

# DRIVERS AND BARRIERS TO COORDINATION AND HARMONISATION OF WATER SERVICE DELIVERY AT THE DISTRICT LEVEL

FINDINGS FROM BONGO AND SUNYANI WEST DISTRICTS

*NATIONAL LEVEL LEARNING ALLIANCE PLATFORM, ACCRA*

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# Presentation outline

- Introduction
- Research objectives
- Methodology
- Results of the study
- Recommendations
- Next steps

# Introduction

- Many actors and institutions are involved in water service delivery in Ghana, and have contributed to the current coverage levels



# Introduction

- However, the multiplicity of actors has fuelled:
  - divergent approaches to water service delivery;
  - Limited effect of development intervention in beneficiary communities.
- In line with the Paris Declaration on Aid Effectiveness, it has been identified that **Harmonisation and coordination** could maximize the impacts of water delivery through the promotion and use of in-country policies and guidelines.
- This research examines the **enabling conditions** and **inhibiting factors** to harmonisation and coordination of water service delivery at the district level

# Research objectives

- To examine how water delivery is planned and coordinated among institutions and actors at the district level;
- To determine budgeting, allocation and disbursement channels for water delivery at the district level;
- To identify the extent to which sector documents and standards are being used in water service delivery;
- To establish stakeholders' roles and responsibilities in water delivery interventions at the district level;
- To identify the mechanisms for reporting on water delivery interventions through the use of agreed sector monitoring indicators.



# Methodology

- Geographical location: Sunyani West and Bongo District Assemblies
- The main tools employed in the study were Focus Group Discussions (FGDs) and Key Informant Interviews.
  - FGDs were held with RCCs, CWSA's regional offices, two DAs and selected NGOs (Rotary Club, World Vision Ghana and African Assistance Plan) in BAR &UER.
  - Key informant interviews were held with the DFOs in SWDA and BoDA
- The research teams were constituted of staff from CWSA, with support from IRC Ghana
- Prior to the data collection, the questionnaires/field guides were piloted in Accra.
  - This allowed the research team become more familiar with the study's objectives
  - The research team also came to own the field guide and its constituent questions
- The bulk of the fieldwork took place between July and October, 2016.
- Research results were analysed and discussed under 5 key thematic areas

Results of the study

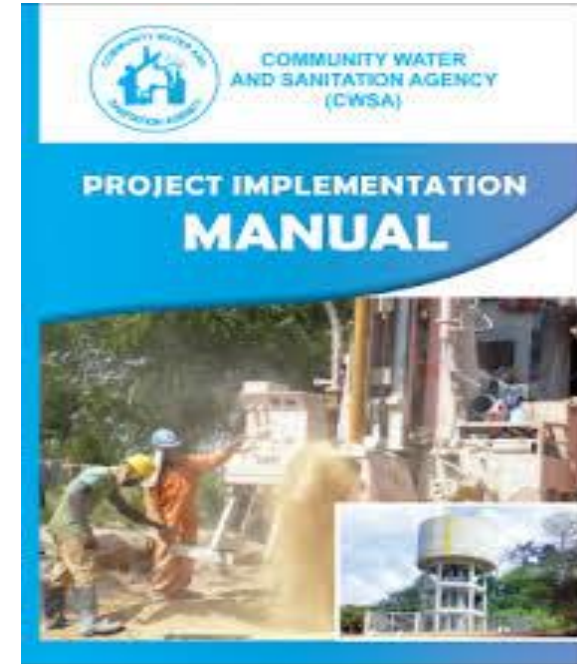


# Theme 1:

Planning and coordination of institutions  
and sector players

# Theme 1: Planning and coordination of institutions and sector players

- Planning and implementation of water service delivery vary with sector actors and institutions, and these variations are largely influenced by the funding sources:
  - *In DP-funded interventions (which typically have allocations for both software and hardware activities) followed Project Cycle, i.e. project inception activities such as regional and district launching events and community sensitisation are mainly carried out*
  - *Procurement of goods and services beyond a certain threshold is led by RCC with support from the DAs, and inputs from CWSA. The DA signs contracts with service providers*



# Theme 1: Planning and coordination of institutions and sector players

- There are wide variations in the levels of consultation, involvement and coordination on projects implemented or funded by sector NGOs & GoG.
  - *Local NGOs fail to regularly involve regional CWSA offices and the DAs directly in the execution of their projects. This undermines the relevance of District Plans and the quality of WASH interventions.*
  - *Sometimes, procurement of goods and services under GoG-funded projects are done without the involvement of DAs*
  - *Due to poor levels of involvement and coordination of actors on GoG projects, officers from different stake-holding organisations may simply have opportunistic discussions when they meet in the course of their official duties*
  - *Even with the same institutions, levels of coordination can be inconsistent across districts and projects (e.g. CWSA Projects)*



# Theme 1: Planning and coordination of institutions and sector players

- Convening platforms (review/project) meetings enhance coordination and WASH delivery interventions
- The effectiveness of convening platforms are linked to the availability of dedicated funding
  - *Donor-financed projects were found to typically provide dedicated funding for coordinating the activities of implementing partners through RPCT and PSC meetings*
  - *Stakeholders' Meetings which the DAs/CWSA are responsible for funding have not been consistent, owing to financial challenges.*



# Theme 2: Relationships

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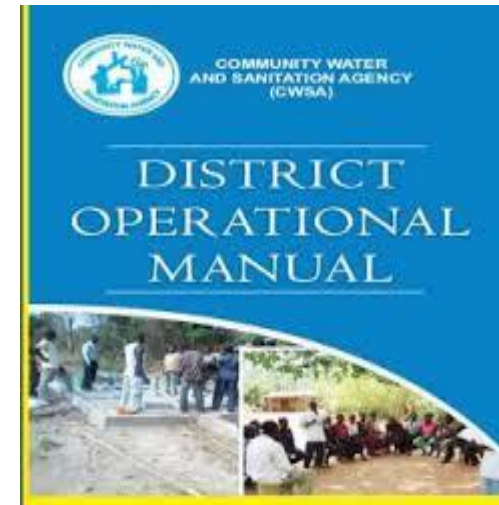
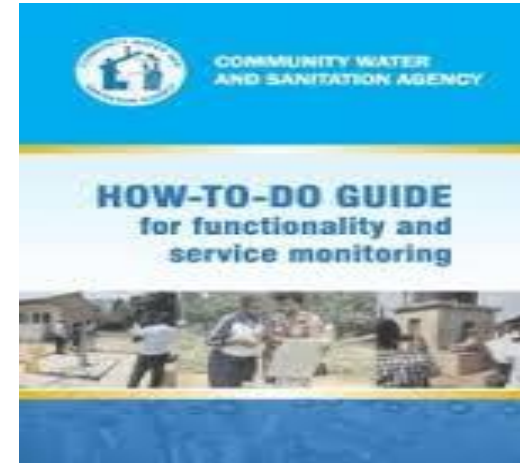
- How key actors appreciate the roles of other actors tends to be flawed, and often different from how each actor understands their own role.
  - *NGOs usually misinterpret the role of the DAs as essentially supervisory in nature, and do not recognise the need for involving them in procurement, disbursement of funds and project implementation*
  - *DAs tend to perceive Development Partner (DP)-funded projects as CWSA-driven because of the dominant role played by the agency in the project design and fund mobilisation stages*
  - *CWSA laments its outright exclusion by the DAs when projects are funded through the DACF*
  - *Different funding modalities come with different roles for key actors, with a resulting tendency to fuel unhealthy competition for control.*
  - *These situations add to the wrongful arrogation of roles (e.g. CWSA implementing & doing procurement, instead of facilitating WASH delivery; or DAs siting boreholes without technical assistance from CWSA)*
- Good relationships among WASH actors bother on meetings or communications. The frequency of these meetings, however, diminishes when there are no projects, and this affect relationships.

# Theme 3:

## Approaches/procedures

## Theme 3: Approaches / procedures

- Awareness of sector documents (e.g. DOM/PIM/LI 2007) for water service delivery was demonstrated mainly by CWSA and the DAs.
- Even though CWSA and the DAs demonstrate awareness of GoG's sector documents, questions remain regarding the degree to which these are utilised.
  - *There is greater adherence to the sector guidelines on projects funded by DPs, compared with GoG/NGO-funded projects.*
  - *In the GoG's "20,000 boreholes" intervention – drilling was largely complete in most communities before funding was provided for community animation and WSMT training.*
- Poor adherence to sector guidelines have resulted in the absence of a systematised approach to project delivery, and this reflects in the topmost priorities and concerns cited by the districts.
  - *The DAs have prioritised the formation new WSMTs and re-training of poorly-trained WSMTs, borehole repairs/maintenance (due to poor quality of work resulting from poor supervision and poor adherence to sector documents)*





# Theme 4:

Monitoring and reporting for water

# Theme 4: monitoring and reporting for water

- At the DA level, several units/ departments have roles in monitoring
  - *Other key actors – typically CWSA, the RCCs and sector NGOs – also reported carrying out complementary monitoring*
- Monitoring during project implementation vary with actors and funding source.
  - *Some projects assign monitoring roles to the districts, others do not.*
  - *District participation in project implementation monitoring is further dependent on the level of dedicated resourcing allocated to it by the implementers of the project.*
- Post-construction monitoring is recognised more as a direct responsibility of the district and is often planned for as a quarterly activity.
- An ICT-based monitoring framework developed by CWSA under the SMARTerWASH Project has been used to varying degrees by the districts for post-construction monitoring since 2015.
- While the DAs appreciate the monitoring framework as facilitating access to data for planning and investments, they identify resource constraints as threats to its continued utilisation.

# Theme 5:

Financing: budgeting, allocation and disbursement channels

## Theme 5: Financing: budgeting, allocation and disbursement channels

- The resources for water delivery which are captured in district's budgets and reported in the district's accounts include the Donor Inflows and projects financed from the District Assembly Common Fund.
- The 'lead district' concept employed in the management of IDA and AFD-financed projects was seen as barrier to effective DA financial management
  - *DAs considered this role conflict and has tended not only to subvert cooperation but has also undermined record keeping in the non-lead districts.*
- The DAs observed that project implementation tends to run more smoothly in DP-funded projects, and funds are more likely to cover all key implementation activities.

# Summary of key findings: drivers

- CWSA and the DAs were aware of documents and guidelines for water delivery, and they found them useful: the documents are to guide in the structured delivery of water services
- Stakeholder coordinating platforms were found to enhance communication among stakeholders, thus increasing harmonisation.
- DP-funded projects mostly follow the approved sector documents and guidelines; these projects also tend to be coordinated more consistently at the DA level
- Sector institutions and actors identified that they have various (often complementary) roles to play in water delivery at the district level
- The DAs were aware of sector indicators for post-construction monitoring, and found them useful to provide relevant data for planning and budgeting purposes

# Summary of key findings: barriers

- Poor awareness of (in the case of NGOs/CSOs), and limited application (in the case of CWSA and the DAs) of sector documents have contributed greatly to the divergence in approaches in water delivery, and negatively affect harmonisation and coordination.
- Projects initiated by GoG and NGOs mostly appear to undermine DAs ownership and control.
- Funding sources (GoG/DP/NGO) in project implementation sometimes undermine roles and responsibilities of institutions and actors, and creates unhealthy competition for control among stakeholders
- Coordinating platforms, though found useful, tend to be active mainly when there is donor funding to convene such meetings.
- Stakeholder monitoring tends to be disjointed,, and post-construction monitoring by the DAs are often hampered by the unavailability of logistics
- The source of funding for projects has been a significant barrier to the coordination and management arrangements employed in delivering water sector interventions at the district level.
- The DAs are not fully exercising their mandates as development authorities, responsible for planning, implementation, coordination and monitoring of water delivery interventions.

# Recommendations

- As a lead sector agency, CWSA should ensure that GoG interventions which are implemented under its (CWSA) facilitation are packaged in line with sector guidelines before implementation is initiated. This could inspire other actors to do same.
- The DAs capacities should be further strengthened to deliver on their Service Authority mandate. This will ensure that they align other actors/stakeholders to the standards, guidelines and plans for water service delivery at the DA level.
- There is a need for continuous dissemination of, and education on, sector documents to NGOs, MPs and other service providers.
- It will also be important to improve on mechanisms by which stakeholders can provide feedback on the use of the documents, as part of a larger strategy to enhance shared ownership, utilisation and relevance of the guidelines.
- Avenues/platforms (e.g. D/RLAPs; review meetings) for coordinating sector actors were found to be useful, and should be sustained.

# Next steps

- Commitment of CWSA Chief Executive to support the Agency to implement key recommendations of the study
- Dissemination of the findings of the study to wider audience to inform future planning and implementation of water delivery interventions



*- The end -*

Thank you