities to ten additional municipalities.

Disseminating integrity beyond programme objectives and scope also took place thanks to partners. A clear example is the lobbying strategy by BMF and MDG in Mozambique which brought together civil society actors from different sectors. BMF and MDG reviewed implementation reports and provided position papers to the parliamentary oversight committee on budget implementation. This cross-sector approach amplified MCWIP and partner voices in front of the parliament and highlighted the water component in budget discussions.

Lesson 6: Engaging organizations on water integrity benefits from strong contacts and initial interest

Integrity and corruption are sensitive topics for many, and there are often legitimate fears and concerns about addressing them. It is

thus important to create a context within which stakeholders feel safe to discuss and act on them. Engaging with diverse stakeholders – including government agencies, service providers and implementing bodies – on issues of water integrity requires sufficient time investment to build trust, mutual understanding and strong relationships.

Where stakeholders have an initial interest in the topic, the relationship is easier to build and generally results in a more fruitful engagement. The relationship between the MCWIP and the Swiss Water & Sanitation Consortium shows this well. The Consortium – which consists of eight Swiss-based NGOs implementing twenty WASH projects in ten countries – invited Caritas and Helvetas to present the MCWIP during its focal point meeting in August 2017. The Consortium subsequently adopted water integrity as a key topic for 2018.

The MCWIP and the Consortium agreed to introduce the concept of water integrity at its regional workshops in Mali, Mozambique and Nepal in 2018. These workshops helped Consortium partners to understand the concept of water integrity and to discover new tools to address it. As a result, the MCWIP linked with new networks and placed the topic on the



© WIN – Swiss Water and Sanitation Consortium Learning Event on Water Integrity, 2018.

Consortium's agenda for the longer term. Key staff from Helvetas and Caritas Switzerland acted as ambassadors for water integrity within the Consortium. Their strong presence, motivation and commitment were key to building a productive and robust collaboration.

However, relationship building is not always as successful as this case. In the beginning of Phase 3, the MCWIP team initiated a dialogue on water integrity with a number of Swiss organizations not yet involved in water integrity activities or closely associated with programme partners. The intention was to present the topic and discuss how strengthening water integrity could benefit the different participating organizations. Some emphasis was put on describing available tools for Integrity Management. Most of the organizations that were contacted – especially those coming from the private sector – had very different agendas and ways of working; the project partners neither achieved a fruitful communication with them nor convinced them of the relevance of integrity work. Limited resources and different priorities were also cited as reasons for the low interest. More targeting, other forms of initial engagement (not necessarily workshops) and additional work to adapt integrity language and tools to different contexts and user groups would have been necessary, but limited resources hampered further engagement.

Lesson 7: Working for water integrity inspires partners to adjust structures and approaches

Working in collaboration with other organizations is not always easy. In the

case of the MCWIP, quite some time was needed to align understanding of the topic, approaches and expectations. It also took time to clarify roles, responsibilities, and lines of communication and accountability and to resolve related administrative difficulties. Whether despite or because of these challenges, the programme resulted in an excellent opportunity for all partners to introduce integrity innovations in their water and sanitation interventions.

Water Integrity and its building blocks of Transparency, Accountability and Participation have been integrated into the organizational strategy of Helvetas, thereby ensuring its continued importance as a mode of intervention in current and future projects on managing water resources. The MCWIP was also implemented across two new Helvetas working areas, 'Water and Infrastructure' and 'Governance and Peace'. At the country level, where Helvetas WASH work was primarily focused on infrastructure development, many chapters are now also introducing water integrity aspects to their interventions.

Water integrity has also permeated Caritas Switzerland's structure and approach. The IM Toolbox has become the default approach for all of the organization's projects in Kenya. Their indicators for service provision have been adapted to go beyond access alone, and they have included a specific water integrity indicator in the monitoring framework for their strategy. Caritas Switzerland has made a fundamental shift from a community level organization to one that includes advocacy. They have achieved a lot in a short time span – a remarkable feat for a water integrity newcomer.

EXPLICIT ACTIONS AMPLIFY THE VOICES OF YOUTH AND WOMEN

An important component of achieving the HRWS and improving water integrity is ensuring the inclusion of vulnerable and marginalized groups in decision-making processes. This was the impetus behind the original decision to focus on remote rural communities. During the pilot phase of the programme it was recognized that even within rural communities there were some groups – such as women, youth, people living in extreme poverty and people with disabilities – which were further disadvantaged in relation to access to adequate water and sanitation services. The MCWIP thereafter put in place specific mechanisms to include these groups. However, changing social exclusion practices takes time; it was only in Phase 3 that some results were achieved.

Lesson 8: Encouraging women to actively participate requires changing mindsets

In traditional rural societies, women are frequently responsible for water collection and water management at home but are largely excluded from the related decision-making processes. To address this, the MCWIP set clear rules to include a minimum number of women in all activities.

However, seating women at the table is not enough to ensure their meaningful participation. In the beginning, women were very reserved and barely participated. To address this, programme activities also included discussions on the particular needs of women and the importance and advantages of including them in decision-making. Capacity-building initiatives in Phase 3 frequently included some general orientation or short

training on gender factors in water and sanitation management. Thus, while there is a lot of stigmatization, the programme challenged some of these prejudices. In Kenya, starting community discussions or IM Toolbox workshops in small groups, and sometimes even separating women and men at the initial stage, resulted in more women coming to the forefront and contributing in the plenary discussions that followed. Having a woman leading or moderating the process – as coach or counterpart, for example – helped other women to be more active in discussions and decision-making.

The programme in Guatemala focused on coordinating with institutions – such as the departmental governorate, the presidential secretariat for women and the secretariat of social works of the President's wife – that promote capacity building and encourage women's participation in different issues and spaces. This had a positive impact on women's involvement in decision-making related to water and sanitation services. For example, in coordination with the departmental governorate, workshops were organized for municipal authorities and technicians to make them aware of the value of women's participation in decision-making forums. As a result, San Miguel Ixtahuacán and Sibinal municipalities created agreements that promote women's participation from 2018 onwards. The MCWIP also worked with the women's municipal offices in promoting water integrity among women's groups. Furthermore, through an agreement with the state university CUSAM (Universidad de San Carlos de Guatemala – Centro Universitario de San Marcos), students performed an analysis in municipal offices to identify the roles of women, the inclusion of water in the work plans and the number of women participating in organized

groups. The results of the CUSAM study further helped to include a gender perspective in the municipal work plans and to create agreements that promote the participation of women in water and sanitation committees (CAS) and community development councils (COCODES).

As a result of these kinds of efforts there was clear progress, although it varied among countries. The presence of women in meetings and trainings continuously increased, as well as their participation in planning, implementation and monitoring of WASH projects. Country partners observed and reported that it became more common to see women holding leadership positions in water and sanitation committees and organizations, especially with regard to financial management. For example, in Kenya, out of the ten groups the programme worked with, 60 per cent of the group treasurers are women, an improvement from the 30 per cent at the beginning of the programme. In Nepal, about 40 per cent of key positions in the drinking water and sanitation user committees are now held by women, while the numbers were negligible at the start of the programme. While these achievements cannot be solely attributed to the MCWIP, the programme target groups show a significantly higher level of trust towards women. On the one hand, women felt more confident – both in terms of their capacities and the importance of their opinion – and, on the other hand, men

changed their attitudes regarding women in the sector.

Lesson 9: Targeted social activities bring youth into water integrity programmes

In traditional rural communities, it is not only women who struggle to get their WASH issues onto the agenda. Senior leaders generally dominate the discourse and the opinion of young residents is neither listened to nor taken into account. This often leads to youth indifference in community meetings. To address this, the programme in Mozambique developed an approach to motivate youth to join civil society and advocate for their issues. Districts offer a variety of cultural activities, such as dance and theatre, which are popular among youth and often used as ways to express their concerns and discomforts. The MCWIP used these activities as channels for WASH communication and for inviting youth to formally bring their issues to the table. Involving university students and recent graduates in project interventions, such as social audits, also helped in building links between academia and youth, and in building knowledge and awareness of water integrity issues amongst the youth.



Left: © WIN – IM Toolbox for Small Water Supply Systems Workshop in Kenya, 2016. Right: © Helvetas Nepal – Public Hearing on local WASH developments, 2016.

TRANSPARENCY AND ACCOUNTABILITY TOGETHER: LOCAL EVIDENCE AND KNOWLEDGE OF LAWS AND RULES STRENGTHENS ACCOUNTABILITY

Understanding the complex relationship between transparency or access to information and accountability has taken years of considerable work.⁸ There are two approaches to using such information to hold duty bearers accountable: a collaborative approach and a more confrontational watchdog approach.⁹ The work of the MCWIP sought, firstly, to increase understanding of the WASH situation, regulatory environment, and problems for both duty bearers and rights holders and, secondly, to empower residents to demand accountability, focusing more on a collaborative approach.

This work not only empowered local communities, but also supported evidence-based policy-making. Many government institutions in the implementing countries recognized this; they now see MCWIP partners as competent regulatory advisors.

Lesson 10: Establishing clear rules and regulations strengthens service

Transparency and clarity on rules and rights is essential for water integrity. However, there is generally a poor understanding of rules, laws and rights, especially in more remote areas. In countries like Nepal and Kenya – where major laws and rules are changing – knowing which

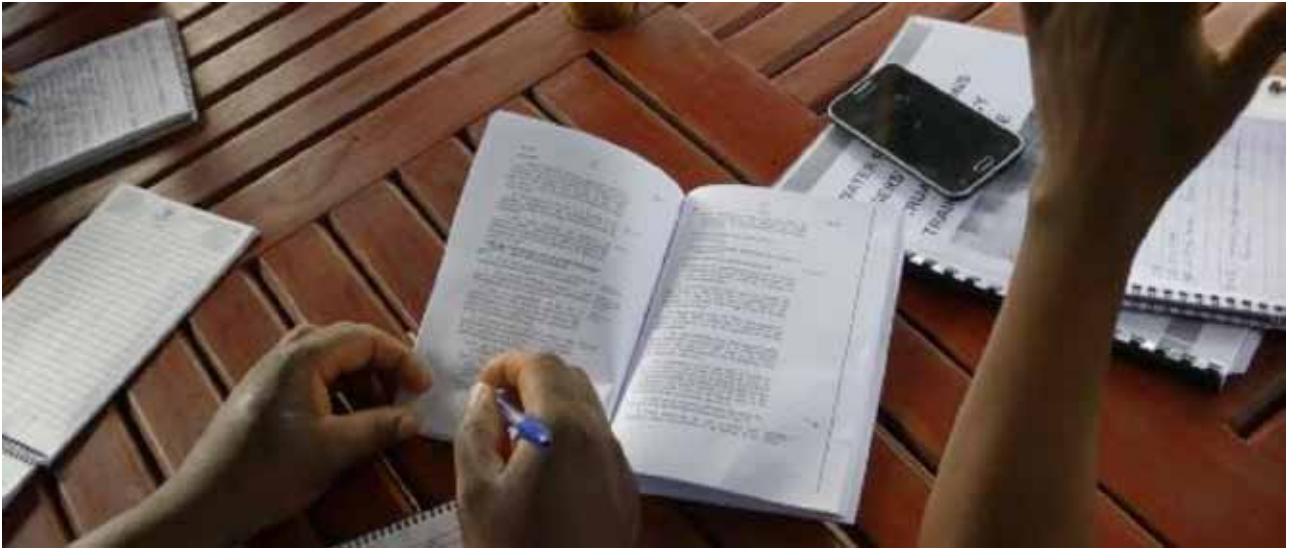
rules are applicable and ensuring new rules are feasible and understandable pose considerable challenges. Facilitating the creation of clear regulations and manuals has been a major component of the programme in all four countries.

In Kenya, for example, both communities and the regulator were particularly appreciative of the material developed for the IM Toolbox for SWSS on regulation and compliant management models.

In Guatemala, MCWIP supported the elaboration of regulations on water and sanitation services in four municipalities, including for the implementation of new tariffs and metering, accountability of income and expenditure, and inclusion of women in decision-making spaces, among others. Between 2017 and 2018 the manuals of functions for OMAS were also updated in some municipal urban centres. At the community level, regulations for water services were developed in a participatory manner, which increased user acceptance and ownership. In total, 90 communities drafted their regulations; some have already improved their administration, operation and maintenance, and started to regularly report to users. The **Guide for transparency and accountability of municipal public services** and the **Guide to elaborate regulations in a participatory**

8 U4 Anti-Corruption Resource Centre, Chr. Michelsen Institute. 2018. "Does more transparency improve accountability?" U4 Helpdesk Answer 2018:22. <https://www.u4.no/publications/does-more-transparency-improve-accountability>

9 Kosack, S. and Fung, A. 2014. Does Transparency Improve Governance Annual Review of Political Science 2014 17:1, 65-87.



© WIN – Understanding and clarifying the new Kenya Water Act 2016 and its implications for rural water service and community-managed systems, 2016.

manner were developed to systematize these experiences. The water institutional framework in Guatemala is very fragmented. This regulatory progress was thus a major achievement, despite being limited to the targeted municipalities.

In Guatemala the MCWIP team also centred its efforts on producing audio-visual material to raise awareness of the rights and obligations of water service users. These included 15 video clips, 4 slides with photographs and 43 posters that addressed participatory regulations, information about OMAS and OAIP, chlorination, timely payment, and proper use of water, water meters and on the topic of corruption.

Following the decentralization of WASH services and the hindered WASH sector development plan in Nepal, the MCWIP entered into discussions with the newly formed municipalities to include water integrity elements in the development of their Water Use Master Plans (WUMP). Two municipalities jointly drafted and approved a MoU with Helvetas in March 2019 to receive technical support in the preparation of their WUMP. Each now includes a separate chapter on the municipality's strategy to improve water integrity and requires the use of TAP tools – such as an information board, public hearings, public review and public audit and joint monitoring – in the project implementation

process.

In Nepal, the programme also published and distributed calendars every year with educational content on water integrity as well as other materials on WASH services, water integrity and related tools. In March 2019, a water integrity training manual targeting Water User Committees was also published and distributed in Nepal.

In Mozambique, the MCWIP routinely published position papers to inform parliamentary audits and discussions, policy and budget briefs, evaluation papers on social audits, bulletins on water integrity, educational brochures, and, importantly, a WASH sector budget tracking manual.

Lesson 11: Access to improved local evidence and platforms for dialogue enhances both community voice and responses by authorities

To gather evidence and assess local service levels and governance, the MCWIP used a number of tools and approaches in the four countries. In Guatemala, a baseline and a stakeholder map were developed in 2016 and used to update the planning for Phase 3 of the

programme. In 2017, WIN and the Helvetas country office adapted the Annotated Water Integrity Scan (AWIS) tool¹⁰ to the municipal level with two aims: to assess changes in the baseline study indicators over time and to provide a space for debate around the state of integrity at the local level.

In Nepal in 2018 the Sukhhad Drinking Water Users and Sanitation Committee in Kailali district in Nepal prepared a one-year plan based on the findings of a governance assessment supported by the MCWIP using community scorecards (CSC). It detailed the measures the committee would adopt to improve its governance within a one-year period and is currently being implemented. In Kenya in 2018, the MCWIP supported WASREB in the implementation of a survey of practices at the county level. The results are being used as input to adapt the regulatory framework to the on-the-ground reality of SWSS and rural water users. In Mozambique, with MCWIP support, BMF used its field-obtained data to make recommendations to the government. For instance, for many years BMF recommended that the government write State General Accounts in a clear, accurate and simple manner, as they had witnessed how difficult it was for many Mozambicans to access

and understand them. This has been a long process for BMF, for which the MCWIP acted as a booster. In 2017 the government made State General Accounts more transparent and published the General State Account 2017 with a simplified version called Citizen Account.

To achieve impact, information to communities must go hand in hand with improving their ability to raise concerns and demand action.¹¹ One option in this regard, particularly within a collaborative model of social accountability, is the creation and activation of platforms for dialogue with the authorities, where citizens take the lead in presenting their problems and demands, and solutions are jointly discussed.

In Mozambique, the MCWIP helped the government organize provincial and national Development Observatories, which are spaces for consultation between citizens and the state. Complementarily, the MCWIP organized public hearings, social audits and community meetings to help citizens – especially from isolated and vulnerable communities – to organize their ideas and present them in the observatories. In Guatemala, the municipalities participating in the programme now hold municipal open houses to present budgets and explain investments in water management



© Helvetas Guatemala. AWIS workshop, 2017.

10 For more information on the general AWIS tool, see <https://www.waterintegritynetwork.net/assessment-tools/annotated-water-integrity-scan>

11 U4 Anti-Corruption Resource Centre, Chr. Michelsen Institute. 2018. "Does more transparency improve accountability?" U4 Helpdesk Answer 2018:22. <https://www.u4.no/publications/does-more-transparency-improve-accountability>



© Caritas Kenya – IM Toolbox for Small Water Supply Systems Workshops, 2016.

(or the lack thereof) to communities. At the same time, the programme worked to make citizens more aware of their obligations and the importance to fulfil them for the sustainability of the water system and for supporting their demands on the authorities. In Nepal, the programme organized numerous joint monitoring and public hearing events, and gave particular attention to the meaningful participation of vulnerable community groups. The IM Toolbox for SWSS in Kenya was designed to bring water users, local water committees and local government together. The workshops not only support the community group to

improve their performance, but also create a joint platform to openly discuss challenges faced by users and committees. Participants thus come to a collective sense of responsibility and action.

The experience of the MCWIP builds on the increasing body of knowledge around social accountability and transparency. The MCWIP examples showed that the creation of district civil society platforms on their own is not enough for effective engagement. Social accountability, appropriate information, and useful advocacy tools are also required.

SHARING KNOWLEDGE AND BUILDING CAPACITY IMPROVES UPTAKE AND IMPACT

Lesson 12: Knowledge exchange among countries is highly appreciated but challenging

Informal or social learning that taps the expertise and experience of peers is a key modality of adult learning today.¹² Social learning has been identified as an important element in the improved management of environmental issues, accompanied by a reshaping of the roles of experts, policy makers, and citizens in governance arrangements.¹³ The MCWIP adopted this approach to enhance peer learning between the four countries.

The main knowledge exchange activity among countries was the MCWIP international learning event that took place between 29 May and 2 June 2017 in Nepal. The event included two days of learning exchange among programme countries, one day for a public outreach event and two days of training on the Integrity Quality Compliance tool for project management. About 50 people from Bangladesh, Benin, Ethiopia, Germany, Guatemala, Kenya, Madagascar, Mozambique, Nepal, Pakistan and Switzerland participated. The exchange particularly helped with the wider dissemination of good practices and promising tools and approaches among the MCWIP countries and with other participating countries, so that partners can apply them as they incorporate water integrity into their projects.

Participants highly valued the interaction with other country programmes and organizations.

Unfortunately, there was little further direct collaboration or exchange among the country programmes, partly due to the expense of this kind of exercise and partly due to language and distance issues. While project partners envisioned the organization of a Community of Practice (CoP), these same language and geographic distances posed significant barriers. Nevertheless, steps were taken towards scoping and setting up a CoP. In March 2018, partners working with the different versions of the IM Toolbox gathered in Bern. The meeting served to start developing a common value proposition for the IM approach and drafting communication material for promoting the approach and its adaptations. This alignment of the toolboxes set the basis for coordinated tool improvement and promotion.

Two critical lessons from the MCWIP are that, in a programme of this nature, more resources should be directed to activities such as peer learning or knowledge exchange and that such activities should be planned into the programme from the beginning.

Lesson 13: Concrete programme results support the uptake of water integrity work and tools

MCWIP partners have showcased programme results on many occasions within their networks and activities. For example, a 2017 Helvetas webinar on advocacy included a

12 Segar, A. 2013. **Conferences that work**. "The surprising way adults learn 90% of what they need to know." <https://www.conferencesthatwork.com/index.php/learning/2013/11/the-surprising-way-adults-learn-90-of-what-they-need-to-know/>

13 Jacobi, P.R., de Toledo, R.F. & Grandisoli, E. Braz J Sci Technol. 2016. Education, sustainability and social learning, 3: 3. <https://doi.org/10.1186/s40552-016-0019-2>



© cewas – MCWIP learning event in Nepal, bringing together programme coordinators from MCWIP countries and other country WASH programme coordinators from HELVETAS and Swiss partner organizations, 2017.

presentation by the programme team in Mozambique on how their collaboration with BMF during the debt crises helped to protect the water budget from further cuts. Such concrete successes are very powerful in attracting the attention of other water and sanitation organizations.

Once an organization is interested in water integrity, a key concern is what tools they can use to address the topic. Presenting practical tools – such as the different versions of the IM Toolbox or the AWIS – has been effective in promoting water integrity to potential new partners.

Project partners organized two activities in Latin America in 2018 to present the IM Toolbox. The first presentation took place during the regional Water Team Days of the SDC Sub-ResEAU in November 2018 in Lima. The audience consisted of 35 participants mainly from non-profit and public sector water and sanitation organizations. The methodology of the IM Toolbox was explained in detail and reviewed from the perspective of the integrity concerns of participants. Feedback was positive, and several organizations expressed their interest in the Toolbox. Discussions were also started with the Programme in Territorial Water Governance in Region 13 of Fonseca, Honduras. They were interested in

incorporating the IM Toolbox methodology into their programme to improve integrity in public institutions that form part of a river basin association. The second event took place in Mexico in December 2018. It consisted of a full-day introduction of the integrity concept and the IM Toolbox approach to water and sanitation organizations in the country. Aided by a series of presentations and a simulation exercise, participants discussed possible ways to apply the toolboxes to identify and address their integrity risks and, thus, improve the performance and quality of their services. As a result, several organizations requested support in different kinds of projects, especially with SWSS in rural areas.

Similarly, representatives of Helvetas and Caritas Switzerland participated in the East African Water Integrity Forum in Ethiopia in May 2017 and presented an information session on the IM Toolbox for SWSS. Participants from different organizations confirmed the relevance of the IM Toolbox to their work and expressed their willingness to take part in piloting the approach. In the months that followed, the IM Toolbox was adapted to the Ethiopian context. The teams identified community groups where the IM Toolbox could be piloted, performed a desk review of the Ethiopian institutional and regulatory framework, and organized training for coaches and counterparts. The tool

was then piloted with five WASH community committees (WASHCOs) and a scaling up strategy is now underway.

The MCWIP also organized the first (and only) Swiss Water Integrity Award in 2017, with the support of the Swiss Water Partnership, to bring international attention to the topic, to discover other organizations working on it and to reward their efforts. The Mexican organization ControlaTuGobierno was awarded the prize. ControlaTuGobierno helps communities analyse public sector information and get involved in the fair enforcement of water and sanitation policies and laws. The jury awarded 3,000 Swiss Francs to ControlaTuGobierno and helped promote some of their work. Due to a lack of funds, additional awards have not been granted. Organizing and sustaining such an award requires significant initial investment to achieve enough outreach to allow for the engagement of sponsors.

Lesson 14: **Building the capacity of partners improves sustainability**

Building the capacity of partners in water integrity is vital for effective collaboration and to ensure sustainability of the work so that water sector stakeholders can continue their efforts and even replicate them in other regions. All country programmes followed an exit strategy that incorporated capacity building and training.

In Kenya, Caritas Switzerland trained 94 staff

members in 14 CSOs, 30 government officials and 24 water service provider staff members on the IM Toolbox for SWSS. This included a training in December 2018 for staff from the Water Sector Trust Fund (WSTF), a key institution in Kenya responsible for financing of water supply infrastructure in marginalized areas.

In Guatemala, the programme organized many workshops at the municipal level for elected officials, technicians, and water and sanitation commissions. They explained integrity concepts, the regulatory framework, and access to information law, budget analysis and accountability. In December 2018, for instance, 25 technicians and municipal authorities obtained a diploma in water governance after participating in a six-part workshop series on the topic titled **Good Practices in Water Governance**.

In Nepal, besides the media trainings already mentioned, the programme focused on building the capacity of FEDWASUN. In 2018, the MCWIP participated as advisor in a consultation workshop on the restructuring of FEDWASUN and its adaptation to the new federal structure. Training the new FEDWASUN municipal chapters and ensuring knowledge transfer from the previously trained staff to the new staff became central strategies of the MCWIP to give continuity to the water integrity strategy.

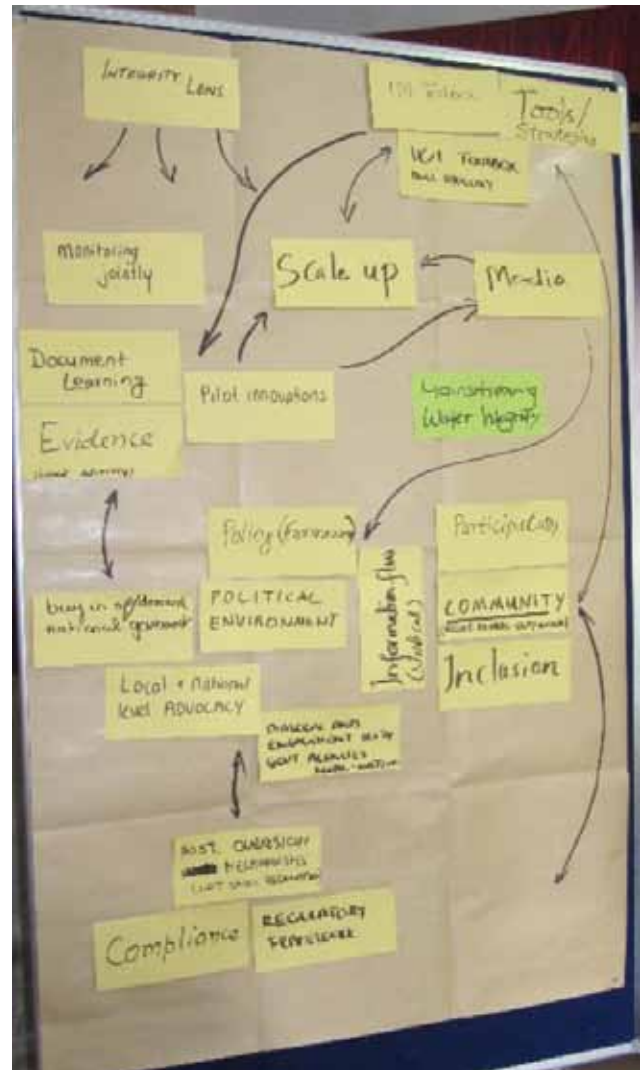
The programme in Mozambique conducted several training sessions on water integrity tools with district CSOs and their platforms. This included, among others, trainings of trainers on budget tracking and advocacy.

CONCLUSIONS: KEY LESSONS

This report sets out the key lessons from the MCWIP through five lenses:

- Understanding the broader national context is critical in terms of the ability to deliver at the programme level
- A multi-stakeholder, solutions-oriented approach increases the impact of anti-corruption and water integrity programmes
- Explicit actions which amplify the voices of youth and women are necessary, and can have significant impact
- Transparency and accountability go hand-in-hand: reliable local evidence and knowledge of laws and rules strengthens accountability, and finally
- Sharing knowledge and building the capacity of national and local stakeholders is important in improving uptake and increasing impact.

These lessons can be divided into two sets. One set of lessons relates to the enablers that support the effective launching and implementing of water integrity projects; while the other set relates to those lessons learnt from implementation of a multilateral programme like MCWIP. For the latter, it has become clear that communication across borders and sectors is still a major challenge, even among motivated programme partners. There is a need for more capacity building on water integrity and stronger peer-to-peer learning, but this requires more investment and detailed advance planning to achieve routine implementation in the early stages of a programme.



© cewas - Brainstorming undertaken during the training of participants on the IM Toolbox for Small Water Supply Systems at the MCWIP Knowledge Exchange workshop in Nepal, 2017.

The first set of key lessons for water integrity programmes can be summarized as follows under the four headings of the WIN integrity wall¹⁴: Transparency, Accountability, Participation and Anti-Corruption.

TRANSPARENCY

Media involvement can provide a big boost in terms of transparency, building trust from users and ensuring information is better understood. It would be important to further push for media involvement in different contexts and regions and to closely examine possibilities.

ACCOUNTABILITY

Accountability must be a two-way street. There is a big need, especially in remote areas, for policy and rules to be defined, clarified, and explained. To enable evidence-based decision- and policy-making, it is also important to ensure there are means to gather evidence and to provide open platforms for dialogue and feedback.

PARTICIPATION

Participation must be multi-directional for integrity, as it is crucial to have the trust, expertise and experience of all stakeholders. It pays to bring more people to the table – the duty bearers, the rights holders, as well as the media, local CSOs and supporting organizations.

Ensuring higher participation by women and youth in participatory processes is essential and will be enabled when matched by a long-term, explicit and tailored commitment.

ANTI-CORRUPTION

An explicit and forceful anti-corruption agenda can be difficult to maintain, but slow change and progress can be achieved by keeping the topic on the agenda through multi-stakeholder partnerships. There is real value in a collaborative, solutions-oriented and non-confrontational approach.

A human rights framework and anti-corruption work go hand in hand. They can mutually reinforce each other; it can be beneficial to explicitly emphasize the links. The human rights framework can be an anchor and motivating objective. Anti-corruption work can provide tangible channels of engagement.

Anti-corruption work in less receptive contexts or in politically unstable environments remains a challenge. More resources must be dedicated to improving our understanding of corruption dynamics in fragile contexts or in states in transition, to build a stronger value proposition for water integrity and to find more successful entry points.

14 WIN. 2016. Integrity Walls: TAP-A. <https://www.waterintegritynetwork.net/integrity-walls-tap/>

ANNEX: MCWIP LEARNING & LEVERAGE COMPONENT PHASE 3 PROGRAMME OUTPUTS

Case studies, reports, publications and media

- Caritas case studies: www.waterintegritynetwork.net/2018/10/08/the-integrity-management-toolbox-for-small-water-supply-systems
- Interview with Caritas Switzerland in Kenya on the role of women in WASH: www.waterintegritynetwork.net/2019/05/28/partner-feature-caritas-switzerland
- Information on the Swiss Integrity Award 2017 and the winner, ControlaTuGobierno: www.swisswaterpartnership.ch/swp-member-news/announcement
- Interview with Rubika Shrestha of HELVETAS Swiss Intercooperation Nepal on public audits and district WASH plans: <https://www.waterintegritynetwork.net/2017/01/18/push-transparency-accountability-participation-means-achieve-good-governance/>
- Improving the management of small water supply systems: the Integrity Management Toolbox for SWSS in Kenya: <https://youtu.be/gqaq5Pqws40>
- How the water sector can promote good governance and integrity?: <https://youtu.be/V5fhmXz6l4A>
- What is water integrity and why is it important?: <https://youtu.be/S2jvA0MkLH8>
- MCWIP in Nepal: Joint monitoring, Public Hearings and the Media: https://youtu.be/Vtb_XVQLRU4
- Capacity building for investigative journalism & water integrity in Nepal: <https://youtu.be/PacZWZNowu8>
- Public audits for rural water projects in Nepal: <https://youtu.be/fKQZMfdqbZ4>
- How to promote TAP in the water sector to address integrity failures <https://www.waterintegritynetwork.net/2017/07/14/partners-promoting-good-governance-integrity/>

Tools

- Integrity Management Toolbox for Small Water Supply Systems: <https://www.waterintegritynetwork.net/action-tools/integrity-management-toolbox-for-small-water-supply-systems/>

Events

- Seminar and presentations at the Rural Water Supply Network (RWSN) Forum 2016 in Abidjan, Côte d'Ivoire: <https://www.waterintegritynetwork.net/2017/01/17/new-pathway-fulfilling-human-rights-water-sanitation/>
- MCWIP international learning event in Nepal in 2017: www.waterintegritynetwork.net/2017/05/30/water-integrity-learning-event-kathmandu-full-swing <https://www.waterintegritynetwork.net/2017/05/31/mainstreaming-water-integrity-capturing-knowledge/>
- Francophone Africa Regional Workshop of the Swiss Water and Sanitation Consortium in Mali: www.waterintegritynetwork.net/2018/05/30/francophone-africa-regional-workshop-of-the-swiss-water-and-sanitation-consortium <http://waterconsortium.ch/category/3-various/workshops>
- Regional Workshop of the Swiss Water & Sanitation Consortium in Mozambique: www.helvetas.org/en/mozambique/how-you-can-help/follow-us/press-releases/Swiss-Water-Consortium-Regional-Workshop-in-Nampula_pressrelease_4317
- Regional Workshop of the Swiss Water & Sanitation Consortium in Nepal: <http://waterconsortium.ch/regional-workshop-2018-3-6-april-2018-in-pokhara-nepal>
- Primera Jornada de Integridad en el Sector de Agua y Saneamiento en México. December 2018.

Cover image: © Caritas Kenya – Dorcas Kanini,
County Water Officer and counterpart for the
Integrity Management process at an Integrity
Management Toolbox for Small Water Supply
Systems Workshop in Olchoro community (Kajaido
County, Kenya), 2016

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With the financial support of:



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