



SUMMARY REPORT

CSO & State Engagement workshop

ACCRA, GHANA

APRIL 30TH, 2019 | 8 A.M. - 5 P.M.
THE AUDITORIUM

Summary Report of the CSO/State Engagement workshop Accra, April 30th, 2019

Twenty-one stakeholders assembled in Accra on April 30th to discuss key indicators that were currently being tracked in the sanitation sector. They identified emerging challenges around these indicators and identified some of the gaps; suggesting where additional efforts were needed to widen the sector's current approach to monitoring sanitation provision. The purpose of the workshop was to use this foundational discussion to develop a sanitation sector baseline of what is currently being tracked at national level, through existing monitoring systems as well as key platforms where analytical reports are discussed and how both of these sources of evidence influence decision making. This sectoral discussion and subsequent research will feed into the piloting of a mechanism to foster greater state use of civil society-generated data. This mechanism/platform, once tested in the sanitation sector in Ghana, will be used as a model for replication in Uganda, Benin and South Africa, which are all co-leading the Twende Mbele initiative.

Background

Dede Bedu-Addo, the Coordinator of the Ghana Monitoring and Evaluation Forum, opened the platform explaining the purpose of the meeting. Dr. Laila Smith from CLEAR-AA introduced CLEAR AA and Twende Mbele to participants and explained how this CSO initiative within Twende Mbele had begun. Twende Mbele, a peer learning initiative of country champions of National Evaluation Systems is housed within CLEAR-AA, an academic centre devoted to building evaluation capacity development across selected countries in Anglophone Africa. The Head of Evaluation Units in Benin, South Africa and Uganda have, for some time now, been keen to find ways to create entry points for civil society to help strengthen government M&E systems.

CLEAR-AA was commissioned in 2017 to carry out diagnostic research in all three countries to better understand what the aspirations were of both sets of stakeholders as well as what the constraints were to more constructive engagement. This was meant to inform the development of a pilot platform for enhancing state use of civil society generated evidence. The results of the research revealed that existing platforms for civil society were invited spaces that constrained the kind of input areas that civil society had for the evidence that it was generating. Part of this challenge was the state's own efforts to figure out how to engage with a set of stakeholders that were so widely defined. For instance, civil society is both active in service delivery and actively generates data through this role that already feeds into government systems; civil society is active in research and plays a more analytical role in assessing government performance; and civil society is active in advocacy regarding the reforms it would like to see take place resulting from its own evidence generation. CLEAR-AA came out of this research with a solid understanding of recommendations that would help central government agencies move this agenda forward but unclear as to the pathways of change envisaged by civil society.

To address this research gap, CLEAR AA carried out four additional workshops in Kenya, Rwanda, Uganda and Ghana with a design that trained civil society on "Theory of Change". Civil society representatives in each of these countries were asked to map the pathway to influencing the national evaluation systems in their country and construct a Theory of Change for getting there. The fishbone problem analysis served as a useful instrument to put forward a civil society vision of how to bring about change through enhanced engagement with the state, in use of citizen-generated

evidence. Yet, one clear outcome was that pitching a platform for engagement at the NES level was too ambitious as a starting point and that starting at a sectoral level would be more effective.

CLEAR-AA was motivated to choose Ghana to be the pilot for a second try at this CSO/State engagement because of its longstanding culture of inclusivity. The sanitation sector was selected because of GMEF and CLEAR-AA's prior collaboration in drafting a chapter with the Ministry of Sanitation on evidence in practice. This focuses on the use of the District League Table as one form of evidence that has influenced change in the sanitation sector, particularly at the district level. The chapter also focuses on liquid waste.

Overview of findings from the Accra Workshop, 30th April, 2019

The current sanitation sector in Ghana is the main responsibility of District Assemblies in terms of service delivery, yet it is a sector that cuts across several ministries such as the Ministry of Education, Ministry of Health, Ministry of Water, Ministry of Local Government and Rural Development and the Ministry of Sanitation and Water Resources. Despite the raised profile of sanitation since the current President came to power, it remains a largely unfunded mandate of District Assemblies.

Sanitation is a broad concept encompassing several services of which solid waste management tends to take the limelight in attention and budget because of its visibility, ie: mountains of litter on side-walks invites rats and mice and becomes a source of easily transmittable diseases.

The Liquid Waste division of EHSD indicated that the Ministry has two main systems for monitoring sanitation.

Data Collection in the Sanitation Sector by Key Agencies

Ministry of Sanitation

In order to track the implementation of the country's rural sanitation strategy, **BASIS** was developed to track ODF with the use of Community Led Total Sanitation as the approach. Once a community becomes Open Defecation Free, the Ministry is increasingly looking at how grey water is being used as well as the degree to which solid waste is sanitized. They were beginning to track this through indicators that look at separation at source. BASIS will form the baseline information to inform future Ministerial interventions in the sector in rural areas. While indicators for liquid waste are indeed lacking in the government's monitoring system, the Liquid Waste Manager from the Ministry of Sanitation noted that tracking grey water management was equally critical.

The **ESICAP** forms are meant to move beyond rural sanitation and begin to address some of the liquid waste challenges facing urban areas. The piloting in Accra of the ESICAP, is being supported by the World Bank under the GAMA programme and is administered by Municipal Environmental Health Officers, called the MEHOs/DEHOs. ESICAP was designed to track more than just coverage figures but rather provide a larger environmental picture of sanitation at the household level. These forms have faced challenges in terms of being adequately completed by the DESU, as at times there are only up to 6 data collectors in an entire district to collect this information with additional challenges in sending these forms to the regional coordinating councils to be analysed across districts.

To address this challenge, a mobile app called **ESICOME**, has been developed to digitize this method of local monitoring. It is being piloted in Accra through the DESUs with the additional assistance of the NAMCO program, which is a three year internship program within the civil service. Once the Ministry Of Sanitation and Water Resources has trained these interns, they will be moved out to support other districts in sanitation data collection with the intent of being applied more widely over time. ESICOME looks at four broad areas 1) education 2) sensitization 3) compliance and 4) enforcement.

The MSWR indicated the need to have an interface between the ESICAP and BASIS data collection instruments so as to have an integrated perspective on performance in the sector.

Ministry of Monitoring and Evaluation

The MoME has a Results Framework based on the political manifesto that brought the current government to power. The Results Framework is made up of 20 core, selected, high level indicators submitted to them by various ministries. It tracks Presidential outcomes, outputs and milestones derived from the goals set out in the government's political manifesto. Real time data is used to collect this information through focal point people in various ministries that have all been trained in M&E through the recent Harmattan school offerings at CLEAR-GIMPA. The MoME Results Framework report is produced bi-annually and is submitted to Cabinet for review and the ministries need to work on addressing the gaps presented by the report.

In addition, rapid reviews come out in October and spot checks are done on the data presented by ministries that feed into the Results Framework. The MoME indicated that it uses real time information to make decisions. Through a review of the limited indicators they receive information on, the MoME has requested the various ministries to report beyond the targets they are working on. They are to flag the key issues that their respective sectors are grappling with.

National Development Planning Commission

The NDPC was set up in 1992 to help drive the coordination of District Assembly plans across the country. The Annual Performance Report is submitted in January, with a budget request associated with the plans developed at district level and aggregated by the NDPC.

Ghana Statistical Service

The GSS indicated that data gathered within any sector had to be measurable by the GSS and reliable. A key starting point is standardizing definitions of key concepts, such as the definition of a household, to ensure that they are uniformly applied across all stakeholders collecting data. The CSO SDG Group is helping to standardize these definitions and this could be useful in facilitating government use of CSO generated-evidence if these definitions are adhered to CSOs collection of data.

Overall, the GSS is trying to move away from dependence on the census and survey data as this is only carried out every five years and is too long a period to capture the requirements for real time decision-making. As such, the GSS is working to build on administrative data. The SDG indicators have 32 indicators, 57% of which are from administrative data and 33% of which are from surveys and the census. The latter two (2) sources are weak on disaggregation.

Metadata templates are being created for the SDG information that is being tracked which is to ensure that the data that is collected comes with an indication of its source, where it is stored, what the limitations are to the data, the organization responsible for generating the data, the method of computation and so forth. This additional information makes it easier to understand the data, archive it through codifying and access it over time. Templates are being designed for data collection on the SDGs that has a level of disaggregation by geography, sex, age, ethnicity and so forth. This approach will allow the GSS to better address the "Leave No one Behind" SDG principle in determining who is being systematically excluded in service provision.

The GSS' in its efforts to widen access to valuable sources of data being generated by civil society was undertaking a data validation workshop for CSOs. Furthermore, the MSWR had tried to widen the kind of administrative data being collected by GSS by adding 9 questions to the upcoming census which can help serve as baseline data for the sector. A survey related to sanitation can then draw on the census as a baseline.

Discussion

Workshop participants raised concerns about the MoME bi-annual report not being shared beyond Cabinet. The MoME representative responded that this was a tool to address the performance of key ministers and, as such, it remained a confidential document. The MSWR representatives stated that they wanted to work more closely with the evidence being produced through the MoME as this quality information would be useful for their own management issues within the sector.

The health implications of failing to share data across ministries was discussed. The Ministry of Health representative, was not aware that such sanitation information was being collected and wanted to know what data was being collected and how it was being used. She indicated that the MoH has analysis from their surveillance systems when a cholera outbreak is imminent, partially linked to water shortages and the associated sanitation challenges. A key concern raised was getting clarity on what the data needs were for the various ministries that have a role in sanitation, such as education, health and local government.

In urban areas, it is much harder to consolidate civil society generated data as there is a much higher level of CSOs but that are not as easily willing to register with the government so that their data can be more readily centralized. Part of the difficulty is how to get their information and how to identify community leaders and members and bring them on board. The planning process and actions of CSOs happens in communities. There is a level missing in the appropriation of the local action plans. These should be the subsets of the district plans. If the local action plan is well prepared and CSOs get involved in these, then, ideally, the activities that they want to undertake must feature in these plans. If CSO activities are reflected in this and it is part of the District Medium Term Plan, then they would have to report on it at the district level and it would go to the NDPC as part of the annual progress reports.

Discourse around the real time monitoring aspects and how this features in the national annual progress report suggested that the progress report is the way to get it shared. CSOs invest so much in surveys but inappropriate methodology and the unsystematic way in which it is done means these reports have limited credibility. The GSS wants surveys being done to have some non-state input but not all CSOs can have the human resources to do it properly.

As sanitation is largely driven by donors in Ghana, M&E is largely shaped by their requirements. This presents a challenge in aligning this with what state needs are. ESICAP is driven by the GAMA project which is funded by the World Bank. After the pilot, it is expected that it will expand to other parts of the country.

Working Group discussions

Participants were divided into four working groups with two (2) focusing on urban sanitation and the other two (2) focusing on rural sanitation.

Urban Group report back

Collaboration - gaps were identified at the national level in terms of moving up the ladder – the collaboration was stronger at lower levels. NDPC operates through coalitions like CONIWAS. CSOs felt that while there was strong consultation with civil society in the Ghana 2040 plans put together by the NDPC, but when it came to monitoring implementation at a national level, collaboration was reduced to national CSO actors, such as CONIWAS. Furthermore, there was distress that the MoME responds directly to the President around progress in meeting the Results Framework but there is no forum to present this progress with various collaborators in implementation.

The District Planning Coordinating Unit is responsible for monitoring what is happening at the district level. Local action plans feed into District Assembly plans which are collated by the DPCUs into a harmonized report. While CSO participation in district planning is encouraged, there is a difficulty in doing this as CSOs often do not register with the

District Assemblies. This, in turn, makes it more difficult for District Assemblies to get a solid understanding of what is happening in their own jurisdictions.

At present, the national indicators that look at liquid waste treatment only indicate, in basic terms, whether treatment is onsite or offsite. It is not clear what the targets are for this. The current indicators fail to reveal critical information like how much a household is paying for the transport of liquid waste, the form of transport that is being used and how this waste is being treated.

In terms of leading towards improvements, there was a sense that government could lead on methodological rigour, help with quality assurance and discuss standardization of what CSOs are doing. At the district level, government can help by spending more on administrative data collection so that it reduces the cost of data collection, this would help CSOs in reducing the need to do continuous surveys due to the information coming from administrative data being insufficient to meet their reporting needs. An MOU between CSOs and District Assemblies, along these lines, was suggested as a vehicle for enhancing collaboration.

In relation to indicators for administrative data, one issue flagged was how septic tanks were emptied. The practice of septic tanks being emptied straight into the gutter or sewer was something that was flagged as needing to be arrested and that better monitoring data would be needed to do this.

Rural Group Report Back

The current indicators look at the number of households without sanitation (coverage) and if they have the facilities, whether they are improved or not. The group felt the need to add more indicators at national level to measure:

- Understanding of knowledge and practice of sanitation at household level that went beyond the ODF indicator currently used, such as what technology options were available once the household was triggered.
- How many people actually have some kind of reuse systems? If using a water closet, how much of the water is reused for agriculture?
- Use of the technology - Current access figures don't measure whether the facility is being used or not, is it clean, smelly, functional? ESICOM needs to integrate this element.
- Coverage figures look at the number of houses with toilet facilities but it also needs to be able to measure collection, transport and the level of safety and availability of transport facilities to extract liquid waste from the household
- Collection and transport
- In terms of treatment in rural areas, there is the need to track the number of communities that are relying on treatment facilities within the district and what the ratios should be for this and the distance for transporting liquid waste from each community. The Town and Country Planning Department can give guidance on what facilities need to be in place when houses are built but this is only at the urban level.

As a way of facilitating greater CSO engagement in existing government platforms, it was suggested that CSOs feed into district planning by participating in the Medium Term Development Plans at the District Assembly level, as this is what the districts use for their planning. To do this, CSOs have to ensure they register with the Assemblies, as often assemblies are not even aware of the presence of CSOs within their jurisdiction.

The workshop came to a close with announcements about follow-up activities and participants indicating that the 28th of May, 2019 would not be suitable for the next meeting. It was therefore agreed that the organisers would find suitable dates and communicate with participants for their availability, as soon as possible.