Applying a Systems Strengthening Approach to WASH Programming

Phase IV Guidance Note

Version 3 – September 2023

<u>Note for project teams:</u>

this guidance note is a working document and is expected to be periodically updated during Phase IV.

The current version is envisaged to support teams in the initial 6 months of the projects and will hence focus on the Introduction and Steps 1-5

Steps 6-8 will be added around the time of the Regional Workshops in December 2024.

CONTENT

Context

The main strategic orientation agreed amongst SWSC members for Phase IV is to strengthen national systems for education, health and WASH services by introduce a systemic approach for WASH programming in schools, health care facilities and communities. A systemic approach aims to support system actors to improve the quality and sustainability of WASH services and ensure that all populations are served. The effort is based on the new SWSC theory of change prepared through different consultations and workshops in 2022.

Relevance and Application of the Guidance

The overall objective of this guidance note is to orient SWSC members (project coordinators and their teams, regional advisors, focal points, etc.) on eight recommended steps to analyse service provision systems and to design, facilitate and monitor system strengthening interventions. The guidance aims to foster a common understanding among SWSC members about how to undertake a systemic approach with a focus on relevant activities for the first year of Phase IV. Many SWSC projects already apply elements and core principles of systems strengthening including some of the steps herein presented.

This document is neither a training manual nor an etched-in-stone methodology to be applied by all SWSC projects. While it offers an overview and insights about systems strengthening, the eight steps are intended to inspire and to complement existing approaches and tools used by SWSC members. References and courses are available for further understanding of the topic (see Box 3). The main learning will certainly come by collectively applying these elements to Phase IV interventions and sharing experiences on regional and interregional levels. *This guidance is expected to further evolve.*

This guidance is based on the inclusive system approach[1], as well as experiences and best practices of designing and facilitation of systems strengthening activities through this approach in the WASH sector by Helvetas in Haiti and Tajikistan. It also refers to systems strengthening approaches and tools, including an analysis on fragile contexts by the WASH Agenda for Change (Tillett, Huston, et al., 2020)[2] and the IRC WASH system building blocks in particular.

While the different systems thinking steps presented in this guidance document can be applied to all sectors (water, sanitation, hygiene, health, education, etc) the examples provided concern water service delivery.

The Guidance at a Glance

Part II defines system strengthening and a guiding framework. Part III looks at a step-by-step presentation on how a systems analysis can be conducted (module 1), a system approach planned (module 2) and finally how the system change can be facilitated and monitored (module 3).

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[1] The Springfield Centre, 2015. The Operational Guide for the Making Markets Work for the Poor (M4P) Approach - 2nd edition. Swiss Agency for Development and Cooperation (SDC) and UK Department for International Development (DFID). Available at https://www.enterprise-development.org/wp-content/uploads/m4pguide2015.pdf.

[2] The WASH Agenda for Change is a collaboration of like-minded organization that supports, promotes, and amplifies WASH system strengthening across its member organization. Several useful resources can be found in their library: https://washagendaforchange.org/

Box 1: Key Definitions

System. "A multi-function, multi-player arrangement comprising the core function of exchange by which goods and services are delivered and the supporting functions and rules which are performed and shaped by a variety of market players" (Springfield Centre, 2015, p. 56).

System approach (systemic approach). "A set of principles, frameworks, and good practices that guide both analyses of (…) systems and developmental interventions which bring about [stronger system and change]" (Springfield Centre, 2015, p. 57).

System strengthening. "Refers to taking actions and supporting interventions that are likely to strengthen one or more elements of a system including both a systems' actors and factors as well as their inter-relationships (…) to improve the quality and sustainability of WASH services and to ensure that all populations are served" (WHH et al., 2019, p. 52).

System change (systemic change). "A change in the way core functions, supporting functions and rules perform that ultimately improves [the access of the target population to goods or services]. Also referred to as 'systemic change' or 'system-level change'" (Springfield Centre, 2015, p. 56)**.**

Actor. "A stakeholder that directly or indirectly influences the WASH system. Actors may be specific individuals or organisations (e.g., water operators, health extension workers, water committees, non governmental organisations and government agencies) or international entities with less direct links to the local system" (Huston & Moriarty, 2018, p. 5).

Functions. Divided into core functions, supporting functions and rules.

> **Core function**. "The exchange between providers (supply-side) and consumers (demand-side) by which goods and services are delivered at the heart of a market system. The medium of exchange can be commercial or non-commercial (e.g. the accountability mechanism between the 'setter' and 'receiver' of a regulation) and formal or informal (e.g. barter-based trading)". Springfield Centre, 2015, p. 56)

> **Supporting function.** "A range of context- and sector-specific functions that inform, support, and shape the quality of the core function and its ability to develop, learn, and grow". Springfield Centre, 2015, p. 57)

> **Rules.** "Formal (laws, regulations and standards) and informal (values, relationships and social norms) controls that strongly define incentives and behaviour of market players in market systems" (Springfield Centre, 2015, p. 57)

Capacities. "'Capacity is the ability of people, organisations and society as a whole to manage their affairs successfully'. Capacity is an attribute of people, individual organisations and groups of organisations. Capacity is shaped by, adapting to and reacting to external factors and actors, but it is not something external — it is internal to people, organisations and groups or systems of organisations. Thus, capacity development (CD) **is a change process internal to organisations and people**." (European Commission, 2011, p. 9) (see also Box 65: A note on capacities)

Advocacy. In development cooperation, advocacy may be best defined as "the deliberate process of influencing decisions within political, economic and social systems and institutions with the aim of making policies and processes more just, inclusive and pro-poor". This means that advocacy is a deliberate and informed way of influencing decision-making processes, be it towards the governmental institutions, the private sector or civil society to ensure the human right to water and sanitation (John Oldfield/SWSC) (see also Box 7: A note on advocacy.)

Systems strengthening is a framework in which different methodologies and tools are used jointly. There is therefore not a single methodology or a single tool to strengthen a system. However, there are common and transversal principles and organizations applying a system strengthening approach. The first section of this chapter looks at these common elements, while the second focuses on the relevance of the Inclusive Systems approach that is the selected framework for the 8 steps process. The third section looks at the challenges and opportunities of applying a system strengthening approach in fragile contexts.

System Strengthening – 4 Core Principles

To strengthen a system there are four fundamental principles — principles that imply fundamental shifts for international cooperation projects and international NGO on both the comprehension of development challenges and ways to address them as *temporary facilitators*.

1. Recognizing complexity of systems and addressing root causes rather than symptoms. When applying a systems approach, the "thinking" goes towards "understanding the complex, interconnected relationships which make up the system, and the incentives, ideas, norms, and power which sustain it" (WaterAid in SWSC Guidance). This requires asking slightly different questions, as illustrated in the table below (Within systems strengthening approaches there is a common understanding that triggering system changes takes time. In addition, shifting away from direct implementation towards system change facilitation, ultimately improves sustainability and scalability of interventions. The impact may take longer to be visible and therefore be less significant at the end of a project or a phase--calling for a carefully designed monitoring and evaluation framework.

) and dig deeper to understand the root cause of a problem in order to be able to address the causes rather than symptoms. As the functions and actors of a system are interconnected, the approaches also recognize the presence of "leverage points", where small actions and changes can trigger major shifts (although the chain of reaction might not be entirely foreseeable (Huston & Moriarty, 2018).

Table 1: Different approaches – different questions

Direct implementation	System strengthening
What problems do our beneficiaries have?	What problems is the target group facing?
How can I solve these problems?	What are the elements that prevent systems actors to solve these problems?
	How can our project support system actors to address some of the hindering elements that are preventing them from solving the problem themselves?

2. Sustainability. Systems strengthening acknowledges that projects focusing on infrastructure solely (or only on national enabling environment) do not ensure long-term sustainability of outcomes and impacts. Sustainability is addressed at project inception by aiming for a better alignment between actors and functions. This is essentially done by:

a) Strengthening the capacity and incentives of actors to fulfil existing or new functions, as well as the relations between actors.

b) Strengthening factors or Building Blocks. These are the essential *functions* within the system: policy & legislation, institutional capacity & coordination, infrastructure development & maintenance, monitoring, planning & budgeting, finance, regulation & accountability, water resource management, and learning and adaptation (Figure 1).

Box 2: System building blocks

Due to the system complexity, it can feel overwhelming to understand the many actors and functions. The "WASH system building blocks" have therefore emerged as a "tool to help reduce the complexity of at the WASH system". "Each building block includes the actors and factors that must work together to perform a function or series of functions; the same actor may contribute to the functioning of multiple building blocks" (Huston & Moriarty, 2018, p. 17).

IRC WASH's building blocks are the most known (Figure 1), and several organizations across the sector use them with slight variations[3]. While the building blocks are useful to use as a "mental model" to understand the complex WASH system, "care must be taken that the framework does not lead to an oversimplified view of the interactions and dynamics that ultimately drive the system" (Tillett, Huston, et al., 2020, p. 5). It is therefore important that the building blocks are adjusted to contexts to "capture all functions and relationships (actors and factors) required for a sustainable and effective WASH system" and maintain them useful and understandable by the local WASH actors using them (Huston & Moriarty, 2018, p. 18).

"There are overlaps between the building blocks of the WASH system and those of the health and education systems, among others, that affect who is invited to participate in WASH systems strengthening, which policies and resources are made available for WASH, and which opportunities and approaches for improving WASH services exist" (Tillett, Huston, et al., 2020, p. 5). In most representations, the education system and health systems are therefore also represented. Furthermore, as illustrated in annex, approaches such as the WASH FIT strongly relate to these different pillars – which could also be adapted to get a simplified overview of de the Education and Health Systems.

Some organizations also use the building blocks as tools to assess, often in a participatory manner, the strength of the different building blocks. Welthungerhilfe for examples uses an excel table with a set of 40 indicators to periodically score progress and identify entry points for interventions (Tillett, Huston, et al., 2020, p. 5)[4]. This tool also shows an adaptation of the building blocks to better fit the context of its use.
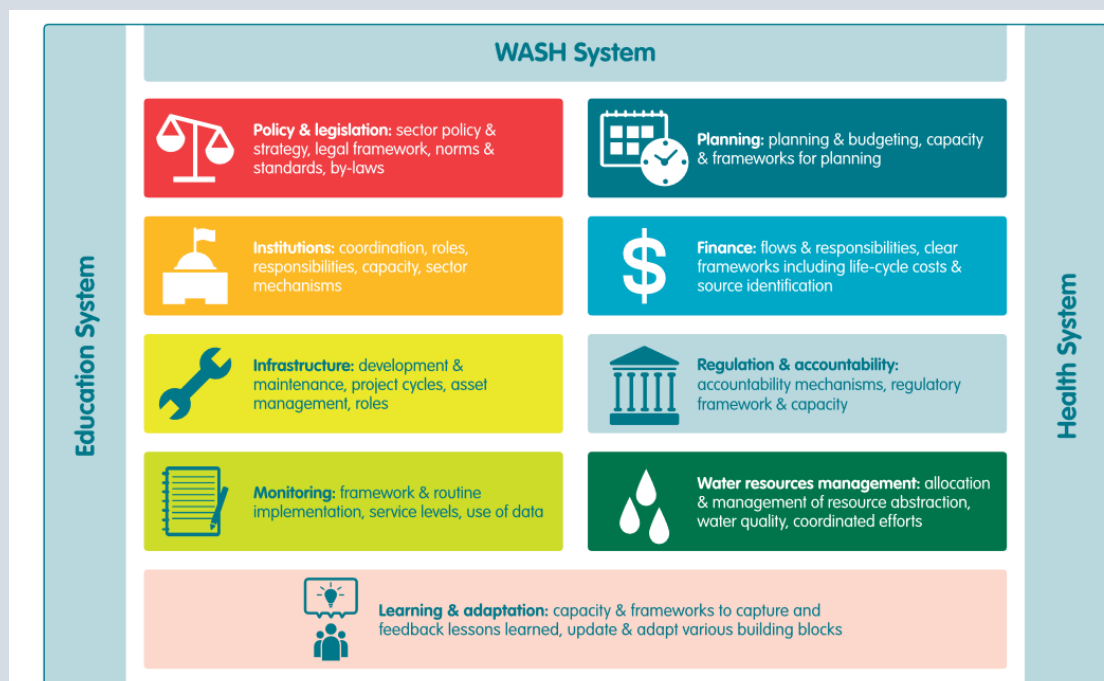

Figure 1: Representation of the WASH system building blocks by IRC (Huston & Moriarty, 2018, p. 19)

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[3] See for example the ones used by the WASH Agenda For Change.

3. Scalability. The aim of a system strengthening approach is therefore to ensure **sustainability** of the outcomes and impact of the project: i) the actors directly involved in the activities are able continue to execute their functions after beyond the life of the project; ii) new actors are able to take up new functions. Thus, health, education and WASH outcomes and impact can continue beyond the life of the project (see Figure 2).

Within systems strengthening approaches there is a common understanding that triggering system changes takes time. In addition, shifting away from direct implementation towards system change facilitation, ultimately improves sustainability and scalability of interventions. The impact may take longer to be visible and therefore be less significant at the end of a project or a phase--calling for a carefully designed monitoring and evaluation framework.
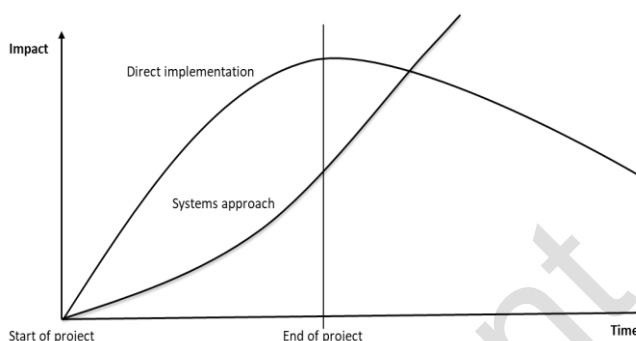

Figure 2: *Schematic comparison between the impact evolution over time of system strengthening approaches and direct implementation. (Source: Helvetas ISA Training Material)*

4. International development actors and their implementing partners are temporary facilitators in the system. To trigger systems change and ensure the change is sustainable, projects have to be considered as temporary and therefore INGOs (with internationally funded projects) as well as their implementing partners are facilitators. As external agents, they seek to catalyse others within the system (while not becoming part of it themselves) to do (better) what they are supposed to do. Facilitation is inherently a temporary role: rather than implementing projects and then designing exit strategies, external NGOs and agencies should strive to stay in the background as much as possible.

Fundamentally, systems strengthening therefore requires a change of mindset and attitude.

Addressing root causes of problems in complex system	Sustainability	Scalability	Facilitator role
Are we addressing the symptoms or the root causes?	*Will the results continue to be achieved after the project?*	*What is the scale of our impact? To whom does it benefit?*	*Are we aware of our role as external and temporary facilitators?*
• Aim to address the root causes rather than the symptoms. • Systems are a complex web of interconnected actors (also opportunity of triggering points).	• Sustainability is aimed at from the beginning by better aligning key system functions and players with the capacities, power, and incentives to work more effectively.	• The interventions are aiming to make the system more inclusive at scale (increase access and quality of access).	• Permanent actors of the system vs external actors. • NGO and national development actors (funded by international cooperation) are external and temporary facilitators.

Figure 3: Summary of the Four principles of system strengthening

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[4] The tool is available through the document "Strengthening WASH Systems: Tools for Practitioners" (WHH et al., 2019) (direct link to tool: https://drive.google.com/file/d/1nPXGW_kanPyWBNRnHa3Lfk6ke4VWSUCK/view).

Origins of the Inclusive Systems Approach

Beyond the core principles, organizations aiming at system strengthening commonly start by analysing the status of the system using the building blocks (see Box 2), assessing the factors and actors within the system, defining a common vision and building commitment, identifying entry points to system strengthening and finally facilitating and monitoring these system strengthening measures (Tillett, Huston, et al., 2020). At each step, several tools (not necessarily specific to system strengthening) are mobilized.

The "Market Systems Development (MSD)" approach also known as "Making markets work for the poor" or "Inclusive Systems Approach (ISA)" is a structured approach to go through these different steps – while the core principles of system strengthening remain the same[5]. Arguably, the ISA pushes the four principles further by proposing familiar tools that facilitate an understanding of root causes of challenges as well as the planning of interventions to address them that avoid substitution of system actors by non-permanent actors.

At the centre of the systems the approach sees any type of 'transactions' or 'exchanges' (Herr & Uraguchi, 2016). Exchange is a basic feature of human daily interaction and can have various forms: a buyer (demand) purchasing products from a small-scale farmer (supply), schools (supply) educating young people (demand), a water service provider (supply) providing fresh water to citizens (demand), policy makers (supply) responding to women's needs for participation (demand) or to communities asking for technical support to address water scarcity (demand).

These transactions represent the **core functions** of the system. **Support functions** are necessary to inform, support and shape their quality. They can be related to the contracting authorities (e.g., planning, budgeting and monitoring), the regulatory body (e.g. coordination, control), private sector, academia and civil society (The Springfield Centre, 2015, p. 57). In addition, **rules** are the "(…) formal (laws, regulations and standards) and informal (values, relationships and social norms) controls that strongly define incentives and behaviour (…)" (The Springfield Centre, 2015, p. 57) of the actors in the system.

The core functions, support functions and rules are commonly represented in the form of a "doughnut" (see Figure 4). On the same line as for the building blocks, this categorization of functions is a way of simplifying the system in a way that is practical to work with. They can therefore also be related to the building blocks, as illustrated in **Error! Reference source not found.**.

The functions are executed by permanent actors of the system – which are within the system's boundary (also represented in the "doughnut" in Figure 4). The role of temporary actors, such as development organizations and their implementing partners as well as donors, should be oriented towards:

- Expertise and diagnosis. Technical and thematic expertise, expertise to analyse problems and identify possible solutions.
- Facilitation of system change as a non-permanent actors, that requires to have a vision from the beginning on how the system will work without the presence of external actors.
- Coordination and dialogue. With the different actors of the system (from civil society, academia, private sector and government) but also amongst donors and INGO.

The role of local NGO is to be considered at the limit between the permanent system and the temporary system according to their purpose, business model and the types of expertise and

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[5] The word "market" can be misleading, as the approach does not only address markets in their sense of private sector market (and is therefore also not to be confused with market approaches that are common in the sanitation sector). Here *market* refers to the 'transactions' or 'exchanges' within a system (Herr & Uraguchi, 2016). Therefore, this guidance refers to Inclusive System Approach (ISA).

interventions. They are likely to be oriented towards the execution of international programs (thus outside of the system) but have other permanent functions in the system (advocacy, training, etc.).
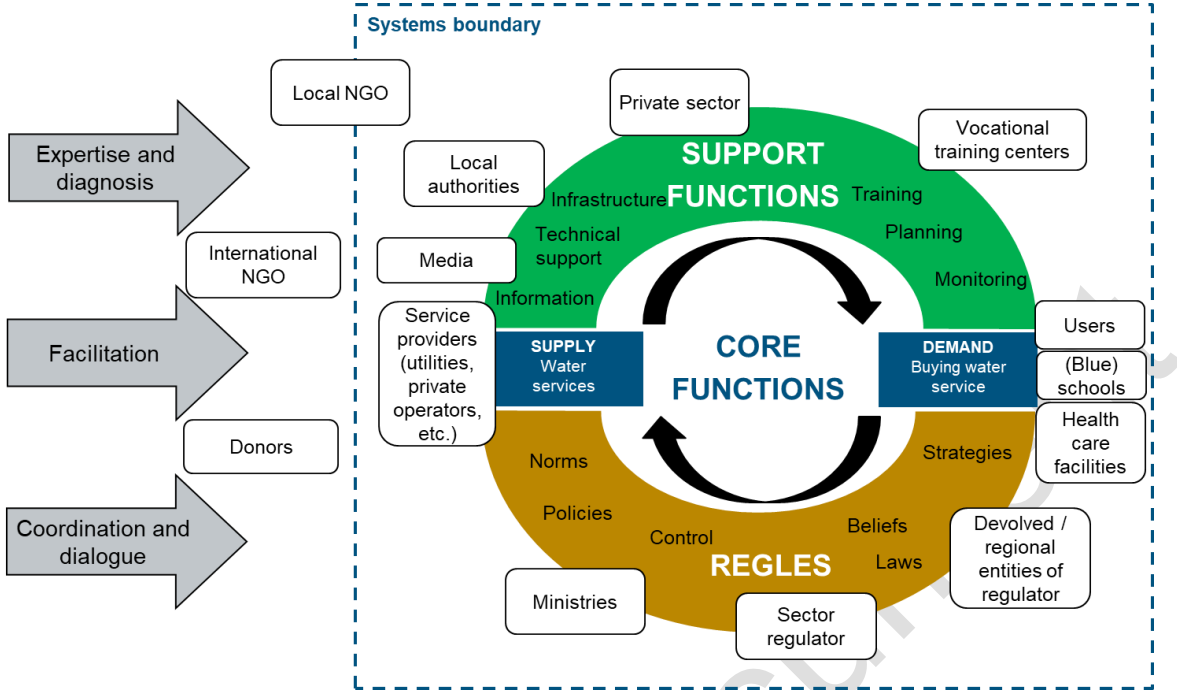

Figure 4: "Doughnut" of a water service delivery system (Source: Helvetas ISA Training Material)

Box 3: Key resources and available training on system strengthening.

Resources referenced in this document for a deeper understanding of system strengthening approaches

- **The Operational Guide for Making Markets Work for the Poor (2nd edition)** (The Springfield Centre, 2015). A complete guide on the application of the inclusive system approach on which this guidance note is based on. Also available in French and Spanish from the https://beamexchange.org/ alongside other useful resources.

- **Agenda For Change.** Established in 2015, Agenda for Change is a collaboration of like-minded organisations that adopted joint principles to strengthen WASH systems. Agenda for Change aims to amplify evidence of strengthening activities, support member's collaboration across and within countries (check if there is a country collaboration in your country), and promote learning (the website is therefore worth checking regularly for new available resources and information).

- **Applying WASH systems approaches in fragile contexts: A discussion paper.** (Tillett, Trevor, et al., 2020). Case studies from nine different organisations, the document "seeks to address the relative gap in sector guidance and documentation on how to apply WASH systems concepts and approaches in fragile contexts to strengthen WASH service resilience" (2020, p. II).

- **Strengthening WASH Systems: Tools for Practitioners.** (WHH et al., 2019). Written "for WHH country staff seeking guidance and reference materials to help them understand and apply systems strengthening approaches in their WASH programming". Tools and guidance for analysis, planification and implementation phase of system strengthening. that can be applied throughout the 8-steps of the present document. Also available in French.

Courses

- **WASH System Academy.** IRC provides free online self-paced courses providing "the knowledge and tools you need to ensure lasting water and sanitation services for all".

- **Training on inclusive systems approach provided by Helvetas.** Helvetas regularly provides training on the inclusive systems approach. These one-week trainings usually take place once a year (in person or blended) depending on demand. Contact the CMU if interested.

System strengthening in fragile contexts

Systems strengthening is also an applicable and necessary approach in fragile contexts; however what is feasible through a system strengthening approach depends on the specificities of the context. This chapter is based on Tillet et al. (2020) discussion paper "Applying WASH system approaches in fragile contexts".

In fragile contexts, the performance of system actors in fulfilling their functions is strongly influenced by the absence of peace (materialised by insecurity, weakened rule of law and social tensions) and various elements of fragility (eroded social contract due to weak and sometimes illegitimate actors, economic fragility, presence of IDPs). Figure 5 illustrates the most commonly affected elements (**in red**). The politicisation of water can be more pronounced in fragile contexts. Using the systems strengthening lens to do a sector analysis is therefore important for more effective "do no harm" and "conflict sensitive" programming.
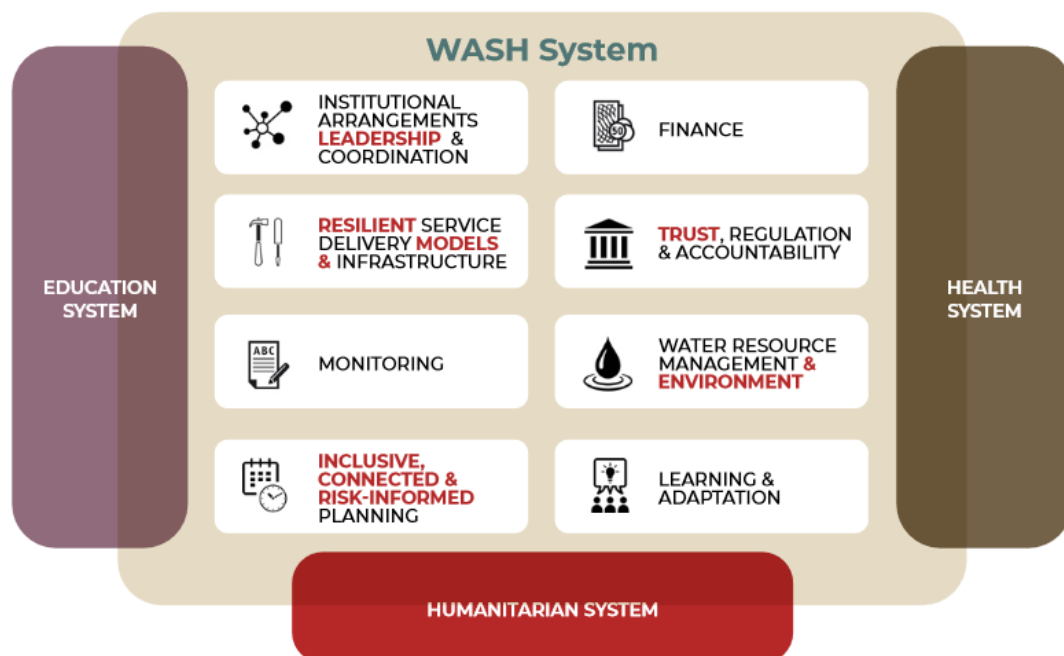
Figure 5: representation of the WASH building blocks in a fragile context (Tillett, Trevor, et al., 2020)

it is not uncommon for the overarching institutional elements of the WASH system and the "political economy" within the system to have a strong hindering influence. Respecting humanitarian principles (e.g., impartiality), it might not always be possible to engage with all systems actors, especially state actors. However, there are many other actors in the system that can be strengthened such as service providers, market-based actors, CSO, faith-based actors and local red cross societies (Tillett, Trevor, et al., 2020). In some contexts, collaboration with specific levels or institutions within the State may still be possible.

The presence of humanitarian system is likely in fragile contexts, substituting the functions of the WASH system to varying degrees. While the presence of this system is necessary in certain contexts to save lives – notably after extreme events or during conflicts – it is important to be able to transition out of this parallel system as soon as possible to make sure the humanitarian system does not reinforce fragility by reducing the capacity of the system actors to execute their functions; thereby weakening the social contract between state and citizens. The systems strengthening approach can support "paving the way" out of fragility and to implement approaches which are

commonly used by the humanitarian and development organisations in these contexts; such as the preparedness, resilience and triple nexus.

While the humanitarian system may be an essential part of the WASH architecture in fragile contexts, the systems approach can help to transition away from the parallel system and to ensure the connectedness between humanitarian and development actors and projects (**nexus / "continuum")**. Identifying the actors and functions of the permanent system functions that should be reassumed during the emergency/recovery phase is a good way to prepare the transition out of the humanitarian intervention. Building capacities of these actors as part of preparation measures or in early recovery enhances disaster risk management. In protracted crises, an option can also be to look at strengthening the humanitarian system by itself, acknowledging that the temporary actors of the system have a key role in the delivery of service to specific members of the population (e.g., IDP) and ensure there is a common understanding of the repartition of functions "who does what" within this system and ensuring that it relies as much as possible on permanent actors of the system (for example through the WASH clusters).

Having a strong system relying on local actors also increases the **resilience** of the system to shocks. Local actors can be at the forefront in restoring WASH services. Involving them in preparedness aspects of disaster risk management helps to ensure prevention, risk reduction and disaster response. Cooperation can for example be encouraged between Civil Protection Committees, local Red Cross/Red Crescent societies, actors from WASH clusters if present, and the actors of the WASH system delivery (municipalities, users, various network operators) to work on functions such as mitigation measures as well as emergency preparation. It is helpful to include these actors and functions in the system mapping and conduct at least rapid assessments such as **CEDRIG light** to identify threats from natural disasters.

The **triple nexus** (humanitarian – development – peace), presents a linkage between fragility, poor WASH service delivery and violence. Setting up spaces of dialogue between different actors or working to restore state legitimacy by supporting state actors to be able to respond to their obligations as duty bearers are ways to address peace within of the triple nexus.
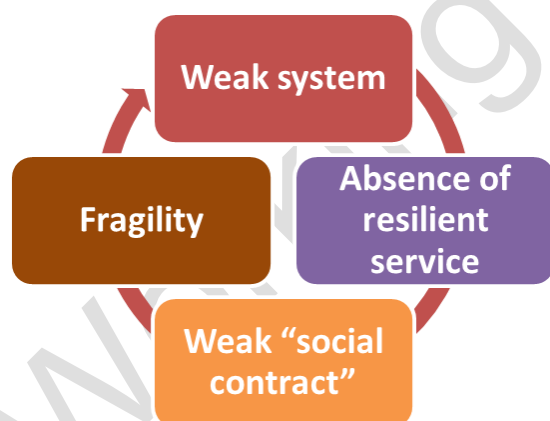
Figure 6: Impact of system strengthening on fragility

"The literature highlights how weak institutions and poor WASH services can be both a consequence and a driver of fragility (Sadoff et al., 2017). Perceptions of the inability or unwillingness of the state to provide basic public services such as water, the lack of accountability or inclusiveness of service providers or the services they deliver, and poor management of water resources in water-scarce areas can all fuel grievances that could create or further aggravate conflict in fragile contexts. Water scarcity in times of droughts can also aggravate already fragile contexts. The failure of the state in providing basic public services and effectively preventing or responding to crises can also erode the perceived legitimacy of the state, and the 'social contract' between a country's population and the state (Mason, 2012; UNICEF, 2018). Fragility erodes institutions and their ability to deliver and govern WASH services effectively. In this, increasing fragility and deteriorating WASH services can be mutually reinforcing" (Tillett, Trevor, et al., 2020, p. 33).

This chapter presents an 8-step approach towards system analysis (module 1), planning system strengthening measures (module 2) and facilitation and monitoring of system change (module 3) (see **Error! Reference source not found.**7). **Focus on Steps 1-5; Steps 6 to 8 to be updated in a future version of this guidance.** The steps are an adaptation of the MSD guide towards an application in the education, health and WASH sectors. **This process is not necessarily a sequential cycle**. It might be necessary to jump back to previous steps as discussion and understanding of the system (the actors, functions, and their interactions) deepens or the system itself evolves. See working examples in annexes for inspiration.
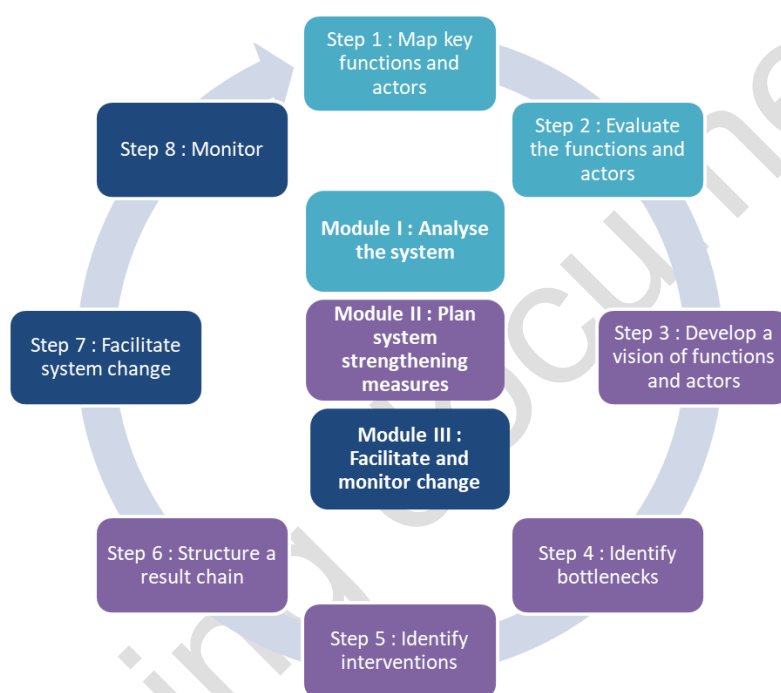
Figure 7: The 8-step approach towards system strengthening.

1. Analyse the system (Module 1).

To start with it is important to take stock of the current picture in order to get a better understanding on how the system functions at present, in terms of who does what, who pays for what and the capacities and incentives of the actors to effectively realise these functions.

- **Step 1**: **Map key functions** (core functions, support functions, and rules) **and actors** that assume these functions today. This also contributes to understanding essential functions which may not be clearly assumed by any actor, functions which are duplicated amongst several actors and/or conflicts of interest (e.g., one actor assuming regulation, control, and implementation functions).
- **Step 2**: **Evaluate the functions and actors**, in particular actors' capacities and incentives (e.g., through a skill-will analysis) towards assuming their functions, the current funding sources for those functions and the institutional factors influencing the system.

2. Plan system strengthening measures (Module 2). Specify the support required to strengthen the incentives and capacity of actors to take on new or improved roles (improve the performance

of actors in assuming functions in the system). A strategic framework for the system changes can then be developed.

- **Step 3**: **Develop a vision** of a future model for the system (define which actors will perform or pay for which functions to ensure that the system better serves the target group). The visioning exercise is a very important part of the process and enables key actors to take leadership of the process.
- **Step 4**: **Identify bottlenecks** (functions that represent key challenges) to inform the prioritisation of interventions.
- **Step 5**: **Identify interventions** that are realistic and appropriate given the context, resources and capacities of the project that will support the actors to gradually become assume their functions (per the vision).
- **Step 6**: Develop a strategic framework (results chain) for the system in which a causal logic linking the prioritised interventions (outputs) with system-level change and benefits for the target group from access to WASH services (outcomes) are identified, leading to the desired impact in Phase 4 Theories of Change (impact).

3. Facilitate and monitor change (Module 3)

- **Step 7: Facilitate systemic change** by working "through" (rather than "with") system actors by taking measures to strengthen the system as a temporary facilitator: keeping the actors at the center.
- **Step 8: Monitor systemic change** through, for example, observing progress markers related to actors assuming their functions and evaluating the experiences of service users.

Figure 8: The sustainability analysis framework of the M4P (The Springfield Centre, 2015)

A strong commitment being aware of placing the actors at the center, letting them lead: understanding their capacity building needs and monitoring observations on their progress.

Recommendations

How to address modules 1 and 2. The different steps for analysis and planning (steps 1-6) can be rolled out in a weeklong workshop/retreat but can also be spread among shorter workshops. While the main ideas can be extracted from these workshops based on the knowledge of participants, a more precise assessment of actors' capacities and incentives as well as the power (the political economy dynamics at play) is needed to verify assumptions and analysis and allow to refine the intervention plan.

Workshop/process facilitation. Work with a facilitator external to the context but ideally internal to the organisation (for example someone from headquarters or in the case of the SWSC a Regional Advisor). This allows the project team to focus entirely on the exercise and the mobilisation of their knowledge. Additionally, an external person (or consultant if needed) as a co-facilitator might also have fewer assumptions or simply ask the naïve questions that allow to dig deeper towards the root causes of the problem.

Participants. Key participants of the workshop to conduct steps 1 to 6 are the project team and other key persons from the country program. Ensure participation of key system actors, depending on existing level of trust, and working habits. For example, existing / identified local implementing partners can bring additional knowledge to the discussion, and members of government entities with a good and critical understanding of the system. The group should be composed of not more than 20 participants. Remember that if partners are included in the workshops, they will need to first be briefed on what system strengthening is and some basic elements of the Market System Development approach.

Replications. Beyond internal exercises or workshops with carefully selected systems actors, it is important to repeat some of the steps with a broader range of actors without necessarily showing the work of the project team. This supports a common understanding and adherence to the future vision (step 3), and of the analysis of actors and functions (steps 1 and 2). New elements and insights might also emerge during these replications.

Moderation hints. Suggestions on how the different steps can be moderated in a workshop – as well as estimates of the amount of time needed – are highlighted in yellow. They remain suggestions to gauge the effort needed. It is important that the visual aids used to moderate the workshop are transcribed after each step.

To start with it is important to take stock of the current picture in order to get a better understanding on how the system functions at present, in terms of who does what, who pays for what and the capacities and incentives of the actors to effectively realise these functions.

STEP 1: Map Key Functions and Actors

Objective: Identify the main functions in the system and the main actors executing the functions – highlight missing, duplicated or conflicting functions.

Duration: 2 to 4 hours of workshop depending on the knowledge of the sector of the participants

Preparation: Review existing literature (

Moderation hints:

- Function Cards: Reproduce the "doughnut" (Figure 4) of functions on a pinboard by using different colours for each category of functions.

- Actor Cards: Add the actors on cards of different colours from the function cards and start to group the functions which are executed by a same actor.

- The session can be moderated in an open brainstorming session, while using the nine systems building blocks as guiding elements for reflexion to make sure to cover the most important elements.

- At the end of the session, and in preparation of step 2, move all function cards out of the "doughnut" and group the functions by actors to identify missing, duplicated, or conflicting functions – keep them in mind for the visioning exercise (step 3).

- A template for the reporting of this step is provided in Annexe.

The first step is **to identify the system to be considered in terms of core functions**, defined as the interaction between a supply and a demand for a product or a service, such as public service for water or sanitation services. It is important to precisely define this core interaction, and to consider all cases of supply (utilities, communities, etc.) and demand (e.g., households and institutions). To avoid confusion and go deeper into the analysis, it is best to do separate doughnuts for the sanitation service chain (access, conveyance, treatment/disposal) separately from the water service to allow for the specificities and context of these services to emerge as the actors involved will likely not be the same.

After having identified the core function and the actors linked to them, the same is done for the rules and support functions. The analysis of the system usually focuses on the **local / regional rural WASH sector,** for example at the level of a district or a group of municipalities as this is the level at which the main interventions will take place. However, it is also important to consider key functions and actors at national level in the analysis given their importance / influence on the local regional WASH sector.

This mapping of the functions and the actors in charge of executing them helps get a clearer picture of **essential functions which may not be clearly assumed by any actor, functions which are duplicated amongst several actors, or conflicts of interest** (e.g., one actor assuming regulation, control, and implementation functions).

STEP 2: Evaluate the Functions and Actors

Objective: Identify causes for functions not being addressed adequately (capacities and incentives of actors).

Duration: 5 – 8 hours of workshop

The evaluation phase can be done in a workshop based on knowledge of the participants but need to be completed and validated by a diagnostic study run in parallel with reviews of existing documents (such as sector review documents, sector laws and policies), discussions with key informants, and precise analysis of key actors (especially at local level).

Preparation: Review of existing sector analysis documents

Moderation hints:

- Using moderation support such as flipcharts and pinboards conduct the actor's analysis, skill will analysis and discussion on the institutional factors (see elements 1 to 3 hereafter).

- Make a synthesis of the results of the different analysis and add them as an additional column on the actors pinboard (end of step 1), for example next to each function or as overarching elements (if the evaluation result is the same for several different functions).

Important note on participants and information sharing: It can be useful to conduct part of this step with systems partners to get their vision of capacities and even the political economy and power relation in the sector. This, however, has to be carefully considered as there might be sensitive information shared in these analyses. They can also be repeated internally to go deeper into exchanges. Also carefully consider what you want to write down and what can be shared.

After having mapped the functions and actors in step 1, step 2 looks at the causes for functions not being adequately fulfilled. In this step it is key to dig deep enough to be able to identify root causes of a problem (understand why the system is not delivering or changing by itself) while not getting lost in endless analysis (see Box 4).

Three different elements of analysis are key in this step:

1- **Capacities and incentives.** Understanding the capacities, motivation, and influence of actors regarding the fulfilment of the functions. It can be done for example through skill-will analysis, and actor-power mapping.
2- **Institutional factors**. Understanding the factors outside of the WASH sector but that have a direct impact on it (decentralization, public finance management, etc.)
3- **Financing.** Understanding the sources of financing for the execution of the function, at least in a schematic manner, is important for an appropriate understanding of the challenges and opportunities.

They are complemented by a fourth crucial element which is a diagnostic that starts with a review of existing documentation (such as sector laws, policies, but also existing analysis such a sector reviews, documented experiences, etc.) in preparation of this step: gathering existing capitalisations, learning and documented experiences by SWSC and other organisations in the sector, sector reviews and assessments conducted by government or donors, etc. This will be used after having conducted step 2 mainly to guide the identification of possible interventions (step 4).

Remember not to start from scratch with this analysis. Your knowledge of the sector is key here, but remember to keep usual assumptions aside and continue to ask "why" until you have identified the cause of the problem (i.e. elements leading to non-realisation of a function by one or more system actors). In this regard, for specific functions it can be useful to look at the supporting systems (see 4).

Box 4: Interconnected Functions

It is also important to remember that **the systems are interconnected and can be broken down into supporting systems** (see figure). It is not necessary to map all the subsystems, but it can sometimes be useful if the function is seen as being a key bottleneck and can help to dig deeper in the identification of the root causes. Often the evaluation of the functions and actors (step 2) is already sufficient to be able to identify scalable interventions but it is useful to keep in mind the existence of these sub-systems and come back to this analysis after having identified key bottlenecks (step 4).
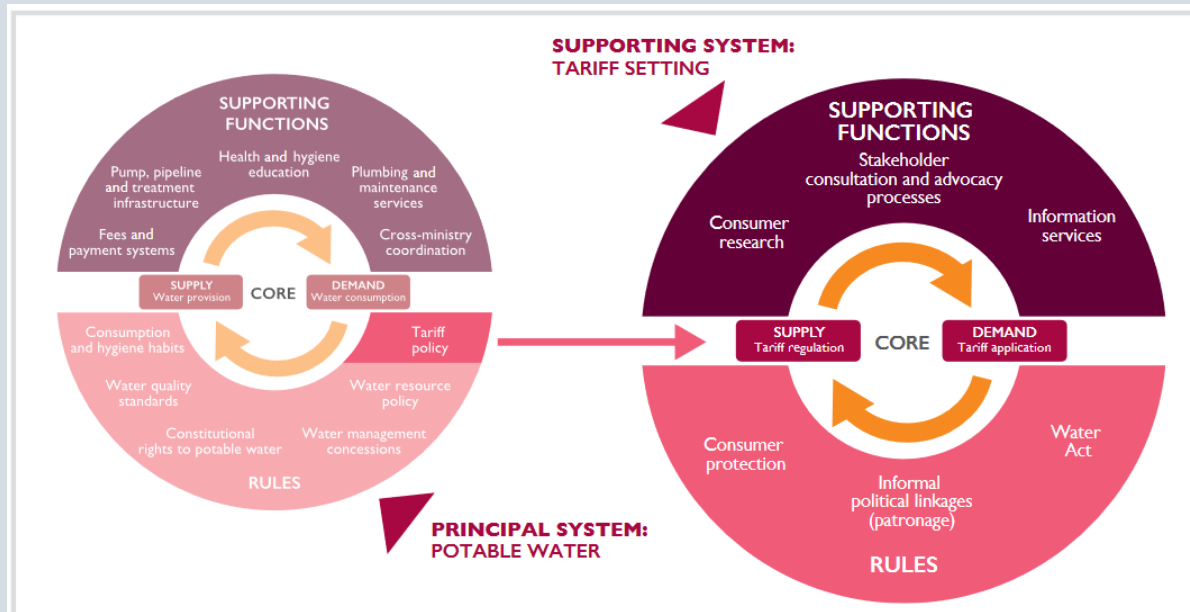

Figure 9: Illustration of the breakdown of a supporting function into its supporting system (Source Springfield 2015)

Capacities and Incentives

An important step in the analysis is getting an understanding of the capacities, motivation, and influence of actors regarding the fulfilment of the functions. It can be done for example through skill-will analysis, and actor mapping.

Skill-Will Analysis[6]
It is useful at this stage to categorise actors based on their **motivation/incentives** (to assume their current functions) and **capacity/skills**. The skill-will analysis helps to identify potential partners in the sector and the type of intervention that needed for the actor to fulfil the function (i.e., addressing capacity strengthening activities, incentives and power).

- **Actors with strong motivation and capacities** for change (towards a better execution of their functions), **as well as a strong influence** could be considered as potential allies (drivers of change) for the project. They usually are or become the partners of the project/the organisation. Selected actors within this category could play a role in a project steering or advisory body for instance.
- **Actors with a strong motivation but limited capacity** could be targeted by the project with capacity development interventions to contribute to strengthening their ability to act as drivers of change and enhance the sector performance.

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[6] the SWSC acknowledges that this is more complex than just willingness and skills, and will explore other frameworks which also considers actual capacity (beyond skills: logistics, budget, etc.) and mandate/ power

- **Actors with low motivation but having sufficient capacities** to assume the function can be addressed by advocacy and triggering incentives.

Altogether, this analysis helps identify the main drivers or blockers of change. It may be capacities, but it may also be a lack of incentives, there may be a blockage by powerful actors – or there is a combination of all the three.
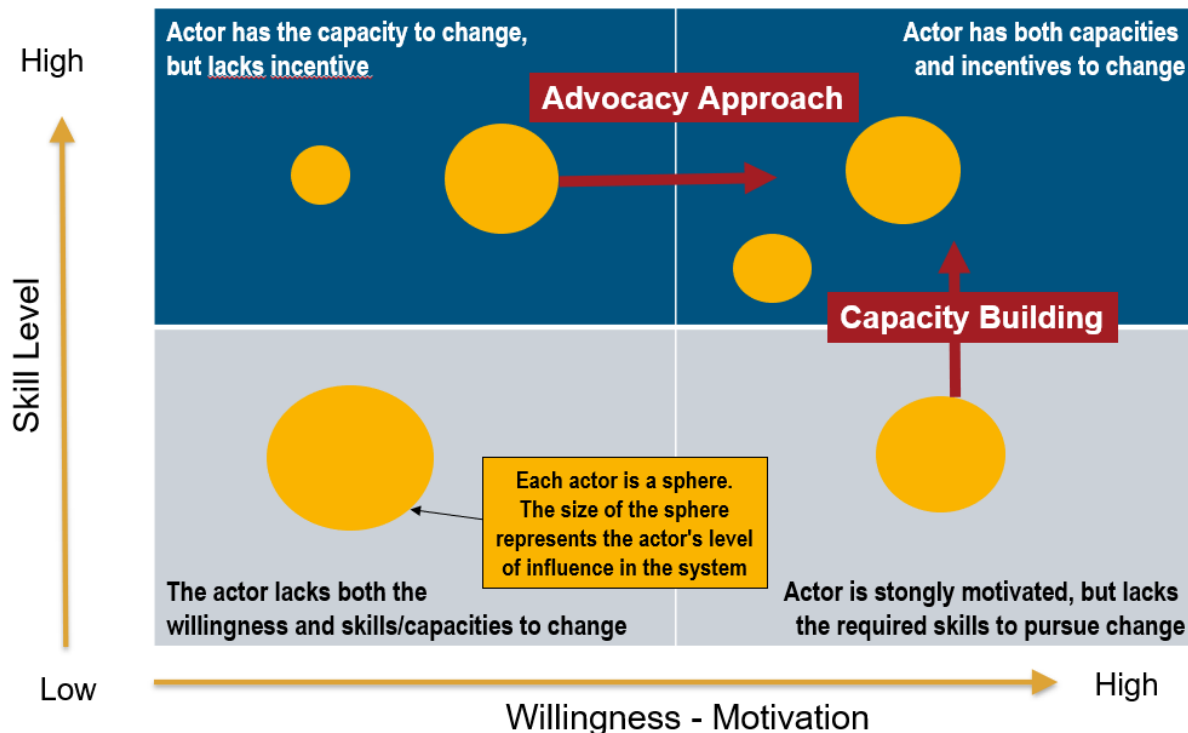
Interrelation Between Actors and Influence Mapping

To feed into this skill-will analysis, it is helpful to also look at the way the different actors interact as the type of interaction between actors can be blocking or enabling actors. For example, if a function has been decentralised there should be an interaction between the municipalities and the central entity, be it for coordination, control or technical support. If there is no interaction, or if the interaction is conflictual, both actors will have difficulties to play their role in the system. This can easily be combined with a power analysis (define the actors in terms of their power and influence). This can then also be represented in the skill-will matrix (size of a bubble).

Institutional Factors

At this stage it is important to reflect on elements usually addressed in analysis of the "enabling environment". Particularly, it can be useful to look at institutional factors which are outside of the direct control of the system but have a strong direct influence on it. These are elements such as (Jiménez et al., 2016):

- Political leadership
- Decentralisation
- Public financial management
- Anti-corruption means and provision
- Social norms

For analysis in schools and health care facilities, the SWSC situation analysis tools should also be used.

These elements can help to identify deeper causes of why an actor is not assuming a specific function and better understand incentives of some actors. It is also helpful to verify if there are not specific actors out of the WASH system that have a strong influence or might have been forgotten (for example the Ministry in charge of supporting the municipalities or in charge of public procurement).
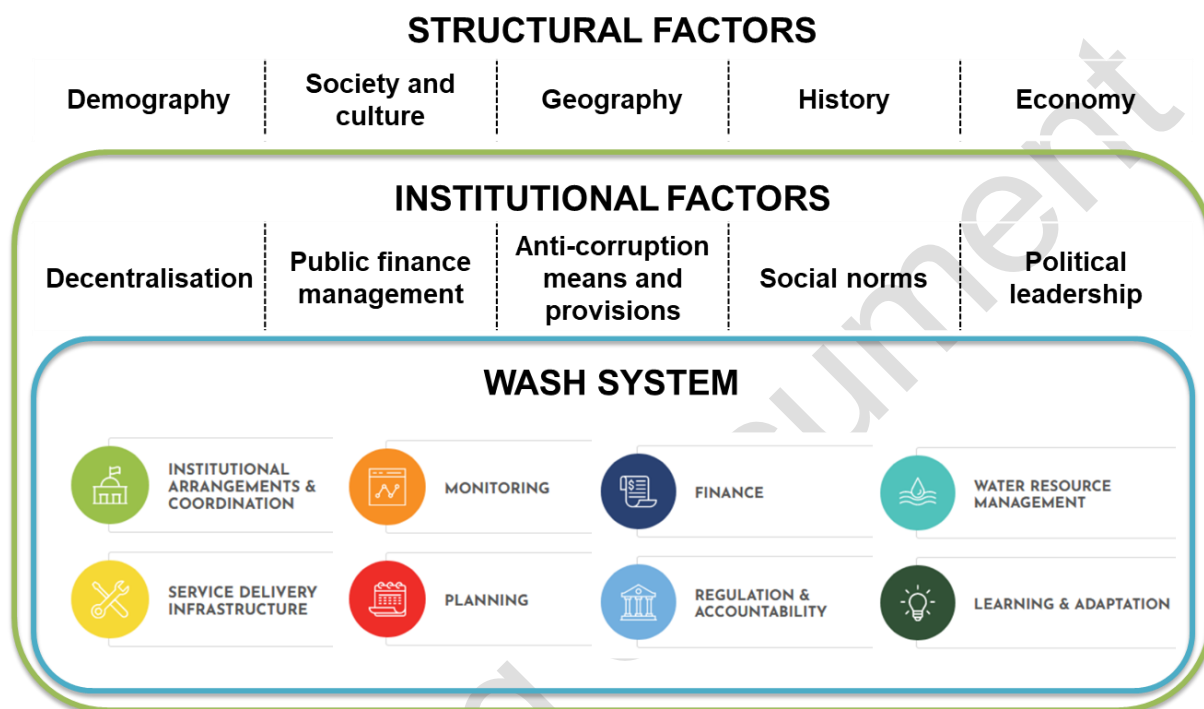
Figure 11: Representation of structural, institutional and WASH system (Adapted from UNICEF, SIWI and Agenda for Change)

Financing

For each function, it is important to ask the question: "who pays". At this stage of analysis, it is possible to limit the analysis on the usual "three T's": tax, tariff, transfer. Taxes "(..) refer to funds originating from domestic taxes that are channelled to the sector by the central, regional and local governments" (WHO & UN-Water, 2012, p. 26). "Transfers include grants and concessional loans, such as those given by the World Bank, which include a grant element in the form of a subsidized interest rate or a grace period" (WHO & UN-Water, 2012, p. 26). Tariffs "are funds contributed by users of WASH services (and also including the value of labour and material investments of households managing their own water supply)" (WHO & UN-Water, 2012, p. 26). According to sectors, particularly for sanitation, it can also be useful to explicitly consider household investments (as a complement to tariff) (e.g., for construction of latrines and toilets, connection costs, etc.) as a category of sources of financing next to payment for services (Danert & Hutton, 2020).

Assessing sources of financing is a complex topic and it will likely be difficult to have quantified data, but it might appear (or be known) that several functions are not funded properly, in which case it is also important flag it. You might also have much more knowledge, or already have done WASH Cost analysis at the local level (at the water network level or municipality/district level) which also gives you useful and more detailed information for this analysis.

Diagnostic

It is important to check assumptions made during the workshop discussions. This can be done by revisiting or completing the literature desk reviews, conducting interviews with key informant interviews, observations, participatory assessments of capacities, focus groups, etc. A key element to look at are the capacities of the different actors involved, but also to get a sense of their interests and aspirations, as well as the relationship between the different actors.

When and how these elements are conducted depends on the context of each project. For example, if a project is set in a new area and with new actors, it might be difficult to go into detail on capacity assessments as the trust relationship to do so will not be present yet, but it will be important to get to know local actors better to be able to have sufficient information for the analysis.

In regards of the priorities of the SWSC phase IV, other key elements to add in these study concern gender and social equity as well as natural disasters (CEDRIG). These elements are however not directly described in this document and follow their own process. However, in terms of timing, it is important to consider combining the collection of information for this diagnostic, to collect information on these two transversal elements as well. Next to identifying risks and mitigation measures (as well impacts of the program on risks and climate) through CEDRIG it is also interesting to translate these mitigation measures into functions (e.g., contingency planning by operator and municipalities, ensure mitigation measures are enforced). On the same line gender and social equity elements can also be translated into functions (e.g., advocacy for access for everyone, consultation of population to ensure the service responds to the need of everyone).

> **Box 4: "Avoid paralysis by analysis" and other tips.**
>
> This analysis step is important, but it is important to acknowledge that it will never be entirely exhaustive and that the understanding of the functioning of a system and how and why the different actors act will never be perfect. It is important to stay focused on the objective of extracting information that will inform potential interventions. Don't get carried away and end up paralysed by doing a lot of analysis that will not add new elements to the understanding of the current picture.
>
> The M4P manual gives other useful recommendations which are summarised here.
>
> **Don't stop too soon… be curious.** While it is important not to get lost in extensive analysis, it is important not to stop too early and take sufficient time to dig deeper to identify root causes and interconnections.
>
> **Outsourcing is risky.** It is important that this analysis stage is conducted by the project team. Both during the workshop as when during the diagnosis and conducting interviews with actors. To address the system properly you have to understand the system and get the insight on motivation and capacities of actors. This insight will be difficult for someone to share with you in all its extent. By doing the analysis in the team, you will also be entering in dialogue with the system actor and be able to identify future partners for the implementation of activities.
>
> **Be careful about making assumptions.** The first set of assumptions is on the function. For example, just because an entity/actor is supposed (or claims) to be executing the function means neither that it is actually executing the regulation function, nor that it is the only one involved. The second set of assumptions concerns capacities and incentives. It is important to not only verify the veracity of the assumptions, but also to remain open-minded.
>
> **Do your homework but remain open-minded.** Also, when conducting the diagnostic, it is important to stay open-minded. You will be prepared with set of questions for the exchanges with the actors, but you also want to stay open for new and unexpected elements that can arise.
>
> **Diagnosis isn't a one-off task.** It is important to regularly revisit the analysis (at least during review processes) as your understanding of the system will be evolving or new elements might come up (a new policy for example).
>
> **Don't rely on one tool or source of information.** There is not a single source of information or tool that will give you all the information on the system. The tools presented here are indicative and can be addressed in different ways. There might be other tools you are using that can also be relevant to use.

STEP 3: Develop a Vision of Functions and Actors[7]

Objective: Reach a future and common vision of functions and actors

Duration: 5 – 8 hours

Preparation: Review results of Steps 1-2

Moderation hints:

- The idea is to complete the last two columns of the sustainability analysis framework table Figure 8 and see the example in Annex 4. Best is to continue drawing this table on a pinboard. Take the pinboard of the previous session and add a new column for the future functions.

- Start with a summary of the layout of the current functions and interactions before diving into the discussion on new functions.

- This step can be animated in a plenary, but ideally in smaller groups of six to eight participants and have each group prepare a future vision to allow for everyone to express their ideas and to have different ideas which can then be shared and debated to arrive at the common vision.

The development of a future vision of the WASH system answers the question "who will do?" and "who will pay". This future vision bases on elements that have been identified in the analysis stage such as current developments in the sector (e.g., water sector reform), current promising experiences (e.g., documented experiences of other projects and own experiences), but also aspirations of the different actors (motivation), strength or weaknesses of a function. Capacities (or the lack of capacities of an actor) and will should however not be considered as an eliminatory element to not attribute a function to an actor – rather the vision should ensure a set up that addresses the root causes of the lack of capacities (for example ensuring municipalities receive the appropriate technical support in the execution of their function).

Facilitating the development of a future vision is a key element of the project planning as interventions will be identified based on the comparison between the current system and the future vision (how to gradually transition from the current system to the future vision). It is therefore particularly important and enlightening exercise if the current institutional arrangements are not clear or need a change to work better in future. The exercise can be shared and replicated, progressively involving more actors and departments from subnational to national levels.

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[7] the SWSC CMU, with consultancy support, will discuss and might revise the language for this step so that it is more in line with government language. Especially the word "vision" might not be appropriate.

STEP 4: Identify Bottlenecks

Objective: Identify functions that are particularly critical for the success of the transition towards the vision.

Duration: 1 – 2 hours

Preparation:

Moderation hints:

- A way to identify these key functions and interventions could be by a vote (making a tick or putting a sticker on the card to upvote). Each participant can for example be allowed 5 votes on functions considered bottlenecks for system change and 15 on interventions that are both necessary and realistic to address the change. (The number of votes adjust according to the number of functions and activities you may want to move forward to step 6.)

- Highlight identified key functions (bottlenecks) and interventions (that will become future activities of the project) and discuss them to see if additional functions need to be identified as bottlenecks according to participants.

- Move winning functions and interventions to a new pinboard. Check if there is coherence between the functions and the interventions. Animate a discussion to see if the team feels they can realistically facilitate these activities and have the means to trigger initial changes on these functions / bottleneck. Adjust/refine the selection.

It is likely neither possible nor relevant to work on all functions simultaneously. At this stage, it is therefore important to identify the functions which are key bottlenecks for the system change and consider which activities and changes can realistically be addressed by the project[8]. It is then important to focus on these bottlenecks while not losing sight of the overall system and change it can contribute to.

STEP 5: Identify Interventions

Objective: Identify interventions to transition towards the vision and the actors that can support them

Duration: 5 – 8 hours

Preparation:

Moderation hints:

- Continue filling the pinboard/sustainability analysis framework by adding a column for the intervention and another one for the actor supporting the function. You might need to get rid of some other columns at this stage to have sufficient space on the pinboard. You can keep the columns current functions, future functions, interventions and supporting actors.

- These could be led in the form of a World Café. Participants can be split in groups and identify interventions for the functions of 1 or 2 actors of the system. Make a rotation between the groups with 1 person staying in charge of explaining the discussions of the previous group before discussing and complementing the ideas. Finally, move to a final and plenary restitution and discussion.

Interventions to facilitate the transition are usually oriented around three entry points:

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[8] The WASH Bottleneck Analysis Tool (WASH BAT) developed by UNICEF and SIWI conducts similar steps of analysis to arrive at the identification of bottlenecks. WASH BAT focuses on "governance building blocks" and is designed to be used mainly by governments. Results tend to be more national oriented, but it is likely that you will identify similar bottlenecks. It is therefore important to check if a WASH BAT analysis as already been conducted in the country and compare the identified bottlenecks to see if they align.

1. **Capacities** – "what I can do". This refers to the resources, skills and collaboration mechanism that allows an actor to do things differently.
2. **Incentives** – "what I want to do". These are the expected benefits that motivate actors to do things differently.
3. **Power** – "what I am allowed to do". These are the influence mechanisms that authorise or hinder an actor do things differently.

It is therefore important to refer back to the analysis done in step 2 (skill-will analysis notably) and see if there are new elements that come up, especially if according to the vision developed in step 3 an actor is taking up new functions or an actor has to transfer a function.

Box 65: A note on capacities

A way to look at capacities is to separate them in different levels and types. In terms of levels, they can for example be divided into individual capacities, organisational capacities, and institutional capacities. In terms of types of capacities, technical capacities, organisational capacities, capacities to make alliances, capacities to advocate, lobby and negotiate and capacities to manage risks can be considered (see Figure 11 below). The levels and especially the types of capacities can be adapted to the specific context you work in and/or the frameworks used by your own organisation.

To ensure the capacities addressed will effectively lead to a system change the essential questions when analysing or strengthening capacities are therefore: "What capacities?" "Capacities to do what?" The lens of levels and types of capacities is useful to broaden the range of interventions possible for capacity strengthening.

Remember, however, that to lead to a system change, or, in other words, to the change of behaviour of an actor, incentives and power are also key factors to be addressed.
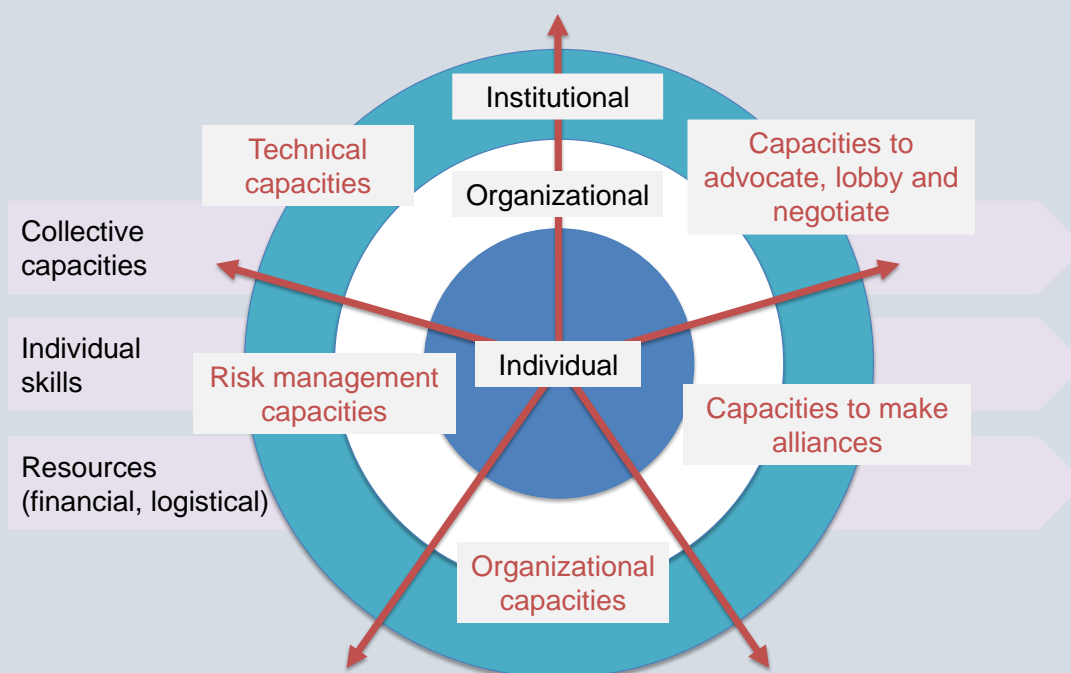
Figure 11: Different types of capacities (source Helvetas Haiti)

Advocacy interventions also play a key role targeting and supporting mainly those actors that would have the capacities to change, but not the motivation or power to change. Advocacy activities are also important to consider in towards the national level (functions of the water sector executed at the national level but also beyond such as for example advocacy for more resource allocation to

municipalities) to facilitate the functioning of the system at local level but also to ensure sustainability, scaling up and scaling out (see Box 7).

Incentives might be the less evident to identify. Make sure that the incentives are not only and directly linked to the project (what would be identified as a "system distortion"). Remember that to change, an actor will not only consider the benefits of the change, but also the risks and negative elements of changing. Vested interests, tradition or simply the fear of change also are to be considered. For example, in Haiti the implication of the central regulatory body in the elaboration of the system intervention and piloting of the decentralisation process allowed to better understand the role as regulator, decreasing the fear of "losing power" and highlighting the benefits.

Box 7: A note on advocacy.

In development cooperation, advocacy may be best defined as "the deliberate process of influencing decisions within political, economic and social systems and institutions with the aim of making policies and processes more just, inclusive and pro-poor". This means that advocacy is a deliberate and informed way of influencing decision-making processes, be it towards the governmental institutions, the private sector or civil society to ensure the human right to water and sanitation.

Governments in each country and at various levels (local to national) are vital to accelerating progress in WASH coverage for their citizens. To achieve sustainability and scale in our programming, it is necessary to work alongside governments throughout the program. It is also necessary to push those public officials – the duty bearer – to do more for WASH. SWSC is committed to accompany local actors to push for stronger laws, tighter regulatory environments, increased domestic financial and human resources dedicated to WASH, and the prioritisation of WASH in development and diplomatic dialogues with external stakeholders. Next to government, there might be other skilled and influential actors in the systems, but with low interest for change, which might also be necessary to address through advocacy.

Advocacy is a key component of Phase 4 SWSC programming for all of these reasons and more. As SWSC projects move up the 'systems strengthening ladder', we need to design and implement local and national advocacy programs with our partners. Successful advocacy makes system change possible and sustainability more likely; helps projects scale up (e.g., into many more institutions); and out beyond the WASH sector, into education, health, climate, gender, and other related stakeholder communities.

SWSC advocacy often in partnership with many other organisations, depending on the local context. SWSC teams are encouraged to consider partnering with other international and local non-governmental organisations and civil society organisations, in their efforts to influence public policy. This is especially important at the outset of Phase 4, as SWSC teams continue to grow their advocacy expertise. These partnerships, especially those with local organisations, will also ensure that the advocacy efforts do not come to an end when an SWSC-funded project concludes.

When designing and implementing advocacy programs within a system strengthening construct, the following questions could be helpful:

- How important is the government (local or national) in sustaining and scaling SWSC-funded WASH programming? How pivotal is the role of the public sector as a systems actor?

- What is the best way(s) to influence those government stakeholders? How can SWSC teams best implement the Six Steps approach to advocacy?

- Who are the partners (local and international) best suited to collaborate with SWSC teams on advocacy efforts? What will each of those partners contribute?

- How can advocacy efforts best contribute to progress towards systems transformative programming by prioritizing collaborations with systems actors?

- Others

Successful advocacy efforts will contribute to a systems approach by strengthening the capacities of system actors (both rights holders and duty bearers) to fulfil their responsibilities in WASH.

STEP 6: Structure a Result Chain

STEP 7: Facilitate System Strengthening Measures

STEP 8: Monitoring and Evaluation of System Change

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Annex 1 Step 1: Example of mapping key functions and actors
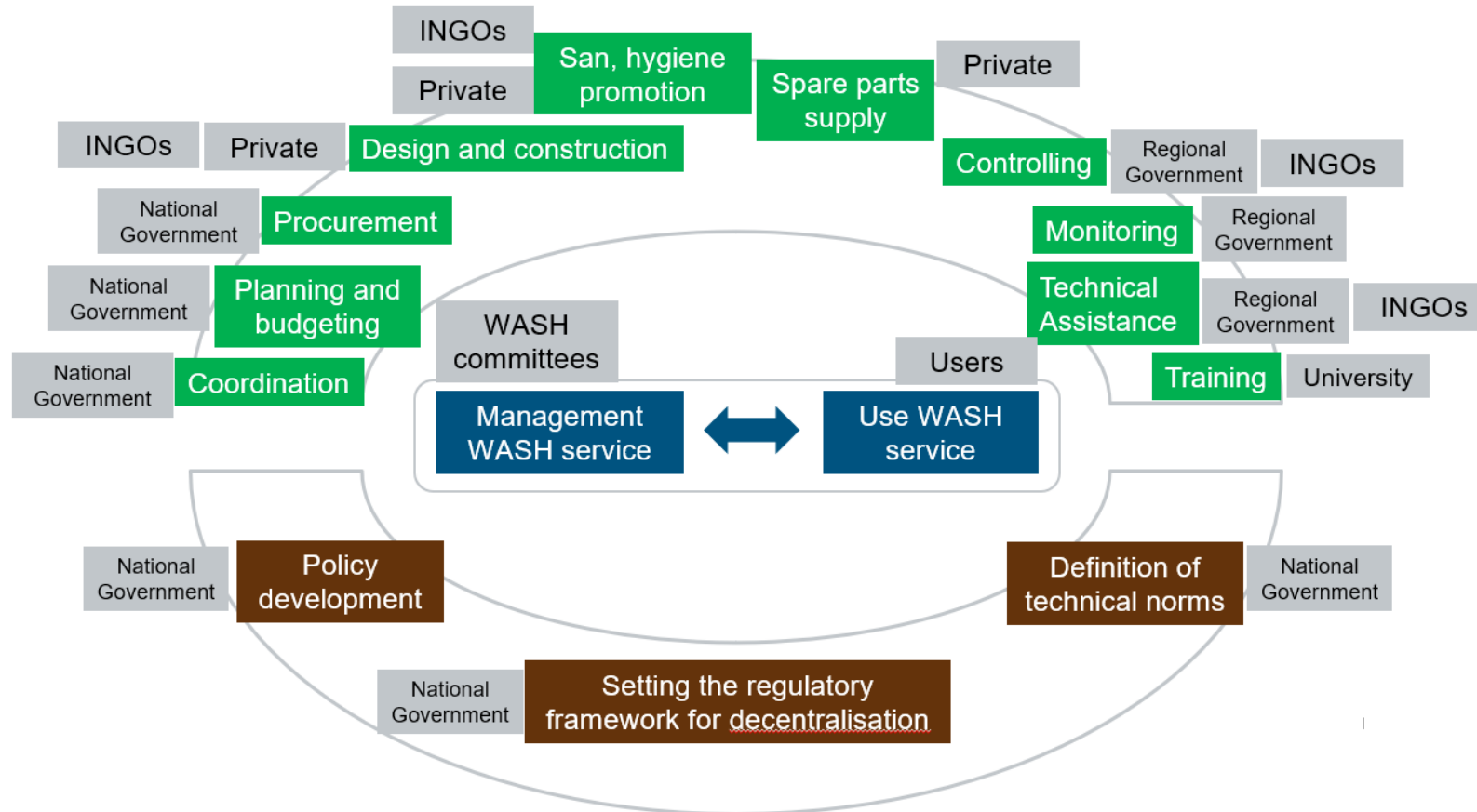
*NB: **Rules Functions**; **Core Functions**; **Support Functions**: Use the names of specific institutions and agencies when mapping actors to key functions in the country context. Add functions as relevant. Start with functions and see for each if there are i) actors fulfilling the function, ii) actors responsible but not fulfilling; iii) no actors responsible (gap). Complete separate exercises for health and education sectors.*

Annex 2 Step 1 Checklist for mapping context-relevant functions (Core, Support, Rules) to the Building Blocks of Systems Strengthening (examples).

Building Block	Examples of functions in the analysis of a water system (RULES, CORE, SUPPORT functions)
Policy and legislation – "the defining vision for the sector, and the rules of the game that define how to achieve it" –	• **Defining the legal framework (e.g., sector law)** • **Defining national strategies and plans** • **Defining technical standards and norms** • **Defining norms for water quality**
Institutions – "the structural arrangements that define the roles and responsibilities of different actors."	• **Coordination (national and local level)** • **Decide on service management model (e.g., private, public, mixed, leasing, service leasing** • **Choice on delegation type and contract modalities**
Infrastructure – "the hardware that underpins all services and the ability to develop, maintain and manage it over time"	• **Technical studies / design** • **Procurement** • **Construction** • **Monitoring of constructions** • **Social mobilisation** • **Extension / renewal of infrastructure** • **Asset ownership** • **Technical management (operation and maintenance)** • **Commercial management** • **Financial management** • **Supply of water treatment products; Supply of spare parts** • **Risk assessment; Risk mitigation measures; Contingency planning**
Monitoring – "the ability to measure progress against plans"	• **Control (regulatory part to see for example if technical standards are applied)** • **Monitoring of coverage, functionality, water quality** • **User's satisfaction** • **Performance of service providers**
Planning – "the ability to set out pathways to achieving policy goals"	• **Service-level Budgeting** • **Fund management** • **Mobilizing funds** • **Macro level budgeting and planning**
Finance – "the fuel that makes the entire system run" *(The question of Who pays? is asked for every function allowing to address the question in a transversal manner.)*	• **Payment for services** • **Definition of tariff policies and rules** • **Collection and management of taxes** • **Collection and management of royalties**
Regulation and accountability – "the mechanisms that ensure adherence to the rules of the game and hold service providers to account on behalf of service users"	• **Request for a service of quality (human rights)** • **Request for transparency** • **Accountability mechanism**
Water resources management - "the source of all water services and the sink to which waste water is returned"	• **Defining source catchment protection area** • **Enforcing source catchment protection** • **Watershed management** • **Setting up watershed committee and dialogue**
Learning and adaptation – "the ability to adapt in the face of change"	• **Technical support** • **Research and innovation** • **Training** • **Knowledge management and capitalisation; Archiving of documents (plans, reports, etc.)**

Annex 3 Step 2: Example of Analysis of Challenges related to the Actors and Functions

Actors	Summary of Challenges
National and regional WASH authorities	Assures too many functions: regulation, technical oversight, development and project management; Financed almost exclusively by external donors (jeopardizing the sustainability of achievements). No significant steps have been taken to date to strengthen ties with municipalities and to support them to assume status as contracting authority.
Regional WASH Directorate	Lack of resources for effective communication / awareness raising, monitoring; oversight and coordination of actors at regional and departmental levels; technical support to municipalities
Municipalities (or Districts)	Low coverage of drinking water and sanitation to constituents, few resources to provide public services; limited individual, organizational and institutional capacities to fulfil the functions of WASH contracting authority, limited experience in 5-year WASH planning process to select interventions; untapped tax mobilization potential.
Professional operators	Absence of mechanisms for effective professional management: limited sector experience
User Associations	Nonexistent: absence of mechanisms to assess service performance and raise complaints
Civil Society Organizations (CSO)	There are many CSOs in the institutional landscape, with capacities depending on their level of internal structuring and professional proficiency. They are not active in the WASH sector and are generally unaware of the issues in this sector (particularly decentralization). Provided they are supported so that they can strengthen themselves and integrate local WASH consultation structures, they are likely to accompany the transfer by demanding transparency and accountability from municipalities and Water network operators and by setting up user associations to monitor and claim quality WASH services.
Private Sector	The private sector, at local level, is present through small design and construction firms and masons and plumbers. Their resources are limited, and their technical skills do not necessarily match the needs of the WASH sector. Universities and vocational schools do not produce managers and technicians with technical skills adapted to the real needs of the sector. These small firms and training centers need to be strengthened so that they can support municipal contracting authorities and by providing training in the National Technical Reference System (RTN) with improved training curricula.
Ministry of the Environment (MDE); Ministry of Public Health and Population (MSPP)	The MDE and MSPP are struggling to play their part in the sector, despite the signing in 2016 of a protocol between these two ministries and the Ministry of Public Works, Transport and Communication (MTPTC) for the promotion of sanitation, hygiene, and the living environment. The National WASH Directorate's board of directors, which should play a central role in coordinating the sector and intersectoral initiatives, has never been operational. The need to establish quality standards for drinking water and to take integrated water resource management (including source protection) into account remains a priority.

Annex 4 Step 3: Examples of current and future (vision) models of system functions and actors (simple)

a. **Current system model (National authority has most roles; no local government role; NGO substitution)**

National WASH Directorate)	Regional WASH Directorate			Private Operators	WASH User comittees	Users	NGOs
Regulatory Framework	Monitoring (coverage, functionality, water quality)	Procurement (technical studies & works)	Source Protection	Technical Management	Transparency & accountability	Payment for services	Currently implementing Procurement, Monitoring Construction, Source Protection
Technical standards	Tech Control (respect of norms regulations)	Monitoring Construction	Service management: choice of contract type and delegation	Commercial Management	Support for source Protection	Respect and protection of sources	
National strategies, plans, budgets	Advisory (technical, social / admin.)	Budgeting & Fund Management	Collection and management of user fees	Financial Management	Represent satisfaction and dialogue of users	Respect clean, hygienic use of water points	

b. **Future system model (Vision: locally elected government directs overall service delivery, support from regional authority)**

National WASH Directorate	Regional WASH Directorate	Municipality / local councils		Private Operators	WASH User Committees	Users
Regulatory Framework	Monitoring (coverage, functionality, water quality)	Procurement (technical studies & works)	Source Protection	Technical Management	Transparency & accountability	Payment for services
Technical standards	Tech Control (respect of norms regulations)	Monitoring Construction	Choice and delegation of management system	Commercial Management	Support for source Protection	Respect and protection of sources
National strategies, plans, budgets	Advisory (technical, social / admin.)	Budgeting & Fund Management	Collection and management of user fees	Financial Management	Represent satisfaction and dialogue of users	Respect clean, hygienic use of water points

Annex 5 Example of System Actors and their Functions in the Future Vision of the WASH Sector

Actors	Vision for Future System Functions
National WASH Directorate	Sector development, regulation, coordination and oversight as foreseen in the sector law
Regional WASH Directorate	Communication / awareness raising, monitoring; oversight et coordination of actors at regional and departmental levels; technical support to municipalities
Municipalities	Acts as contracting authority (maitre d'ouvrage) with support from OREPA
Professional operators	Operates and maintains WASH services as delegated by municipalities through different models: management contract, leasing contract or public-private partnership agreement
User Associations	Generates demand for quality services; facilitates arbitration in case of disputes between operators and users
Civil Society Organizations (CSO)	Communication, information, and awareness-raising for users on access to sanitation, payment for services and household water treatment; advocacy on the human right to water and sanitation and organization/structuring of user associations.
Private Sector	Project management and fee collection as provider of WASH goods and services; sanitation and hygiene marketing
Ministry of Health	*(To be completed as part of a separate table, as relevant for WASH in HCF)*
Ministry of Education	*(To be completed as part of a separate table, as relevant for WASH in Schools)*
Ministry of the Interior	Resolves land ownership problems including measures for leveraging resolutions (accompanies municipalities)
Ministry of the Environment	Develops and implements a national strategy for integrated water resources management
Community Health Worker	Promotes sanitation and hygiene practices in communities
Universities / training centers	Develops the technical and management skills of the various actors involved in the WASH system; undertakes innovation and knowledge management

Annex 6 Step 4: Examples of identifying the current bottlenecks

a) Simplified example of identifying bottlenecks

System Actor	Bottlenecks Identified in the system to address
Ministry of Water and Sanitation / Ministry of the Interior	Absence of technical support to municipalities (function not existing between Ministry of Water and Sanitation regional/district services and no capacity within the Ministry of the Interior. No national level policy and coordination for this
	Absence of regulatory framework for decentralization
District or Municipal authorities	Lack of promotion and integration of Gender and Social Equity in the WASH Sector
	Absence of monitoring of sanitation (ODF)
	No mechanism of accountability between Municipalities/Districts and Village Council leaders
	Limitation of financial, logistic, human resources
Regional WASH Authority	Absence of a nationally validated policy for the role of the Regional WASH Authority
	Financial dependency (relies on donor funding modalities)
National WASH Authority	Capacity for coordinating development actors and actions is limited
	Implementation of national strategies (e.g. process / criteria for transfer of contracting authority (la maitrise d'ouvrage)
	Key standards for design and construction of WASH infrastructures are missing or not disseminated
Private Sector / local service providers	No capacity for Hygiene and sanitation promotion
	Spare parts supply and stocking
	Customer-centric approach is lacking (poor capacity to build community relations. User fee collection challenges
Universities / training centers	No connection with the national training department; lac of analysis on capacities and scope for involvement

b) **Detailed example of identifying bottlenecks (red)** among essential, rules, and support functions
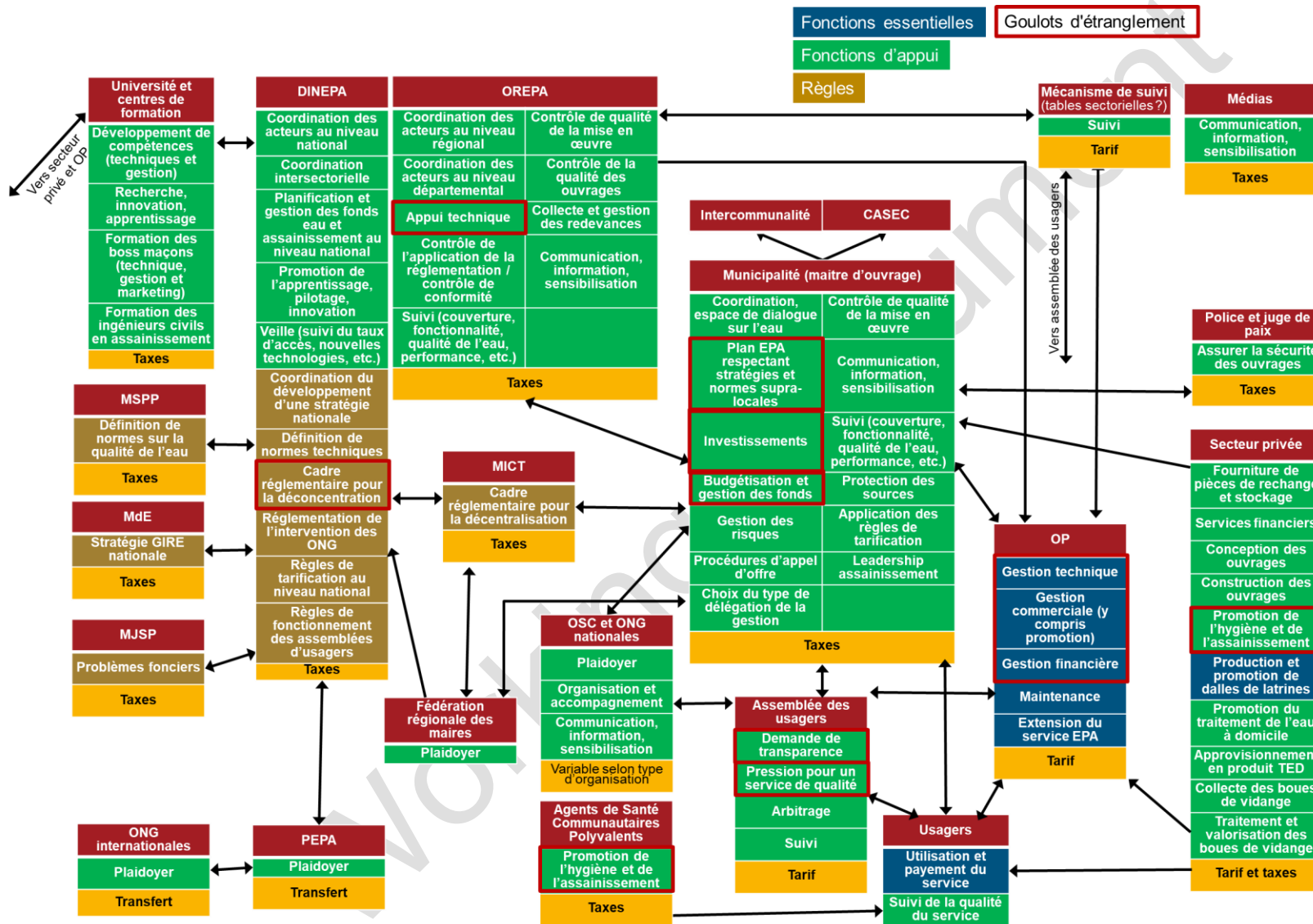
Annex 7 Step 5: Example of identifying the interventions to address the bottlenecks

Examples of interventions that could be feasible in the project time frame and in the context of the project.

Function (Identified as a Bottleneck)	CURRENT MODEL			INTERVENTIONS	FUTURE MODEL	
	Who Does?	Who Pays?	Analysis (Skill / capacity – Will / incentive)		Who Should/ Will Do?	Who Should/ Will Pay?
Technical Advisory Support to municipalities / districts (Support)	N/A (non-existent)	N/A	Regional WASH Directorate does not have a working relationship with municipalities for planning, overall direction of works, etc. and lacks logistic means and human resources to meet the future demand.	• Reinforcing Regional WASH Directorate logistic capacities • Integrating municipalities / districts in regional and WASH sector coordination groups • Setting up a monitoring of municipal /district activities/ practices by Regional WASH	Regional WASH Directorate	National tax revenues, percentage of local water user tariffs
Five-year Master Plan (Support Function)	N/A (non-existent)	N/A	There is no planning tool (operational and financial) for municipalities to assume leadership of WASH service delivery to improve access and quality of services)	• Develop a methodology for the preparation of a five-year master plan (with OREPA/DINEPA) • Realizing five-year plans (municipalities contract a technical service provider)	Municipalities (with Regional directorate technical support)	Local taxes; State allocations to municipalities
Management of Piped Drinking Water Systems (Core Function)	Local Committee for WASH service provision (elected volunteers)	Users	Elected volunteer committee members lack technical management capacities for high-quality management. Low incentive for tariff collection reduces revenues. Collection of fees is infrequent, insufficient to maintain basic services; no mechanism for municipalities to delegate to third party operators.	• Definition terms and conditions for delegating management of services (see row below) • Accompanying municipalities to advertise and recruit private operators (with Regional Authority • Strengthening the technical, commercial, and financial management capacities of recruited private operators	Private Operators	Water user fees
Defining terms and conditions for delegating management (Rules Function)	N/A (non-existent)	N/A	The current contracting modality does not have provisions for municipalities to delegate a service management mandate to a third party.	• Define modalities for contracting third party service operators • Create / approve standard contract management delegation template	Regional / National WASH Directorate	National tax revenues, percentage of local water user tariffs
Fiscal mobilization / local tax collection (Support)	N/A (non-existent, with some exceptions)	N/A	There is a significant potential to generate local tax revenue to invest in water service provision. Property taxes could partially cover functioning costs for Municipal WASH Units and infrastructure.	• Accompanying municipalities for tax collection (identifying estimating property values, coordinating with local tax office, public awareness raising to inform taxpayers, etc.)	Municipalities (some steps supported by Ministry of finance / local expert firms)	Cost recovery of fiscal mobilization

Annex 8 Step 6: Example of how to structure a results framework for systems strengthening (simple)

a) Simplified example

Impact	The living conditions of the populations are improved (by reinforcing sustainable access to WASH services	
Outcomes	**1 : Local Governance** Delivery of local WASH services is efficient, sustainable, equitable, participative, and transparent.	**2 : Enabling Environment** The regulatory framework, coordination and sharing of experience are conducive for local WASH governance across the country.
Outputs	• Capacity building of local WASH governance actors to carry out their functions (municipalities, OREPA, private sector, CSOs / user associations, service operators, etc.)[9] • Consultation / dialogue and accountability • WASH infrastructure construction • Sanitation service chain management model	• Sector dialogue • Capitalization and scaling up • Dissemination and outreach • WASH training / institutionalization

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[9] One of the events was an exchange visit to Guatemala for the director of OREPA Sud, the technical manager of OREPA Sud-Est office, three mayors and a municipal director from REGLEAU's intervention municipalities. The aim of the visit was to share and learn from experiences in Guatemala and Honduras in terms of local governance of the WASH sector.

In an emergency context: can apply the steps with some consideration of the context: key actors and functions may change: Integrity lens

b) Detailed example

Impact Poverty reduction

Living conditions of the population in the targeted region are improved thanks to effective, equitable and sustainable decentralised water, hygiene and sanitation services

Economic growth & access

Access to services
Women and men in the target areas have access to and make use of affordable and sustainable safe drinking water and sanitation services and adopt good hygiene practices

Strong institutions
Local and regional institutions and service providers manage drinking water and sanitation services efficiently, effectively and sustainably and promote good hygiene practices.

Conducive policies
Local and national policies are conducive to equitable and sustainable water supply, sanitation and hygiene services.

← **Outcomes**

Selected prioritised functions

Water supply and sanitation infrastructure

People's awareness on hygiene behaviour

People's & youths' capacity to advocate

Enhanced capacities of local authorities, KMK/TO, DWOs, MoH/MoE, private sector

A model of decentralised management of water supply system

Sanitation models (HH, institutional)

Financing models for water supply and sanitation

← **Outputs**

Demand for affordable and quality service

Advocacy (e.g. sanitation investments)

Planning

Management, O&M

Promotion of sanitation innovation

Developing sanitation policies

Validating tariff setting modalities

Mobilising investments

Providing TA

Designing sanitation systems and technologies

Refining KMK/TO functions / business model (local level)

Procurement

Monitoring

← **Prioritised functions**
based on bottleneck analysis (performance of assuming these functions to be improved)

Foster the creation of youth cross-border network

Support the development of water user's associations

Training and coaching KMK/TO

Establish a model agreement between TO and DWO

Establish methodology to develop a District Wash Plan

Support district authorities in developing bankable projects

Support setting-up of an ad-hoc tender commission

Support district authorities in setting up a monitoring system

Support private enterprises in piloting innovative sanitation treatment and marketing initiatives

Assist MoH in setting up a sanitation innovation award

Train Federation of DWOs in advocacy

Facilitate the reflections on the distribution of responsibilities in rural WASH

Facilitate reflections on tariff setting modalities and payment responsibilities

Document and share project experiences in policy dialogue

← **Identified interventions**
(how to transition towards the future vision)

Annex 9 Examples of SWSC system strengthening activities across building blocks

Policy & legislation: sector policy & strategy, legal framework, norms & standards, by-laws	**Planning:** planning & budgeting, capacity & frameworks for planning
Institutions: coordination, roles, responsibilities, capacity, sector mechanisms	**Finance:** flows & responsibilities, clear frameworks including life-cycle costs & source identification
Infrastructure: development & maintenance, project cycles, asset management, roles	**Regulation & accountability:** accountability mechanisms, regulatory framework & capacity
Monitoring: framework & routine implementation, service levels, use of data	**Water resources management:** allocation & management of resource abstraction, water quality, coordinated efforts

Learning & adaptation: capacity & frameworks to capture and feedback lessons learned, update & adapt various building blocks

Examples of System Strengthening Activities in the Building Blocks

Building Block	Current Country Context	Program Intervention Examples
Institution: arrangements, leadership and coordination	Lack of leadership of municipalities to provide services	Municipalities create a team and assume role of contracting authority for WASH services
Resilient Infrastructure and service delivery models	Low levels of maintenance, service, tariff collection	Professionalization of service delivery: private operators
Monitoring: Routines and use of data	Absence of regular monitoring at local level	Municipal data base, satisfaction surveys
Planning: Inclusive, connected and risk informed	Planning is based on assessment by international actors	Inclusive planning at local level with local authorities / Water Use Master Plans
Finance: costing and source identification	Allocations due to municipalities by central government are unpaid	Fiscal mobilization at local level
Regulation and accountability	Lack of accountability towards population and local leaders	Public audit, concertation table
Water ressource management and environnement	Degraded watershed due to pressure of subsistence farming	Source catchment area protection
Learning and adaptation	High staff turnover (emigration, change if elected people change)	Organizational strengthening of technical authority (onboarding process, kits, file storage)

Example: How the Water and Sanitation for Health Facility Improvement Tool (WASH FIT, WHO / UNICEF 2018) supports health system strengthening